

Monograph Series - 7

Planning and Implementation of National Rural Employment Guarantee Scheme in Madhya Pradesh

A Process Study



S V Rangacharyulu K Hanumantha Rao C Subba Reddy
P Durgaprasad N L Narasimha Reddy

Selected districts in Madhya Pradesh



National Institute of Rural Development
Hyderabad
&
Poverty Learning Foundation
Hyderabad

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S V Rangacharyulu

K Hanumantha Rao

C Subba Reddy

P Durgaprasad

N L Narasimha Reddy

**National Institute of Rural Development, Hyderabad
and
Poverty Learning Foundation, Madhya Pradesh**

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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)

Acknowledgements

We place on record our sincere thanks to Shri V.S. Sampath, IAS, former Director General for entrusting us with this important assignment of carrying out a process study on Planning and Implementation of NREGS in 11 States. We are grateful to Shri B.K. Sinha, former Director General, NIRD and Shri K.N.Kumar, Deputy Director General for their guidance, comments and encouragement for publishing these study reports for wider sharing with the development professionals.

As part of the study, we had interactions with Shri Pradeep Bhargav, IAS, Principal Secretary, Department of Rural Development, Govt. of Madhya Pradesh and his team members including Shri A.K.Singh, Joint Commissioner, Coordination (MPREGS), Shri David Daniel, Joint Commissioner, Finance and Accounts (MPREGS) and Shri Ajay Varma, Media Officer (MPREGS). We are grateful to them for sparing their time to share their views on implementation of the Scheme. We thank the collectors of the six study districts viz. Betul, Chhatarpur, Seoni, Shivpuri, Tikamgarh and Umaria for their support in the conduct of the filed study and also making available the requisite secondary data.

Primary data were collected from the workers in the field under our supervision by the field team of Shri Shishir Kumar, CEO Naman Sewa Samithi, an NGO based in Betul district. We gratefully acknowledge his help.

Ms. D. Supriya Rao of PLF supervised the field data collection in three districts and we acknowledge her contribution.

We thank the sample workers for patiently sharing information about their participation in the Scheme.

Ms. K. Jayasree has provided able technical support in data processing. Ms. K. Rajya Lakshmi has taken the burden of typing the manuscripts and also the final report. We thank them profusely.

Study Team

Executive Summary

- * **Objectives:** The major objectives of the study were to understand the processes that have gone into the planning and implementation of the Scheme and also quantify the benefits that have accrued to the participating workers' families.
- * **Sample :** The study covered six districts and the selection of these was based on both scheme performance (2006-07) and development criteria. From each selected district, two blocks were chosen following the extreme levels of performance of the Scheme. However, the selection of panchayat-one from each block-was randomly done. A sample of 50 workers was proposed to be drawn but in the case of some panchayats, the number fell short by a few cases. Thus, the study covered 6 districts, 12 blocks, as many panchayats and 547 workers' families.
- * **Scheme Implementation:** Rural Employment Guarantee Scheme (REGS) was introduced in the State in January 2006 and the Scheme covers 18 districts and the State Employment Guarantee Council was constituted with 13 members with the representation of SCs, STs, OBCs and women. The State Employment Guarantee Fund was constituted with an allocation of Rs. 4 crore in 2006-07. For implementation of REGS at the block level, personnel working in the departments of Tribal Welfare and General Administration were promoted and taken on deputation to serve as CEOs.
- * The State had reportedly undertaken the NREGA Awareness campaign in a big way through wall posters, audio-cassettes and *kalajathas*.
- * The State has prepared the Training Action Plan for imparting training to the functionaries, both officials and elected representatives. Village Monitoring Committees (VMCs) were reported to have been constituted.

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- * The financial transactions were being carried out through a single bank (State Bank of Indore). An amount of Rs. 2144 crore was released for 2006-07 of which the State share accounted for 10 per cent while the rest was the Central share. The extent of fund utilisation was 87 per cent and the wage-material ratio for the year 2006-07 worked out to 70:30.
- * BPL census of 2003 was taken as the base for issue of job cards. In 18 districts, 44.5 lakh job cards were issued during 2006-07 and applications for employment were received from 28.7 lakh families (64 per cent). Employment was provided to all applicant families. The Scheme generated an employment of 19.72 crore mandays in which the share of SC/STs was 64 per cent and that of women 43 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. Next to this was the provision of irrigation facility to land owned by SCs and STs. Rural connectivity occupies the third position. In relative terms, micro-irrigation works, renovation of traditional water bodies and flood control and protection received low priority.

Way forward:

- * Besides contacting sample workers in the study, several formats were administered for collection of secondary data at all the four levels viz., State, district, block and gram panchayat. The thrust of the data collection was more on the performance of the Scheme in terms of both physical and financial coverage for the reference year 2006-07. While collection of data at the State and district levels was a smooth job, the study team experienced considerable difficulty in laying its hands on the data required at the block and panchayat levels. Besides non-availability of data for some important parameters, there were lot of inconsistencies and gaps in the data (made) available. The other problem was in relation to

non-availability of disaggregated data-for example, employment generation caste-group-wise, for women and for physically challenged. Wherever such data were available, they were not free from inconsistencies. Data on such scheme dimensions are crucial to any process study and no appropriate inferences can be drawn based on the data available in the present form about the performance of the Scheme. This would also not enable the authorities concerned to initiate any corrective measures. In fact, all secondary data relating to the Scheme performance even at the Gram Panchayat level are supposed to have been put online. But very little progress appears to have been made by the State in this regard. In order to rectify the problem, efforts need to be made on priority basis.

- * The practice of workers submitting applications for work was not noticed barring a few exceptions in the field. Whenever a project is sanctioned, the sarpanch picks and chooses some workers who in his view must participate in the project work. In this process, as mentioned by many in our field interactions, there exists every possibility of sarpanch showing his own likes and dislikes based on caste and political party equations and in this process the (more) needy are made to wait till the next project is sanctioned. To put an end to such an undesirable practice in the field, it is imperative that the implementing agency strictly comply with the provisions envisaged in the act according to which the job cardholders are required to submit applications for work indicating the date from which they want work and they should also get an acknowledgement. Problems of this kind can effectively be tackled if they are brought up for discussion in the Social Audit.
- * It is very evident from the analysis that the performance of REGS is skewed especially across blocks and panchayats. This is despite the fact that the entire study area is a homogeneous lot in respect of degree of development (as indicated by the percentage of gross irrigated area to the gross area sown and literacy status). Then the

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question that would arise is what makes the difference in performance? The answer lies in efficiency, commitment and also the leadership qualities of the programme officer. In our field interactions, it has explicitly come out that in some blocks no (new) works could be thought of on the ground that there is 'saturation' in the works. This is mainly because of incomplete homework done for preparation of action plan. The second factor which explains variation in the performance relates to the interest/dynamism shown by the elected representatives both at the block and gram panchayat levels. Powerful among them were able to garner more funds by showing more works for their area. Some elected representatives complained that the district officials turned a Nelson's eye to the interior tribal blocks, as a result the REGS could not take off in the real sense of the term despite the fact that there is ample scope for identification of works.

- * Another factor causing concern is that full wage was not reaching the workers and according to them amount ranging from Rs. 3 to Rs. 8 was cut from their wage in the form of bribe. Putting a full stop to this kind of problem is possible only when the wage is paid not in cash but through a bank or post office.
- * Though 40 workers reached the targeted guaranteed employment of 100 days, the group as a whole on an average could not get employment for more than 42 days. A figure of such a lower magnitude does not necessarily mean that no demand for work was coming forth from the job cardholders. Given the present level of awareness, the job cardholders cannot be expected to give an application for work and claim unemployment allowance if work is not shown within 15 days of the application. The solution to improve the employment level lies in strengthening the present IEC efforts. Once the job cardholders become aware of their rights and entitlements and fully exercise them, the implementing agencies would be compelled to show work and pay the wage and in the event of their failure, the job cardholders would get the unemployment allowance at least.

- * Social Audit is intended to aid the public to be in the 'know of things' that happened or did not happen as per the act during the process of implementation of the Scheme. The simplest form of Social Audit envisaged in the act was to have a village assembly where all details pertaining to the projects implemented are scrutinised. While this was the spirit with which Social Audits are to be conducted, the situation obtaining at the ground level was far from satisfactory. Though officials claim that periodical Social Audits took place, the contention of the villagers was otherwise. The ground reality presents a grim picture in this regard – not to speak of workers alone, the officials and elected representatives were not clear not only about the concept of Social Audit but also the 'modus operandi' to be adopted scrupulously.
- * For this purpose, in addition to undertaking a rigorous public campaign about the importance of Social Audit, a mechanism needs to be put in place through which necessary 'know-how' in conducting the Social Audit will have to be imparted/demonstrated. Towards this end, NGOs which are reputed and also proficient in conducting Social Audit should be identified and their services are taken for organising training programmes for CBOs including SHGs and NGOs at the block level who in turn will conduct the Social Audit at the panchayat level.
- * 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. Independent of the districts studied, the awareness levels about the basic features of the Scheme are awfully low. In this context a line needs to be drawn between the general features of the Scheme and the rights and entitlements the act bestowed on the workers. For effective implementation of the Scheme, the community in general needs to be familiarised with the general features, while the job cardholders should be **given thorough orientation**, not awareness creation or general sensitisation, on their rights and entitlements.

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The normal Governmental machinery is not only unequal to either task but also not the right agency for more reasons than one. In our view, only credited NGOs can adequately fill the bill.

- * Though annual plans are prepared specifying the labour requirement, nature of projects to be taken up, the corresponding cost estimates etc., all plans without any exception, suffer from inadequacy in terms of not fully identifying the works to be taken up in Natural Resource Management area. It may be recalled that the eight-fold classification of works specified in the act is mostly water and land-centric. In line with this, extra efforts need to be made in making a realistic assessment of the natural resources available and also those needing to be rejuvenated. The exercise must also be able to suggest creation of new sources keeping in view the demand or requirement. Towards this end, the Government in consultation with the SIRD must evolve a method /plan by which a band of enthusiastic young professionals should be created and before they are assigned the task, they need to be thoroughly trained. Studying the attempts made by the Government of Andhra Pradesh in some districts would be worthwhile to proceed further in this regard.
- * Another point is in regard to the capacity building of stakeholders at various levels. Though the analysis of the secondary data suggests that both the officials and elected representatives have already been exposed to the capacity building intervention in the context of the act, our field observations and interactions fail to fully substantiate this claim. An appropriate capacity building action plan may be prepared after identifying those officials and elected representatives at different levels who had no exposure so far. The action plan must also provide for organising periodical Refresher programmes.
- * For a Scheme of (such) massive dimensions, (new) implementation problems may crop up needing urgent solutions. In the capacity building programme, exclusive modules may be prepared

incorporating the innovations attempted and also the solutions suggested to overcome the persistent and recurring problems. This would go a long way in meeting the targets set besides improving the efficacy of Scheme implementation.

- * In this context a suggestion about the need for bringing out a 'MPREGS-Monthly' is not out of place. The aim of the monthly is not to burden it with progress statistics but highlight the solutions suggested to recurring problems and also caution the implementing agencies of possible threats/impending dangers that will effect/ sabotage the Scheme implementation.
- * To promote competitive spirit among blocks within a district, awards/letter of appreciation may be given to those which showed outstanding performance. For this purpose, simple indicators may be evolved which should be a mix of both key progress indicators (obtained through secondary sources) and 'unbiased field impressions' of the district level officials.
- * **Scheme Effectiveness:** The performance of the Scheme in MP can be rated 'moderate' based on the total effectiveness score of **49.57 percentage points**, computed based on 31 indicators representing seven Scheme' performance' areas. Out of the these (seven areas), while the Scheme fared very well (97 per cent) on 'issue of job cards and time taken for providing employment', the weakest link in the entire chain is 'awareness of workers' on the Scheme features and workers 'entitlements' (14.7 percentage points).

(Note: Overall effectiveness statement follows)

**Statement: Overall effectiveness of rural employment guarantee scheme in Madhya Pradesh
- component-wise and district-wise**

Area/Component	District						State							
	Betul		Chhatarpur		Seoni		Shivpuri		Tikamgarh		Umaria		Weight (max. score)	
	OS	WS	OS	WS	OS	WS	OS	WS	OS	WS	OS	WS	OS	WS
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
A. General		2.13 (29)	2.91 (40)	2.99 (41)	2.58 (35)	2.81 (38)	3.02 (41)	2.72 (37)	7.3					
i) Convergence of NREGS with other RD programmes	0	0	0	0	0	0	0	0	0	0	0	0	0	2.0
ii) Innovations	0	0	0	0	0	0	0	0	0	0	0	0	0	2.0
iii) Utilisation of funds	0.646	2.13	0.883	2.91	0.906	2.99	0.781	2.58	0.852	2.81	0.917	3.02	2.72	3.3
B. Awareness of workers		2.03 (13)	2.97 (19)	2.27 (14)	2.54 (16)	2.84 (18)	1.21 (8)	2.32 (15)	15.8					
i) About NREGA provisions (days of employment, allowance, wages etc.)	0.187	0.90	-	-	0.182	0.87	-	-	-	0.112	0.54	0.40	0.40	4.8
ii) About RTI	0.020	0.03	-	-	0.042	0.06	-	-	-	-	-	0.02	0.02	1.5
iii) About Social Audit	0.020	0.04	-	-	-	-	-	-	-	-	-	-	0.01	2.2
iv) About official to be contacted and procedure for seeking work	0.010	0.03	-	-	0.010	0.03	0.022	0.07	0.025	0.08	0.018	0.06	0.04	3.1

(Contd...)

Statement (Contd...)														
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
v) About VMC and Rozgar Sevak	0.313	0.50	0.990	1.58	0.409	0.65	1.000	1.60	0.910	1.46	0.284	0.45	1.04	1.6
vi) About works under REGS	0.202	0.53	0.535	1.39	0.253	0.66	0.333	0.87	0.500	1.30	0.062	0.16	0.81	2.6
C. Display of information on works and wages at GP level	0.485	1.70 (49)	0.899	3.15 (90)	0.500	1.75 (50)	0.484	1.69 (48)	0.368	1.29 (37)	0.198	0.69 (20)	1.71 (49)	3.5
D. Worksite facilities (shade, crèche, first aid, drinking water and muster roll)	0.451	2.35 (45)	0.956	4.97 (96)	0.470	2.44 (47)	0.351	1.82 (35)	0.638	3.32 (64)	0.198	1.03 (20)	2.65 (51)	5.2
E. Participation of workers in GS and in SA	0.252	1.18 (25)	0.813	3.82 (81)	0.308	1.45 (31)	0.538	2.53 (54)	0.795	3.74 (80)	0.278	1.31 (28)	2.30 (49)	4.7
F. Issue of job cards and time taken for providing employment	12.48 (98)	12.54 (99)	12.66 (100)	11.70 (92)	12.03 (95)	12.54 (99)	12.30 (97)	12.54 (99)	12.30 (97)	12.70 (92)	12.54 (99)	12.30 (97)	12.30 (97)	12.7
i) Provision of work within 15 days	0.983	8.85	0.990	8.91	1.000	9.0	0.935	8.41	0.985	8.87	1.000	9.00	8.82	9.0

(Contd...)

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Statement (Contd...)														
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
ii) % of households which obtained job cards without any payment	0.980	3.63	0.980	3.63	0.990	3.66	0.978	3.62	0.765	2.83	0.956	3.54	3.52	3.7
G. Payment of wages within 15 days and full payment		13.87		13.63	13.41	13.41	14.29	12.36	13.13	13.49	17.9	(73)	(75)	
i) Receipt of minimum and equal wages	0.860	4.13	0.909	4.36	0.844	4.05	0.978	4.69	0.721	3.46	0.879	4.22	4.19	4.8
ii) Timely payment	0.990	5.84	0.850	5.01	0.970	5.72	1.000	5.90	0.900	5.31	1.000	5.90	5.60	5.9
iii) Issue of wage slip	0.101	0.35	0.172	0.60	0.083	0.29	-	--	-	-	0.011	0.04	0.23	3.5
iv) No problems in receipt of full wages	0.960	3.55	0.990	3.66	0.906	3.35	1.000	3.70	0.971	3.59	0.802	2.97	3.47	3.7
H. Gains /Benefits		7.93		7.06	5.89	5.89	10.13	4.71	5.88	7.13	19.0	(31)	(38)	
i) Average number of days of employment	41	2.58	51	3.21	38	2.39	61	3.84	34	2.14	23	1.44	2.65	6.3
ii) % share of SCs/STs in employment	0.980	3.43	0.530	1.86	0.480	1.68	0.940	3.29	0.410	1.44	0.940	3.29	2.56	3.5

(Contd...)

Statement (Contd...)														
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
iii) % share of women in employment	0.438	1.58	0.443	1.59	0.457	1.65	0.464	1.67	0.293	1.05	0.302	1.09	1.51	3.6
iv) % of hhs with 100 days of employment	0.060	0.34	0.071	0.40	0.031	0.17	0.237	1.33	0.015	0.08	0.011	0.06	0.41	5.6
I. Perception of workers														
i) Realisation about 'Right to Work'	-	-	0.121	0.23	0.135	0.26	0.054	0.10	-	-	0.022	0.04	0.11	1.9
ii) Realisation about 'Right to Information'	-	-	0.121	0.15	0.063	0.08	-	-	-	-	0.011	0.01	0.04	1.2
iii) Quality of assets created	0.710	1.20	0.760	1.29	0.720	1.22	0.660	1.12	0.700	1.19	0.630	1.07	1.19	1.7
iv) Usefulness of assets to community	0.643	1.09	0.475	0.81	0.583	0.99	0.505	0.86	0.618	1.05	0.363	0.62	0.90	1.7
v) Realisation that people can demand work from officials and GP	0.090	0.18	0.005	0.01	0.120	0.24	-	-	-	-	0.050	0.10	0.09	2.0

(Contd...)

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Statement (Contd...)														
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
vi) Effect of REGS- Increase of wages of unskilled workers in other works	0.881	1.67	1.000	1.90	0.627	1.19	1.000	1.90	0.809	1.54	0.569	1.08	1.61	1.9
vii) Reduction in migration due to REGS	0.603	0.84	0.490	0.69	0.587	0.82	0.486	0.68	0.510	0.71	0.460	0.64	0.73	1.4
viii) Better informed about decision making at Gp	0.639	0.70	0.619	0.68	0.626	0.69	0.666	0.73	0.016	0.02	0.629	0.69	0.70	1.1
ix) Effectiveness of planning and implementation of REGS	-	-	-	-	-	-	-	-	-	-	-	-	-	1.0
Overall effectiveness		49.35	56.81	48.35	53.00	47.28	43.06	49.57	100.0					

OS: Original score
 WS: Weighted score (obtained by multiplying the Original score (OS) by the corresponding weight of the component
 Note: Figures within parentheses are percentages to the total score (weight) of a given component.

Action Points

Area	Point	Action Suggested
A. Awareness	* Number of days of employment the workers can get-10 per cent	* IEC efforts to be intensified. Workers to be given thorough orientation about their rights and entitlements with the help of select NGOs and SHGs. Campaign through both electronic and print media to be intensified. * Reputed NGOs having proficiency in conducting Social Audit need to be identified and their help taken
	* U n e m p l o y m e n t allowance-only 3 workers out of 547 workers	
	* Addl.wage for work beyond 5 kms.- 2.4 per cent	
	* Minimum wage- about 20 per cent	
	* Time limit for providing employment- 5 per cent ^a	
	* Time limit for wage payment- 5 per cent	
	* RTI- 1.1 per cent	
* Social Audit- 0.4 per cent		
B. Capacity Building	* Many officials and elected r e p r e s e n t a t i v e s concerned with implementation at different levels not fully aware of RTI and Social Audit	* Capacity Building programmes for these personnel to be organised. SIRD to revisit the Training Action plan prepared * Special modules to be introduced on innovations made anywhere in the country in implementation * Short duration Refresher programmes to be organised periodically

(Contd...)

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Area	Point	Action Suggested
C. Planning	<ul style="list-style-type: none"> * Non-involvement of community in plan preparation * Inadequate homework in regard to identification of works * IT not used for developing cost estimates for technical parameters 	<ul style="list-style-type: none"> * A band of young para professionals to be created for identification of NRM based works * SIRD to take the responsibility of selection and training of the professionals and also of the survey * Software developed by NIC to be adapted and modifications made to suit the local requirements / conditions
D. Implementation	<ul style="list-style-type: none"> * Fund utilisation- 87 per cent * Caste composition of workers- STs 55 per cent, OBCs 27 per cent, SCs 18 per cent * Coverage of women- 43 per cent * Application for work- 50 per cent submitted * Work with out job card- 0.7 per cent * Average employment generation-42 days * 100 days of employment- 7.3 per cent or 40 families 	<ul style="list-style-type: none"> * Gram Sabha to be arranged to conduct Social Audit at least 4 times in a year to discuss these issues * VMC to scrutinise the muster rolls and to ensure issue of wage slip and provision of mandatory facilities * Involvement of CBOs to ensure greater transparency

(Contd...)

