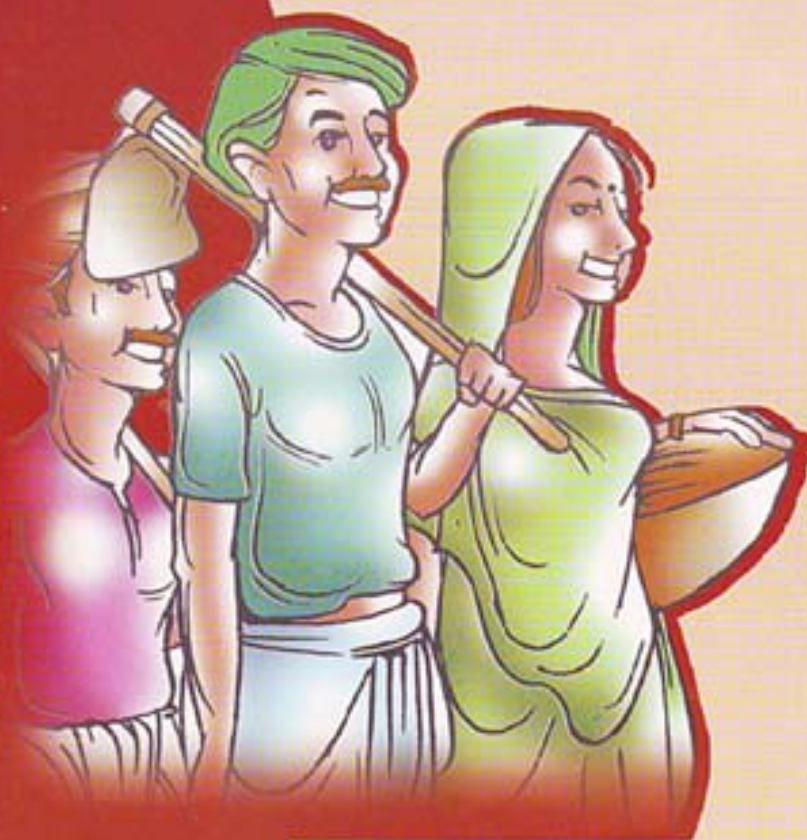


Status of NREGA Implementation

*Grassroots learning and
ways forward*

2nd Monitoring Report

2006-07



Poorest Areas Civil Society (PACS) Programme 2001–2008

DFID Department for
International
Development



Management Consultants

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Status of NREGA Implementation

Grassroots Learning and Ways Forward

2nd Monitoring Report

(April-06 to March-07)

Prepared by:

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Foreword

National Rural Employment Guarantee Act (NREGA) has gained momentum as it is maturing with time. The Government as well as civil society organisations have tried out several strategies to improve effectiveness of the programme so that benefits may reach to the poorest of the poor.

Relatively large coverage, especially in the poorest districts across the country, with enormous resource commitment to ensure 100 days employment as well as creation of sustainable assets enhance the challenge. However, adequate political will, focus on administrative efficiency and social watch on the performance by the civil society groups will positively demonstrate a unique success as far as the employment guarantee for the poor is concerned.

Poorest Area and civil society programme is more than a five year old programme designed to address poverty in the six states of the country where the poverty ratio is significantly high. The uniqueness of programme rests in the strength of the civil society grassroots groups numbering more than 600 in six states working in the remote corners and high poverty pockets. Capitalizing on the strength of the network, citizen's monitoring process on NREGA was started since the beginning of the programme. The first monitoring report was well received and it generated an action agenda for the grassroots groups to deepen engagement at the grassroots as well as for affecting policy change. The second monitoring report is an improved version of our previous efforts as we have expanded the scope of monitoring incorporating macro and micro level parameters for analysis.

Samarthan, one of our lead CSO of PACS programme in Madhya Pradesh, took the responsibility of monitoring the NREGA. A large number of CSOs from different states have collectively worked along with the challenges of the PACS programme to bring out a relevant and meaningful document. I express my gratitude towards each one who has contributed in the process of monitoring NREGA performance.

I am sure that the report will generate pro-poor discourse and evolve an action agenda for all the stakeholders responsible for the success of the programme.

Kiran Sharma

Programme Director

Poorest Area Civil Society (PACS) Programme

Acknowledgement

National Rural Employment Guarantee Scheme is unique because of the demand based approach intended in the National Employment Guarantee Act. The Periodical watch by Civil Society Organizations is needed to understand the loopholes and strengths of the programmes for further rectification and upgradation to reap maximum benefit out of it. The report is the second attempt to closely observe procedural bottlenecks as well as impacts of the NREGS in six selected PACS states.

The first report prepared by Samarthan, as one of the PACS lead CSO, was an effort to understand the dynamics of NREGS implementation at the grassroots. The second monitoring report provides a comparative state-wise performance under NREGA for all the states involved in NREGA implementation. We have made an attempt to rank the states and the districts on a composite index. The grassroots data of 600 villages from six states provided by the partner CSOs has empirically tested the macro statistics as well as provided nuanced understanding of the grassroots realities. Nevertheless, there are positive examples of the NREGS success, which are captured as impact of the programme.

I would like to acknowledge active support of Development Alternatives (DA) and Price Waterhouse Coopers (PWC) – the management consultants of the Poorest Areas Civil Society Programme for entrusting the responsibility of preparing the second National Report on NREGA to Samarthan. I am thankful to the government officials and their official data sources, which helped build macro analysis for the study. I would like to express my gratitude towards the field level CSOs of PACS states, state resource organization, communication agencies, state representatives of PACS programmes and grassroots leaders who provided necessary quality data for undertaking the study. I would like to mention untiring efforts of programme and support teams of Samarthan to bring it out in the best possible manner.

Yogesh Kumar

Executive Director

Samarthan, Centre for Development Support

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List of Abbreviations

APL	- Above Poverty Line
BPL	- Below Poverty Line
BREGS	- Bihar Rural Employment Guarantee Scheme
CG	- Chattisgarh State
CGREGS	- Chattisgarh Rural Employment Guarantee Scheme
CM	- Chief Minister
CEO	- Chief Executive Officer
CSOs	- Civil Society Organisations
CSR	- Certified Standard Rate
DFID	- Department for International Development (United Kingdom's)
DA	- Development Alternative
EAS	- Employment Assurance Scheme
EGS	- Employment Guarantee Scheme (Maharashtra)
EBC	- Extremely Backward Caste
FY	- Financial Year
J&K	- Jammu & Kashmir
JE	- Junior Engineer
GoB	- Government of Bihar
GoCG	- Government of Chattisgarh
GoI	- Government of India
GoJ	- Government of Jharkhand
GoMah	- Government of Maharashtra
GoMP	- Government of Madhya Pradesh
GoUP	- Government of Uttar Pradesh
GP	- Gram Panchayat
GS	- Gram Sabha
JREGS	- Jharkhand Rural Employment Guarantee Scheme
JRY	- Jawahar Rozgar Yojana
MC	- Management Consultant
MEAL	- Monitoring Evaluation and Learning
MORD	- Ministry of Rural Development
MPREGS	- Madhya Pradesh Rural Employment Guarantee Scheme
MP	- Madhya Pradesh
MREGS	- Maharashtra Rural Employment Guarantee Scheme
NFFWP	- National Food for Work Programme
NREGA	- National Rural Employment Guarantee Act
NREP	- National Rural Employment Programme
NGO	- Non Government Organisation
OBC	- Other Backward Caste
PACS	- Poorest Area Civil Society
PWC	- Price Waterhouse Coopers
PST	- ?
PRI	- Panchayati Raj Institutions
RD	- Rural Development
RO	- Resource Organisation
SC	- Scheduled Caste
SGRY	- Sampoorna Grameen Rozgar Yojana
SHGs	- Self Help Groups
ST	- Scheduled Tribe
UPREGS	- Uttar Pradesh Rural Employment Guarantee Scheme
UP	- Uttar Pradesh State

Chapter 1: Introduction

1.1. Salient Features of NREGA

The National Rural Employment Guarantee Act currently provides right of employment to about 5.4 crore rural poor in 200 most backward districts of the country. The Act provides employment guarantee to every rural household for 100 days in a year. In September 2005 UPA government passed the National Rural Employment Guarantee Act 2005. This is perhaps the first time that the Panchayats have been provided with the freedom to plan and execute works and is backed by substantial resources, which are at their own disposal. Ideally, the Act and the programme design reflects to bring about a radical change in the rural areas as far as employment generation and creation of sustainable assets for the villages is concerned.

The NREGA programme's efficacy is based on the logic of using the productive capacity of ordinary rural folk to build and nurture productive and infrastructural assets, while simultaneously alleviating the problem of chronic unemployment and poverty. The Act provides an opportunity to build rural infrastructure through watershed development, restoration of water bodies such as tanks and canals, activities aimed at forestry, land development, and soil erosion and flood control, and construction of roads and institutional facilities. Anyone willing and able to perform unskilled manual labour at the statutory minimum wage can apply for work, which must be met within 15 days failing which an unemployment allowance must be provided by the state.

In the year 2006-2007, a total budget of Rs 11300 crore was set aside to implement the programme in 200 districts of 27 States. In April 2007, 130 new districts have been added in the programme and the NREGA allocation has been increased to Rs 12000 crore for the year 2007-2008. At the state level, State Employment Guarantee Council and State Employment Guarantee Authorities have been formed. Separate fund for the programme called the State Employment Guarantee Fund need to be created at the state level. The states are supposed to make a contribution of 10% to the fund for effective implementation of the programme.

1.2. Key Findings of the First Monitoring Report

The poorest Area Civil Society (PACS) Programme supported over 600 CSOs, working in the 108 poorest and most backward districts across six states of India, to enable the poor to realize their rights and entitlements more effectively. This NREGA implementation monitoring report is an outcome of the second round of monitoring of NREGA indicated by the PACS. In the first monitoring report 107 villages of 87 Gram Panchayats have been covered from 20 districts in six PACS intervened states. Moreover a substantial amount of information was collected from the experiences of the Rojgaar Yatras held by PACS in six states reaching out to 2170 villages.

In the first monitoring report, it was observed that the status of registration for the job cards was poor in the states of Maharashtra and Bihar. It was also observed that the job cards were not being used properly in any of the states. There was a lack of demand for jobs under NREGA as people were not aware of the fact that they can demand employment under the Act. As far as resources available and the resources utilised were concerned, Madhya Pradesh was the best performing state among the six states and Maharashtra was the poorest performer. The lack of worksite facilities, medical care for injured workers was also conspicuous in all the states.

At the institutional level it was observed that the districts with high utilisation had started facing shortage of funds because of non compliance of certain aspects like release of state share, formation of State Employment Guarantee Fund, formation of the State Employment Guarantee Council etc. The lack of funds at the district level also had adverse effect on the Panchayats as they were not able to pay the wages of the workers in time. The top-down approach of planning was also adversely affecting the functioning of Panchayats. It was also observed that there was inadequate flexibility with the Panchayats to use the NREGA funds for addressing local issues.

In this round of NREGA status monitoring, structured research was conducted to generate longitudinal data on selective variables as well as cover new issues and dimensions which have become more visible and prominent with the maturity of the scheme.

1.3. Objectives of the Second Monitoring Report

- To review performance of NREGA with an inter-state and inter-district comparison
- To understand effectiveness of implementation of NREGA from the poor citizens' perspective in six intervention states of PACS programme
- To identify institutional the bottlenecks at different level affecting implementation of NREGA and ways forward

1.4. Methodology

Considering that the first monitoring report was prepared using the macro level secondary national data as well as primary data from six PACS-intervened states. The same format has been used to prepare the second monitoring report taking the period April 2006 to March 2007. This period overlaps with the first monitoring report. However it was felt that it will be relevant to cover the complete financial year for building a more comprehensive understanding of the programme.

1.4.1. Collection of data from secondary sources

In order to develop a nation scenario of the NREGA performance as well as to consider inter-state and inter-district comparison, data from the website of NREGA as well as from the state offices of NREGA were collected. The available macro data is helpful building a national picture of the programme as field visits or primary data collection from each of the state was not possible in this study.

1.4.2. Sampling design for primary survey

The sampling design was based on the rationale that the voluntary organisations working in collaboration with PACS programme can provide deeper understanding on the issues from the Panchayats of their work. In this report therefore the status of NREGA, which illustrate ground realities from six states viz. Bihar, Chattisgarh, Jharkhand, Madhya Pradesh, Maharashtra and Uttar Pradesh, has been covered collecting primary data.

Since Panchayats are the principal authority in implementation of NREGA, unit of sampling is considered to be Panchayat. Considering the strength of large-scale presence of PACS initiatives in NREGA districts with partners, it was decided that CSOs working under the PACS programme would collect data at the community, village and Panchayat level. The selection of the CSOs was carried out in such a way that the data represents the diverse socio-economic and geographic conditions. Overall 283 Panchayats & 600 villages from different socio-cultural backgrounds were taken in 39 districts of the six PACS intervened states. The state wise details of sample coverage are given below:

Table: Coverage of 2nd Round Study on Status of NREGA Implementation				
State Name	S. no	District Name	No of Sample GPs	No of Sample Villages
Bihar	1	Banka	3	11
	2	Bhojpur	5	19
	3	Jamui	5	19
	4	Madhubani	10	25
	5	Muzafarpur	10	47
	6	Navada	7	27
	7	East Champaran	2	4
	8	West Champaran	8	20
Total	8		50	172
Chattisgarh	1	Bastar	10	10
	2	Rajnandgaon	44	48
	3	Sarguja	21	30
Total	3		75	88
Jharkhand	1	Dumka	3	15
	2	Gumla	2	2
	3	Hajaribagh	2	5
	4	Pakud	2	14
	5	Palamu	4	19
	6	Ranchi	2	10
	7	Simdega	2	6
	8	West Singhbhoom	3	22
	9	Giridheh	1	8
	10	Jamwara	1	10
Total	10		22	111
Madhya Pradesh	1	Betul	20	60
	2	Chattarpur	9	21
	3	Mandla	4	7
	4	Seoni	3	8
	5	Tikamgarh	14	22
Total	5		50	118

Table: Coverage of 2nd Round Study on Status of NREGA Implementation				
State Name	S. no	District Name	No of Sample GPs	No of Sample Villages
Maharashtra	1	Aurangabad	5	6
	2	Nanded	21	22
	3	Yeotmal	10	11
Total	3		36	39
Uttar Pradesh	1	Banda	5	5
	2	Chitrakut	5	5
	3	Fatehpur	3	3
	4	Hardoi	5	5
	5	Jalaun	5	5
	6	Lalitpur	10	14
	7	Mahoba	7	6
	8	Pratapgarh	7	17
	9	Sitapur	2	8
	10	Unnao	1	4
Total	10		50	72
Grand Total	39 of the 200 districts		283	600

1.4.2. Study Period

The study period was considered during 1st April 2006 to 31st March 2007 in order to cover a complete financial year. The secondary data was collected during April 2007 so that latest updated of works completed and expenditure etc could be collected.

1.4.3. Study Process

- **Preparation of Structured schedules:** Samarthan, in consultation with PACS prepared a set of questionnaires, which covered different aspects of NREGA implementation. Questionnaires were developed to capture the progress of NREGA at the state, district, panchayat and village levels. Apart from structured schedules some semi structured questionnaires were also developed to capture the views and opinions of different stakeholders.
- **Identification of districts:** The study was designed in such a way that maximum possible diversity within the states could be captured. Therefore, the choice of the PACS partners was carefully done to maximise geographical diversity.
- **Orientation of volunteers:** The CSOs identified the volunteers who would collect information from the field using structured and unstructured questionnaires. One hundred and ninety seven volunteers were oriented in five batches in six states.
- **Data collection from the field:** The concerned State PSTs coordinated with the CSOs to ensure timely and accurate collection of data. The ROs supported the CSO volunteers to collect quality data systematically. Team members from Samarthan also visited 5 Gram Panchayats from the data collection sites in each of the states to have first hand understanding of the issues and bottlenecks of NREGA.
- **Data analysis and report writing:** The collected data was analysed and the report was prepared using the available primary and secondary data. Draft

findings were shared with PACS team for comments and suggestions for the finalisation of the study.

1.4.4. Study tools

The study was conducted using structured interview schedules. A set of five questionnaires focusing on different types of respondents was administered. These questionnaires were framed to collect both qualitative as well as quantitative data with respect to the implementation of the scheme. Questionnaires were administered to collect information from the state, district, Panchayat and village levels. Case studies were also collected from the field to substantiate the findings from the research. Extensive analysis of print media and website was done in order to see the different perspectives on the issues of implementation of NREGA in different states. Different perspectives of the CSOs working in the state could be gathered during the workshops. Interactions were held with the district level as well as state level officials.

The details of the questionnaire are as mentioned below:

State Level Data Format: The state level formats were administered with the state level officials implementing the scheme. The format gathered information on the methods of popularizing the scheme, the arrangements for peoples participation, the state level strategy for implementation of the scheme, and on how the MIS and online monitoring systems are maintained.

District level formats: The district level formats were designed to collect information on the aspects of implementation in the districts. The questionnaire focused on the manpower available at the district, the flow of funds from the Central government, the difficulties that the district administration is facing in implementing the scheme and the suggestions from the district administration for improvement in the scheme.

Gram Panchayat level formats: The format captures information on the number of families in the village, the BPL families, and the number of families with and without job cards. The format also captures information on the perspective plan prepared in the village, the budget for the year, the targeted beneficiaries, and the man days of work that would be generated. The format collects information on the details of implementation of the scheme in the village and peoples perspective on each aspect.

Village level formats: The village level schedule was primarily focused on collecting data from the citizens. The questions included seeking information from labourers on the wage payment, the measurement aspects, the muster roll preparation etc. it also looked into the aspects of worksite facilities available. A section on identifying issues related to women and children was also included in the questionnaire. Data from the community was also collected using focused group discussions.

1.5. Limitation of the Study

- **Limited / inadequate information on the website:** While data from the six PACS intervened states could be gathered by visiting the state offices, the only source of secondary information from the other 21 states was the national website on NREGA. www.nrega.nic.in. While this data has been quite useful, there were some states and districts which had not put up data on some aspects on the net. These have been recorded as '0' value on the internet. Therefore adequate data availability on the Internet is one of the limitations. Moreover, reliability of the data is also questionable in certain cases. However, there is no alternative source for state level data.
- **Primary data from only selective field sites of the CSOs:** Though efforts were made to gather data from different sites that are diverse in nature, the primary data were collected only from the field sites in which the PACS partners were working. Hence, the sample is not truly random meeting the statistical rigour of the sampling techniques.
- **Inadequate NREGA worksites Covered in the States of Maharashtra:** Owing to an overlap of the state run the EGS and the NREGA, Maharashtra the implementation of NREGA works have not been started in most part of the state till the time data was being collected for this study. Out of a sample of 36 Gram Panchayats from where data was collected, NREGA works had started in only 3 Panchayats. Since this sample was too small to be considered for a meaningful analysis, the data from Maharashtra has not been included in the sections related to ongoing or completed works under NREGA.
- **Worksite / Work related primary data based on the records of Panchayats:** Since Panchayats records were the only source of data on some of the variables related to work and worksite related aspects, most of the primary data reflect the information collected from the Panchayat records. The data has limitation as it was impossible to generate alternative primary data on budgets, expenditure etc.

Chapter 2: Government Perspective on Implementation of NREGA in PACS Intervened States

The NREGA is being implemented in 27 states of the country. In the first phase, the programme was being implemented in 200 districts. In order to understand the status of implementation of NREGA nationally, an analysis of some of the key performance indicators on

"This website is not exactly a model of clarity and elegance. Many of the links do not work, quite a few tables are blank, and essential facts that ought to be available at a glance tend to be oddly scattered through the site. More importantly, much of the site is a rather puzzling mix of valuable data and dubious statistics. It is hard to understand why a Ministry that spends more than Rs.10,000 crore a year on implementing the NREGA is unable to ensure that this crucial resource is up to the mark. Be that as it may, there is much to learn here for those who have the patience to find their way through the maze."

