

# Planning and Implementation of National Rural Employment Guarantee Scheme in Andhra Pradesh

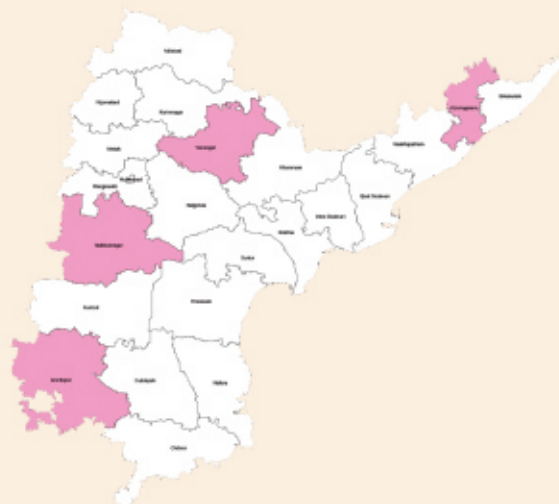
A Process Study



P. Leelavathi

K. Hanumantha Rao

Selected districts in Andhra Pradesh



Agency: APARD

Legend

Selected Districts

National Institute of Rural Development  
Hyderabad

&

AMR- Andhra Pradesh Academy of Rural Development  
Hyderabad

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*"To facilitate the rural development efforts with particular emphasis and focus on the rural poor by improving the knowledge, skills and attitudes of rural development officials and non-officials through organising training, workshops and seminars".*

Monograph Series - 1



**Planning and Implementation of  
National Rural Employment Guarantee Scheme  
in Andhra Pradesh- A Process Study**

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and  
AMR - Andhra Pradesh Academy of Rural Development, Hyderabad**

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## **Preface**

The National Rural Employment Guarantee Act (NREGA), presently known as Mahatma Gandhi National Rural Employment Guarantee Act, is an unprecedented intervention by the Government in reforming and reenergising the (rural) labour market both by way of correcting the prevailing anomalies and in providing livelihood security to millions of rural poor. Most of the rural poor are largely dependent on the prospects of agriculture sector which is facing the problems of productivity in absolute and relative terms. The promised 100 days of guaranteed wage employment per household per annum at the stipulated minimum wages would not only reduce the rampant under and unemployment in rural areas, but also impact the stagnant wage structure for the rural unskilled workers.

The rights based NREGS emphasises on community participation in planning, implementation, monitoring and evaluation (Social Audit) of the programme. It also aims at enabling the local bodies to move towards good governance through the transparency and accountability mechanisms. Elaborate institutional arrangements have to be made to realise not only the objectives of the NREGA but also to make the formal (PRIs) and informal institutions vibrant. Thus, the efficacy of the institutional performance and active participation of the community determine the overall effectiveness of NREGS.

The Centre for Wage Employment and Poverty Alleviation (CWEPA), created in the context of the NREGS in January 2008 has taken up a process study of NREGS to document the Planning and Implementation arrangements in 11 States (Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, J&K, Madhya Pradesh, Maharashtra, Orissa, Sikkim and Uttarakhand) to understand the problems and factors influencing the differential performance across and within the regions. The CWEPA has involved the willing State Institutes of Rural Development and reputed Research Institutions to participate in this 11-State study with a view to building a network of institutional alliance to examine various thematic issues relating to NREGS on a regular basis.

NIRD has designed the study, data collection instruments, sampling design and data analysis plan. Besides the field study initiatives of CWEPA, the partner institutions have also taken the responsibility of conducting the field study in collaboration with NIRD and are associated with report writing. Pre and post-study workshops were conducted to validate the study design and instruments. A post-study working was also done to consolidate learning and agree upon the key areas of reporting and suggested action for improved implementation of the NREGS. We hope that the findings of the State-specific studies and suggested action points would benefit the delivery system to enhance the overall effectiveness of NREGS in the respective States.

**K. Hanumantha Rao**  
Prof. & Head (CWEPA)

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AMR-Andhra Pradesh Academy of Rural Development, Hyderabad was associated with this study in Andhra Pradesh as a partner institute. Thanks are due to Commissioner (APARD), Hyderabad for his guidance.

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Special thanks are due to District Programme Coordinators of the sample study districts viz., Anantapur, Mahabubnagar, Vizianagaram and Warangal for their support in organising the fieldwork. We take this opportunity to thank the Programme Officers, the Elected Representatives and the workers in particular for their cooperation in providing data and sharing their views and experiences.

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Study Team

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## **Executive Summary**

### **Background of the Atudy**

Andhra Pradesh is a moderately developed State in terms of per capita GDP, literacy rate, IMR etc. However, the rural- urban migration (31.0 per cent) is very high. Poverty ratio is 11.2 per cent. The National Rural Employment Guarantee Scheme- Andhra Pradesh (NREGS) was launched in February 2006 with an objective to provide 100 days of guaranteed wage employment. During 2006-07, NREGS covered 556 mandals in 13 districts and of which, in eight districts NFFWP (National Food For Work Programme) was implemented.

As per the MoRD, GoI data, the performance of Andhra Pradesh is rated as average in implementation of NREGS. The utilisation of funds was moderate (61.9 per cent) and 31.3 days of employment per household, on an average, was generated under the NREGS-AP during 2006-07. Hardly three per cent of the participating worker households were provided with 100 days of employment.

### **Objectives of the Study**

The process study focuses on different aspects of planning and implementation of NREGS in Andhra Pradesh in order to understand the process and also to quantify the benefits that may have accrued to the participating workers. The study was carried out in four districts viz., Anantapur, Mahabubnagar, Warangal and Vizianagaram for analysing the following issues:

- \* Various means and methods adopted for building awareness among the (poor) people and adequacy and effectiveness of these methods
- \* Procedures adopted for registration of households, issue of job cards and procedure for providing employment
- \* Role of Gram Panchayat and NGOs in the above processes

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- \* Capacity building of various functionaries and public representatives for effective implementation of NREGS
- \* Process of preparation of Gram Panchayat Employment Guarantee Scheme (EGS) plan and participation of community in the Gram Sabha; Process of preparation of technical estimation and finalisation of EGS plans
- \* Effectiveness of implementation procedures : Quantum of Employment and Quality of delivery systems and services
- \* Quality and durability of assets created under NREGS-AP
- \* Effectiveness of Vigilance and Monitoring Committees and Social Audit
- \* Perceptions of the public representatives, officials and workers

### **Institutional Arrangements**

- \* The State government constituted the State Employment Guarantee Council (SEGC) in August 2006.
- \* The District Collectors are designated as District Programme Coordinators (DPCs) and the Project Director, District Water Management Agency (DWMA) is appointed as Additional DPC and are responsible for implementation of REGS in the district concerned. It also recruited the POs, Technical Assistants (three for each mandal), Computer Operators cum Accountants (two for each mandal) and Field Assistants (one for each GP) during 2006-07. About 3,300 staffers were recruited from the open market on outsourcing basis for the implementation of the programme effectively

### **Capacity Building of Various Stakeholders**

One of the important pre-requisites for the success of the scheme is adequate orientation on the part of the different stakeholders about various provisions contained in the Act. The State Institute of Rural Development (SIRD: AMR-APARD) has developed a State action plan for NREGS training programme. AMR-APARD has organised a number of

training programmes for the district level functionaries and Programme Officers at the State level. By adopting a strategy of State Resource Persons (SRPs) and District Resource Persons (DRPs) (outsourcing personnel), the training programmes for mandal level and GP level functionaries were conducted at district and sub-district levels. AMR APARD has developed handbooks for Field Assistants, POs, Technical Assistants and Public Representatives and various training modules. Based on these modules, the ToTs were organised at the State level and the trainers in turn have conducted training programmes at district and sub-district level.

- \* However, the technical knowledge of Field Assistants is very limited and there is need to build their technical skill further.
- \* The Panchayat elections were held in the month of June 2006 and orientation training programmes were held with the help of faculty members of Extension Training Centres for the Public Representatives in the succeeding months on all rural development programmes. These programmes were completed within six months covering about two lakh public representatives.

### **Software Development in Collaboration with TCS**

The State has developed different mechanisms and instruments such as the Rastriya Gramina Abhivridhi Samacharam, RAGAS software, wage payment to NREG Workers through post-offices, communication strategies etc. for effective implementation of NREGS. The RAGAS software effectively has been used for all rural development programmes viz., NREGS-AP, Comprehensive Land Development Programme, Watershed Development Programme, Payment of Social Security Pensions etc. The RAGAS software helped in generation of computerised job cards, preparation of technical estimations and for maintenance of accounting system. Mandal Computer Centres (MCC) were established at MPDOs office and all relevant information is fed into the system regularly. The State government has developed a website namely, [www.nrega.ap.gov.in](http://www.nrega.ap.gov.in) and all information relevant to NREGS-AP viz., circulars, fund position, expenditure details, employment details, shelf of works etc; are uploaded at mandal level

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regularly (a measure of transparency). Monitoring at State level is done by this MIS system and data are uploaded on the national website [www.nrega.nic.in](http://www.nrega.nic.in) of the MoRD on weekly basis. However, uploading of data is a problem in remote areas due to the problem of electricity and non-availability of internet connection.

#### **Awareness about the Provisions of NREGA**

The most critical and indeed, the first and foremost requirement for the success of any development programme such as NREGS is the extent and quality of awareness-generation among the rural community target beneficiaries and the implementing functionaries whether official or non-official. The Information on programme objectives, strategies, planning and implementation delivery system entitlements, RTI and Social Audit comprise the core of awareness building. However it needs to be enhanced immediately through campaign mode.

The State has reported undertaking the NREGS awareness campaign in a big way through posters, wall writings, slogans, audio cassettes, e.g. folk media, *kalajathas* and special Gram Sabhas. Despite all the efforts, the awareness on entitlements is only about 62 per cent. Of the six provisions listed below, the awareness level is moderate on four provisions viz., Guaranteed employment days (62 per cent), minimum wages (57 per cent), time limit for providing employment (58 per cent) and extra wage for travel if work-site is beyond 5 kms from GP (52 per cent). The level of awareness about the unemployment allowance and time limit for payment of wages is 47 and 44 per cent, respectively.

The awareness levels are maximum in Anantapur and Mahabubnagar districts because of the efforts of officials and involvement of NGOs, whereas it is moderate in Warangal and Vizianagaram districts. The awareness on Social Audit and Right to Information is negligible.

The degree of awareness and active involvement of Panchayati Raj Institutions in implementation of REGS at district and mandal levels is not



significant. However, at GP level, the Sarpanches are involved in NREGS since their villagers are getting employment.

In future, the IEC efforts need to be enhanced through campaign mode, so that people's participation can be ensured in the scheme.

### **Major Components of REGS : An analysis**

**Identification of Works:** During 2006-07, initially a few works were identified by the Gram Sabha to initiate the programme. Later, the State has followed on Integrated Natural Resource Management (INRM) planning model in the GPs. However, in some GPs, INRM planning was not done adequately due to lack of technical personnel. Hence these GPs were not able to develop an exhaustive list of works.

**Job Cards:** The total number of registered families during 2006-07 was 59.63 lakhs of which 38.5 per cent belonged to the SCs & STs. While all the SCs & STs were given job cards, the 'others' who were given the job cards (61%) mostly included OBCs. As per the official records, all registered households were provided with job cards. During focused group discussions the workers expressed that they were provided with computerised job cards within 20-30 days of registration. However, the following discrepancies were reported.

- \* Job cards were issued only to the head of the family (man) and the names of other adult members were not included in the job cards in Mangapet mandal of Warangal district. This was because of lack of knowledge of NREGS provisions among the Field Assistants and inadequate (NREGS) staff at mandal level.
- \* The inner pages of job cards were not provided to the workers in Vizianagaram district.
- \* Except in Takkasila village, in no other village job cards were updated with necessary information.
- \* The role of Panchayat Secretary was confined only to registration and was called as 'Registration officer'.

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### **Provision of Employment**

- \* The practice of submitting application by the workers for work was noticed in all the sample Gram Panchayats. When a project is sanctioned, the Field Assistant / Sarpanch calls the wage seekers to apply and attend the work. It was also found that workers got employment on the next day of their application. Once the work was completed in a village, the wage seekers had to wait till the start of next work by the GP. To put to an end to such undesirable practices in the field, it is imperative that the executing agency strictly complies with the provisions envisaged in the Act.
- \* As per the survey data, most of the workers (65 per cent) are agricultural labourers and are poor. Majority of the beneficiaries belong to Scheduled Caste (50 per cent) and OBC (34 per cent). Nearly 52 per cent of workers are males.
- \* Almost all the workers have got employment within Gram Panchayats.
- \* Workers are getting work on 'piece-rate' basis and only water carrying person and *aaya* are getting wages on 'time-rate' basis.
- \* Most of the job cards were issued in the name of the males (72 per cent).
- \* Two important indicators of performance are the proportion of registered households working for 100 days and average number of days of employment per household. Of the total 1458 households working in NREGS in eight sample GPs, only 126 households (8.6 per cent) were provided with 100 days of employment during the year 2006-07; this performance is higher than the State average. At State level, hardly 3 per cent of households were provided with 100 days of employment. Anantapur (6 per cent) and Warangal (11 per cent) districts performed better than Vizianagaram (1 per cent) and Mahabubnagar (2 per cent) districts in providing 100 days of employment. The average number of days of employment provided per household is higher in Anantapur district i.e. 40.5 days of

employment followed by Vizianagaram (27 days), Mahabubnagar (26 days) and Warangal (23days).

### **Worksite Facilities**

- \* Drinking water, shelter and first aid box facilities were generally provided at every worksite as per the field report of the DPC of REGS. However, only 74 per cent of workers informed that they are provided with drinking water. In some cases no worker is coming forward to fetch drinking water as they have to fetch it from a long distance. About 50 per cent of workers reported that first aid is provided. Crèche was not maintained in any sample GPs. The utilisation of shelter is very limited as the size of the shelter is smaller than the requirement.
- \* Improved tools are provided to about 50 per cent of workers. Nearly 50 per cent of workers claimed that they are paid Rs.2 per day towards sharpening of crow bars.

### **Payment of Wages**

- \* Ninety nine per cent of workers reported that they received the wages through post offices. One per cent claimed that they received wages through Village Organisation.
- \* Ninety four per cent of workers reported that they are getting minimum wage of Rs.80 per day.
- \* On an average each household received an amount of Rs.2268 per annum under NREGS-AP.
- \* One worker in Kojjalapalli village reported that he paid Rs.350 on behalf of their group members to the Branch Post Master to get the wage money paid immediately.

### **Vigilance and Monitoring Committees**

- \* Vigilance and Monitoring Committees were not constituted in any sample GPs under NREGS. However, VMCs have been formed under INDIRAMMA (State Government programme) at the rate of one VMC

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per GP and the same VMC is assigned with the task of monitoring the NREGS programme also. But their involvement in NREGS is negligible.

### **Display of Information**

Information walls were constructed in four GPs in the eight selected GPs. However, information was not updated in any village. No information was displayed either at GP office or at Programme Officer's office in the study area.

### **Durability and Usefulness of the Assets Created under NREGS**

At the State as well as district levels a lion's share of expenditure was incurred towards works relating to water conservation and water harvesting (41 per cent), land development (38 per cent) followed by renovation of traditional water bodies (11 per cent) and drought proofing (9 per cent). In the sampled GPs mainly the assigned land development, desilting of minor irrigation tanks, repairs to supply channels and field channels were taken up as priority works. About 50 per cent of the workers stated that these assets were useful to the community as well as GP.

### **Effectiveness of NREGS-AP**

The overall effectiveness score for the State was 43.68 during 2006-07. Anantapur and Warangal performed better among the four selected districts. Mahabubnagar's performance was the least during 2006-07.

- \* Generally, the effect of REGS on unskilled wages in agriculture sector was found to be positive and the rise in wage was about Rs 20-30 for women and Rs 30-40 for men.
- \* In Anantapur district, the NREGS workers reported that because of NREGS wage income they were able to do groundnut cultivation during kharif season of 2007.
- \* Most of the big farmers in the sampled GPs claimed that they were unable to pay the minimum wages demanded by the workers for

various agricultural operations which forced them to leave their lands fallow.

- \* The workers mentioned that NREGS –AP has helped in reduction of migration both at household level (69 per cent) and at village level (65 per cent). Migration was considerably reduced in Anantapur and Vizianagaram districts followed by Mahabubnagar.

### **Social Audit**

The State has established a Strategy and Performance Innovation Unit (SPIU) to carry out the social audit exercise for all RD programmes with special focus on REGS. This is an autonomous and independent unit of the Rural Development Commissionerate. Social Audit was completed in three sample districts whereas in Vizianagaram district it is yet to start. To carry out the social audit exercise, the SPIU recruited about 25 State Resource Persons and 90 District Resource Persons. They in turn trained the Village Social Auditors to carry out social audit exercise in the villages. The study did not verify the findings of social audits.

- \* Involvement of NGOs in REGS was observed only in Anantapur district, members of VO / SHGs are actively involved and influencing the programme in the study districts.
- \* Though the State developed processes and systems for effective implementation of NREGS, it was unable to meet the demand due to the following reasons:
  - Workers got less than the minimum wage due to low rates for and lift ( in Vizianagaram district) lead.
  - Lack of complete awareness among the poor and wage seekers, has made the programme more supply driven.
  - Lack of sufficient shelf of works for immediate execution during 2006-07
  - Delayed payments (not within 15 days of work)

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- Non-availability of sufficient funds during lean season to generate employment i.e. in summer the district administration is unable to meet the employment demand

### **Recommendations**

- \* Awareness about rights and entitlements, Social Audit, Right to Information need to be enhanced using the services of all staff members during lean season through a campaign mode. Involving SHGs or Village Organisations (VOs) in social mobilisation would be more effective. Production of good IEC material e.g. (short duration films) is essential.
- \* Celebrate the Employment Guarantee Day on 2nd October or 31st January. This will be a special occasion for disseminating information and providing clarifications.
- \* Job cards should be completed in all respects with necessary information.
- \* Mate should be made responsible for providing counselling services and for applying for work on behalf of the wage seekers. Mate system should be strengthened with required capabilities and should be made responsible to update the job cards weekly. This task should be linked with the quantum of payment of wages of Mate.
- \* PRI functionaries at GP level need to be trained periodically and 'behavioural aspects' should be included in the training curriculum.
- \* Gram Sabha for selection of works should be conducted before commencement of financial year. The Programme Officer should be made responsible for conducting Gram Sabhas every year under NREGS.
- \* Development of land belonging to the poor should be given priority under NREGS. State level functionaries should ensure this by continuous monitoring.
- \* Sufficient shelf of works should be ready by the end of March every year to meet the Labour Demand. Only works with Technical and

Administrative Sanctions to be started, otherwise action should be initiated against the Programme Officer and the Field Assistant concerned.

- \* Before commencement of the works, the Technical Assistant should explain to the Field Assistant and Mates the methods of marking, measurement and preparation of task sheet of the work.
- \* Minimum wages of workers has to be linked to the cost of living index of agricultural labour. This will protect their real incomes.
- \* The attitude of the field level functionaries should be pro-poor and gender-sensitive. The design of the training programmes should keep these aspects in view.
- \* All Mandal level functionaries (Agricultural Officers, Mandal Engineers, RWS AE, Irrigation AE, Housing AE) should be made responsible to monitor the works in the villages and to give feedback to PO and PD, DWMA.
- \* All technical students (Civil Engineering, Agriculture, Horticulture, and Forest) should visit the work-sites as 'internees', learn the good practices and extend technical support under the guidance of the site engineer.
- \* The involvement of NGOs and CBOs in the scheme is far from satisfactory though there is ample scope for these agencies to play a critical role in awareness building and Social Audit.
- \* VMC system has to be established in all GPs and strengthened with the required skills for monitoring at village level.
- \* There is need for a Separate Engineer exclusively for NREGS at mandal level to assess the quality aspects of assets created.
- \* At district level, Vigilance Cells need to be established to checking the works and for muster roll verification.
- \* Each district should establish a 'Quality Control cell' to ensure the quality of assets created under NREGS.

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- \* Administrative cost should be enhanced to 6 per cent or the actual salaries of personnel recruited from open market should be paid by Gol in addition to 4 per cent of administrative cost.
- \* Separate fund for capacity building activity is needed.
- \* Each district has to establish a Social Audit unit which should be autonomous and independent of the implementing department.
- \* Delays in release of funds after submission of UCs are affecting the scheme in meeting the employment demand in a few districts. Hence, timely release of funds both by the Central and State Governments is necessary by delinking the issue of unspent balance at the State level. Otherwise, the State should be allowed to transfer funds from one district to another during such periods.



## CHAPTER - I

# **National Rural Employment Guarantee Scheme - Andhra Pradesh**

### **Brief History of Wage Employment Programmes in India**

At the beginning of the new millennium, 260 million people in the country did not have income to access the consumption basket, which defines the poverty line. Of these, 75 per cent were in the rural areas. India is home to 22 per cent of the world's poor. Agriculture wage earners, small and marginal farmers and casual workers engaged in non-agriculture activities constitute the bulk of the rural poor. Small landholdings and their low productivity are the causes of poverty among households dependent on land-based activities. Poor educational base and lack of other vocational skills also perpetuate poverty. Due to the poor physical and social capital base, a large proportion of the people are forced to seek employment in vocations with extremely low levels of productivity and wages. Migration of labour, discrimination between wages paid to men and women, distressed child labourer etc., are therefore, common features of rural labour market. There is a need to take care of the wage employment needs of the rural poor. The creation of employment opportunities for unskilled workforce has been a major challenge for development planners and administrators.

A number of wage employment programmes have been launched and prominent among them are : Food for Work (1977); National Rural Employment Programme (NREP) (1980); Rural Landless Employment Guarantee Programmes (RLEGP-1983). The NREP and RLEGP were merged under Jawahar Rojgar Yojana (JRY) in 1989 to generate meaningful employment opportunities for the unemployed and underemployed in rural areas through the creation of economic infrastructure and community and social assets. JRY was revamped as the Jawahar Gram Samridhi Yojana (JGSY-1999) for creation of rural economic infrastructure with employment

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generation as a secondary objective. Employment Assurance Scheme (EAS) -1993 was designed to provide employment in the form of manual work in the lean agriculture season. In spite of their many shortcomings, wage employment schemes have proved beneficial in some respects, they created much needed rural infrastructure. The Government further launched National Food for Work Programme (NFFWP) in 2004 to provide food-linked employment opportunity to the poor in 150 most backward districts of the country.

In September 2005, The Government enacted the National Rural Employment Guarantee Act (NREGA), 2005 that guarantees one hundred days of employment in a financial year to any rural household whose adult members are willing to do unskilled manual work at the statutory minimum wage. To translate this 'Right to Work' emanating from the NREG Act 2005 into a reality, the state governments have formulated and launched the Rural Employment Guarantee Scheme (NREGS) on 2<sup>nd</sup> February 2006 initially in 200 backward districts of 27 states. During the financial year 2007-08, the Government has further extended the REGS to another 130 districts of the country and during 2008-09 this scheme covered all the districts of the country.

#### **An Overview of Rural Andhra Pradesh**

Andhra Pradesh is the fifth largest State in India. It is the biggest and most populous State in the south India. Andhra Pradesh has an area of 275,045 sq. km. and a population of 76.21 million (in 2001) of which 72.65 per cent is rural. Population growth rate is 1.36 per cent p.a. Literacy rate is 61.11 (male literacy is 70.85 and female literacy is 51.17). Work participation rate in the State is 45 per cent against the All India rate of 38 per cent. There are 23 districts, 1127 mandals and 26614 villages.

High level of poverty is prevalent among SCs (35 per cent), STs (52 per cent) and agricultural labour (38 per cent) in rural areas. In urban areas, poverty seems to be concentrated among the STs and casual labour. The official records show that rural poverty declined significantly from about

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27 per cent in 1983 to 11 per cent in 2004-05 and on the other hand, urban poverty declined from 37 to 28 per cent during the same period. As in the rest of the country, poverty in the State significantly dropped from over 30 per cent in 1990 to 21.8 per cent in 2004.

Andhra Pradesh has been experiencing long periods of drought especially in the districts of Medak, Anantapur, Karimnagar, Mahabubnagar and Nalgonda, making the situation for the poor very difficult and worsening their food security.

