

# Planning and Implementation of National Rural Employment Guarantee Scheme in Maharashtra

## A Process Study



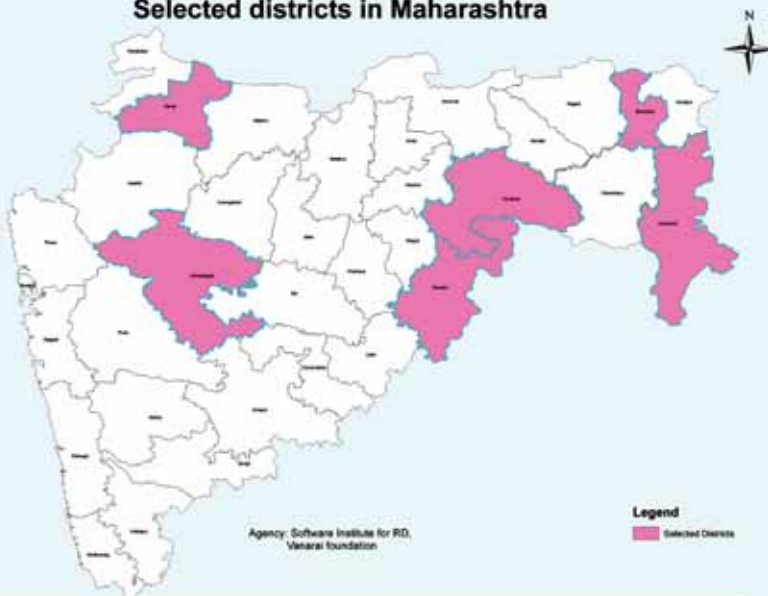
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Selected districts in Maharashtra



National Institute of Rural Development  
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Pune

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Monograph Series - 8



## **Planning and Implementation of National Rural Employment Guarantee Scheme in Maharashtra : A Process Study**

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## **Preface**

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

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

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

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

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



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Thanks are due to Software Institute of Rural Development, Pune for coordinating the data collection work and also associating with the report writing. Ms. Seema Mhadgut, Shri Brezhnev Dhamal, Mrs. Savita and Ms. Rita Thavkar deserve special thanks for their active participation in the study.

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Special thanks are due to District Programme Coordinators of the sample study districts viz., Dhule, Nanded, Ahmednagar, Yavatmal, Bhandara and Gadchiroli for their support in organising the fieldwork. We take this opportunity to thank the Programme Officers, the Elected Representatives and the workers in particular for their cooperation in providing data and sharing their views and experiences.

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



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## **Executive Summary**

Maharashtra has the unique distinction of implementing Employment Guarantee Scheme since early 70s as a welfare measure in the wake of a severe drought. "EGS also stemmed the tide of migration of rural workers in search of work. While it obviously supplemented the incomes of workers, it also acted as an "insurance mechanism by stabilising employment" in the off-season". The NREGS draws its broad lessons from EGS with an inbuilt transparency and accountability measures in the form of Social Audit coupled with RTI and focused approach to make both Gram Sabha and Gram Panchayat a unit of governance with meaningful delivery system.

The present study was carried out in six districts viz., Ahmednagar, Bhandara, Dhule, Gadchiroli, Nanded and Yavatmal, and in two blocks and two Gram Panchayats in each district, during 2006-07. The study addressed issues related to processes adopted for generating awareness among stakeholders and for registration, issue of job cards and employment generation. The field report examined the efficacy of the Government / PRI delivery systems in adhering to the guidelines and provisions of REGS. It also analysed the extent and quality of community participation and inter- institutional coordination in planning, implementation, monitoring and Social Audit of the schemes and assessed the tangible and intangible benefits of REGS to the people and likely convergence of NREGS with other development programmes.

The SEGC was constituted in Maharashtra on January 4, 2006. It has 10 members including four officials. The field data do not highlight on functional aspects of the SEGC viz., agenda, number of meetings organised, operational issues addressed and decisions taken on REGS etc., to draw inferences on decision making process as the highest policy making body at the State level. Both the officials and elected members have clearly put forth that watersheds programme may draw a blank in the State due to its wide and aggressive coverage made during EGS. The allocation for 2006-07 was Rs. 260.76 crore and an amount of Rs. 262.73 was utilised till November, 2007. The method adopted to disseminate NREGS related

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information across the State was through posters, film shows, handouts, charts, *kalajathas*, and handbooks etc. All these methods were reported to be effective. There is a dire need to create awareness on Social Audit across all levels, to both the elected representatives and officials. Somehow the concept of Social Audit needs to be demystified more as a process to improve implementation rather than a fault finding process. The State has revised the District Schedule of Rates and also the minimum wages on 14 March, 2007. The minimum wage in NREGS is Rs. 68 per day to the wage seeker during 2006-07. The State has adopted an MIS package to monitor and supervise REGS in Nanded. The State took up massive capacity building measures for all implementing officials and elected representatives on three aspects, viz., REGS provisions, Social Audit and RTI Act.

The District Programme Coordinator (Collector) DPC monitors all aspects of the implementation including registration, employment, unemployment allowance, Social Audit, funds flow, progress and quality of works, qualitative aspects of implementation and timely and correct payment of wages. Zilla Parishad (ZP) is also responsible for finalising the REGS district plan and for monitoring and supervising the REGS. The CEO of ZP has been designated as joint DPC. The Panchayat Samithi and the Block Development Project Officer monitor registration, employment provided to each household, unemployment allowance paid, Social Audit, flow of funds, timely and correct payment of wages, progress and quality of works etc. The Gram Sabha (GS) is responsible for a number of functions relating to planning and monitoring of REGS at the village level. The Gram Panchayat (GP) is the principal planning and implementing agency and is responsible for identification of works in the GP areas as per the recommendations of the GS, and for executing the works. The Panchayat Secretary helps the GP in discharging its duties and also receives applications, issues job cards, maintains records, etc. The GP also engages services of a local graduate as '*Rojgar Sahayak*' on contractual basis to assist in maintaining the (REGS) records and other related works. The Non-Government Organisations (NGOs) also work at Panchayat level in awareness building. The REGS – Maharashtra has visualised a role for CBOs,

SHGs and Youth Clubs in creation of awareness, mobilising rural households for both registration and submission of application for works and in identifying and prioritising works in the GP areas. Thus, CBOs ... act as facilitators between the GP and the villagers. Regarding labour budget, all the DPCs expressed the view that it facilitates planning process, with no problems. They also mentioned that training received has been useful in preparing District Perspective Plan, Annual Action Plan including shelf of projects. They reported that there was some consistency in the preparation of both Perspective and Annual Action Plan. In spite of the best efforts made in project planning, except Ahmednagar and Nanded DPCs, all of them were not confident that the works identified in the district could address the cause of poverty in the district. There were apprehensions that problems of coordination and lack of mechanisms to resolve them would affect the performance of the NREGS. Other deficiencies pointed out, are lack of awareness at GP level and poor motivation levels among officials.