Area	Point	Action Suggested
	* No. of (participating) workers per family- 1.68	
	* Children below 15 years among workers -2.2 per cent	
	* Quarter in which a large number of workers were given work- Oct- Dec- 60 per cent	
	* Equal wage for males and females-yes	
	* Form in which wages were paid-cent per cent cash	
	* Wage slip-given only in 6.4 per cent	
	* Time taken for payment-95 per cent below 15 days	
	* Muster rolls at the work site-yes 75 per cent	
	* Mandatory facilities drinking water-78 per cent, First aid 52 per cent, shade 38 per cent, crèche 28 per cent	
	* Lack of technical hands for taking measurements	
E. Monitoring and Social Audit	* Work-wise VMCs not constituted * Maintenance of records at the block and panchayat levels not satisfactory-lot of	* Need for creation of individual VMCs for separate works * To provide a computer for a cluster of

(Contd...)

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Area	Point	Action Suggested
	inconsistencies and data gaps	panchayats for data management - help
	* No traces of Social Audit in the field	maintain consistency in the data and also ensure timely submission of progress data
F. General		<ul style="list-style-type: none"> * To bring out 'MPREGS-monthly' to inform the solutions suggested to recurring problems and also caution the implementing agencies of possible threats and impending dangers in implementation * Spot visits need to be conducted by VMC to check the discrepancies in the job cards and the muster rolls * Joint families having 4 or more working adults to be given two job cards

CHAPTER-1

Overview of Economy, Poverty and Unemployment

Introduction

Alleviation of poverty in the rural areas has been a matter of abiding concern of the Government right from the Sixth Plan period onwards. Towards this end, many programmes, both self and wage employment, were being implemented in the rural areas. Under the latter category the major programmes that were implemented so far include Food for Work Programme, National Rural Employment Programme (NREP), Rural Landless Employment Guarantee Programme (RLEGP), Jawahar Rojgar Yojana (JRY) and Sampoorna Grameen Rojgar Yojana (SGRY). Though these programmes could broadly meet the objectives set for themselves, there was no element of assurance or guarantee in terms of providing employment for a specific duration.

The National Rural Employment Guarantee Act (NREGA) enacted in September, 2005 is a right-based approach to development, conceptualised in National Common Minimum Programme of United Progressive Alliance (UPA). The Act was launched by the Prime Minister, Shri Manmohan Singh on February 2, 2006 from the State of Andhra Pradesh (Bandlapalli gram panchayat in Anantapur district). Under the act, any rural household willing to participate in unskilled manual work will be provided with 100 days of guaranteed employment. The act calls for preparation of Rural Employment Guarantee Scheme (REGS) for each State keeping in view the main features of the act. Initially the act was applicable to 200 backward districts in the country (in 2005-06) and during 2006-07, another 130 backward districts were brought into the fold of the act. The remaining 270 and odd districts would be covered from 1st of April, 2008.

State Profile

Area, Population and Literacy: The total geographical area of the State was reported to be 308 thousand sq.kms and the extent of cultivated area was 203 thousand hectares. There existed 23051 gram panchayats in the State. The total population of the State stood at 6.03 crore persons according to 2001 census and males constituted 52 per cent and this results in a sex ratio of 919 (females per 1000 males). On the population front, interestingly, the State recorded a decline to the extent of 1.28 per cent during the census periods of 1991 and 2001.

The State registered a moderate literacy level of 64 per cent and the gap in the literacy levels of males and females was of the order of 26 percentage points (77 and 51, respectively).

GDP: The State registered a per capita GDP of Rs. 9279 for 2004-05 at constant prices and the GDP has increased at a rate of 4.07 per cent during the period 1997-98 to 2004-05.

Workforce: As regards the workforce, the State had 459 workers out of every 1000 persons and males registered larger workforce of 544 as compared to the female counterparts for whom the figure was 366 for the year 2004-05. But, for the period 1993-94 to 2004-05, the State witnessed a decline to the extent of 0.71 per cent in the workforce.

Of all the 8 sectors considered, as is to be expected, agricultural sector emerges as the dominant sector accounting for a participation rate of 79 per cent of males and interestingly, 88 per cent of females. Next to this sector is that of 'Manufacturing' where again, females outnumber, in relative terms, the male counterparts.

Wage Rates: There is a wide disparity in the wage rates for the public and other works. While under the former category, the wage rate for males was reported to be Rs. 86, for females it was as low as Rs. 38 only. However, in the case of the latter category, the disparity was not that conspicuous- males got only Rs. 8 more (or Rs. 38) as compared to the females (Rs. 30) in regard to other works.

Unemployment, Poverty and Migration: There was a marginal increase (of 0.2 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 5.9 per cent among males and it was higher by 1.1 per cent as compared to the corresponding figure for females.

On an average, the male workers got employment for 181 days during 2004-05 while females registered not even half of this duration.

The State recorded a poverty incidence of 40.6 per cent in the rural areas in 1993-94 and it has shown a (slight) decline of 3.7 percentage points during 2004-05 (or 36.9 per cent).

According to 2001 census, the migration stream of 'rural to urban' accounted for 24.3 per cent out of the four migration streams.

Infrastructure Index: The infrastructure index computed for the State as a whole worked out to 86.66 points and interestingly none of the six study States registered a value higher than the State figure. Further, while Chhatarpur and Seoni can be bracketed together (with an index of around 85 points, almost the same as that of the State), Betul lags behind with 74 index value than the other study districts.

Table 1 : Status of Madhya Pradesh on some select indicators

S.No.	Indicator	Value
1	2	3
1.	GDP per capita (Constant Prices) (Rs.) 2004-05	9279
2.	GDP growth rate (1997-98 to 2004-05) % p a	4.07
3.	Population growth (1991-2001) % p a	-1.28
4.	Workforce (Per thousand persons) (2004-05) - Males	544
	- Females	366
	- Persons	459
5.	Workforce growth (1993-94 to 2004-05) % p a	-0.71
6.	Distribution of workforce (2004-05) % (PS+SS)	
a)	Agriculture - Males	79.1
	- Females	88.1
b)	Mining & Quarrying - Males	0.70
	- Females	0.70
c)	Manufacturing - Males	4.50
	- Females	5.80
d)	Electricity, Water etc. - Males	0.20
	- Females	0.00
e)	Construction - Males	4.60
	- Females	2.00
f)	Trade, Hotel & Restaurant - Males	5.30
	- Females	1.80
g)	Transport, Storage & Communications - Males	1.20
	- Females	0.00
h)	Other Services - Males	4.60
	- Females	1.50
7.	Wage rate (Rs/day) – Males – Public works – 2004-05	85.86
	- Other works – 2004-05	38.58
8.	Wage rate (Rs/day) – Females – Public works- 2004-05	38.00
	- Other works- 2004-05	30.53
9.	Casual Labour 1993-94 %	34.1
	2004-05 %	34.3

(Contd...)

Table 1 (Contd....)

1	2	3
10.	Unemployment rate (CDS) 2004-05 - Males %	5.9
	- Females %	4.8
11.	Average No. of days of employment per worker 2004-05	
	- Males	181
	- Females	88
12.	Rural Poverty (%)	
	- 1993-94	40.6
	- 2004-05	36.9
13.	Infrastructure index (2000) (CMIE) (All-India = 100)	
	Madhya Pradesh	86.66
	Betul	74.12
	Chhatarpur	84.80
	Tikamgarh	77.53
	Seoni	84.97
	Shivpuri	79.16
	Umaria	—
14.	Migration from rural to urban areas (2001) (%)	24.3

Madhya Pradesh Rural Employment Guarantee Scheme (MPREGS)

As per the act, each State is required to put in place an "Employment Guarantee Scheme" within six months and the State scheme is supposed to incorporate the minimum features as enunciated in Schedule I and Schedule II of the act.

As regards the salient features of the act, water conservation, minor irrigation, land development, rural roads etc. need to be given priority. However, those works as notified by Government of India in consultation with the State Government are also allowed. The Scheme will be implemented by the Gram Panchayats (half of the works), other PRIs, line departments (PWD and forest department) and NGOs. Based on the proposals received from the implementing agencies, a shelf of projects is to be maintained by the programme officer at the block level. Similarly, each panchayat also is supposed to have a shelf of works based on the

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recommendations of Gram Sabha. With a view to ensuring transparency and accountability, regular Social Audits are to be conducted by Gram Sabha. The muster rolls are also to be disclosed for public scrutiny. All documents concerning EGS are to be made accessible to the public.

In so far as cost sharing is concerned, while Central Government will pay for labour and 75 per cent of material cost, the State Government will pay unemployment allowance and 25 per cent of the material costs. Claims for unemployment allowance should be made within 7 days. Sarpanch or Registration Officer will pay the unemployment allowance in the witness of two persons. Any complaints regarding implementation have to be addressed to Tehsildars. For each work taken up, there will be a Village Monitoring Committee (VMC). Quarterly meetings of Gram Sabha are to be convened by the panchayat where the progress of EGS implementation will be reviewed.

Issues Examined in the Study

Awareness about NREGA:

- * Strategies adopted to build awareness about NREGA, RTI and Social Audit among the general community and the elected representatives
- * Effectiveness of these strategies in the perception of various stakeholders

Registration and Issue of Job Cards and Application for Wage Employment:

- * Role played by the Gram Panchayats, officials and civil society organisations
- * Deficiencies, if any, noticed in the process

Planning:

- * Training for sarpanch, GP Secretary and Gram Rojgar Sevak
- * Preparation of development plans by Gram Panchayats
- * Meeting of Gram Sabha to finalise the plans/works

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- * Preparation of cost estimates by the officials
- * Programme officer's role in performing the above tasks and also in cutting down delays

Implementation:

- * Mechanisms put in place to give publicity to the works and to maintain transparency
- * Match between the works planned and the magnitude of registration
- * Role of implementing agencies and contractors
- * Provision of recommended facilities at the worksites
- * Provision of employment within 15 days of the date specified in the application
- * Participation of SC, ST, women and physically challenged in the work
- * Perception of workers about the piece-rate work
- * Keeping the job cards up-to-date
- * Correctness of entries in the job cards
- * Institutional arrangement for payment of wages
- * Adherence to the payment schedule and also correctness of payments

Monitoring and Social Audit:

- * Monitoring of works by GPs
- * Adherence to the monitoring schedule
- * Effectiveness of VMCs
- * Presentation of VMC's report to Gram Sabha
- * Practices followed for Social Audit
- * Awareness of GP about the mandatory practices/items under Social Audit

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- * Making the proceedings accessible to the public
- * Display of information at the worksite about sanction and utilisation of funds
- * Maintenance of records, registers and measurement books
- * Arrangement for disbursement of wages in the presence of GP members and VMC
- * Physical audit of the works
- * Role of communities and local institutions

Transparency and Accountability:

- * Preparation of document containing details about registration, job cards, employment generation, works taken up, expenditure etc. and keeping in public domain
- * Follow-up action on audit reports
- * Deficiencies/irregularities noticed
- * Effectiveness of grievance redressal address system
- * Perception of the role played by the elected representatives and Government in various stages of Scheme implementation

Objectives of the Study

- * To study the procedures followed for creating awareness about NREGA in general and Social Audit in particular
- * To ascertain the awareness levels of the workers both on features of the Scheme and their rights and entitlements
- * To assess the extent to which the mechanisms adopted facilitated participatory planning including selection of works
- * To quantify the magnitude of employment generation at the individual household level
- * To understand the processes adopted for conducting Social Audit for ensuring transparency in implementation and

- * To examine the extent of understanding of workers and also fulfilment of entitlements including right to work, right to minimum wage and right to information.

Approach, Sampling Design and Profiles of the Study Area

With a view to studying the objectives set and the issues identified, various formats, given below, for eliciting information from various stakeholders were developed, pre-tested and administered in the field. In all, 547 workers were covered in the study for whom a detailed schedule encompassing various issues pertaining to their participation in the Scheme was canvassed and the reference period set for data collection was 2006-07. The perceptions of the workers to a few qualitative dimensions of the Scheme were also captured.

Table 2 : Formats administered

S.No.	Schedule Code	Schedule
1	2	3
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 REGS at State Level
5	S-5	Asset Creation (2006-07) at State Level
6	D-1	Schedule for District Programme Coordinator
7	D-2	Schedule for Elected Representatives of District Panchayat
8	D-3	Financial Allocation and Utilisation (2006-07) under REGS at District Level
9	D-4	Physical Performance (2006-07) under REGS at District Level

(Contd...)

Table 2 : (Contd..)

1	2	3
10	D-5	Asset Creation (2006-07) at District Level
11	B-1	Schedule for Programme Officer (BDO)
12	B-2	Schedule for Elected Representatives of Intermediate Panchayat (IP)/Block
13	B-3	Financial Allocation and Utilisation (2006-07) under REGS at Block Level
14	B-4	Physical Performance (2006-07) under REGS at Block Level
15	B-5	Asset Creation (2005-06) at Block Level
16	G-1	Schedule for Gram Panchayat (Elected Representatives/ GP Secretary)
17	G-2	Schedule for Workers of REGS at GP Level
18	G-3	Profile of GP
19	G-4	Schedule for Focused Group Discussions (FGDs)
20	G-5	Financial Allocation and Utilisation (2006-07) under REGS at GP Level
21	G-6	Physical Performance (2006-07) under REGS at GP Level
22	G-7	Asset Creation (2006-07) at GP Level
23	N-1	Schedule for NGO/CBO Representatives

Secondary data including the progress of the Scheme implementation in terms of registration, job cards issued, funds allocated, released and utilised, employment generation were also collected at the four levels viz., State, district, block and gram panchayat.

Focus- group discussion meetings were conducted for informal leaders, non-workers etc. to study their reactions to various aspects of Scheme implementation.

Online Scheme progress statistics relating to the State were also collected, analysed and interpreted.

Selection of Districts: Madhya Pradesh was implementing Rural Employment Guarantee Scheme (REGS) in 18 districts during 2006-07 from which a sample of six districts was chosen based on a set of both performance and development criteria pertaining to the district(s). (In fact, this homework was done by NIRD itself and has given the list of six districts so selected to Poverty Learning Foundation (PLF), a consultancy organisation which conducted the study in Madhya Pradesh).

Selection of Blocks: As regards selection of blocks, from each selected district, the performance of the Scheme was taken into consideration. Two blocks representing extreme levels of performance of the Scheme were randomly drawn (from the respective groups).

Selection of Panchayats: In this case, one Gram Panchayat was randomly drawn from the total number of Gram Panchayats in the selected block.

Selection of Workers: In each selected Gram Panchayat, a list of workers (who constituted the sampling frame) who participated in the Scheme during the year 2006-07 was prepared from which a sample of 50 workers was randomly drawn. However, in certain Gram Panchayats, the number of workers fell short of 50 either because the total number of workers itself was not 50 or there were absentees at the time of the visit and no substitution could be made for want of additional workers. This resulted in a sample of 547 workers, instead of 600, for the study as a whole.

Thus, the study covered six districts, 12 blocks, 12 Gram Panchayats and 547 workers. The names of the samples/ units covered along with their numbers at different levels are shown in the following statement.

Table 3 : Sample coverage

District	Block	Gram Panchayat	No. of Workers
1. Betul	1. Amla	Bothia	49
	2. Shahpur	Handipani	51
Sub-total			100
2. Chhatarpur	1. Bizawar	Jaitpur	50
	2. Nowgong	Joran	49
Sub-total			99
3. Seoni	1. Bargath	Amagarh	46
	2. Kurwai	Chakki Kamriya	50
Sub-total			96
4. Shivpuri	1. Pohori	Baighat	45
	2. Shivpuri	Dongar	48
Sub-total			93
5. Tikamgarh	1. Baldevgarh	Bhanpura	35
	2. Palera	Budor	33
Sub-total			68
6. Umaria	1. Manpur	Parasi	48
	2. Paili	Badhwahi	43
Sub-total			91
Grand total			547

Data Consistency and Analysis: Before the (primary) data entry using SPSS format took place, the data were thoroughly checked for consistency and it was also ensured that no data gaps existed (the latter part was mostly taken care of in the field itself).

The trends obtaining from the analysis were discussed mostly in percentage form and district was taken as the unit for analysis and also for presentation of results in the report. To aid faster grasping of the trends, the results for select variables were graphically depicted. The caste group-wise average employment generation was separately depicted in order

to identify the groups that benefited the most and the least from the Scheme.

District Profiles

Betul: The total geographical area of the district was 10043 sq. kms and cultivated land accounts for 526 hectares. The district had a population of about 14 lakhs of whom rural population accounted for 81 per cent. The district registered a sex ratio of 965 according to 2001 census. The population had grown at a rate of 18.2 per cent during 1991-2001. Scheduled tribes were the predominant group in the population accounting for 39.4 per cent. While the overall illiteracy rate for the district as a whole was 67 per cent (2001 census), males had a clear edge over the females (77 and 56 per cent, respectively).

Chhatarpur: This district had a geographical area of 8687 sq.kms and the cultivated land was reported to be of a magnitude of 448 thousand hectares. The district had a population of 14.7 lakh persons of whom males accounted for 53 per cent leading to a low sex ratio of 869 females per 1000 males. The district did not fare well on the literacy front also (53.4 per cent).

Seoni: The total geographical area of Seoni district was 8758 sq.kms. According to 2001 census, the district had a population of 11.7 lakh persons of whom nearly 90 per cent lived in the rural areas. The population of STs was 4.3 lakh forming 37 per cent in the total population. Males accounted for 54 per cent in the total population resulting in a sex ratio of 858 females for 1000 males. The share of SCs (19 per cent) and STs (11 per cent) was not more than 30 per cent in the total population. On literacy front, the district presented a moderate picture with a literacy level of 59 per cent. But the males were well ahead of females in this regard (75 and 42 per cent, respectively).

Shivpuri: According to the information available, the district had a geographical area of 103 thousand sq. kms and the cultivated land was to the extent of 403 thousand hectares. The total population of the district

according to 2001 census was 14.4 lakh persons of whom 83 per cent were from the rural areas.

Tikamgarh: The district had a total geographical area of 5048 sq.kms and had a population of 12.03 lakh persons of whom 82 per cent lived in the rural areas. Males constituted 52 per cent in the total population resulting in a sex ratio of 886 (females per 1000 males). The share of SCs and STs put together was not more than 29 per cent (24.3 and 4.3 per cent, respectively). The district registered a literacy rate of 56 per cent and as in the case of any other study district, the literacy rate for males was much higher than that of females.

Umariya: This is the smallest district of the six districts studied, having a total geographical area of 4548 sq.kms. Relative to this, the cultivated area was smaller (1.4 lakh hectares). The district had a population of 5.2 lakh persons and the rural population accounted for 83 per cent. There were 2.65 lakh males in the total population forming 51.3 per cent resulting in a sex ratio of 946 females per 1000 males. STs (44 per cent) and SCs (7 per cent) put together formed 51 per cent in the total population. The district registered the lowest (among the six study districts) literacy rate of 32.6 per cent and the gap between the male and female literacy rates was substantial (47 and 17 per cent, respectively).

Panchayat Profiles

Bothiya (Jeelapalli)

Location and Population: Bothiya is a small and interior village located in Amla block of Betul district. The total number of households in the village was 487 of which there were 452 BPL cards while the rest APL cards (35).

Basic Amenities: Owing to its isolation, this village does not have many facilities. Only drinking water, primary school and *anganwadi* are available in the village and for facilities like high school, post office etc., the villagers depend up on a nearby village, located about 2 kms away. PHC and

health sub-centre are available in a town located at a distance of 20 kms from the village.

Landholding and Agriculture: A large majority (93.0 per cent) of the households possess land and 42 per cent of the holdings are up to the 'small' (less than 5 acres) category. The total cultivable land in this village is 487 acres of which 442 acres (90 per cent) of land is under dryland cultivation. Only 45 acres (10 per cent) of the land does have irrigation facility either through percolation tanks or dug wells.

Demand for Labour: January to February is the peak period while September to November is the slack period for agricultural labour. No variation in the wages either between peak and slack seasons or between agricultural and non-agricultural works was reported. The wage rates for males and females were Rs.50 and Rs.40, respectively.

No migration and child labour was reported in this village.

REGS: Out of the total 487 households, 452 job cards were issued but only 301 or 67 per cent of job cardholders sought work under REGS. An amount of Rs. 17.4 lakh was spent on various works including construction of roads, percolation tank, check dams, irrigation tanks, digging of well for drinking water and plantation. It created 18322 employment days.

Handipani

Location and Population: This village belongs to Shahpur block of Betul district. The total population of the village was 1110. The major chunk of the population was STs (94.1 per cent) followed by OBCs (3.2 per cent) and SCs (2.7 per cent).

Basic Amenities : This is one of the most interior villages in the district. Though the facilities like primary school, *anganwadi* and bus station are available in the village, the villagers have to travel 15 kms (Bowhara town) for other facilities such as high school, PHC, bank, KVK, etc. Though there is a small town at a distance of 1 km, no such facilities are available.

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Landholdings and Agriculture: About 96.8 per cent of the total households own agriculture land. This was said to have happened since the forest department had given five acres of forest land to the tribals for cultivation. However, 60 per cent of the land was reported to have been kept fallow. The net sown area was 700 acres of which only 50 acres (7 per cent) have the irrigation facility for one crop through percolation tanks. The rest of it was under dryland cultivation. There was no land where second crop was sown.