Frontline, Volume 24 - Issue 14 :: Jul. 14-27, 2007, Commendable act

NREGA for all the states has been undertaken in this chapter. The chapter discusses the ranking of the six PACS states on various indicators under NREGA. This is followed by the analysis on different dimensions like job cards, employment generation, participation of women and other marginalised groups and expenditure patterns etc.

2.1. Performance on Various Dimensions of the Programme

The NREGS has several key dimensions / processes which are interdependent and have implications on the overall performance. Presentation here has been arranged in the sequence which normally takes place in the implementation of the programme. We have considered all the NREGA states for the analysis.

2.1.1. Issuance of Job Cards

As far as the registration of the families is concerned, different state followed different strategy. The basis of identifying families for registration was the lists of households that were prepared during 2003 BPL survey. At the national level MIS data on government website reported that during 2006-07 more than 2.09 crore families were registered under the NREGA. The secondary sources also indicate that 3.78 crore job cards have been issued till March, 07 in all the 27 NREGA states.

Some of key observations on job cards issued are:

- The poorer States like Bihar (45.94%), and Uttar Pradesh (55.91%) have lowest access for the citizens to demand jobs as relatively low percentage of families have job cards.
- Madhya Pradesh has been distinctively ahead in providing job cards to the families. It has actually distributed j-b cards to more number of households than the number of households as mentioned in the 2001 census.
- Chattisgarh and Maharashtra are above the national average of job cards issued.

Overall, more than 70% rural households in the 200 districts of Phase I of NREGA have been issued Job Cards. The status of PACS intervened states in issuance of Job Cards is as reflected in the following table.

Table 2.1. Performance on the Job Cards Issued under NREGS in different states						
S.no	State	Districts	Job Cards Issued (in %)			
			% Rural Household of NREGA districts having Job Cards	SC	ST	Others
1	Bihar	23	45.94	43.13	2.03	54.84
2	Chattisgarh	11	91.37	11.74	48.13	40.14
3	Jharkhand	20	67.85	19.34	38.35	42.31
4	Madhya Pradesh	18	125.24	14.26	41.20	44.54
5	Maharashtra	12	74.15	19.68	27.11	53.21
6	Uttar Pradesh	22	55.91	54.67	1.70	43.63
National Average		200	70.08	27.98	24.23	47.79

2.1.2. Access to Job Cards to the Scheduled Caste and Scheduled Tribe Families

Having a Job Card is the first step to demand employment and claim wages or unemployment allowance if job is not provided within the time frame. The situation of the registration of the disadvantaged sections as job card holders reflects:

- It has been observed that among the job card holders the number of tribals is less in the states of Chattisgarh (48.13%), Jharkhand (38.35%), Madhya Pradesh (41.20%). While these figures look impressive as compared to the other states as well as the national average, it has to be noted that these states are highly tribal dominated and most of these tribal families belong to the poorest section of the society. It appears that in these states, inadequate attention has been given to target tribal families.
- Similarly, the scheduled caste dominated states have relatively low job cards for the SC families – Bihar (43.13%), MP (14.16%) and UP (54.67%) – compared to the proportion of scheduled caste presence in these states especially in the NREGA districts.

2.1.3. Employment Demanded Vs Employment Provided

One of the most important aspects on NREGA is that the citizens can rightfully demand employment. The government is bound to provide employment in response to the demand or provide unemployment allowance in case it is unable to do so. In order to understand the effectiveness of the Act, it is essential to look at the response of the government in providing employment against the demand raised by the workers.

The major observations from the secondary data available on the NREGA is as follows

- From the secondary data available on the Internet the national scenario reveals that, 99% people who have applied for jobs have got employment under NREGA. However it has been observed that the demand is not natural rather manipulated as in case of states like Jharkhand the figure is 100%

which possibly reflects that those who could be given jobs were reported as those who demanded jobs.

- Of the total person days generated, women constitute more than 40%. The Scheduled Caste families have been provided with 25.36% and the Scheduled Tribe families with 36.45% person days of work.
- Poorer states have not been able to create more employment opportunities for women as in Bihar only 17.38% and in UP 16.55% women person days could be generated.

Tribal residents get unemployment allowance in M.P.

Around 1,574 tribal residents from Barwani district in Madhya Pradesh have received unemployment allowance worth Rs 4.75 lakh under the NREGA. Tribal residents demanded unemployment allowance after they did not get jobs for more than two months under the MP rural employment guarantee scheme. The administration initially refused to entertain their demands and conducted an inquiry. Subsequently they found the demand valid and distributed the allowances

Source -http://www.cseindia.org/programme/nrml/update_march07.htm#pays

2.1.4. Employment to SC and ST persons

Concentration of SC and ST population vary in different states, therefore figures of SC/ST workdays generated can be meaningfully interpreted with the availability of percentage of SC/ST population in the NREGA districts. However the following trend emerged from the person days generated:

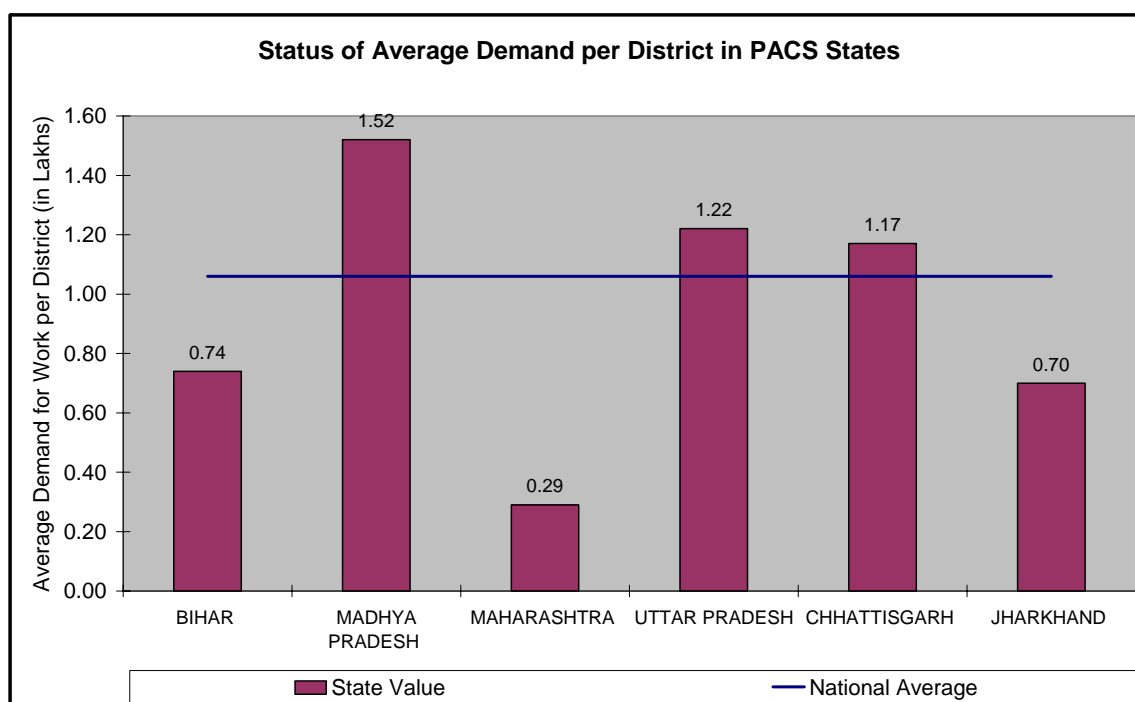
- In Uttar Pradesh 56.85%, in Bihar 47.08% and in Madhya Pradesh 15.87% SC person days have been generated. The lower proportion of SC having job cards in these states is in itself a constraint for sufficient job creation in these states.
- Similarly in ST dominated states like Chattisgarh 45.45%, Jharkhand 40.29%, Madhya Pradesh 48.6%, and Maharashtra 40.88% relating lower person days have been generated among the ST households.
- In many developed states proportion of person days generated for the SC/ST is relatively high as in Punjab 69.36% SC, Tamil Nadu 56.06% SC, Karnataka 53.50% SC and ST person days have been generated. This reflects a positive case of addressing poverty, which is concentrated in selective social groups, even in the developed states.

Table 2.2. Employment Provided and Person Days of Work Generated Under NREGA

S.No.	State	% Employment provided based on work demanded	Percentage Person Days of Work Generated			
			SC	ST	Others	% Women to total workdays
1	Bihar	98.85	47.08	3.21	49.72	17.38
2	Chattisgarh	97.97	12.01	45.55	42.44	39.32
3	Jharkhand	100	23.48	40.29	36.23	39.48
4	Madhya Pradesh	104.85	15.87	48.64	35.49	43.24

S.No.	State	% Employment provided based on work demanded	Percentage Person Days of Work Generated			
			SC	ST	Others	% Women to total workdays
5	Maharashtra	109.04	16.19	40.88	42.92	37.07
6	Uttar Pradesh	96.15	56.85	3.11	40.04	16.55
	National Average	99.18	25.36	36.45	38.19	40.65

Average demand per district (in Lakh) for each state and its comparison with the national average is as shown in the chart below. It can be observed that the states of Andhra Pradesh, Assam, Karnataka, Madhya Pradesh, Rajasthan, Tamil Nadu, Uttar Pradesh, West Bengal and Chattisgarh are among the better performers. The highest demand for work was found in West Bengal, which reflects high level of awareness and political will to register demand for employment.



2.1.5. Number of households provided 100 days of employment

The Act guarantees provision of at least 100 days of employment to each household that demands work and is willing to do manual labour. The percentage of households that have been provided with 100 days of employment is an important indicator for assessing the performance of the states in implementing NREGA. The percent job card holder households that have been provided 100 days employment under NREGA in the six PACS intervened states is as mentioned in the table below.

S.No.	State	% Households receiving 100 days of employment
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S.No.	State	% Households receiving 100 days of employment
1	Bihar	1.69
2	Chattisgarh	7.05
3	Jharkhand	2.22
4	Madhya Pradesh	11.96
5	Maharashtra	0.19
6	Uttar Pradesh	3.87
National Average		5.71

Nationally only 5.71% households have been provided 100 days of employment in the last financial year. The data clearly shows that even in the state of Madhya Pradesh which is one of the better performing states in the country, the figure is still below 12%. Maharashtra has been the poorest performer in this regard.

2.1.6. Expenditure on NREGA

The utilisation of resources available with the state government is also an important indicator to measure the success of the state in implementing the Act. The states that are able to utilise more resources reflect that on an average they have been able to produce more person days of work and create more number of infrastructure in the villages. The availability of resources and the utilisation pattern for six states considered under the study is mentioned in the table below.

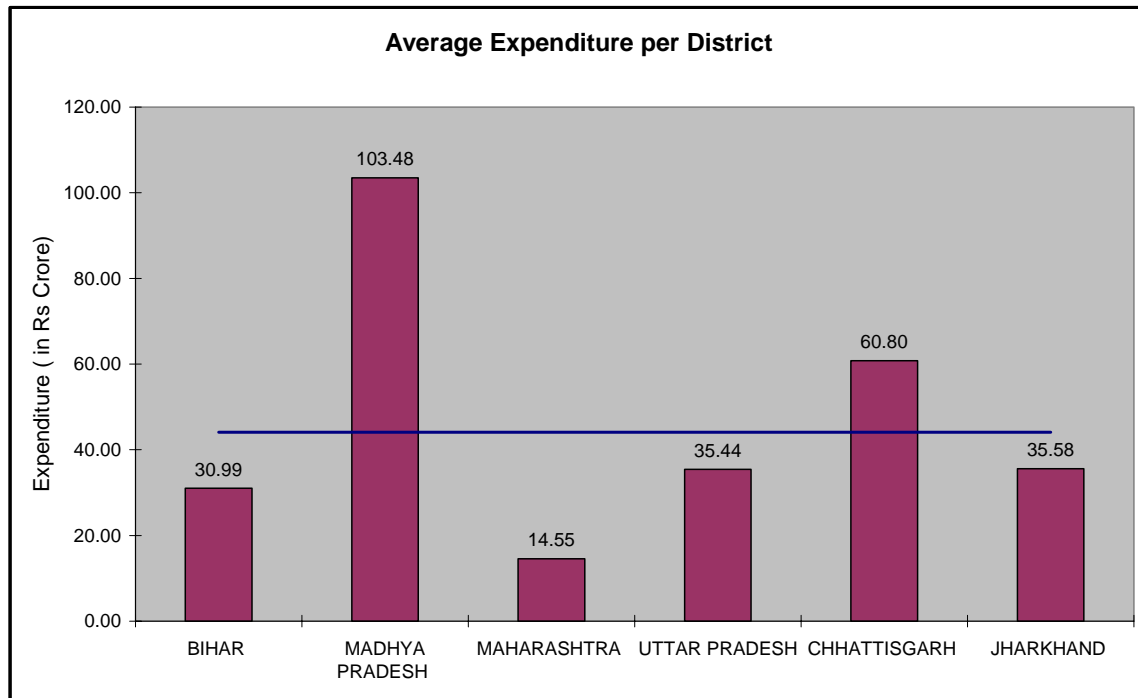
States	Total Availability of funds (In Rs Lakh)	Availability of funds per district (in Rs Lakh)	Percentage Expenditure				Cost of one day of employment	Avg. Wage paid per Person days
			Utilisation of Available Funds	Wages	Material	Contingency		
Bihar	119117.81	5179.04	59.8	58.73	40.67	0.61	119.42	70.13
Chattisgarh	84088.78	7644.43	79.5	64.53	33.91	1.57	95.52	61.63
Jharkhand	98220.95	4911.05	72.4	58.02	40.78	1.19	136.71	79.32
Madhya Pradesh	213368.36	11853.80	87.3	63.00	35.43	1.57	94.47	59.52
Maharashtra	48693.66	4057.81	35.9	94.60	4.92	0.48	109.63	103.7
Uttar Pradesh	102871.22	4675.96	75.8	59.27	38.82	1.91	94.75	56.15
National Figure	1207250.89	6036.25	73.0	66.20	31.28	2.52	97.49	64.55

Nationally 66.20% resources have been spent on wages and 31.28% is being spent on Material or skilled labour. Among the PACS states, Maharashtra is utilising maximum proportion of resources on wages. However a clearer picture regarding Maharashtra would come in the next few months when more works will be initiated in the state.

The secondary data clearly suggests that there is still scope for increasing the utilisation of NREGA resources. The national average for utilisation of NREGA resources is merely 73%. Considering that there is a general perception that the

utilisation rate at Panchayat level will go down as very few works will remain to be taken up as the scheme progresses.

The average expenditure per district (in Rs Crore) and the national average is shown in the chart below. Among the PACS intervened states only Madhya Pradesh and Chattisgarh are above the national average. The progress in Maharashtra is the poorest with an average expenditure of only Rs 14.55 crores per district.



The government data does give us an idea of the status of implementation of NREGA in the PACS intervened states. The block and district level functionaries lack capacities in filing up formats or uploading data online on the performance of NREGA. Therefore, the available state wise picture of performance is also not adequately representative of the ground realities. There is a need for a rigorous scrutiny of the data being fed from Panchayat level upto the district and the state. The resource utilization is a key parameter for the release of the next instalment.

Chapter 3: Field Experiences: Case Study of Six NREGA States

This chapter deals with the performance of the six PACS intervened states viz. Bihar, Chattisgarh, Jharkhand, Madhya Pradesh, Maharashtra and Uttar Pradesh in implementation of NREGA, based on the primary data collected. The primary data was collected from 600 villages in 283 Panchayats from 39 districts spread over the above mentioned six states. Apart from the statistical interpretation of data, the chapter also includes examples and cases which provide insights from the NREGA's primary stakeholders.

3.1. Registration, Job Card Preparation & Distribution

The mandate of the NREG Act has been the guaranteed employment generation, and is dependent on the several administrative factors viz. registration, job card preparation and distribution, application for work, initiation of the work, appropriate & timely measurement/valuation of the works and subsequent release of wage payment to the wage labours. Any discrepancy in the chain would consequently effect the employment generation.

Table 3.1. Status of Registration & Job Card distribution in Sample Villages of Selected States							
State	Bihar	Chattisgarh	Jharkhand	Madhya Pradesh	Maharashtra	Uttar Pradesh	All Sample
Total HH of the surveyed villages	87770	27021	28304	28568	24459	23824	219946
SC % in total sample households	31.68	16.62	15.82	29.23	21.71	38.80	27.78
ST % in total sample households	9.02	53.50	44.39	31.93	15.06	3.72	20.78
Others % in total sample households	59.31	29.88	39.79	38.85	63.23	57.47	51.44
% households registration (job cards)	28.69	76.51	37.31	86.26	50.43	48.3	47.69
SC %	45.09	20.72	26.96	27.80	25.23	50.13	34.75
ST %	19.29	54.36	46.72	25.66	15.50	4.60	26.21
Others %	35.61	24.92	26.33	46.54	59.28	45.27	39.04
Job Card Issued against registration (%)	74.27	99.21	100.6	91.99	89.53	93.17	89.87
Job Card distributed to Total sample HH (%)	21.31	75.91	37.54	79.35	45.15	45	42.86
SC %	51.17	19.65	29.67	29.63	26.29	50.27	37.01
ST %	20.95	57.28	41.53	27.22	14.49	4.51	26.74
Others %	27.88	23.07	28.80	43.15	59.22	45.22	36.25
BPL HH covered in sample GPs (%)	42.54	42.77	29.96	27.68	24.6	39.96	36.75
% of BPL Households registered for job cards	36.04	69.91	59.11	84.91	42.36	44.02	49.49
% of BPL Households registered and issued Job Cards	81.85	32.33	39.82	69.85	96.74	96.37	67.04

Source: PACS CSOs Field Survey 2007

The lack of initiative by the government in popularising the scheme has made ways for rumours to creep in. In some Panchayats in Jharkhand, rumours were spread that the programme is meant only for SCs & STs hence people from other communities did not register under the scheme. Similarly in Tikamgarh district of Madhya Pradesh, there were rumours that those registering for job cards would be sent to Iraq for work.

An anomaly in the process of registration in Madhya Pradesh is that there are instructions regarding including the families who were left out in the BPL survey 2003. However there are no instructions on including individuals who have attained 18 years of age since 2003.

Job cards are the most important instrument which can ensure that the workers are not being cheated on their entitlements. However it has been observed in most of the states that the job cards are often kept with the Sarpanches or Sachivs. Pramod Kumar Deghariya in Pokata Panchayat of Basia Block in Jharkhand informed that 72 families had registered for job cards in March 2006 however till date only 48 job cards have been distributed. In Romjaaaal village of Banki Panchayat (Bano block – District Gumla) the gram sabha members informed that their job cards are kept with the Gram Sevak and he refused to give cards back to the workers. In Jhulna Panchayat of Shivpuri District, though every member of the gram sabha has been registered and their job cards have been prepared, it has not been distributed to the workers yet.

In Uttar Pradesh it was observed that only around 45% job card have been distributed so far. The remaining job cards were kept with the Pradhan or the Secretary. Shivpyari from Kondar village of Asothar block of Fatehpur district of Uttar Pradesh reported that the job cards of the workers are kept with the Pradhan and often the entries in it were found to be false

Similar observations were made by other civil society groups too. According to the reports of the Social Audit conducted by NREGA Watch^a, in Anedi village in Murhi Panchayat of Ranchi District no job cards have been issued to villagers. Many villagers have also not applied for job cards as they are not aware of the NREGA. Two days prior to the social audit campaign began; the block officials took some sample job cards to the village and showed it to the villagers. Similarly in Siladon Panchyat, block Khunti, the job cards of the workers were with the Panchayat Sewak for the past 10 months

There are also incidences where workers were provided work without providing them with job cards. The workers in Ladabill village of Meromagutu Panchayat from P. Sighbhum district of Jharkhand reported that none of the villagers have been issued with a job card yet they were provided work under NREGA.