Among the suggestions put forth are: (a) to involve credible NGOs in a big way to mobilise and increase the awareness levels on all aspects of REGS and (b) to organise capacity building programmes to officials for imparting knowledge about the Scheme and improve their motivation levels. On grievance redressal aspects, all of them mentioned that there were numerous problems such as incomplete job cards, non-inclusion of names of adults in the job card, etc. Except Ahmednagar DPC, all others opined that employment was provided within the stipulated period. Regarding payment of wages, all the DPCs informed that they were not in a position to pay within a week, but were paying the wages within a fortnight. Dhule and Gadchiroli DPCs reported that worksite facilities have been provided to a large extent. Although, REGS programme definitely is an improvement over earlier wage employment programmes, yet it is observed that coordination among local institutions, transparency on aspects related to decision making and implementation have been achieved to some extent. A view was shared by all the DPCs that compared to the elected representatives, officials seem to be more accountable. As Social Audit

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was not conducted in many places in the study area, hence DPCs could not comment on the degree of corruption in the Scheme. Except in Nanded, Social Audit was not conducted in any district. The Social Audit conducted in Nanded does not seem to have identified operational problems related to the programme. The 'Right to Information Act' does not seem to have reached the grassroots level and as the awareness level on RTI is at abysmal level, there were no complaints. Suggestions put forth include timely fund flow and empowering the Block Development Officer / PO to reallocate funds across the GPs. Most of them opined that cash payment would be ideal rather than depositing of money in banks and post-offices. On aspects related to taking up works on private lands, the reactions were mixed and there was a feeling that certain big farmers may avail of the benefits. No suggestions were made across districts on nature of works to be taken up in the State. A suggestion was made to increase the travelling expenses of wage seekers in hilly terrain. The respondents appreciated that the Scheme accommodates both the physically challenged and mothers with infants and would be mothers as wage seekers but viewed that allotting suitable work to these categories should receive more attention. The DPCs mentioned that there is a need to appoint staff at the Gram Panchayat level to ensure timely administrative and technical sanctions, measurements of works, to ensure payment to wage seekers.

Our analysis on key parameters to assess the overall effectiveness of NREGS in the State in general and in the sample districts in particular point out that the development administration at all levels should bestow attention to several dimensions. The awareness of the workers about their entitlements was disturbingly low. This is essential to make the NREGS demand-led and delivery system responsive. The low levels of knowledge on the procedures were responsible for the low participation in the planning and ineffective use of grievance redressal mechanism. The pre-implementation arrangements such as social mobilisation for registration, issue of job cards and for seeking work were also not effective. Further, in regard to timely payment of wages (equal for males and females) and minimum wages, the system was not found to be efficient. As a result, the benefits from NREGS to the workers were sub-optimal. Thus, the overall effectiveness of NREGS was less than 40 per cent.



## CHAPTER - I

# Introduction

### Overview of Rural Economy

Maharashtra, located on the west coast abutting the Arabian Sea, and carved out as a linguistic entity of Marathi-speaking people, is the second largest (among India's 28 major States and 5 Union Territories) in terms of population and the third largest in terms of area.

Maharashtra topography is diverse. It is classified into five broad regions, historically evolved as socio-cultural units — Greater Mumbai, Western Maharashtra, Marathwada, Konkan and Vidarbha. These regions are divided into six revenue divisions for administrative purposes. Each division has its headquarters at Navi Mumbai, Nashik, Pune, Aurangabad, Nagpur and Amravati, respectively. The 35 districts are divided amongst these divisions.

As per the Census 2001, population in the State stood at 96.9 million, second largest among all states. During 1991-2001, the growth rate of population in the State was 22.7 per cent compared to 21.3 per cent at the national level. The rural population of the State living in 41,095 villages was 57.6 per cent of the total population. During the decade 1991-2001, the rural population of the State increased by 15.3 per cent, which was less than the corresponding All India percentage increase. Also it was less than the decadal growth rate of the State during 1981-91.

The scheduled caste population of the State as per 2001 Census was 98.82 lakh (50.63 lakh males and 48.19 lakh females), of which 61.7 per cent were living in rural areas. The proportion of scheduled caste population to total population in the State was 10.2 per cent.

Maharashtra has the image of a developed agro-industrial State. It has a per capita income of Rs 28,204, well above the nation's per capita income of Rs 20,989. It has over 28,000 working factories; accounting for 11.9 per cent of the country's total and contributes to 13 per cent of the nation's

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GDP from industrial sector. The literacy rate of the State is as high as 76.88 per cent. Yet, Maharashtra has some of the poorest and most underdeveloped regions in the country. And there are a number of factors that point to an unhealthy economy. Development is imbalanced and marked by:

- \* Neglect of Agriculture
- \* Inadequate Irrigation and Inequitable Access
- \* Recurrent Droughts
- \* Poor Public Distribution System (PDS)
- \* Low spending on Healthcare
- \* 'Islands' of development
- \* Inadequate Education Infrastructure
- \* Problems in the Employment Guarantee Scheme (MEGS)
- \* High levels of Malnutrition
- \* Rising Unemployment
- \* Limited Women's Empowerment
- \* Many Schemes and Few Successes

There are 42 lakh unemployed persons in the State, and 5 lakh people are added to the tally every year. In 2002-03, the number of people registered as unemployed was 6.6 lakh. In 1973, Maharashtra stood seventh among the Indian states in the number of unemployed persons; in 1999-2000 it moved to ninth position. The rate of growth of unemployment in Maharashtra is higher than that in many other states. Bihar, which registered nine per cent unemployment in 1993-94, had seven per cent unemployment in 1999-2000. Maharashtra, on the other hand, had five per cent unemployment in 1993-94, which rose to seven per cent in 1999-2000.

Around 2,850 Unemployed Persons' Service Cooperatives were announced to encourage employment and self-employment in the areas

of agriculture, fishery, fruit-production, animal husbandry, etc. An Integrated Rural Employment Scheme was set up in 2002-03 to help create additional employment opportunities and food security. Provision of Rs.121.79 crore was made to ensure employment to the unskilled rural population. However, a recent survey shows that as much as 60 per cent of labourers covered by these schemes do not even receive a minimum wage.

While Maharashtra is ranked as one of the most prosperous states in terms of per capita GDP, its debt per capita is also one of the highest in the country. Maharashtra is India's most industrialised State, contributing almost 13 per cent of the national industrial output. But around 50 per cent of the State's gross domestic product is still accounted for by the Mumbai-Thane-Pune industrial belt. The per capita income of Mumbai has remained consistently about 2.5 times higher in comparison to rest of Maharashtra.

The 2001-Census data show that 28.7 and 26.3 per cent of the total workforce (amounting to 41,173,000) in Maharashtra are cultivators and farm labour, respectively. Other than cultivators and farm labour, there are another 723,000 people who are directly linked to agricultural activities in the primary sector, as per the industrial category-wise classification of workers of the NSSO.

In the context of an uneven resource terrain, migration of small and marginal farmers has become a regular phenomenon.

### **Salient Features of State Guidelines under REGS**

The Employment Guarantee Act is the most significant legislation of times in many ways. For the first time, rural communities were given not just a development programme but a regime of rights. This Act is also unlocking the potential of the rural poor to contribute to the reconstruction of their environment. The NREGA gives hope to those who had all but lost their hope. It has an implicit focus on the poorest of the poor by guaranteeing employment for unskilled manual work. It seeks to reach out to those in need of livelihood security. The NREGA gives employment, gives income,

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gives a livelihood, and it gives a chance to live a life of self-respect and dignity.

### **REGS - Key Features**

- \* Each family would get work for 100 days in a year
- \* Daily minimum wages recommended was not less than - Rs 60
- \* Extra wages if the worksite is more than 5 kms away from the village
- \* Unemployment allowance in case work is not provided
- \* Compensation in case of accident or death of the labourers on site
- \* Onsite facilities as drinking water, first aid, shelter etc.
- \* Crèches for children of women labourers
- \* Village development is focused
- \* Long-term assets are insisted
- \* Appointment of *Gram Rozgar Sevak* is suggested
- \* Powers to Gram Sabha and people

The following 12 districts have been identified in Maharashtra for the implementation of NREGA. Ahmednagar, Amravati, Aurangabad, Bhandara, Chandrapur, Dhule, Gadchiroli, Gondia, Hingoli, Nandurbar, Nanded and Yavatmal during 2006-07.