**Table 1 : Official poverty estimates**

Year	Andhra Pradesh			All India		
	Rural	Urban	Total	Rural	Urban	Total
Uniform Reference Period						
1983	27.31	37.49	29.75	45.76	42.27	44.93
1993-94	16.64	37.63	22.30	37.26	32.56	36.02
2004-05	11.20	28.00	15.80	28.3	25.70	27.5
Mixed Reference Period						
1993-94	12.42	34.00	18.24	31.60	28.51	30.79
1999-00	11.28	27.91	15.78	27.50	24.33	26.62
2004-05	7.5	20.70	11.10	21.80	21.70	21.80

The rainfall of Andhra Pradesh is influenced by both the South-West and North-East monsoons. The normal annual rainfall of the State is 925 mm. Major portion (68.5 per cent) of the rainfall is contributed by South-West monsoon (June-Sept) followed by North-East monsoon (Oct.-Dec. 22.3 per cent). The rest (9.2 per cent) of the rainfall is received during the winter and summer months.

Andhra Pradesh is endowed with a variety of soils ranging from poor coastal sands to highly fertile deltaic alluviums. Red soils occupy over 66 per cent of the cultivated area and are mostly situated in Rayalaseema districts. These soils have a low nutrient status. Black soils cover nearly 25 per cent of the cultivated area and are generally associated with poor drainage.

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The average size of the holdings operated by scheduled castes is 0.80 hectares as per 2005-06 agriculture census and it is 1.31 hectares for scheduled tribes.

The workforce participation rate (2004-05) per thousand males is 605 and it is 485 for females. Majority of the workforce (72.7 per cent) is engaged in agriculture sector. Average wage rate for males is Rs.39.43/day in public works and Rs.50.30/day in other works. The average wage rate for women is Rs.37.55/day in public works and Rs.30.88/day in other works. The available average number of days of employment for male worker is 193 days and 128 days for female. Poverty exists in 11.2 per cent households whereas chronic poverty exists in 2.7 per cent households. The rate of migration from rural to urban areas is about 31.0 per cent.

**Table 2 : Distribution of landholding 2000-01**

Size class	No. (in000')	% to total holdings	Average size of holdings (Hectares)
Marginal	7023	60.9	0.44
Small	2518	21.84	1.42
Medium	1925	16.69	3.45
Large	66	0.57	16.36
Total	11532	100	1.25

Source: Agriculture Census, A.P.

**GDP:** the State registered percapita GDP of Rs.14672 for 2004-05 at constant prices and the GDP has increased at a rate of 9.13 per cent during the period 1997-98 to 2004-05.

**Workforce:** as regards the workforce, the State had 544 workers of every 1000 persons and males registered larger workforce of 605 as compared to the female counterparts for whom the figure was 483 for the year 2004-05. But for the period 1993-94 to 2004-05, the State witnessed a decline to the extent of 0.54 per cent in the workforce.

**Wage Rates:** There is a wide disparity in the wage rates for public and other works. While under former category, the wage rate for male was reported to be Rs.39.50, for females it was Rs.37.5. However, in the case of latter category, the male got Rs.50 as compared to the females (Rs.31) in regard to other works.

**Unemployment, Poverty and Migration:** There was marginal decrease (2.3 per cent) in the incidence of casual labour in the total workforce during the period 1993-94 to 2004-05. According to Current Daily Status (CDS) approach, the unemployment rate was only 10.0 per cent among males and it was higher by 2.2 per cent as compared to the corresponding figure for females.

On an average, the male workers got employment for 193 days during 2004-05 while females registered 128 days. The State recorded a poverty incidence of 15.9 per cent in rural areas in 1993-94 and it was shown as 11.2 per cent during 2004-05.

According to 2001 census, the migration stream of 'rural to urban' accounted for 31.0 per cent out of four migration streams.

**Infrastructure Index:** the infrastructure index computed for the State as a whole worked out to 104.1 points and interestingly none of the six study districts registered a value higher than the State figure.

**Table 3 : Status of Andhra Pradesh on some select indicators**

S.No.	Indicators	
1	2	3
1.	SDP per capita (Constant Prices) (Rs.) 2004-05	14672
2.	SDP growth rate (1997-98 to 2004-05) % p a	9.13
3.	Population growth (1991-2001) % p.a	1.36
4.	Workforce (Per Thousand) (2004-05)	
	- Males	605
	- Females	483
	- Persons	544

(Contd...)

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**Table 3 : (Contd...)**

1	2	3
5.	Workforce growth (1993-94 to 2004-05) % p a	-0.54
6.	Distribution of workforce (2004-05) %	
a)	Agriculture	
	- Males	66.4
	- Females	78.5
b)	Mining & quarrying	
	- Males	1.5
	- Females	0.8
c)	Manufacturing	
	- Males	7.8
	- Females	9.7
d)	Electricity, water etc.	
	- Males	0.2
	- Females	0.0
e)	Construction	
	- Males	5.1
	- Females	1.1
f)	Trade, hotel & restaurant	
	- Males	8.0
	- Females	4.9
g)	Transport, storage & communications	
	- Males	4.6
	- Females	0.1
h)	Other services	
	- Males	6.6
	- Females	5.0
7.	Wage rate (Rs/day)-Males-Public works-2004-05	39.43
	Other works - 2004-05	50.30
8.	Wage rate (Rs/day) - Females- Public works- 2004-05	37.55
	- Other works- 2004-05	30.88
9.	Casual labour	
	1993-94 %	47.3
	2004-05 %	45.0
10.	Unemployment rate (CDS) 2004-05-Males %	10.0
	- Females %	12.2
11.	Average No. of days of employment per worker (2004-05)	
	- Males	193
	- Females	128
12.	Rural Poverty (%) - 1993-94 - 2004-05	15.911.2
13.	Infrastructure index (2000) (CMIE) (All-India = 100)	
	Andhra Pradesh	104.01
	- Anantapur	82.50
	- Mahabubnagar	65.50
	- Vizianagaram	92.25
	- Warangal	99.69
14.	Migration from rural to urban areas (2001) (%)	31.0

**National Rural Employment Guarantee Scheme – Andhra Pradesh:** It came into force on 28<sup>th</sup> January 2006 and later in the month of March 2007 it was amended as NREGS-AP. The basic aim of this NREGS-AP is to provide at least 100 days of guaranteed employment in a financial year to a rural household whose adult members are willing to do unskilled manual work. Creation of durable assets is another important objective to enhance the livelihood base in the rural areas. NREGS-AP was launched on 2<sup>nd</sup> February 2006 by the Prime Minister Dr. Manmohan Singh and National Advisory Council Chairperson Smt. Sonia Gandhi in Bandlapalli village of Anantapur district in A.P. Simultaneously it was launched in 13 districts viz., Anantapur, Adilabad, Chittoor, Kadapa, Nizamabad, Karimnagar, Vizianagaram, Ranga Reddy, Medak, Khammam, Mahabubnagar, Warangal, and Nalgonda. For the second phase (2007-08) the Scheme was extended to six more districts viz., Srikakulam, East Godavari, Prakasam, Nellore, Kurnool and Guntur districts, have been covered.

The Scheme is implemented as a Centrally sponsored scheme on cost sharing basis between Centre and state governments. The entire cost of wages of unskilled manual workers, and 75 per cent of the cost of material and wages of skilled and semi-skilled workers, administrative expenses, work-site facilities etc., are to be borne by the Central Government. The State Government bears only 25 per cent of the cost of material and wages of skilled and semi-skilled workers, unemployment allowances payable under the Scheme and state level administrative expenses.

### **Issues**

The following are the key issues examined in the process study

**Awareness Building Strategies:** The strategies that have been adopted to generate awareness among the community, elected representatives, and functionaries about NREGS, RTI and Social Audit and effectiveness of these strategies:

**Registration and Issue of job card, application for work and allotment of work:** Roles the Gram Panchayat (GP), Officials and NGOs have played in the NREGS activities.

**Planning Process:** The methodology adopted by the GP for identification of shelf of projects/works and in the preparation of EGS plan; Conduct gram sabhas regularly and assess the extent of adoption of participatory methods by GP during the identification of works; Inclusion of the concerns of women and disabled; effectiveness of the works taken up works in addressing poverty and in enhancing the rural livelihood base; Efficiency of Programme Officer to fulfill the assigned tasks on time; Problems in maintainance registersof approved works.

**Implementation of NREGS-AP:** Matching of the identified works with the employment demand; Provision of work within 15 days; Work-site facilities as mentioned in schedule-I; Delay in execution of works/taking measurements and payment of wages; Extent of participation of women and physically challenged persons; Updation of job cards regularly with all particulars (by the Field Assistant/ Mates) and fool-proof arrangements for wage payments to the workers.

**Monitoring and Social Audit:** Monitoring of the works by Gram Panchayat / Gram Sabha; Adherence to the monitoring schedules prescribed by Officials; Effectiveness of the Vigilance and Monitoring Committees(VMCs) and the reports of VMCs in the Gram Sabha.

The practices followed for Social Audit; awareness of the Gram Panchayat about the 'mandatory agenda' for the social audit to be conducted by Gram Sabha; responsiveness of all these agencies/authorities in making the proceedings /documents accessible to the public; display of information on works including current status, sanction and utilisation of funds, list of applications; proper maintenance of records, registers and measurement books; arrangements for disbursement of wages; role played by the local institutions and community.



**Transparency and Accountability:** Ensuring that the key documents are kept in public domain by the State Employment Guarantee Council; Preparing follow-up action on the audit reports of GPs; note the types of irregularities reported and corrective actions initiated; Effectiveness of the grievance redressal system; and public perception about the (performed) role and responsibilities of public representatives and government functionaries in different stages of the programme implementation.

**Objectives of the study**

- \* To study the effectiveness of the processes adopted for generating awareness about NREGS, RTI and Social Audit among stakeholders;
- \* To assess the usefulness of the institutions and mechanisms chosen for sensitising people in regard to registration, issue of job cards and employment;
- \* To ascertain the extent to which the mechanisms have facilitated participatory planning and selection of works;
- \* To review the procedures for implementation of works including provision of employment, measurement of works and payment of wages;
- \* To examine the nature and quality of community participation and inter-institutional coordination in planning, implementation, monitoring and social audit of the works/projects;
- \* To analyse the problems in utilisation of Central and state funds;
- \* To study the quality of assets created and their utility to the poor/weaker sections/ others;
- \* To assess the tangible benefits of REGS to the people in terms of employment and wages, right to work, right to minimum wages, right to information and accountability of development functionaries to people;

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- To identify the major factors influencing the performance of NREGS with special focus on geographic, socio-economic and political, cultural aspects that explain differential performance in the study areas; and
- To outline the broad direction in which the NREGS is moving with specific reference to the national guidelines, state action plans, institutional arrangements, delivery systems/people's views, current achievements and future course of action.

### **Approach, Sampling Design and Profile of the Study Area**

To study the above stated objectives and to examine the issues referred to earlier, information was elicited from various key stakeholders. Further, secondary data for the financial year 2006-07 were collected from official records, registers at state, district and block. The same were collated and analysed. Further data also collected from the website i.e. [www.nrega.ap.gov.in](http://www.nrega.ap.gov.in).

The primary data were collected by interviewing the respondents at different levels outlined in Table 5. Some of the primary data (qualitative data) were gathered through Focused Group Discussions (FGDs) too. The FGDs were conducted exclusively for mixed group of beneficiaries of REGS and non-participating workers of REGS to elicit information regarding the entire process of planning and implementation of NREGS at the GP level. Care was taken to include only those non-official persons in FGDs, who were not otherwise interviewed.

**Sampling:** Multi-stage sampling was done as mentioned below:

For the financial year 2006-07, NREGS was under implementation in 13 districts of Andhra Pradesh. Four districts were selected for the study based on their performance during the year 2006-07. Of the selected four districts one is high performing district i.e. Anantapur, one is medium performing, i.e., Mahabubnagar and other two are low performing districts, i.e. Warangal and Vizianagaram (Table 4).

**Table 4 : Details of sampling units**

S.No.	Name of the district	High & low performing mandal	Names of the GPs selected	No. of workers
1	Anantapur	1. Gooty(high)	Kojjepalli	54
		2. Hindupur(low)	Chalivendula	40
2	Warangal	1. Mahabubabad(high)	Senegapuram	36
		2. Mangapet(low)	Malluru	30
3	Mahabubnagar	1. Alampur(high)	Takkasila	35
		2. Midgil(low)	Mallapuram	32
4	Vizianagaram	1.Gajapathinagaram(high)	Madupadu	45
		2. Pachipenta (low)	Pachipenta	42
Total		8 Blocks	8 GPs	314

**Selection of mandals at district level:** The following mandals were selected based on their performance in the district i.e. one low performing and one high performing mandal as indicated in Table 4. Likewise eight mandals were selected in four districts. Performance of a mandal is judged by its utilisation of funds and average number of days of employment generated per household.

**Selection of gram panchayat at mandal level:** one gram panchayat was selected randomly from among the selected GPs (with the largest number of works) during 2006-07 in each selected mandal.

**Selection of workers:** In each GP, a list of workers who participated in the scheme during 2006-07 was prepared from which, 30-40 workers were randomly selected and structured schedules were canvassed to seek their views on various aspects of REGS in all the eight selected GPs. This resulted in a sample of 324 workers for the study as a whole.

Thus, the study covers four districts and 4 mandals, 8 gram panchayats and 324 workers as indicated in Table 4.

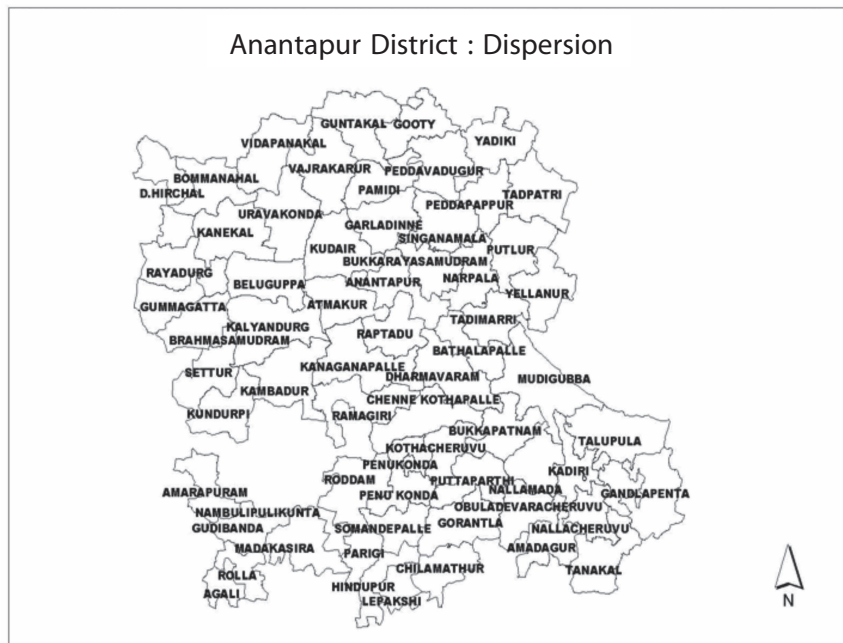
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Besides workers' schedule, a set of schedules were prepared and canvassed to officials and elected representatives at state, district, mandal, and GP level who are associated with the planning, implementation and monitoring of NREGS as shown in Table 5. Based on the data collected from these schedules and also from the discussions held with the various stakeholders the issues chosen for the study were examined.

**Table 5 : Type of schedules canvassed**

S.No	Schedule code	Schedule
1	S-1	Schedule for officials of State Employment Guarantee Council
2	S-2	Schedule for State Officials
3	S-3	Financial Allocation and Utilisation (2006-07) under REGS at state level
4	S-4	Physical performance(2006-07) under NREGS at state level
5	S-5	Assets creation (2006-07) at state level
6	D-1	Schedule for District Programme Coordinator
7	D-2	Schedule for Elected Representatives of Zilla Parishad
8	D-3	Financial performance(2006-07 under NREGS at district level
9	D-4	Physical performance (2006-07) under NREGS at district level
10	D-5	Assets creation (2006-07) at district level
11	B-1	Schedule for programme officer(MPDO)
12	B-2	Schedule for elected representatives of Intermediate Panchayat (Mandal Parishad)

**Profile of the Study Area - Anantapur District:** Anantapur district is a drought prone area comprising three revenue divisions and 63 revenue mandals. According to the 2001 census the population of the district is 36,39,304. It covers an area of 19130 sq kms. The economy of Anantapur is principally based on agriculture. The farmers grow groundnut, rice, cotton, maize, chillies, sesame, and sugarcane. The net sown area is 10.458 lakh ha and irrigated area is about 1.433 lakh ha. Anantapur district is one of the most backward provinces of Andhra Pradesh as it receives very little rainfall, which adversely affects the agriculture sector. The major amount of rainfall occurs during the South-West monsoon and the normal rainfall is 520 mm. A few industries of the region are silk trade, limestone quarrying, iron and diamond mining.



Majority of the wage seekers under REGS are small and marginal farmers, non- agricultural labourers and agricultural labourers. The average size of landholding is about one acre.



**Warangal District:** Warangal district has an area of 12,846 km<sup>2</sup>, and a population of 3,246,004 of which 19.20 per cent was urban as of 2001. It is divided into three revenue divisions and consists of 51 mandals. Warangal is well known for its granite quarries (notably the black and brown varieties) and is a market centre for rice, chillies, cotton, and tobacco. The literacy rate of males is 70.01 per cent and females is 46.58 per cent as per the 2001 census.

**Table 6 : Details of workforce of Warangal district**

Urbanisation	%	19.39
Workers as % of total population	%	47.78
Workers as % of total main workers		
Agriculture & allied activities	%	75.55
Mining & quarrying	%	0.48
Mfg. (non-household) industries	%	5.05
Household industries	%	3.54
Construction	%	1.58
Services	%	13.8

**Table 7 : Details of cropping pattern in Warangal district**

Crop	Area as % of district - total	Quantity (in thousand tonnes)
Rice	17.49	180
Jowar	5.83	20
Cotton	22.65	132
Turmeric	1.35	23
Maize	10.31	119
Arhar	2.69	2
Chillies	5.16	33
Sesame	4.26	2

Source: Agriculture Census of 2004-05.

**Mahabubnagar District:** Mahabubnagar is one of the most backward and drought-prone districts of Andhra Pradesh. The total population of the district is 35.14 lakhs, of which SC population is 6.01 lakhs and ST population is 2.79 lakhs. The statistical data of Mahabubnagar are as follows:

1. Geographical area	18472	sq. km
2. Population (2001)	35013934	
3. Culturable area	4.54	L.Ha
4. Forest area	2.66	L.Ha
5. Barren & uncultivable Area (2001)	0.96	L.Ha
6. Land put to non-agricultural purpose (2001)	0.80	L.Ha
7. Sown area (2001)	8.24	L.Ha
8. Irrigated area (2001)	1.63	L.Ha
9. Normal rainfall (2003)	754.20	mm



**Vizianagaram district :** It extends over an area of 6,539 Sq.Kms covering 1,551 villages, out of which 66 are uninhabited. The total population of the district is 22.49 lakhs as per 2001 census and rural population of the district is 18.33 lakhs which comes to 82 per cent of the total population. SC population is 2.38 lakhs and ST population is 2.15 lakhs. Literacy rate is 51.07 per cent of which female literacy is just 39.91 per cent . About 76.4 per cent of farmers belong to small and marginal category and the net sown area is about 49.0 per cent of the geographical area.

The main soils in the district are red soils, sandy loams and sandy clay and they constitute 96 per cent of the total area. The soils in the district are predominantly loamy with medium fertility. The normal rainfall of the district for the year is 1,131.0 mm.



Vijayanagaram District Mandal Map



The floristic composition of the forests of the district is of much interest and consists of deciduous and evergreen forests and consists of 17.8 per cent of total geographical area. Forestry plays an important role in the economy of the district. The principal rivers flowing in the district are Nagavali, Vegavathi, Gomukhi, Suvarnamukhi, Champavathi and Gostani.

**Table 8 : Profile of the sample GPs of Anantapur district**

S.No.	Indicator	Anantapur district	
		GP	GP
1	2	3	4
1	Name of the village	Kojjalapalli	Chalivendala
2	Name of the mandal	Gooty	Hindupur
3	Population size	1600	2488
	No. of households		702
	SC & ST	0 SC & 201 ST	166 SC & 0 ST
	of landless	10	93
	small & marginal farmers	365	412
	with PDS card ( meant for poor)	535	688
4	Net sown area in acres	2530	1146
	Irrigated area	1050	525
	Major crops	Groundnut, Paddy, chillies	Groundnut, Mulberry, Sunflower, Chillies
5	No. of migrant workers	102	50
6	Lean months for works	Feb-June	Jan-June
7	No.of children in labour market	50	No child labour
8	Wage rate (Rs./day) / person	50	50
	Adult male –agriculture workers		
	Peak season –Min	40	50
	-Max	60	60
	Lean season	40	40
	Adult females - agriculture		
	Peak season- Min	30	30
	- Max	40	40
	Lean season	20	30
	Adult males – non-agriculture		
	Min	40	70
	Max	60	100

(Contd...)

**Table 8 : (Contd...)**

1	2	3	4
9	Basic amenities (distance in kms)		
	Primary school	0.5	0
	High school	5.0	0
	Health sub centre	2.0	0
	Primary health centre	16	8.00
	Anganwadi	0.0	0.0
	Bank	6.0	15.0
	Cooperatives	2.0	15.0
	Krishi Vignan Kendra	45.0	35.0
	Nearest town	5.0	15.0
	Bus/rail facility	7.0	2.0
	Post office	5.0	0.0
	Electricity	0.0	0.0
	Drinking water	0.0	0.0
10	PDS cards	595	698

**Table 9 : Profile of the Sample GPs of Mahabubnagar district**

S.No	Indicator	Mahabubnagar district	
		GP	GP
1	2	3	4
1	Name of the village	Takkasila	Mallapur
2	Name of the mandal	Alampur	Midjil
3	Population size	2195	720
	No. of households	506	220
	SC & ST	56 SC & 0 ST	166 SC & 0 ST
	of landless	45	12
	small & marginal farmers	320	200
	with PDS card ( meant for poor)	496	220
4	Net sown area in acres	6030	916
	Irrigated area	5000	120

(Contd...)

**Table 9 : (Contd...)**

1	2	3	4
	Major crops	Chickpea, maize, G.nut	
	Castor, maize, jowar		
5	No. of migrant workers	75	10
6	Lean months for works	Feb-August	Jan-June
7	No.of children in labour market	50	No child labour
8	Wage rate (Rs./day) / person		
	Adult male –agriculture workers		
	Peak season –Min	40	40
	- Max	60	60
	Lean season		
	Adult females - agriculture		
	Peak season- Min	30	30
	- Max	40	40
	Lean season		
	Adult males – non agriculture		
	- Min	80	150
	- Max	120	200
9	Basic amenities (distance in kms)		
	Primary school	0.5	0.0
	High school	15.0	3.0
	Health sub-centre	1.0	3.0
	Primary health centre	15	8.0
	Anganwadi	0.0	0.0
	Bank	15	8.0
	Cooperatives	15	40.0
	Krishi Vignan Kendra	110.0	40.0
	Nearest town	15	8.0
	Bus/rail facility	15	8.0
	Post office	5.0	0.0
	Electricity	0.0	0.0
	Drinking water	0.0	0.0
10	PDS cards	506	220

**Table 10 : Profile of the sample GPs of Vizianagaram district**

S.No	Indicator	Vizianagaram district	
		GP	GP
1	2	3	4
1	Name of the village	Madhupadu	Pachipenta
2	Name of the mandal	Gajapatina- garam	Pachipenta
3	Population size	1868	2565
	No. of households	482	763
	SC & ST	174	325
	landless	12	278
	small & marginal farmers	300	426
	with PDS card ( meant for poor)	523	578
4	Net sown area in acres	1088	1123
	Irrigated area	622	565
	Major crops	Paddy, G.Nut, Mesta(Jute)	Sugarcane, Tobacco, paddy, G.nut & banana
5	No. of migrant workers	NA	50
6	Lean months for works	March-June	March-June
7	No.of children in labour market	NA	75
8	Wage rate (Rs./day) / person	50/-	65
	Adult male –agriculture workers		
	Peak season –Min	80/-	70/-
	- Max	90/-	120/-
	Lean season	40/	60/-
	Adult females - agriculture		
	Peak season- Min	30/-	30/-
	-Max	60/-	40/-
	Adult males – non-agriculture		

(Contd...)