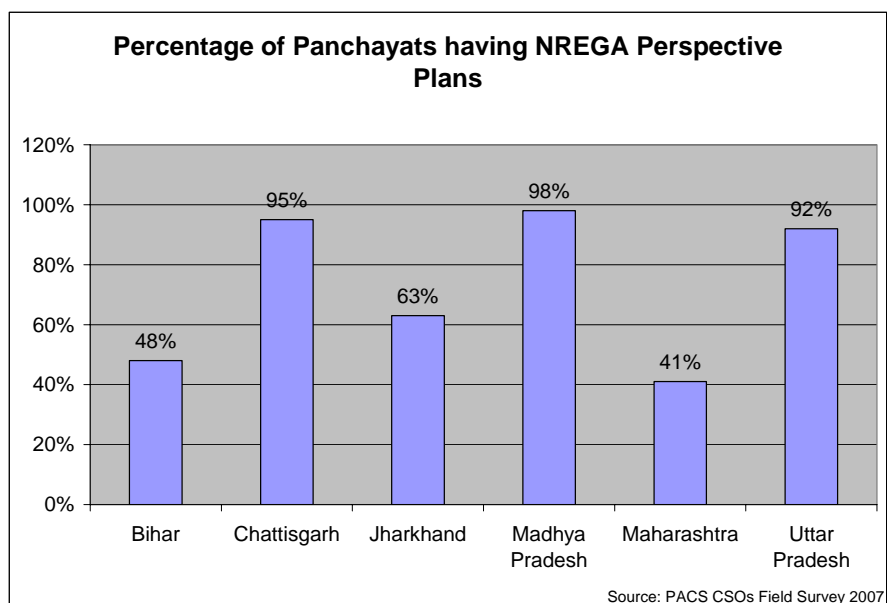
It has also been observed that Sarpanches and Secretaries kept the job cards with them so that they could misuse them while implementing the works. In Urugutu Panchayat of Ranchi district, Independent Job-Cards were issued for each member of the family of the Sarpanch, whereas the Act says that there should be only one job card for one family. In Pada Gram Panchayat of Kedapur Tehsil of Yeotmal district in Maharashtra, the workers said that the Gram Sevaks and Sarpanchs kept blank job cards in their custody and were using it to serve personal interest. The workers also reported that there is a lot of delay in issuing job cards and it has taken almost 8 months for the workers to get their job cards after registration.

3.1.1. Key observations from the survey

- The primary data collected from six sample states reveals that out of the total families in the sample villages 47.69% families have been registered under the scheme. Whereas the national average obtained from the secondary data suggests that more than 70% rural households have been registered under NREGA.
- Out of the total registered families approximately 90% families have received the Job cards. However, it has been observed that while job cards have been prepared and distributed, these have been taken back by the Sarpanch or the sachiv. In several cases the entries in the job cards are not known to the card holder.
- The NREGS does not limit its benefits to BPL families; however the primary data has been collected of BPL families having NREGA Job Cards. In Maharashtra and Uttar Pradesh about 96% BPL families have job cards. Chattisgarh and Jharkhand have the lowest figures at 32.33% and 39.82% respectively.
- There are several cases where the figures for number of days of employment provided were inflated in the job cards. This has been done to accommodate the commissions for the block level functionaries like the Junior Engineers and the Block Programme Officers
- In Jharkhand and Maharashtra it was observed that the workers were being asked either to pay an amount of Rs 20-40 for photographs or were being asked to bring their photographs for the job cards.
- In many Panchayats in Chattisgarh job cards were found with the Sarpanch on the pretext that photograph is not attached. Also community is not aware on how to procure it from Panchayat. It was also observed that Job Cards have been made even for those who are in service or who do not have to do manual labour.

3.2. Perspective Plan Preparation and work Execution

The NREGS has made provisions for enabling bottom up planning for all the works undertaken in the villages. All Panchayats are supposed to prepare five year perspective plan for implementation of NREGA. Based on the perspective plans, the annual plans have to be prepared as per the requirement of the Gram Sabha.



In the surveyed Panchayats it was found that apart from Bihar, Maharashtra and Jharkhand, five year perspective plans were prepared in more than 90% visited Panchayats in the other three states. In Madhya Pradesh, perspective plans were prepared in 98% Panchayats surveyed. In Maharashtra only 41% and in Bihar only 48% of the survey Panchayats had their perspective plans prepared.

Priorities of Works Decided by the Block Officials

In Madhya Pradesh the perspective plans were prepared by sub-contracting the work to the NGOs by the government. There were several Panchayats where the gram sabha was not even consulted. These plans were prepared in consultation with the Sarpanch and the Secretary. In Mungaha village of Sarethi Panchayat (block and district Sidhi), it was observed that the villagers were keen on making farm bunding on the fields, however the Panchayat had taken up the work of well construction and recharging of old wells on the instructions from the Chief Executive Officer, Zilla Panchayat. People from the scheduled caste predominantly reside in the village and have very small landholdings. Geographically, the village has undulating terrain and the most important work that the peoples' demand is the levelling of their agricultural land. The NREGP provides ample opportunity for the Panchayats to cater this need, however the plans do not have space to accommodate aspirations of the small farmers.

While the panchayats reported that five year perspective plans as well as annual plans were prepared, it has been observed that the elements of citizens' perspective were missing in these plans. In Jharkhand, in most of the Panchayats that were visited it was observed that the plans were prepared at the district level and implemented at the village level. The involvement of gram sabha and the labhuk samiti in preparation of plan was negligible.

The Uttar Pradesh Government has appointed Panchayat Mitras for assisting the panchayats in implementing NREGA, however these newly appointed personnel is yet to be trained. Since the Panchayat Mitras do not have much understanding of the Perspective plans and hence they become dependent on Panchayat Secretaries for understanding the technicalities and the priorities of work to be undertaken. Even the elected representatives need to be trained for effective implementation of the plans. The Pradhans in Uttar Pradesh were aware of perspective plans however they believed that the amount received by the Panchayat depends on the quota fixed for the block which is received from the district officials. Unless the elected representatives and the NREGA specific staff is properly oriented, they will continue to work under the influence of the secretaries, block and district level officials.

3.2.3. Influence matters more than perspective plan

The individual connections of the Sarpanch of the Panchayat also play a crucial role in deciding the works to be implemented in the Panchayat. On an average, only around 2-3 works were started in the sample village however it was observed from the qualitative data obtained from the Panchayats in Uttar Pradesh and Madhya Pradesh, that the Panchayats which had influential Sarpanches were able to start several works at the same time. The others had to wait for directions from the block or district level officials.

Powerful Panchayat Representatives Have a Bigger Pie in NREGA

On an average approximately 4.5 lakh has been sanctioned to each Panchayat in the five sampled Panchayats of Lalitpur District. On reviewing the data of each Panchayat one comes across a skewed distribution in the amount sanctioned for the perspective plans. It was stated that Pradhan's influencing capacity and their ability to pay commission, often influenced the amount that could be sanctioned for the Panchayat. In Kurora Panchayat which is headed by a female dalit Pradhan an amount of only Rs 1.5 Lakh has been sanctioned, while there are 123 registered families. At the same time the adjoining Panchayat Chaprat which has an influential male Pradhan has been sanctioned Rs. Five lakh for 101 job card holders.

3.2.4. Efficiency in technical and administrative sanctions

Technical and administrative sanctions are required for each planned activities. In the surveyed Panchayats, it was observed that in only 50% cases the procedure took around 7 to 15 days for technical clearance. Once the technical clearance is obtained, it takes another 7 to 15 days (in 50% cases) for the funds to be allocated to the accounts of the Panchayat. Thus effectively, if any work has to be undertaken in a Panchayat, it would require around 15 to 30 days before it can actually start. Since the NREGA works have to be planned for lean period of work (usually lasting for only four months) such delays would affect the overall implementation of programme if proper attention is not given on planning the activities.

Table 3.2. Status of Technical Sanction & Allocation in Sample GPs (in %)

State Name	Duration for technical Sanction				Duration of fund transfer after technical sanction			
	As per Reported Data				As per Reported Data			
	7 to 15 Days	16 to 30 days	31 to 60 days	more than 60 days	7 to 15 Days	16 to 30 days	31 to 60 days	more than 60 days
Bihar	40	18	29	13	45	11	23	21
Chattisgarh	41	50	2	8	40	48	9	3
Jharkhand	43	29	7	21	64	14	22	0
MP	73	18	4	4	60	24	9	7
Maharashtra	25	38	6	31	33	27	7	33
UP	60	23	6	11	59	28	6	7
Grand Total	50	30	9	11	50	29	12	9

**Data of villages where works have been started under NREGA*

Source: Panchayat Level Schedule Data: PACS CSO Survey

Besides the delay in technical and administrative sanctions, it has also been observed that the works were included in the shelf of projects without proper planning. Jauhar Singh of Bhanwahi Panchayat from Beejadandi block of Mandla district in Madhya Pradesh reported that construction of a pond was included in the shelf of project without paying attention over the status of land. Later on it turned out that the land was disputed and a local resident Shiv Lal claimed its ownership. Hence the work could not be taken up in the current year.

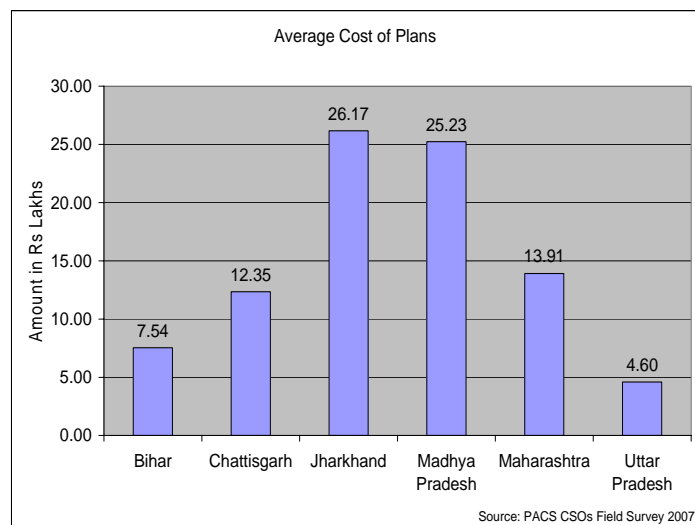
Commission is a Prerequisite for Efficiency

There are reported cases where technical sanctions are being used to pressurise the Panchayats to provide commissions to the block level functionaries. There are also cases where the Panchayats are not given technical sanctions for the works planned by Panchayat unless commission is paid to the block level functionaries. Panchayat representatives in Shivpuri and Sidhi have mentioned that there is a fixed rate of commission for the block level officials. The 'prevalent rate' of commission was 5% for Block level Programme Officer, 10% for Junior Engineers and 5% for other middle level officials at the block.

It has also been observed in the surveyed Panchayats that there are incidences where the amount mentioned in the technical proposal sent by the Panchayat are deducted by the block level officials without giving any reason. Thus, the Panchayats have to work on the same activity with a reduced budget. This has also been a reason for reduced wage payment in some worksites.

Panchayat Level Estimated Costs of NREGA works

As per the data collected from the Panchayats, the average cost of each plan is approximately Rs 13.7 Lakhs and it is estimated that on an average each plan would provide benefit to around 474 families in the Panchayat. The average annual employment that would be generated in the Panchayats is 13370 man days per annum. This can guarantee to about 45 families with an average size of 3 adults, 100 days of employment

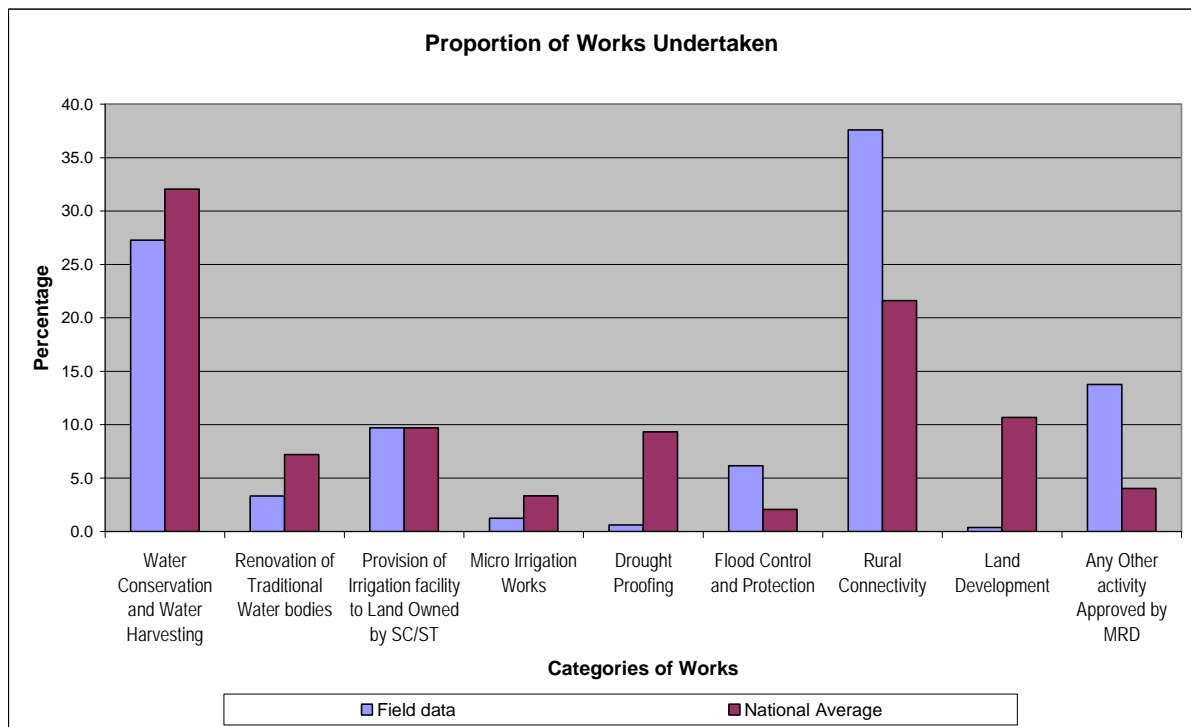


3.3. Works Undertaken

While the basic principle of NREGA is provision of guaranteed employment to people willing to do manual labour, it also envisages creation of sustainable village assets which would in the long term improve the overall economy of the villages.

If we look at the proportion of works sanctioned, it is evident that most of the works are on water conservation and water harvesting structures followed by rural connectivity. In the surveyed villages it was observed that most of the works undertaken were that of rural connectivity followed by water conservation structures. There is an overemphasis on creation of bigger structures that are resource intensive as compared to the smaller works like land development and irrigation works on the lands of SC/ST despite the fact that there is demand for it. On an average, only

9.7% of the total works undertaken has been on provision of irrigation facilities to land owned by SC/ST. Some key observations from the field are as mentioned below:

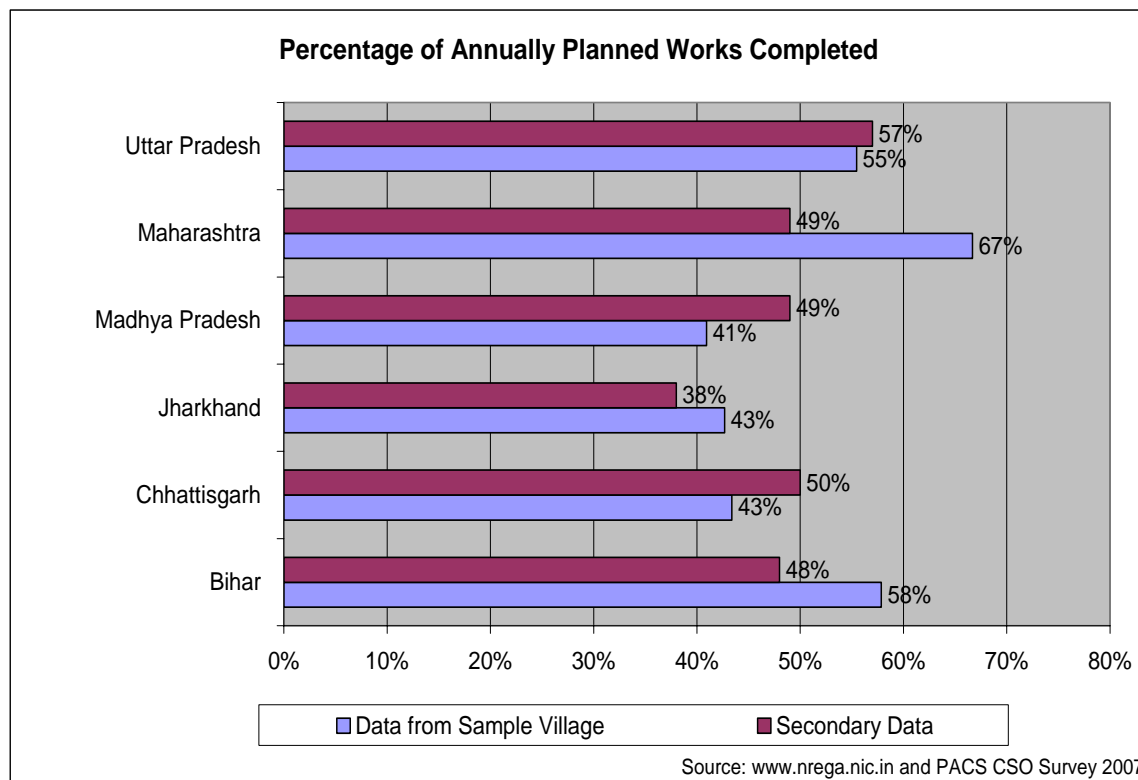


- In Jharkhand and Madhya Pradesh it was observed that works were undertaken as per the priorities stated by the block officials.
- Works on SC/ST farms does not figure as a priority in any of the Panchayats in any of the six states.
- In Madhya Pradesh more than 90% works have been undertaken by Panchayat in the state.
- In Madhya Pradesh and Uttar Pradesh, some Panchayats reported that the amount proposed under the technical proposal is deducted (even up to 50%) by the block office without giving any reason for such deductions.

Relatively a high reporting of cases in others category clearly reflects either the agencies are unable to appropriately fix the works in the prescribed category or many works other than the prescribed have actually been taken up. Any other work not specified in 8 categories of NREGA requires permission from the MORD.

3.4. Completion of the Sanctioned Works under NREGA

In the surveyed villages from all the six states it was observed that out of the 814 works being carried out in the Panchayats only 46% works have been completed as per the annual plan. In Maharashtra, work had not been started in most of the surveyed villages. Only 3 villages could be identified where work was being implemented during the survey. The status of completion of work taken under NREGS in the sample village and as per the secondary data is as shown in the chart above.

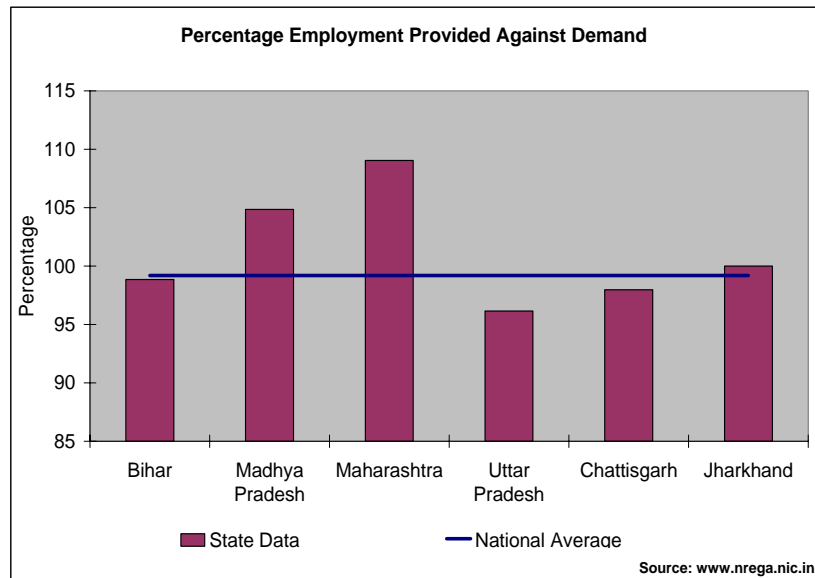


3.5. Entitlement Realisation of Workers

The Act is based on the fact that the workers would demand work as a right and the Panchayat or the government would ensure that the person is provided with work within 15 days of receipt of such an application. The workers engaged in NREGA works should also be paid wages between 7 to 15 days. NREGA provides clear cut instructions on the manner and the time frame in which the workers can get their entitlements. This section deals with the ground realities as far as provision of work and wages is concerned.