It must be stated that with regard to the NREGA, Maharashtra did not evince as much curiosity and concern as the other states simply because Maharashtra has been a trend setter in such progressive policy initiatives and the State has a long experience in implementing the Employment Guarantee Scheme (MEGS), the first of its kind in the country.

The two Government Resolutions dated Dec 12<sup>th</sup> 2005 and Jan 10<sup>th</sup> 2006 do explain the modalities of NREGA in the State. However, the picture about the course of implementation is not so clear. Maharashtra government has very recently drafted guidelines for the NREGA. Even after finalisation of the guidelines, their implementation on the ground had

taken some time, as the officials of the line departments concerned had to be trained and thereafter the members of the PRIs had to be oriented. The process of orientation is a time consuming one. Therefore, it is unlikely that something substantially would be visible in the form of job creation (or wage employment) in the near future.

- i.) All adult persons residing in villages and 'C' class municipal council areas are covered under this programme. However, a person who is more than 15 years old but less than 18 years can also be given employment under this Scheme if there is no earning member in the family.
- ii.) The guarantee is given at the district level. The person demanding the work has no choice of particular work. The guarantee is to provide work anywhere in the district, though operationally works are normally provided within the Panchayat Samiti area. As far as possible, work is provided to the employment seeker within a radius of 5 km of his residence.
- iii.) The works are implemented through various Government Departments such as Irrigation, Public Works, Agriculture, Forest and local bodies, viz., Zilla Parishads.
- iv.) The employment seeker has to get his/her name registered under this Scheme with the Registering Authority of the village, i.e. *Talathi* / *Gramsevak* by filling Form 1 prescribed under rules. Thereafter he / she have to ask for employment under Employment Guarantee Scheme from the Samiti Officer (i.e. Tahsildar) or from Registering Authority in the concerned villages by filling up Form 4. The Samiti Officer has to provide work under the Scheme within 15 days after the receipt of application in Form 4, i.e. demand for work. The employment seeker is required to declare that he / she will work for a continuous period of at least 30 days on the work to which the Samiti Officer has directed. The Samiti Officer directs the employment seeker to the Implementing Agency of the work by giving the employment seeker directive in Form 7. The

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Implementing Agency has to employ the person. On the work, the person has to present himself/herself within 7 days of the receipt of the letter issued by the Samiti Officer. Failure to provide employment creates the liability on the State Government for payment of unemployment allowance at the rate of Rs. 10 per day.

### Issues and Objectives

Following are some issues and insights which have been gathered from our recent readings and discussions:

- i) Awareness about NREGA:** What strategies have been adopted to build awareness about NREGA among people, elected representatives, officials and other development agencies / professionals? How effective are these strategies?
- ii) Registration, Issue of Job Cards and Applications for Employment:** What roles the Gram Panchayats (GP) and Civil Society Organisations have played in these activities and phases? Irregularities, if any, noticed in the process?
- iii) Planning:** Whether the Sarpanch and Secretary of GPs have received training for preparing action plans / shelf of works / projects? Could GPs prepare the development plans in a participatory manner? To what extent these works address the causal factors of poverty? Whether gender concerns and problems of the disabled are adequately taken care of in identification of works and provision of facilities? Whether Gram Sabhas are held to finalise the activities / works? Whether the officials could workout the cost and technical estimates in time? Is Programme Officer (PO) well equipped in performing the assigned tasks without delays? Whether a shelf of works / projects (technically approved and administratively sanctioned) are kept in pipeline for each GP?
- iv) Implementation:** What arrangements are contemplated at various levels of administration to ensure smooth functioning of NREGA? What mechanisms are in use to give publicity to the works including

associated cost estimates and whether they could ensure transparency? Are works planned matching the magnitude of registration? Are all the applicants provided with work? Are there private contractors engaged in execution of works? Whether there is any (undue) delay in execution / inspection / measurement of works? Whether the applicants were provided with employment within 15 days? Have the implementing agencies provided the recommended facilities at worksite? What is the extent of participation of women and the physically challenged in the works? Whether 'piece-rate contract' of certain works is disadvantageous to (women) workers in realising the minimum wages stipulated? Whether job cards are duly filled in with all the particulars correctly and getting updated regularly? How foolproof is the institutional arrangement for payment of wages? Are the wage payment methods and amounts accurate and as prescribed?

- v) **Monitoring and Social Audit:** Whether Gram Panchayat / Gram Sabha are monitoring the works? Are the officials adhering to the monitoring schedules prescribed? How effective are the Vigilance and Monitoring Committees (VMCs)? Whether the reports of VMCs are presented to Gram Sabha?

What are the practices followed for Social Audit? Whether Gram Panchayat is aware of the 'mandatory agenda' for the Social Audit to be conducted by the Gram Sabha? What are the problems in adhering to the same? How responsive are these agencies / authorities in making the proceedings / documents accessible to the public? Whether there is i) display of information on works including current status, sanction and utilisation of funds, list of applications; ii) proper maintenance of records, registers and measurement books; and iii) arrangements for disbursement of wages in the presence of GP members and VMC? Whether any physical audit of the works undertaken? What role the local institutions and community have been playing?

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- vi) Transparency and Accountability:** Whether the State Employment Guarantee Council (SEGC) has prepared the key documents\* and kept the same in public domain? Whether the audit reports of GPs were processed and acted upon? What type of irregularities were reported and corrective actions initiated? How effective is the 'grievance redressal system'? Whether the implementing agency should also be made responsible for grievance redressal? What is the public perception about the (performed) role and responsibilities of elected representatives and government functionaries in different stages of the programme implementation?

### **Objectives of the Study and Study Area**

Given the issues identified for the study, the specific objectives derived are as follows:

- Study the NREGS related processes adopted for generating awareness among stakeholders and for registration, issue of job cards and employment generation;
- Examine the method adopted to arrive at District Standard Schedule of Rates / Rural Standard Schedule of Rates ;
- Assess qualitative and quantitative aspects of awareness on REGS among stakeholders;
- Study the efficacy of the Government / PRI delivery systems in adhering to the guidelines and provisions of REGS;
- Assess the effectiveness of various institutions in performing the tasks assigned;

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\* Data relating to registration, job cards issued, list of people who sought employment and were provided, receipt and utilisation of funds, sanctioning and progress of works, cost estimates and expenditure on different works, employment generated, copies of muster rolls and reports of local committees.



- Examine the extent and quality of community participation and inter-institutional coordination in planning, implementation, monitoring and Social Audit of the schemes;
- Ascertain the problems in utilisation of Central and State funds – administrative and programme expenditure;
- Study the quality of assets created and their utility to the poor / weaker sections / others;
- Assess the tangible and intangible benefits of REGS to the people;
- Convergence of NREGS with other development programmes.

The study will suggest appropriate modifications in the guidelines and also measures for effective planning and implementation of REGS. The successful institutional practices and innovations will be analysed and documented. Some of these practices can be adopted by other states.

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

To study the above stated objectives and also to examine the issues referred to earlier, information was elicited from various key stakeholders. Further, secondary data were also collected from the office records and compiled and analysed. Secondary data for the reference period, i.e., financial year 2006-07, were collected from official registers, reports and other records available at State, District, Block and Gram Panchayat levels. Some secondary data were collected from other sources such as journals, newspapers, internet, etc.

Primary data were mainly collected by interviewing the respondents at different levels as per the scheme outlined in Table 2. Some of the primary (qualitative) data have been gathered through Focused Group Discussions (FGD) too. The FGDs were conducted by the research team (one in each GP). Two FGDs were conducted for mixed group of beneficiaries and non-participating workers of REGS. Care has been taken to include only those non-official persons in FGDs, who have not been otherwise interviewed.

### Sampling

Multi-stage sampling was done as follows:

**Selection of District at State Level** : During the financial year 2006-07, the REGS was under implementation in Maharashtra in 12 districts and six were selected randomly for the present study -Ahmednagar, Bhandara, Dhule, Gadchiroli, Nanded and Yavatmal. These districts also represent different levels of NREGS performance.