**Table 10 : (Contd...)**

1	2	3	4
	- Min	50/-	75/-
	- Max	90/-	90/-
9	Basic amenities (distance in kms)		
	Primary school	0.0	0.0
	High school	3.0	0.0
	Health sub-centre	0.3	0.0
	Primary health centre	0.0	0.0
	Anganwad	3.0	0.0
	Bank	2.0	0.0
	Cooperatives	3.0	0.6
	Krishi Vignan Kendra	3.0	0.5
	Nearest town	3.0	15
	Bus/rail facility	0.0	14
	Post office	0.0	0.0
	Electricity	52	0.0
	Drinking water	NA	0.0
10	PDS cards	NA	57

**Table 11 : Profile of the sample GPs of Warangal district**

S.No.	Indicator	Warangal district	
		GP	GP
1	2	3	4
1	Name of the village	Malluru	Shenagapuram
2	Name of the mandal	Mangapet	Mahabubabad
3	Population size	3500	3789
	No. of households	816	
	SC & ST	250&1800	314&2683
	of landless	15 households	45 households
	small & marginal farmers	1250	750
	with PDS card ( meant for poor)	793	900

(Contd...)

**Table 11 : (Contd...)**

1	2	3	4
4	Net sown area in acres	NA	262.37
	Irrigated area	NA	79.16
	Major crops	Paddy, chillies & G.Nut	Paddy, cotton & G.Nut
5	No. of migrant workers	nil	Nil
6	Lean months for works	April-June	Jan- May
7	No.of children in labour market	30	40
8	Wage rate (Rs./day) / person	70/-	80/-
	Adult male –agriculture workers		70/-
	Peak season –Min	60/-	60/-
	-Max	80/-	80/-
	Lean season	60/-	50/-
	Adult females - agriculture		30/-
	Peak season- Min	40/-	25/-
	- Max	60/-	40/-
	Adult males – non-agriculture		
	- Min	60/-	60/-
	- Max	100/-	150/-
9	Basic amenities( distance in kms)		
	Primary school	0	0
	High school	07	04
	Health sub-centre	0	03
	Primary health centre	06	04
	Anganwadi	0	0
	Bank	06	04
	Cooperatives	06	04
	Krishi Vignan Kendra	-	05
	Nearest town	06	04
	Bus/rail facility	01	0
	Post office	06	0
	Electricity	0	0
	Drinking water	0	0
10	PDS cards	NA	NA

## CHAPTER - II

# Institutional Arrangements

This chapter presents information related to the Institutional Arrangements made by the State for effective implementation of National Rural Employment Guarantee Scheme.

**Gram Sabha (GS):** The Gram Sabha is authorised to identify, prioritise and recommend works to be taken up under NREGS-AP; to monitor and supervise these works and to conduct social audits.

**Gram Panchayat (GP):** is responsible for generating awareness among the community on REGS, register the households, issue Job Cards, allocate work to the wage seekers and maintain the necessary records. The GP will execute a minimum of 50 per cent of works and monitor implementation of scheme at village level. It plays a crucial role in planning and approval of works that were identified by the Gram Sabha. The Gram Panchayat will hire the services of local person as Field Assistant (Gram Rozgar Sevak) on contractual basis to maintain muster rolls, to take measurements and to provide worksite facilities to the workers and to assist the GP in implementation of REGS. Besides the Field Assistant, for every 40-45 workers one person among the workers will be chosen as Mate to take muster roll in the morning and evening and to ensure the facilities at worksite as detailed in schedule II of the NREGA.

Services of Village Organisation (Federation of SHGs) are also envisaged by the GP especially for awareness building of community, mobilisation of wage seekers to register for job cards, facilitating the filing of application for work.

### **Mandal Level**

Mandal Praja Parishad (MPP) is the principal authority for planning and implementation of the scheme at mandal level. The Mandal Praja Parishad plan will be for 15 per cent of share of works and MPP approves the



consolidated mandal EGS plan. It also monitors and supervises the EGS works.

The Mandal Parishad Development Officer (MPDO) was designated as Programme Officer under EGS. He/she is responsible for matching the works with labour demand in each GP. The PO will scrutinise GP- EGS plan, monitor the registration, employment provided to the needy households, timely payment of wages, payment of unemployment allowance, social audit, flow of funds, and quality of assets created. The PO is also responsible for maintenance of records and registers and updating of progress reports regularly to the website.

The Additional PO will assist the PO in aspects of EGS implementation who has been recruited on contractual basis from open market. In addition to this position three Technical Assistants and two Computer Operators cum Accountants have been provided to each mandal to take care of the technical aspects as well as application of EGS software developed by TCS. All together the total number of outsourcing personnel in the first phase of 13 EGS districts is about 3,975 persons in addition to the 13,243 Gram Rojgar Sevaks (Field Assistants).

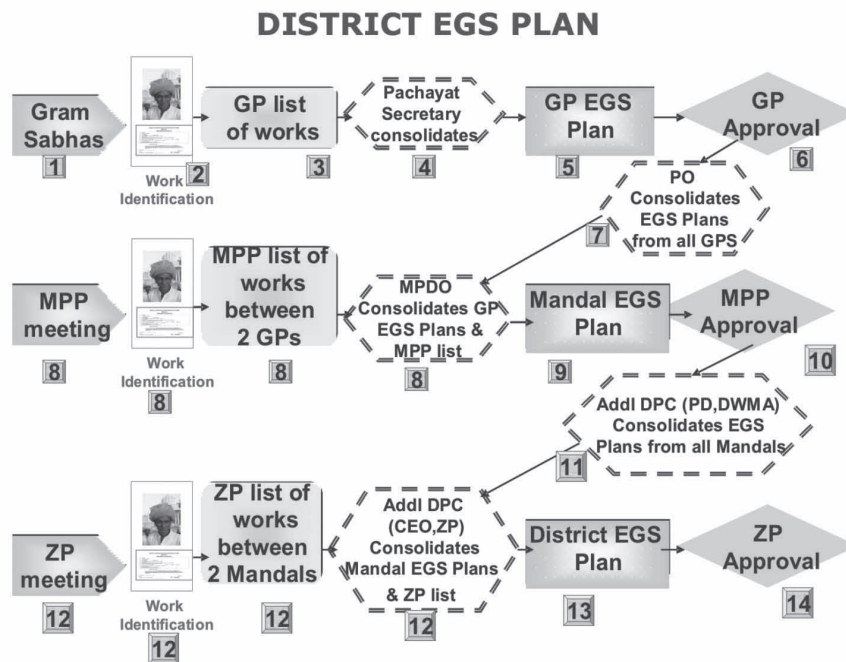
A.P. Government created the posts of Programme Managers at Revenue Divisional level and Additional Programme Officers at mandal level and this implies that there are additional hands of 696 staff members for better implementation.

### **District Level**

The District Collector is designated as District Programme Coordinator (DPC) in all districts. The DPC is responsible for overall coordination and implementation of the scheme in the district. The Project Directors of DRDA, District Water Management Agency (DWMA), Chief Executive Officer (CEO) of Zilla Parishad, and Project Officer of ITDAs are designated as Addl. District Programme Coordinators (Addl. DPCs). The PD-DWMA (Addl. DPC) is the head of EGS unit at district level and works under the control of DPC and shall be responsible for overall management of REGS at district level.

The CEO-ZP assists the DPC in coordinating the planning and implementation of EGS with PRI bodies. The PD, DRDA involves the SHGs and their federations in generating demand from the wage seeking families. The PO, ITDA assists the DPC in implementation of scheme in agency areas.

**Zilla Parishad (ZP)** : ZP will be responsible for finalising the District Plans and for monitoring and supervising the Employment Guarantee Scheme in the district. It will prepare ZP EGS plan not exceeding 10 per cent of the total value of works.



**Involvement of ZP Members in REGS Activities:** The Zilla Parishad Chairpersons were asked about their involvement in various NREGS activities and also the effectiveness of their involvement. Table 12 presents information on these aspects.

**Table 12 : Involvement of Zilla Parishad chairpersons in EGS activities**

Activity	Involvement		Effectiveness			
	Yes	No	V.effective	Effective	Not effective	NA
Giving publicity to the scheme	3	1	2	2		
Giving publicity to the wage	3	1	2	2		
Allocation of work						6
Payment of wages						6
Redressal of grievances						6
Monitoring of REGS		4		1	3	
Social Audit	3	1	3	3		

Note: The break-up shown in the Table relates to four study districts.

Three out of the four ZP chairpersons have been actively involved in the publicity of the scheme and social audit process and the responses indicate that their involvement was effective. However, the fourth ZP chairperson was associated with generation of awareness by interacting with the workers and monitoring the works in the field.

**Involvement of Mandal Praja Parishad Members in REGS Activities:**

The elected representatives from the eight Mandals also felt that their involvement in some activities of NREGS like giving publicity to the scheme and wage and monitoring EGS works is visible (Table 13). All the members said they were involved in social audit public hearings held in their respective villages.

**Table 13 : Involvement of Mandal Parishad Presidents in EGS activities**

Activity	Involvement		Effectiveness			
	Yes	No	V.effective	Effective	Not effective	NA
Giving publicity to the scheme	4	4		8		
Giving publicity to the wage	1	7		4	4	
Allocation of work						8
Payment of wages						8
Redressal of grievances						8
Monitoring of REGS		8		3	5	
Social Audit	6	2		8		

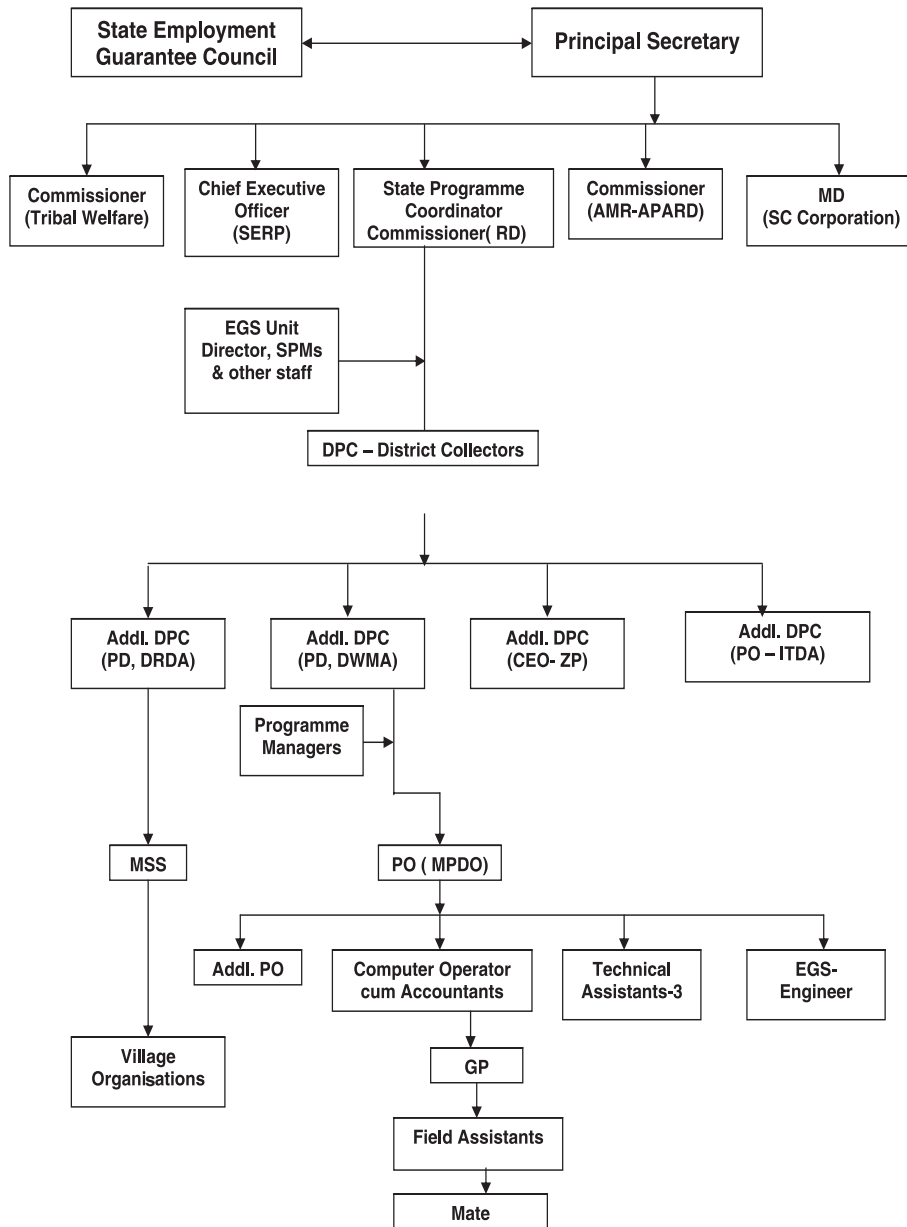
### **State Level**

At State level, Rural Development Department is the Nodal Agency for implementation of NREGA. The Commissioner, Rural Development will acts as the State Programme Coordinator to implement EGS. The Commissioner, RD is be assisted by the EGS unit at state level and is responsible for ensuring all other activities required to fulfill the objectives of the Act. The Director, EGS unit assists the Commissioner in all matters pertaining to the scheme and in formulating the policies and implementation of the programme in a qualitative manner. The Commissioner Panchayati Raj (CPR) coordinates the implementation of the Scheme with the Panchayati Raj Institutions. The Commissioner Tribal Welfare ensures the participation of Integrated Tribal Development Agencies (ITDAs) in tribal areas. The Commissioner, AMR-APARD facilitates Capacity Building Activities at all levels. The Chief Executive Officer of Society for Elimination of Poverty (SERP) ensures the participation of DRDAs in mobilisation of wage seekers through SHGs and their federations.

**Andhra Pradesh State Employment Guarantee Council (SEGC) :** As per the section 12 of the NREGS-AP, SEGC has been constituted with nine ministers, eight official members and fifteen non-official members (representatives of PRIs-4, representatives from workers' organisations-4, representatives from disadvantaged groups -5) on 14.8.2006. Hon'ble Chief Minister is the chairperson for this council and Minister Rural Development (RD) is the vice-chairperson, the Principal Secretary (RD) is the convener. The SEGC shall advise the state government on all matters related to the scheme, determine the preferred works, review the implementation and monitoring and redressal mechanism and prepare the annual report to place before the state legislation by the Government. For the year 2006-07 it has submitted its annual report and placed it before the state legislature in Feb. 2007. As regards gender composition, among the non-official members, there were 12 male members and 3 female members.

Chart A provides a bird's eye view of the organisational set up for planning and implementation of REGS in A.P.

**Chart-A**  
**KEY AGENCIES AND OTHER RESPECTIVE ROLES**



## CHAPTER - III

# Capacity Building, Awareness and Community Participation

### Capacity Building of the Functionaries and Public Representatives

As per the information provided by the State official, the State has prepared a training action plan for imparting training to both official and non-official members and it has completed one round of training programme for all associated with NREGS-AP. For this, the department has developed a pool of State Resource Persons (SRPs), District Resource Persons (DRPs) whose services have been hired on contractual basis. AMR-Andhra Pradesh Academy of Rural Development (SIRD, APARD) has already organised a number training programmes during 2006-07 for the Resource Persons, district and mandal level functionaries as well as public representatives on the following Schemes :

- \* Key issues NREGS-AP
- \* Implementation arrangements
- \* Planning process
- \* Technical aspects of different categories of works
- \* NREGS-AP software
- \* Role of PR institutions in implementation
- \* RTI & Social Audit

The training programmes organised by AMR-APARD are of two categories- Training of Trainers (ToTs) and Direct Trainings. Direct Training Programmes have been organised for all the district level functionaries, i.e. Project Directors, Addl. Project Directors, Asst. Project Directors, State Resource Persons, District Resource Persons and other support staff. Further, the Programme Officers and Addl. Programme Officers were also trained at the State level. The ToTs have been organised for the benefit of Master

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Trainers, State Resource Persons and District Resource Persons. At district level, training programmes have been organised to the Technical Assistants, Computer Operators by the State Resource Persons and District Resource Persons. At mandal level, training programmes have been conducted to Panchayat Secretaries, Field Assistants, Mates, and Sarpanches of GPs. The Rural Development department has developed twelve films for the training purpose at State level that have been used for various training purposes. AMR-APARD has developed different training modules along with handbooks to different stakeholders. It has also developed flip charts and posters for the training programmes conducted at mandal and GP level.

With regard to the capacity building of public representatives they have been provided with insights of NREGS-AP and most of them felt that they have limited exposure to RTI and Social Audit exercise. Even the Mandal Praja Parishad Presidents have limited knowledge about RTI and Social Audit. However, the chairpersons of Zilla Panchayats said that they have complete knowledge of RTI and social Audit as they have undergone training at AMR-APARD.

However, while interacting with field level functionaries i.e. Field Assistants, they have expressed their inability in understanding the technicalities fully due to lack of experience. Hence they are taking support of Technical Assistants and engineers at mandal level.

Field observations by the study team clearly indicate that field level functionaries need periodical training programmes to acquaint them selves with the changes made in planning and implementation aspects. The Technical Assistants, to some extent, possess knowledge of technical aspects. However, the Addl. POs and POs, who play a crucial role in implementation of EGS, do not have technical knowledge therefore, their capabilities may be enhanced in adequate aspects of implementation. All the field level functionaries have been provided with handbooks on planning and implementation of REGS.



It has been witnessed that there are only a few Gram Panchayat Secretaries in the field and that they are in-charge of 3-4 villages only. They have also been assigned with other additional duties and hence they were not given any responsibility under NREGS-AP except verification and issuance of job cards to the respective registered households.

### **Awareness Building**

As per the official reports, intensive communication strategy has been adopted by the government for effective information dissemination about the Act and Scheme. Each Gram Panchayat has been provided with a kit consisting of a set of publicity material. A set of posters was sent to each Village Organisation. Besides these, the following comprised the various modes of campaigns which have been taken up regularly in the State:

1. AIR-DDK (Doordarshan Kendra) broadcasts
2. Short duration (35mm) films released in all cinema theatres
3. Video spots produced and telecast through Citicable
4. Training films (12 films) produced for training purpose at different levels
5. Slogan writings
6. Wall writings
7. Posters, leaflets and door stickers were distributed to villages
8. Publication of articles in *Indira Kranthi Patham* (IKP) Newsletters
9. Migrants Recall Cards to communicate the message in the name of district collector to join NREGS and benefit from the scheme
10. APSRTC bus paintings

**Awareness Levels among the Workers:** The level of awareness of the workers in regard to NREGS is not high and it varied across the GPs/mandals/districts though Government has adopted different modus operandi and means to communicate the key issues of the Act and Scheme among the community. Tables 14 to 18 shorts the key components and the levels of awareness.

Table 14 : Distribution of workers: awareness level-wise

	Aware of entitlements	Max. No. of days of employment	Unemployment allowance	Wages to be paid if work is given beyond 5 kms. from GP	Minimum wages to be paid	Time limit for providing employment	Time limit for payment of wages
Vizianagaram	50 57.5%	50 57.5%	46 52.9%	49 56.3%	47 54.0%	49 56.3%	43 49.25%
Mahabubnagar	31 40.3%	31 40.3%	31 40.3%	31 40.3%	31 40.3%	31 40.3%	25 32.5%
Warangal	51 77.3%	49 74.2%	5 7.6%	19 28.8%	35 53.0%	37 56.1%	5 7.6%
Anantapur	70 74.5%	70 74.5%	70 74.5%	70 74.5%	70 74.5%	70 74.5%	70 74.5%
Total	202 62.3%	200 61.7%	152 46.9%	169 52.2%	183 56.5%	187 57.7%	143 44.1%

—: No response / Not aware.

During the Focused Group Discussions as well as individual interviews it was evident that about 40 per cent of employees do not know the provisions of Act. In some GPs, where the proactive sarpanches telecast the films produced for awareness generation among the community, about 62 per cent of workers knew some of the entitlements of guaranteed employment and 61 per cent of workers knew that the maximum number of days of employment is for 100 days per household in a year under REGS. Further more 46.9 per cent of wage seekers were aware of unemployment allowance and 2.8 per cent of workers knew about the exact amount. However, nobody was clear about the entire process of getting unemployment allowance. About 56 per cent workers knew that 10 per cent of wages have to be paid as extra if worksite is beyond 5 km. Nearly 56 per cent of workers knew that the minimum wage is Rs.80 in REGS.

**Table 15 : Correct responses against six questions on NREGS**

	Nil	Only 1	Only 2	Only 3	Only 4	Only 5	Average aware- ness score (%)
Vizianagaram	36 41.4 %	—	—	3 3.4 %	8 9.2 %	40 46.0 %	95.0
Mahabubnagar	46 59.7 %	—	—	—	—	31 40.3 %	100.0
Warangal	15 22.7 %	9 13.6 %	9 13.6 %	19 28.8 %	9 13.6 %	5 7.6 %	57.0
Anantapur	24 25.5 %	—	—	—	—	70 74.5 %	100.0
Total	121 37.3 %	9 2.8 %	9 2.8 %	22 6.8 %	17 5.2 %	146 45.1 %	87.8

\_ Not known/ No response

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About 44 per cent of workers informed that wages should be paid within 15 days of completion of work. The average awareness score about NREGA was high in Anantapur and low in Mahabubnagar district (Table 15).

However, in Anantapur district the workers are viewing this scheme as one more drought mitigating initiative programme and calling the Scheme as *Karuvu Pathakam* as this district falls under DDP category.

About 90 per cent of workers were aware that they will get employment only if they possess the job card (Table 16).

**Table 16 : Distribution of workers: Knowledge of methods of seeking work**

	Can get work without Job Card		Can get work without Application	
	Yes	No	Yes	No
Vizianagaram	9 10.3%	78 89.7%	26 29.9%	61 70.1%
Mahabubnagar	6 7.8%	71 92.2%	53 68.8%	24 31.2%
Warangal	12 18.2%	54 81.8%	56 84.8%	10 15.2%
Anantapur	3 3.18%	91 96.82%	40 42.6%	54 57.4%
Total	30 9.87%	294 90.11%	175 54.0%	149 46.0%

Unfortunately the knowledge about the Right to Information and Social Audit was negligible in all sample GPs (Table 17). Though Social Audit process was completed in Anantapur, Mahabubnagar and Warangal districts, through the Gram Sabha Communities, many wage seekers naively believe that social audit is to be conducted by village Social auditors to be lined by the Administration.

**Table 17 : Distribution of workers: Awareness about RTI Act and Social Audit**

	RTI Act	Social Audit
Vizianagaram	1 1.1%	—
Mahabubnagar	—	—
Warangal	2 6.25%	2 6.26%
Anantapur	—	—
Total	3 1.03%	2 0.68%

- Not aware

The major source of information about NREGS was Gram Panchayat, specially Field Assistant and Sarpanch in all GPs (Table 18). The low level of information on RTI and Social Audit was due to the inappropriate approaches adopted by the officials as well as the GPs in creating awareness and their participation in Social Audit.

**Table 18 : Distribution of workers reporting GP as source of information for REGS, RTI and Social Audit**

	NREGA	RTI	Social Audit
Vizianagaram	50 57.5%	-	—
Mahabubnagar	31 40.3%	-	—
Warangal	49 74.2%	-	—
Anantapur	70 74.5%	-	—
Total	200 61.7%	-	—

- Not known

Approximately 50 per cent of the wage seekers were aware of the fact that they could approach the NREGS officials for lodging complaints, if job cards were not issued and if work was not provided within 15 days and wages were not paid within 15 days of completion of work (Table 19).

**Table 19 : Distribution of workers: Awareness about contact officials**

District	If job cards are not given	If work is not given within 15 days	If wages are not paid within 15 days
Vizianagaram	57 65.5%	65 74.7%	52 59.8%
Mahabubnagar	15 19.5%	42 54.5%	40 51.9%
Warangal	44 66.7%	40 60.6%	43 65.2%
Anantapur	61 64.9%	36 38.3%	36 38.3%
Total	177 54.6%	183 56.5%	171 52.8%

**Community Participation :** It is encouraging to note that the local communities would like to participate in all stages of NREGS implementation. To make the delivery system more responsive and responsible, the communities should play an active role in planning, participation in REGS works, Social Audit etc. The active community members should take responsibility for creating awareness on provisions of the Act among the illiterates.

Some of the FAs have taken up work like uprooting and removal of stump as a part of land development during summer months. As a consequence, workers were not able to get minimum wage and withdrew from NREGS work. Hence the functionaries should have sensitivity to seasonality

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aspects of work. In some cases the payment of wages were unduly delayed and hence the workers are moving to other works. In low performing sample GPs, the availability of work in surrounding industries was observed by the field investigation team.

To solve the above problems awareness, generation and social mobilisation activities have to be taken up on a large scale with the help of NGOs. The Community Based Organisations (CBOs) such as Self-Help Groups, Water User Associations, *Vana Samrakshana Samitis* and Labour Groups need to be strengthened and sensitized with a view to ensuring their guidance and support to NREGS workers.