3.5.1. Artificial Vs Real Demand for Work

In the surveyed Panchayats, it was observed that people have not really understood the meaning of 'demand' intended as a right to employment under the Act. The implementing agencies have initiated works under the scheme and people are asked to come for the work. Those who are interested come forward and join the work. Often the Secretary of the



Panchayat gets the applications filed at the site of work. The government figures are mostly based on the local records manipulated by the implementing agencies. Therefore, the national figure of employment provided against the demand raised shows a rosy picture.

There is lack of awareness regarding demanding work as a right. In Jharkhand and Madhya Pradesh, people reported that they were not aware that they had to apply for jobs. From the qualitative information collected from Jharkhand it was observed that people thought that having a job card automatically makes the workers entitled for 100 days of employment. It has also been observed that the whole concept of demand for job is fictitious as people are turning up for work as in any other government scheme and while they are working, the secretaries fill up their applications to demand jobs as a mere formality.

The secondary data on the demand is based on the figures provided by the Panchayat Secretaries to the block officials. However it is observed from the field that this data is not reliable. In several cases it has been observed from the field that the number of work days entered in the job cards is inflated. Beena Raikwar a 58 years old worker from Khirvahpurwa village of Rajnagar block of Chattarpur district (Madhya Pradesh) informed that while she has worked only for 12 days the entry in the job card shows 18 days. Similarly, Champa Lal of Badokhra Panchayat from Shivpuri block of Shivpuri District (Madhya Pradesh) said that he got 9 days of work in a road construction site in Khiriya village while 28 days were entered in his job card.

In the case of Maharashtra there is an apparent apathy among citizen for demanding work as a right because they feel this will also go the way EGS has gone in which it

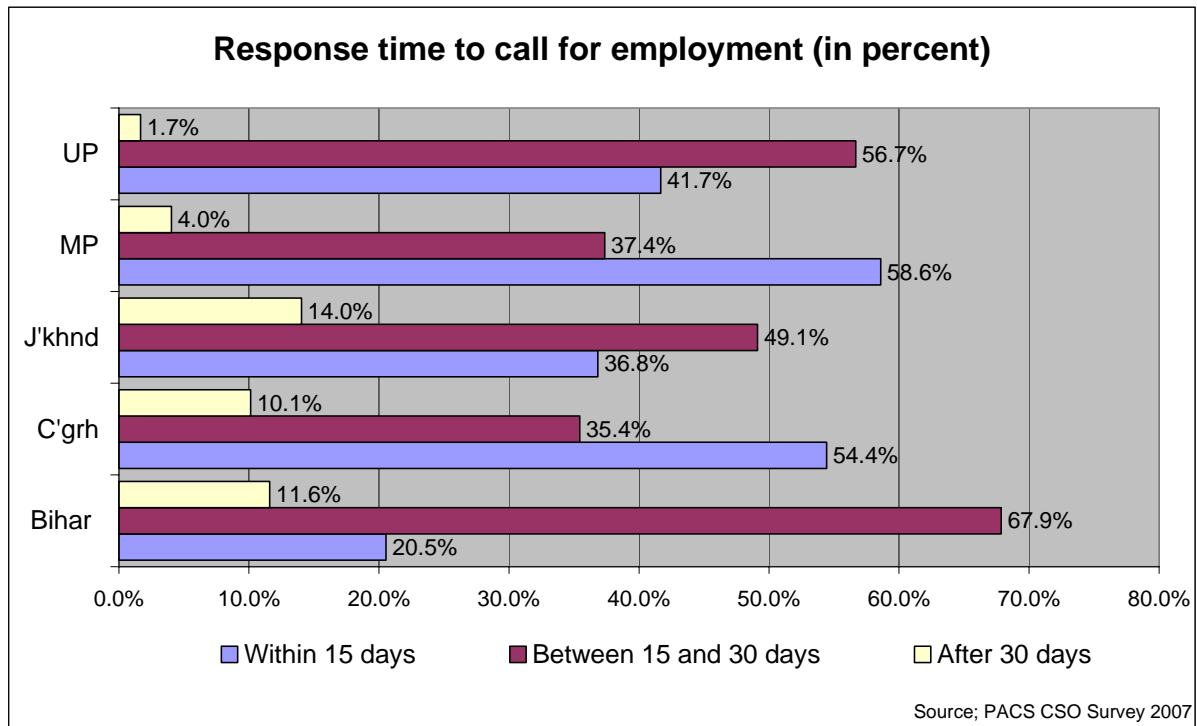
was very difficult to get unemployment allowance if work is not provided. Besides Demand for work is also weak because workers feel that they can earn better wages by migrating to nearby towns to earn higher wages.

The response of the Panchayats and the implementing agencies to the demands raised by the workers is also quite poor. Often the panchayats do not provide receipts to the demand raised by the workers. Anandi Saharia, an illiterate worker from Puradhankuan Panchayat of Bar Block in Lalitpur district, informed that he has orally demanded work several times since May 2007, but till date he did not get any work. The Pradhan mentioned that the Panchayat does not have enough money in its account to open any work. There is also a fear among the workers that if they demand job as a right, they might end up getting no work at all in the village as Sarpanches are influential and seeking justice at higher level is more expensive for them. In Patgarh village of Garbandh Panchayat in Garhwa district (UP), 127 villagers had applied for work but they never received any receipt for the applications and neither were they provided employment. Similarly in Mandar Block of Ranchi, there were 175 Job-Card holders in 5 villages who had submitted applications long back but 166 of them never got the work.

There is a general feedback on non issuance of receipt to the workers demanding work. This weakens their case to demand unemployment. There is also apathy of the government to provide unemployment allowance. Sakina Khatoon of Raghapur Panchayat in Meenapur block of Muzaffarpur district in Bihar claims that the Secretary discourages women from demanding work under NREGA saying that women cannot do hard manual labour. When she applied for work in January 2007, she was neither given work nor the receipt of the application. The case of Madhya Pradesh is also no different. In Gumanganj Panchayat, of Ajaygarh block in Panna district, the Secretary said that the block programme officer has asked all secretaries not to accept applications for work. Similar experiences were observed in other states as well. Kaushalya Devi (Kamarthi Panchayat, Gaihat block, Muzaffarpur district, Bihar) along with 15 other women demanded work under NREGA from the Panchayat in October 2006, but they have neither been provided with jobs nor with job cards till date.

3.5.2. Response time to call for employment

From the analysis of primary data it has emerged that where people are applying for work, in most of the states, people are getting jobs between 15 to 30 days. Only in Chattisgarh and Madhya Pradesh more than 50% respondents have received jobs in less than 15 days. In the case of Maharashtra, it was found that none of the respondents had got jobs within 15 days. However the data from Maharashtra reflects the situation of only 3 Panchayats where works had started in the surveyed Panchayats, hence it has not been included in the chart.



3.5.3. Measurement based Payment

In most of the cases, wage payment is based on work measurement. Though measurement specifications have been defined in the state Schedule of Rates (SOR), however, the measurement is not done in front of the workers. Many of the workers are unable to calculate the amount of work done and multiplication factor applied to calculate the wage rate. Pradhan/ Sarpanch/ Labhuk samiti members submit the details of work done at the residence of the civil engineer. In a case observed by the NREGA Watch, villagers from Chilgu village of Ranchi district in Jharkhand informed that although the work has been on-going in the village for the last 4 months, the junior engineer (JE) has not measured the work done over this period; as a result the workers have not received any payments for the work done. The beneficiary (Labhuk Samiti member) Narian Singh Munda informed that he had to bribe the Panchayat sewak Rs. 300 to ensure that the measurements are done in time.

Labourers find it difficult to measure the payments with 100 days guarantee on the minimum wage rate. In most of the cases, mate, the field site supervisor conducts measurement at the end of the days work. Due to paucity of civil engineers available with the NREGA as well as practise of avoiding transparency, work measurement by the concerned civil engineer is mostly not done on the site of the work.

Losing a day of Work for Working Harder

In Gumanganj Panchayat a labourer names Rajva S/o Gangu Yadav had dug 4 pits (1m x 1m x 1m) in one day for plantation work under NREGA. The rate fixed under the CSR for such a pit was Rs 30. People were told that the wages would be paid on the basis of the work completed. Thus Rajva was entitled to receive Rs 120 for the days work. However when the payment was made he was told by the Secretary that he could not be paid anything above Rs 67 per day. The adjustment that the Secretary finally did was that the work done by Rajva was shown as two days of work on his job card. While the worker has accepted this adjustment saying that he has received the full payment for the work. This effectively meant that the worker has lost one day of 'guaranteed' employment in this financial year.

In Jharkhand, in many cases labourers work in the early morning and finish digging by lunch time. They have to come around 5 pm again to show the work to the mate/supervisor so that his/her attendance and measurement is recorded. This waste time of the labourer to do any other work though the payment is on measurement basis, however, mates want labourers to be involved for the whole day.

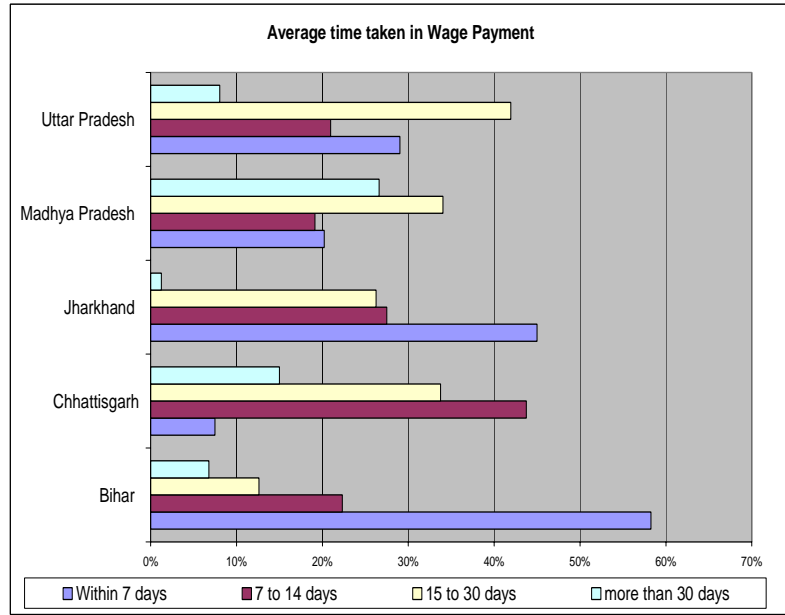
3.5.4. Average wages realised by workers

The field realities are much different from what is apparent in the table shown in the national scenario section. In almost all the states the workers mentioned that they receive much lesser amount as wages than what is prescribed by the state norms. Besides, the workers have said that they could get better wages elsewhere. This has also led to a reduced demand for work. Banwari of Urauli Panchayat from Asothar block of Fatehpur district of Uttar Pradesh has reported that under NREGA workers are getting only Rs 50 per day as wages and that too after more than 2 months. He prefers to work in the sand mine where he regularly gets around Rs 100 to Rs 150 per day as wages. This has made him lose interest in the works under NREGA. Raju Ansari from Darhai Padri village in Muzaffarpur district of Bihar also reported that people are getting only Rs 50 per day for the work being done under NREGA. Since people can find better wages elsewhere, they are slowly losing interest in the NREGA work

Lesser Wages due to Fudging of Muster Rolls

Dhoop Singh of Gram Panchayat Sarra (District Seoni, Block Ghansor) has worked at different sites under the scheme. According to him the maximum wage paid by the Panchayat so far is only Rs 55 and there is no explanation on lesser payment than the prescribed rate. Dhoop Singh feels that there are chances that the muster rolls are being fudged and hence the average payment of the workers goes down. If the muster rolls will be read in the gram sabha, there are chances that such fudging can be avoided. There is often a delay of more than a month in realizing the payment of wage as mentioned by the other workers.

The workers are complaining of low wage rate in a Gram Panchayat Adawaal which is about 20 km away from the block head quarter of Bastar in Chattisgarh. Many families applied for work and de-silting of pond was started within few days but only 25 labourers came for work and others did not turn up. About 65 workers were going outside the village to work for which they were getting Rs.30-40/day. They were not interested in working under NREGA because they had the apprehension that the payments would be delayed and that they will not receive the wage rate of Rs.62.63/day



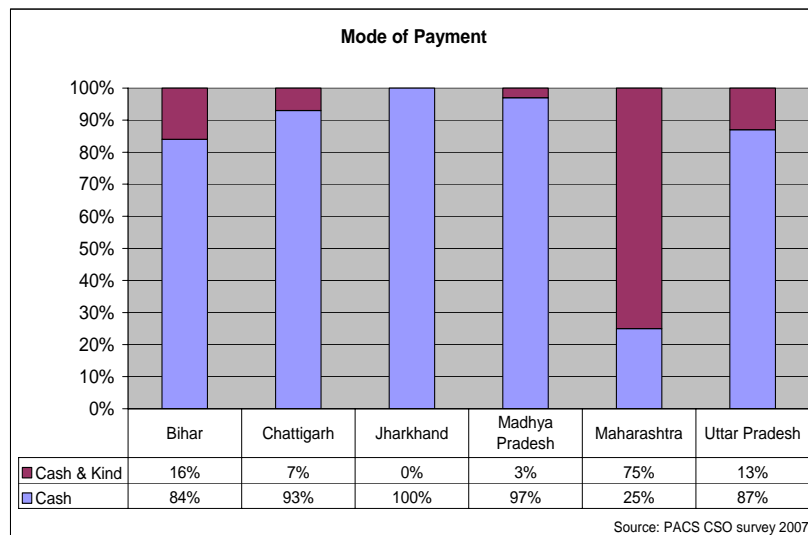
3.5.5. Delayed Payment to Workers

In the surveyed states it was observed that on an average 33% people in the states were receiving wages within 7 days of completion of work. In 55% cases people were getting their wages in more than 7 days but lesser than 30 day. In 13% cases there is a delay of more than 30 days in wages payment.

In a recent survey conducted by UPVAN in Uttar Pradesh, it was observed that of the 952 respondents, 53% respondents said that they did not get wages within 7 days as mandated in the Act. More than 32% respondents also informed that the wages paid were much lesser than the prescribed wage rate.

3.5.6. Mode of wage payment

NREGA has made provisions for making payments in cash as well as in kind with a precondition that at least 25% of the total payment shall be in cash. It has been observed in the surveyed Panchayats



that in 92% cases workers were being paid in cash. In around 8% cases workers were being paid in kind as well. The state wise status on mode of payment is as mentioned in the chart. Maximum Payment in a mix of cash and kind is being done in Maharashtra followed by Bihar and U.P.

3.5.7. Additional amount for working at distance

If people get work at a place which is more than 5 kms from their village, they are entitled for additional 10% of their wages as per NREGA. In the surveyed Panchayats it was found that in most places people were getting work within the Panchayat. However, there were cases where people were provided work at a distance which was more than 5 kms from their native village. It has emerged from the primary data that on worksites away from the village, in only 1.9% cases additional wages were provided to the workers.

The workers from Badachapudiya Panchayat of Dumka District were given work in Tasria village which is 8 kms away; however no additional wages were paid to the workers. Similar cases were observed in Pulwas Panchayat in Lalitpur district of Uttar Pradesh and Khaiva Panchayat of Chattarpur district in Madhya Pradesh.

State	Bihar	Chattisgarh	Jharkhand	MP	Maharashtra	UP	Grand Total
Received Additional 10% Amount	0.58	2.27	4.30	1.82	0.00	1.39	1.69

Source: PACS CSO's Survey 2007

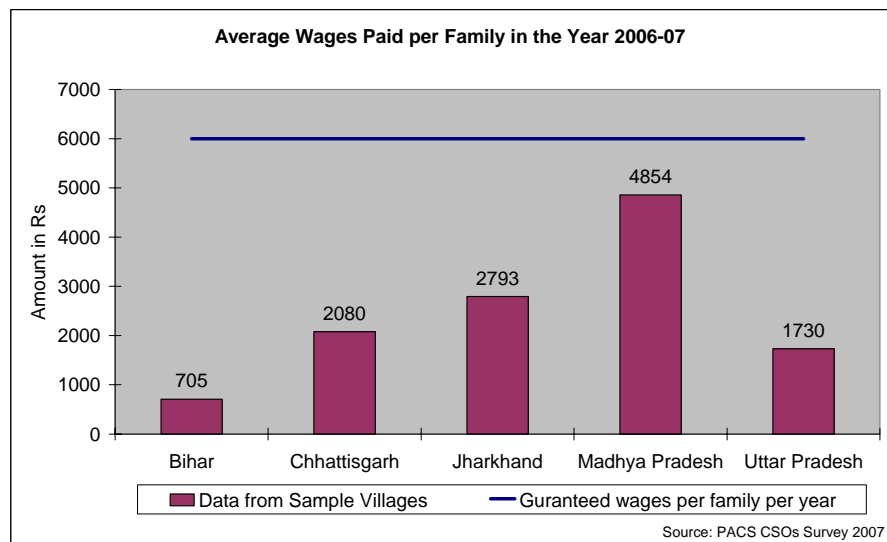
3.5.8. Average family income realised during the year

The NREGA guarantees 100 days of employment per year to each rural household willing to do manual labour at a minimum wage rate of Rs 60 per person per day. Thus the minimum guarantee that the Act provides is Rs 6000 per household per year. The average wages realized per family per year in the surveyed Panchayats is as per the table below.

	No. of sample works considered	No. of person days of work generated	Expenditure on Wages (in Rs Lakh)	No. of Families who demanded work	Average Family Income per year	Average no. of work days per year provided to families
	1	2	3	4	⁵ (col 3 ÷ col 4)	⁶ (col 2 ÷ Col4)
Bihar	121	105956	109.29	15500	705	6.84
Chattisgarh	136	148973	74.22	3569	2080	41.74
Jharkhand	150	152608	128.08	4586	2793	33.28
Madhya Pradesh	303	125403	286.11	5894	4854	21.28
Uttar Pradesh	101	81603	65.07	3761	1730	21.70
Total	811	614543	662.77	33310	1990	18.45

Source: PACS CSOs Survey 2007

The data collected from the sampled villages, reflects that on an average the families which have demanded work have received only 18.45 days of work under NREGA. The average family income per year in the five states estimated from 814 works of the 283 panchayats is coming out to be Rs 1990. This is much lesser than the



Rs 6000 per family per year an approximate wage payment of 100 days employment promised under the Act.

From the data obtained from the sample villages, it has emerged that in most of the states the average income earned by the families is much lower than what is prescribed by the Act. The data from the field study reveals that in Madhya Pradesh on an average a family is able to earn Rs 4854 per year. Bihar has been able to provide average wages worth only Rs 705 per family in the year 2006-07.