Demand for Labour: January to March is the peak period for labour and October to November is the slack period. The wage rates vary by Rs. 10/- from peak to slack seasons. About 50 persons reported to have migrated due to non-availability of work during slack season.

Child Labour: No incidence of child labour was reported in the village. However, some of the children were being engaged by the parents as family labour.

REGS : All the households (159) were provided with job cards under REGS. All, but 5 households, were given employment. A total of Rs. 2733584 was reported to have been spent on roads and percolation tanks which generated an employment of 26034 mandays for the workers.

Jaithpura

Location and Population: It is an interior forest village situated in Bijawar block of Chaatarapur district. The total population of the village was 6489 out of which SCs comprise 16 per cent, STs 14 per cent and others 70 per cent. The total number of the households in the village was 916, 76 per cent of which got PDS cards.

Basic Amenities: Jaithpur is relatively in a better position with regard to the basic facilities. Except health sub- centre and KVK, all the other facilities are available in the village itself. Amarganj is the nearest town situated 20 kms away from the village.

Landholding and Agriculture: It was reported that 97 per cent of the households have agricultural land. The distribution of the households based on their landholding was—marginal farmers (50 per cent), small farmers (41 per cent) and large farmers (9 per cent). The total net sown area was 2100 acres. The extent of land under dry and wet cultivation was 72 and 28 per cent, respectively. Sixty per cent land is irrigated for the second time. The major sources of irrigation were open wells, bore wells and streams. The major crops grown in this village are gram (57 per cent), followed by wheat (14 per cent) and *masoor* (12 per cent).

Demand for Labour: January and August to September were the peak periods while March to June was the lean period. The wage rate would go up to Rs. 75 for males and Rs.60 for females during the peak season. But the normal wage rates were only Rs.60 and Rs.50 for males and females, respectively.

Around 150 members from 50 – 60 households usually go on migration for work during the lean period.

Child Labour: No child labour was reported in this village.

REGS: Out of 916 households, 721 households were given the job cards and of these 351 households (49) applied for work and all of them were given work. An amount of Rs. 13.4 lakh was spent on various works including construction of roads, tank repairs, plantation and digging of wells in the lands belonging to SCs and STs for irrigation. These works generated 20739 mandays.

Joran

Location and Population: Joran is the OBC dominated village, situated in Nowgong block of Chaatarapur district. The total population of the village was 1545. The major chunk of the population belongs to OBCs (92 per cent), followed by SCs (4.6 per cent) and others (3.7 per cent). The number of households having PDS cards of *anthyodaya*, BPL and APL were 6, 53 and 224, respectively.

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Basic Amenities: The basic facilities like primary school, bus facilities, *anganwadi*, electricity and drinking water were available in the village itself. The other facilities including high school, health sub-centre, bank, etc., were available at 5 kms' distance at Alipura. The nearest town is Nowgong which is 35 kms away.

Landholdings and Agriculture: Out of 283 households, 200 (71 per cent) have agricultural land. Small and marginal farmers formed 75 per cent of the land owning community. Agriculturally this village was slightly developed with 70 per cent of the cultivated land having assured irrigation facility and 37 per cent of the net sown area cultivated more than once. The major sources of irrigations were wells and canals and the major crops grown in this village were urid , mustard and peas.

Demand for Labour: Since this village has better irrigation facilities, the seasons are different from that of the other villages. The peak agriculture seasons are October- November and March – April. The lean months are May and September. The wage rates go up to Rs. 70 for males and Rs.50 for females during peak season. However, the normal rates were Rs.50 and Rs.40 for males and females, respectively.

About 50 members usually migrate to other places in search of work during the slack season.

Child Labour: No formal child labour was reported in this village. However, the children are used for the works like grass collection, cattle grazing, etc.

REGS: The job cards were issued to all the households in the village. However, the number of cardholders applied for employment was 250 (88 per cent) and all of them were given employment. An amount of Rs. 13.5 lakh was spent on roads and culverts which generated 15141 mandays.

Amargath

Location and Population: Amargath is located in Bargath block of Seoni district. The total population of the village was 1085 and the number of

households was 405. OBCs comprised the major chunk of the population i.e (56 per cent) followed by STs (32 per cent) and SCs (9 per cent).

Basic Amenities: The village did not have many facilities. Only drinking water, primary school, *anganwadi* and bus facilities were available in the village and the facilities like high school, post office etc, were available at the district headquarters i.e Seoni, 15 kms away.

Landholding and Agriculture: Of the total 405 households, a large majority (91.0 per cent) of the households possessed the land and 73 per cent of the land owners were marginal and small farmers only. The total cultivable land in this village was 900 acres of which only 20 per cent of the land was irrigated. The main source of irrigation was dug well.

Demand for Labour: July – September is the peak agricultural season while the lean months are October and May. The wage rate during peak agricultural seasons goes up to Rs.50 for males and Rs. 45 for females. However, the normal wage rate was Rs.40 and Rs. 35 for males and females, respectively. The wage rate for non-agricultural works was higher by Rs.5 when compared to that of agricultural works.

Ninety members reported to have migrated to other places to find work during the lean season.

Child Labour: This village registered 10 cases of child labour. Children are engaged in construction works.

REGS Works: Despite the fact that all the 405 households were issued job cards, only 210 (52 per cent) sought employment under REGS. An amount of Rs. 4.83 lakh was spent on various works like tank renovation, dug well repairs and plantation. They generated 7080 days of employment.

Chakkikamiya

Location and Population: Chakkikamiya is predominantly a tribal inhabited village falling in Kurwai block of Seoni district. The total population of the village was 2192 and besides tribals who account for 72 per cent, the

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village has OBCs (21 per cent) and SCs (7 per cent). All the 395 households of the village possess BPL cards.

Basic Amenities : Though Chakkikamiya is a tribal- dominant village, the basic amenities in this village are not poor by any standards. The facilities including drinking water, *anganwadi*, primary school, high school, health sub-centre and bus station are available in the village. The other facilities namely post office, cooperatives, PHC etc. are available in Bapalganj located at a distance of 15 kms from the village. The nearest town is Raja balsa, which is 3 kms away from the village.

Landholding and Agriculture: Ninety eight per cent of the total households in this village have agricultural land. But a majority of the farmers were marginal and small farmers and they together comprised 87 per cent in the total number of landholdings. The net sown area was 3000 acres 66 per cent of which was under dryland cultivation. The remaining 33 per cent of the area was irrigated both in kharif and rabi seasons. The major sources of irrigation included dug wells and tanks.

Demand for Labour: August to September and January are the peak seasons and March to June is the lean season. The wage rates go up to Rs. 60 from Rs.50 for males and to Rs. 55 from Rs. 40 for females during the peak season. The average wage rates for males and females in normal seasons were Rs.50 and Rs. 40, respectively.

No migration was reported in this village.

Child Labour: No child labour was reported in the village. However, some of the children were being engaged by the parents in their domestic works.

REGS: Out of the 395 households, 375 (95 per cent) were provided with job cards. But only 250 households (67 per cent) applied for NREGS work. A total of Rs. 5.98 lakh was spent on roads, stop dam and dug wells and these works generated an employment of about 6000 mandays.

Baihath

Location and Population: Baihat is situated in Pohari block of Shivapuri district. The total population of the village was 1459 of whom the OBCs have accounted for a larger proportion (71.4 per cent) followed by SCs (29 per cent). The total number of PDS cards was 360 out of which the *anthyodaya*, BPL and APL cards were 17, 60 and 283, respectively.

Basic Amenities : The basic facilities like drinking water, *anganwadi*, primary school, electricity were available in the village. The other facilities including post office, cooperatives, PHC, high school, etc., were available in Pohari, the block headquarters situated at a distance of 5 kms from the village.

Landholding and Agriculture : All the 360 households possessed agricultural land. But a majority of them (86 per cent) were small and marginal farmers. The total net sown area was 2800 acres. The dryland cultivation accounted for a lion's share (66 per cent) in the area sown. Only 33 per cent of the land has irrigation facility. The major sources of irrigation were tube wells and tank. The major crops grown in the village were *urid* and bajra.

Demand for Labour: The demand for agricultural labour was reported to be more in the months of July, September and October during which the wage rates soar up to Rs. 70 for males and Rs. 60 for females. Otherwise, the normal wage rates were Rs. 50 and Rs.40 for males and females, respectively. The slack period for agricultural labour was March to May. Prior to implementation of MPREGS, the workforce participated only in agricultural works but not in non-agricultural works notwithstanding the fact that there is ample scope in the latter category.

About 100 workers were reported to be migrating every year to other places in search of work.

Child Labour: No child labour was reported in the village.

REGS: Despite job cards having been provided to all the households, only 41 per cent of them did apply for work. About 1720 mandays were created by spending Rs. 1.94 lakh on farm ponds and *karanja* under REGS.

Dongar

Location and Population: Dongar, an interior village was situated in Shivapuri block of Shivapuri district. The total population of the village was 1131 having predominance of OBCs (50 per cent) besides STs (34 per cent), SCs (11.1 per cent) and the other castes (5.3 per cent). The total number of PDS cards issued was 303 of which the *anthyodaya*, BPL and APL cards were 77, 91 and 135, respectively.

Basic Amenities: The basic facilities including drinking water, *anganwadi*, primary school, health sub-centre, electricity were available in the village. The post office was located in Theh at a distance of 2 kms. The other facilities namely cooperatives, PHC, high school, etc., were available in Shivapuri, located at a distance of 17 kms.

Landholding and Agriculture: All the 285 households possessed agricultural land. The marginal and small farmers were 23 and 60 per cent, respectively. The total net sown area was 320 acres out of which irrigated land accounted for 22 per cent while the dryland the rest (78 per cent). The entire irrigated land has water facility for two crops. The major crops grown in the village were soya beans, bajra and the main source of irrigation was dug wells.

Demand for Labour: September to November was the peak period for agricultural labour during which the agricultural wage rate goes up to Rs. 100 for males and Rs. 80 for females. Otherwise, the normal wage rates were Rs. 50 and Rs.40 for males and females, respectively. February and March are the months during which demand for agricultural labour was at its low.

About 100 workers usually migrate to other places in search of work.

Child Labour: There were about 50 children working as labourers.

REGS: Even though, the job cards were provided to all the households, only 42 per cent of them applied for work. An amount of Rs. 9.6 lakh was spent on works relating to farm ponds, tank and *karanja* under REGS which created 10640 mandays. About 50 physically challenged persons were also given work.

Bhanpura

Location and Population: This village is located in Baldevgarh block of Tikamgarh district. This village was inhabited by heterogeneous social groups. The total population of the village was 2000, with predominance of OBCs (43 per cent), followed by STs (28 per cent) and SCs (25 per cent). OCs accounted for 5 per cent in the total population. The number of PDS cardholders in this village was 553, the break-up of which was *anthyodaya* 56, BPL 142 and APL 335.

Basic Amenities : Pre-school, health sub-centre, *anganwadi*, cooperative society, bus facility, post office and drinking water were available in the village itself and for bank, PHC and high school facilities the villagers depend up on Desi, located at a distance of 10 kms from the village.

Landholding and Agriculture: All the 400 households possess agricultural land. The small and marginal farmers together comprised 70 per cent in the farming community and large farmers formed the rest (30 per cent). The total net sown area was 400 acres of which irrigated land accounted for 44 per cent and the rest was under dryland cultivation.

The major crops cultivated include urid, wheat and *chana*. and the main source of irrigation was dug wells,

Demand for Labour: The usual periods when the demand was at its peak for agricultural labour are February to March and October to November. There will be a hike of Rs. 10 in the wages for both males and females during the peak season. The wage rates the workers get during the normal agricultural season were Rs. 40 and Rs.30 for males and females, respectively. The lean seasons for agricultural labour were April to June

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and August to September. The wage rates for non-agricultural workers were Rs.50 and Rs.40 for males and females, respectively.

As many as 130 members usually migrate to other places in search of work.

Child Labour: There were 150 children working as labourers and they are usually engaged in cattle grazing.

REGS: About 355 households were given job cards of which only 56 per cent submitted applications for work. The works such as drought proofing and roads were taken up which generated an employment of 8376 mandays with an expenditure of Rs.5.3 lakh.

Budour

Location and Population: This village is situated in Palera block of Tikamgarh district. The total population of this village was 2701 comprising SCs (44 per cent), OBCs (40 per cent), STs (8 per cent, and other communities (7.5 per cent). The total number of cardholders in this village was 524 and the scheme-wise break-up was – *antyodaya* 42, BPL 106 and APL 376.

Basic Amenities: The village has the following basic amenities: primary school, high school, health sub-centre, *anganwadi*, cooperative society, post office, electricity, drinking water and for other facilities like bank and PHC the people have to travel about 7 kms to Palera, the nearby town and also the block headquarters.

Landholdings and Agriculture: All the 524 households of the village have at least some extent of agricultural land. The marginal, small and large holdings in the total number of holdings were 19, 24 and 57 per cent, respectively. The total net sown area was reported to be 710 acres. The irrigated and dryland accounted for 57 and 43 per cent, respectively. The entire irrigated area is usually cultivated both in kharif and rabi seasons. The major crops grown in this village were masri, *chana*, and wheat and the source of irrigation was dug well.

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Demand for Labour: There will be a large demand for labour during agricultural operations during February- March and October-November and the usual lean months are May, June, August and September. The wage rates for males and females were reported to be Rs.50 and Rs.40, respectively. The rates would surge by Rs.10 in the case of either sex during the peak season.

About 500 members generally leave the village during lean seasons in search of work in other places.

Child Labour: No incidence of 'formal' child labour was reported in this village. However, children do participate in (agricultural) operations pertaining to the land belonging to the family.

REGS: About 531 households (7 additional) were given job cards in the village and only 40 per cent of the job cardholders applied for work. The REGS generated 3054 mandays of employment by taking up the dug well, renovation work, spending an amount of Rs.2.5 lakh.

Parasi

Location and Population: This village, located in Manpur block of Umaria district, has tribal predominance (84 per cent). In the total population of 1675 persons, SCs and OCs account for 8 per cent each. The number of PDS cards was 357 of which 196 cards were given to the BPL households while the rest for APL households. There were no *antyodaya* cards in this village.

Basic Amenities: The basic facilities available in the village included primary school, health sub-centre, *anganwadi*, transport (bus), electricity and drinking water. The other facilities namely high school, PHC, bank, cooperatives, post office are available only in Umaria, the district headquarters, which is located at a distance of 20 kms from Parasi village.

Landholding and Agriculture: Judged by the incidence of landless labour households of 78 per cent out of 320 households, the village can be rated

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as poor. The maximum extent of landholding does not go beyond 5 acres. There were no large farmers in the village. The net sown area was 550 acres. About two-thirds of the land was dryland. Only 22 per cent of the land was reported to be cultivated both in kharif and in rabi seasons. The major crops grown in this village were maize and wheat and tank was the major source of irrigation.

Demand for Labour: As a large extent of land was under dryland cultivation, the peak months for agricultural operations are June and September. The wages do not go up in the peak season because the supply of labour was abundant. The agricultural wage rates for males and females were Rs.50 and Rs. 40, respectively while for non-agricultural operations the corresponding figures were Rs.60 and Rs.50, respectively.

Despite the supply of labour being high in the village, no outward migration was reported for employment.

Child Labour: As per the information available, only five children were reported to be working as labourers.

REGS: The job cards issued in this village stood at 435 and 77 per cent of the cardholders were given employment under REGS. The works relating to check dam, roads, tank, dug well, channel were taken up in this village with a cost of Rs. 9.7 lakh generating an employment of 8812 mandays.

Badwai

Location and Population: This village is located in Pali block of Umaria district. The total population of the village was 1688 and scheduled tribe was the caste accounting for 79 per cent and the rest were OBCs (19 per cent) and SCs (1.5 per cent).

Basic Amenities: Pre-school, high school, health sub-centre, *anganwadi*, bus facilities, drinking water, electricity were available in the village itself and bank, cooperative society, post office, PHC, etc., were available in Shaduls located at a distance of 10 kms from the village and the people of Badwai depend up on this village for these facilities.

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Landholding and Agriculture: Out of the 438 households, only 338 (77 per cent) possessed agricultural land and these holdings are either marginal or small holdings. The total net sown area was 1100 acres out of which irrigated land accounted for a larger chunk (82 per cent). Only 9 per cent of the irrigated area was reported to have been cultivated in both the seasons of kharif and rabi. The major crops grown in the village included wheat, maize and paddy.

Demand for Labour: Peak period for agricultural labour was reported to be August – September while the slack period was October – December. The normal wage rates for agricultural labour were Rs. 50 and Rs.40 for males and females, respectively and no appreciable difference in the wage report was noticed between peak and slack seasons.

Child Labour: About 20-25 children were working as labourers and these children were mostly engaged in cattle grazing.

REGS: Road and water tank works were taken up during 2006–07 under REGS. These works generated an employment of 3800 mandays at a cost of Rs.2.4 lakh.

CHAPTER-2

Institutional Arrangements for Implementation of REGS

Presented in the chapter is information relating to the institutional arrangements the State has made for implementing the Rural Employment Guarantee Scheme. The specific issues discussed include constitution of State Employment Guarantee Scheme (SEGC), its activities, deployment of personnel at various levels, procedure adopted for disbursement of wages, preparation of Training Action Plan, efforts made for building the capacities of the officials in particular, concerned with the implementation of REGS and the elected representatives in general. The mechanisms put in place for monitoring and Social Audit also form the contents of this chapter.

Formation and Composition of State Employment Guarantee Council (SEGC) : The State Employment Guarantee Council in Madhya Pradesh was constituted on 18th of January, 2006 with 13 members representing scheduled caste, scheduled tribe and other backward castes (with one member each) and other castes (10 members). Further, officials and non-officials were in the ratio of 7: 6. As regards gender composition, there were 12 male members besides one female member. An NGO was also represented in the group. Thus, the composition of SEGC was on the suggested lines in the act.

Activities of SEGC: The basic activity performed by SEGC related to overseeing the general implementation of REGS in the State. More specifically, the focus of their activities was on activities (to be) taken up in different districts in the State and also review of the expenditure incurred both on the wage and material components of the works undertaken. Complaints received from any quarter/agency in regard to any implementation aspect were also looked into by SEGC. During the reference period of 2006-07, the SEGC was reported to have met twice- in September of 2006 and March of 2007.

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Allocation and Utilisation of State Employment Guarantee Fund: The State Employment Guarantee Fund was created with an allocation of Rs. 4 crore in 2006-07. In addition, a balance of Rs.1 crore was also available which was remaining unspent owing to late release of fund (in March) for the year 2005-06.

It was reported that an amount of Rs. 4.75 lakh was given towards unemployment allowance to the families in the district of Barwani in the State during the year 2006-07.

Deployment of Personnel under REGS: For implementation of REGS, personnel were deployed at the block and panchayat levels. While no uniform pattern emerges in the process that has been gone through for selection of the personnel, mostly incumbents working in (other) departments including Tribal Welfare, General Administration were promoted and taken on deputation to serve as CEO of REGS at the block level. Direct selection of the candidates from the open market were also resorted to in a couple of cases.

Arrangements at the GP Level : To begin with, Duggy (peon attached to the panchayat) provided information on the features of the Scheme to the community at the village level.

It appears that BPL list of 2003 was taken as the base for identification of households for registration. In some cases, job cards were distributed in specially convened Gram Sabha meetings while in others, the cards were distributed at the doorstep of the selected (BPL) households itself.

Receiving Applications for Work: During the initial stage, group applications were accepted but subsequently individual applications were only accepted for work under REGS. Illiterate people were helped by GP secretary in filling up the form.

Informing about Work Arrangements: *Munandi*, a worker attached to the panchayat informed the applicants before the work commenced and in a couple of panchayats, the sarpanch himself/herself played this role.

Allocation of Work: The works to be taken up in the panchayat are as per the action plan prepared after discussion in the meeting convened in the village. In assigning a specific work to individual worker, his/her physical ability was taken into account.

Wage Payment: Wage payment was said to be done on weekly- basis, mostly at the panchayat ghar in the presence of sarpanch or panchayat secretary or both.

Awareness Creation: As per the information provided by the authorities at the State level concerned with the implementation of REGS, the State had undertaken a campaign about NREGA in a big way through posters, audio-cassettes and *kalajathas* to create awareness among the people about their entitlements in the context of REGS. It was also reported that the efforts were effective.

More specifically, the State Government was adopting different strategies in respect of various components of the Scheme which are as follows:

- * Creating awareness about REGS among people and local institutions- this is done through regular IEC activities at the village, block and district levels effectively.
- * Publicity of minimum/ additional wages: This task is accomplished by giving wide publicity through electronic and print media.
- * Monitoring of REGS: This was reported to be done once in a fortnight, but our field observations do not substantiate this observation.
- * Redressal of grievances: This was reported to be done at all levels.
- * Physical audit: This was being done through Chartered Accountants. But the study team cannot make any comment on this as no supporting evidence was found in the field.
- * Financial audit: This was being done through outside agencies- (i) Public Accounts Institute, Bhopal and (ii) Institute of Public Auditors of India, MP chapter, Bhopal in association with the State Council's Auditor.