Programme Officer along with Field Assistant attending EGS- Day on a Friday in Mahabubnagar district



Wage seekers in their respective Labour Groups arriving at MI Tank Worksite at Gajapathinagaram (M), Vizianagaram

**Table 20 : Distribution of workers by awareness about type of works and participation in Social Sudit**

District	Participation of self in selection of works	Works selected under NREGS	No. of workers aware of			
			Who participated in Social Audit	Officials	GP members	VSA's
Vizianagaram	44 50.6%	41 47.13%	NA	15		
Mahabubnagar	9 11.7%	35 45.45%	6 7.79%	4 5.19%	3 3.89%	21 27.27%
Warangal	18 56.3%	28 42.42%	No response	5 7.57%	No response	
Anantapur	88 93.6%	88 93.6%	20 21.27%	-	25 26.59%	26 27.65%
Total	159 54.8%	182 56.17%	8.02	4 1.23%	33 10.18%	62 19.13%



## CHAPTER - IV

# Planning, Implementation and Performance of NREGS

### **Fixation of Minimum Wages under National Rural Employment Guarantee Scheme**

State Government has opted for 'piece rate mode wage payment'. It is felt that the existing Standard Schedule of Rates (SSR) does not provide the minimum wage and therefore, revised standard rates need to be worked out. Keeping this in view, Work-Time- Motion studies were proposed to be conducted for the works identified for the NREGS-AP, alongside documenting the daily outturn so as to ensure payment of minimum wages. With the technical support of Engineering Staff College of India (ESCI), verification and evaluation of quality levels and correctness of quantities of work was taken up. The study was carried out in eight districts representing all three zones of A.P.

### **Works Selected for Time-Motion Study**

The following works were identified under NREGS –AP for fixing minimum wages. The number of works for which work- time- motion studies were carried out in one district was minimum of 18 and the total number of works was about 158 in all the eight districts.

1. Staggered Trenches
2. Continuous Contour Trenches
3. Contour Bunds
4. Farm Ponds
5. Mini Percolation Tanks including paved bye-wash
6. Sunken Gully Pits
7. Rock-fill Dams
8. Barren Hill Afforestation-Pitting

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9. Block Plantation–Pitting
10. Avenue Plantation- Pitting
11. Desiltation of MI Tanks
12. Bush Clearance: 1. Light; 2. Medium; &- 3. Dense
13. Formation of village road with top gravel soil with compaction up to metalling.

The data were collected with all the details provided in the proformae finalised for this activity in consultation with ESCI.

**Analysis of Observed Data**

In addition to seasons, the outturn of any work depends on many factors liked, the age groups, composition of men and women, previous experience of similar works, capabilities attitude towards carrying out the work etc. Therefore, the out-turn of the works carried out at different places showed considerable variation for almost all the works taken up for the study. However, as a general precaution, the earth work excavation rate is decided depending on the nature of work. Accordingly :

1. Each work has been taken up in two types of soil, i.e., ordinary soil and hard soil.
2. Works executed for one day or less are not considered for the study.
3. Abnormal data, giving very high and low rates have been ignored.
4. To maintain difference in the rate between ordinary soil and hard gravelly soil, as given in SSR, lower range of the enhancement factor of the two types of soils has been considered.
5. Some works viz., providing drinking water to wage seekers, wage rate for *Aaya*, nursery raising, watering plants etc. were treated for time wage payment and recommended the payment @Rs.80 per day. The rates not available in Rural Standard Scheduled Rates (RSSR) may be adopted from the common SSR or FSR as the case may be.

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- \* The rates proposed by ESCI were reviewed by the technical committee while recommending rates for rural SSR. Accordingly, the Government has issued a G.O duly approving the rates for works of NREGS, keeping in view in minimum wage of Rs.80 per day per person.
- \* Based on the feedback of district reports and technical committee review, the rural SSRs have been revised from time to time and orders were issued accordingly.
- \* Based on the Work-Time-Motion studies, the State Government have issued orders duly fixing rates of different tasks on piece rate basis. However, rates for certain items of works were modified after a detailed analysis of the wages earned by workers under various works taken up under NREGS. As per the analysis, it is evident that certain important tasks involved in the work like lead, lift etc., if done manually are not properly incorporated in the RSSR that is currently under implementation. This is further supported by work time and motion studies conducted by Centre for Environmental Concern (a Hyderabad based NGO) (CEC). Based on the latest information, Commissioner, Rural Development, has proposed for increasing rates of certain tasks in the RSSRs (Chart-II) as per the GO.Ms.No.146 dated 24.4.07.

These rates shall also be applicable to other rural development works like CLDP, watershed etc. In case of persons with disabilities, the rates shall be operated at 30 per cent extra over the Rural Standard Scheduled Rates on items of labour component only. These special rates will be allowed only when all the persons in the group belong to disabled category. In any case the maximum wage per day shall not be more than Rs. 100 in all the works wherever the rates of RSS are used.

The District Schedule of Rates has not been evolved specially for NREGS as the Rural SSR is meant for the entire State. The RSSR are little bit higher or on par with minimum agriculture wages. The present minimum wage under NREGS-AP is Rs.80 per day for both men and women.

As per the NREGA guidelines, there is no specific provision / benefit mentioned for disabled persons and pregnant women. It should be a state specific issue. The GoA.P has carried out the work-time-motion study for the disabled/ differently abled persons and based on that study it has issued a circular stating that 30 per cent of extra wages may be paid if a group of disabled persons are working under NREGS. Similarly, the outturn of normal persons is comparatively low during summer seasons (March to June). Hence 20 per cent summer allowance shall be given to all workers during summer months, so that they will get minimum wage of Rs.80 per day for 7 hours work.

### **Planning Process for Identification of Works**

Planning is critical to the successful implementation of Rural Employment Guarantee Scheme (REGS). A key indicator of success is the timely generation of employment within 15 days while ensuring that the design and selection of works are such that good quality assets can be developed. The need to act within a time limit necessitates advance planning. The basic aim of planning process is to ensure that the district is prepared well in advance to offer productive employment on demand.

The District Perspective Plan is intended to facilitate advanced planning and to provide a development perspective. The aim is to identify the types of works that should be encouraged in the district, and the potential linkage between these works and long-term employment generation and sustained development. The annual plan will be the working plan that the identified activities are to be taken up on priority in a year. The Perspective Plan will provide the framework for facilitating this identification. If new activities need to be taken up, their justification should be indicated in terms of need and outcomes.

The Panchayati Raj Institutions, especially GP, are the primary planning & implementing agencies at village level. The labour budget and EGS plans were prepared by GPs. An illustrative event is given below.

For the year 2006-07, GPs have organised the Gram Sabhas for identification of works based on the labour budget requirement. Based on the experience of planning of other rural development programmes, the concept of Integrated Natural Resource Management Planning has been evolved by the RD department.

### **Concept of Gram Panchayat Integrated Natural Resource Management Planning (INRM) in Andhra Pradesh**

Rural Development Department is implementing the Natural Resource Management Programmes under Watershed Development Projects, Employment Guarantee Scheme and Comprehensive Land Development Programme (Indira Prabha). To ensure effective and sustainable results, it is proposed to prepare integrated Gram Panchayat NRM plan keeping village saturation as the objective. In the thirteen EGS districts, Five years perspective plans are required to be prepared to provide wage employment to all the wage seekers and also to create durable assets as per the provisions of the NREGS. Therefore, the department undertook systematic planning process in all the villages from September to January 2006 and developed a comprehensive INRM plan for each village in all the districts. For this purpose a simple, effective and replicable method of planning process was evolved.

### **Process and Methodology for INRM Planning**

Resource teams of 3 -5 members of District Water Management Agency visited villages with required material for the preparation of Gram Panchayati wise INRM plan with the aim of saturating the entire GP. The resource team was trained for three days at district level on planning process. The team members explained the broad issues to be followed in plan preparation in Gram Sabha.

Area-wise plan was prepared dividing the cadastral into four parts with the help of Gram Sabha and the resource team members were divided into two batches. After discussions in Gram Sabha, the farmers have

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accompanied the team members to the fields to carry out a transect walk. During the transect walk the following activities were undertaken simultaneously.

- \* Preparation of inventory of works done under different programmes
- \* Identification of possible structures
- \* Demarking the same on the integrated cadastral and Topo- Sheet
- \* Collection of required data input for generation of estimates.

After completion of the planning in four (divided) areas, the team members sat together and consolidated the village plan with the help of the farmers and Gram Panchayat. The final draft action plan was discussed with the people by organising Gram Sabha and based on their suggestions action plan was prepared and submitted for the approval of Gram Panchayat.

Gram Panchayat INRM Action Plan consists of the following:

- \* Village Statistics
- \* List of prioritised works
- \* Data input sheets along with estimates of identified works
- \* G.P. Resolution copy with prioritisation

The Project Director, DWMA has coordinated the preparation of GP –EGS plan. About 50 per cent of GPs have already prepared their NRM plans.

As a requirement of scheme, each district should prepare a five-year perspective plan that attempts to estimate the need for employment through a participatory process of planning starting from the Gram Sabha. The annual plan is the actual action plan which flows from the perspective plan. Gram Sabhas are expected to be conducted for identification and prioritisation of works by December and duly approved by GPs. Each GP plan has to be forwarded to the Programme Officer who shall scrutinise the GP plans and send a consolidated EGS plan to the PD, DWMA after technical approval. The PD, DWMA shall, after scrutiny and consolidation of all mandal plans, forward it to ZP for approval and finally take the

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administrative approval from the District Collector/DPC. The technically and administratively approved EGS plans shall be sent back to the concerned Programme Officers who shall inturn maintain the shelf of works at mandal level.

At present there is no involvement of any NGO in planning and implementation of REGS.

**Usage of Software Package:** The software developed by Tata Consultancy Services (TCS) was used for preparation of estimates of all identified works. The estimations were scrutinised by the concerned Engineer/ Agriculture Officer/ Horticulture Officer and were given the technical sanctions.

**Training Programmes on INRM:** AMR-APRD is the nodal agency for all capacity building activities under NREGS. With the help of some NGOs, AMR-APARD has organised training programmes in all 19 districts on INRM for the district level facilitators who inturn conducted the training programmes for all field level functionaries to carry out the INRM planning process.

Due to lack of awareness and adequate social mobilisation efforts, participation of workers and the people in Gram Sabhas relating to identification of works was average. About 56 per cent of workers knew the works selected under NREGS and 55 per cent of workers have participated in Gram Sabha conducted for identification of work. And regarding display of information on NREGS at GP, only few (19 per cent) reported positively. Some of them informed that information was not updated regularly and hence full and latest information was not available for public.

**Field Observations on Planning Process:** Except Malluru GP of Warangal district, all other sample GPs seven have developed Integrated Natural Resource Management Plans. Based on the INRM plan, which was approved by GS & GP, 10 works / projects have been selected by the GP and were sent for technical and administrative sanctions. After getting technical and administrative sanctions, these woks/projects will be kept as shelf of

works of that GP for execution. Each work was assigned with a work ID number. Based on the employment demand and seasonality, GPs were allowed to take up the works.

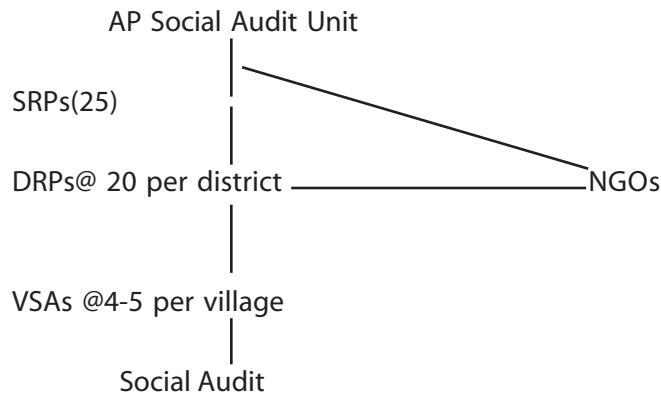
### **Monitoring Arrangements**

For monitoring, the State government has prescribed a schedule of visits/inspections for officials at different levels. For instance, at least 10 per cent of the works under NREGS-A.P shall be inspected by the District Level Officers and at least two per cent by the State Level Officers. The State government has designated the Joint Commissioners of Commissionerate of Rural Development as 'Special Officers' for effective monitoring. The Programme Officer at mandal level is expected to make physical verification of all works in his/her mandal. As per the guidelines, the release of funds has been linked to the verification by PO and submission of the report by Vigilance and Monitoring Committees. The DPC should visit at least 10 per cent of works in the district as per the guidelines. In addition to this, the DPCs of districts have designated the district level officers as 'Nodal Officer' for one or two mandals to monitor all developmental programmes in that particular mandal. However, Vigilance and Monitoring Committee was formed during 2006-07. Regular financial auditing is to be carried out by the internal Chartered Accountants and the Accountant General's team. The internal auditing process is taking place in all districts and has become a concurrent process. The State government has established an MIS unit which is monitoring the process as well as quality of assets through online mechanisms as well as field visits and by field visits. Online monitoring is being done from the website created exclusively for EGS, i.e. [www.nrega.ap.gov.in](http://www.nrega.ap.gov.in). Through this website one can know even a particular worker's participation in NREGS work, time taken for payment of wages, participation of women and disabled in NREGS, No. of works in the shelf, expenditure incurred under different heads of account, persondays of employment generated in that particular village in a given time duration etc., can be monitored. This strengthens the transparency and accountability dimensions of implementation.



### Social Audit in Rural Development Department

In Rural Development Department, the Strategy Performance Innovation Unit (SPIU) was established in Feb, 2006. Before establishment of SPIU all the State level RD functionaries have been sensitised about Social Audit process. Later, a pool of resource persons from various NGOs and Civil Society Organisations has been sensitised. Based on their performance during the training programme, about 25 State Resource Persons (SRPs) have been selected. Of whom three members are working at State Level and other 22 members are working at district level. Besides SRPs, about 260 District Resource Persons (DRPs) have been selected from NGOs, CBOs and Civil Society Organisations at the rate of 15 per district and they are working at district level. SRPs and DRPs have been trained thoroughly on Social Audit and have been supported by the Director, SPIU. In addition to the above, Village Social Auditors (VSAs) were identified at the rate of 4-5 members per village and trained. The implementation arrangement to carryout the Social Audit process in NREGS is as follows:



**Process of Social Audit :** Social Audit is the audit of a programme or a scheme by the community with active participation of primary stakeholders. It is not just a dry audit process. It is the verification of figures in records with facts on ground. For this the information will be collected by VSAs from Mandal Computer Centre (MCC). A typical drill, to illustrate, envelopes the following components of social audit

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1. GP approval of the work selected
2. Approved estimation
3. Technical approval
4. Administrative approval
5. Work commencement letter
6. Muster sheets
7. Measurement sheets
8. Pay orders for payment of wages
9. Material procured
10. Payment for material
11. Work completion report

Prerequisites to Analysis and Presentaion of Information for Social Audit

- \* After collection of information from the Programme Officer, the social auditors study the files and relevant documents pertaining to the programme and consolidate information muster-wise and pay order-wise.
- \* The DRPs and VSAs together conduct the Social Audit in the villages.
- \* The social auditors conduct the Gram Sabha and explain what is social audit and why it should be carried out. The objectives of social audit and awareness building on 'rights and entitlements' of the wage seekers should be done in the Gram Sabha.
- \* Reading the muster-wise payments made to the wage seekers in Gram Sabha for different works.
- \* Reading the material procured and consumed for different works taken up under EGS.
- \* Verification of facts and findings though door to door process is done by cross-checking the job cards, postal savings account books.
- \* Visit the worksite and examine the quality of works and take measurement and cross-check the musters with the workers.

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- \* If any discrepancy or deviations of recorded information was found evidences will be collected from the concerned labourers.
- \* On completion of Social Audit in all villages the social auditors will prepare village-wise report and present it in the public hearing (*Jan sunvai*).
- \* Before conducting public hearing at mandal level it will be intimated to all concerned to express their view / explanations in person.
- \* The Social Audit process culminates in a public meeting where SA reports are read out and officials respond to the issues raised.
- \* Senior officers from State and district will be present during social audit report reading.
- \* Immediately corrective measures will be taken up on the gaps and lapses.

**Major Findings of Social Audit by SPIU:** (as on August 2007)

Contractors and middlemen involvement – less than 2%

Financial irregularities - 10-15%

Delay in payments - 20-30%

Lack of worksite facilities - 50-60%

Lag in meeting labour demand for work in prescribed time - 30-40 days

Lag in updation of job cards - 60-75%

Distribution of wage slips to the wage seekers - not done in some place

**Payment of wages to the workers under NREGS-AP**

1. The District Programme Coordinator (DPC) the funds from Centre and the State and release funds to the mandals based on the approved mandal EGS plans. The District Programme Coordinator has authorised Mandal Parishad Development Officer (MPDO) to release payments through banks and post offices for all the works sanctioned. MPDO has deposited the amount in a Nationalised Bank. (State Bank of India).

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2. The DPC will also deposit seed money with the head post office to enable the sub-post offices/branch post offices to make timely payment of wages to the labourers.

#### **Opening of Account in Banks and Post Offices**

1. Every wage seeker of a family will have an Individual Savings Account in a bank or post office. If there are four adult wage seekers in a family, each one of them will have a separate savings account.
2. If, two agencies i.e. bank and post office are located in a village, the labourers will be given option to choose any one of them. There should be only one disbursing agency for any village.
3. The branch post master (BPM) will accept the applications for opening of SB accounts, from the wage-seekers without insisting on initial deposit and forward the applications to sub-post master (SPM).
4. MPDO will arrange for initial deposit of Rs.50 per account for opening of Post Office Savings Bank Accounts.
5. The SPM will immediately process the applications and send the Savings Account passbooks to the BPM concerned.
6. Immediately on receipt of Pass Books, the BPM will deliver the same to the individual account holders under acknowledgement.
7. Post office will not allow closure of the SB accounts opened under EGS without prior permission from the MPDO.

#### **Wage Payment Procedure**

Payment of wages shall be made to the labour every week and in any case not later than a fortnight. All payments shall be made by the MPDO through pay orders.

1. The muster rolls along with measurement sheets will be closed every week-end and sent to Mandal Computer Centre (MCC). In MCC, all muster rolls and measurements will be entered into Computer EGS software and pay orders will be generated.

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2. Each MPDO will issue village-wise / wage seeker group-wise pay orders along with the cheque for the total wage amount in favour of sub-post master and with details of labourers.
3. The Nodal Officer in the head post office will make arrangements for remittance of cash to the sub post office and branch post office respectively, through special carriers within two days of receipt of cheques from SPM.
4. Every payment shall be released to the savings account of the receiver in a branch post office after making necessary entries in individual SB accounts.
5. MPDO will send another cheque in favour of sub-post master towards service charges @2 per cent of the wage amount.

**Withdrawals**

1. The branch master will make payment to labourers immediately on receipt of cash from the sub-post office or through special carriers.
2. On every Friday individual wage seeker will be provided with the wage slips that contain the information about the amount to be paid to each individual and No. of days of work done etc. The wage seekers may draw the amount from their individual account from Saturday onwards.
3. The amounts from the individual SB accounts can be withdrawn by the account holders in the same manner as prescribed for other withdrawals from SB account by submission of withdrawal form and passbook.

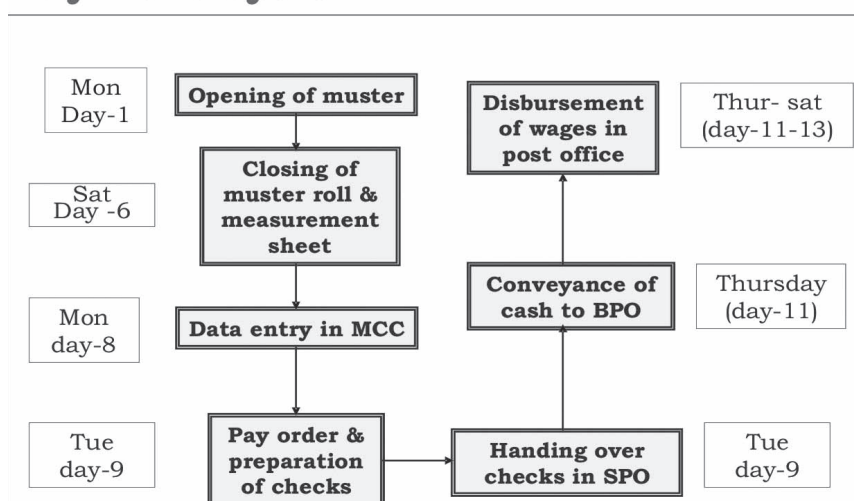
Eventhough the Government has made elaborate arrangements for weekly payment of wages to the labour, in many villages it was noticed that due to small delays in payments they are put to inconvenience in procuring household provisions. This is due to lack of adequate manpower in the post-offices to make necessary entries in log book, ledgers and all connected records. Therefore, State has decided to test different models

on a pilot basis for achieving the objective of making weekly payments to the labourers, other than the present mode of making the payments through post offices.

At present in all sample GPs for all wage seekers wages have been paid through post offices only.

Chart -3

### Payment cycle



#### **Convergence Approach with Other Departments and Other Programmes:**

Convergence of the NREGA funds with funds from other source for the creation of durable assets is permissible. NREGA funds are intended to create additional employment; this will not happen if the employment currently generated by other programmes is displaced by the REGS. All initiatives of convergence will be within the parameters of NREGA, especially the need to design labour-intensive works and the need to ensure that there is a complete ban on contractors. Convergence may be of different types and at different levels as mentioned below, for the ultimate objective is to deliver effectively :

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- \* Convergence in Planning
- \* Convergence of Funds
- \* Convergence of Institutions
- \* Convergence of Functionaries
- \* Convergence of activities
- \* Convergence of Evaluation and Monitoring

The convergence Schema, as above helps to

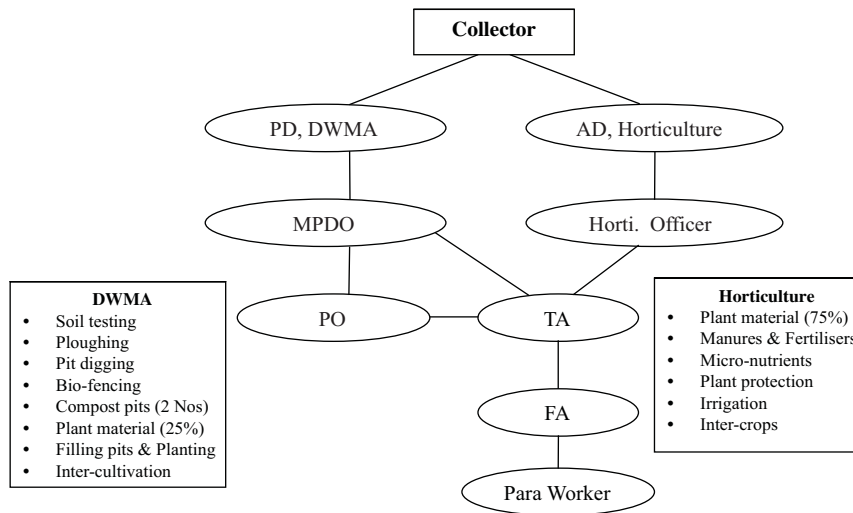
- \* Avoiding duplication, overlapping of works
- \* Saving time and effort
- \* Integrate planning for overall development of rural areas
- \* Introduce Carpet approach for uniform development

**National Rural Employment Guarantee Scheme and State Horticulture Mission**

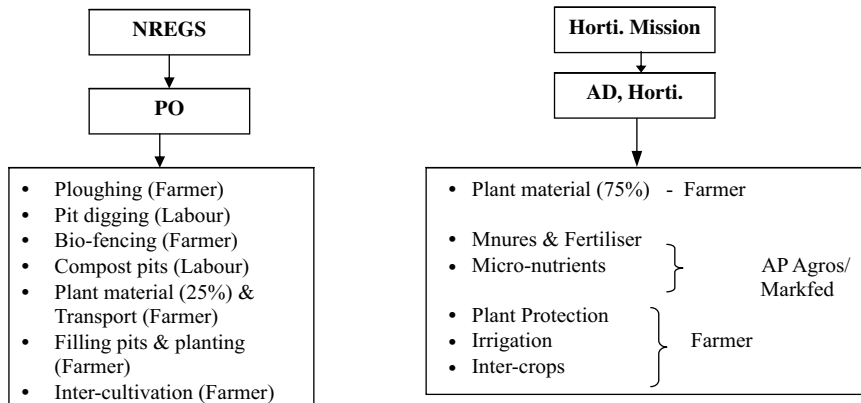
***Rural Development Department:*** is responsible for identification of farmers and lands, approval of proposals in Gram Sabha, administrative sanctions for NREGS assistance, creating a shelf of works, issuing work commencement letters, maintenance of muster rolls and payment to labour as per NREGS procedure. For the material component under NREGS, amount will be paid to the farmers.