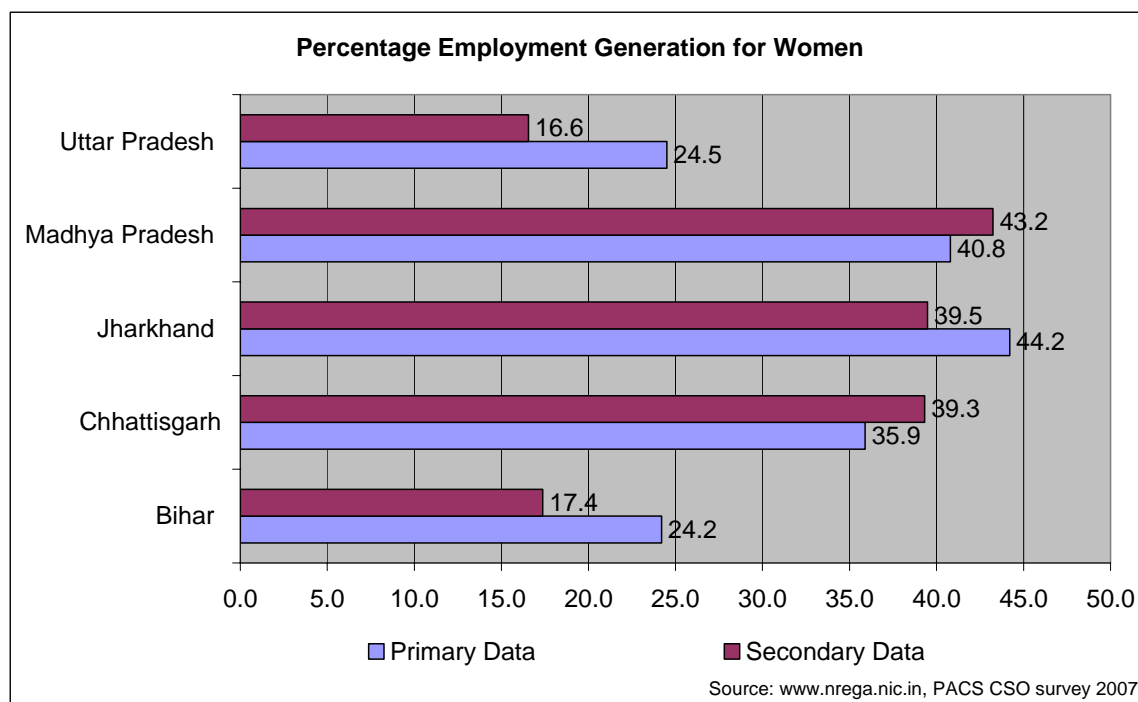
From the study some of key issues identified with reference to the issue of wage payment are as follows:

- Largely there is ambiguity in the understanding of the people on the mode of payment (based on measurement or on daily basis) and this has resulted in resentment on the scheme.
- Unavailability of staff for implementing NREGS is the most important reason for delays in measurement. There are insufficient overseers for measuring work. On an average each civil engineer has to look after more than 10 Panchayats.
- There is a practice of making payments in instalment which makes it difficult for the workers to keep track of. Even the records (especially muster roll and job cards) are not maintained regularly, Thus, it is very difficult for the labourer or any body else to conclude regarding the exact wage that has been paid for a particular work.
- The state of Bihar (along with Andhra Pradesh, Gujarat and West Bengal) has come under scanner of the Ministry of Rural Development for indirectly increasing the wage rate under NREGA. The indirect increase is caused by reducing the quantum of work that has to be done in a day. According to reports published in the Times of India, the output for women has been considerably decreased in these states which effectively mean that the workers have to do lesser amount of work to earn the minimum wage. The Rural Development Ministry has expressed concerns that such move would ultimately affect the agriculture sector in the state as higher wages

under NREGS would lead an exodus of workers from the agriculture sector to the works initiated under NREGS.

3.6. Employment Opportunities to Women

The employment opportunities provided to women in the six states is shown in the chart below. Both the primary data as well as the secondary data indicates that Bihar and Uttar Pradesh have performed poorly as far as providing employment opportunities to women is concerned. In the surveyed Panchayats in both states it was observed that the employment opportunities for women were lesser than 25% of the total workdays generated. The case of Maharashtra has not been included here because of all the surveyed villages, NREGA works were initiated in only 3 Panchayats in Maharashtra and the data does not appear to be representative of the entire state.



Gender discrimination is apparent in the refusal by the panchayats to provide work opportunities to women as well as discrimination of payment to women. Lambardi Bai of Ladhari Panchayat from Bhainsdehi Block of Betul district of Madhya Pradesh reported that in her village preference is given to men for working under NREGA. The Sarpanch and Secretary discourage women to work in these sites hence they are forced to look for work in other places. The workers from Nouawkhar Panchayat of Madhubani District of Bihar also reported that women are considered incapable of doing hard manual labour hence they are paid lesser wages than men working at the same site. Similarly the workers in Kundera Panchayat from Banka District and Majhika Harikase Panchayat from West Champaram district have said that women

are not given any work under NREGA. Sumitra Devi of Meenapur Panchayat of Muzaffarpur district of Bihar also informed that the Panchayats did not prefer giving work to the women because women cannot do hard manual labour. She also complained that there is unequal wage payment to the women

In Uttar Pradesh, it appears that the cultural and traditional factors are influencing the demand of employment. In many districts of Uttar Pradesh that have traditionally harboured feudal gender practices and have not allowed women to work in the public domain especially with men from different families restricted their women folk to seek employment under NREGS. The traditions are reflected in the macro data of the state with very small percentage of the women covered under the scheme at 16.6% only as against the required 33%. In districts like Sitapur and Jalaun the percentage of the women coming out to work is extremely low, while in hilly districts such as Chandoli the participation of the women has been higher.

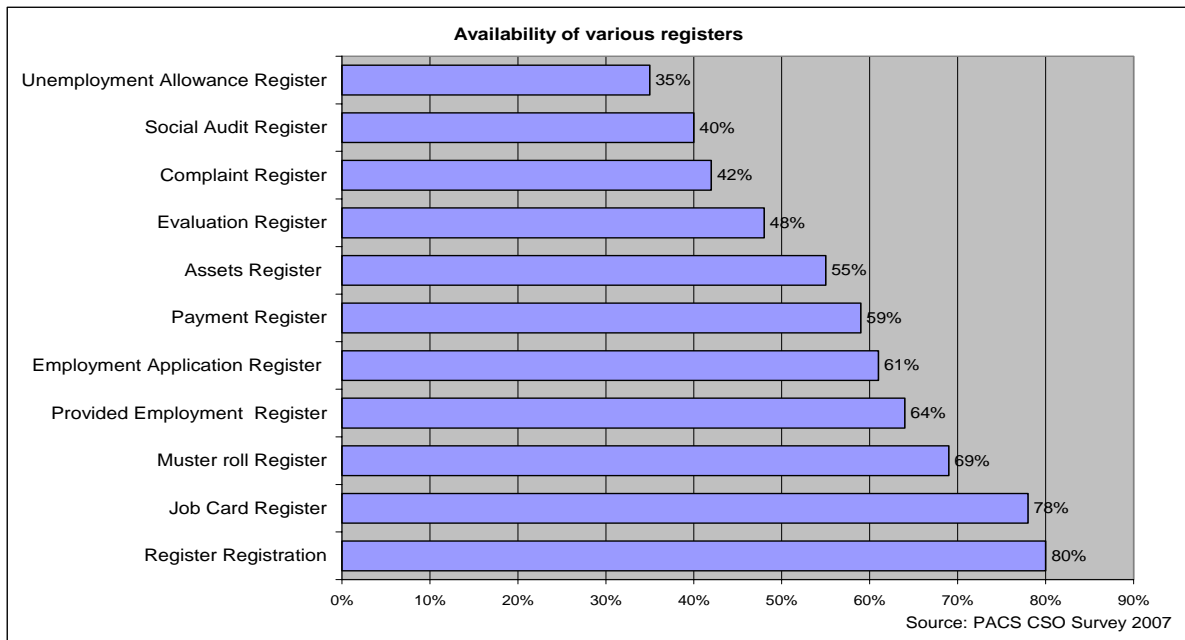
In Panchayat Poorunpur of Kasmanda block of the Sitapur district, men clearly stated they would rather go hungry than to send their women folk to work with other men folk. However women were very keen to work and earn some wages They had even worked for the plantation work under NREGA, as it could be done individually, without the help of other men. Women suggested that if such a work is initiated where they could work with other women they would be very happy and there would not be a opposition from the family as well. However neither Panchayat nor administration has been sensitive to this situation resulting to loss of employment opportunity to the women.

Similarly the Shariya tribe in the Lalitpur district is comparatively benefited due to their traditional openness to the manual labour as against the agriculture. While at the same time the Thakur community in the same district takes it as a stigma to do manual labour they would rather migrate to nearby towns and do somewhat similar jobs at higher wages.

3.7. Transparency and Accountability in NREGA Works

NREGA has made provisions to ensure that the works undertaken by the Panchayats and the other implementing agencies can be scrutinised by the public. There are several types of records that have to be maintained at the Panchayat level and these records have to be made accessible to the gram sabha whenever required. There are also provisions of conducting social audit for each work that has been undertaken under NREGA. This section of the report deals with the practice as far as transparency and accountability in NREGA works is concerned.

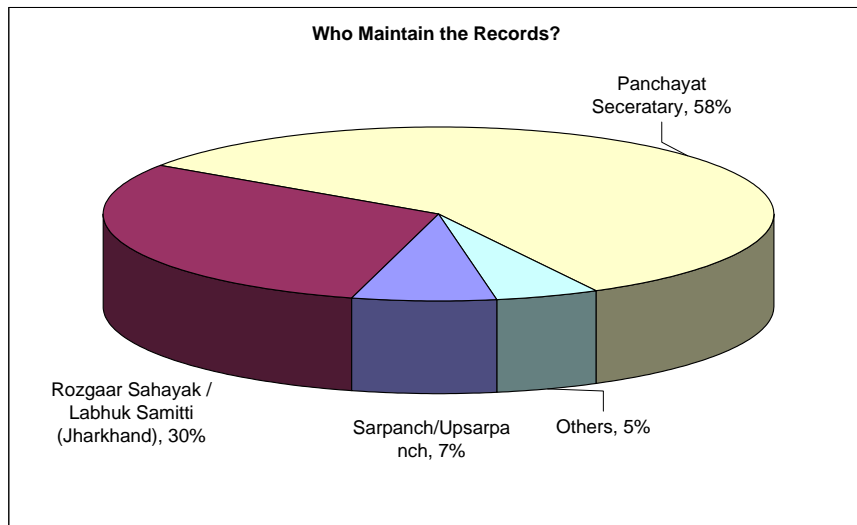
3.7.1. Availability and Maintenance of Records



The Panchayats have been provided with several types of registers to maintain the details of each work initiated under NREGA. Most issues related to transparency and accountability can be addressed if these records are maintained regularly. The availability of various registers in the sample Panchayats is depicted in the chart. While it has been observed that these records are available, they are not being maintained on a regular basis.

- In Madhya Pradesh, Jharkhand and Chattisgarh, there is a practice of preparing kuttcha muster rolls at the worksite and they are entered later. At the time of payment of wages, the sachiv collects the job cards of all the workers and returns them only after a few days. This gives the sachiv to make all 'corrections' in the records so that the records appear in good shape.
- In Jharkhand the Job Card Formats do not have a column on wage payment. Thus the worker does not have any official record stating the wages that (s)he has earned. Such discrepancies are paving way for corrupt practices in the implementation of NREGS works. In Chota Baru village in Murhi Panchayat in Ranchi district, the NREGA watch volunteers reported that no muster rolls were available on the worksite and that the job cards and the muster roll were found in the mate's house.
- The muster rolls are maintained on the basis of daily attendance of the worker at the work site. However the payment is made on 'piece-rate' basis. Since the payment is not based on the number of days that the worker has worked on the site, one cannot conclude whether the worker has been paid full wages or not.

It has also been observed that the responsibility of maintenance of records mostly lies with the Sachiv whereas the rozgaar sahayak and the members of vigilance committee are also responsible for maintaining some of these records.



3.7.2. Monitoring and Vigilance Committees

There is a provision of constitution of Monitoring and Vigilance committee at the village level so as to keep a check on the implementation of the NREGA works. Though these committees are formed in some Panchayats, they were hardly found functional. There are issues pertaining to their training, roles and responsibility and even the constitution of the committees. In Madhya Pradesh for instance there are no clear cut guidelines for formation of these committees. As a result of this, the committees formed for earlier developmental programmes have been considered for NREGS also.

- Though in 48% sample Panchayats, Monitoring and Vigilance committees have been formed, it was observed that in only 38% cases these committees were provided training on their roles and responsibility.
- Only in 38% cases the vigilance and monitoring committees were issuing work completion certificates. However it was observed that since the committee members were not clear of their roles and responsibility, often these work completion certificates were prepared by the Panchayat Secretary and got it signed by the committee.
- There has been several instructions from the central government on building capacities of the vigilance and monitoring committees however, the states are yet to respond to these orders.

Active Vigilance Committee ensures proper payment of wages

Though the general picture as far as the status of vigilance and monitoring committee is poor, it has been observed that active committees are able to ensure transparency and accountability in the works taken under NREGA. An active Vigilance and Monitoring committee formed in the Panchayat Chapka (located 13km from block head quarter Bastar in Chhattisgarh) has ensured that the wage payment is made in the presence of the committee members. They also ensure that any balance

amount that needs to be paid is recorded on the back of the job card so that it can be paid in the next work.

3.7.3. Social Audits and Self Disclosure

Social Audit on the works undertaken under NREGS is another mechanism which can ensure transparency and accountability in the implemented works. It was observed that social audit of works were done only in 27% sample villages. There is also very little focus on self disclosure by Panchayats on the details of the works being undertaken. It was observed from the field data that in only 22% cases, information regarding works was put up on display boards.

- In Madhya Pradesh, social audits under NREGA are being carried out by the Civil Society Organisations. In Sidhi district, the cost of social audit per Panchayat has worked out to be as low as Rs 40/-. It is clear that such organisations who have been awarded the task of conducting social audit at Panchayat level will not do justice to the cause. In Tikamgarh district in the name of social audit, the NGOs were given Rs 200 per Panchayat to fill up formats which had questions related to the plantation works undertaken by the SHGs as implementing agencies under NREGA.
- In Uttar Pradesh, the entire monitoring aspect is State led. The office orders of the UP government suggest that most of the monitoring will be done by the officials at the state, district and the block level. In order to get another perspective, a few organisations have been awarded the work of conducting social audit of works under NREGS. No efforts are being put to develop the capacities of the community (who are the real stakeholders) to conduct social audit.
- As observed in most states, in Jharkhand too, the government is not very clear on the manner in which social audits should be conducted under NREGA. Mass social audits were conducted in some parts of Jharkhand by NREGA Watch – an informal coalition of organizations working on effective implementation of NREGA in the state. While such efforts are laudable, social audits will not become effective unless the capacity of the Gram Sabha gets developed to conduct social audits on a regular basis at the Panchayat level.

Chapter 4: Impact of NREGA

The impact of NREGA will be visible in more concrete terms only after completion of at least 3 years of the scheme. However, certain trends as well as output and outcome oriented impacts have been captured at this stage of the programme.

NREGA's impacts are visible at two levels (a) employment guarantee or assured wage income for the poor families (b) creation of assets providing short term or long term benefits. We have put up an attempt to capture the gains of the NREGA in the following section.

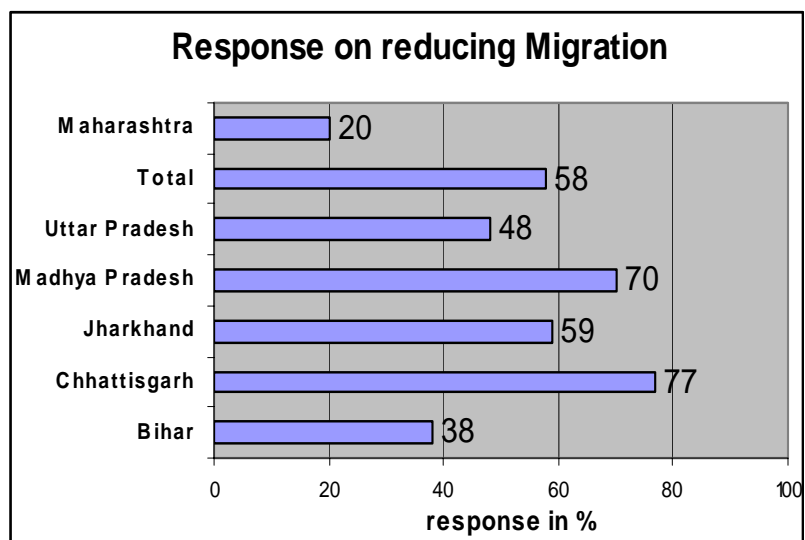
4.1. Reduced Distressed Migration Pattern

The NREGA income in wages has two dimensions. The families owning small agricultural land which is insufficient to generate food security for the whole of the year or create additional surplus of cash to meet other basic needs, families are supplementing agricultural income with wage income of NREGA. There are large numbers of small land holding families having low agricultural produce, NREGA income provides a significant value addition to meet their higher order needs critical for their survival or growth and development of their family.

There are families who are completely landless and depend on wage labour, look for work in agriculture sector or civil works. In the off season of agriculture, such families migrate to towns. Civil works opened up in village have given them options to earn in the village even if the wage rates are lower in the NREGA civil works. Even if the younger family members migrate as skilled labourers, middle aged unskilled family members prefer to stay in the village and work under NREGA.

Among the sample villages overall half of the villages reported that migration has considerably decreased due to availability of jobs at local level. The graph shows the responses of sample villages about decrease in migration. Now migration has reduced in the NREGA villages and labourers are able to spend more time with their families as they do not have to migrate in search of work. The

guaranteed employment increased income of labour it could be used for fulfilling daily needs like food, cloth etc. and ensure dignity of labours.



Impact of reduced migration on families

Observations of NREGA benefited families	State	Distt.	Panchayat	Village
Since work is available within the village, women are able to get food in time, equal wages have given women dignity in the family	MP	Seoni	Khapdon maal	Khapdon maal
Women were earlier compelled to work in preparation of country liquor, now they prefer to work under NREGA.	Jharkhand	Dumka	Digadhi	Dodiya
Children of labourers are also going to school now	Bihar	Banka	Sikandarpur	Golaipuri
Migration has reduced in the village and families are able to pay attention towards the children's education.	MP	Chattarpur	Chovar	Muska
Parents are able to spend more time with children as they do not have to migrate in search of work	MP	Chattarpur	Lakhairi	Dhanupura
	MP	Seoni	Sarra	Pratapgarh

NREGA Stops migration and increases financial stability

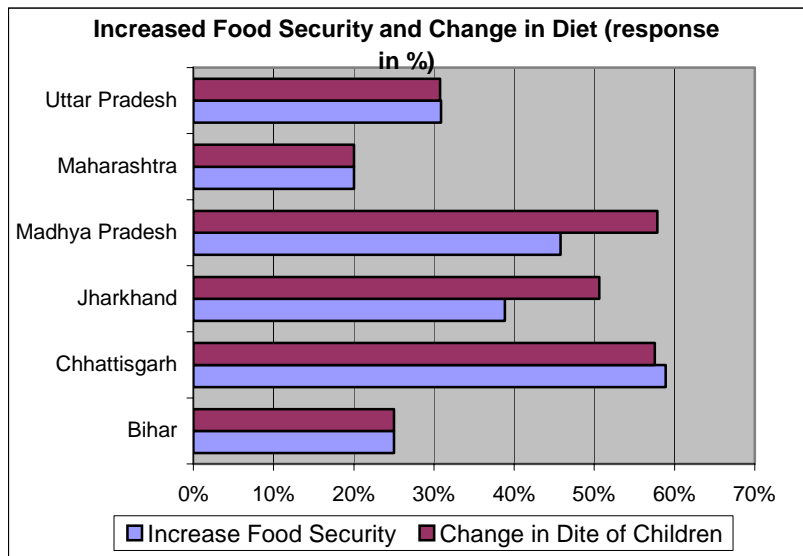
Kishor is 30 years old landless worker from Khapdinmal village (Ghansor block, Seoni District of Madhya Pradesh). For fulfilling his basic family needs he used to migrate in search of work for almost 9 months in a year. When he didn't get work he had to rely on loans from the money lenders for meeting family needs. But NREGA brought him back to his family as he has started getting work within his village and that too according to his choice of duration. Now he is able to devote more time to family and also started sending his children to school. He told that the wages were good and he was able to repay his loan much faster.