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Training Action Plan: As per the information provided by the State officials, the State had prepared a training action plan for imparting training to functionaries, both officials and non-officials, and training was being imparted on NREGA, RTI and Social Audit. But the situation obtaining at the ground level was different. Elected Representatives at the panchayat level indicated that the task of training all of them was far from over.

Capacity Building and Awareness of Officials and Elected Representatives at the District Level

Officials: All the officials interviewed mentioned that they have received training in preparation of action plan in the context of REGS. Further, the training helped them in understanding the nitty-gritty involved in the plan preparation and inter-sectoral approaches to be adopted in implementation of REGS. Using the knowledge they gained in the training, they could prepare the shelf of projects.

Capacity Building of Elected Representatives: As per the information provided by the elected representatives, while all the six district panchayat presidents received training in NREGA, as regards RTI, Social Audit and plan preparation, a very few of them have got the exposure. Even in the case of vice-presidents, the position was no different. But in the case of members of ZP panchayat, the position leaves much to be desired—a very few of them reported to have undergone training on NREGA, let alone RTI act, Social Audit and plan preparation.

Awareness Levels: The analysis of the replies given on this dimension by the district level elected representatives shows that the awareness level on Social Audit was rather low. They also indicated that Social Audit still remains to be conducted in their districts. Interestingly, in Tikamgarh and Shivpuri districts, though the Social Audit was said to have been conducted, the elected representatives exhibited ignorance about this. However, in the case of minimum wage to be paid to the workers, all the six respondents mentioned that they were aware.

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Village Monitoring Committee (VMC): Excepting for Shivpuri district elected representatives, all elected representatives at the district level mentioned that VMCs were constituted and functioning well. But this information does not square up with that obtaining at the ground level. In many cases, the same VMC was looking after more than one work which is contrary to the spirit of guidelines in the act.

Perspective Plan: The elected representatives indicated that all were aware of the perspective plan preparation and in fact they suggested some works for incorporation in the plan. However, Tikamgarh elected representatives had a grouse in this regard- their suggestions fell on deaf ears.

Awareness about RTI and Usage of RTI : While all the elected representatives said that they were aware of the provisions contained in the RTI as applicable to NREGA, its use was noticed only in Shivpuri district in the field.

Elected Representatives who have already got some exposure to the provisions under NREGA expressed that it would be more beneficial for them if the Government arranges a refresher programme where information can be shared by those representing different districts in the State on problems they encountered in implementation of REGS and solutions attempted.

Involvement of ZP Members in REGS Activities: The elected representatives (chairman or member) in all the six study districts were asked to indicate whether they are involved in the activities of REGS and if so, the effectiveness of their involvement. Out of seven activities considered to seek information, as can be seen from the following Table, involvement was seen for different activities in 3-5 districts and their involvement was perceived to be effective in a majority of districts.

Table 4 : Involvement of ZP members in REGS activities and perceived effectiveness

S. No.	Activity	Involvement		Effectiveness			NA
		Yes	No	Very effective	Effec- tive	Not effec- tive	
1	Giving publicity to the Scheme	4	2	-	4	-	2
2	Giving publicity to the wage reates	4	2	-	4	-	2
3	Allocation of work	5	1	1	3	1	1
4	Payment of wages	4	2	1	1	2	2
5	Redressal of grievances	4	2	-	4	-	2
6	Monitoring of REGS	3	3	-	3	-	3
7	Social Audit of REGS	-	2	-	-	-	2

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

Out of the six district level elected representatives interviewed for the study, only three mentioned that they were aware of the Social Audit but further indicated that to their knowledge no Social Audit took place in these districts.

Capacity Building of Block Level Personnel

As for the block level officials and elected representatives, all, but Umariya personnel, have received training on REGS in various institutes including SIRD, Jabalpur; RRTI, Gwalior and RDTA, Bhopal. The duration of the training varied from 3 to 15 days.

Involvement of Block Level Elected Representatives: All the 12 elected representatives were asked to indicate their involvement in various stages of Scheme implementation and if there is any, the level of effectiveness of their involvement.

As can be seen from the following Table, involvement of a larger number of elected representatives was observed in so far as 'giving publicity to the Scheme and also to the wage rates' and also allocation of works are concerned. As per the information provided by them, Social Audit was completed only for two works. Further, these representatives perceived that their involvement was by and large moderate (effective) in respect of the components referred to above.

Table 5 : Involvement of block level elected representatives in REGS and perceived effectiveness

S. No.	Activity	Whether involved		Level of effectiveness			
		Invo- lved	Not invo- lved	Very effec- tive	Effec- tive	Not effec- tive	NA
1	Giving publicity to the Scheme	8	4	1	7	1	4
2	Giving publicity to the wage rates	9	3	1	7	1	3
3	Allocation of work	8	4	-	7	1	4
4	Payment of wages	6	6	1	5	-	6
5	Conduct of Social Audit	2	10 *	-	2	-	10
6	Redressal of grievances against GPs	6	6	-	3	3	6
7	Monitoring of REGS	6	6	-	5	1	6

* Social Audit was not completed.

Management Information System (MIS) for REGS

MIS was established at the State level and was said to be functioning very effectively. At the block level, help of an outside agency was sought to put in place of the monitoring system and all the financial transactions were being carried out through a single bank (State Bank of Indore). The payments made and the balance available in REGS were reportedly being checked on a fortnightly basis.

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In regard to implementation of REGS, there exists good coordination among SEGC, District Panchayat and POs (CEOs) at the block level.

The district officials involved in REGS were able to monitor its implementation in terms of periodically visiting worksites, submitting progress reports, conducting review meetings etc.

Suggestions for Improving the Monitoring Mechanism: During interactions with the State and district level officials, many suggestions were made for improving the efficacy of the monitoring mechanisms. The gist of the suggestions is given below:

- * The staff available at the block level needs to be augmented and given proper orientation about the features of the Scheme.
- * Persons with technical skill in taking measurements of works completed need to be recruited to help the GP secretary. This would hasten the process of payment of wages in regard to piece-rate work.
- * Another suggestion to make existing MIS more vibrant was the need for providing a computer for a cluster of panchayats. This would significantly cut down the time being taken at present for sending the progress reports from the panchayat level.

Internal and Social Audit

Internal audit of REGS was reported to be undertaken as per the requirement under the Scheme. Social Audit was also being undertaken through selected NGOs at the panchayat level.

The role played by Gram Panchayat was mainly in the form of announcing the date for Social Audit well in advance, conduct of meetings and Gram Sabha and place the muster rolls and records pertaining to fund utilisation under the Scheme for public scrutiny. The feedback from the public was that the quality of work in some cases needs to be improved. A specific instance was mentioned where there was a clear allegation against the sarpanch that he threw the rules for selection of job cardholders for work to the wind and he employed 'his own people'.

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It was reported further that Social Audit was being conducted in 7 Gram Panchayats in every block on rotation basis and was said to be effective. Although the study team was not very sure of the frequency and also the coverage, some sincere attempt was being made by State Government towards this end.

Our field interactions at the Gram Panchayat level, however, show that only in two districts (out of six study districts), the Social Audit for 2006-07 was completed. The feedback suggests that there should be a greater transparency in implementing works and job card still needed to be issued to more deserving cases. Another aspect highlighted in the Social Audit was in regard to the need for providing 100 days of employment without fail. Lastly, non-provision of facilities at the worksite was also mentioned in Social Audit report.

Muster Rolls

Muster rolls are supposed to be maintained for each work, containing information about the name of the work, wages paid, employment provided and the signature/thumb impression of the workers. As Gram Panchayats are implementing the works under REGS in more than 90 per cent of the cases as was observed through analysis of secondary data, the elected representatives of 12 panchayats were asked to indicate the position about the muster rolls. In their perception, the muster rolls were being maintained properly and in fact a copy of them is displayed at the panchayat office for public scrutiny. The elected representatives also informed that they verified the muster rolls while the work was in progress and according to them they could notice no discrepancies in the entries made in the muster roll and the actual number of workers on the site.

The observations of the study team in the field corroborate, to some extent, the findings that are obtained through analysis of secondary data. In some cases the entries made in the job card did not match those given in the

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muster rolls (Job card figures are higher as compared to those given in the muster rolls).

Complaints and Redressal

The State office had received complaints in regard to non-payment of wages in the stipulated time and norms for measurement of piece-rate work. The CEOs at the district level were reportedly looking into these issues. However, no complaints in regard to schedule of rates, fixation of wage rates, publicity of REGS and release of funds to districts were reported. Similarly, no queries nor any demand for information under RTI was received in connection with REGS.

It was reported that the public sought information from a few POs in the districts of Betul and Shivpuri on job cards, muster rolls, number of days of employment provided and the number of works taken up. The details were reportedly provided by the POs immediately.

Some Issues

Although no major problems were (as yet) reported in implementation, the officials cutting across the three levels mentioned a few (oral) complaints which came to their notice and they include the following:

- * Cards were issued to the families regardless of the fact that they are either joint or nuclear families. As this would deprive joint families, they request for a second look at this stipulation/procedure.
- * In some cases, panchayats themselves prepare the list of applicants for issue of job cards without having any regard to the BPL list.
- * Work execution: The preference of the worker is for time based work instead of piece-rate work, as more often than not, the latter leads to problems in sharing of the (total) wage among the workers in a group.
- * In a couple of Gram Panchayats, payment of wages was delayed on account of non-release of funds in time.

CHAPTER-3

Planning, Implementation and Performance of REGS

Performance of REGS in Madhya Pradesh and in Study Districts during 2006-07

Financial Performance: Towards implementation of the Scheme in 18 districts (where the Scheme is in operation) an amount of Rs.2144 crore was released of which the State share accounted for 10 per cent while the rest was the Central share. Across 18 districts, Dhar got the maximum fund released accounting for 8.1 per cent in the total release under the Scheme (this is mainly because of the larger number of job cards issued in the district). The extent of fund utilisation out of the total release stood at 87 per cent for the State as a whole and this percentage moved in a wide range of 62 per cent (Shadhol) to 99 per cent (Satna and Sidhi) across districts.

An amount of Rs.1174 crore was spent towards the unskilled wage while the corresponding figure for semi-skilled and skilled work worked out to Rs.93 crore. Thus, on wage component alone, the State had spent an amount of Rs.1267 crore which accounted for about 60 per cent meeting the condition that at least 60 per cent of expenditure should be on the wage component. For the State as a whole, the wage-material ratio was of the order of 70:30 (the wage component also includes the contingencies of Rs.29 crore).

The scenario on the expenditure front for the six study districts is as follows:

As can be seen from the Table 6, out of the six study districts, Betul got the largest amount of Rs.146 crore and Shivpuri the lowest of Rs.75 crore. Despite Betul getting the largest amount, its percentage utilisation was the lowest (65 points) and among the other five districts, Seoni and Umari registered the highest fund utilisation of 91 per cent.

Table 6 : Fund released, utilised and wage-material ratio-district-wise

District	Fund	(in Rs. Crore)					Total wage* and skilled wage	Material cost	Wage: material ratio	Total
		available	utilised	%	Unskilled wage	Semi-skilled				
Betul	146	95	65	65	57	15	72	22	77:23	95
Chhatarpur	121	107	88	88	66	5	71	34	68:32	107
Seoni	132	120	91	91	75	3	78	40	66:34	120
Shivpuri	75	58	77	77	44	3	47	10	82:18	58
Tikamgarh	129	110	85	85	67	17	84	25	77:23	110
Umaria	78	71	91	91	47	2	49	22	69:31	71

* Including contingencies.

It is further evident from the Table that no uniform pattern is discernible in the expenditure towards unskilled wage and the wage for the semi-skilled and skilled workers. Out of the total wage component, Tikamgarh and Betul reported higher expenditure in relative terms on semi-skilled and skilled works.

The wage-material component is worked out and given for each district in the Table 6 which shows that it (wage-material ratio) moves in a wide range of 66:34 for Seoni to 82:18 for Shivpuri. Thus, judged by these figures, all the study districts had fulfilled the condition stipulated in the act.

Physical Performance : The Government of MP had followed the BPL census conducted in 2003 for issue of job cards. In 18 REGS districts, about 44.5 lakh job cards were issued during 2006-07 as per the information provided by the authorities, out of which applications seeking employment were received from 28.7 lakh families forming 64 per cent (higher by 2.5 percentage points when compared to the online figure). It was further reported that employment was provided to all applicants without any exception generating 19.72 crore mandays of employment. The share of SC/STs in the total employment generation was as high as 64 per cent while employment in respect of women was 43 per cent. Physically challenged were also given employment for 2482 mandays and this forms 0.14 per cent in the total employment generation.

Scenario in Study Districts: Among the six study districts, Seoni was well ahead of other districts in terms of the total number of job cards issued (2.76 lakh). The lowest number of 1.14 job cards was reported in the case of Umaria. But the number of job applicant families varies considerably across the (study) districts - 0.86 lakh in Umaria to 1.86 lakh in Seoni. But, in relative terms, Umaria emerges as the district with highest percentage (75 points) of job applicants among those who were given job cards while Shivpuri registered the lowest percentage of 48 points.

Table 7 : Employment generation-district wise

District	Job cards issued (in lakhs)	Employment (in lakh hhs.)	Employment coverage in lakh mandays							Physically challenged	
			Applications	%	Empl-oyed	Total	SC	ST	%		Women
1	2	3	4	5	6	7	8	9	10	11	12
Betul	2.28	1.49	65	1.49	91.4	27.4	50.3	85	32.0	61	358
Chaatrapur	2.42	1.44	60	1.44	106.8	24.5	3.7	26	43.8	74	1439
Seoni	2.76	1.84	67	1.84	114.1	11.8	45.4	50	40.0	62	109
Shivpuri	2.67	1.29	48	1.29	79.0	29.0	25.5	69	27.6	61	212
Tikamgarh	2.16	1.56	72	1.56	107.9	29.7	4.3	32	41.0	69	4715
Umaria	1.14	0.86	75	0.86	75.5	7.6	46.1	71	46.8	88	226

Note: Figures in column (4) represent percentage of hhs which applied for work out of those issued job card.

Figures in col. (9) represent percentage of SC/ST share in the total employment generation.

It is evident from the Table that no applicant was left without being shown work.

Across six districts, in absolute terms, Seoni registered the highest number of mandays of employment generation (107 lakh), working out to an average of 74 days of employment per family. Falling on the other end of the spectrum is Umaria with 76 lakh mandays but its per family employment generation was the highest (88 days). But, when the relative performance of REGS in terms of the lowest employment generation per family is considered, Shivpuri emerges with only 61 days.

The share of SC/ST in total employment generation also varies considerably across districts (this percentage of course depends up on the preponderance, especially, of STs in the districts).

As can be seen from the Table, Betul fared better in terms of SC/STs' coverage accounting for the highest share (85 percentage points) while on the other extreme Chhatarpur had the lowest (26 percentage points).

It can be further seen from the Table that the share of women in total employment generation was highest in Umaria (62 percentage points) while the lowest was shared by Betul, Seoni and Shivpuri. However, in the case of physically challenged, Tikamgarh occupies the first position in absolute terms (4715 workers) and the lowest (212 workers) was registered in Shivpuri.

Asset Creation: The works taken up in the State were as per the list containing 8 categories given in the act. The number of works were further classified into those completed and those in progress by the end of the financial year (2006-07). The category 'water conservation and water harvesting' accounted for the largest number of both completed works (43 per cent) and works in progress as well (34 per cent). Next to this was 'provision of irrigation facility to land owned by SC/ST' which accounted for 25 and 31 per cent for completed and 'in progress' works, respectively. Similarly, 'rural connectivity' occupies the third position again in both the cases. Going by the trends obtaining from the analysis, it can be inferred that micro-irrigation works, renovation of traditional water bodies and 'flood control and protection' received relatively low priority.

But, figures relating to employment generation and also the expenditure incurred work-wise were not available.

Performance of REGS at the Block Level

Fund Utilisation: The total number of households registered for employment in the district is the yardstick used for assessing the fund requirement for the district (as well as at the block level). The data on this dimension across the study blocks suggest a larger variation. Out of 12 blocks studied, Pohari in Shivpuri district got the lowest amount of Rs.4.16 crore while highest of Rs. 12.8 crore was reported for Palera blok of Tikamgarh district. Interestingly, barring Barghat block in Seoni district, all other blocks reported almost cent per cent fund utilisation.

Table 8 : Fund released and utilised-block-wise

(in Rs crore)

District/Block	Fund		
	Available	Utilised	% Utilisation
1. Betul			
a.Amla	8.92	8.58	96.2
b. Shapur	4.67	4.65	99.6
2.Chhatarpur			
a. Bijawar	6.87	6.63	96.5
b. Nowgong	7.03	6.98	99.3
3. Seoni			
a.Barghat	10.00	8.17	81.7
b. Kurai	10.00	6.50	65.0
4. Shivpuri			
a. Pohari	4.16	4.16	100.0
b. Shivpuri	3.60	3.42	95.0
5. Tikamgarh			
a. Baldevgarh	11.80	11.80	100.0
b. Palera	12.80	12.80	100.0
6. Umaria			
a. Manpur	9.54	9.54	100.0
b. Pali	8.76	8.76	100.0

Photo 1: Link road constructed in Jaitpura village in Bijawar block of Chhatarpur district



Photo 2: Approach road constructed in Jaitpura village of Bijawar block of Chhatarpur district



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Photo 3: Interacting with the Member, Zilla Panchayat, Tihamgarh district



Photo 4: Conducting FGD with ST community in Dongar Village, Shivapuri block of Shivapuri district



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Photo 5: Kheth Talab-(field pond) made in Dongar village, Shivapuri block of Shivapuri district



Photo 6: Morrur road laid under REGS in Joran village, Nowgong block of Chhatarpur district



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Photo 7: Interacting with the Officials of Janpadh, Bijawar block of Chhatarpur district



Photo 8: Discussion with the workers in tribal hamlet of Bhanpura panchayat of Baldevgarh block of Tikamgarh district

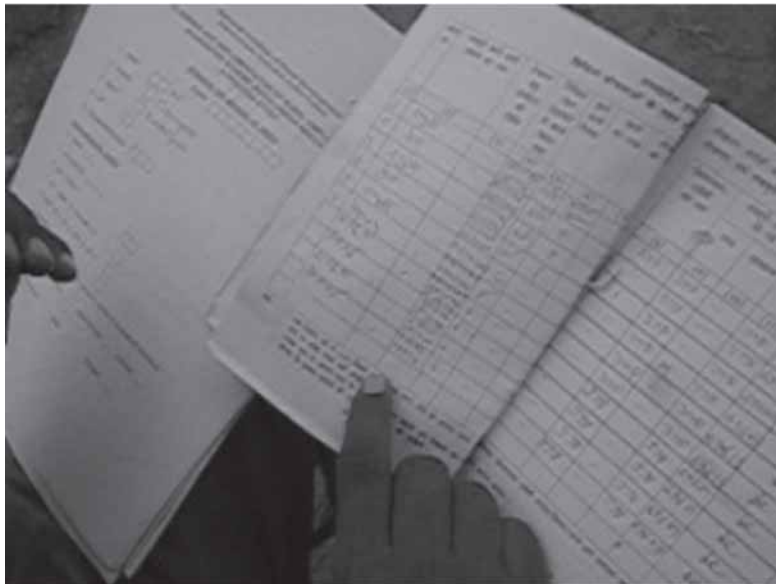


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Photo 9: Workers loading the tractor in Bhanpura panchayat of Baldevgarh block of Tikamgarh district



Photo 10: Cross-checking the information given by the workers with the entries made in the job cards at Bhanpura panchayat in Baldevgarh block of Tikamgarh district



Job Cards and Employment Generation: Information was available for 9 out of 12 blocks on this aspect. Manpur block in Umaria district has reported the highest number of families registering for job cards (48074) and Shapur in Betul district had the lowest (19091).

Variation of a considerable magnitude was also noticed in the percentage of families which applied for work. As per the information provided by the block authorities, only 17.3 per cent of the registered families applied for work in Barghat block in Seoni district while on the other extreme, Kurai block, interestingly, of the same district registered the highest percentage (76 points). However, when it comes to providing employment, all applicant families, without an exception, were given work.

Across blocks, the employment generation was of the order of 3.3 lakh (Kurai in Seoni district) to 11.3 lakh (Manpur block in Umaria district) (it may be noted that for six blocks, the total employment generation figures were not available).

Based on the information available, per family employment generation was computed which moves in a wide range of 17 days in Kurai block (Seoni district) to 94 days in Manpur block in Umaria.

The percentage share of SC/ST in total employment generation also moves in a wide range of 34 days (Nowgong block of Chhatarpur district) and 87 points in Shapur of Betul district.

The coverage of women was also impressive as the analysis suggests. Across blocks, Kurai was well ahead of all other blocks in this aspect (70 per cent) while Nowgong lags behind the entire group with a corresponding figure of 30.