**Selection of the Block at District Level** : District Ahmednagar comprises 14 blocks, Bhandara 7 blocks, Dhule 4 blocks, Gadchiroli 12 blocks, Nanded 16 blocks, and Yavatmal 16 blocks. At this stage of sampling, two blocks have been randomly selected from each category of blocks Table 1.

**Table 1 : Scheme of selection of block and Gram Panchayat at district levels**

S.No.	District Name	Block Name	G.P Name
1.	Ahmednagar	Shrigonda	Nivdunge
		Shrigonda	Mandavgan
2.	Bhandara	Mohadi	Dongargaon
		Tumsar	Koshti
3.	Dhule	Dhule	Ratanpura
		Sakri	Jambhore
4.	Gadchiroli	Gadchiroli	Sakhara
		Chamorashi	Chamorashi
5.	Nanded	Kandhar	Ghodaj
		Loha	Pardi
6.	Yavatmal	Kalamb	Wandli
		Pusad	Chijghat

**Selection of Gram Panchayat at Block Level** : One Gram Panchayat was selected randomly from among the GPs with a good number of works in each sample block (see Table 1).

**Selection of Respondents at Different Levels** : Besides collecting secondary data at State, district, block and Gram Panchayat levels, officials/elected representatives/beneficiaries were selected for collection of primary data and display this information:

**Table 2 : Scheme of selection of respondents at different levels**

Level	No. Of Respondents	Selected Respondents		
		Officials	Elected Representatives	Others
State	-	FCDP/Consultant (NREGS)	Member of SEGC not (constituted) during 2006-07	
District	6	ADC	President and Chief Executive Officer	
Block	12	PO (Tahsildar), BDO	President and BDO	
GP	495 (Including respondents of focused group discussions)	G.P. Secretary	Sarpanch	Rozgar Sahayak, Beneficiary Workers & Non-participating Workers of REGS
Total	208			

To ease and systematise the task of data collection, the following (23) schedules were used to collect primary/secondary data:

**Table 3 : Type of schedules canvassed**

S. No.	Schedule Code	Schedule
1	S-1	Schedule for Officials of State Employment Guarantee Council*
2	S-2	Schedule for State Officials
3	S-3	Financial Allocation and Utilisation (2006-07) under REGS at State Level
4	S-4	Physical Performance (2006-07) under 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
10	D-5	Asset Creation (2006-07) at District Level
11	B-1	Schedule for Programme Officer (BDO)
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\* Not administered.

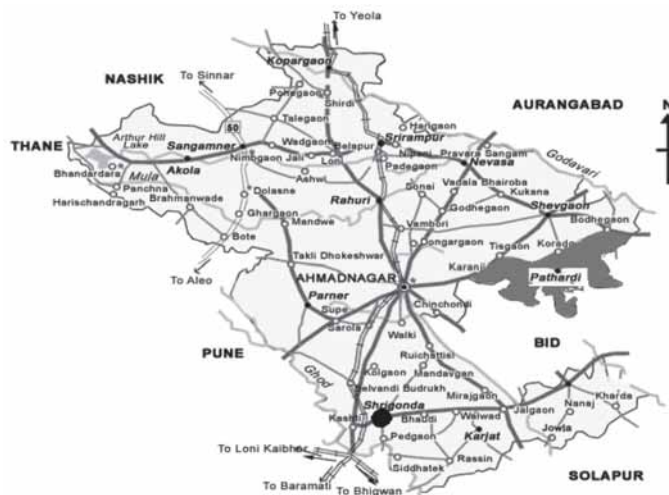
## Profiles of Study Area

### Profile of Districts

**Profile of Ahmednagar District:** Ahmednagar is Maharashtra's most advanced district. It has the maximum number of sugar factories; perhaps to spread the message of "Rural Prosperity through Cooperation" it gave the country half a century ago. The first cooperative sugar factory in Asia was established at Pravanagar. A role model of water conservation work can be seen at Ralegaon-Siddhi, which is also called the Ideal Village.

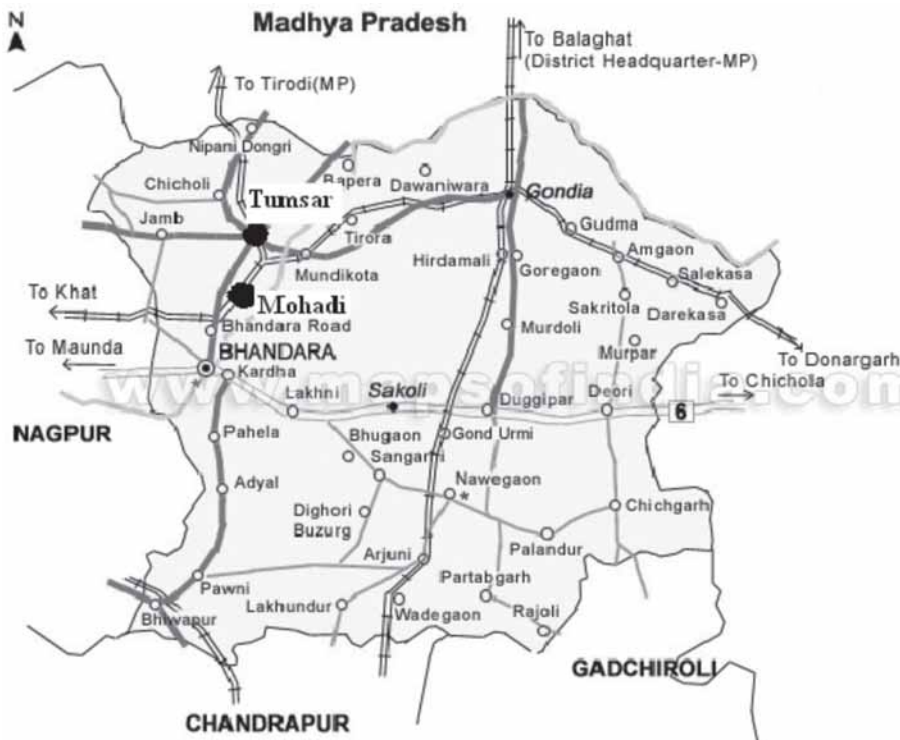
The district consists of 14 Blocks. Area under Irrigation is 3, 61,000 hectares; Area under Horticulture is 2, 02,488 hectares. Main crops grown in the district are sugarcane, bajra and jowar. Total population of the district is 40.9 lakhs — male population -21, 06, 501 and female population is 19, 81, and 576.

The district has 2 major, 8 medium and 90 minor Irrigation projects. The district has 18 big, 189 medium and 5782 small scale industries. It is well facilitated with Health Infrastructure like PHCs-88; Rural Hospitals-18; District Hospital-1.