***Horticulture Department:*** is responsible for training to all stakeholders, technical guidance to field staff and farmers, timely supply of inputs and other assistance envisaged under the Horticulture mission.

**ROLES AND RESPONSIBILITIES**



**Fund flow Mechanism**



**Monitoring of Horticulture Plantation:** Horticulture officer should inspect all the orchards taken up under NHM. The Officers of Commissioner of Horticulture will supervisor all works done under NHM. TA & PO to inspect all plantation blocks in the mandal. MPDO will inspect 50 per cent of the plantation blocks in the mandal. PD, DWMA shall inspect 25 per cent of the blocks randomly. PD, DWMA and ADH shall conduct common monthly review meetings with Pos and HOs at district level.



**Performance of NREGA at State Level and in Sample Districts of Andhra Pradesh (2006-07)**

The performance of REGS in Andhra Pradesh during 2006-07 can be rated as satisfactory. The utilisation of funds was of the order of 61.9 per cent and on an average the participating worker household got 31.33 days of employment from the scheme. (See Table 21) Though this programme is open to all, more inclusion of the socially disadvantaged (SC, ST, women & disabled) was encouraging from the poverty alleviation point of view. It is reported that only 3 per cent of households were provided with 100 days of employment during the year 2006-07. However, it is heartening to note that more than 30 per cent of employment has gone to SCs as well as STs in the sample district and State level.

**Table 21 : Selected performance indicators of REGS-AP**

S.No	Indicator	State	Study district of A.P.			
			Anant- apur	Wara- ngal	Mahabu- bnagar	Viziana- garm
1	No.of households(hhs) registered for job cards(lakhs)	59.63	6.49	5.66	5.99	4.00
2	% of registered hhs demanding employment	28	37	36	42	39
3	% of hhs provided with 100 days of employment	3	6	11	2	1
4	Utilisation of funds (%)	61.9	70.2	131.3	87.2	111.1
5	Employment days (lakhs)	733	241	240	158	204
6	Employment per household(days)	31.33	40.44	22.85	26.27	27.19
7	Share of SCs in employment (%)	31	44	44	44	46
8	Share of STs in employment (%)	32	39	31	32	45
9	Share of women in employment (%)	54	49.6	51.8	50.6	37.5
10	Average wage rate per day per worker	81.82	84.37	81.14	80.81	77.14

Source:www.nrega.ap.gov.in

**Job Cards:** A wage seeker and his family members can register under this scheme by submitting an application at the Gram Panchayat. A register maintained at the Gram Panchayat will be sent to the Mandal Computer Centre (MCC) for entry of the wage seeking household information. The MCC allocates a job card ID that is an 18-digit identification number consisting of 14-digit habitation code (District, Assembly, Mandal, Gram Panchayat, Village and Habitation) and a 4-digit household running serial number. The cover pages consist of details of households, works to be taken under NREGS-AP and non-negotiable aspects of the scheme.

A total of 59,63,382 job cards were issued during the year 2006-07 in all 13 districts and category-wise distribution of these job cardholder households is shown in the Table. Table 22 indicates that a total of 38 per cent of households belonged to SCs & STs who received job cards. The rest of 61.59 per cent belonged to other castes, mostly other backward castes (OBCs).

As regards employment, it was provided to registered households against their demand for employment, Employment was provided to all the applicants (100%) within the stipulated timeline. However, field observations show that employment was provided even without application i.e. on verbal demand for employment to avoid payment of unemployment allowances. Hence, as per the records it was concluded that all households demanding employment have been provided with employment.

The real test of the performance of REGS implementation is assessed by the quantum and quality of employment generated and assets created. Table 23 shows that the total employment generated during 2006-07 under EGS was 734.04 lakh persondays of which 28.89 per cent was availed of by SCs, 13.24 per cent by STs, 57.85 per cent others. Of the employment provided in the State, women's participation is about 55.32 per cent and 26.73 per cent of IAY beneficiaries were also provided with employment under NREGS. A minuscule proportion of the total employment has gone

**Table 22 : Details of job cards issued during 2006-07 in the sample district**

Category of household	A.P.	No. of households provided with job cards					
		Dist. Anantapur	Dist. Warangal	Dist. Mahabubnagar	Dist. Vizianagaram	Dist.	Dist.
SC	1478808 (24.79%)	123178 (18.97%)	137312 (24.25%)	149561 (24.96%)	52762 (13.18%)		
ST	789595 (13.24%)	30835 (4.75%)	112299 (19.83%)	55984 (9.34%)	54737 (13.67%)		
OBCs	2900518 (48.63%)	334684 (11.53%)	290002 (9.99%)	352613 (12.15%)	275996 (9.51%)		
Others	794046 (13.31%)	160349 (20.19)	26499 (3.33%)	41004 (5.16%)	1609 (2.11%)		
Total	5963382 (100%)	649046	566112	599162	400304		

**Table 23 : Employment generation under REGS at State level during 2006-07**

Category of household	A.P.	Employment generation in lakh persondays (%)			
		Dist. Anantapur	Dist. Warangal	Dist. Mahabubnagar	Dist. Vizianagaram
SC	212.16 (28.89%)	21.69 (22.22%)	14.67 (31.42%)	17.88 (28.38%)	7.30 (17.02)
ST	97.27 (13.24%)	5.00 (5.12%)	8.88 (19.02%)	4.99 (7.92%)	5.10 (11.89%)
Others	424.75 (57.85%)	70.86 (72.61%)	23.11 (49.50%)	40.12 (63.68%)	30.48 (71.06%)
Total	734.19 (100%)	97.58 (100%)	46.68 (100%)	63.00 (100%)	42.89 (100%)
Women	406.20 (55.32%)	55.54 (56.91%)	30.03 (64.33%)	34.22 (54.31%)	17.78 (41.45%)
Physically challenged	0.25 (0.034%)	0.03 (0.0003%)	0.023 (0.0004%)	0.020 (.0003%)	0.014 (0.0003%)
IAY beneficiaries	196.24 (26.72%)	19.92 (20.41%)	16.16 (34.61%)	17.84 (28.31%)	10.00 (23.31%)

to physically challenged persons. The percentage of employment provided to women is significant in all sample districts as well as at the State level.

**NOTE:**

- \* For the year 2007-08 a total of 20,86,02,156 days of employment has been provided to 48,29,410 households i.e. on an average, each household has been provided 43.19 days of employment.
- \* For the year 2008.09, up to the month of May 7,40,28,091 days of employment has been provided to 34,61,373 households at an average of 21.39 days at State level.

**Table 24 : Days of employment generated for the year 2007-08 & 2008-09\***

Financial year	Total No. of days of employment	Share of men	Share of women	Share of disabled
2007-08	7737430	3556496	4180934	49398
	43.19 days per hh	45.96%	54.03%	1.18%
2008-09*	5580256	2525840	3054416	35681
	21.39 days per hh	45.26%	54.74%	1.17%

\* Till 10<sup>th</sup> June 2008.

Table 25 shows the data on financial allocations by the Centre and the State. The total allocation during 2006-07, including opening balance as on April 2006, was Rs.1051.94 lakh of which the State's share was only 10 per cent. District-wise figures once again disclose that Anantapur was allocated with 12.75 per cent funds, Warangal with 2.79 per cent, Mahabubnagar with 5.84 per cent and Vizianagaram with 2.62 per cent which is in the ratio of 6:1:2:1. This disproportionate to the number of job cards issued (11: 9:10:7) in the districts of Anantapur: Warangal: Mahabubnagar: Vizianagaram.

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It is significant to note that greater emphasis was given to generation of wage employment in the sample districts as well as at the State level and about 90 per cent of the budget sanctioned had been utilised for that purpose. The average expenditure on material cost is 1.65 per cent at State level and it is 0.78 to 3.15 per cent in sample districts. The average expenditure on administration is about 5.58 per cent and it was high in Warangal and Vizianagaram districts as these were non-NFFWP districts and the expenditure was more on EGS plan preparation and administrative set up. However, in these two districts, the funds utilisation as was over 100 per cent. Needs greater clarity of the purport funds from the neighbouring districts were borrowed to the tune of Rs. meet the employment demand.

Overall, in Andhra Pradesh, 61.91 per cent of funds were utilised against the budget allocation. Of the available funds, 90.83 per cent was utilised for unskilled wage component, 0.29 per cent for semi-skilled and 1.65 per cent for material component expenditure. The administrative and other contingency expenditure was around 7.23 per cent as the State has gone for IT application at mandal level and established Mandal Computer Centres (MCC). Each mandal has been provided with two computers along with necessary network connection. In addition to this, it has hired 2660 additional persons for implementation of NREGS-AP during 2006-07 whose salaries had been paid from the administrative cost. Hence the cost of administration is more than the present allocation of 4 per cent; it needs to be revised.

On the whole, 38.09 per cent of funds could not be utilised under REGS and this calls for thorough monitoring by the functionaries and necessary interventions to provide 100 days employment to all the needy households.

Apart from creation of employment to rural people, development of durable assets is an other objective of NREGA. Hence the ultimate success of REGS depends on the size and quality of assets generated. Table 27

**Table 25 : Financial allocation under REGS at State and sample district levels during 2006-07**

Type of funds allocation	Financial allocation under REGS at State and district levels during 2006-07 (Rs. in lakhs)				
	A.P	Anantapur	Warangal	Mahabubnagar	Vizianagaram
OB as on 1.4.06	888	0.00	0.00	0.00	178.00
Released last year and received during 2006-07	Central State Total	7624.96 0.00 7624.96 (100%)	969.15 0.00 969.15 (100%)	1051.55 0.00 1051.55 (100%)	969.15 0.00 969.15 (100%)
Released during current year	Central State Total	94336.43 (97.89%) 2344.44 (2.42%) 96680.87 (100%)	177.64 (47.70%) 194.74 (52.29%) 372.38	4991.31 (97.57%) 107.37 (2.10%) 5098.68	1777.64 (90.12%) 194.74 (9.87%) 1972.38
Misc. receipts		0.00	0.00	0.00	0.00
Total funds available of EGS during 2006-07 (1+2+3+4)		105193.83 (100%)	2941.53 (2.79%)	6150.23 (5.84%)	2762.61 (2.62%)

**Table 26 : Financial utilisation under REGS at State level during 2006-07**

Expenditure	A.P	Anantapur	Warangal	Mahabubnagar	Vizianagaram
On unskilled wages	59154.44 (90.83%)	8714.25 (92.47%)	3489.50 (90.34%)	4795.90 (89.32%)	2789.50 (90.21%)
On semi-skilled and skilled wages	192.76 (0.29%)	25.22 (0.26%)	16.83 (0.43%)	33.23 (0.61%)	16.83 (0.54%)
On material	1075.70 (1.65%)	149.90 (1.59%)	30.41 (0.78%)	169.15 (3.15%)	30.41 (0.98%)
Administration	3635.19 (5.58%)	431.99 (4.58%)	286.56 (7.41%)	320.93 (5.97%)	248.28 (8.02%)
Publicity and awareness	519.36 (0.79%)	49.02 (0.52%)	50.60 (1.13%)	93.34 (1.73%)	17.16 (0.55%)
Social Audit	41.33 (0.063%)	12.43 (0.131%)	9.76 (0.25%)	7.17 (0.133%)	0.00 (0.00%)
Other contingencies	507.66 (0.77%)	40.57 (0.43%)	-21.09 (-0.54%)	50.58 (0.94%)	18.88 (0.16%)
Total expenditure	65,126.45	9,423.38	3,862.57	5,369.15	3,092.22
% of utilisation funds against the allocation	61.91	70.21	131.3	87.3	111.9



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provides the data on the type of assets created as per schedule-I of the NREGA.

**Table 27 : Assets creation under REGS at State level during 2006-07**

Category of work	Persondays of employment (in lakhs)	Wages paid (Rs. in lakh)
Water conservation and water harvesting	296.59 (40.39%)	24454.69 (41.21%)
Drought proofing	59.05 (8.04%)	5481.15 (9.23%)
Micro irrigation works	1.19 (0.16%)	99.60 (0.16%)
Provision of irrigation facilities to land owned by SC/ST/IAY beneficiaries & BPL families	0.0 (0.00%)	0.0 (0.0%)
Renovation of traditional water bodies	95.23 (12.97%)	6753.58 (11.38%)
Land development	278.97 (37.99%)	22316.45 (37.61%)
Flood protection and control	0.16 (0.02%)	11.22 (0.018%)
Rural connectivity	3.0 (4.08%)	218.03 (0.47%)
Any other work (approved by MoRD)	0 (0.00%)	0 (0.00%)
<b>Total</b>	<b>734.19</b>	<b>59334.72</b>

Out of the total expenditure of Rs.59334.72 incurred on asset creation, 41.21 per cent of expenditure was on water conservation and water harvesting, 37.61 per cent on land development and 11.38 per cent on

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renovation of traditional water bodies incurred at the State level. Other categories of works accrued for negligible expenditures. These categories of works provided more than 80 per cent of persondays employment as indicated in Table 27. However, the total number of works sanctioned during 2006-07 was about 4.99 lakh works, Completed works numbered 0.93lakhs, and the number of works in progress was approximately 1.92 lakh as on March 07.

The district level data on assets created as presented in Table 28 show that in Anantapur and Warangal districts about 89 per cent of expenditure was incurred towards water conservation and land development activities. In Vizianagaram district, major expenditure was incurred towards renovation of traditional water bodies (49 per cent). Rural connectivity was taken up on a small scale in Mahabubnagar, Warangal and Vizianagaram districts as the State has restricted the budget allocation of only 10 per cent for rural connectivity to GPs.

#### **Performance at Mandal Level**

Comparisons across the sample mandals indicated that Gooty is the highest performing mandal followed by Mahabubabad mandal of Warangal district. The lowest performing mandal is Hindupur of Anantapur district in terms of No. of workers, persondays of employment generated as well as the number of households provided employment under NREGS (Table 29).

**Table 28 : Assets creation under REGS at district level during 2006-07**

Category of work	Anantapur	Warangal	Mahabubnagar	Vizianagaram
Water conservation & water harvesting				
Persondays of employment (in lakhs)	55.12 (56.49%)	17.04 (68.55%)	25.48 (22.1%)	8.1 (19.0%)
Wages paid (Rs. in lakh)	5116.58 (58.49)	1194.58 (33.98%)	2120.03 (20.72%)	527.00 (18.86%)
Drought proofing				
Persondays of employment (in lakhs)	9.37 (9.6%)	3.39 (13.64%)	0.42 (0.37%)	1.06 (2.47%)
Wages paid (Rs. in lakh)	989.88 (11.31%)	269.45 (7.66%)	35.83 (0.35%)	87.35 (3.12%)
Micro-irrigation works				
Persondays of employment (in lakhs)	-	-	-	-
Wages paid (Rs. in lakh)	-	-	-	-
Provision of irrigation facilities to land owned by SC/ST/IAY beneficiaries & BPL families				
Persondays of employment (in lakhs)	0.08 (0.08%)	0.00004 (Negligible)	0.00008 (Negligible)	Negligible
Wages paid (Rs. in lakh)	7.18 (Negligible)	4.27 (0.12%)	760.5 (7.43%)	0.04 (0.001)

(Contd...)

Table 28 : (Contd...)

Renovation of traditional water bodies						
Persondays of employment (in lakhs)	3.70	4.08	21.15	20.85		
	(3.11%)	(16.4%)	(18.40%)	(48.53%)		
Wages paid (Rs. in lakh)	271.81	288.06	1819	1161.72		
	(3.8%)	(8.19%)	(17.7%)	(41.52%)		
Land development						
Persondays of employment (in lakhs)	29.38	0.22	44.71	12.77		
	(30.10%)	(0.88%)	(12.77%)	(29.75%)		
Wages paid (Rs. in lakh)	2362.69	1749.77	4054.42	1015.82		
	(27.0%)	(49.77%)	(39.63)	(36.34%)		
Flood protection and control						
Persondays of employment (in lakhs)	0	0	0.00238	0		
			(2.3%)			
Wages paid (Rs. in lakh)	0	0	1360	0		
			(11.84%)			
Rural connectivity						
Persondays of employment (in lakhs)	0	0.12	2.8	0.098		
		(0.48%)	(2.49%)	(0.23%)		
Wages paid (Rs. in lakh)	0	8.92	2.33	3.86		
		(0.25%)	(3.86%)	(0.14%)		
Any other work (approved by MoRD)	0	0	0	0		
Total persondays (Rs. in lakh)	97.57	24.85	1114.94	42.93		
Total wage expenditure ( in lakhs)	8748.14	3515.05	10228.79	2795.01		

**Table 4.8: Performance at mandal level**

Indicator	Gooty	Hindupur	Alampur	Midjil	Mahabu babad	Mangapet	Gajapathi nagarm	Pachi penta
No of GPs	25	25	19	31	21	18	28	31
No. of Habitations	44	44	25	65	146	61	49	307
No. of jobcards issued	16647	7486	11259	8216	20139	10075	11269	11333
Total no adults enrolled	41179	18136	24884	19124	39158	19499	25842	22455
Wage employment provided HH	9384	1287	3562	2624	8519	3470	5730	3945
Men	7052	867	2542	1844	2935	2168	4387	2943
Women	8833	916	2526	1809	7299	1520	3545	1561
Disabled	110	4	20	18	19	8	37	7
Total	15935	1783		3653	10234	3688	5730	4504
Total no. person days generated	536894	46019	114283	68460	229989	49145	181862	102026
Average days of employment provided per HH	57.21	35.76	32.08	26.09	27	14.16	31.74	25.86
Total no. HH completed 100 days employment	1492	74	136	49	45	3	159	25
Average wage rate per person Rs	83.9	90.57	74.29	87.02	77.89	79.32	61.74	68.09

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The share of SC workers in number of days of employment ranges from 5.7 per cent in Gajapathinagaram mandal to 31.8 per cent in Hindupur (as the SC households are more in Hindupur mandal). Whereas more number of STs benefited in Pachipenta mandal of Vizianagaram district (69.1 per cent) as this mandal comes under ITDA followed by Mangapet and Mahabubabad mandals as these mandals too come under ITDA. The other backward castes participation in NREGS ranges from 88.7 per cent in Gajapathinagarm mandal to 22.3 per cent in Pachipenta mandal of Vizianagaram district. The highest (about 60 per cent) women participation was observed in Gooty mandal, whereas the lowest (38.8 per cent) women is participation was in Pachipenta mandal (Table 30).

Table 31 shows that the highest expenditure was incurred in Gooty (87.3 per cent) against the allocation followed by Mahabubabad, Alampur and Midjil mandals. The main reason for this is higher awareness. Because of timely payment of wages, the community has confidence in the programme therefore, high participation of workers was recorded in these mandals. Whereas In other mandals, the picture is different. Availability of employment in other sectors and low level of awareness on NREGS are the two causes for low performance.

From Table 32 it is evident that the highest expenditure (4.4 per cent) on materials was in Hindupur mandal and the lowest expands was in Mahabubabad (0.7 per cent), while the contingency expenditure is the highest in Mahabubabad mandal and it is the lowest in Mangapet mandal of Warangal district. Works taken up in this mandal mainly include biodiesel plantation and land development, which involves more material component. Nearly 97.0 per cent of expenditure was incurred towards wage payments in Gooty mandal and 78.8 in Hindupur mandal.

The maximum number of works was identified and completed in Gooty mandal of Anantapur district as the demand for employment was more in that mandal. The least number of works was identified in Mangapet mandal of Warangal district.

**Table 30 : Mandays of employment generated among various categories of workers**

Name of the mandal	No. of Registered Households (cumulative for the district)	Employment Generated (In Mandays) (Cumulative for the year)						
		SC	ST	Other	Total (5+6+7)	IAY Beneficiary*	Women	others**
Gooty	14,010	1,18,787 (22.1%)	12,636 (2.4%)	4,05,471 (75.5%)	5,36,894	20,520 (3.8%)	3,21,443 (59.9%)	2,07,107 (38.6%)
Hindupur	5,473	14,634 (31.8%)	331 (0.7%)	31,053 (67.5%)	46,018	181 (0.4%)	24,763 (53.8%)	21,188 (46.0%)
Alampur	9,707	34,539 (30.1%)	702 (0.6%)	79,042 (69.2%)	1,14,283	43,899 (38.4%)	62,182 (54.4%)	34,519 (30.2%)
Midjil	6,977	35,823 (10.2%)	2,497 (3.6%)	30,139 (44.0%)	68,460	61,474 (89.8%)	25,772 (37.6%)	3,903 (5.7%)
Mahabubabad	16,568	36,511 (15.9%)	92,464 (40.2%)	1,01,013 (43.9%)	2,29,989	1,18,806 (51.7%)	1,76,830 (76.9%)	22,365 (9.7%)
Mangapet	7,448	9,631 (15.2%)	21,233 (43.3%)	18,281 (37.2%)	49,145	24,884 (50.6%)	18,840 (38.3%)	13,555 (27.6%)
Gajapathinagaram	10,310	19,968 (5.7%)	608 (0.3%)	1,61,285 (88.7%)	1,81,862	2,084 (1.1%)	80,915 (44.5%)	99,855 (54.9%)
Pachipenta	9,576	8,816 (9.4%)	70,487 (69.1%)	22,722 (22.3%)	1,02,026	20,031 (19.6%)	39,600 (38.8%)	50,468 (49.5%)

Table 31 : Mandal-wise expenditure

Mandal Name	OB of as on April 1st 2006-2007	Funds Received from District since April 1st 2006-2007	Miscellaneous Receipts	Total Funds Available	Mandal Expenditure (Rs. in lakh)			Advances (CB-OB)	Balance
					Works Cost	Administrative Cost	Total Expenditure		
Gooty	0.00	479.50	0.14	479.64	412.49 (98.5%)	6.12 (1.5%)	418.61 (87.3%)	0.47	60.56
Hindupur	0.00	65.00	0.29	65.29	47.14 (93.5%)	3.29 (6.5%)	50.43 (77.2%)	1.09	13.77
Alampur	0.00	109.67	0.00	109.67	84.81 (96.3%)	3.27 (3.7%)	88.08 (80.3%)	0.00	21.59
Midjil	0.00	77.03	0.48	77.51	58.02 (94.8%)	3.19 (5.2%)	61.21 (79.0%)	0.00	16.30
Mahabubabad	0.00	183.50	4.63	188.13	147.05 (96.8%)	4.92 (3.2%)	151.97 (80.8%)	3.57	32.59
Mangapet	0.00	51.94	3.43	55.37	24.46 (82.3%)	5.25 (17.7%)	29.71 (53.7%)	0.26	25.40
Gajapathinagaram	0.00	230.33	0.32	230.65	102.08 (74.1%)	35.71 (25.9%)	137.79 (59.7%)	1.47	91.39
Pachipenta	0.00	182.33	0.49	182.82	65.87 (66.5%)	33.25 (33.5%)	99.12 (54.2%)	0.00	83.70



**Table 32 : Mandal-wise wage, materials and contingency expenditures**

Name of the mandal	Wage employment provided		Cumulative expenditure (in Rs. lakh)					
	No. of HH	No. of Labour	Skilled	Material	Unskilled	Total	Contingency	Total
Gooty	9384	15935	0.79	3.71 (1.0%)*	450.44 (97.0%)	454.93	9.31 (9.6%)	464.24
Hindupur	1287	1783	0.17	4.89 (9.6%)*	41.68 (78.8%)	46.74	6.15 (7.8%)	52.89
Alampur	3562	5068	0.7	1.73 (2.6%)*	84.9 (91.2%)	87.32	5.75 (6.3%)	93.07
Midjil	2624	3653	0.77	1.69 (3.6%)*	59.58 (87.1%)	62.04	6.33 (7.3%)	68.37
Mahabubabad	3470	3688	0.41	0.99 (0.7%)*	179.14 (92.4%)	180.54	13.34 (14.4%)	193.88
Mangapet	8519	10234	0.33	0.1 (1.0%)*	38.98 (90.0%)	39.42	3.91 (4.3%)	43.33
Gajapathi-nagaram	5730	7932	0	0	112.29 (96.1%)	112.29	4.54 (4.7%)	116.83
Pachipenta	3945	4504	0.12	3.2 (4.3%)*	69.47 (90.4%)	72.78	4.06 (4.5%)	76.84

\* Per cent of cost of material also includes the skilled labour cost.