Table 9 : Details about job card and employment generation-block-wise

District	Job cards issued	Employment (in lakh hhs.)	Employment coverage in lakh mandays						Physically challenged		
			Applications	%	Empl-oyed	Total	SC	ST		%	Women
1	2	3	4	5	6	7	8	9	10	11	12
1. Betul											
a. Amla				Not available							
b. Shahpur	19091	13154	68.9	13154	614627	56048	478843	87	245851	47	0
									(40.0)		
2. Chaatrapur											
a. Bijawar	27342	20012	73.2	20012							517
b. Nowgong	31814	18050	56.7	18050	619257	210537	6192	34	185770	92	3192
									(30.0)		
Seoni											
a. Barghat	40701	7069	17.3	7069							
b. Kurai	25452	19247	75.6	19247	332907	36619	226375	79	233034	17	
									(70.0)		

(Contd...)

Table 9 : (Contd...)

1	2	3	4	5	6	7	8	9	10	11	12
Shivpuri											
a. Pohari	36062	11809	32.7	18540						-	
b. Shivpuri	31043	16207	52.2	16207	955000	295000	310000	64	325000	59	
									(34.0)		
Tikamgarh											
a. Baldevgarh	39332	27809	70.7	27809	1122000					40	
b. Balera				Not available							
Umaria											
a. Manpur	48074	12019		12019	1125563	225113	675338	80	450225	94	
									(40.0)		
b. Pali				Not available							

Note: Figures in column (4) represent percentage of hrs which applied for work out of those issued job card.

Figures in col. (9) represent percentage of SC/ST share in the total employment generation.

Figures in parentheses in col. 10 are percentages to the total employment generation.

Works Taken up: Only for a few blocks was the information available about the number of complete works and also those in progress. No meaningful inferences are possible as the data were incomplete and sketchy.

Table 10 : Works taken up

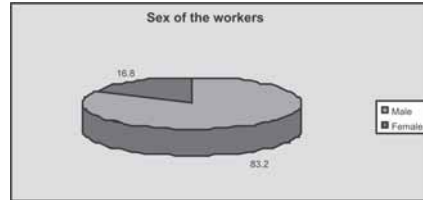
	Completed	In progress
1. Betul		
a. Amla		
b. Shahpur	517	208
2. Chhatarpur		
a. Bijawar	89	130
b. Nowgong		
3. Seoni		
a. Barghat	375	559
b. Kurai		
4. Shivpuri		
a. Pahori	261	1040
b. Shivpuri	339	298
5. Tikamgarh		
a. Baldevgarh		
b. Balera		
6. Umaria		
a. Anpur	591	572
b. Pali	155	225

Note: For 5 blocks, details were not available.

Performance of REGS at the Targeted Worker Level

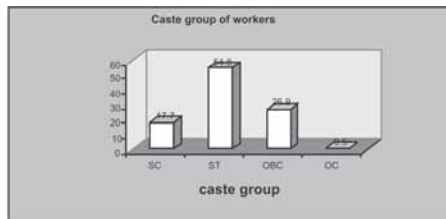
Besides presenting a socio-economic profile of the sample workers' families, issues pertaining to awareness level on various components of the Scheme, job card distribution, work participation, employment generation including migration, wage rate etc. were discussed in this section.

Sex of the Workers: From 547 worker-families covered for the study, 921 workers were reported to have participated in REGS of whom males account for 56.3 per cent and females 42.7 per cent. This pattern is more or less uniformly seen across districts too (Table 11).



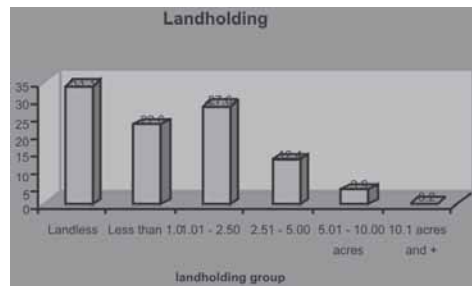
Age of the Workers: As revealed in the analysis, workers in the age group of 15-35 years constitute the major group (56 per cent) followed by those in the age group of 36-60 years. Old people (61 yrs and +) were also part of the workers group, accounting for 2.6 per cent. Districts too more or less reflect the pattern observed at the aggregate level (Table 12).

Caste-group of the Workers: Schedule tribe emerges as the dominant group with 55 per cent of the workers in the total sample, followed by OBCs (27 per cent) and SCs (18 per cent). There are hardly three families from 'other castes' in our sample, which participated in REGS.



Across districts, dominance of SCs was noticed in Shivpuri (48.4 per cent) while STs were a majority (93.0 per cent) in Betul and OBCs in Seoni (56.3 per cent) and Tikamgarh (53 per cent) (Table 13).

Landholding Status: The analysis reveals that in the overall sample of 547 families, one-third are found to be landless and one-half are marginal farmers. Small farmers account for 12 per cent or one out of every eight workers.



In contrast, across districts, the incidence of landlessness is found more in Betul, Seoni and Shivpuri districts. Further, out of the six districts studied, Chhatarpur is better placed not only in terms of lesser incidence of landlessness but also in regard to large number of small farmers. Falling on the other extreme is Umaria district with a relatively larger number of marginal farmers and a fewer number of small farmers (Table 14).

Occupational Distribution of the

Workers' Families: It is clear from the Table that non-agricultural labourers form the largest chunk (42 per cent) in the sample, distantly followed by Ag.labour with 32 per cent. The sample also comprises cultivators accounting for 26 per cent. (it may

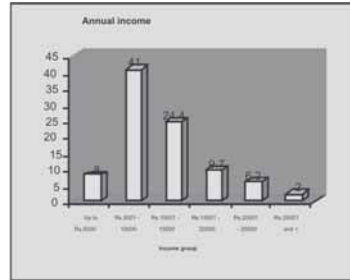


be added that occupation of the household is defined as the one from which the maximum income is derived by the household members). The presence of artisans in the sample is hardly half per cent (Table 15).

The above pattern does not get uniformly reflected across districts. 'Cultivation' emerges as the most dominant category accounting for more than 60 per cent in Chhatarpur and Tikamgarh, agricultural labour in Betul (45 per cent) and Umaria (50 per cent) and non-Ag. labour in Seoni (51 per cent) and Shivpuri districts (54 per cent).

Economic Dependency Ratio (EDR): The total number of members in 547 families works out to 2726 of whom 1599 (regardless of their age-group) were reported to be workers resulting in a EDR of 1 : 1.71 (meaning that for every 100 workers, there are 71 dependants). However, Betul, Chhatarpur and Umaria registered lower EDRs, as compared to the one computed for the overall sample. Considering the extreme values, Umaria is better placed with 55 dependants while Shivpuri has the highest ratio of 1 : 1.96 (Table 16).

Annual Income of the Workers' Families: The analysis in respect of this dimension shows that the number of workers' families are evenly distributed on the household income at the aggregate level. While about two-fifths belong to the income group of Rs. 5001-10,000, about one-fifth have income in the range of Rs. 10,001-15,000. There exist about one-fifth of the families the incomes of which were not higher than Rs.5000. On the other extreme, there exist about 8 per cent of the families whose income was more than Rs.20,000 (who participated in the Scheme). Juxtaposing this with the poverty line of Rs. 19667 (or Rs. 20000) for rural MP for the year for 2004-05, these families can be said as belonging to the above poverty line group (Table 17).



Judged by the percentage of families in the first two income brackets of Rs.5000 and Rs.5001-10,000, the incidence of destitution is relatively in a larger measure in Shivpuri district.

Sources of Family Income: At the aggregate level, non-Ag.labour was the source of income for a large majority (44 per cent) followed by Ag. labour and crop for 29 and 25 per cent, respectively. However, districts do not exhibit similar pattern. While Ag. labour is the major source of income for half the workers' families of Betul, Seoni and Umaria, non-Ag. labour occupies the second place in these districts. But in the case of Shivpuri, 'non-Ag. labour' forms the source for a larger number of workers (85 per cent). The districts of Chhatarpur and Tikamgarh present a different picture where 'crop' occupies the first position (in terms percentage of workers' families deriving income) and non-Ag. labour comes next in importance (Table 18).

Awareness about Different Components of REGS

- i) **Number of Days of Employment :** In the total sample of 547 workers (families), 54 or 10 per cent mentioned that they were aware of the

total number of days of employment they can get under the Scheme. But, three districts namely Chhatarpur, Tikamgarh and Shivpuri present a dismal picture in this regard. Workers ranging from 15 per cent in Betul to 22 per cent in Seoni indicated their awareness.

- ii) **Unemployment Allowance:** In the entire group, only three workers of Seoni district were aware of this provision.
- iii) **Additional Wage Beyond 5 kms.:** Only 16 (2.9 per cent) in the entire sample were aware of this component and they are from Betul (7 workers) and Seoni (9 workers).
- iv) **Minimum Wage:** At the overall level, slightly over one-fourth reported to be aware of this component and they represent Betul (55 workers), Seoni (53 workers) and Umaria (42 workers). Chhatarpur, Shivpuri and Tikamgarh drew a blank.
- v) **Time Limit for Providing Employment:** About 28 (5 per cent) of the total workers indicated their awareness and these workers were from Betul (19) and Seoni (9 workers). Not even a single worker of Chhatarpur, Shivpuri, Tikamgarh and Umaria was aware of this provision of the act.
- vi) **Time Limit for Wage Payment:** As for this component, 28 workers reported awareness and they represent Betul (16), Seoni (10) and Umaria (2). Chhatarpur, Shivpuri and Tikamgarh present a dismal picture.
- vii) **RTI :** Hardly six workers (1.1 per cent in the total sample), were aware of this component - the district-wise break-up being Betul 2 workers and Seoni 4 workers.
- viii) **Social Audit :** Only 2 workers forming 0.4 per cent in the total sample were aware of this provision (Table 19).

Thus, it can be summed up that out of the six districts, Betul, Seoni and Umaria were slightly ahead of other districts in regard to awareness on important Scheme components. In relative terms, minimum wage component was known to a larger number. Social Audit and RTI were

almost unknown to the workers. Worse, not even a single worker from the districts of Chhatarpur, Shivpuri and Tikamgarh was aware of any of the 8 components considered for studying the awareness level. This analysis shows that the officials were not successful by any yardstick in taking the message about the important Scheme features/provisions to the rural masses whose awareness is critical to the success of the Scheme. Therefore, without losing any time further, the entire machinery needs to be geared up towards conducting awareness campaigns in the form of *Kalajatas*, puppet shows etc. in the rural areas. Both print and electronic media should also be extensively used so that the message on the entitlements will spread far and wide in the rural areas of the districts where the Scheme is in operation.

Source of Information

Without an exception of any district, the workers got information about REGS from the Gram Panchayat. Officials and NGOs besides both print and electronic media also played a role according to a few workers.

In so far as RTI and Social Audit are concerned, the few workers who reported to be aware indicated that they came to know from Gram Panchayat and officials besides NGOs.

The workers were also equally unaware of other provisions contained in the act. In the overall sample, only 17 workers informed that they knew to whom they can make a complaint if job cards are not given and these workers represent four districts Viz., Betul, Seoni, Shivpuri and Tikamgarh but not Chhatarpur and Umaria.

The awareness level (in terms of the number of workers) is slightly higher in respect of the other two components. About 4 per cent of the workers (each) knew whom to complain when work is not given in time and when wages are not paid in time. As far as district-wise analysis is concerned, Shivpuri is found to be on a better footing followed by Betul and Seoni. However, in this regard also, Chhatarpur and Seoni continue to present a

dismal picture. This calls for conducting an awareness campaign through all possible means so as to make the rural population well aware of the provisions contained in the act (Table 20).

Job Cardholder: Excepting for 7 per cent of workers, the job cards were in the names of the male members of the family and this incidence is higher in Tikamgarh (96 per cent) and Umaria (97 per cent) (Table 21).



In 94 per cent of the cases at the aggregate level, the workers reported to be keeping the card with themselves. In Chhatarpur and Shivpuri, the corresponding figure was as high as 99 per cent.

Out of 21 cases, where the card did not lie with the worker, in as many as 17 cases, sarpanch has it while in the rest (4 cases), the technical asst. keeps it with him / her.

The study also shows that only 6 per cent of the workers have incurred expenditure in getting the job card and across districts, Tikamgarh stands apart with 27 per cent of the workers reporting. On an average, each of these 31 workers spent Rs. 24 on an average, the minimum and maximum being Rs.10 and Rs.125, respectively.

Another positive aspect relates to the workers carrying the job card to the worksite. In the study, 70 per cent of the workers replied in the positive. But the position in this regard was less than encouraging in two districts namely, Seoni and Umaria where 66 and 60 per cent of the workers respectively, never carried the job card to the worksite. Carrying the job card to the worksite is an important requirement and this will enable the implementing agencies to make entries in them reflecting wage paid, number of days worked etc. Meeting this requirement would help ensure that the system is transparent.

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Eighty two per cent of those workers who reported to be carrying the job card to the worksite mentioned that entries are made in the job card while 13 per cent mentioned otherwise. Incidence of such 'no' response is higher in Seoni and Umaria and 5 per cent exhibited ignorance in this regard.

Average Number of REGS Workers per Family: On an average, each family was represented by 1.7 members who participated in REGS. Across districts, Betul, Chhatarpur, Shivpuri and Tikamgarh registered larger averages of 2.0, 2.1, 1.9 and 1.8, respectively than the average at the aggregate level. In Umaria and Seoni, the corresponding figure was only 1.2.

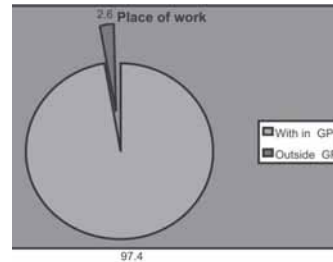
In relative terms, SC families of Betul, Shivpuri, Tikamgarh and Umaria and ST families of Seoni and OBC families of Chhatarpur had larger representation in the total number of workers in the sample studied (Table 22).

Application for Work : As the analysis reveals, slightly over half the workers were not aware of the requirement that they have to give an application for work. Seoni and Umaria, across districts, registered the highest incidence (87 and 97 per cent, respectively) of unawareness in respect of this dimension (Table 23).

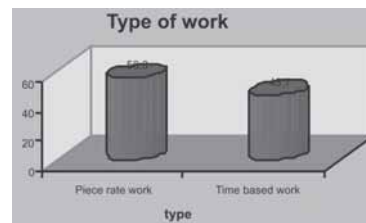
Work Without Job Card: When asked whether they can get employment without job card, 4 workers (0.7 per cent) only replied in the affirmative (Table 24).

Whether Given Application for Work: According to 50 per cent of the workers in the overall sample, application was given for seeking work. But 67 per cent of Seoni workers and 85 per cent of Umaria workers never gave any application for work. Interactions with such workers in the field suggest that sarpanch prepares the list of members (workers) to work for a particular project. This is usually done after the project is sanctioned (Table 25).

Place of Work: As envisaged in the act, the work seekers are expected to be provided work within the limits of Gram Panchayat itself and in case the work is shown beyond the radius of 5 kms (from the panchayat), an additional 10 per cent of the wage should be paid. The analysis in this regard shows that all the workers excepting for 14 households (or 2.6 per cent), were given work within the Gram Panchayat itself and in relative terms, 6 households (6 per cent of workers) in Betul district worked outside the panchayat. And, the workers reported that they were all paid the additional wage (Table 26).



Nature of Work in Which the Family Participated: Depending up on the type of work to be executed, the workers are engaged under REGS either on piece-rate basis or on time-basis. Analysis of the replies from the workers in regard to the



nature of work in which they participated shows that, nearly four-fifths have participated in the former type of work while the rest in the latter. But districts show a slightly different pattern. In Seoni, mostly piece-rate work was given as evidenced by the fact that four-fifths participated in it. In contrast, in Betul, the piece-rate work accounted for 33 per cent only. In other districts more or less similar pattern is noticed (Table 27).

Reactions to Piece-rate Work : In the perception of 20 per cent of the workers, the females stand to lose if piece-rate work is offered. They are denied equal wage on a par with the male counterparts because of their lesser productivity level. Women with weak-body build are the worst hit as their output levels are further lower. The districts too exhibit similar pattern-Umaria and Seoni (and Betul also) form one group where less than 10 per cent of the workers reported to be not in favour of piece-rate work being given to the females (Table 28).

Preference for Work: The group is almost equally divided in their preference for the type of work. While 54 per cent of the workers showed preference for time-based work, the rest for piece-rate work. But variation found in the percentages across the districts is substantial. More than two-thirds (Shivpuri) to three-fourths (Betul) of workers preferred time-based work to piece-rate work. On the other extreme, only one-third of Seoni were in preference for time-based work.

The reasons advanced by the workers include that there would be a problem in regard to distribution of wages among the participating workers as regards piece-rate work. But in the case of time-based work, all workers regardless of the output shown are paid equally (the wage prescribed under the Scheme) (Table 29).

Average Number of Workers in the Group: For 308 families (56 per cent) which participated in piece-rate work, the group constituted 1.72 members on an average and Betul and Shivpuri are close to this overall figure. In Seoni and Umaria, the groups were of larger sizes (2.01 and 2.16 members, respectively) and as opposed to this, Chhatarpur and Tikamgarh workers worked in groups with 1.1 members on an average (Table 30).

Average Employment Generation: The study shows that each participating family was able to get employment from REGS for 42 days on an average and across districts, Shivpuri emerges as the one with the largest number of days of employment of 61 days while Umaria registered the lowest of 23 days. Chhatarpur occupies the second position with 51 days of employment on an average (Table 31).

Variations of similar magnitude are witnessed across caste groups also. Among all social groups in all the six districts, STs of Shivpuri derived maximum benefit of 64 days on an average.

It can be further seen from the Table that district-wise, SCs of Tikamgarh, STs of Betul, Chhatarpur, Seoni and Shivpuri, OBCs of Chhatarpur and Umaria are on a better footing in comparison with their counterparts in their districts in so far as employment generation is concerned.

Employment Generation Group-wise : As per the NREG act, each participating family must be provided with 100 days of guaranteed employment in a year. But the study shows that only 40 families (or 7.3 per cent) satisfied this requirement. In fact, two-fifths of the households studied could not get employment beyond 25 days and 31 per cent of the households got employment between 26 and 50 days. Further, one out of every 7 families could get employment ranging between 51-75 days. It is further evident from the analysis that 6.6 per cent or one out of every 15 households got employment in the range of 76-99 days (Table 32).

Across districts, a significant variation is noticed in the employment levels. Shivpuri is better placed with nearly one-fourth of the workers getting employment of 100 days and above, while Tikamgarh, Umaria and even Seoni registered only two per cent of such families. The district-wise major trends emerging from the analysis are as follows:

Betul and Shivpuri-48 and 30 per cent, respectively - 26-50 days

Chhatarpur-30 per cent-51-75 days

Seoni, Tikamgarh and Umaria-43, 47 and 68 per cent, respectively-up to 25 days.

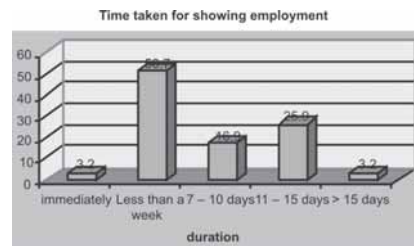
Employment Generation per Worker: As reported earlier, in all, 921 workers from 547 sample households participated in REGS and on an average each worker got employment for 25 days, moving in a range of 19 days (Tikamgarh and Umaria) and 30 days (Shivpuri).

Not much of a variation is noticed in the average when the data are disaggregated caste-group-wise (OCs are excluded for the purpose of analysis as only three such households participated). However, the variation is of moderate degree when the district-wise trends are taken into account. SC workers of Seoni, (though only six families came into the sample) derived larger benefit (36 days) as compared to others. So also is the case with STs of the same district. It is also evident from the Table that OBCs of Umaria, Seoni and Shivpuri districts have got larger number of days of employment when compared to their counterparts in other districts (the slender base must be kept in mind while interpreting the figure) (Table 33).

Employment Generation-Quarter-wise : As per the act, employment is supposed to be given to the workers whenever they seek work (of course in 15 days' time from the date of submitting the application for employment). But our field observations suggest that the households were not formally putting in an application for seeking employment. Whenever some project is sanctioned, the workers were called to participate. Against this background, analysis of employment generated is carried out quarter-wise. As is evident from the Table, a larger number of worker-families were given employment during the third quarter (327 or 59.8 per cent) followed by the fourth quarter. As is to be expected, second quarter (July – August) in which the agricultural operations would be at their peak) registered the lowest percentage of workers who were given employment (Table 34).

Time Taken for Providing Employment:

Out of 278 workers who reported to have submitted application for work, 9 (3.2 per cent) workers were shown work immediately, 51 per cent within a week, 17 per cent between 7 and 10 days and 26 per cent between 11-15 days.



Thus, almost 97 per cent of workers were shown employment within the stipulated time of 15 days. However, significant variations are noticed in the trends across districts. In Tikamgarh, Chhatarpur and Shivpuri, three-fourths of the workers got work within a week and nearly three-fifths of Betul and Seoni workers in 11-15 days. Umaria is a special case where all the 14 workers got work in 11-15 days after submission of application (Table 35).

Migration: This is one of the tangible benefits the family is expected to derive as a result of exposure to the REGS. Out of 547 workers, slightly more than half reported that the effect of REGS in arresting migration at the household level was positive (considerable effect-6.2 per cent, moderate effect-44.4 per cent). However, in the perception of about two-

fifths of workers, the REGS could not make any dent in this regard. Further, 9 per cent could not react to this question as they never went on migration so far as earning their livelihood is concerned.