Ahmednagar District Map

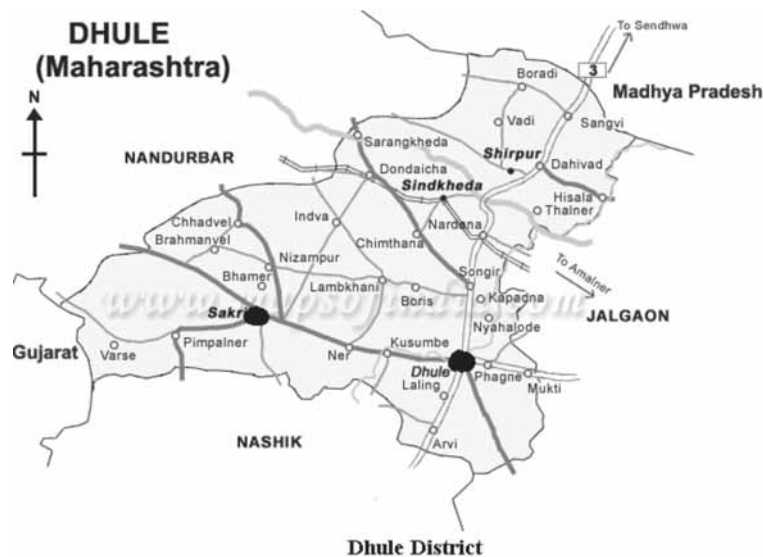
**Profile of Bhandara District:** Bhandara is known as the *District of Ponds*. Famous for bumper crop of rice and bamboo plantations, its traditional craft of manufacturing metal utensils and the thriving mining industry are its principal activities. Total Geographical Area of the district is 3890 sq. kms. The district consists of seven blocks. Total population of district is 11.36 lakh out of which 5.73 lakh are males and 5.63 lakh are females. About 79 per cent of the population is literate. The district has seven big, seven medium and 50 small scale industries. Main crops grown are rice, wheat, sugarcane, soybean, jowar, tur, moong, udad, chillies, sesame, mustard. Area under horticulture is 8654 hectares. Area under irrigation is 1.18 lakh hectares. Health infrastructure facilities like sub-centres – 192, PHCs-33; rural hospitals -5; District hospitals -1 are available.



Bhandara District Map

**Profile of Dhule District:** Dhule district in general and the town in particular is known for its pure milk. Milch cattle used to be fed with cotton *Pend* (cattle feed made by using cotton extract), which would produce rich quality milk. Dondaicha in this district is the only town in the State to produce glucose sugar and other products from maize. Dhule district has been known for cash crops like, cotton and chillies. The total geographical area of the district is 8061sq.kms. The district comprised four blocks. Area under irrigation is 51597 hectares. Main crops grown in the district are *bajra, jowar, cotton, chillies, wheat, sugarcane*. Area under horticulture is 1813 hectares.

Total population of Dhule district is 17.09 lakh, out of which male population is 8.78 lakh and female population 8.30 lakh. Literacy of the district is 72.08 per cent (male literate -6,14,159 and female literate-4,40,820). The district has two big, nine medium and 132 small scale industries. The district is well endowed with 36-PHCs, 4-rural hospitals and 1- district hospitals. In the rural areas more than 95 per cent of population is dependent on agriculture (farmers and agriculture labour).



Dhule District Map





**Profile of Nanded District:** Nanded district consists of 16 blocks. The total geographical area of the district is 10545 sq. kms. Total irrigated area is 1.78 lakh hectares and area under horticulture plantation is 30615 hectares. The total population of the district is 28.68 lakh (14.76 lakh males and 13.92 females). Literacy rate of the district is 68.52 per cent.

Main crops grown are jowar, cotton, soybean, tur, moong, banana and sugarcane. There are two major, eight medium and 69 minor irrigation projects in the district. The district owned 7 big, 9 medium and 1578 small scale industries. Health facilities such as PHCs (63), rural hospitals (13), district hospital (1) and big hospitals (2) are available.



**Profile of Yavatmal District:** Yavatmal district consists of 16 blocks. The total geographical area of the district is 13594 sq. kms. Total irrigated area is 1.64 lakh hectares and area under horticulture plantation is 10318 hectares. The total population of the district is 24.60 lakh (males -12.67 lakh and females- 11.93 lakh). Rural population is 17.20 lakh.

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Literacy rate of the district in 2001 was 74.06 per cent. Main crops grown are cotton, jowar, tur, soybean, moong and udad. There are five major, nine medium and 27 major and minor and 1150 minor irrigation projects in the district. The district owned 15 big and 1343 small scale industries.



Yavatmal District Map

### Profile of Blocks

This section presents profiles of the twelve sample blocks and outlines the process/performance of REGS at block level.

**Block Pathardi** : Block Pathardi is situated in district Ahmednagar. Total area of block is 1.21 lakh ha. The total agriculture land area of block is 1.01 lakh ha; total forest land is 6426 ha. There are 137 villages in block Pathardi. The total population of the block is 2.15 lakhs, out of which 0.22 lakh are SCs, 2601 are STs. Sex ratio of the block is 936. Total literates are 130993. Average rainfall of block is 580.4 mm.

Under REGS, out of total fund available during 2006-07, the block Pathardi has utilised Rs.18.34 lakh. These funds were used for CCT, earthen structure,

farm pond, plantation, and nalla bunding and contour bunding. Out of 35984 households of block Pathardi who have registered for job card, all of them were issued with job cards under REGS. Of these registered households, 2689 households (7.47 per cent) demanded wage employment under REGS. About 27790 days of employment were generated under REGS during 2006-07 in block Pathardi, out of which 914 days for SCs, 768 days for STs and 13416 days for women, were provided. The average number of days of employment per participating household was 10.3.

**Block Shrigonda** : Block Shrigonda is situated in district Ahmednagar. Total area of the block is 1.61 lakh ha. Area under agriculture land is 1.38 lakh ha; forest land is 15210 ha. There are 115 villages in Shrigonda block. The total population of Shrigonda is 2.77 lakhs, 1, 43,015 are males and 134304 are females. Sex ratio of the block is 939. Total literates are 176826. Average rainfall of block Shrigonda is 448.6 mm.

Under REGS, out of total fund available during 2006-07 in the block, Shrigonda has utilised Rs 25 lakh (approximately). Fund was used for compartment bunding, road side plantation. Out of 26115 households, 1023 had registered and were issued with job cards under REGS. About 1023 households had applied for employment and all of them were provided with employment. About 23336 days of employment were generated under REGS during 2006-07 in the block Shrigonda. Out of which 3564 days for SCs, 88 days for STs and 10994 days for women were generated. The average number of days of employment per participating household was 22.8.

**Block Mohadi** : Block Mohadi is situated in district Bhandara. Total area of the block is 0.477 lakh sq.kms. The total population of the block is 142773.

The net sown area in Mohadi is 0.34 lakh ha. Wells are major sources of irrigation. The main crops grown in the block are paddy, wheat, tur, sugarcane, soybean etc.

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Under REGS, 60 per cent of total fund available has been utilised during the year 2006-07. Funds were used for watershed work and other village development activities.

**Block Tumsar :** Block Tumsar is situated in district Bhandara. Total area of the block is 0.56 lakh sq.kms. The total population of block is 204441.

The net sown area in Tumsar is 0.20 lakh ha; the net sown area is sown more than once in a year. Wells, river, ponds are the major sources of irrigation. The main crops grown in the block are paddy, wheat, and tur etc.

Under REGS, out of total fund available during 2006-07, block has utilised 60 per cent of funds. Funds were used for watershed and road work (rural connectivity).

**Block Dhule :** Block Dhule is situated in district Dhule. Total area of block Dhule is 1.98 lakh ha. Total number of villages of block Dhule is 170. The total population of block Dhule is 34.2 lakh.

The net sown area in Dhule is 1.28 lakh ha out of which 0.11 lakh ha is irrigated; the net sown area is sown more than once in a year. Wells are the major source of irrigation. The main crops sown in block Dhule are wheat, jowar, bajra, cotton etc.

Under REGS, out of total fund available during 2006-07 in the block, Dhule has utilised Rs. 20 lakh (approximately). Funds were used for nala training, farm pond, CCT and plantation. All those who were registered for job card, were issued with job cards under REGS.

**Block Sakri :** Block Sakri is situated in district Dhule. Total area of the block Sakri is 2.44 lakh ha. Area under agriculture is 141455 ha and forest land is 73677 ha. The total population of block Sakri is 3.67 lakh.