**Table 33 : Mandal-wise works taken up under NREGS**

Name of the mandal	No. of works(Cumulative) during the year										Total No. of works		
	Water conservation		Drought proofing and Plantation		Flood control		Rural connectivity		Other works*				
	Comp- leted	In pr- ogress	Comp- leted	In pr- ogress	Comp- leted	In pr- ogress	Comp- leted	In pr- ogress	Comp- leted	In pr- ogress			
Gooty	519	333	6	46	0	0	0	0	0	117	38	642	417
Hindupur	47	92	7	46	0	0	0	0	0	51	12	105	150
Alampur	96	39	3	5	0	0	5	4	89	17	193	65	
Midjil	136	53	0	0	0	0	3	3	50	29	189	85	
Mahabubabad	71	30	40	17	0	0	0	0	150	13	261	60	
Mangapeta	15	25	0	0	0	0	0	1	16	7	31	33	
Gajapathinagaram	63	63	0	2	0	0	0	0	56	95	62	160	
Pachipenta	17	81	0	17	0	0	0	0	81	24	98	122	

### **Performance at Gram Panchayat Level**

The maximum number of job cards were issued in Malluru (733) Gram Panchayat followed by Shahigapuram (646), Chalivendula (588), Takkasila (565) and Kojjlapalli (438). The least number of job cards were distributed in Mallapuram GP (123).

The percentage of households which have completed 100 days of employment is noticeable only in Kojjalavalasa village followed by Madhupadu. In other villages it is insignificant.

Table 36 reveals that Kojjalavalasa GP is the best performing GP since it has provided 83 days of employment per wage seeking household in the sample GPs. The Pachipenta GP was the least performing GP among the sample GPs with 2.4 days of employment per hh.

***Performance at the Wage Seekers (Workers) Level:*** The performance of NREGA-AP can be judged by analysing data obtained from the workers who have participated in the REGS in the selected GPs. The outcomes at this level are critical for assessing the effectiveness of REGS.

The profiles of the selected workers are presented in Tables 37 to 70. Besides presenting a socio-economic profile of the sample worker families, issues pertaining to awareness level on various components of the scheme, job card distribution, work participation, employment generation including migration, wage rates etc., are discussed in this section.

Of the 324 workers interviewed, male workers account for 52.5 per cent and female workers for 47.5 per cent. This pattern of women participation is seen across the blocks and districts. Table 36 shows that the participation of female workers is sizeable in Warangal (69.7%) followed by Anantapur (45.7%), Mahabubnagar (44.2%) and Vizianagaram (35.6%). The main reason for high women's participation in Warangal district is that most of the male workers were engaged as attached/bonded labour (Paleru is getting one year wage of Rs.30,000 in advance). Whereas most women workers participate in NREGS work to feed their families. Even in the same

**Table 34 : GP-wise distribution of job cards and wage seekers registered**

Panchayat Name	No. of HH Issued	No. of HH - SC	No. of HH - ST	No. of HH -		No. of HH - OTHERS	Total No. of Wage-seekers	Male (No.s)	Female (No.s)	Disabled (No.s)
				OBC	Wages-seekers					
Kojjalapalli	438	100	0	331	7	1,121	585	536	18	
Chalivendula	588	146	2	247	193	1,533	829	704	2	
Takkasila	565	230	9	282	44	1,216	667	549	3	
Mallapuram	123	71	2	45	5	285	150	135	7	
Malluru	733	127	170	396	39	1,532	780	752	49	
Shanigapuram	646	90	422	123	4	1,548	796	752	6	
Madhupadu	486	58	0	402	26	1,122	528	594	11	
Pachipenta	28	5	0	20	3	121	68	53	-	
<b>Total</b>	<b>3607</b>	<b>822</b>	<b>605</b>	<b>1826</b>	<b>318</b>	<b>8357</b>	<b>4335</b>	<b>4022</b>	<b>96</b>	

**Table 35 : GP-wise households completed 100 days of employment**

Panchayat Name	No. of HHs working	No. of HHs completed 100 days	No. of HHs completed 75 - 100 days	No. of HHs completed 50 - 75 days	No. of HHs completed < 50 days	Total Wage(Rs in lakh)	Avg. Wage per Day
Kojjalapalli	263	78 (29.7%)	54	45	86	23	102.92
Chalivendula	143	12 (8.4%)	13	16	199	8	82.37
Takkasila	129	1 (0.77%)	1	14	113	3	75.38
Mallapur	54	5 (9.26%)	9	3	37	2	96.06
Malluru	197	0	0	0	197	2	69.57
Shenigapuram	266	2 (0.75%)	2	13	249	4	77.14
Madhupadu	395	28 (7.08%)	39	93	235	10	55.66
Pachipenta	11	-	-	-	11	0.19	54.05
	1458	126	118	184	1116	52	69.88

district, in Senagapuram GP, the women are more aware of NREGS than the women of Malluru. In Senagapuram, the women in SHGs have undergone training programmes on steme organised under NREGS for two days.

**Table 36 : GP-wise expenditure on wage and materials expenses**

Gram Panchayat	Wage employment provided		Expenditure (Rs.in lakh)				Avg. days of emp
	No. of HH	No. of Labour	Wage	Material/ Skilled Wage	Contingency	Total	
Kojjalavalasa	236	447	22.51	0.11	0	22.62	83.17
Chalivendula	143	183	3.5	0.07	0	3.57	25.36
Takkasila	129	148	2.66	0.15	0	2.81	27.37
Mallapur	54	72	2.16	0.1	0	2.26	41.65
Malluru	197	201	1.62	0.03	0	1.65	11.83
Shanigapuram	266	327	3.75	0.21	0	3.96	18.28
Madhupadu	395	715	10.11	0	0	10.11	46.01
Pachipenta	11	15	0.2	0	0.19	0.39	2.4

**Table 37 : Distribution of workers: sex-wise**

District	Male	Female	Total
Vizianagaram	56	31	87
	64.4 %	35.6 %	100
Mahabubnagar	43	34	77
	55.8 %	44.2 %	100
Warangal	20	46	66
	30.3 %	69.7 %	100
Anantapur	51	43	94
	54.3 %	45.7 %	100
Total	170	154	324
	52.5 %	47.5 %	100

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The representation of workers from the schedule castes (SC) was encouragingly high in Vizianagaram (57.5%) and Warangal (51.5%) followed by Mahabubnagar and Anantapur districts. As resreded by the Table 38 SCs constitute about 50 per cent of the sample workers. In Warangal district, both the selected sample GPs are in tribal pockets and the participation of STs is significant. In all the four districts the representation of OBCs is more and OCs' participation is insignificant (Table 38).

**Table 38 : Distribution of workers : Caste –wise**

District	SC	ST	OBC	OC	Total
Vizianagaram	50 57.5 %	2 2.3 %	33 37.9 %	2 2.3 %	87 100
Mahabubnagar	36 46.8 %	0 0	36 46.8 %	5 6.5 %	77 100
Warangal	34 51.5 %	21 31.8 %	6 9.1 %	5 7.6 %	66 100
Anantapur	44 46.8 %	3 3.2 %	37 39.4 %	10 10.6 %	94 100
Total	164 50.6 %	26 8.0 %	112 34.6 %	22 6.8 %	324 100

As can be gleaned from Table 39, the youngsters (21-35 years) and middle aged (36-60 years) workers constitute more than 90 per cent of all workers in all the four districts. Participation of persons of above 60 years was found only in Vizianagaram and Anantapur districts they comprised a mere 2.2 per cent of all the workers.

**Table 39 : Distribution of workers: Age group-wise**

District	Years < 20	21-35	36-60	61 and above	Total
Vizianagaram	3 3.4 %	31 35.6 %	47 54.0 %	6 6.9 %	87 100
Mahabubnagar	4 5.2 %	46 59.7 %	27 35.1 %	—	77 100
Warangal	3 4.5 %	30 45.5 %	33 50.0 %	—	66 100
Anantapur	4 4.26 %	48 51.06 %	41 43.62 %	1 1.06 %	94 100
Total	14 4.3 %	155 47.8 %	148 45.7 %	7 2.2 %	324 100

The average household size in all the districts is more than 4 in all the four sample districts (Table 40) resulting him an Economic Dependency Ratio (EDR) of 1:0.65. In all the selected GPs the dependency ratio is less than one because most of the worker families are nuclear families. During the focused group discussions the workers reported that in the present generation couple prefer to live independently and would like to have only two children.

**Table 40 : Worker's HH size and Economic Dependency Ratio**

District	HH size	No. of Workers	Dependency ratio
Vizianagaram	4.29	2.62	1:0.64
Mahabubnagar	4.14	2.86	1:0.55
Warangal	4.7	1.95	1 : 0.59
Anantapur	4.48	2.83	1:0.66
Total	4.5	889	1 : 0.65



The analysis of in Table 41 shows representation of agriculture wage labourers in all the four districts (average 65.4%). The participation of non-agriculture labour is the highest in Mahabubnagar (31.2 per cent) followed by Anantapur as the majority of workers returned to their villages because of availability of work in REGS. Both in Vizianagaram and Mahabubnagar, a sizable number of workers were landless (79.3 per cent). The sample is composed of cultivators accounting for 13.0 per cent. The presence of artisans in the sample is hardly one per cent. Thus, 80 per cent of the participating workers were from the agriculture sector (Table 41). The above pattern is uniformly reflected in all the four districts.

**Table 41 : Distribution of workers: Occupation-wise**

District	Cultivator	Ag. Labour	Non-Ag. Labour	Artisan	Service	Total
Vizianagaram	12 13.8 %	58 66.7 %	15 17.2 %	—	2 2.3 %	87 100
Mahabubnagar	10 13.0 %	41 53.2 %	24 31.2 %	2 2.6 %	—	77 100
Warangal	8 12.1 %	54 81.8 %	4 6.1 %	—	—	66 100
Anantapur	12 12.8 %	59 62.8 %	22 23.4 %	1 1.1	—	94 100
Total	42 13.0 %	212 65.4 %	65 20.1 %	3 0.9 %	2 0.6 %	324 100

The landless, sub-marginal and marginal farmers together constituted about 87 per cent of the total workers in the sample districts. Of the 324 sample workers, 124 (38.3 per cent) are found to be landless and 50 per cent are marginal farmers. Small farmers account for 4.3 per cent. In contrast, the incidence of landlessness is found more in Vizianagaram and Anantapur districts followed by Mahabubnagar (Table 42).

**Table 42 : Distribution of workers: Landholding status**  
**Area (acres)**

District	Landless	Less than 1 Acre	1.01 to 2.5	2.5 to 5.0	5.0 to 10.0	10.1 and above	Total
Vizianagaram	69 79.3 %	15 17.2 %	1 1.1 %	—	—	2 2.2 %	87 100
Mahabubnagar	16 20.8 %	18 23.4 %	29 37.7 %	4 5.2 %	5 6.5 %	5 6.5 %	77 100
Warangal	4 6.1 %	41 62.1 %	13 19.7 %	7 10.6 %	1 1.5 %	—	66 100
Anantapur	35 37.2 %	13 13.8 %	30 31.9 %	3 3.2 %	4 4.3 %	9 9.6 %	94 100
Total	124 38.3 %	87 26.9 %	73 22.5 %	14 4.3 %	10 3.1 %	16 4.9 %	324 100

Table 43 contains data on distribution of workers on the household by income. It shows that the number of workers was unevenly distributed on the household income criterion at the aggregate level. 84.2 per cent households' income is less than the Rs.10,000 per annum in all the sample districts. Thus, almost all the workers are poor since the rural poverty line for 2004-2005 for rural A.P was Rs.3,515 per capita per annum. If we consider the average household size of 4.48, it works out poverty line to Rs.15,747 per household.

**Table 43 : Distribution of workers: Income-wise**

	(Household income per annum)					Total
	<Rs. 5000	Rs.5001 -10,000	Rs. 10,001- 15,000	Rs. 15,001- 20,000	Rs.20,001 - 25,000	
Vizianagaram	36 41.4 %	51 58.6 %	—	—	—	87 100
Mahabubnagar	16 20.8 %	36 46.8 %	25 32.5 %	—	—	77 100
Warangal	31 47.0 %	22 33.3 %	9 13.6 %	2 3.0 %	2 3.0 %	66 100
Anantapur	34 36.2 %	47 50.0 %	11 11.7 %	2 2.1 %	—	94 100
Total	117 36.1 %	156 48.1 %	45 13.9 %	4 1.2 %	2 0.6 %	324 100

Table 44 shows that about 72 per cent of job cards were registered in the name of male. 99 per cent of workers possessed the job cards with them and the rest of the cards were with the Field Assistant. However, only the outer cover pages of the job card were given to workers in Vizianagaram district. It is interesting to know that none of the worker families have incurred any expenditure in getting the job cards. A few workers informed that they get photos on their own and affix them on the job card, though the government was expected to provide the same. 63 per cent of workers knew that they should regularly carry the job cards while going to work. However, they are not carrying them regularly because of like exposure to rain, wear and tear because of travel and lack of a secure place to store it and the work site therefore, they bring their cards only on the day of REGS meetings.

It is encouraging to the team to the gather that at least one Gram Panchayat namely, Takkasila of Alampur mandal of Mahabubnagar district, the job cards were updated with necessary information. Hence the workers knew

the details of employment provided under NREGS. In no other sample GP, updation of job cards was done by the Field Assistant.

**Table 44 : Distribution of workers: Job card registration and possession**

District	Registration of Job Card in the name of Male or Female		Possession of job card by self	Expenditure incurred, if any, for getting job card	Keeping job card while going for work*	Making entries of employment and wages paid in the job card #
	Male	Female	No. of Respondents			
Vizianagaram	71	16	84	2	39	-
	81.6%	18.3%	96.6%	2.3%	44.8%	-
Mahabubnagar	49	28	77	-	25	29
	63.6%	36.4%	100.0%		32.5%	37.7%
Warangal	20	12	66	1	51	-
	62.5%	37.5%	100.0%	1.5%	77.3%	-
Anantapur	70	24	94	-	90	-
	74.5%	25.5%	100.0%		95.7%	-
Total	210	80	321	3	205	29
	72.4%	27.5%	99.1%	0.9%	63.3%	37.7%

\* For others, the job card is left behind at home or it is with the Gram Sevak (Field Assistant)/ Programme Staff /Others # : Entries by Gram Sevak or other designated official.

Table 45 indicates that about 55.2 per cent of workers knew that they have to give application for work. Yet 54 per cent workers said that they are getting work even without application this would mean that neither this field staff nor the workers are aware of the workers are not aware of the requirement of application for work. About 60 per cent of workers in Vizianagaram, Warangal and Anantapur districts were unaware of this

requirement. During the survey it was found that a few women workers in Warangal district came to work though their names were not in the job card and they said the job card was given only to the person who registered for it. Some of the Gram Rozgar Sevaks (Field Assistants) do not know that one job card should be issued to one family covering all the adult members of the family.

**Table 45 : Distribution of workers: Awareness level of requirements for getting work**

	Application to be submitted for work
Vizianagaram	53 60.9%
Mahabubnagar	23 29.9%
Warangal	40 60.6%
Anantapur	63 67.0%
Total	179 55.2%

Table 46 indicates that some of the workers have applied for work. However, only 8 per cent of workers got employment immediately. But majority of the workers got employment within 7 days only.

**Table 46 : Distribution of workers: Provision of employment within 15 days of application submission**

District	Immediately	< 7days	7-10 days	11-15days	> 15days
Vizianagaram	19 21.8%	24 27.6%	4 4.6%	2 2.3%	
Mahabubnagar	1 1.3%	6 7.8%	1 1.3%	-	-
Warangal	2 3.0%	11 16.7%	9 13.6%	1 1.5%	1 1.5%
Anantapur	4 4.3%	79 84.0%	4 4.3%	-	
Total	26 8.0%	120 37.0%	18 5.6%	3 0.9%	1 0.3%

**Work Conditions**

Keeping the muster rolls at the worksite is one of the requirements for ensuing transparency in implementation of the scheme. It was reported by 87 per cent of the workers that muster rolls were kept at the worksite (Table 47). This is a good practice and is expected to become the harbinger of change in the other key components of REGS. Warangal has performed well in this regard followed by Vizianagaram, Anantapur and Mahabubnagar.

In regard to the mandatory facilities at worksite such as first aid, drinking water, crèche and shade, drinking water facility tops the list with 74 per cent workers mentioning its availability at the worksite. As regards other facilities, first aid, crèche and shade were provided according to 50, 10 and 26 per cent of workers, respectively. The reported data in Table 47 show that the average level of awareness of workers on worksite facilities was not high. At the time of study, the team observed that drinking water and first aid was provided in all the sample villages. However, only one first aid kit was provided to a GP though works are being executed in more than one site.

**Table 47 : Distribution of workers reporting availability of muster roll and mandatory facilities at worksite**

District	Muster roll	First Aid	Drinking water	Creche	Shade
Vizianagaram	78 89.7%	33 37.9%	70 80.5%	4 4.6%	19 21.8%
Mahabubnagar	61 79.2%	4 5.2%	35 45.5%	-	2 2.6%
Warangal	31 96.9%	28 87.5%	32 100.0%	10 31.3%	20 62.5%
Anantapur	83 88.3%	80 85.1%	78 83.0%	17 18.1%	35 37.2%
Total	253 87.2%	145 50.0%	215 74.1%	31 10.7%	76 26.2%

All the workers have been provided with work within the Gram Panchayat only. Each GP has been provided with few sets of improved tools viz., crow bars, spades as reported by the workers. Most of the workers brought the tools like crow bar and spades on their own. Table 4.1 illustrates that 48 per cent of workers claimed payment for sharpening of tools Rs.3 i.e. for sharpening of crow bar. However, the pay orders show that all workers who are using crow bars have been paid Rs. 3 per day and the workers who are using Gampa have been paid Rs.2 towards it maintenance.

For reducing the physical drudgery, the workers are expected to be provided with improved tools. The study reveals that 56 per cent of male workers are provided with crow bars and 50 per cent female workers provided with spades. They are also receiving an amount of Rs.20 for sharpening of crow bars and Rs.14 per week for purchase of bamboo baskets.

**Table 48 : Distribution of workers by working conditions and facilities**

	Work within the GP	No provision of improvised tools for reducing drudgery		Payment of money for sharpening tools
		Males	Females	
Vizianagaram	84 96.6%	73 83.9%	72 82.8%	73 83.9%
Mahabubnagar	74 96.1%	33 42.9%	23 29.9%	27 35.1%
Warangal	32 100.0%	24 75.0%	21 65.6%	6 18.8%
Anantapur	92 97.9%	33 35.1%	29 30.9%	34 36.2%
Total	282 97.2%	163 56.2%	145 50.0%	140 48.3%

### Participation

Tables 49 & 50 show that about 35 per cent of workers knew that Gram Sabha was conducted for selection of work under NREGS. The participation of workers in is high in Vizianagaram district and low in Anantapur district. Whereas most of the workers do not know that Gram Sabha was conducted in connection with the Social Audit therefore, their participation was understandby nil in three districts.



**Table 49 : Participation of workers in Gram Sabha for selection of works**

	Yes	No	NA	Total
Vizianagaram	67 77.0%	19 21.8%		87 100.0%
Mahabubnagar	23 29.9%	50 64.9%	4 5.2%	77 100.0%
Warangal	20 30.3%	30 45.5%	15 22.7%	66 100.0%
Anantapur	2 2.1%	91 96.8%	1 1.1%	94 100.0%
Total	112 34.6%	190 58.6%	20 6.2%	324 100.0%

**Table 50 : Participation of workers in GS conducted for SA**

	Yes	No	NA	Total
Vizianagaram		51 58.6%	28 32.2%	87 100.0%
Mahabubnagar		7 9.1%	70 90.9%	77 100.0%
Warangal	8 12.1%	38 57.6%	19 28.8%	66 100.0%
Anantapur		17 18.1%	77 81.9%	94 100.0%
Total	8 2.5%	113 34.9%	194 59.9%	324 100.0%

When asked how the wages were paid among the group members, all workers said that there was equal payment of wages. Wages were paid through post offices. All the wage seekers were provided employment on

piece rate contract basis except water person and Aaya, who were paid on time based employment. During summer months, the 'water person' should provide drinking water for 25 workers and in other seasons she/ he has to serve for 40 workers. When asked whether they faced any problem in getting the wages, 76 workers (26.2 per cent) reported that they were paying Rs.5 to 10 per week to branch post master / field assistant to release of the wage amount. Because of low unit rate of lead and lift work, they are getting less than the minimum wage. Across the districts such incidence is high in Vizianagaram (51.7 per cent) and low is low in Anantapur district.

As per information provided by majority of workers in Mahabubnagar and Vizianagaram districts, only 45 per cent of wage seekers reported that they have got wage slips. To the water person during the year 2006-07, wages were paid by Village Organisation and other wage seekers were paid by the post office. About 94 per cent of workers expressed that there was no problem in getting minimum wages across four districts.

Of the total 110 respondents, only 7 wage seekers of Vizianagaram district expressed that piece rate work is disadvantageous to women as the women workers were unable to get minimum wages as the wages for lead and lift were low. About 37.9 per cent of workers preferred time based work. However, the concept of group work made them pay equal wages to male and female workers.

Tables 51 and 52 show the distribution of workers by type of wages received and mode of payment. Here three good practices stand out: equal wages for men and women; payment, piece rate contract and wage payment through post office. This works well for the REGS as a whole and key aspects of 'work' can get institutionalised and SMART governance ensured. However, the VMC, need to be revamped and given a fresh mandate (Table 53).

**Table 51 : Distribution of workers by type of wages and mode of payment**

Districts	Piece rate contract	Time based employment	Wages paid – equally for men and women	Issue of wage slips	Mode of payment – Cash	Mode of payment – Transfer to Post Office Account	Problems in getting full wage	Receipt of Min. wage
Vizianagaram	82	4	85	39	1	85	45	82
	94.3%	4.6%	97.7%	44.8%	1.1%	97.7%	51.7%	94.3%
Mahabubnagar	68	9	75	35	-	77	21	72
	88.3%	11.7%	97.4%	45.5%	-	100.0%	27.3%	93.5%
Warangal	65	1	32	30	1	31	5	25
	98.5%	3.1%	100.0%	93.8%	3.1%	96.9%	15.6%	78.1%
Anantapur	94	-	94	85	-	94	5	94
	100.0%	-	100.0%	90.4%	-	100.0%	5.3%	100.0%
Total	309	14	286	189	2	287	76	273
	95.4%	4.8%	98.6%	65.2%	0.7%	99.0%	26.2%	94.1%

**Table 52 : Distribution of workers by perceptions on type of wage and prosered method of wage**

	Piece rate work is disadvantageous to females	Preference for time-based work
Vizianagaram	7 8.0%	34 39.1%
Mahabubnagar	-	32 41.6%
Warangal	-	16 50.0%
Anantapur	-	28 29.8%
Total	7 2.4%	110 37.9%

**Table 53 : Distribution of workers by views on performance of Vigilance and Monitoring Committees (VMCs\*)**

	Knowledge about formation of VMC*	*VMCs visiting worksites	*VMCs participating in GS
Vizianagaram	56 64.4%	32 36.8%	4 4.6%
Mahabubnagar	-	1 1.3%	-
Warangal	6 18.8%	6 18.8%	-
Anantapur	-	43 45.7%	-
Total	62 21.4%	82 28.3%	4 1.4%

\*Note: These are the Vigilance and Monitoring Committees formed under INDIRAMMA Programme (State Government Programme) and not under NREGS-AP.

One of the impacts of REGS was expected to be in the form of increase in the market wage for similar works because of demand for labour. The analysis of data from four districts shown in the Table 54 indicates that the most of the workers have said that NREGS has had a positive impact on wages of unskilled workers in other activities in the open market. The wages of women in agriculture sector have risen from Rs. 15-20 and for men the market wage rates have gone up by Rs. 20-30.

Very few workers expressed that social audits are beneficial to the programme as most of them are unaware of Social Audit process. They reported that some Selected Village Social Auditors (VSAs-Educated youth and SHG members) conducted the door to door survey and cross-checked the number of days of employment and wages paid to the workers. Some mentioned that the VSAs have taken measurements at worksite. In Vizianagaram district the Social Audit Process was yet to be initiated.