Districts do not exhibit the pattern that emerged at the overall level. In Betul, 25 per cent of the workers reacted that the Scheme has made considerable effect, nearly three-fourths of the workers of Seoni felt that the effect was moderate. In the perception of a large number of workers of Tikamgarh, the Scheme had no effect at all.

However, the trends are slightly different in regard to the perception of the Scheme in reducing migration at the village level. About 6 per cent of the workers perceived REGS has considerable impact while according to 46 per cent, it had only moderate impact. But in the perception of about 50 per cent, REGS did not have any impact at all. Excepting for minor variations, similar trends are also in evidence across districts.

The districts exhibited a slightly different pattern. While Betul, Chhatarpur and Umaria reflect the pattern at the aggregate level, Seoni and Tikamgarh and Shivpuri follow a different pattern.

It can be further seen from the Table that though third quarter provided employment to a relatively larger number of families, a large quantum of employment was shown in the first quarter. This observation holds good not only in respect of the aggregate level but also in the case of Betul, Chhatarpur and Umaria and in fact these districts showed employment to a larger number of families.

Wage Earned : Given the wage rate of Rs.63 per day, the total wage earned by the participating family will essentially be a function of the number of days of employment the family got. However, an attempt is made to have a look at the total wage a family earned through REGS. The analysis shows that on an average each family earned an amount of Rs.2621 as wage and variations of a larger magnitude are noticed not only across districts but also across caste groups. Among six districts, Shivpuri emerges as the

district with the largest wage amount of Rs. 3808 and on the other extreme, Umaria registered a figure of Rs. 1419 (Table 36).

Across caste groups, SCs are at an advantageous position with an average earning of Rs. 3152 per family, followed by OBCs with an earning of Rs. 2612 and STs with Rs. 2478. In the entire group, SCs of Umaria, STs of Tikamgarh and OBCs of Betul derived lower wages as compared to other groups across districts.

Minimum Wage: When asked whether they were paid the minimum wage, one out of eight workers replied in the negative and the magnitude is relatively in a larger measure in Tikamgarh, Seoni and Betul districts. (Table 37).

Nearly 50 per cent of these workers have got Rs 2 less than the prescribed wage of Rs. 63, 17 per cent less than Rs.3 and one-third less than Rs. 13.

Market Wage: The market wage in the study area was reported to be Rs. 44, on an average, moving in a wide range of Rs. 20 to Rs.70 across districts. However, in the case of Chhatarpur and Tikamgarh districts not only was the average rate higher (Rs. 49 and Rs.48, respectively), but also was the range narrower (Rs. 40 to 50 and Rs. 45 to 50, respectively) (Table 38).

Distribution of Wages: When asked how the wages were distributed among the group members, all but 4 workers said that there was equal distribution of wages. In the case of four workers, males were reported to have got more wage as compared to the female counterparts.

Wages were paid only in the form of cash to the workers.

When asked whether they faced any problems in getting the wages, 34 (6.2 per cent) of 547 workers reported they had to shell down some money in greasing the palms of those concerned with wage payment. Across districts, the incidence was as high as around 20 per cent in the case of Seoni and Tikamgarh. Among other districts, while Shivpuri was free from this type of problem, the incidence was very low in Betul, Chhatarpur and Umaria (Table 39).

Wage Slip: As per the information provided by a majority of the workers, there was no practice of issue of wage slip in most of the cases. Our study shows that 6.4 per cent of workers in Betul, Chhatarpur and Seoni reported the issue of wage slip, but not even a single case was reported from Shivpuri, Tikamgarh and Umaria.

As per the provisions contained in the act, to ensure transparency, the wages should be given in the presence of sarpanch or panchayat member or panchayat secretary. Analysis of the data in regard to this aspect shows that wages were paid mostly in the presence of sarpanch (92 per cent) and in a few cases either panchayat secretary (4 per cent) or panchayat member (3.3 per cent) was present. (About 1 per cent of the workers exhibited ignorance about who was present on the occasion) (Table 40).

Time Taken for Payment of Wages: Only in 5 per cent of the cases was the wage paid beyond the stipulated period of 15 days, as per the information of the workers. While this was the scenario at the aggregate level, Shivpuri and Umaria registered cent per cent compliance and in Betul only in a lone case was the payment delayed. But in Chhatarpur, things appeared to be different-about 15 per cent reported delayed payment (Table 41).

Muster Rolls: Keeping the muster rolls at the worksite is one of the requirements for ensuring transparency in implementation of the Scheme.

According to three-fifths of the workers, muster rolls were kept at the worksite and 23 per cent said that the implementing agency did not bother at all to meet this requirement. Ninety three (17 per cent) workers exhibited ignorance about whether they were kept or not.

Again, larger variations are noticed across districts in this regard. Cent per cent of the workers of Chhatarpur reported availability of muster rolls.

But on the other end of the spectrum, not more than one-fourth of the workers of Umaria reported availability. But, in the case of this district, nearly 30 per cent said that they do not know whether or not muster rolls were kept at the worksite (Table 42).

Mandatory Facilities: Out of the four facilities that are expected to be made available at the worksite, drinking water tops the list with 98 per cent mentioning availability at the worksite. As regards other facilities, first aid, shade and crèche were provided according to 52, 38 and 28 per cent of the workers, respectively.

Out of the six districts, Chhatarpur stands apart with all the four facilities being available according to more than 90 per cent of workers. Falling on the other extreme is Umaria where existence of crèche and shade was not reported at all. Even first aid was mentioned by not more than 10 per cent of the workers. Thus, it is evident from the analysis that the situation obtaining at the ground level leaves much to be desired (Table 43).

Improvised Tools: For removing the physical drudgery, the workers are expected to be provided with improvised tools. But, the study reveals that not even a single worker was provided with improvised tool and therefore, payment towards sharpening the tool does not arise.

Assets Created under REGS: In the perception of the workers, in all, 15 different kinds of assets were created of which the mostly mentioned ones include roads (78 per cent), check-dam (40 per cent), CC road (35 per cent) etc. This rank-order at the aggregate level is more or less reflected

at the district level excepting for Umaria where check-dam gets the first position (64 per cent) while roads second position (36 per cent).



Usefulness of Works: Slightly over half the workers perceived that the works taken up are useful to the village while one-thirds could not react to this question. However, 10 per cent of the workers were categorical in their reply that the works were not useful at all. In Chhatarpur, such percentage was the highest (23.2). However, the reaction of the workers to the quality of the works was by and large favourable-78 per cent of the workers rated the quality 'good', 3 per cent very good, 15 percentage average and 3 per cent not good. One per cent of the workers could not react to this question.

Perceptions on the Factors Influencing the Performance of REGS

Besides perceptions of both officials and elected representatives at the State, district, block and panchayat levels on the factors influencing the performance of REGS, their suggestions for better performance were also sought which are presented below:

The Rural Employment Guarantee Scheme was introduced in the State during January, 2006 and this process study was conducted during July-September, 2007. Thus, the Scheme had hardly run for a period of one-and-a-half years before the study was taken up and in view of this limitation it was felt not appropriate to pronounce judgment on the success or other-wise of the Scheme. However, a modest attempt was made to identify the factors that were important in the perception of both officials and elected representatives at different levels.

State Level : When asked what could be his reactions to the performance of REGS, the official at the State level termed it 'excellent' and the following achievements of the State Government made him say this:

- * All the registered families were provided with job cards
- * Employment was provided to those who sought in the stipulated time limit of 15 days
- * In the State as a whole more than 80 thousand works relating to infrastructure development have been completed in one year

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- * More than 80 per cent of the works are related to water conservation
- * PRIs need a pat on their back for having executed 90 per cent of the works

However, for further improvement in the performance, the official suggested the following:

- * The fund reallocation power needs to be vested with the State council to reallocate across the districts if a need arises
- * There must be a flexibility built in the guidelines in regard to taking up works on private lands and the decision in this regard must rest with the State Government
- * Monetary incentives which are in vogue in respect of hilly areas need to be revisited

District Level : With no exception of any district, all the six (district level) officials expressed that the performance of implementation of REGS was 'good' in their perception and more than one factor was responsible for this which include leadership of PR institutions, involvement and commitment of officials and high awareness level of community in general. However, they were of the opinion that the workers need to be organised for better performance.

When asked what could be the reasons for variation in the performance across blocks in a district, the officials mentioned the following factors:

- * The first and the foremost factor in their perception is commitment of representatives of PR Institutions especially at the Gram Panchayat level, coupled with the efficiency, involvement and commitment of the officials at the block panchayat level.

The officials were also of the view that there must be a greater flexibility in taking up the works under REGS on private lands and the criterion for selection of families need not necessarily be the caste group but economic status.

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The other suggestions made by the district level officials include the following:

- * Removing the cap on 100 days of guaranteed employment
- * Wages should be paid through bank to check leakages
- * Cards of those who did not seek work in a year should be cancelled
- * The other suggestion was in regard to record keeping- at present the officials at the block and gram panchayat levels still spend more time on maintenance of records manually. To ensure accuracy and to facilitate timely submission of progress reports, 'computer culture' needs to be propagated at the two levels
- * So far, hilly regions do not have proper irrigation facility. The opportunity available at present with REGS should be appropriately utilised
- * For allotment of job cards, now family was being taken as the unit regardless of the fact whether it is a joint or nuclear family. On account of this, the joint families are put to disadvantage. The suggestion made in this regard was in case a family is having three or more working adults (irrespective of their gender), it should be given two cards.

Perceptions of District Level Elected Representatives (ERs): No uniform pattern emerges in the replies given by the elected representatives interviewed. While Betul and Seoni ERs termed the performance of REGS in their district 'very good', the counterparts in Chhatarpur and Tikamgarh said it is 'good'. But in the case of other two districts, the ERs were not happy at all about the performance and said it is 'not good'. The reasons for their ratings are on the expected lines. While leadership of PR Institutions was mostly responsible for 'very good' and 'good' performance, non-involvement and non-commitment of officials were said to be the reasons for poor performance.

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When asked why there exists a variation in the performance across blocks, the ERs said that the officials are to blame for this. They did not pay adequate attention to the tribal pockets and hence low performance in such blocks.

The suggestions made by the ERs for improving the performance of REGS include the following:

- * Works may be taken up on private lands of BPL belonging to non-SC/ST households.
- * Higher compensation for the additional distance travelled by the workers in the hilly regions.
- * Where the actual (bus) fare is higher than 10 per cent of the wage (paid in cases where the worksite is situated beyond 5 kms), actual bus fare may be reimbursed.
- * Monitoring committees need to be strengthened.
- * All the ERs at different levels must be exposed to the provisions under REGS. Refresher programmes may be organised (to those who have already got an exposure) in implementation of REGS in the districts.
- * Works suggested by Janapadh panchayat must be given due weightage.
- * Janapadh panchayat must be given powers to sanction the works costing up to Rs. 10 lakh and in cases where cost exceeds Rs.10 lakh, then only district panchayat should come into picture.

Block level : Ten out of 12 officials mentioned that the implementation of REGS had led to greater transparency in decision making and implementation while accountability of officials has improved in the perception of officials. Seven officials expressed that REGS was being implemented well because of better functional relations among PO and GPs.

RTI: As per the information provided by the officials at the block level, four blocks have received applications under RTI for providing information on the following:

- * Quality of work and amount of wages (Baldevgarh block)
- * Estimation copy of all works and expenditure on REGS (Pshori and Palera blocks)
- * Photo-copies of muster rolls

The officials at the block level attributed the differential performance across different panchayats in a block to

- * Lesser attention paid to hilly Gram Panchayats because of logistics problems
- * Relatively lesser commitment of the sarpanches concerned

Factors Contributing to (Good) Performance at the Block Level: The officials were asked to indicate the level of the significance of the factors they perceived to be important in the context of performance of REGS within the block. In their perception, awareness level of the community and commitment of officials were very significant. Leadership of PRIs and participation of NGOs were also significant but less in degree as compared to the two factors mentioned above.

Almost all the block officials interviewed were of the view that the workers need to be organised so that their voice will be heard.

Elected Representatives (ERs) at the Block Level: On the whole, the performance of REGS in the block was satisfactory. Out of twelve ERs with whom the field team interacted, three ERs (Amla, Hapur, and Kurwai) said 'excellent', one (Bargath) 'very good', four (Shivpuri, Baldevgarh, Palera and Manpur) 'good', and four (Bijavar, Nowgong, Pahori and Pali) 'not good'.

In the perception of ERs, the differential performance of REGS across the Gram Panchayats in a block was mainly due to difficulty in selection of works in hilly tracts and powerful sarpanches, especially belonging to the ruling party, manage to receive larger funds than others. Another factor which merits mention in this regard was the dynamism displayed by the Programme Officer (PO). For example, in the words of Janapadh president of Paholi block, the Palera block had to return an amount of Rs. 1.5 crore as it was remaining unspent during the year 2005-06 due to the 'inefficiency' of PO of that block.

Role Played by Various Organisations: When asked to rate the role of various organisations in the implementation of REGS, in relative terms, 'leadership of PRIs' occupies the first position followed by 'involvement of officials and awareness levels of the community. In the perception of ERs, a lot needs to be done to organise the workers so as to make them raise their voice to fulfill their demands and entitlements.

Suggestions for Improving the Performance of REGS

- * There should be proper planning for better utilisation of funds. The Gram Panchayat and officials have to play a key role in identifying the works based on the needs of the community. This apart, the allocation of funds to the works across mandals should be done in a transparent and fair manner.
- * Lands of BPL families from other castes also should be brought within the purview for taking up works under REGS. However, in the case of better-off farmers, some formula must be evolved for collecting charges.
- * The worker selection process should be more transparent and free from any controversy.

The other general suggestions given by the ERS (at the block level) are as follows:

- * The female-headed households from BPL group, should be given 150 days of employment.
- * The presence of janapadh member should be made mandatory while making wage payments to the workers.
- * Work on regular basis should be provided to tribals throughout the year as they are the poorest of the poor.
- * There must be adequate compensation to the worker's family in the event of his/her death.
- * Funds should be released in time.
- * Non-workers' cards should be cancelled.
- * Complaints should be attended to on priority basis.

Gram Panchayats: When asked to rate the performance of REGS in their panchayats, three sarpanches/panchayat secretaries rated excellent, five very good, two good and two satisfactory. Thus, at the overall level, the performance of REGS in the assessment of sarpanches was encouraging. The factors responsible for grade-wise performance are as follows:

- i) Excellent performance panchayats
 - * Timely provision of work
 - * Prompt payment of wages
 - * Improvement in the village assest-base
- ii) Very good performance panchayats
 - * Maximum utilisation of funds allocated
 - * Quality of the work ensured
 - * Creation of need based works

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- iii) Good-performance panchayats
 - * Decline in migration to about 80 per cent
 - * Work was provided within the habitation itself
- iv) Satisfactory performance panchayats
 - * Very few got work

Impact of REGS on Market Wages: 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 the data in this regard from 12 study panchayats shows that the increase was to the tune of Rs. 15 for males and Rs.10 for females. Our field interactions suggest that because of REGS, nowhere has the market wage come down.

The sarpanches/panchayat secretaries of the study villages offered the following suggestions for better planning, implementation and monitoring of REGS.

- I) Planning
 - * Entire village community needs to be involved
 - * Technical help is needed while planning
 - * Maintenance of old works taken up under REGS also need to be given priority
 - * Periodical training for sarpanch/panchayat secretary would help in better planning
- ii) Implementation
 - * Posting of additional hand at the panchayat level would help quicken the pace of implementation
 - * Exposure visits may be arranged for GP representatives
 - * SHGs and other CBOs should be involved in executing the works
 - * Rural Engineering Service (RES) and Gram Panchayat should work in tandem

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iii) Monitoring

- * VMC should play a greater role
- * District officials should pay more visits to worksites
- * Senior staff of RES should make frequent visits
- * Some enthusiastic workers must also be given a place in VMC

iv) General suggestions

- * Wage rate should be revised
- * Discrepancy in figure recorded in job card and muster rolls should be reconciled.

Overall Effectiveness of the Scheme

An attempt was made to work out the overall effectiveness of the Scheme. For this purpose, 9 Scheme areas encompassing 32 components are considered. About 25 academics and bureaucrats who are conversant with various features of National Rural Employment Guarantee Act (NREGA) served as judges to assign (relative) weights to each of the components (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 the corresponding weight of the component. By simple aggregation of the weighted scores across areas, the overall effectiveness of the Scheme is arrived at for each district and also for the State.

The performance of Rural Employment Guarantee Scheme (REGS) in Madhya Pradesh can be termed as 'moderate', given the overall effectiveness of 49.57 percentage points.

As can be seen from the statement, out of 9 areas, 'Issue of job cards and time taken for providing employment' yielded highest score of 97 percentage points, distantly followed by 'payment of wages' with 75

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percentage points. Barring 'workers' facilities', the other areas got a score less than 50 per cent and the least among them is 'awareness of workers' (15 points only).

However, the districts exhibit minor variations in the scores across areas and also for some components with an area. As is evident from the statement, Chhatarpur emerges as the district with highest overall effectiveness score of 57 points, higher by 7 points as compared to the aggregate picture. Further, while Betul, Seoni and Tikamgarh can be bracketed as one group with overall effectiveness score of around 48 points, Umaria occupies the last position (this district obtains only 8 percentage points on awareness) and Shivpuri gets the second place.

(This statement would be useful to the implementing agencies in effecting appropriate corrective measures wherever required).

**Overall effectiveness of rural employment guarantee scheme in Madhya Pradesh
- component-wise and district-wise**

Area/Component	Betul		District		Seoni		Shivpuri		Tikamgarh		Umaria		State		Weight (max. score)
	OS	WS	OS	WS	OS	WS	OS	WS	OS	WS	OS	WS	OS	WS	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	
A. General		2.13 (29)	0.883	2.91 (40)	2.99 (41)	2.99 (41)	2.58 (35)	2.58 (35)	2.81 (38)	2.81 (38)	3.02 (41)	3.02 (41)	2.72 (37)	7.3	
i) Convergence of NREGS with other RD programmes	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2.0
ii) Innovations	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2.0
iii) Utilisation of funds	0.646	2.13 (13)	0.883	2.91 (19)	2.99 (14)	2.99 (14)	2.58 (16)	2.58 (16)	2.81 (18)	2.81 (18)	3.02 (8)	3.02 (8)	2.72 (15)	3.3	
B. Awareness of references of workers		2.03 (13)	0.90	2.97 (19)	2.27 (14)	2.27 (14)	2.54 (16)	2.54 (16)	2.84 (18)	2.84 (18)	1.21 (8)	1.21 (8)	2.32 (15)	15.8	
i) About NREGA provisions (days of employment, allowance, wages etc.)	0.187	0.90	-	-	0.182	0.87	-	-	-	-	0.112	0.54	0.40	4.8	
ii) About RTI	0.020	0.03	-	-	0.042	0.06	-	-	-	-	-	-	0.02	1.5	
iii) About Social Audit	0.020	0.04	-	-	-	-	-	-	-	-	-	-	0.01	2.2	
iv) About official to be contacted and procedure for seeking work	0.010	0.03	-	-	0.010	0.03	0.022	0.07	0.025	0.08	0.018	0.06	0.04	3.1	
v) About VMC and Rozgar Sevak	0.313	0.50	0.990	1.58	0.409	0.65	1.000	1.60	0.910	1.46	0.284	0.45	1.04	1.6	

(Contd...)