The net sown area in Sakri is 141455 ha, out of which 19636 ha is irrigated and 8827 ha is wasteland. The net sown area is sown more than once in a year. Wells and dam are the major sources of irrigation. The main crops grown in the block are wheat, jowar, bajra, etc.

Under REGS, out of total fund available during 2006-07, the block Sakri has utilised Rs. 13 lakh (approximately). Funds were used for road and watershed works. All households of the block, who have registered for job cards, were issued the same.

**Block Gadchiroli** : Block Gadchiroli is situated in district Gadchiroli. Total area of block is 47314 ha; 43177 ha is the forest land. The total population of Gadchiroli block is 83845, out of which 11026 are SCs and 18724 are STs, and 54095 belong to other castes. Total number of villages of block Gadchiroli is 107.

The net sown area in Gadchiroli is 4197 ha. The net sown area is sown more than once in a year. Wells and ponds are the major sources of irrigation. The main crops under block Gadchiroli are paddy, jowar, and wheat etc.

Funds were used for compartment bunding and road side plantation.

**Block Chamorashi** : The Chamorshi Block is situated in Gadchiroli district. The total area of block is 1023.31 sq km. The total annual rainfall is 1452.4 mm. Total number of villages is 204. The net sown area is sown more than once in a year. Wells and canal are the major sources of irrigation. The main crops under cultivation in the block are paddy; soya bean etc., Under REGS, out of total fund available during 2006-07, the block Chamorshi has utilised Rs.31.68 lakh. Funds were used for farm pond and road works.

**Block Loha** : Block Loha is situated in district Nanded. Total land of block Loha is 10.33 lakh ha, out of which 0.92 lakh ha is forest land. Area not available for cultivation is 0.57 lakh ha. Cultivable and other wasteland is 1.27 lakh ha. Grazing land is 0.38 lakh ha. Area under cultivation is 7.11 lakh ha. SCs are 32434 in number (17.3 per cent) and STs are 3472 (1.9 per cent). The BPL families in block Loha are 7441 (6.38 per cent). Landless households are 5590 (5.72 per cent). Agriculture households are 10129 (7.21 per cent).

Wells are a major source of irrigation. The main crops grown in block Loha are jowar, wheat, paddy, bajra, pulses and cotton.

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Under REGS, out of total fund available during 2006-07, the block Loha has utilised Rs. 2226.75 lakh. Funds were used for watershed and road works. Out of total households of block Loha, 26753 households have registered and all of them were issued with job cards under REGS. All the registered households had applied and provided with employment. In all, 1, 82,912 days of employment was generated under REGS during 2006-07 in the block Loha; out of total days of employment generated, SCs, STs and women got more days of employment. The average number of days of employment per household is 7 days (6.84 days).

**Block Kandhar :** The block Kandhar is situated in district Nanded. The total population of the block Kandhar is 2.11 lakhs. The sex ratio is 926. Total rural population is 1.9 lakhs and sex ratio is 930. Out of total rural population, SCs are 40472 (21.2 per cent), STs are 7338 (3.9 per cent). The BPL families in block Kandhar are 7737 (6.64 per cent). Landless households are 6771 (6.93 per cent) and agriculture labour households are 9279 (6.60 per cent).

Total rainfall in the block Kandhar is 426 mm. Wells are a major source of irrigation. The main crops in block Loha are, jowar, wheat, paddy, bajra, pulses, cotton etc.

Under REGS, out of the total fund available during 2006-07, the block Kandhar has utilised Rs 1934.93 lakh. Funds were used for work of nalla training, earthen structure, soil bund and LBS work. About 162503 days of employment were generated under REGS during 2006-07 in block Kandhar; SCs, STs and women got more days of employment.

**Block Pusad :** The block Pusad is situated in Yavatmal district. Total area of block is 1.17 lakh ha. The total population of block Pusad is 2.35 lakhs; 5674 are STs. There are 187 villages in the block. The total BPL households are 28606.

The net irrigated area in Pusad is 72485 ha. The net sown area is sown more than once in a year. Wells and river are the major sources of irrigation. The main crops in block Pusad include cotton, jowar, soybean, wheat etc.

Under REGS, total fund available during 2006-07 was about Rs. 388 lakh, out of which the block Pusad has utilised Rs.191.5 (49.4 per cent). Funds were used for farm pond and gabion structure works. About 1,04,184 days of employment were generated under REGS during 2006-07 in block Pusad; out of which 13257 days were provided for SCs, 11417 days for STs and 20119 days for women.

**Block Kalamb :** Block Kalamb is situated in Yavatmal district. Total area of the block Kalamb is 74942 sq. km. The total population of Kalamb block is 95830. It is a tribal and undeveloped block. The percentage of STs is maximum. Only 10 per cent of the land is under irrigation. The cropping intensity is over 200 per cent. Wells and ponds are the major sources of irrigation. The main crops grown in the block Kalamb are cotton, soybean, and pulses etc.

Under REGS, out of total fund available during 2006-07, the block Kalamb has utilised Rs. 4.52 lakh. Funds were used for farm pond and other development works. Out of total days of employment generated, SCs, STs and women got more number of days of employment.

### **Profile of Gram Panchayats**

This section presents profiles of the 12 sample Gram Panchayats and outlines the process/performance of REGS at Gram Panchayat level.

**Gram Panchayat Nivdunge :** Gram Panchayat Nivdunge is situated in block Shrigonda of district Ahmednagar. The total population of Nivdunge is 2400, out of which 16.67 per cent are SCs. Of the 1000 households of the Gram Panchayat, 4.35 per cent are landless, 8.70 per cent are small farmers and 86.95 per cent are marginal farmers. About 20.10 per cent households are 'very poor' and are *Antyodaya* PDS cardholders. Another 32.61 per cent households are BPL families. About 21.74 per cent households in the village are above the poverty line.

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The net sown area in Nivdunge is 3250 acres, and hardly 3.85 per cent is irrigated. Newly 6.15 per cent of the net sown area is sown more than once in a year. Wells are the major sources of irrigation. Cotton is grown in about 250 acres, bajra in 450 acres, tur (pulses) in 100 acres, kulthi in 50 acres and sugarcane in 60 acres.

Employment opportunities in the Gram Panchayat are generally not adequate in the months of December to June. During lean employment seasons, (poor) workers migrate to other areas in search of wage employment.

Adult male workers get daily wage of Rs.70 in lean season and Rs.70, 100 in peak agriculture season. In non-agricultural works such as digging of canals, wage employment in cities etc., adult male workers earn Rs.100 wage per day. However, adult female workers get lower wages compared to the adult male workers. Adult female workers get Rs.40/day in lean season and Rs.50/day in peak season in agriculture. Women workers get generally Rs.50 wage per day in non-agricultural works. There are 70 child labourers in the village, who generally work as hotel waiters and engaged in cattle grazing.

Nivdunge has its own primary school, high school, *anganwadi* centre, Co-operative, post office and drinking water facility. The nearest primary health centre, health sub-centre, *Krishi Vigyan Kendra*, bank, town are situated within 4 kms. Electricity facility is available at 4 km away from the village.

Under REGS, a total fund of Rs.1, 50,000 was available during 2006-07 for the GP. The GP has utilised 60 per cent of REGS funds for nalla bunding and contour bunding. All (1000) households of Gram Panchayat Nivdunge were registered and 700 issued with job cards (70 per cent) under REGS. All the registered households demanded wage employment under REGS and the GP has provided wage employment to 700 households (70 per cent) before April 2007. On an average, 60 days of employment was generated per household under REGS during 2006-07. Of the total employment generated, percentage share of SCs was 60 and that of women was 50.



**Gram Panchayat Mandavgan :** Gram Panchayat Mandavgan is situated in block Shrigonda of Ahmednagar district. The total population of Mandavgan is 8000, out of which 10-20 per cent belong to SC category. About 20 per cent of total households are landless, 50 per cent are small farmers and 30 per cent are marginal farmers.