Deepak Ahiwar a worker from Fakirpurva village of Rajnagar block of Chattarpur District in Madhya Pradesh says that a NREGA work of construction of C.C. Road was started in the village in the month of September- October '06. This gave continuous work to 30 families among whom Chiroji Ahirwar, Mijaji Ahirwar and Dayaram Kishori Ahirwar who were almost ready to migrate to other cities stayed back in the villages and were very happy to get work in the village itself.

Source: PACS-CSO Survey June 2007

4.2. Improved Food Security and Improved Nutrition for Children

It was general responses that due to employment generation under the scheme some change occurred in their food security, which resulted in improvement in diet. An analysis on better food for children revealed that villagers are able to include vegetables in their food and can ensure food security for family. In some cases the diet pattern of labourers has also changed considerably as some people have reported that they have been able to include meat occasionally in their diet.



Enhance Food Security for Families Worked under NREGA				
Observations of NREGA benefited families	State	Distt.	Panchayat	Village
Families are able to include vegetables in their food	Madhya Pradesh	Seoni	Sarra	Sarra
Increased food availability for more months than previous year	Jharkhand	Simjhor	Bintuka	Bintuka
Due to increase in income they occasionally eat meat too	Jharkhand	Dumka	Badachapudiya	Shapur
Many families previously got only one time food, now they are getting one & half time food	Jharkhand	Dumka	Badachapudiya	Babidehi
Decrease in migration and higher wage payments ensures food security	Madhya Pradesh	Seoni	Sarra	Jova

Increased food security due to NREGS work			
State	District	Block	Panchayat
Bihar	Navada	Rajouli	Rajouli Poorv

Babulal Manjhi of Nimatand village, Navada district of Bihar told the volunteers that the majority of the population of the village is of labourers. Their condition is very pathetic and poor. He is a labourer from the age of 10 years. He is working for Pond construction in the village from last one month.

Earlier he used to starve without food for many days. His children were deprived of any educational and medical facilities because of the poverty. But in year 2006, he heard about National Rural Employment Guarantee Scheme (NREGS). The family got job card made under NREGS. He is working from last one year.

Babulal believes that condition of his family and living standards have improved. They can now easily manage their expenses from weekly or 15 days wage payment as the case may be. He is also planning to send his children to schools from month of April. All the villagers in this village believe that if NREGS is implemented at this pace, it is for sure that their future will be bright. They will have better standards of living.

Source: PACS-CSO Survey June 2007

4.3. Infrastructure Development Improved Access to Basic Services

The prime object of NREGA is to provide guaranteed wage employment to rural poor through creating community assets. At the grassroots these community assets create bridge for gap of general amenities.

Infrastructure Development improved efficiency of amenities/facilities				
Observations of NREGA benefited families	State	District	Panchayat	Village
Land development works improve wasteland, construction of pond give better place for Nistar.	Chattisgarh	Rajnandgaon	Gidhali	Gidhali
Roads have been made under NREGA in the village, therefore children are able to go to school without any difficulty, especially during rains	Madhya Pradesh	Seoni	Khapdonmal	Gunehari
A new road has been constructed which has reduced the distance of the village to railway station from 10 km to 5 km	Madhya Pradesh	Seoni	Khapdonmal	Khapdonmaal
Previously women used to fill drinking water from a distance of 2Km, Newly constructed community well saves time, which is used in educating children	Jharkhand	P. Sighbhum	Karlajuri	Soma Pancho
Construction of road improved transport of school going children	Bihar	Jamui	Chinveriya	Chinveriya
CC road constructed under scheme protect children from dust	Chattisgarh	Rajnandgaon	Kopedi	Kopedi

Construction of brick road makes life easier in the village

Village Jatarua is situated 30 km west from National Highway in Kasmanda Block of Sitapur in UP. There was an old *kachchi sadak* in dilapidated condition for transportation. Moreover, in the rainy season, the condition used to become so dismal that it was not possible for even animals to walk over.

Kunj Bihari, a 28 years male from Jataura village talked with the Sarpanch and held a meeting with the villagers regarding the matter and told that it was possible to construct a road through NREGA. A proposal for construction of road was passed in Panchayat. An application was given to Pradhan of the village for the same and was accepted. Now there is a new stone brick road on that way which has made the life easier in the village. It linked the village to the main road to the city

Musaffier Yadav, a villager in Mahiyara village of Navada district, Bihar told that there was a drain in this village which remained filled with water during monsoon season. As it was adjacent to a passage. The elderly and children faced many difficulties in crossing it.

Recently a bridge was constructed under National Rural Employment Guarantee Act (NREGA). It helped villagers a lot and they now feel very convenient in crossing it and use it. The villagers are very much satisfied with NREGA and their standards of living has improved.

Source: PACS-CSO Survey June 2007

4.4. Additional income of NREGA Provides Health Benefits

As far as impact of NREGA on health is concerned in some of the sample village peoples stated that they are using NREGA payment for treatment of their family member. The employment generation increased income and now villagers have more money in hand hence they are able to spend it on health of family members to go to the town for better treatment.

NREGA Wages Payment Help Access District Health Services

Observations of NREGA benefited families	State	District	Panchayat	Village
Chigad/Kachra used payment for medical treatment of his family	Chattisgarh	Bastar	Kabadgaon	Kabadgaon
Devibai, Hemlata & Geeta Bai used wage payment for their treatment	Chattisgarh	Rajnandgaon	Ghorda	Ghorda
Mrs Kalavati Devi/Harinath Singh used payment for treatment of his son.	Jharkhand	Simjhor	Bintuka	Pangur
People have more money in hand hence they are able to spend it on health of family	Madhya Pradesh	Seoni	Sarra	Pratapgarh

Observations of NREGA benefited families	State	District	Panchayat	Village
members				
Samanetri Devi Shankar & two other families used payment for malaria treatment	Jharkhand	Simjhor	Bintuka	Bintuka
	Chattisgarh	Rajnandgaon	Tappa	
Shivdhan Murjh used payment for treatment of his pregnant wife	Jharkhand	Dumka	Badachapudiy a	Babidehi
Sirit & Sandeep use payment for treatment of his wife & children	Jharkhand	Dumka	Badachapudiy a	Chotach apudiya
Some villager spent payment for treatment of Chiken Pox	Uttar Pradesh	Lalitpur	Choki	Choki
Sukol used payment for his daughters treatment	Jharkhand	Dumka	Badachapudiy a	Kegoraid ehi
Shivnath & Mahesh used payment for treatment of children taking them to a town.	Jharkhand	Dumka	Badachapudiy a	Shapur
Hemtara use payment for medical treatment of his wife's ailed leg	Jharkhand	Dumka	Badachapudiy a	Bodiyach eck

The additional income especially payments in cash for the daily wages, immensely help poor families to spend it on health issues. The health treatment in towns requires cash to seek advise of the professional private doctors.

Better Wages help in Meeting Medical Expenses of Family Members

Chhutu Lal a worker from the village Chhetapar (District Seoni, block Ghansor), whose wife Pattinayee, aged 42 was suffering with severe pain in the lower back for the last three years. However the couple had to work as a daily wage labourer to earn daily bread for the family. For the last six month Patinayee had severe pain and was unable to even stand straight. The wages in the other work ranged from Rs 30 to 45 per day. Since Patinayee could not work due to her illness, the entire burden of earning for the family of five (which had three children in school) came upon Chhutu Lal.

It was around that time that NREGA work began in their village. Chhutu Lal worked under the scheme and was happy to receive better wages in time. When the wage-payment was done he received the highest payment. He used the money in treatment of his wife at a good hospital in Jabalpur. Now she is better and has started going for work again.

Source: PACS-CSO Survey June 2007

4.5. NREGA Wages Improved Access to Education for the Children

It was found that some of the villagers spent their NREGA income to improve quality of education of their wards by paying admission fee, purchasing books, providing tuitions, buying of school uniform, bicycle etc. Due to construction of connectivity road children get better transport to go to school by bicycle or foot and now children are more regular in attending the school.

Observations of NREGA benefited families	State	Distt.	Panchayat	Village
Babudhar & Rakeshver used payment for purchasing books/fee	Jharkhand	Dumka	Badachapud iya	Shapur
Hemtara, Babujan, Jiyaram and Satyaghan use payment for child tuitions	Jharkhand	Dumka	Badachapud iya	Bodiyachec k
Lakhiram, Babudhan, Kena & Sitaram purchase dress for child	Jharkhand	Dumka	Badachapud iya	Jamjori
Shivsoren and Badhurai Hasda used payment for purchasing books and paying fee	Jharkhand	Dumka	Badachapud iya	Babidehi
Sirit & Sandeep use payment for purchasing books	Jharkhand	Dumka	Badachapud iya	Chotachap udiya
Sukol, Rafhait & Bhamuni used NREGS wages to pay admission fee of their children	Jharkhand	Dumka	Badachapud iya	Kegoraideh i
Kalavati Devi used payment for purchasing school uniform	Jharkhand	Simjhor	Bintuka	Bintuka
Improved economic conditions have made tuitions available for children in the village	Madhya Pradesh	Seoni	Khapdonma al	Khapdonm aal
Better road for school going children	Uttar Pradesh	Sitapur	Hurrai	Hurrai
Better transport to go to school by bicycle	Jharkhand	Dumka	Badachapud iya	Shapur
Children of labour families are also going to school	Bihar	Banka	Sikandarpur	Golaipuri
Construction of road improved transport of school going children	Bihar	Jamui	Chinveriya	Chinveriya
Parents are able to send their children to school on time	Madhya Pradesh	Seoni	Sarra	Jova
Purchased bicycle for children	Uttar Pradesh	Lalitpur	Choki	Choki
Spent money for improving	Uttar	Lalitpur	Khalsa	Khalsa

Observations of NREGA benefited families	State	Distt.	Panchayat	Village
quality of their child education (books, dress, tuition etc.)	Pradesh		Sadar	Sadar
Families are able to afford tuition	MP	Mandla	Magardha	Magardha
Due to increase in income of family, parents are able to take care of children's education	Jharkhand	Hajaribagh	Kariyatpur	Kariyatpur
	MP	Chattarpur	Bannaure	Mahilwar

Impact of the sustainable productive assets created under NREGA

The NREGA has a strong focus on creation of such structures which may enhance livelihood opportunities for the poor families. Works related to improve the water structures or bunding/wells on the lands of the SC/ST families will definitely enhance the agricultural productivity for the small and marginal farmers. We feel that impact on such aspects will take medium term and any detailed impact assessment will be premature at this stage. We will design instruments to capture this in our next/third monitoring report.

Some of the outcomes of the works as mentioned on the NREGA work sites have been presented here as illustrations:

Impact through productive assets: Cases of Korla district in Chhattisgarh

Work Type	Cost	Benefit	GP/ Village
Construction of drainage at left site canal of Amjhar Pond	11.52 Lakh	Increased 200 hectare area of irrigation in Rampur, Amjhar, Pasla and etc villages. Due this farmers get wheat crop.	Amjhar
Repair of Barota Minor irrigation project	13.45 Lakh	The project has restarted water supply, which benefits by irrigating 253 ha area. Out of these 172 ha. get during Kharif season, while rest 81 ha in rabi season	Bakundpura
Pond construction	-	This pond serves dual purpose for the villagers, providing Nistar & irrigation facility. Almost 25 acre land gets irrigation through this structure.	Mahendgarh
Stop Dam construction	18.89 Lakhs	Increase 40 acre area of irrigation	Jatasemar
Rapta cum Stop Dam	14.73 Lakhs	It is significant that the farmers of Chidola & Chiratola are getting first time wheat crop on 10 acre of land through this structure.	Bharatpur
Source: www.nrega.nic.in			

Some of the key impacts of NREGA are:

- The infrastructure created under NREGA as illustrated above has significantly benefited agricultural productivity especially for the small and medium size cultivators. Moreover, fishing and other water related production has enhanced opportunities for the poor, especially SC/ST families, who depend on the water structures for their livelihoods.
- Families working under NREGA for wages have got additional wage income above the agricultural work/wages. The additional monetised wage income has been useful in meeting the contingency needs viz attention for health for the family.
- The additional income has transformed composition of food consumption pattern. Very poor families could supplement nutritional items like vegetables and pulses having more balanced diet. The evidences are illustrative and over a period of time, if there is a reduction in malnourishment of children (Grade-IV and Grade-III malnutrition) in NREGA Panchayats, the impact of additional income will be sufficiently substantiated.
- There is a clear tendency of use of additional wage income on the education of children. It build a case of inherent demand for children's better education. Most of the NREGA benefited families utilised their income for accessing children's education or supplementing with additional facilities to improve the quality of education. This long term investment of NREGA wage income will build potential for the families for their upward mobility.

Chapter 5: Conclusions and Ways Forward

5.1. Conclusions

The present study has thrown light on various aspects of the implementation of the Act in the different PACS intervened states. Apart from analyzing the government perspective based on the secondary data available on the websites and state level records, the study has also focused on grassroots realities by collecting first hand information from the district, panchayat and village level in these states. The study brings out both positive aspects as well as the shortcomings in implementation of the Act. The major conclusions drawn from the study are as mentioned below.

- (i) A comparison with the experiences of the monitoring report released last year, it was observed that in all the six states, awareness has risen on registration, job cards distribution wage payment etc. however new challenges like delayed wage distribution, measurement based payments, quality of work under NREGS, work site job facilities, fake muster roll entries, job card possession and job cards on rent etc have come to the fore.
- (ii) Since April 2007, additional 130 districts have been included under the purview of the Act. There is a need to be more careful in identification of families under the scheme so that the job cards are not misused. There is also a need to include the message of measurement based payment in the IEC materials in all the states so that the confusions that were prevalent in the first phase districts are removed.
- (iii) While the status of Registration of rural households is reasonably good at a national average of 70%. It has been observed that there are several issues as far as distribution of job cards is concerned. The analysis of the data on job cards distribution reveals that the under developed states which have larger concentration of SC have not provided the job cards to the SC households in adequate numbers (Bihar – 43.13%, MP-14.16% and UP-54.67%). The primary data reveals that among the six PACS-intervened States, in Chattisgarh 67.67% BPL households and in Jharkhand 60.18% BPL families have not been provided job cards.
- (iv) Whereas most of the families registered under NREGA have been issued job cards, it has been observed in most of the Panchayats visited that the job cards have not been distributed to the workers. From the primary data it is evident that job cards have been distributed to only 42.86% households. The situation is the poorest in Bihar (21.31%) followed by Jharkhand (37.54%). In several places the job cards are with the Sarpanch or Secretary or even with the mate. Besides, it has also been observed that there are numerous cases of false entries being made on the job cards. In order to ensure that the NREGA funds are not siphoned off like other schemes, there is a need to ensure that the worker keeps the job cards in his/ her custody and also ensure that the Panchayat fills it regularly and properly.
- (v) It has been observed that in 72.5% Panchayats, 5 year perspective plans as well as annual plans have been prepared. However, 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 officials. It

- has also been observed that the priorities of works mentioned in the annual plan is often influenced by the block and district officials instead of the Gram Sabha. There is also lack of awareness on how the plans and priorities in the plans can be modified by the gram sabha.
- (vi) Sometimes the implementation of the planned works gets stuck because of the delays caused in getting technical sanctions. In 50% cases from the field study it has been observed that on an average it takes nearly 30 days for getting the required sanctions for starting the work. Inadequate planning of works thus leads to loss of person days for the workers.
 - (vii) The demand of jobs as reported in the secondary sources is manipulated. An analysis of the secondary data as well as the findings from the field indicates that people are not aware that they have to demand for work. As of now, people are getting work because good number of works has been started in different places. There is also apathy at the part of the Panchayats in providing receipts against the applications given by the workers demanding jobs. It was also observed from the field study that the response time in providing employment under the Act is not very encouraging. With an exception of Madhya Pradesh (58.6% cases) and Chattisgarh (54.4% cases), in all the other states majority of respondents have said that the average response time for providing employment against demand is between 15 and 30 days. It was also observed in all the states that there were some cases where people had got jobs after more than 30 days. Jharkhand had the maximum number of respondents (14%) who said that the response time for providing employment is more than 30 days.
 - (viii) Payment of wages is the most talked about aspect under NREGA. The Act has made provisions to ensure that the workers get a minimum wage which is not lesser than Rs 60 per person per day. At the time of launch of the NREGA, only 11 out of the 27 states had a minimum wage rate of Rs 60 per person per day. Thus, the Act had raised a lot of expectation particularly among the workers that they would get much higher wages than earlier. However, the aspect of measurement based wage payment was not popularized and this has led to dissent among the workers on receiving wages lesser than Rs 60. The delay in measurements and the lack of transparency in measurements is only adding on to the prevailing confusion on wage rate.
 - (ix) The average annual wages being realised by the families in the six sample states is Rs 1990 as compared to Rs 6000 as envisaged in the Act. The poorest performer has been Bihar with an average annual wages per family of only Rs 705. As against the guarantee of 100 person days of work per year, the average number of days of work provided is only 18.45 days in a year. Among the six states considered for the study, Chattisgarh has provided the maximum work per family (41.74 person days of work per family per year) and Bihar has been the poorest performer with an average of 6.84 person days of work per family per year.
 - (x) The primary data reveals that as far as providing employment opportunities to women is concerned, apart from the States of Bihar (24.2%) and Uttar Pradesh (24.5%) all the other states have provided more than 33% work opportunities to women. The state average based on the secondary data shows a grimmer picture for Bihar and Uttar Pradesh which has provided only

- 17.4% and 16.6% work opportunities respectively for women. There are also issues regarding the wage rate being paid to women in also the states. It has been observed in that there is a difference in the wage rate paid to the men and women. The basis of discrimination in all the states revealed under the study is the perception that women are not able to do hard physical labour as men.
- (xi) 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 village. Considerable attention has been given upon taking up Environmental Conservation works. These include creation of soil and water conservation works. It can be hoped that these works would show results in the coming year. The infrastructure development works (particularly the rural connectivity works) have also been commendable.
 - (xii) Perhaps the most neglected area in the implementation of the programme is ensuring accountability and transparency. Be it regular filling of job cards, maintenance of records, formation of active vigilance and monitoring committees or conducting proper social audits is concerned. None of these aspects are being looked into seriously. Due to lack of awareness on the provisions for ensuring accountability and transparency, the gram sabha is also not much bothered on these aspects. The workers are taking the NREGA work as any other government initiated poverty alleviation programme.
 - (xiii) Among the positive indicators of the programme it has been observed in all the states that there has been a decrease in migration because of the works initiated under NREGA. There are issues pertaining to wage rate and timeliness of wage payment, however, it was observed that the marginal increase in the wage rate has enabled the workers to use the additional money for ensuring food security for their families. Workers have also reported that they could afford medical expenses of family members and could provide better education facilities for the children with the increased income from NREGS works. The productive assets, created under NREGS for improving irrigation facilities, have also demonstrated positive results.

5.2. Ways Forward

5.2.1 Developing NREGA as an employment right

The National Employment Guarantee Act clearly articulate 100 days job guarantee for every rural household. However, the intent of the Act is not reflected in the programme. A close look on the state-wise data on 'job demanded' and job 'provided' clearly indicates that those who are provided job are reported as those demanding job. There is a huge unmet demand which is not getting adequately articulated in the official performance monitoring system.

There is a need to systematically analyse the available resources for awareness generation and its application at the state level. In most of the states, the resources are wasted in publication of posters, pamphlets, hoarding and publicity advertisements. A systematically and professionally planned communication campaign with the available resources will make a significant difference in generating demand for employment.

The civil society organizations should be involved by the Government to widespread the intent of the Act at the grassroots so that really needy families should feel confident to demand job. If job is not provided, they should ask for unemployment allowance as a right.

5.2.2 Greater autonomy to Panchayats to plan and execute need based works

The scheme still has quite top down orientation. The perspective plans have been prepared hiring agencies to complete plans of every Panchayat of a district within three months. Therefore, real needs of the Gram Sabha have not been considered in perspective plans. There are many state led campaigns determined by the political leadership, which are pushed by the district level officials overruling the priorities of the Panchayats. Similarly, technical sanctions by the engineers and evaluation of works are also designed in such a manner that twists the arm of Panchayats for bribing or accepting the commands of the Government officials.