Statement (Contd...)	(Contd...)						
ii) Timely payment	0.92	5.83	0.86	5.51	0.97	5.72	1.00
iii) Issue of wage	0.101	0.35	0.172	0.60	0.083	0.29	-
C. Display of information on works and wages at GP level	0.485	1.70	0.899	3.15	0.500	1.75	0.484
iv) No problems in receipt of full payment	0.980	3.45	0.990	3.66	0.908	3.35	1.000
A. Gains		7.93		7.06		5.89	
B. Welfare facilities (shade, creche, first aid, drinking water and muster roll)	0.451	1.93	0.956	4.37	0.470	1.44	0.351
ii) % share of employment	41	1.58	5	1.26	38	1.59	61
iii) % share of workers in GS and in SA	0.980	3.43	0.530	1.86	0.480	1.68	0.940
iv) % of hhs with FOLDS cards and time taken for providing employment	0.252	1.18	0.813	3.82	0.308	1.45	0.538
v) % of hhs with FOLDS cards and time taken for providing employment	0.438	1.58	0.443	1.59	0.457	1.65	0.464
vi) % of hhs with FOLDS cards and time taken for providing employment	0.060	0.34	0.071	0.40	0.031	0.17	0.237
vii) % of hhs with FOLDS cards and time taken for providing employment		12.48		12.54		12.66	
viii) % of hhs with FOLDS cards and time taken for providing employment		(98)		(99)		(100)	
ix) % of hhs with FOLDS cards and time taken for providing employment		5.68		5.76		5.49	
x) % of hhs with FOLDS cards and time taken for providing employment		(41)		(41)		(40)	
xi) % of hhs with FOLDS cards and time taken for providing employment	-	-	0.121	0.23	0.135	0.26	0.054
xii) % of hhs with FOLDS cards and time taken for providing employment	0.983	8.85	0.990	8.91	1.000	9.0	0.935
xiii) % of hhs with FOLDS cards and time taken for providing employment	-	-	0.121	0.15	0.063	0.08	-
xiv) % of hhs with FOLDS cards and time taken for providing employment	0.980	3.63	0.980	3.63	0.990	3.66	0.978
xv) % of hhs with FOLDS cards and time taken for providing employment	0.710	1.20	0.760	1.29	0.720	1.22	0.660
xvi) % of hhs with FOLDS cards and time taken for providing employment	0.643	1.09	0.475	0.81	0.583	0.99	0.505
G. Payment of wages(within 15 days and full payment)		13.87		13.63		13.41	
i) Receipt of minimum and equal wages	0.860	4.13	0.909	4.36	0.844	4.05	0.978

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Statement (Contd...)

v) Realisation that people can	0.092	0.03	0.005	0.05	0.126	0.27	(8)
G. Display of information and works and wages at G level	0.485	1.70	0.899	3.15	0.500	1.75	0.484
D. Worksite facilities (shade, creche, first aid, drinking water and muster roll)	0.881	1.67	1.000	1.90	0.627	1.19	1.000
REGS- Increase of wages of unskilled workers in other weeks	0.451	2.35	0.956	4.97	0.470	2.44	0.351
vii) Reduction in absenteeism	0.603	0.84	0.490	0.69	0.587	0.82	0.486
E. Participation of workers in GS and in SA	0.252	1.18	0.813	3.82	0.308	1.45	0.538
viii) Better informed about decision making at	0.639	0.70	0.619	0.68	0.626	0.69	0.666
F. Issue of job cards and time taken for providing employment		12.48		12.54		12.66	
ix) Effective time of planning and implementation of REGS	-	(98)	-	(99)	-	(100)	-
Overall	0.983	49.35	0.990	56.81	1.000	48.35	0.935
i) Provision of work within 15 days	0.980	3.63	0.930	3.65	0.990	3.66	0.976
OS: Original score							
WS: Weighted score (obtained by multiplying OS by the corresponding weight)							
ii) % of households which obtained job cards without any payment							
G. Payment of wages(within 15 days and full payment)		13.87		13.63		13.41	
i) Receipt of minimum and equal wages	0.860	4.13	0.909	4.36	0.844	4.05	0.978

Note: Figures within parentheses are percentages to the total score (weight) of

Table 11 : Sex of the workers

District	Male	Female	Total
Betul	104 (52.8)	93 (47.2)	197 (100.0)
Chhatarpur	114 (55.9)	90 (44.1)	204 (100.0)
Seoni	61 (53.0)	54 (47.0)	115 (100.0)
Shivpuri	89 (50.6)	87 (49.4)	176 (100.0)
Tikamgarh	72 (62.1)	44 (37.9)	116 (100.0)
Umaria	79 (69.9)	34 (30.1)	113 (100.0)
Total	519 (56.3)	402 (43.7)	921 (100.0)

Note: Figures in parentheses are percentages.

Table 12 : Age group of the workers

District	Up to 14 yrs.	15-35 yrs.	36-60 yrs.	61 and + yrs	Total
Betul	4 (2.0)	103 (52.3)	83 (42.1)	7 (3.6)	197 (100.0)
Chhatarpur	3 (1.5)	112 (54.9)	81 (39.7)	8 (3.9)	204 (100.0)
Seoni	5 (4.3)	61 (53.0)	47 (40.9)	2 (1.7)	115 (100.0)
Shivpuri	3 (1.7)	100 (56.8)	69 (39.2)	4 (2.2)	176 (100.0)
Tikamgarh	1 (0.9)	67 (57.8)	46 (39.7)	2 (1.7)	116 (100.0)
Umaria	4 (3.5)	68 (60.2)	40 (35.4)	1 (0.9)	113 (100.0)
Total	20 (2.2)	511 (55.5)	366 (39.7)	24 (2.6)	921 (100.0)

Table 13 : Caste group of the workers

District	Caste				Total
	SC	ST	OBC	OC	
Betul	5 (5.0)	93 (93.0)	2 (2.0)		100 (100.)
Chhatarpur	27 (27.3)	26 (26.3)	46 (46.5)		99 (100.)
Seoni	6 (6.3)	35 (36.5)	54 (56.3)	1 (1.0)	96 (100.)
Shivpuri	45 (48.4)	42 (45.2)	6 (6.5)		93 (100.)
Tikamgarh	9 (13.2)	22 (32.4)	36 (52.9)	1 (1.5)	68 (100.)
Umaria	5 (5.5)	82 (90.1)	3 (3.3)	1 (1.1)	91 (100.)
Total	97 (17.7)	300 (54.8)	147 (26.9)	3 (.5)	547 (100.)

Table 14 : Landholding status

District	Landholding (acres)						Total
	Landless	Up to 1.0	1.01 - 2.50	2.51 - 5.00	5.01 - 10.00	10.1 acres and +	
Betul	41 (41.0)	19 (19.0)	27 (27.0)	13 (13.0)			100 (100.)
Chhatarpur	26 (26.3)	6 (6.1)	25 (25.3)	28 (28.3)	14 (14.1)		99 (100.)
Seoni	35 (36.5)	29 (30.2)	28 (29.2)	3 (3.1)	1 (1.0)		96 (100.)
Shivpuri	38 (43.7)	20 (23.0)	23 (26.4)	5 (5.7)		1 (1.1)	87 (100.)
Tikamgarh	14 (20.6)	7 (10.3)	25 (36.8)	16 (23.5)	6 (8.8)		68 (100.)
Umaria	26 (28.9)	41 (45.6)	21 (23.3)	2 (2.2)			90 (100.)
Total	180 (33.3)	122 (22.6)	149 (27.6)	67 (12.4)	21 (3.9)	1 (.2)	540 (100.)

Note: For 7 hrs, information on landholding status could not be obtained.

Table 15 : Occupational distribution of the workers' families

District	Occupation				Total
	Cultivator	Agri. Labour	Non-Agri. Labour	Artisan	
Betul	19 (19.0)	45 (45.0)	35 (35.0)	1 (1.0)	100 (100)
Chhatarpur	69 (69.7)	3 (3.0)	27 (27.3)		99 (100)
Seoni	7 (7.3)	40 (41.7)	49 (51.0)		96 (100)
Shivpuri	2 (2.2)	41 (44.1)	50 (53.8)		93 (100)
Tikamgarh	42 (61.8)		26 (38.2)		68 (100)
Umaria	4 (4.4)	45 (49.5)	40 (44.0)	2 (2.2)	91 (100)
Total	143 (26.1)	174 (31.8)	227 (41.5)	3 (.5)	547 (100)

Table 16 : Economic Dependency Ratio (EDR) among the workers' families

District	Total hh size	Total No. of workers	EDR
Betul	519	313	1 : 1.66
Chhatarpur	559	338	1 : 1.66
Seoni	488	295	1 : 1.91
Shivpuri	451	229	1 : 1.96
Tikamgarh	360	199	1 : 1.81
Umaria	349	225	1 : 1.55
Total	2726	1599	1 : 1.71

Table 17 : Annual income of the workers' households

District	Income group								Total
	< Rs.5000	Rs.5001 - 10000	Rs.10001 - 15000	Rs.15001 - 20000	Rs.20000 - 25000	Rs.25001 - 40000	Rs.40001 - 60000		
Betul	14 (14.0)	46 (46.0)	13 (13.0)	14 (14.0%)	13 (13.0)	7 (7.0%)	1 (1.0)	100 (100)	
Chhatarpur	9 (9.1)	30 (30.3)	30 (30.3)	19 (19.2)	11 (11.1)	2 (2.0)		99 (100)	
Seoni	6 (6.3)	43 (45.3)	32 (33.7)	9 (9.5)	5 (5.3)	1 (1.1)		95 (100)	
Shivpuri	40 (43.0)	44 (47.3)	5 (5.4)	3 (3.2)	1 (1.1)			93 (100)	
Tikamgarh	11 (16.2)	20 (29.4)	30 (44.1)	4 (5.9)	3 (4.4)			68 (100)	
Umaria	18 (20.0)	44 (48.9)	23 (25.6)	4 (4.4)	1 (1.1)			90 (100)	
Total	98 (18.0)	227 (41.)	133 (24.4)	53 (9.7)	34 (6.2)	10 (1.8)	1 (.2)	545 (100)	

Table 18 : Sources of hh income

District	Crop	Poultry	Sheep & goats	Milch animals	Petty trade	Ag. labour	Non-ag. labour
Betul	17 (17.0)	1 (1.0)	1 (1.0)	-	-	52 (52.0)	30 (30.0)
Chhatarpur	65 (65.7)	-	-	-	-	4 (4.0)	31 (31.3)
Seoni	7 (7.3)	-	-	2 (2.1)	1 (1.0)	45 (46.9)	37 (38.5)
Shivpuri	9 (9.7)	-	-	-	1 (1.1)	6 (6.5)	79 (84.9)
Tikamgarh	38 (55.9)	1 (1.5)	-	-	-	4 (5.9)	24 (35.3)
Umaria	2 (2.2)	-	-	-	-	49 (53.8)	39 (42.9)
Total	138 (25.2)	2 (0.4)	1 (0.2)	2 (0.4)	2 (0.4)	160 (29.3)	240 (43.9)

Table 19 : Awareness about NREGA components

S.No. Component	District							Total
	Betul	Chhatarpur Seoni	Shivapuri	Tikamgarh	Umaria			
1 No. of days of (100) employment	10 (15.0)	-	21 (21.9)	-	17 (18.7)	-	48 (8.8)	
2 Unemployment allowance	-	-	3 (3.1)	-	-	-	3 (0.5)	
3 Additional wages beyond 5 kms	7 (7.0)	-	9 (9.4)	-	-	-	16 (2.9)	
4 Minimum wages	55 (55.0)	-	53 (55.2)	-	42 (46.2)	-	150 (27.4)	
5 Time limit for providing employment	19 (19.0)	-	9 (9.4)	-	-	-	28 (5.1)	
6 Time limit for wage payment	16 (16.0)	-	10 (10.4)	-	2 (2.2)	-	28 (5.1)	
7 About RTI	2 (2.0)	-	4 (4.2)	-	-	-	6 (1.1)	
8 Social Audit	2 (2.0)	-	-	-	-	-	2 (0.4)	

Note: Figures in parentheses are percentages.

Table 20 : Sources of information for the awareness about the REG, RTI and Social Audit**(a) REGS**

No.	Source	Districts and frequency							Total
		Betul	Chhatarpur	Seoni	Shivapuri	Tikamgarh	Umaria		
1	GP	92 (92.0)	99 (100)	84 (87.5)	93 (100)	67 (98.5)	82 (90.1)	517 (94.5)	
2	Officials	3 (3.0)	-	5 (5.2)	-	-	-	8 (1.5)	
3	Newspapers	-	-	2 (2.0)	-	-	-	2 (2.0)	
4	Radio	2 (0.4)	-	-	-	-	-	2 (0.4)	
5	TV	-	-	1 (1.0)	-	-	-	1 (0.2)	
6	NGO	3 (2.2)	-	10 (10.4)	-	-	-	13 (2.4)	
7	Friends and relatives	6 (6.0)	-	18 (18.7)	-	-	5 (5.5)	28 (5.1)	
8	NREG campaign	2 (2.0)	-	-	-	-	-	2 (0.4)	
9	Door to door	-	-	-	-	-	-	-	
11	Total	108	99	120	93	67	87	573	

Note : The question elicited multiple responses and hence percentages do not add up to 100.

(Contd...)

Table 20 : (Contd...)

No.	Source	Districts and frequency						Total
		Betul	Chhatarpur	Seoni	Shivapuri	Tikamgarh	Umaria	
1	GP	-	-	4 (4.2)	-	-	-	4 (0.7)
2	Officials	-	-	2 (2.1)	-	-	-	2 (0.4)
3	Newspapers	-	-	-	-	-	-	-
4	Radio	-	-	-	-	-	-	-
5	TV	-	-	-	-	-	-	-
6	NGO	-	-	1 (1.0)	-	-	-	1 (0.2)
7	Friends and relatives	-	-	-	-	-	-	-
8	NREG campaign	-	-	-	-	-	-	-
9	Door to door	-	-	-	-	-	-	-
10	NA	300	297	281	279	204	273	7 (...)

(Contd...)

Table 20 : (Contd...)

No.	Source	Districts and frequency						Total
		Betul	Chhatarpur	Seoni	Shivapuri	Tikamgarh	Umaria	
1	GP	-	-	-	-	-	-	-
2	Officials	-	-	-	-	-	-	-
3	Newspapers	-	—	-	1 (1.1)	-	-	1 (0.2)
4	Radio	-	-	-	-	-	-	-
5	TV	-	-	-	-	-	-	-
6	NGO	-	-	-	-	-	-	-
7	Friends and relatives	-	-	-	-	-	-	-
8	NREG campaign	-	-	-	-	-	-	-
9	Door to door	-	-	-	-	-	-	-
10	NA	300	297	288	296	204	273	

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Table 21 : Person in whose name registration for job card was done

District	Cardholder		
	Male	Female	Total
Betul	94 (94.0)	6 (6.0)	100 (100)
Chhatarpur	88 (88.9)	11 (11.1)	99 (100)
Seoni	90 (93.8)	6 (6.3)	96 (100)
Shivapuri	84 (90.3)	9 (9.7)	93 (100)
Tikamgarh	65 (95.6)	3 (4.4)	68 (100)
Umaria	88 (96.7)	3 (3.3)	91 (100)
Total	509 (93.1)	38 (6.9)	547 (100)

Table 22 : Average number of REGS workers per participating family

District	SC		ST		OBC		OC		Total	
	n	ave	n	ave	n	ave	n	ave	n	ave
Betul	5	2.1	93	2.0	2	2.0	-	-	100	2.0
Chhatarpur	27	2.1	26	2.0	46	2.2	-	-	99	2.1
Seoni	6	1.0	35	1.3	54	1.2	1	1.0	96	1.2
Shivpuri	45	2.0	42	1.9	6	1.7	-	-	93	1.9
Tikamgarh	9	2.0	22	1.8	36	1.8	1	1.0	68	1.8
Umaria	5	1.2	82	1.2	3	1.0	1	1.0	91	1.2
Total	97	1.9	300	1.7	147	1.7	3	1.0	547	1.7

Note: n- number of families

ave- average No. of workers

Table 23 : Awareness about giving application for work

District			Total
	Yes	No	
Betul	43 (43.0)	57 (57.0)	100
Chhatarpur	74 (74.7)	25 (25.3)	99
Seoni	13 (13.5)	83 (86.5)	96
Shivpuri	67 (72.0)	26 (28.0)	93
Tikamgarh	51 (75.0)	17 (25.0)	68
Umaria	3 (3.3)	88 (96.7)	91
Total	251 (45.9)	296 (54.1)	547

Table 24 : Whether the work can be got without job card

District			Total
	Yes	No	
Betul	2 (2.0)	98 (98.0)	100 (100.0)
Chhatarpur	1 (1.0)	98 (99.0)	99 (100.0)
Seoni	1 (1.0)	95 (99.0)	96 (100.0)
Shivpuri		93 (100.0)	93 (100.0)
Tikamgarh		68 (100.0)	68 (100.0)
Umaria		91 (100.0)	91 (100.0)
Total	4 (0.7)	543 (99.3)	547 (100.0)

Table 25 : Whether application was given for work

District	Yes	No	NA	Total
Betul	51 (51.0)	44 (44.0)	5 (5.0)	100 (100)
Chhatarpur	62 (62.6)	37 (37.4)		99 (100)
Seoni	34 (35.4)	52 (54.1)	10 (10.4)	96 (100)
Shivpuri	70 (75.3)	23 (24.7)		93 (100)
Tikamgarh	44 (64.7)	11 (16.2)	13 (19.1)	68 (100)
Umaria	17 (18.6)	54 (59.3)	20 (22.0)	91 (100)
Total	278 (50.1)	221 (40.4)	48 (8.7)	547 (100)

Table 26 : Place of work

District	Within GP	Outside GP	Total
Betul	94 (94.0)	6 (6.0)	100 (100.0)
Chhatarpur	99 (100.0)	-	100 (100.0)
Seoni	95 (99.0)	1 (1.0)	96 (100.0)
Shivpuri	89 (95.7)	4 (4.3)	93 (100.0)
Tikamgarh	68 (100.0)	-	68 (100.0)
Umaria	88 (96.7)	3 (3.3)	91 (100.0)
Total	533 (97.4)	14 (2.6)	547 (100.0)

Note: All 14 households which worked outside the panchayat reported to have been paid 10 per cent on the normal wage additionally.

Table 27 : Nature of work in which the family participated

District	Piece-rate work	Time-based work	Total
Betul	33 (33.0)	67 (67.0)	100 (100.0)
Chhatarpur	41 (41.4)	58 (58.6)	100 (100.0)
Seoni	77 (80.2)	19 (19.8)	96 (100.0)
Shivpuri	61 (65.6)	32 (34.4)	93 (100.0)
Tikamgarh	38 (55.9)	30 (44.1)	68 (100.0)
Umaria	58 (63.7)	33 (36.3)	91 (100.0)
Total	308 (56.3)	239 (43.7)	547 (100.0)

Table 28 : Whether the piece-rate work is disadvantageous to females

District	Yes	No	Total
Betul	11 (11.0)	89 (89.0)	100 (100.0)
Chhatarpur	24 (24.2)	75 (75.8)	99 (100.0)
Seoni	8 (8.3)	88 (91.7)	96 (100.0)
Shivpuri	24 (25.8)	69 (74.2)	93 (100.0)
Tikamgarh	36 (52.9)	32 (47.1)	68 (100.0)
Umaria	4 (4.4)	87 (95.6)	91 (100.0)
Total	107 (19.6)	440 (80.4)	547 (100.0)

Table 29 : Preference for work as per the type

District	Time-based work	Piece-rate work	Total
Betul	75 (75.0)	25 (25.0)	100 (100.0)
Chhatarpur	50 (50.5)	49 (49.5)	99 (100.0)
Seoni	36 (37.5)	60 (62.5)	96 (100.0)
Shivpuri	61 (65.6)	32 (34.4)	93 (100.0)
Tikamgarh	34 (50.0)	34 (50.0)	68 (100.0)
Umaria	39 (42.9)	52 (56.6)	91 (100.0)
Total	295	252	547 (100.0)

**Table 30 : Average number of workers in the group
(in the case of piece-rate work)**

District	No. of hhs	Average per group	Total
Betul	33	1.85	100 (100.0)
Chhatarpur	41	1.10	99 (100.0)
Seoni	77	2.01	96 (100.0)
Shivpuri	61	1.74	93 (100.0)
Tikamgarh	38	1.03	68 (100.0)
Umaria	58	2.16	91 (100.0)
Total	308	1.72	547 (100.0)

Table 31 : Average employment generation per household-caste group and district-wise

District	SC		ST		OBC		OC		Total	
	n	ave	n	ave	n	ave	n	ave	n	ave
Betul	5	34	93	42	2	32	-	-	100	41
Chhatarpur	27	49	26	51	46	51	-	-	99	51
Seoni	6	36	35	44	54	34	1	21	96	38
Shivpuri	45	58	42	64	6	54	-	-	93	61
Tikamgarh	9	51	22	23	36	38	1	5	68	34
Umaria	5	12	82	22	3	37	1	5	91	23
Total	97	50	300	39	147	41	3	10	547	42

Note: n- number of hhs ave- average employment level

Table 32 : Distribution of hhs according to employment generation group and district-wise

District	Up to 25 days	26-50 days	51-75 days	76-99 days	100 and + days	Total
Betul	29 (29.0)	48 (48.0)	10 (10.0)	7 (7.0)	6 (6.0)	100 (100.0)
Chhatarpur	28 (28.3)	24 (24.2)	30 (30.3)	10 (10.1)	7 (7.1)	99 (100.0)
Seoni	41 (42.7)	27 (28.1)	16 (16.7)	9 (9.4)	3 (3.1)	96 (100.0)
Shivpuri	27 (29.0)	28 (30.1)	14 (15.1)	2 (2.2)	22 (23.7)	93 (100.0)
Tikamgarh	32 (47.1)	20 (29.4)	9 (13.2)	6 (8.8)	1 (1.5)	68 (100.0)
Umaria	62 (68.1)	22 (24.2)	4 (4.4)	2 (2.2)	1 (1.1)	91 (100.0)
Total	219 (40.0)	169 (30.9)	83 (15.2)	36 (6.6)	40 (7.3)	547 (100.0)

Table 33 : Employment generation per worker–caste-group and district wise

District	SC		ST		OBC		OC		Total	
	n	ave	n	ave	n	ave	n	ave	n	ave
Betul	5	16	93	23	2	16	-	-	100	22
Chhatarpur	27	24	26	25	46	23	-	-	99	23
Seoni	6	36	35	36	54	29	1	21	96	22
Shivpuri	45	29	42	32	6	29	-	-	93	30
Tikamgarh	9	23	22	12	36	23	1	5	68	19
Umaria	5	10	82	19	3	37	1	5	91	19
Total	97	26	300	24	147	26	3	10	547	25

Note: n- number of hhs ave- average employment generation

Table 34 : Employment generation-quarter-wise and district-wise

District	1 st quarter		2 nd quarter		3 rd quarter		4 th quarter	
	n	ave	n	ave	n	ave	n	ave
Betul	56	24	34	14	83	15	79	13
Chhatarpur	40	32	70	15	61	21	59	24
Seoni	44	17	8	17	86	13	82	20
Shivpuri	79	36	54	30	38	19	28	19
Tikamgarh	29	29	38	31	30	10	3	14
Umaria	35	16	24	10	29	14	57	15
Total	283	27	228	20	327	15	308	18

Table 35 : If yes, in how many days have you got employment

District	Immediately	Less than a week	7 – 10 days	11 – 15 days	> 15 days	Total
Betul	2 (3.6)	4 (7.2)	18 (32.7)	30 (5.4)	1 (1.8)	55 (100)
Chhatarpur	3 (4.2)	52 (73.0)	13 (18.3)	2 (2.8)	1 (1.4)	71 (100)
Seoni	1 (3.1)	7 (21.9)	5 (15.6)	19 (59.3)		32 (100)
Shivpuri	3 (4.0)	52 (68.4)	9 (11.8)	6 (7.9)	6 (7.9)	76 (100)
Tikamgarh		26 (86.7)	2 (6.7)	1 (3.3)	1 (3.3)	30 (100)
Umaria				14 (100)		14 (100)
Total	9 (3.2)	141 (50.7)	47 (16.9)	72 (25.9)	9 (3.2)	278 (100)

Table 36 : Wage earned–caste-group and district wise

(wage in Rs.)