**Table 54 : Distribution of workers by perceptions on benefits of Social Audit and impacts of REGS on wages**

	Social positive Audits are beneficial	Impact on wages of unskilled workers in other occupations (Higher wages)
Vizianagaram		84 96.6%
Mahabubnagar	1 1.2%	77 100.0%
Warangal	34.4%	32 100.0%
Anantapur	-	93 98.9%
Total	12 4.1%	286 98.6%

**Quality of Works**

Feeder channel work was taken up in Vizianagaram, Mahabubnagar and Warangal districts and the average score in respect of quality of this aspect is 56 per cent. The highest score was given by Warangal district i.e. 100 per cent. (Table 55)

**Table 55 : Distribution of workers by opinions on quality of assets created – asset – feeder channel**

Districts	Feeder Channel						Ave. Score %
	No Work	Very good(3)	Good (2)	Average (1)	Not good (0)	Don't know	
Vizianagaram	4 4.6 %	—	37 42.5 %	46 52.9%	—	—	48.2
Mahabubnagar	—	—	52 67.5%	23 29.9%	2 2.6%	—	56.0
Warangal	—	—	66 100.0%	—	—	—	66.6
Anantapur	91 96.8 %	—	3 3.2%	—	—	—	66.6
Total	95 29.3%	—	158 48.8%	69 21.3%	2 0.6%	—	56.0

Desilting of tanks was taken up in all sample GPs and about 66 per cent of workers ranked it as very good and 24 per cent ranked it as average. The reasons for very good performance are as follows:

**Table 56 : Distribution of workers by opinions on quality of assets created – asset - desilting**

Districts	Desilting						Ave. Score %
	No Work	Very good(3)	Good (2)	Average (1)	Not good (0)	Don't know	
Vizianagaram	3 3.4 %	39 44.8%		42 48.2%	3 3.4%	—	47.6
Mahabubnagar	5 6.5 %	39 50.6%	1 1.3%	32 41.6%	—	—	52.3
Warangal	13 19.7%	53 80.3%	—	—	—	—	66.6
Anantapur	3 3.2%	84 89.4%	—	6 6.4%	1 1.1%	—	63.7
Total	24 7.4%	215 66.3%	1 0.3%	80 24.7%	4 1.2%	—	57.0

MI tank work was taken up in all villages and about 41 per cent of workers' found it as 'good' and 21 per cent of the workers said it was 'average'.

The factors responsible for varied opinions on quality of works are as follows:

Very good and good asset:

- \* Enhanced irrigation facility
- \* Desilting of tanks leads to increased storage capacity
- \* Application of silt leads to increased fertility
- \* Repairs to MI tank leads to increased ayacut area in the villages
- \* Provide timely employment to wage seekers on their request.

**Table 57 : Distribution of workers by opinions on quality of assets created – asset – MI tank**

Districts	MITank						Ave. Score %
	No Work	Very good(3)	Good (2)	Average (1)	Not good (0)	Don't know	
Vizianagaram	5 5.7%	—	32 36.8%	42 48.3%	8 9.2%	—	43.1
Mahabubnagar	15 19.5%	—	29 37.7%	27 35.1%	6 7.8%	—	45.6
Warangal	48 72.7%	—	17 25.8%	1 1.5%	—	—	64.8
Anantapur	37 39.4%	—	55 58.5%	—	2 2.1%	—	64.3
Total	105 32.4%	—	133 41.0%	70 21.6%	16 4.9%	—	51.1

Almost all workers said that the assets created are more useful to the community as well as the GP as the works were taken up by the GP during 2006-07 were became the basis of value addition and additional employment annexure-1. List of 84 works identified by the Rural Development Department is in the

### **Perceptions**

People could not decisively say whether NREGS has helped in bringing GP, CBOs, NGOs and officials together as partners in the development process. However, all the workers could positively say that this programme has helped in demanding services from the officials as well as GP. It also helped in bringing the GP, NGOs and CBOs very close. About 98 per cent of workers realised that NREGS is a right-based work. Whenever they need work they are approaching the GP / FA for work.



**Table 58 : Types of work taken up under NREGS-AP**

Names of the GPs selected	Type of work taken up under NREGS
Kojjepalli	Assigned land development
Chalivendula	Assigned land development & bio-diesel plantation
Senegapuram	Desilting of MI tank and land development
Malluru	Desilting of MI tank
Takkasila	Repairs to supply channel and field channels and bush clearance
Mallapuram	Bunding, Minipercolation tank
Madhupadu	Field channels, bunding
Pachipenta	Desilting of MI tank, jungle clearance

Reduction of push migration is one of the tangible benefits the family is expected to derive as a result of participation in the REGS. Since migration is a rare phenomenon in the sampled GPs of Warangal district as the agriculture work is available both in kharif and rabi seasons. Therefore, is no tangible effect on migration of unskilled adults in this district. Out of the 324 workers, about 69 per cent expressed that the effect of REGS in arresting migration at household level is considerable. However, in the perception of about 17 per cent workers the impact is moderate whereas 4.6 per cent of workers said that REGS could not make any dent in this regard (Table 60). In Anantapur district, 91 per cent of workers reported that this scheme has made considerable impact, followed by Vizianagaram district (89.7 per cent) and Mahabubnagar district. However, the impact of REGS in Warangal district was moderate as the selected sample GPs are self-sufficient in providing employment to the community.

**Table 59 : Distribution of workers by perceptions on due to REGS reduction of migration of unskilled adults**

District (weights)	At household level					At village level				
	Considerably (2)	Mode-rately (1)	No effect (0)	Cannot say (-)	Score (%)	Considerably (2)	Mode-rately (1)	No effect (0)	Cannot say (-)	Score (%)
Vizianagaram	78	7	-	2	95.8	35	50	-	2	70.5
	89.7%	8.0%		2.3%		40.2%	57.5%		2.3%	
Mahabubnagar	41	21	15	-	66.8	47	25	5	-	77.3
	53.2%	27.3%	19.5%		61.0%	32.5%	6.5%			
Warangal	12	28	-	26	65.0	14	41	-	11	62.7
	18.2%	42.4%		39.4%		21.2%	62.1%		16.7%	
Anantapur	92	1	-	1	99.4	1	92	-	1	50.5
	97.9%	1.1%		1.1		1.1%	97.9%		1.1%	
Total	223	57	15	29	85.3	97	208	5	14	64.8
	68.8%	17.6%	4.6%	8.9%		29.9%	64.1%	1.5%	4.3%	

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The workers were asked to share their views on the effectiveness of NREGS-AP implementation in the GPs studies and the contribution of GP, officials, community and local level institutions. The scores of effectiveness were finalised. In the study districts, the workers rated the effectiveness of REGS implementation as very effective, In all, 97 per cent of workers said that NREGS was effectively implemented while 3 per cent of workers said that it is less effective. The schedule was canvassed to the workers who were attending to the NREGS works. Almost every wage seeker was getting employment as and when required. Hence all workers reported that NREGS was implemented effectively. Whereas few wage seekers expressed that NREGS-AP is not effective as they left their lands fallow because of increased agriculture wages (Tables 60 to 62).

A total of 89 per cent of workers were of the opinion that besides the official members concerned, the GP members have contributed a lot for effective implementation of NREGS. Only 2 persons expressed that the Sarpanch and GP have not contributed anything. About 97 per cent of workers said that the officials have contributed a lot for effective implementation of NREGS (Tables 61 & 63).

Responses to the query about awareness level of the community were rated as average. About 50 per cent of workers opined that they have contributed to some extent for effective implementation of NREGS. Further, there is a need for social mobilisation and awareness through IEC, so that people in general and target beneficiaries in particular get adequate information about the provisions, procedures and benefits of the REGS and their rights to work, wages, entitlements etc. Interestingly, though the contribution of GP is less in Warangal district, the awareness level of workers and local CBOs contributed more in effective implementation of NREGS.

**Table 60 : Distribution of workers by views on effectiveness of REGS implementation**

District (weights)	Very effective (3)	Effective (2)	Less effective (1)	Not effective (0)	Cannot say (-)	Score (%)
Vizianagaram	51 58.6%	30 34.5%	4 4.6%	-	2 2.3 %	85.0
Mahabubnagar	38 49.4%	36 46.8%	3 3.9%	-	-	81.8
Warangal	20 30.3%	43 65.2%	-	-	3 4.5%	77.2
Anantapur	91 96.8%	2 2.1%	-	-	1 1.1 %	99.2
Total	200 61.7%	111 34.3%	7 2.4%	-	6 1.8 %	86.8

**Table 61 : Distribution of workers by opinions on contribution of sarpanch and GP members to effective implementation of REGS**

District (weights)	Large extent (2)	To some extent (1)	Not at all (0)	N.A	Score (%)
Vizianagaram	62 71.3%	23 26.4%	-	2 2.3%	86.4
Mahabubnagar	55 71.4%	22 28.6%	-	-	85.7
Warangal	16 24.2%	47 71.2%	2 3.0%	1 1.5%	60.7
Anantapur	75 79.8%	18 19.1%	-	1 1.1%	90.3
Total	199 68.6%	85 29.3%	2 0.6%	4 1.2%	84.4

**Table 62 : Distribution of workers by opinions on contribution of officials to effective implementation of REGS**

District (weights)	Large extent (2)	To some extent (1)	Not at all (0)	N.A	Score (%)
Vizianagaram	54 62.1%	31 35.6%	-	2 2.3%	81.8
Mahabubnagar	42 54.5%	35 45.5%	-	-	77.3
Warangal	37 56.1%	26 39.4%	2 3.0%	1 1.5%	76.9
Anantapur	15 16.0%	76 80.9%	2 2.1%	1 1.1%	57.0
Total	148 45.7%	168 51.9%	4 1.2%	4 1.2%	72.5

**Table 63 : Distribution of workers by opinions on contribution of awareness levels of community to effective implementation of REGS**

District (weights)	Large extent (2)	To some extent (1)	Not at all (0)	N.A	Score (%)
Vizianagaram	29 33.3%	20 23.0%	35 40.2%	3 3.4%	46.4
Mahabubnagar	21 27.3%	16 20.8%	40 51.9%	-	38.0
Warangal	9 13.6%	52 78.8%	2 3.0%	3 4.5%	55.5
Anantapur	4 4.3%	34 36.2%	54 57.4%	2 2.2%	22.8
Total	63 19.4%	122 37.7%	131 40.4%	8 2.4%	39.2

**Table 65 : Distribution of workers by opinions on contribution of awareness levels of rephrase participation of local institutions (CBO's) to effective implementation of REGS**

District (weights)	Large extent (2)	To some extent (1)	Not at all (0)	N.A	Score (%)
Vizianagaram	5 5.7%	33 37.9%	39 44.8%	10 9.2%	28.0
Mahabubnagar	-	15 19.5%	62 80.5%	-	9.8
Warangal	5 7.6%	26 39.4%	17 25.8%	17 25.8%	37.5
Anantapur	2 2.1%	33 35.1%	57 60.6%	2 2.2%	20.1
Total	12 3.8%	107 33.0%	175 54.0%	29 8.9%	22.3

Table 64 shows that the workers cannot say a my this about contribution of NGOs and Social Activists. This implies that the implementations agencies have not adequately involved the NGOs in NREs and / or that the role and contribution of NGOs is not clear and not known to people.

Interestingly, despite average levels of awareness on NREGS, all workers in four districts opined that their knowledge about the decision making at GP level has improved (92 per cent) because of NREGS and Gram Sabhas held exclusively for this scheme (Table 65).

**Table 64 : Distribution of workers by opinions on contribution of awareness levels of development agencies like NGOs and social activists to effective implementation of REGS**

District (weights)	Large extent (2)	To some extent (1)	Not at all (0)	Cannot say (-)	Score (%)
Vizianagaram	-	1	-	86	—
		1.1%		98.9	
Mahabubnagar	-	-	-	77	—
				100.0%	
Warangal	-	-	-	66	—
				100.0%	
Anantapur	-	-	-	94	—
				100.0%	
Total	-	1	-	323	—
		0.3%		99.7%	

**Table 65 : Distribution of workers by opinions on perceptions on improved knowledge of GP decision-making**

District (weights)	Large extent (2)	To some extent (1)	Not at all (0)	Cannot say (-)	Score (%)
Vizianagaram	84	1	-	2	99.4
	96.6%	1.1%		2.3%	
Mahabubnagar	77	-	-	-	100.0
	100.0%				
Warangal	22	41	2	1	65.4
	33.3%	62.1%	3.0%	1.5%	
Anantapur	93	-	-	1	100.0
	98.9%			1.1%	
Total	276	42	2	4	92.8
	85.2%	13.0%	0.6%	1.2%	

**Benefits**

The litmus test for assessing the effectiveness of NREGA is the number of days of employment provided to worker households. Tables 68 & 69 present the number of workers and employment provided across various social classes. It is evident that in several households only one worker has participated in NREGS-AP. Though gender biases were not evident in provision of work, the distribution of employment opportunities appear to be iniquitous. Scheduled caste and other backward castes benefited more by participating in NREGS work. Across the caste groups, the STs derived the lowest quantum of benefit of 26 days, on an average, while the by OBC benefitted most (126 days).

**Table 68 : Caste-group-wise number of workers and employment generation**

Caste Group	No. of Households	Total number of REGS workers	Average number of employment days per worker	Average Number of workers per household
SC	164	166	26.0	1:0.99
ST	26	26	20.0	1:1.00
OBC	112	126	29.0	1:0.89
OC	22	25	33.0	1:0.88
Total	324	343	27.0	1:0.94

Table 69 shows that the distribution of households by the number of employment days. It point-out to certain biases. About 80 per cent of house-holds received less than 40 days of employment.

The average number of days of employment through NREGS is only 27 days per worker and 28 days per family. Across the districts, Anantapur



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registered the highest number of days of employment i.e. 40 days while Warangal registered the lowest (19 days). Each participant worker got 27 days of employment. But inter-district variations are wide and ranging from 18 days in Warangal 50 days in Anantapur.

**Table 69 : Caste-group-wise number of days employment-wise distribution of households**

Caste Group	Up to 20 days	21-40	41-60	61-80	81-100	101 & above	Total
SC	81	41	15	3	4	3	147
ST	21	1	1	—	—	2	25
OBC	62	18	12	5	4	4	105
OC	10	4	5	1	1	1	22
Total	174	64	33	9	9	10	299

**Table 70 : Average number of days of employment and wages received from REGS**

(Per worker)

Caste Group	Employment through REGS (days)	Total Wage received from REGS (Rs. / per annum)
SC	26.0	2207
ST	20.0	1645
OBC	29.0	2407
OC	33.0	2628
Total	27.0	2268

### **Overall Effectiveness of the Scheme**

An attempt was made to work out the overall effectiveness of the scheme. For this purpose, nine scheme areas encompassing 23 indicators were considered. About 25 academics and bureaucrats were consulted who acted as judges to assign weights to each of the indicators. This exercise was of course done by NIRD itself.

The original scores (OS) given in the effectiveness statement represent the results of the analysis of the data (both secondary and primary) pertaining to the components included. The weighted scores (WS) are arrived at by multiplying the OS by corresponding weight of the component. By simple aggregation of the weighted scores across areas, the overall effectiveness of the scheme was arrived at for each district and also for the State.

The performance of the National Rural Employment Guarantee Scheme (NREGS) in Andhra Pradesh can be termed as moderate given its overall effectiveness at 43.68 percentage.

As can be seen from the statements, in table 70, out of the nine broad indicators the General Areas viz., 'Convergence, Innovation and Utilisation funds' scored highest followed by 'worksite facilities' (2.76 out of 5.2); 'perceptions of workers' (9.41 out of 13.9 ) and 'payment of timely and fully wages' scored 9.71 out of 17.9.

However, the districts exhibit minor variations in the scores across the indicators and also for some components within an indicator. As is evident from the statement, Anantapur emerged as the district with highest overall effectiveness score of 48.97 points followed by Warangal with 48.65 points Mahabubnagar occupies the lowest position at 37.76.

**Table 70 : Performance of National Rural Employment Guarantee Scheme (NREGS) - Overall Effectiveness Index (2006-07) – Andhra Pradesh**

Areas (Indicators)	Maximum score	Viziana- garm	Mahabub- nagar	Waran- gal	Ananta- pur	Actual Score
A. General	7.3	7.3	6.88	7.3	6.32	6.9
- Convergence of NREGS with other rural development programmes	2.0	2.0	2.0	2.0	2.0	2.0
- Innovations	2.0	2.0	2.0	2.0	2.0	2.0
- Utilisation of funds	3.3	3.3	2.88	3.3	2.32	2.04
B. Awareness of workers	15.8	6.44	3.0	6.23	6.59	5.56
- About NREGA provisions (days of employment, unemployment allowance, wages to be paid, time limit for payment of wages etc.)	4.8	2.0	1.4	1.6	2.7	2.0
- About RTI	1.5	0.02	—	0.30	—	0.06
- About Social Audit	2.2	—	—	0.57	—	0.11
- About official to be contacted and procedure for seeking work	3.1	2.07	1.30	1.99	1.46	1.69
- About VMC and Rozgar Sevak	1.6	1.03	—	0.15	—	0.31
- About works under REGS	2.6	1.32	0.30	1.77	2.43	1.49

(Contd...)

Table 70 : (Contd...)

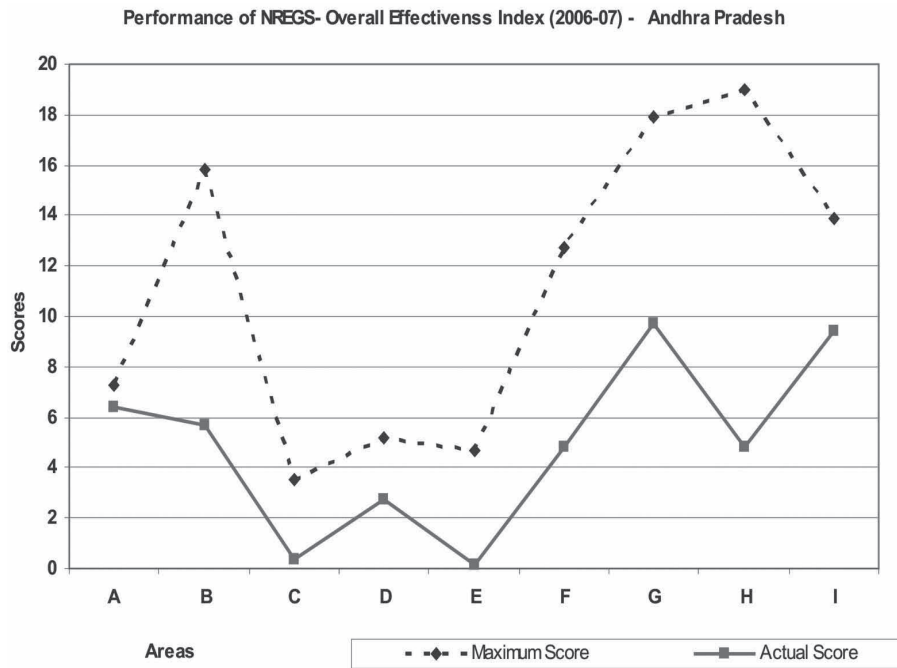
C.	Display of information on works and wages at Gram Panchayat (GP)	3.5	0.81	—	1.09	—	0.48
D.	Worksite facilities (shade, creche, first aid, drinking water, muster roll)	5.2	2.44	1.40	3.74	3.22	2.70
E.	Participation of workers in Gram Sabha and Social Audits	4.7	—	—	0.57	—	0.14
F.	Issue of job card and time taken for provision of employment	12.7	4.88	3.93	4.42	5.78	4.75
	- Provision of work within 15 days	9.0	1.27	0.23	0.78	2.08	1.16
	- % of households which obtained the job cards free of cost	3.7	3.61	3.70	3.64	3.70	3.66
G.	Payment of wages (within 15 days and full payment)	17.9	7.89	8.77	10.66	11.46	9.70
	- Receipt of minimum and equal wages	4.8	4.53	4.49	4.29	4.80	4.55
	- Timely payment	5.9					
	- Issue of wage slips	3.5	1.57	1.59	3.18	3.16	2.37
	- No problems in receipt of full wages	3.7	1.79	2.69	3.19	3.50	2.79
H.	Gains / Benefits	19.0	3.72	4.33	5.15	5.36	4.64
	- Average number of days of employment	6.3	1.70	1.66	1.44	2.55	1.97

(Contd...)

**Table 70 : (Contd...)**

- % share of SCs and STs in employment	3.5	0.47	0.60	0.77	0.42	0.67
- % share of women in employment	3.6	1.49	1.96	2.32	2.05	1.99
- % hhs with 100 days of employment	5.6	0.06	0.11	0.62	0.34	0.17
I. Perceptions of workers	13.9	9.55	9.45	9.34	9.4	9.44
- Realisation about 'Right to work'	1.9	1.86	1.90	1.78	1.88	1.86
- Realisation about 'Right to information'	1.2	0.03	—	0.15	—	0.04
- Quality of assets created	1.7					
- Usefulness of assets to community	1.7	1.66	1.70	1.67	1.68	1.68
- Realisation that people can demand work from officials & GP	2.0	1.23	0.96	1.50	1.00	1.16
- Effect of REGS - Increase of wages of unskilled workers in other works	1.9	1.84	1.90	1.87	1.88	1.87
- Reduction in the migration due to NREGS	1.4	0.99	1.08	0.88	0.71	0.91
- More informed about decision making at GP	1.1	1.09	1.10	0.72	1.10	1.02
- Effectiveness of planning and implementation of REGS	1.0	0.85	0.81	0.77	0.99	0.87
J. Overall Effectiveness of REGS	100.0	43.03	37.76	48.65	48.97	44.60

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A: General; B: Awareness of workers; C: Display of information on works and wages at GP; D: Worksite facilities E: Participation of workers in GS and Social Audits; F: Issue of job card and time taken for provision of employment; G: Payment of wages(within 15days and full payment) H: Gains/Benefits; I: Perceptions of workers

### **Summary of Major Findings**

The Andhra Pradesh performance can be regarded as average on several socio-economic indicators. But the poverty levels as per the official estimates were low. The unemployment levels are high and infrastructure index reveals that the State lags behind in respect of the infrastructure facilities.

### **Sample**

- \* The study covered six districts. The selection of districts was based on the performance of REGs during 2006-07. From each selected district, two mandals were chosen keeping in view the levels of performance. However, the selection of panchayat (one from each Mandal) was done randomly. A sample of 30-35 workers was drawn. Thus, the study covered 4 districts, 8 mandals and 8 Gram Panchayats and as many as 324 workers' households.

### **Scheme Implementation**

- \* The National Rural Employment Guarantee Scheme was introduced in the State on 2 February 2006 and it covered 13 districts in the first phase.
- \* The State Employment Guarantee Council was constituted with 18 official members and 15 non-official members on 14.8.2006 with representation of SCs, STs, and women.
- \* The State Employment Guarantee Fund was not yet constituted by the State government during 2006-07.
- \* For effective implementation of the scheme, 3,975 persons were recruited on contract basis as Addl. Programme Officers, Technical Assistants and Asst. Projector Directors.
- \* The State had undertaken the NREGS awareness campaign in a big way through *kalajathas*, wall writings, posters, flip charts, audio cassettes and video cassettes.

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- \* Vigilance and Monitoring Committees were not yet formed to monitor the programme in any Gram Panchayat.
- \* All financial transactions were being carried out through a single bank (State Bank of India). An amount Rs. 1027.61 crore was released by the Central Government and Rs.23.44 crore by the State Government. The extent of fund utilisation was 61.91 per cent and wage-material ratio for the year 2006-07 worked out to 98.06 : 1.94.
- \* About 28 per cent of job card holders demanded for employment. Employment was provided to all applicant families as per the official records. This scheme has generated 734.19 lakh persondays of employment during 2006-07 of which the share of SCs was 31 per cent and STs was 32 per cent and women 54 per cent.
- \* As regards the nature of works undertaken, the category 'water conservation and water harvesting' accounted for the largest number of both completed works and works in progress (41 per cent of persondays of employment). Next to this was 'land development' which generated 38 per cent of persondays of employment. The renovation of traditional water bodies is the third largest one; About 12.97 per cent of persondays of employment creation was in this category.
- \* As per the profile of the workers, majority of them are males (52.5 per cent) and middle aged (21-35 years) Majority of the workers were scheduled rephrase castes, agriculture labour and landless and small and marginal farmers by their occupation.
- \* The average number of days of employment through NREGS was only 27 days per worker and 28 days for familys in 2006-07 the reference period of the study.
- \* Across the districts, Anantapur registered the highest number of days of employment i.e., 50 days while Warangal registered the lowest number of employmentdays i.e. 18 days.



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- \* Taking Rs.16000 as the cut-off line for assessment of poverty incidence, about 98 per cent of the families covered under the process study are BPL. The incidence of destitution (up to Rs.10,000) was more prevalent in Vizianagaram district.
- \* In consonance with the finding that non-agriculture labour was the occupation for a majority of workers; the same occupation was also reported to be their major source of income. In all four sample districts where the major occupation was cultivation, it the main source of income.
- \* The awareness level of workers about their rights and entitlements as envisaged in the Act was high. Out of eight components on which information was sought, workers relatively were more aware about the number of days of employment they can get under the scheme and minimum wage rate. The following findings about the awareness level on different aspects indicate the present state of affairs in the study area.
- \* Max. number of days of employment : 62 per cent
- \* Unemployment allowance : 46 per cent
- \* Minimum wage paid : 56 per cent
- \* Time limit for providing employment : 58 per cent
- \* Time limit for payment of wages : 44 per cent
- \* Extra amount if worksite is beyond 5 km : 52 per cent
- \* Average awareness score is 88 per cent.
- \* RTI—only 1 per cent
- \* Social Audit -0.68 per cent ( only 2 persons out of 324)
- \* No unemployment allowance has been paid to the workers though they have not been provided with work.
- \* All workers were provided employment with in the Gram Panchayat and within 5km distance.