Appropriate mechanisms are required which allow Panchayats to enjoy flexibility of the programme and encourage them take up works which are extremely important to build long term sustainable productive structures that may enhance the livelihood promotion capacity within the village. Panchayats should be allowed to involve external resource persons/agencies, duly recognized by the Government, for technical sanction of the project as well as evaluation of the work done so that monopoly of the Government civil engineers may be diluted. There is need for building greater accountability norms of the Panchayats where Gram Sabha as well as Government officials can play a critical role as enablers to promote greater transparency and accountability towards Gram Sabha.

Panchayats need greater capacity building support to improve their knowledge and skills to keep their accounts, muster rolls, measurements of works, maintenance of records and conducting social audits. The current level of capacity building support is far inadequate to the expected roles, complexity of works and volume of resources available with the Panchayats.

5.2.3 Introducing flexibility and poverty focus within programme

It is difficult to understand the criteria of allotment of resources to the state/districts from the centre. The most obvious criteria used is the number of job card holders in the district as well as number of job card holders demanding jobs. Both of these parameters are not relevant for the allocation of funds as high number of job cards in a district do not reflect potential demand of genuinely deserving households requiring employment guarantee. Similarly, the fear of payment of unemployment allowance from the state exchequer suppresses the real demand for employment guarantee.

There is a need to review the poverty indices of the poor districts including agricultural production, rainfall, suicide deaths in rural areas etc to allocate higher volume of funds. Districts of Vidharbha of Maharashtra and Bundelkhand of M.P and U.P etc are strong contenders for greater allocations and attention. Such a disaggregated analysis and attention will improve the overall performance of the scheme for targeting the poorest of the poor to ensure 100 days of employment.

5.2.4 Improving MIS and performance indicators

There is a serious gaps in capacities of the block and district level functionaries filing up formats or uploading data online on the performance of NREGA. Therefore, the available state wise picture of performance is also not adequately representative of the ground realities. There is a need for a rigorous scrutiny of the data being fed from Panchayat level upto the district and the state. The resource utilization is a key parameter for the release of the next instalment.

There is a need to improve the quality of internal and external agencies reviewing the content and emerging issues of from the monitoring and evaluation agencies. There is a need for more systematic attention for in-depth analysis of the poorest of the poor or poorly forming districts. There should be a formal mechanism to share the evaluation/monitoring reports as well as action taken report at the national as well as state level. It would be worthwhile to put such reports in public domain.

5.2.5 Broad base the parameters of performance monitoring

The current parameters, which are prescribed in the Monthly Progress Reporting (MPRs) by the Government of India to the states and the district, miss out on many important parameters. It is pertinent to incorporate parameters like proportion of works done by the departments and Panchayats to know whether at least 50% works are being done by Panchayats or not. Similarly, there is a need a monitor the number of Panchayats/villages where no works have been started or where less than Rs.1 lakh has been transferred in any quarter. There are many Panchayats which are unable to receive adequate funds under NREGA to initiate works under NREGA.

The monitoring system also does not capture the data on the available human resources placed at different level. Moreover, details of expenditure of contingency fund are also not published/monitored. Similarly, there is no data available on the trainings conducted to strengthen capacities of staff/panchayat at different levels.

5.2.6 Promoting large scale support in social audits

With greater resources being spent in every panchayat, it is high time to establish a norm for effective social audit by Gram Sabhas. Most of the states have been busy establishing implementation mechanism by recruiting staff and developing norms for expenditure. The attention now should be to mainstream social audit process.

It is fortunate that many kinds of methodologies of social audit by various social activists, action groups and Government field level functionaries have been attempted. There is a need to systematically review and decide on a 'common minimum' steps and processes that must take place in every social audit. Organizations may add on new dimensions based on their capability and commitment to social audit process.

Tables

Table-1: Registration, Job Card Preparation & Distribution Status

Table-1.1: State wise Status of Registration, Job Card Preparation/Distribution in Sample State

Secondary Data							
Particular	Bihar	Chhattisgarh	Jharkhand	Madhya Pradesh	Maharashtra	Uttar Pradesh	Total
NREGA Districts	23	11	20	18	12	22	200
No. of Rural households (2001 Census) (in Lakhs)	77.56	20.23	33.96	35.50	37.13	71.62	540.08
Estimated Rural BPL Families (in Lakhs)	34.36	7.50	15.04	13.16	8.81	22.36	165.71
Job Cards Issued (in Lakhs)	35.63	18.49	23.04	44.46	27.53	40.04	378.50
SCs % to total Job Card issued	43.13	14.26	19.68	54.67	11.74	19.34	27.98
STs % to total Job Card issued	2.03	41.2	27.11	1.7	48.13	38.35	24.18
Others % to total Job Card issued	54.84	44.54	53.21	43.63	40.14	42.31	47.79

Source: www.nrega.nic.in (NREGA Performance during year 2006-07)

Table 1.2: Responses on Registration, Job Card Preparation/Distribution under NREGA in Sample Panchayats of Sample States

Primary Data							
Particular	Bihar	Chhattisgarh	Jharkhand	Madhya Pradesh	Maharashtra	Uttar Pradesh	Total
Total HH	87770	27021	28304	28568	24459	23824	219946
SC % in total sample households	31.68	16.62	15.82	29.23	21.71	38.80	27.78
ST % in total sample households	9.02	53.50	44.39	31.93	15.06	3.72	20.78
Others % in total sample households	59.31	29.88	39.79	38.85	63.23	57.47	51.44
% households registration	28.69	76.51	37.31	86.26	50.43	48.3	47.69
a) SC	45.09	20.72	26.96	27.80	25.23	50.13	34.75
b) ST	19.29	54.36	46.72	25.66	15.50	4.60	26.21
c) Others	35.61	24.92	26.33	46.54	59.28	45.27	39.04
Job Card Distribution against registration (%)	74.27	99.21	100.6	91.99	89.53	93.17	89.87
Job Card Issued to Sample Total HH (%)	21.31	75.91	37.54	79.35	45.15	45	42.86
a) SC	51.17	19.65	29.67	29.63	26.29	50.27	37.01
b) ST	20.95	57.28	41.53	27.22	14.49	4.51	26.74
c) Others	27.88	23.07	28.80	43.15	59.22	45.22	36.25
BPL HH covered in sample GPs (%)	42.54	42.77	29.96	27.68	24.6	39.96	36.75
% of BPL Households registered under NREGA	36.04	69.91	59.11	84.91	42.36	44.02	49.49
% of BPL Households issued Job Cards	81.85	32.33	39.82	69.85	96.74	96.37	67.04

Source: PACS CSO Field Survey 2007

Table-2: Demand of Job under NREGA

Table-2.1: State wise Status of Job Demand & Availability of Resources

Secondary Data							
Particular	Bihar	Chattisgarh	Jharkhand	Madhya Pradesh	Maharashtra	Uttar Pradesh	Total
Job Cards Issued (in Lakhs)	35.63	18.49	23.04	44.46	27.53	40.04	378.50
No. of households who have demanded employment (in Lakhs)	17.09	12.83	13.94	27.34	3.53	26.76	211.88
% of Job Card Holder Applying for Job	47.96	69.39	60.51	61.49	12.82	66.83	55.98
No. of households provided employment	16.89	12.57	13.94	28.66	3.85	25.73	210.15
% of Job Card Holder received Job	47.40	67.98	60.51	64.47	13.98	64.26	55.52
Number of households which have completed 100 days of employment	60310	130302	51065	531556	5341	154953	2142718
% of households completed 100 days of employment	3.57	10.37	3.66	18.54	1.39	6.02	10.20
Per Family Employment Generation (in person days)	35.34	55.72	37.33	68.79	41.38	31.98	43.02
Total Availability (Year 2006-07)	119117.8	84088.78	98220.95	213368.36	48693.66	102871.22	1207250.9
% of O.B in total available fund	41.61	6.87	32.42	1.13	50.57	27.52	17.00
% of central released in total available fund	48.87	83.55	60.37	88.31	47.49	67.94	74.20
% of state released in total available fund	6.73	9.24	6.44	9.77	1.09	3.26	6.73
% of total released in total available fund	55.60	92.79	66.81	98.07	48.58	71.20	80.93
% of misc. receipt in total available fund	2.79	0.34	0.77	0.80	0.85	1.28	2.06
Per Job Card holder Available fund	3343	4548	4263	4799	1769	2569	3190

Source: www.nrega.nic.in (NREGA Performance during year 2006-07)

Table-2.2: Responses on Job Demand & Duration of Job Receiving in Sample Panchayats of Sample States

Primary Data							
Particular	Bihar	Chattisgarh	Jharkhand	Madhya Pradesh	Maharashtra	Uttar Pradesh	Total
% of Job Card Holder applying for Job	35.94	41.48	59.52	38.04	56.11	46.62	55.35
% of SC Job Card Holder applying for Job	65.94	12.48	97.29	36.94	71.68	42.22	56.42
% of ST Job Card Holder applying for Job	76.80	42.13	46.97	41.47	50.49	100.00	52.71
% of Others Job Card Holder applying for Job	93.64	64.58	38.71	36.63	50.57	46.19	56.20
% of BPL Job Card holder applying for Job	33.44	11.68	19.02	22.72	47.73	39.00	27.30
% of BPL Households in total application	23.76	21.63	16.57	24.24	29.63	41.88	25.20
Duration of application & Job receiving is up to 15 days (%)	20.54	54.43	36.84	58.59	0.00	41.67	41.26
Duration of application & Job receiving is 15 to 30 days (%)	67.86	35.44	49.12	37.37	100.00	56.67	50.49
Duration of application & Job receiving is >30 days (%)	11.61	10.13	14.04	4.04	0.00	1.67	8.25

Source: PACS CSO Field Survey 2007

Table-3: Work Undertaken NREGA**Table-3.1: State wise Financial Resources Utilization under NREGA (Year 2006-07)**

Secondary Data							
Particular	Bihar	Chattisgarh	Jharkhand	Madhya Pradesh	Maharashtra	Uttar Pradesh	Total
Total Expenditure	71276.16	66882.16	71155.13	186268.63	17461.18	77967.46	881260.05
% of unskilled wages in total expenditure	58.73	64.53	58.02	63.00	94.60	59.27	66.20
% of semi-skilled and skilled wages in total expenditure	6.15	2.85	5.38	5.02	3.88	3.91	4.08
% of wages in total expenditure	65.48	68.94	64.60	69.58	98.95	65.09	72.80
% of material in total expenditure	34.52	31.06	35.40	30.42	1.05	34.91	27.20
% of contingency in total expenditure	0.61	1.57	1.19	1.57	0.48	1.91	2.52
%age of Exp Against Total Available. Funds	59.84	79.54	72.44	87.30	35.86	75.79	73.00
Works Ongoing	32122	16358	39767	86610	5568	32516	447447
Works Completed	29759	16105	24048	82548	5324	42984	383491

Source: www.nrega.nic.in (NREGA Performance during year 2006-07)

Table-3.2: Responses on Planning & Execution Process under NREGA in Sample Panchayats of Sample States

Primary Data								
Particular	Bihar	Chattisgarh	Jharkhand	Madhya Pradesh	Maharashtra	Uttar Pradesh	Total	
Five Year Perspective Plan Prepared	48%	95%	63%	98%	41%	92%	78%	
Average Cost of Proposed Annual Plan	753736	1234582	2670700	2523062	1391072	460389	1373855	
Average No of Expected Families Benefited by Proposed Annual Plan	547	275	3319	317	93	189	474	
Average Expected Employment Generation by Proposed Annual Plan	15903	9049	23072	53291	6373	8611	13370	
Per Family Amount Covered under Plan	1489	4482	4427	7955	13186	4127	2900	
Per Family Expected Employment Generation	32	33	46	170	73	43	28	
Response on Plan Sent to Block Office	34%	91%	11%	85%	20%	82%	61%	
Duration of technical Sanction is before 15 days	40%	41%	43%	73%	25%	60%	50%	
Duration of technical Sanction is after 15 days	60%	59%	57%	27%	75%	40%	50%	
No of works	121	136	150	303	3	101	814	
a) Complete	57.9%	43.4%	42.7%	40.9%	66.7%	55.4%	46.1%	
b) Ongoing	42.1%	56.6%	57.3%	59.1%	33.3%	44.6%	53.9%	
Mode of Information	By Gram Sabha	15.83	13.93	22.70	11.22	27.85	13.14	15.06
	By Munadi	6.55	52.42	18.20	30.61	25.00	44.69	34.00
	By Sarpanch	10.48	10.63	4.49	21.43	13.82	17.14	14.24
	By Sachiv	21.07	13.11	9.10	18.37	13.82	5.26	14.24
	By each other	30.24	7.44	36.41	14.29	16.67	17.14	16.94
	Other mode	15.83	2.48	9.10	4.08	2.85	2.63	5.53

Source: PACS CSO Field Survey 2007

Table-4: Wage Payment**Table-4.1: State wise Employment Generation Summary under NREGA in Sample State**

Secondary Data							
Particular	Bihar	Chhattisgarh	Jharkhand	Madhya Pradesh	Maharashtra	Uttar Pradesh	Total
No. of households who have demanded employment	1708610	1282794	1394108	2733762	353024	2676261	21188126
No. of households provided employment	1688899	1256737	1394108	2866349	384944	2573245	21015411
Employment Generation (in Lakhs Person days)	596.87	700.21	520.47	1971.77	159.28	822.91	9040.25
a) SCs	281.00	84.08	122.19	312.96	25.79	467.82	2295.24
b) STs	19.13	318.98	209.70	959.05	65.12	25.62	3288.42
c) Others	296.74	297.15	188.59	699.76	68.37	329.46	3456.60
d) Women	103.72	275.29	205.46	852.53	59.05	136.21	3672.86
% of SCs in employment generation	47.08	12.01	23.48	15.87	16.19	56.85	25.39
% of STs in employment generation	3.21	45.55	40.29	48.64	40.88	3.11	36.38
% of Women in employment generation	17.38	39.32	39.48	43.24	37.07	16.55	40.63
% of Others in employment generation	49.72	42.44	36.23	35.49	42.92	40.04	38.24
Expenditure incurred on per Works	1.15	2.06	1.12	1.10	1.60	1.03	1.06

Source: www.nrega.nic.in (NREGA Performance during year 2006-07)

Table-4.2: Responses on Employment Generation & Wage Payment under NREGA in Sample Panchayats of Sample States

Primary Data								
Particular	Bihar	Chhattisgarh	Jharkhand	Madhya Pradesh	Maharashtra	Uttar Pradesh	Total	
No of Works in Sample Villages	121	136	150	303	3	101	814	
Wage Payment (in Lakhs)	109.29	74.22	128.08	286.11	0.11	65.07	662.88	
Wage %age in Total Expenditure	83.53	58.93	68.01	84.1	100	84.32	76.85	
Material Exp. (in Lakhs)	21.56	51.73	60.26	54.10	0.00	12.10	199.74	
Material %age in Total Expenditure	16.47	41.07	31.99	15.9	0	15.68	23.15	
Expenditure on Works (in Lakhs)	130.85	125.95	188.33	340.21	0.11	77.17	862.62	
Expenditure incurred on Per Works	108139	92609	125554	112281	3780	76406	105973	
Employment Generation in Sample works	105956	148973	152608	125403	325	81603	614868	
SC % in Employment Generation	47.7	16.6	18.4	12.2	63.7	83.1	30.37	
ST % in Employment Generation	4.70	45.7	29.2	54.2	0	0.8	30.3	
Others % in Employment Generation	47.7	37.7	52.3	33.6	36.3	16	39.3	
% of women in Total Employment Generation	24.2	35.9	44.2	40.8	8.3	24.5	35.4	
Providing pre information on Wage Payment	0.4	0.84	0.6	0.73	0.25	0.73	0.64	
Mode of Payment	Cash	84%	93%	100%	97%	25%	87%	92%
	Kind	14%	4%	0%	0%	75%	6%	6%
	Both	2%	4%	0%	3%	0%	7%	3%
Place of Payment made	Worksite	56%	14%	52%	28%	25%	40%	39%
	Sarpanch Residence	25%	6%	23%	21%	75%	51%	25%
	Panchayat Building	9%	65%	3%	39%	0%	4%	24%
	By Bank	0%	9%	14%	0%	0%	4%	5%

Primary Data								
Particular		Bihar	Chhattisgarh	Jharkhand	Madhya Pradesh	Maharashtra	Uttar Pradesh	Total
Duration of wage payment	Other	9%	5%	8%	12%	0%	0%	8%
	Before 7 days	58%	8%	45%	20%	0%	29%	33%
	7 to 14 days	22%	44%	28%	19%	0%	21%	26%
	15 to 30 days	13%	34%	26%	34%	0%	42%	28%
	> 30 days	7%	15%	1%	27%	100%	8%	13%
Received Additional 10% Amount		0.58%	2.27%	4.30%	1.82%	0.00%	1.39%	1.69%
Unemployment Allowance		0.00%	2.78%	0.00%	4.88%	0.00%	11.43%	2.89%

Source: PACS CSO Field Survey 2007

Table-5: Worksite Facility

Table-5.1: Responses on Worksite Facility under NREGA in Sample Panchayats in Sample States

Primary Data								
Particular	Bihar	Chhattisgarh	Jharkhand	Madhya Pradesh	Maharashtra	Uttar Pradesh	Total	
Crèche	5.31%	12.68%	2.44%	23.81%	0.00%	1.64%	9.89%	
Drinking Water	24.35%	91.57%	39.53%	98.13%	33.33%	75.76%	63.91%	
First aid Box	15.93%	66.67%	21.43%	40.95%	0.00%	45.45%	36.06%	
Shelter	11.01%	57.50%	21.18%	60.95%	0.00%	29.23%	35.57%	
Reporting Accident at worksite	1.71%	6.02%	8.14%	8.33%	20.00%	2.99%	5.58%	
Benefit Received on Accident	1.96%	2.22%	4.26%	3.51%	0.00%	0.00%	2.56%	

Source: PACS CSO Field Survey 2007

Table-6: Records Maintenance

Table-6.1: Responses on Record Maintenance under NREGA in Sample Panchayats in Sample States

Primary Data								
Particular	Bihar	Chhattisgarh	Jharkhand	Madhya Pradesh	Maharashtra	Uttar Pradesh	Total	
Register Registration	88%	84%	68%	96%	48%	90%	80%	
Job Card Register	88%	80%	63%	96%	48%	88%	78%	
Employment Application Register	58%	73%	53%	87%	20%	68%	61%	
Provided Employment Register	56%	76%	63%	93%	17%	80%	64%	
Assets Register	46%	68%	21%	91%	9%	72%	55%	
Complaint Register	42%	35%	42%	85%	7%	52%	42%	
Unemployment Allowance Register	42%	31%	11%	74%	7%	36%	35%	
Social Audit Register	42%	40%	21%	85%	11%	34%	40%	
Evaluation Register	52%	57%	32%	87%	9%	42%	48%	
Muster roll Register	84%	80%	53%	89%	11%	90%	69%	
Payment Register	72%	57%	47%	96%	9%	72%	59%	
Records maintenance								
Sarpanch	0%	2%	21%	9%	4%	19%	7%	
Vic Sarpanch	0%	2%	0%	0%	0%	0%	0%	
Rozgaar Sahayak/ Member of Labhuk Samitti	27%	44%	14%	42%	11%	19%	30%	
Sachiv	66%	52%	64%	49%	74%	51%	57%	
Other	7%	2%	0%	0%	11%	12%	5%	

Source: PACS CSO Field Survey 2007

Table-7: Transparency & Accountability

Table-7.1: Responses on Transparency and Accountability under NREGA in Sample Panchayats in Sample States