District	SC		ST		OBC		OC		Total	
	n	ave	n	ave	n	ave	n	ave	n	ave
Betul	5	2129	93	2636	2	2016	-	-	100	2599
Chhatarpur	27	3070	26	3232	46	3236	-	-	99	3190
Seoni	6	2268	35	2765	54	2144	1	1323	96	2370
Shivpuri	45	3681	42	4001	6	3423	-	-	93	3808
Tikamgarh	9	3234	22	1432	36	2399	1	315	68	2166
Umaria	5	781	82	1439	3	2331	1	315	91	1419
Total	97	3152	300	2478	147	2602	3	651	547	2621

Note: n- number of hhs ave- average wage in Rs.

Table 37 : Whether the workers got the minimum wage

District	Yes	No	Total
Betul	87	13	100 (100.0)
Chhatarpur	91	8	99 (100.0)
Seoni	82	14	96 (100.0)
Shivpuri	92	1	93 (100.0)
Tikamgarh	49	19	68 (100.0)
Umaria	80	11	91 (100.0)
Total	481	66	547 (100.0)

Table 38 : Market wage for workers in 2006-07

District	Average	Min	Max
Betul	53.10	30.00	65.00
Chhatarpur	47.83	30.00	60.00
Seoni	45.25	30.00	60.00
Shivpuri	52.44	40.00	80.00
Tikamgarh	48.97	45.00	60.00
Umaria	45.55	25.00	60.00
Total	48.99	25.00	80.00

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Table 39 : Way of distributing the wages

District	Equally	Males got more	Total
Betul	31	2	33
Chhatarpur	41	-	41
Seoni	75	2	77
Shivpuri	61	-	61
Tikamgarh	38	-	38
Umaria	58	-	58
Total	304	4	308

Table 40 : Whether any wage slip was given

District	Yes	No	Total
Betul	10 (10.0)	90 (90.0)	100 (100.0)
Chhatarpur	17 (17.2)	82 (82.8)	99 (100.0)
Seoni	8 (8.3)	88 (91.7)	96 (100.0)
Shivpuri	-	93 (100.0)	93 (100.0)
Tikamgarh	-	68 (100.0)	68 (100.0)
Umaria	-	91 (100.0)	91 (100.0)
Total	35 (6.4)	512 (93.6)	547 (100.0)

Table 41 : Time taken to make the payment

District	Up to 15 days	Above 15 days	Total
Betul	99	1	100 (100.0)
Chhatarpur	84	15	99 (100.0)
Seoni	93	3	96 (100.0)
Shivpuri	93	-	93 (100.0)
Tikamgarh	61	7	68 (100.0)
Umaria	91	-	91 (100.0)
Total	521	26	547

CHAPTER-4

Summary of Major Findings

State's Profile

- * As for the profile of the State, it registered a moderate decline of 1.28 per cent in the population growth rate during the census periods of 1991 and 2001, 64 per cent of the population was literate.
- * The State has a per capita GDP of Rs.9279 for 2004-05 at constant prices and the GDP has increased at a rate of 4.07 per cent during the period 1997-98 to 2004-05.
- * On the workforce front also, the State witnessed a decline to the extent of 0.71 per cent during the period 1994-94 to 2004-05. As is to be expected, agricultural sector accounts for a larger participation rate- females 88 per cent and males 79 per cent. Wide disparity is noticed in the wage rates for males (Rs. 86) and females (Rs.38) for public works. The State witnessed a marginal increase of 0.2 per cent in the incidence of casual labour during the period 1993-94 to 2004-05.
- * The State recorded a poverty incidence of 40.6 per cent in the rural areas in 1993-94 and it has shown a (slight) decline of 3.7 percentage points during 2004-05.
- * The infrastructure index is computed at 86.66 points and none of the six study States (Betul, Chhatarpur, Seoni, Shivpuri, Tikamgarh and Umariya) recorded a value higher than the State figure.

Study Objectives

- * The major objectives of the study were to understand the processes that have gone into the planning and implementation of the Scheme and also quantify the benefits that have accrued to the participating workers' families.

Sample

- * The study covered six districts and the selection of these was based on both Scheme performance (2006-07) and development criteria. From each selected district, two blocks were chosen following the extreme levels of performance. However, the selection of panchayat-one from each block-was done randomly. A sample of 50 workers was proposed to be drawn but in the case of some panchayats, the number fell short by a few cases. Thus, the study covered 6 districts, 12 blocks, as many panchayats and 547 workers' families.

Scheme Implementation

- * Rural Employment Guarantee Scheme (REGS) was introduced in the State in January 2006 and the Scheme covers 18 districts and the State Employment Guarantee Council was constituted with 13 members with the representation of SCs, STs, OBCs and women. The State Employment Guarantee Fund was constituted with an allocation of Rs. 4 crore in 2006-07. For implementation of REGS at the block level, personnel working in the departments of Tribal Welfare and General Administration were promoted and taken on deputation to serve as CEOs.
- * The State had reportedly undertaken the NREGA Awareness campaign in a big way through wall posters, audio-cassettes and *kalajathas*.
- * The State has prepared the Training Action Plan for imparting training to the functionaries, both officials and elected representatives. Village Monitoring Committees (VMCs) were reported to have been constituted.
- * The financial transactions were being carried out through a single bank (State Bank of Indore). An amount of Rs. 2144 crore was released for 2006-07 of which the State share accounted for 10 per cent while the rest was the Central share. The extent of fund utilisation was 87 per cent and the wage-material ratio for the year 2006-07 worked out to 70:30.

- * BPL census of 2003 was taken as the base for issue of job cards. In 18 districts, 44.5 lakh job cards were issued during 2006-07 and applications for employment were received from 28.7 lakh families (64 per cent). Employment was provided to all applicant families. The Scheme generated an employment of 19.72 crore mandays in which the share of SC/ST was 64 per cent and that of women 43 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. Next to this was the provision of irrigation facility to land owned by SCs and STs. Rural connectivity occupies the third position. In relative terms, micro-irrigation works, renovation of traditional water bodies and flood control and protection received low priority.
- * As for the profile of the workers, majority of them are males, middle aged (15 -35 years) by their age group, scheduled tribe by their caste group, landless by their landholding position and non-agricultural labourers by their occupation. While this was the scenario at the aggregate level, the trends at least in respect of caste group and landholding position are conspicuous across districts in that 93 per cent of the workers in Betul were STs and cultivators were the predominant group (60 per cent) in Chhatarpur.
- * Taking Rs.20,000 as the cut-off line for assessment of poverty incidence, about 90 per cent of the families covered for the study were BPL. The incidence of destitution (up to Rs. 10,000) was more prevalent in Shivpuri district. Though it was of smaller magnitude (2.2 per cent), participation of children below 15 years was found in the study districts.
- * In consonance with the finding that non-agricultural labour was the occupation for a majority of workers, the same (occupation) was also reported to be their source of income. Similarly, in the districts of Chhatarpur and Tikamgarh where the majority's occupation was cultivation, 'crop' emerges as the major source of income.

Summary of Major Findings 119

- * The awareness level of the workers about their rights/entitlements as envisaged in the act and also its (act's) broad features was abysmally low. Out of 8 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 also the wage rate. The following findings about the awareness level on different aspects speak of the present state of affairs in the study area.
- * Unemployment allowance-only 3 out of 547 workers
- * Additional wage in case the worksite is located at a distance of 5 kms and more-3 per cent
- * Minimum wage-25 per cent
- * Time limit for providing employment-5 per cent
- * Time limit for wage employment- 5 per cent
- * RTI-1 per cent
- * Social Audit-only 2 out of 547 workers
- * The position amply indicates that the present IEC efforts were less than adequate and it calls for an aggressive awareness campaign in the rural areas so that the message in regard to the entitlements, more so about the broad features of the Scheme, would spread far and wide. Otherwise, the spirit with the guarantee employment act was enacted would be diluted.
- * The workers were unequally unaware of the provisions like whom they should complain in the event of not getting job cards in 15 days' time notwithstanding the fact they have submitted the application and wages are not paid in 15 days' time etc.
- * In 94 per cent of the cases, the workers reported to be keeping the job card with themselves only. In the case of the rest the card was either with the sarpanch or the technical assistant.

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- * A positive aspect of implementation of REGS in MP was that the wage fixed under the Scheme was revised adjusting perhaps for the price rise. The wage of Rs.63 for the study year (2006-07) was revised from 58 in 2005-06 when the Scheme was implemented and for the current year, the wage is Rs. 67.
- * Six per cent of the workers reported to have incurred expenditure mostly for greasing the palms of 'powers' that be, for getting the job card and the amount varied from Rs.10 to Rs.125.
- * A majority of the workers reported to be carrying the job card to the worksite.
- * Given the illiteracy status of the workers, It is rather difficult for them to answer the question 'whether any entries are made in the job card'? During our field visit, we cross-checked the entries made in the job card with the workers' version and it was found that in some cases some 'employment days' were shown extra in the job card.
- * On an average, each worker's family was represented by 1.7 workers in REGS works. In relative terms, SC families of Betul, Shivpuri, Tikamgarh and Umaria and ST families of Seoni and OBC families of Chhatarpur had larger representation in the total number of workers in the sample studied.
- * Slightly less than half the workers were not aware that they have to give an application for work. Such incidence was found in a larger measure in Seoni and Umaria.
- * Excepting for 4 workers (0.7 per cent), the workers were aware that they cannot get employment without job card.
- * About half the workers did not give any application for work. In Umaria the corresponding figure was as high as 5 per cent. Whenever a project is sanctioned, the sarpanch prepares the list of members (from among those who have the job card) to work for the project. In this process, the influence of factors including caste and political party affiliation besides nepotism cannot be ruled out.

Summary of Major Findings 121

- * Only a micro-scopic minority (14 workers) worked outside the panchayat and they got 10 per cent additional wage to meet the transport cost.
- * Nearly, three-fourths participated in piece-rate work and the rest time based work.
- * In the perception of a majority of the workers, women stand to lose if they are offered piece-rate work as they cannot compete with the male counterparts in productivity/output levels.
- * The group is equally divided on their preference for piece-rate work and time-based work. The piece-rate work would give rise to problems in distribution of wages as output of each individual worker is difficult to measure in precise terms. On the other hand, good performers (showing higher productivity) would stand to lose if they participate in time-based work.
- * The groups offered piece-rate work were of small size-not more than 1.72 members in a group on an average.
- * Each participating family was able to get employment for 42 days on an average. Across districts, Shivpuri registered the largest number of days of 61 while Umaria registered the lowest .
- * Across caste groups, STs of Shivpuri derived the maximum benefit of 64 days on an average.
- * Only 40 families (or 7.3 per cent) have got 100 days of employment. In fact two-fifths of the families studied could not get employment beyond 25 days and 31 per cent of the families between 26 and 50 days.
- * Each participating worker (out of 921 workers from 547 families) got 25 days of employment, moving in a wide range of 19 days (in Tikamgarh and Umaria) and 30 days (Shivpuri).
- * Three-fifths of the families studied were given employment in the third quarter (Oct-Dec), followed by the fourth quarter. As is to be expected, the second quarter (July-Aug) in which the agricultural

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operations would be in full swing register the lowest percentage of workers.

- * 97 per cent of the workers were shown work within the stipulated time of 15 days.
- * REGS has contributed to reduction in migration both at the household and village levels according to half the workers.
- * The wage fixed by the Government of MP for REGS was Rs. 63. At this rate, the total wage earned by a family on an average works out to Rs.2621. Across districts, Shivpuri registered the highest wage of Rs. 3808 and Umaria the lowest of Rs. 1419 (these figures of course depend up on the employment the workers got).
- * However, 50 per cent of the workers reported they got Rs. 2 less than the prescribed wage of Rs.63 and one-third less than Rs.13.
- * For operations similar to those performed under REGS, the market wage moved in a wage rate of Rs.25.80 with an average figure of Rs.44. Considering the average figure, the workers stood to gain by Rs.19 on an average because of their participation in REGS.
- * Distribution of wages are paid equally for males and females and wages are paid only in cash to the workers. About 6 per cent of the workers had to shell down some money (not specified) towards greasing the palms of persons concerned with distribution.
- * The practice of issue of wage slip was not prevalent at all.
- * In 92 per cent of the cases, wages were paid in the presence of sarpanch.
- * Only in 5 per cent of the cases, was the wage paid beyond the stipulated period of 15 days.
- * In the perception of three-fifths of the workers, the muster rolls were kept at the worksite. However, about 30 per cent of the workers feigned ignorance in this regard.

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- * Out of the four mandatory facilities, 'drinking water' tops the list with 98 per cent mentioning availability. As for other facilities, first aid, shade and crèche were provided according to 52, 38 and 28 per cent, respectively.
- * There were no traces of providing any improvised tools for reducing the physical drudgery of the workers.
- * In the perception of 50 per cent of workers, the works taken up in the village are useful to the community. However, one-thirds of the workers could not react to this question.

Annexure

Points that emerged in Focus Group Discussions in the study villages

1. Awareness Building including RTI

- Role of Gram Panchayat (GP): The role of Gram Panchayat is very significant in the context of implementation of REGS. The sarpanch and the secretary should play a major role not only in generating awareness in the community but also in implementing the Scheme and more than that, displaying the information about the works to be taken up and also those taken up in the panchayat office.
- Role of (Development) Officials: The officials including BDO and others participated in the awareness campaign. But they played a little role. Many people of the village even do not know who these officials were.
- Role of NGOs/ CBOs: Some NGOs like ASA participated in awareness building. In Joran panchayat of Nowgong block, it informed the people about the provisions of REGS, entitlements of the workers, etc.
- Role of Media (Radio, TV and Newspaper): The village community was not aware if there was any broadcast about the features of the Scheme. However, they opined that both print and electronic media have a great role to play in awareness generation in the community.

2. Broad approaches followed for sensitisation of people

- Door to door survey/visits/ NGO group campaign: This was not taken up in any of the villages studied.
- Kalajatas/ theater group songs / plays / Nautanki's: This was also not taken up.
- Posters: The Scheme was given publicity through wall posters, wall writings and oral information.
- Others: The GP conducted the Gram Sabha and explained about the features of the Scheme but it was felt this approach was not effective.

3. Facilitating Community Participation

- Role of GP: The GP explained the works that have been taken up in the village under REGS in Gram Sabha. It invited suggestions from the community.
- Role of officials: Role of officials was next to nil.
- Role of NGOs/CBOs : NGOs did play a role in mobilising the community participation but it was confined to a few villages. A large space may be created for NGOs in the implementation of REGS especially in generating awareness and also preparation of shelf of works at the Gram Panchayat level.
- Self-Help Groups: SHGs need to be involved in implementation of the NREGS works.
- Village elders: As of now, no role was given to the elderly in the village. Their guidance would be of utmost value in identification of works.

4. Implementation Process – (Problems)

- Registration for employment: The GPs played a significant role in registration of families for job cards in all the villages.
- Issue of job cards (cost incurred, if any): The job cards were given based on BPL census. However, there were complaints from some quarters that deserving cases were not given the job cards in Bhanpura village of Baldevgarh block. An amount ranging from Rs. 15 to Rs.100 was reported to have been collected for the issue of job cards in this panchayat.
- Receipts for application for work : No individual applications were received from the workers. In almost all the villages, the sarpanch made a list of workers and asked them to participate in the work.
- Time gap in providing employment: This does not apply as no formal application was called for.
- Worksite facilities: It was reported that drinking water and first aid box were provided at all the worksites. However, the authorities did not provide either the crèche or shade.

- Muster rolls-maintenance: Muster rolls were maintained. But the entries made in them may not be accurate as in some cases underpayment was reported.
- Recording employment details in job card: By and large, in all the villages entries were made in the job cards. But in two villages namely, Bhanpur dongar and Badhwai, some discrepancies were noticed (they did not tally with the job card entries).
- Delays in work measurement: They were not aware of any delay in taking measurements.

5. Participation of Disadvantaged

- Female-headed households: No problem was faced.
- Differently challenged workers: No discrimination came to their notice in regard to giving the work to differently challenged workers or pregnant women or women with infants. Soft works may suit them.

6. Wages

- Institutions involved: Gram Panchayat in all the villages distributed the wages in presence of the village sarpanch and panchayat secretary. However, to check malpractices, it was suggested that a proper mechanism should be put in place – preferably through bank or post office.
- Duggy (village peon) would inform the villagers about the time and place of payment of the wages. Usually the wages are paid at the panchayat ghar in the village.
- Access and problems/timeliness: Generally the wages are paid in less than 15 days. However in Joran, Budour and Dongar, the wage payments were delayed due to non-release of funds in time.
- Minimum wage and actual wage: In all the villages the wages were paid as per the scheduled rates. However due to the piece-rate procedure followed for calculation, some have received less than the normal wage rate in the market. For example, in Budour, an

earthen work was given to one worker, who expected that he could complete it in one day on a piece-rate work at a wage rate of Rs. 67. But he took two days to complete it working out to a daily wage of Rs. 33.50. There are instances where the workers who participated in piece-rate work got a daily wage of Rs.50 in Bhanpur and Chakkikamiya and Rs. 60 in Dongar villages, respectively.

7 Social Audit (SA)

- Awareness creation mechanisms: The community was not aware of Social Audit as no awareness creation attempts were made.
- Extent and nature of participation of people: This does not apply.
- Role of different stakeholders-NREG workers, officials, CBOs/NGOs, GP, VMC : This does not apply.
- Utility of SA : The members do not have any foggiest idea of Social Audit.

8. Programme Effectiveness

- Effectiveness in implementation : The performance of the Scheme was by and large satisfactory. However, the community must be taken into confidence in plan preparation and implementation of works.
- Rating regarding:- works, material used etc., The members who participated in focus group discussions by and large vouch for the quality of the works taken up under the Scheme. In some villages, in their perception, the quality was very good.
- Efficiency of delivery systems: Good.
- Quality of community participation: No community participation so far in any stage of implementation of the Scheme.
- Raise of wages in other sectors: The wages of other works in market have risen by Rs.10, Rs.15.
- Reasons for faulty execution, if any: No comment from the members

9. Perceptions about REGS

- Awareness of 'Right to employment and other rights': Awareness is very low. People do not have any idea about the REGS excepting that the Government provides 100 days of guaranteed employment.
- Payment of unemployment allowance, if work is not given : No unemployment allowance is paid so far.
- Responsiveness of GP and Officials : The GP and officials are responsive. The GP is more responsive than the officials in providing work.
- Transparency in terms of choice of works, minimum wages, payment of wages : It was not as transparent as expected to be.
- Participation of local institutions : Except the Gram Panchayat, no other local institute participated in REGS. The participation of NGOs and CBOs was not noticed in any of the villages studied..
- Official- Non-official relationships : Good.
- Accountability of elected representatives and officials to people: Achieved to some extent. Except sarpanch, no other elected representative or official is accountable.
- Linkages with other RD projects : Could not react.

10. Suggestions for Overall Improvement

- * Calling for applications for participation in work should be formalised to avoid bias in selection.
- * The piece-rate wage should be increased to Rs.130 per 10x10x1 cft.
- * Some portion of the wage should be paid in kind.
- * The water and soil conservation works should be taken up on private lands.
- * Create more awareness about the Scheme in the community.
- * Community participation should be ensured in planning and implementation.
- * Need based work should be taken up.
- * The upper limit of 100 days should be per person rather than per family.
- * Tanks and stop dams should be given more priority.

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.

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National Institute of Rural Development

Ministry of Rural Development, Government of India
Rajendranagar, Hyderabad - 500 030

www.nird.org.in