Hardly five per cent of the sown area is irrigated. Wells are the major source of irrigation. Jowar and bajra are main crops sown in approximately 90 per cent of the land. Wheat is grown on 10 per cent of the area. The employment opportunities are generally not adequate in the months of November to June. The seasonal unemployment normally results in migration of workers (approximately 100 workers per season).

Adult male workers get Rs. 50 wage per day in lean season and Rs 60-65 per day in peak season in agricultural activities like bajra and jowar harvesting. Adult male workers normally get Rs. 70-80 wage in non-agricultural works. Women workers get lesser wage per day as compared to male workers for the same kind of works. Women workers get Rs. 30 wage per day in lean season and Rs. 40-50 per day in peak season in agricultural works. They get Rs. 50 wage per day in non-agricultural works. Lean season in agriculture is generally from March to June. There are 50 child workers in the village who generally engage in agriculture activities and cattle grazing.

The GP has its own primary school, high school, primary health centre and *anganwadi* centre, bank, bus stand, cooperative, *Krishi Vigyan Kendra*. The nearest town is situated 30 kms away. Drinking water and electricity facilities are available in the village.

Under REGS, a total fund of Rs.3.50, 000 was utilised during 2006-07 in the GP. The GP has utilised 70 per cent of REGS funds for contour bunding. 700 households of Gram Panchayat Mandavgan were registered and all the 700 were issued with job cards under REGS. Of these registered households, only 400 households demanded wage employment under REGS and the GP has provided wage employment to them (57 per cent). About 6300

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days of employment was generated under REGS during 2006-07 in GP Mandavgan; an average of 16 days per household. Of the total employment generated, SCs (65 per cent) and women (25 per cent) have benefited largely.

**Gram Panchayat Koshti/Shivni :** Gram Panchayat Koshti is situated in the block Tumsar of district Bhandara. The total population of Koshti is 1300, out of which only 25 per cent are SCs and 15 per cent are STs. 15-20 per cent households are landless, 25 per cent are small farmers and 50 per cent are marginal farmers. All the households of the village have PDS cards but only 50 households have BPL cards and 50 households have *Antyodaya* cards. One-fourth of the households of the GP have APL cards.

Out of total area, 90 per cent is net sown area in GP Koshti. Irrigated area is negligible and the major source of water is well. Paddy is the main crop. Tur, horsegram, jawas, pulses are grown supplementary to paddy crop.

Employment opportunities are generally not adequate during the months of March to June. About 50 per cent workers migrate to other places in search of employment. There are no child labourers in the Gram Panchayat.

Adult male workers get Rs. 50 wage per day in lean season and Rs. 50-70 wage per day in peak season in agricultural works. The peak season in agricultural works generally occurs in July to November. In non-agricultural works, the male adult workers usually get the Rs.50 wage per day. Women workers get lesser wage per day as compared to male workers for the same kind of works. Women workers get Rs. 30 wage per day in lean season and Rs. 30-50 per day in peak season in agricultural works. Women workers get Rs. 30 wage per day in non-agricultural works.

Primary school, *anganwadi* centre, *Krishi Vigyan Kendra* are situated in the village itself. Primary health centre, health sub-centre, railway station are 3 km away from Koshti. High school is situated 4 km away. Bank, cooperative, town and electricity connection are 5 km away from the village. Post office is as far as 8 km. Drinking water facilities are available in the GP.

Under REGS, a total fund of Rs.4.00, 000 was utilised during 2006-07 in the GP. The GP has utilised 80 per cent of REGS funds for road works. 208 households of Gram Panchayat Koshti were registered and were issued job cards under REGS. All of them demanded wage employment under REGS and the GP has provided them wage employment. About 6000 days of employment was generated under REGS during 2006-07 in GP Koshti; an average of 29 days per household. Of the total employment generated, SCs (40 per cent) and women (50 per cent) have benefited largely.

**Gram Panchayat Dongargaon :** Gram Panchayat Dongargaon is situated in block Mohadi in district Bhandara. The total population of Dongargaon is 1500, out of which 10 per cent belong to SC category. Out of the total households of the Gram Panchayat, 15 per cent are landless, 50 per cent are small farmers and 35 per cent are marginal farmers. About 25 per cent of households are having BPL cards (PDS). The net sown area in GP Dongargaon is 1000 acres, out of which only 10.74 per cent is irrigated. Ten per cent of the net sown area is sown more than once a year. Well is the only source of irrigation. Paddy, tur and wheat are the important crops sown.

Employment opportunities are generally less during February to April. During this lean employment period, workers migrate to other areas in search of employment.

Primary school, *anganwadi kendra* are situated in Gram Panchayat Dongargaon. The nearest town, bank, high school are at a distance of 6 km. The nearest primary health centre is six km away from the village. Drinking water facilities are available but there is no electricity in the GP.

Under REGS, a total fund of Rs.986210 was utilised during 2006-07 in the GP. The GP has utilised 80 per cent of REGS funds for road and pond works. All the 565 households of Gram Panchayat Dongargaon were registered and 545 were issued with job cards (96.5 per cent) under REGS. Of these registered households, only 402 households (73.8 per cent) demanded wage employment under REGS and the GP has provided wage employment

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to all of them, on an average 30 days of employment per household was generated under REGS during 2006-07 in GP Koshti; of the total employment generated, SCs (10 per cent) and women (75 per cent) have benefited largely.

**Gram Panchayat Ratanpura :** Gram Panchayat Ratanpura is situated in block Dhule of district Dhule. The total population of Ratanpura is 3300, out of which 50 per cent are SCs and 20 per cent are STs. Out of total households, 15 per cent are landless, 35 per cent are small farmers and 50 per cent are marginal farmers. The net sown area in Ratanpura is 3000 acres, of which 70 per cent is irrigated. Wells are the major source of irrigation. Bajra and hybrid jowar are the main crops sown on 70 per cent of area. Pulses, groundnut and cotton are grown on 15-20 per cent of the net sown area.

Adult male workers get daily wage of Rs.70 in peak season in agriculture. In non-agricultural works such as digging of canals, wage employment in cities etc., adult male workers earn Rs.80 wage per day. However, adult female workers get lower wages compared to the adult male workers. Adult female workers get Rs.50/day in peak season in agriculture. Women workers get generally Rs.60 wage per day in non-agricultural works.

Ratanpura has its own primary school, high school, bank, cooperative, post office and *anganwadi* centre. The primary health centre, health sub-centre, nearest town is situated at distance of 5 km. Drinking water and electricity facilities are available in the village.

Under REGS, a total fund of Rs.1, 32,000 was utilised during 2006-07 in the GP. The GP has utilised 80 per cent of REGS funds for soil bund work. About 700 households of Gram Panchayat Ratanpura were registered and 415 were issued job cards (59.3 per cent) under REGS. All these 415 households demanded wage employment under REGS and were provided wage employment. On an average of 60 days of employment was provided under REGS during 2006-07 in GP Ratanpura per household. Of the total

employment generated, SCs (75 per cent), women (25 per cent) and physically challenged (1.2 per cent) have benefited largely.

**Gram Panchayat Jambhore :** Gram Panchayat Jambhore is situated in block Sakri of district Dhule. The total population of Jambhore is 4500, out of which 25 per cent are SCs and 50 per cent are STs. Out of total households, 20 per cent are landless, 60 per cent are small farmers and 20 per cent are marginal farmers.