Primary Data								
Particular	Bihar	Chattisgarh	Jharkhand	Madhya Pradesh	Maharashtra	Uttar Pradesh	Total	
Monitoring & Vigilance Committee Formed	12.86%	81.08%	44.83%	71.15%	73.33%	53.03%	48.77%	
If "Yes" Training imparted to committee members	55.56%	40.00%	33.33%	32.43%	0.00%	57.14%	38.40%	
Work completion certificate issued	38.89%	45.00%	28.21%	31.08%	0.00%	65.71%	38.40%	
Social Audit	6.02%	30.14%	21.95%	50.98%	7.69%	41.27%	27.25%	
reading Muster roll in Gram Sabha	15.33%	64.63%	26.14%	37.04%	14.29%	51.47%	35.31%	
information display on display	18.25%	38.27%	10.47%	24.30%	0.00%	23.53%	22.02%	
Any dispute on NREGP	20.77%	31.33%	29.87%	27.62%	28.57%	40.30%	28.57%	
If Yes Complaint send to Project Officer	11.11%	38.46%	8.70%	31.03%	50.00%	14.81%	21.64%	
If Yes Complaint recorded in Complaint Book	14.81%	26.92%	8.70%	13.79%	0.00%	18.52%	16.42%	
Type of complaints	Un success in providing employment	6.98%	10.23%	9.68%	6.36%	3.57%	20.83%	9.14%
	Not payment of unemployment allowance	5.23%	7.95%	6.45%	2.73%	1.79%	22.22%	7.11%
	not received of wage payment	2.91%	13.64%	10.75%	10.91%	1.79%	25.00%	9.81%
	less labour payment received	4.07%	10.23%	9.68%	5.45%	0.00%	0.00%	5.25%
	facilities were not available on worksite	3.49%	6.82%	10.75%	3.64%	0.00%	23.61%	7.28%
	use of machine & contractor	5.23%	4.55%	9.68%	2.73%	0.00%	0.00%	4.23%
	inequality with women	7.56%	4.55%	5.38%	2.73%	0.00%	1.39%	4.40%
	Other Issues	2.91%	1.14%	1.08%	3.64%	0.00%	0.00%	1.86%

Source: PACS CSO Field Survey 2007

Table-8: Impact Analysis

Table: Responses on Impact of NREGA in Sample Panchayats in Sample States

Impact Related Issues							
Particular	Bihar	Chattisgarh	Jharkhand	Madhya Pradesh	Maharashtra	Uttar Pradesh	Total
Women Participation in NREGA	31%	72%	66%	44%	17%	28%	47%
Women Participation as per norms	33%	33%	33%	33%	33%	33%	33%
Equal Wages to Women	39%	79%	82%	86%	33%	13%	60%
Change in daily routine	24%	68%	57%	66%	17%	48%	49%
Reduce Migration	38%	77%	59%	70%	20%	48%	56%
Increase Food Security	25%	59%	39%	46%	20%	31%	38%
Change in Diet of Children	25%	58%	51%	58%	20%	31%	43%
Health benefits to child/women	35%	62%	57%	65%	20%	51%	52%
Willingness increase to send child in school	39%	70%	60%	73%	20%	50%	57%
Increase Enrolment in the School	24%	47%	49%	53%	20%	27%	39%
Payment Use for Child Education	33%	58%	63%	73%	0%	38%	52%

Source: PACS CSO Field Survey 2007

Annexures

Annexure-1: List of Partner Organisations Involved in the Study

PACS Communication agencies

Maharashtra	: Sampark, Mumbai
Jharkhand	: ?
Bihar	: Communicators for Development, Patna
Madhya Pradesh/Chhattisgarh	: Write Solutions, Bhopal
Uttar Pradesh	: ?

Organisations which collected data

Uttar Pradesh:

1. Sahbhagi Sikshan Kendra, Lucknow
2. UPVAN, Lucknow
3. FORRAD, New Delhi
4. NYPT India, New Delhi
5. Akhil Bhartiya Samaj Seva Sansthan , Chitrakoot
6. PASK,
7. PPSS,
8. BSP,
9. BGVS,
10. NYP,
11. IRTDI,
12. PTP,
13. JPSS,
14. ASS,
15. PGS,
16. Lokpriya,
17. Helpage/
18. NPSS,
19. JKM

Madhya Pradesh:

- 1 YUVA,
- 2 NAMAN,
- 3 SIRDI,
- 4 NIWCYD,
- 5 Darshana,
- 6 Sambhav,
- 7 Sarthak Santhan
- 8 Tarun Sanskar

Bihar:

1. Integrated Development Foundation (IDF)

2. Fakirana Sisters Society (FSS),
3. Jai Prabha Gram Vikas Mandal(JPGVM),
4. Seva Bharti,
5. Bihar Sewa Samiti (BSS),
6. Parivar Vikas, Mahila Vikas Samiti,
7. Bihar Sewa Samiti (BSS)
8. GPSVS

Chhattisgarh:

1. Samarthan- Centre For Development, Bhopal
2. SGSS,
3. MSS,
4. RIDE,
5. Vardan,
6. Lok Shakti Sanstan

Maharashtra:

- 1 Grass Roots Action For Social Participation (GRASP), Aurangabad
- 2 Social Institute Programme for Rural Area (SIPRA), Nanded
- 3 SED
- 4 SANDHI NIKETAN

Jharkhand:

1. Programme For Rural Actions & Youths Association For Social Service (PRAYAS), Hazaribag
2. Society For Participatory Action & Reflection (SPAR), Ranchi
3. SGVK,
4. NARMDA,
5. NBJK, GVT,
6. Prarna Bharti,
7. SLADS,
8. TSRDS,
9. JUS,
10. LJK,
11. SSS,
12. Chetna Vikas,
13. Lok Prerna,
14. TCDR
15. Centre for Development

Annexure-2: State wise Coverage under NREGS

State	Districts Covered Under NREGA	No. of Rural households (2001 Census)	Estimated Rural BPL Families	Job Cards Issued		No of Households Demand For Employment	Employment Provided to No of Households
				Number	% to Rural Household		
1	2	3	4	5	6	7	8
ANDHRA PRADESH	13	6715598	742074	5066675	75.45	2161494	2161395
ARUNACHAL PRADESH	1	7878	3154	16926	214.85	16926	16926
ASSAM	7	817286	327241	916753	112.17	798179	792270
BIHAR	23	7755942	3435882	3562761	45.94	1708610	1688899
CHHATTISGARH	11	2023402	749873	1848766	91.37	1282794	1256737
GUJARAT	6	1388048	182806	632269	45.55	226269	226269
HARYANA	2	257304	21279	106772	41.5	50765	50765
HIMACHAL PRADESH	2	150715	11967	99446	65.98	67187	63514
JAMMU AND KASHMIR	3	240978	9567	179133	74.34	121328	121328
JHARKHAND	20	3395640	1504269	2304037	67.85	1394108	1394108
KARNATAKA	5	1282966	222979	795600	62.01	548532	545185
KERALA	2	616309	57810	213840	34.7	104927	99107
MADHYA PRADESH	18	3550273	1315731	4446195	125.24	2733762	2866349
MAHARASHTRA	12	3713013	880727	2753047	74.15	353024	384944
MANIPUR	1	16149	6466	18568	114.98	18568	18568
MEGHALAYA	2	101657	40703	113255	111.41	99177	96627
MIZORAM	2	21661	8673	21966	101.41	52478	50998
NAGALAND	1	31939	12788	27884	87.3	27884	27884
ORISSA	19	3836278	1841797	2593194	67.6	1407251	1394169
PUNJAB	1	221815	14107	37326	16.83	31788	31648
RAJASTHAN	6	1294087	177808	1508223	116.55	1175172	1175172
SIKKIM	1	10649	4264	4498	42.24	4179	4107
TAMIL NADU	6	2067689	424910	1157525	55.98	683708	683481
TRIPURA	1	57788	23138	75067	129.9	74800	74335
UTTAR PRADESH	22	7162466	2236122	4004287	55.91	2676261	2573245
UTTRANCHAL	3	206059	64332	199236	96.69	134363	134312
WEST BENGAL	10	7064480	2250037	5147141	72.86	3235360	3083757
Total	200	54008069	16570504	37850390	70.08	21188894	21016099

Source: Government website of NREGA (www.nrega.nic.in)

Annexure-3: State wise Summary on Job Card Issued under NREGS

State	% of Job Card Prepared to Rural Households	No. of households issued job card(till the reporting month)						Total
		Scheduled Caste		Scheduled Tribe		Other Caste		
		No of Job Cards	% in total	No of Job Cards	% in total	No of Job Cards	% in total	
1	2	3	4	5	6	7	8	9
ANDHRA PRADESH	75.45	1331594	26.28	695404	13.73	3039677	59.99	5066675
ARUNACHAL PRADESH	214.85	0	0.00	16926	100.0	0	0.00	16926
ASSAM	112.17	77672	8.47	425310	46.39	413771	45.13	916753
BIHAR	45.94	1536705	43.13	72270	2.03	1953786	54.84	3562761
CHHATTISGARH	91.37	216964	11.74	889721	48.13	742081	40.14	1848766
GUJARAT	45.55	82342	13.02	312779	49.47	237148	37.51	632269
HARYANA	41.5	60842	56.98	0	0.00	45930	43.02	106772
HIMACHAL PRADESH	65.98	32407	32.59	20463	20.58	46576	46.84	99446
JAMMU AND KASHMIR	74.34	8212	4.58	49503	27.63	121418	67.78	179133
JHARKHAND	67.85	445594	19.34	883580	38.35	974863	42.31	2304037
KARNATAKA	62.01	256983	32.30	146514	18.42	392103	49.28	795600
KERALA	34.7	36656	17.14	19211	8.98	157973	73.87	213840
MADHYA PRADESH	125.24	634035	14.26	1831978	41.20	1980182	44.54	4446195
MAHARASHTRA	74.15	541838	19.68	746379	27.11	1464830	53.21	2753047
MANIPUR	114.98	0	0.00	18568	100.0	0	0.00	18568
MEGHALAYA	111.41	809	0.71	94268	83.24	18178	16.05	113255
MIZORAM	101.41	0	0.00	21966	100.0	0	0.00	21966
NAGALAND	87.3	0	0.00	27884	100.0	0	0.00	27884
ORISSA	67.6	623772	24.05	1203381	46.41	766041	29.54	2593194
PUNJAB	16.83	24262	65.00	0	0.00	13064	35.00	37326
RAJASTHAN	116.55	221160	14.66	872005	57.82	415058	27.52	1508223
SIKKIM	42.24	58	1.29	4327	96.20	113	2.51	4498
TAMIL NADU	55.98	572102	49.42	32727	2.83	552696	47.75	1157525
TRIPURA	129.9	13053	17.39	45797	61.01	16217	21.60	75067
UTTAR PRADESH	55.91	2189202	54.67	68044	1.70	1747041	43.63	4004287
UTTRANCHAL	96.69	44502	22.34	2108	1.06	152626	76.61	199236
WEST BENGAL	72.86	1639097	31.84	670142	13.02	2837902	55.14	5147141
Total	70.08	10589861	27.98	9171255	24.23	18089274	47.79	37850390

Source: Government website of NREGA (www.nrega.nic.in)

* 0 denote non-reporting by concerned States

Annexure-4: State wise Summary of Available Financial Resources under NREGS

State	Actual O.B. as on 1st April of the year	Total Available Fund (2006-07) by			Miscellaneous Receipt	Total Availability (Col.3+6+9+10)
		Centre	State	Total		
1	2	3	4	5	9	10
ANDHRA PRADESH	888	107586.4	5750	113336.4	0	114224.39
ARUNACHAL PRADESH	0.4	1210.85	0	1210.85	0	1211.25
ASSAM	16371.63	39207.67	618	39825.67	14571.8	70769.1
BIHAR	49564.03	58213.22	8015.95	66229.17	3324.62	119117.81
CHHATTISGARH	5777.04	70254.52	7769.75	78024.27	287.47	84088.78
GUJARAT	4013.76	7335.46	745.39	8080.85	280.13	12374.74
HARYANA	1169.58	3166.56	312.94	3479.5	3.77	4652.85
HIMACHAL PRADESH	1146.64	4207.64	285.41	4493.05	79.51	5719.2
JAMMU AND KASHMIR	732.94	3927.51	331.74	4259.25	20.21	5012.4
JHARKHAND	31845.83	59294.76	6324.3	65619.06	756.06	98220.95
KARNATAKA	7849.21	24248.39	2033.73	26282.12	0	34131.33
KERALA	1162.05	3179.51	476.4	3655.91	17.22	4835.18
MADHYA PRADESH	2412.88	188421.5	20837.37	209258.9	1696.63	213368.36
MAHARASHTRA	24624.22	23124.32	529.32	23653.64	415.8	48693.66
MANIPUR	243.4	1689.52	0	1689.52	0	1932.92
MEGHALAYA	2.6	2564.68	0	2564.68	16.35	2583.63
MIZORAM	645.7	1913.34	9.8	1923.14	29.37	2598.21
NAGALAND	515.86	928.53	144	1072.53	7.57	1595.96
ORISSA	3236.04	77524.22	8054.29	85578.51	204.11	89018.66
PUNJAB	340.16	3154.52	323.39	3477.91	21.14	3839.21
RAJASTHAN	1905.08	76161	7551.22	83712.22	0	85617.3
SIKKIM	0	451.5	5	456.5	0	456.5
TAMIL NADU	3293.81	18492.01	2538.49	21030.5	886.61	25210.92
TRIPURA	905.26	3602.66	450	4052.66	19.71	4977.63
UTTAR PRADESH	28308.37	69890.37	3355.22	73245.59	1317.26	102871.22
UTTRANCHAL	1711.09	4571.26	794.84	5366.1	28.12	7105.31
WEST BENGAL	16625.97	41480.24	3984.3	45464.54	932.91	63023.42
Total	205291.55	895802.1	81240.85	977043	24916.37	1207250.9

Source: Government website of NREGA (www.nrega.nic.in)

* 0 denote non-reporting by concerned States

Annexure-5: State wise Summary of Resource Utilization under NREGS

State	Total Availability of Fund during 2006-07	Cumulative Expenditure (Year 2006-07 in Lakhs)					Total Expenditure Incurred	%age of Exp Against Total Available Funds	% of Wages in total Expenditure
		On Unskilled Wage	On semi-skilled and skilled wage	On Material	Contingency				
1	2	3	4	5	6	7	8	9	
ANDHRA PRADESH	114224.4	58422.46	146.48	1049.66	8401.72	68020.32	59.55	85.89	
ARUNACHAL PRADESH	1211.25	218.91	0	0	2.43	221.34	18.27	98.90	
ASSAM	70769.1	38369.19	3472.63	16529.93	881.18	59252.93	83.73	64.75	
BIHAR	119117.8	41859.88	4381.53	24603.2	431.55	71276.16	59.84	58.73	
CHHATTISGARH	84088.78	43156.49	1904.83	20772.26	1048.58	66882.16	79.54	64.53	
GUJARAT	12374.74	5583.01	121.23	1134.72	1746.06	8585.03	69.38	65.03	
HARYANA	4652.85	2329.77	84.36	1128.78	51.76	3594.67	77.26	64.81	
HIMACHAL PRADESH	5719.2	2057.58	383.11	1475.65	23.77	3940.12	68.89	52.22	
JAMMU AND KASHMIR	5012.4	2242.15	717.11	445.37	49.81	3454.44	68.92	64.91	
JHARKHAND	98220.95	41286.36	3831.65	25188.81	848.31	71155.13	72.44	58.02	
KARNATAKA	34131.33	14774.24	329.36	9439.87	286.2	24829.67	72.75	59.50	
KERALA	4835.18	2474.63	42.6	96.43	176.07	2789.73	57.7	88.71	
MADHYA PRADESH	213368.4	117350.36	9341.7	56657.9	2918.67	186268.63	87.3	63.00	
MAHARASHTRA	48693.66	16517.89	676.98	182.9	83.41	17461.18	35.86	94.60	
MANIPUR	1932.92	570	41.8	338.2	0	950	49.15	60.00	
MEGHALAYA	2583.63	1767.46	4.63	316.77	22.99	2111.85	81.74	83.69	
MIZORAM	2598.21	1375.63	15.21	174.9	77.37	1643.11	63.24	83.72	
NAGALAND	1595.96	863.62	12.05	532.15	49.8	1457.62	91.33	59.25	
ORISSA	89018.66	42197.66	4236.49	26062.5	849.97	73346.62	82.39	57.53	
PUNJAB	3839.21	1464.01	0	975.06	61.14	2500.21	65.12	58.56	
RAJASTHAN	85617.3	50726.51	2050.63	15608.08	920.92	69306.14	80.95	73.19	
SIKKIM	456.5	211.23	0	50.66	0	261.89	57.37	80.66	
TAMIL NADU	25210.92	14628.18	0	0	535.45	15163.63	60.15	96.47	
TRIPURA	4977.63	3007.8	204.42	1215.46	80	4507.68	90.56	66.73	
UTTAR PRADESH	102871.2	46209.24	3051.48	27215.87	1490.87	77967.46	75.79	59.27	
UTTRANCHAL	7105.31	2942.07	71.2	1677.35	159.08	4849.7	68.25	60.66	
WEST BENGAL	63023.42	30814.68	862.23	6801.78	983.94	39462.63	62.62	78.09	
Total	1207250.9	583421.02	35983.71	239674.26	22181.05	881260.05	73.00	66.20	

Source: Government website of NREGA (www.nrega.nic.in)

* 0 denote non-reporting by concerned States

Annexure-6: State wise Summary of Employment Generation under NREGS

State	Employment Generation (In Lakhs Person days)	Employment Generation (in Lakhs Person days)				Cumulative no. of job card holder completed 100 days of employment	Total no. of works taken during 2006-07
		SCs	STs	Women	Others		
1	2	3	4	5	6	8	9
ANDHRA PRADESH	678.77	202.41	88.31	371.93	388.05	57946	221298
ARUNACHAL PRADESH	4.53	0	4.53	1.36	0	0	496
ASSAM	572.92	49.57	265.05	181.43	258.3	185160	15407
BIHAR	596.87	281	19.13	103.72	296.74	60310	61881
CHHATTISGARH	700.21	84.08	318.98	275.29	297.15	130302	32463
GUJARAT	100.48	7.07	64.57	50.44	28.84	12208	8429
HARYANA	24.12	14.48	0	7.38	9.64	5626	1652
HIMACHAL PRADESH	29.9	9.09	6.7	3.66	14.11	16815	8726
JAMMU & KASHMIR	32.3	1.75	7.5	1.44	23.05	11758	1958
JHARKHAND	520.47	122.19	209.7	205.46	188.59	51065	63815
KARNATAKA	222.01	73.37	45.18	112.24	103.46	69789	18643
KERALA	20.48	4.12	2.54	13.44	13.82	537	0
MADHYA PRADESH	1971.77	312.96	959.05	852.53	699.76	531556	169158
MAHARASHTRA	159.28	25.79	65.12	59.05	68.37	5341	10892
MANIPUR	18.57	0	18.57	9.45	0	18568	1615
MEGHALAYA	24.22	0.07	20.14	4.7	4.01	575	2924
MIZORAM	7.85	0	7.85	2.62	0	5946	263
NAGALAND	13.08	0	13.08	3.92	0	0	128
ORISSA	799.34	189.06	393.87	284.58	216.41	154118	51521
PUNJAB	15.57	10.8	0	5.88	4.77	5327	1328
RAJASTHAN	998.87	159.5	642.9	670.68	196.47	639219	22049
SIKKIM	2.42	0.02	2.38	0.6	0.03	222	158
TAMIL NADU	182.79	102.48	4.34	148.27	75.97	1824	6719
TRIPURA	50.13	7.98	31.17	37.6	10.98	19577	4982
UTTAR PRADESH	822.91	467.82	25.62	136.21	329.46	154953	75500
UTTRANCHAL	40.6	10.84	0.57	12.37	29.19	3727	7253
WEST BENGAL	440.08	158.78	81.88	80.46	199.42	18817	43061
Total	9050.56	2295.24	3298.73	3679	3456.6	2161286	832319

Source: Government website of NREGA (www.nrega.nic.in)

* 0 denote non-reporting by concerned States

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^a NREGA Watch is an informal coalition of organisations working on effective implementation of NREGA