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- \* 56 per cent of males and 50 per cent of females claimed that they have been provided with improved tools and 48 per cent were provided with extra amount for sharpening of tools.
- \* Muster roll maintenance at worksite was reported by -87 per cent which is a good sign.
- \* The percentage of workers reporting mandatory worksite facilities given below which indicates that there is need for awareness generation through a campaign mode.
- \* First Aid : 50 per cent
- \* Drinking water : 74 per cent
- \* Crèche : 10 per cent
- \* Shade : 26 per cent
- \* The workers were equally unaware of the provisions like whom they should contact to complain in the event of not getting job cards, work in 15 days time and if wages are not paid within 15 days time etc.
- \* 90 per cent of the workers knew that they must have job card to get work under EGS.
- \* In 99 per cent of cases, the workers reported to be keeping the job card with them only. In rest of the cases the job card was with FA.
- \* 0.9 per cent of workers reported to have incurred expenditure for getting job cards and the amount varied from Rs.10-15.
- \* 63 per cent of workers reported that they were carrying the job cards while going to work.
- \* Only in Mahabubnagar district, entries were made in all the job cards( in selected GPs).
- \* Except 10 per cent of workers, all are aware that they cannot get employment without job card.
- \* More than half of the workers were aware that they should apply for employment.

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- \* All workers have been paid the wages based on the work done.
- \* The persons who supplied drinking water and *Aaya* were provided with wages on time basis.
- \* The average wage earnings are high in Takkasila village (Rs.102) while it was in Madhupada village (Rs.55).
- \* All workers were shown work within the stipulated time of 15 days.
- \* REGS has contributed to reduction in migration both at the household level and village level according to 60 per cent of villagers.
- \* Wages were paid equally to men and women as they are following the group work concept.
- \* On an average, each worker family was represented by 0.94 workers in REGS work. Relatively SCs benefited more due to participation of more number of persons followed by OBCs.



Sarpanch and villagers showing constructed Sluice of MI tank in Malluru village of Warangal district



Desilted Papayya Tank of Madhupadu village of Vizianagaram district

## CHAPTER - V

### Views and Suggestions of the Stakeholders

- \* The ZP-Chairpersons and CEOs said that this programme should be implemented through PR Institutions. As was the case of SGRY the SGRY was is far better than NREGS for infrastructure development and should be restarted in all districts. SGRY should be implemented simultaneously for overall development of villages.
- \* Works like drinking water supply, construction of ISLMs may be included under NREGS.
- \* Most of the elected representatives have requested for roads, drainages and other village infrastructure development works viz., water tank, school buildings, anganwadi centres and health centres etc., to be taken up under NREGS with some flexibility in 60:40 ratio of wage and material component.
- \* Some farmers are demanding dues open well under creation of irrigation facilities category.
- \* Few farmers suggested that harvesting of crops like paddy should be taken up under NREGS as labour wages have gone up by thirty to forty rupees per day.
- \* In hilly areas, one FA should be appointed for each habitation
- \* The Role of GP & MPP is very limited in implementation of NREGS-AP and is confined only to identification of the works.
- \* Special general body meeting at Mandal level has to be organized with all public representatives and they should be provided with relevant NREGS information
- \* Gram Panchayats were not given active role in implementation of NREGS-AP as the wages are directly going to the workers through post offices.

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- \* Reduced the role of GP in settlement of disputes as most of the labourers are busy in their regular work throughout the year and there are no disputes among the villagers.
- \* Funds should be allocated to the Gram Panchayats directly and GP should pay the wages to workers through post offices, as it can exercise greater quality control.
- \* FAs should be paid more salary as he/she is getting less than the minimum wage as compared to a wage worker of NREGS.
- \* GPs should be provided with estimations of all works identified.
- \* Tools should be supplied to all the families that have participated in NREGS work in the GP.
- \* It is essential to develop the perspectives, knowledge, skills and interventions of GPs/State Government of GPs in the following areas:
  - \* Preparation of perspective / developmental plans in Gram Sabha
  - \* Follow up the decisions of social audits / transparency in financial and other issues.
- \* The technical assistants are not competent enough to take up works like Earth work / masonry, village tanks. The A.E(PR) and A.E(Irrigation) should be trained on all aspect of INDIRAMMA Cheruvulu for integrated development.
- \* A separate engineer for giving technical sanctions as well as for checking measurement of different works.
- \* Reputed institutions and NGOs must undertake concurrent evaluation besides Social Audit.
- \* TAs should be given petrol allowances and two wheeler loans.
- \* Training programmes on Right to Information and Social audit to all stakeholders.
- \* POs(MPDOs) received training programme only for two days which is not sufficient. While APOs who are exclusively appointed for NREGS have received training programme for 13 days in two spells.

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- \* All are aware of NREGS-A.P., but were not clear about RTI and Social Audit exercises.
- \* Organise two-day training for GP sarpanches at mandal level.
- \* Organise three-day training for Field Assistants and weekly review meetings at mandal level.
- \* Maintaining shelf of projects/works for all GPs.
- \* Social Audit will help in getting technical and administrative approvals quickly.
- \* Maintained complaint register but did not enter oral complaints in the register.
- \* Delayed payments are because of delay in the postal department / because of not opening of savings account at post office.
- \* Labour groups to be formed by NGOs for effective implementation of NREGS.
- \* The demand for work was fully met in all GPs.
- \* Though the VMCs for INDIRAMMA programme have been formed they are functioning effectively. No VMCs have been formed for NREGS-AP at GP level.
- \* Implementation of NREGS has resulted in greater accountability of all NREGS functionaries and enhanced transparency in decision making and implementation but only to a limited extent.
- \* There is greater coordination between PO, APO, GP and CBOs because of NREGS.
- \* There is Less demand for employment in industrially developed areas where market wage rates are higher than EGS rates.
- \* Pregnant women have to be given higher wage rates on par with disabled persons.
- \* The female-headed households/ destitutes should be given 150 days of employment.

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- \* Timely release funds by the Central Government should be ensured.
- \* Need for strengthening of CBOs.
- \* Need for massive awareness campaign on provisions of Act the NREGA and rights and entitlements of wage seekers in all.
- \* The shelf of works for each GP is sufficient to meet the labour demand. However, execution of some of the works is not possible for various reasons. Hence, the pending works from the shelf may be deleted and fresh works included in the shelf.
- \* The purchasing power of villagers has improved to some extent. Before NREGS, most of the farmers left their land as fallow due lack of financial and material resources for investment on the farm. During 2007-08, they have cultivated their land and that's why there was lot of demand for ground nut seed during kharif 2007 in Anantapur district.
- \* During FGD, it was found during that demand for EGS works was less in some blocks that rich in horticulture, orchards and industries.



## CHAPTER - VI

### Field Observations

- \* Awareness among the wage seekers about their rights and entitlements is adequate. The sarpanches and other elected representatives and block level functionaries took active role in generating awareness on NREGS by organising Gram Sabhas, using wall writings, posters, *kalajathas* and by direct interaction with wage seekers.
- \* In Anantapur district, most of the wage seekers knew the programme as "Karuvu Pathakam" and guaranteed hundred days of employment.
- \* All the registered households were provided with job cards.
- \* The Present scenario of providing employment is 'supply driver' rather than 'driver on demand'.
- \* In Anantapur district, A.P.EGS *Hakku Amalu* Committee (Rights Enforcement Committee) has been formed by different NGOs. About 31 NGOs formed into a Federation and adopted 122 villages in 31 mandals and submitted their recommendations to GoAP.
- \* As per the workers' perception, the impact of NREGS was considerable in Vizianagaram and Anantapur districts. Every year from the selected GP of Kojjalapali of Anantapur district about 50-70 members of workers' families left for Bangalore in search of work and usually they were engaged in road drainage construction works. Concern 2006-07, most of the workers were recalled by their family members to participate in NREGS.
- \* In some GPs, FA recruitment was not done properly due to negative pressures from the elected representatives.
- \* In some GPs, the sarpanches were not actively involved in the preparation of the CNRM plan.

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- \* In seven GPs, the payment of wages were prompt and only in one GP the Branch Post Master (BPM) was asking for the signature of FA/sarpanch on withdrawal a form and this process hindered timely processing of wage payment from getting timely wages.
- \* In Alampur mandal, maintenance of records and registers was excellent and in other mandals the same needed improved.
- \* Renewal of job cards (additions or deletions) was not carried out though many representations were given by wage seekers in Anantapur district.
- \* Except in Midjil and Mangapet mandals wage slips were distributed to all the wage seekers.
- \* Frequent transfer of Programme Officer was one of the causes of low performance in Midjil and Mangapet mandals.
- \* The 15 per cent and 10 per cent share of Mandal Parishad and Zilla Parishad in identification of works was not proposed in any of the study districts for the financial year 2006-07. These PRIs were in dilemma that if they proposed any work, who will execute and monitor at GP level. During 2007-08, they proposed the works under 8<sup>th</sup> category i.e. rural connectivity.
- \* Out of eight worksites visited by the study team, in one worksite, FA was not maintaining muster rolls and M sheets properly. There was no date, FA signature and no work ID number. Similarly the M sheet was also not showing the length, width, depth or height of the works taken up. Only the total value of work done by the workers was shown.
- \* In all the Gram Panchayats, records and registers were not maintained properly by Field Assistants due to lack of sufficient knowledge skills.
- \* Only drinking water facility has been provided at all the worksites where as one first aid box was provided to each GP though there

were number of worksites. Other facilities like crèche and shade were not provided at all in the sample GPs.

- \* Only in Takkasil Gram Panchayat of Mahabubnagar district, the FA has updated the job cards. In other sample GPs, the job cards were not updated.
- \* In Vijayanagaram district, some families were provided with only the cover page of job card. without the inner pages.
- \* For the wage seekers wages have been paid through the post offices.
- \* Delayed payments are due to the delay in opening of postal savings account by the worker, the failure of hardware part (computer), lack of sufficient staff (computer operators and technical assistants), in the post office delay in release of funds from the district officials delays in the postal department or a combination of any of these causes.
- \* No mate system was introduced during the year 2006-07 in the sample GPs.
- \* A few NREGS workers have been provided with improved tools viz., crow bars, spades iron dish etc.
- \* Only Programme Officers and Additional Programme Officers at mandal level have addressed knowledge of RTI Act 2005.
- \* As per the field level functionaries, it takes 7-8 days to develop a complete INRM plan.
- \* Mandal Praja Parishad members said that they did not have complete GP level information on NREGS. This has hindered the process of information dissemination.
- \* In no worksite the information board was displayed. Information wall was constructed in every GP. However information was not updated / written on the information wall.
- \* High turnover of TAs and Computer Operators are arising due to low emoluments.

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- \* No active involvement of NGOs in mobilisation of wage seekers.
- \* A network of 14 NGOs has organised training programmes on RTI in Anantapur district and prepared a model application for information an NREGS work employment and works.
- \* In Anantapur district, the Project Director, DWMA explained that he has received 500 applications under RTI asking for copies of muster rolls, technical sanctions, cost estimates, copies of books of accounts. This indicates the level of understanding of RTI among various stakeholders.
- \* Social Audit exercise was conducted in 132 villages of 38 mandals in August 2006. About 20 NGOs organisations and 1000 social activists from Government and Non-governmental Organisations have actively participated in the Social Audit process.
- \* No machinery has been used in execution of works. Only tractors were used for the purpose of carrying the silt to farmers' fields.
- \* A network of 14 NGOs have played a major role in generating awareness among the community, to register their households and to get the job cards of NREG Schemes was the main reason for better performance. This was the main among the study districts.
- \* Most of the farmers said the that their land was under cultivation during kharif 2007 as they have earned some money from EGS employment, they could invest the same in their fields.
- \* Except pebble bunding, no other women-friendly works were identified by the department as well as NGOs under the NREGS shey of projects.
- \* In one worksite namely, none of the wage seekers came forward to provide drinking water to workers as the worksite was far away from the water source.
- \* The shade which is provided by the authority is not appropriate and is not sufficient for all the workers. Hence the workers are preferring only natural shades.

- \* In Kojjalapalli GP, the in this official or islegal BPM insisted for Rs.5 from each wage seeker for providing savings accounts passbook.
- \* During 2006-07, the wage rate for jungle clearance and uprooting of stumps was less and this has been modified during April 2007.
- \* Vigilance and Monitoring Committees were not formed to monitor the EGS works at the village level.
- \* In Gooty mandal, about 118 persons with disability have been identified and provided work under EGS. They have been paid an extra amount of 30 per cent as per the guidelines.
- \* Some families in all GP the did not report for EGS work during 2006-07, however after observing the process they preferred EGS work subsently and joined the process during 2007.

## CHAPTER - VII

### Recommendations

- \* Awareness levels on rights and entitlements, Social Audit and Right to Information need to be enhanced using the services of all the staff members during lean season through a campaign mode, any other methods like folk dance, street drama, radio etc.,
- \* Short duration film spots of two minutes should be produced and telecast in between the serials at night times. Friday meetings NREGS should be regularised and discussions held on the provisions of the Act including the steps to be followed at each stage that are necessary to generate employment.
- \* Job cards along with inner pages should be provided to each registered household.
- \* Mates should be made responsible to apply for work on behalf of wage seekers under his/her jurisdiction and get the acceptance from Gram Panchayat.
- \* The elected representatives share of the NREGS, for holds promise of employment for people and a bright future for the politicians.
- \* Lands that belong to poor should be given priority for development under NREGS. State level functionaries should ensure this by continuous monitoring.
- \* Gram Sabha for selection of works should be conducted before commencement of the financial year. The Programme Officer should be made responsible for conducting Gram Sabhas every year under NREGS.
- \* A social shelf of works should be ready by the end of March every year to meet the labour demand. Only works with Technical and administrative sanctions should be started, otherwise action should be initiated against the Programme Officer and Field Assistant concerned.

- \* Before commencement of the works this Technical Assistant should explain to the Field Assistant and Mates details of marking, measurement and the task sheet of the work.
- \* Mate system should be strengthened with required capabilities and the make should be made responsible for updating the job cards weekly. This task should be linked with wages of Mate.
- \* A any point of time the prevelant minimum should be point to the works without fail.
- \* The water carrying persons should be paid the minimum wage.
- \* Each worksite should be provided with a First Aid Box.
- \* The attitude of field level functionaries should be pro-poor and gender sensitive. For this, required trainings should be organise at mandal/district level regularly.
- \* All mandal level functionaries (Agricultural Officers, Mandal Engineers, RWS AE, Irrigation AE, Housing AE, should made responsible for monitoring the works in villages and to give feedback to PO and PD, DWMA.
- \* All the technical students (Civil Engineering, Agriculture, Horticulture, and Forest) should visit the worksites and extend technical support.
- \* So far the involvement of NGOs and CBOs in the scheme is far from encouraging, though there is ample space for these agencies to play a critical role in awareness building and Social Audit. Therefore here is need for developers on Scheme for inroling the NGOs in NREGS with a clean mandate of work.
- \* The VMC system should be established and strengthened with required skills to monitor at village level.
- \* **Recommendations of the Director NREGS-AP:** There is need for Separate Engineer exclusively for NREGS at mandal level to assess the quality aspects of assets created under the NREGS.

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- \* Administrative cost should be enhanced to six per cent or the actual salaries of personnel recruited from open market should be paid by Gol in addition to four per cent of administrative cost.
- \* Separate fund for Capacity Building activity is needed.
- \* Each State should establish a Social Audit unit which should be autonomous and independent of the implementing department.
- \* Immediate release of funds by Gol after submission of UC (60 per cent, of expenditure of funds.



**ANNEXURE****Chart –II: Rural Standard Scheduled Rates (RSSR)**

S.No.	Item of Work	Rate approved
1	Bush clearance	
	1) Light shrub	1.5 / Sqm
	2) Medium and Dense Shrub /besharam/ rubber plants	2.0 / Sqm
	3) Tieifus Inlifera	4.5 / Sqm (excluding uprooting of Stumps)
2	Earth work Excavation in Ordinary Soils	
	Category-I	
	1) Roads, rock fill dams and desilting of tanks	47 / Cum
	2. a) Earth work excavation for contour bunding	(35.0 / Cum
	2. b) Breaking of clods with tamping & sectioning for contour bunding	12.00 /Cum)
	Category-II	
	1) Farm ponds	66.0 /Cum
	2) Plantation pits	
	a) 0.9 mtsX0.9 mtsX0.9 mts size pit	68.0 / Cum
	b) 0.6 mts X 0.6 mtsX 0.6 mts size of pit	68.0 / Cum
	c) 0.45 mts X 0.45 mtsX 0.45 mts size of pit	60.0 / Cum
	d) 0.3 mts X 0.3 mtsX 0.3 mts size of pit	60.0 / Cum
	Category – III	
	all other works	54.0 / Cum
3	Earthwork Excavation in Hard soils	
	Category-I	
	1) Roads and rock fill dams	58.0 /Cum
	2) a) Earth work excavation for contour bunding	(44.0 / Cum

(Contd...)

**Annexure (Contd...)**

	2) b) Breaking of clods with tamping and sectioning for contour bunding	14.0 /Cum)
	Category-II	
	1) farm ponds	86.0 / Cum
	2) Plantation pits	
	a) 0.9 mtsX0.9 mtsX0.9 mts size pit	77.0 / Cum
	b) 0.6 mts X 0.6 mtsX 0.6 mts size of pit	77.0 / Cum
	c) 0.45 mts X 0.45 mtsX 0.45 mts size of pit	68.0 / Cum
	d) 0.3 mts X 0.3 mtsX 0.3 mts size of pit	68.0 / Cum
	Category -III	
	all other works	59.0 / Cum
4	Earthwork excavation in soft disintegrated rock soils	
	Category - II	
	1) farm ponds	100.0 /cum
	Category - III	
	All other works	90.0 / cum
5	Stone Pitching (Unskilled)	
	1) Farm Ponds – Labour charges for pitching only	135 / Cum
	2) Minipercolation Tanks – Labour charges for pitching only	135 / Cum
6	Rought Stone Dry Packing (Unskilled)	
	1) Rock Fill Dam, Stone Checks & Stone outlets – Labour charges for packing only	60 / Cum
	2) Stone Terracing – Labour charges for packing only	60 / Cum
7	Loading & Unloading of materials	
	1) 225mm & 300mm thick rough stone including collection at quarry	40 / Cum
	2) 20 mm, 40 mm & 60mm H.B.G. Metal	32 / Cum
	3) R.Rock Stone, CRS Stone	32 / Cum

(Contd...)

**Annexure (Contd...)**

	4) Sand	80/Tractor Load
	5) Bricks	100/Tractor Load
	6) Cement	2 / Bag
	7) Plants (small)	200/1000 No's
8	Plantation Works	
	Category : I	
	1) Survey and demarcation	13/100 No
	2) Alignment and fixing of planting point with 0.45 meters length sticks	37.50/100 No
	3) 0.45 meter sticks preparation and transportation at site	20/100 No
	4) a) Internal transportation of bag plants to planting points (5"x9")	20.00/100 No.
	4) b) Internal transportation of Avenue Plantation - Tall plants	77.60/100 Nos.
	5) Refilling of Pits and planting (mXmXm), staking stick	
	A) 0.30 X 0.30 X 0.30 Size pit	0.50 / Each
	B) 0.45 X 0.45 X 0.45 Size pit	1.50 / Each
	C) 0.60 X 0.60 X 0.60 Size pit	3.00/ Each
	D) 0.90 X 0.90 X 0.90 Size pit	4.50 Each
	E) 1.00 X 1.00 X 1.00 Size pit	5.00 / Each
9	Soil working and weeding	
	Category : I (1 M dia and 0.1 m Depth)	
	1) Avenue Plantation	5 / Each
	2) Horticulture	5 / Each
	Category : II (0.5 M dia and 0.1 m Depth)	
	1) Fore shore plantation	1.5 / Each
	2) B.H.Afforestation	1.5 / Each
	3) Bio Diesel Plantation & Block plantation	1.5 / Each

(Contd...)

**Annexure (Contd...)**

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10	Causality Replacement for 1) Reopening of Pits for avenue, Horticulture & Block Plantations	5.1 / Each
	2) Fore share plantation Barren Hill Afforestation, Bio-Diesel	2.5 / No
11	Watch & Ward and repair to Fence and soil working of each plant including pruning of branches for plantations raised in common property resource lands and lands of SC/ST/ assignees	80/day
12	Bio Fencing / Brush Wood Fencing for barren hill afforestation 1) Nurseries, block plantation and fore shore plantation including collection, transportation and fixing at site	10 / RMT
	2) Avenue Plantation including collection, transportation and fixing at site (Size of 1 m dia and 1.5 m height)	37.85 / No
	3) Horticulture, for lands of SC-ST & assignee lands only	1000 /acre
	4) Horticulture fencing 1 <sup>st</sup> year & 2 <sup>nd</sup> year maintenance SC-ST& assignee lands only	250/acre
13	2) Horticulture & avenue plantations Deep Ploughing for 1) Fallow Land and Hard Gravel soils (Depth not less than 0.3 meters) using ploughing tractors	1000 / acre
	2) fallow land in ordinary soils using ploughing tractor depth not less than 0.3 m	800 / acre
	3) Cattle cultivator(Double ploughing) in ordinary soils	600 / acre

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(Contd...)

**Annexure (Contd...)**

14	Tractor hire charges for transportation of all materials including driver <i>bhatta</i> (Total 8 hours working)	750 / acre
15	Unskilled Labour	80 /- day
16	Watering plants of block plantation from the sump constructed (where ever one sump is available per one acre)	1.3 / plant
17	Watering plants from handpump/bore well/open well up to distance of 30 mt	1.8 / plant
18	Watering block plantation from the nearby sources i.e. bore wellopen well or kunta beyond 30 mts distance	2.25 / plant
19	Hire charges of tractor-mounted water tanker for filling sump	250 per one trip tanker of 5000 lts capacity
20	Construction of sump with 5 No. rings of 1.25mt dia 250mm height, 50mm thickness rings prepared by using 4mm MS 2 rings in CM (1:4) and 4mm metal chips	1400 / each sump
21	Labour charges for spreading of silt unloaded by tractor in the field	9.75 / Cum
22	Carrying of earth / gravel by head loads – Leads & Lifts	
	a) For every additional Lead of 10 mts over and above initial lead of 10mt	10/cum
	b) For every additional lift of 1mt over and above initial lift of 2mts	10/Cum
23	Sharpening of crowbar	20/ week

# **Centre for Wage Employment and Poverty Alleviation**

## **Vision**

To become a nodal research and training centre with special focus on Rural Wage Employment Programmes and Poverty Alleviation.

## **Thrust Areas**

Training activities relating to Planning and Management of Wage Employment Programmes, Assessment of Impact of Rural Development Programmes on Rural Poverty Reduction and Livelihood Security.

## **Instruments**

- Conducting research on poverty and sustainable livelihoods
- Assess periodically the effectiveness of wage employment programmes
- Documentation of successful cases / best practices
- Develop training modules and course material in a partnership mode
- Organize training programmes for RD functionaries of wage employment programmes
- Conduct workshops on the major development issues of poverty, labour markets and wage employment programmes to sensitise policy makers.

## ABOUT NIRD

NIRD is the country's apex body for undertaking training, research, action research and consultancy functions in the rural development sector. It works as an autonomous organisation supported by the Ministry of Rural Development, Government of India.

Training is a major activity of the Institute. NIRD has a wide range of expertise and an excellent infrastructure to train senior officers and executives in policy formulation, management and implementation of rural development programmes.

NIRD gives equal importance to research for studying at first-hand, the needs and priorities of the rural people, the process of rural transformation and problems affecting implementation of rural development programmes in diverse socio-economic scenario obtaining in various regions of the country.

NIRD is also involved in action research whose objective is to learn through 'action process' the field intervention methodologies that are workable and determine their implications for the policies and procedures of implementation of rural development programmes.

The consultancy services of the Institute are made available to national and international organisations. NIRD has consultancy arrangements with UNDP, FAO, UNICEF, UNESCO, WHO, ILO, World Bank, ESCAP, CIRDAP, AARDO and others, besides many Ministries of Central and State Governments.



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