The net sown area in Jambhore is 250 ha. of which 15 per cent is irrigated. Wells are the major source of irrigation. Wheat and hybrid jowar are the main crops sown on 70 per cent of the area. Pulses, groundnut are grown on 15-20 per cent of the net sown area. Adult male workers get daily wage of Rs.50 in peak season in agriculture. In non-agricultural works, wage employment in cities etc., adult male workers earn Rs.60 wage per day. However, adult female workers get lower wages compared to the adult male workers. Adult female workers get Rs.30/day in peak season in agriculture. Women workers get generally Rs.30 wage per day in non-agricultural works.

Jambhore has its own primary school, post office and *anganwadi* centre. The primary health centre, health sub-centre, nearest town is situated at 10 kms. Drinking water and electricity facilities are available in the village.

Under REGS, a total fund of Rs. 3, 00,000 was utilised during 2006-07 in the GP which works out to 80 per cent of available funds which were used for road and afforestation works. Three hundred households of Gram Panchayat Jambhore were registered and all were issued job cards under REGS. Of these registered households, only 80 per cent households demanded wage employment and were provided wage employment. On an average of 65 days of employment was generated under REGS during 2006-07 in GP Jambhore; an average of 65 days per household. Of the total employment generated, SCs (60 per cent), women (80 per cent) and physically challenged (1.2 per cent) have benefited largely.

**Gram Panchayat Sakhara :** Gram Panchayat Sakhara is situated in block Gadchiroli of district Gadchiroli. The total population of Sakhara is 1478, out of which 25 per cent are SCs and 20 per cent are STs. Out of total households shares of landless, small farmers and marginal farmers are respectively, 10, 40 and 35 per cent. The net sown area in Sakhara is 748 acres, of which 10 per cent is irrigated. Wells and ponds are major sources of irrigation. Paddy is the main crop sown on 90 per cent of the area. Pulses and cotton are grown in the rest of the area.

Employment opportunities are generally bleak during the months of March to June. Adult male (female) workers get daily wage of Rs.60 (Rs. 50) in peak agriculture season. In non-agricultural works, wage employment in cities etc., adult male (female) workers earn Rs.60 (Rs. 50) wage per day.

Sakhara has its own primary school, health sub-centre, bus, post office and *anganwadi* centre. High school is situated at 2 km distance. The primary health centre is 4 km. away. Bank and cooperative are situated at 5 km from the GP. *Krishi Vigyan Kendra* (KVK) and nearest town are located at 9 km. Drinking water and electricity facilities are available in the village.

Under REGS, a total fund of Rs.1, 60,000 was utilised during 2006-07 in the GP (60 per cent of available fund) for road and water conservation works. About 360 households of Gram Panchayat Sakhara had registered under REGS and all obtained job cards. While all the households demanded wage employment, only 263 households were provided wage employment. About 4000 days of employment was generated with an average of 15 days per household. Of the total employment generated, SCs (20 per cent) and women (80 per cent) benefited more.

**Gram Panchayat Chamorshi :** Gram Panchayat Chamorshi is situated in block Chamorshi of district Gadchiroli. The total population of Chamorshi is 14394, and the percentage of SCs and STs is 10 and 9, respectively. Out of total households, 15 per cent are landless, 75 per cent are small farmers and 10 per cent are marginal farmers. The net sown area in Chamorshi is

1813.49 ha. And ponds are the major source of irrigation. Paddy is the main crop sown on 90 per cent of the area.

Employment opportunities are generally few during November to July. About 50 per cent of workers migrate to other places in search of employment. There are no child labourers in the GP. Adult male (female) workers get daily wage of Rs.60 (Rs. 50) in peak agriculture season and also in non-agricultural works, wage employment in cities etc.

Chamorshi has its own primary school, high school, health sub-centre, bus, primary health centre, post office, *Krishi Vigyan Kendra*, bank, cooperative and *anganwadi* centre. Drinking water and electricity facilities are available in the village.

Under REGS, a total fund of Rs.10.91 lakh was utilised (55 per cent of funds available) during 2006-07 in this GP for road and water conservation works. Allocated fund is Rs. 28.91 lakh. All households of Gram Panchayat Chamorshi had registered under REGS and were issued job cards. However, GP has provided wage employment to 50 per cent of the households. About 17 days of employment was generated per household under REGS. Of the total employment generated, SCs (35 per cent) and women (60 per cent) are the major beneficiaries.

**Gram Panchayat Pardi :** Gram Panchayat Pardi is situated in block Loha of district Nanded. The total population of Pardi is 2780, out of which 20 per cent are SCs and 15 per cent STs. Out of total households, 30 per cent are landless, 15 per cent are small farmers and 8 per cent are marginal farmers. The net sown area in Pardi is 728 ha, 30 ha area is irrigated. Wells, canal and bore wells are the major sources of irrigation. Hybrid jowar and soybeans are the main crops sown on 60 per cent of area. Pulses, cotton and sugarcane are grown on 20 per cent of the net sown area. Ten per cent households are 'very poor' and are 'Antyodaya PDS' cardholders. Another 10 per cent of households are poor.

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Employment opportunities are generally not adequate during November to June. About 20 per cent of workers migrate to other places in search of employment. There are no child labourers here. Adult male (female) workers get daily wage of Rs.50 (Rs. 30) in peak agriculture season. In non-agricultural works, wage employment in cities etc., adult male (female) workers earn Rs.70 (Rs. 40) wage per day.

Pardi has its own primary school, high school, *Krishi Vigyan Kendra*, and *anganwadi centre*. The health sub-centre, bus, primary health centre, post office, bank, cooperatives and electricity facilities are at a distance of 3 km. Railway station is at 36 km. Drinking water is available in the village.

Under REGS, a total fund of Rs.3, 51,000 was utilised during 2006-07 (60 per cent of fund available) towards water conservation works. All households in Pardi were registered and got job cards under REGS. Only 80 per cent of these households demanded wage employment but wage employment was provided to 60 per cent of them. About 7920 days of employment was generated under REGS with an average of 70 days per household. Of the total employment generated, SCs (35 per cent) and women (60 per cent) could get maximum number of days of employment.

**Gram Panchayat Ghodaj :** Gram Panchayat Ghodaj is located in block Kandhar of district Nanded. The Population of Ghodaj is 1850, out of which 12 per cent are SCs and 40 per cent are STs. Out of total households 10 per cent are landless, 40 per cent are small farmers and 5 per cent are marginal farmers. The net sown area in Ghodaj is 250 ha, of which 75 area is irrigated. Wells and bore wells are the major sources of irrigation. Hybrid jowar and sugarcane are the main crops sown on 60 per cent of the area. Cotton and soyabean are grown on 20 per cent of the net sown area. Five per cent households are 'very poor' and are 'Antyodaya PDS' cardholders. Another five per cent of households are BPL families (moderate poor).

Employment opportunities are generally limited during the months of November to June. About 15 per cent workers migrate to other places in search of employment. Adult male (female) workers get daily wage of



Rs.70 (Rs. 30) in peak agriculture season. In non-agricultural works, wage employment in cities etc., adult male (female) workers earn Rs.100 (Rs. 35) wage per day.

Ghodaj has primary school, health sub-centre, post office, and *anganwadi* centre in the GP itself. Bus, primary health centre, high school, bank, cooperatives, *Krishi Vigyan Kendra*, nearest town and electricity facilities are all situated 5 km away. Railway station is at 52 km. Drinking water facility is 3 km away from village.

Under REGS, a total fund of Rs.4, 13,818 was utilised out of the available fund of Rs. 4, 68,065 during 2006-07 for nalla training. All 450 households of Gram Panchayat Ghodaj were registered and were issued job cards. Of these registered households, only 80 per cent of households demanded wage employment under REGS and the GP has provided wage employment to 60 per cent of the households. On an average of 70 days of employment was generated under REGS per household. SCs (50 per cent) and women (50 per cent) got lion's share in the total employment.

**Gram Panchayat Chijghat / Belgavhan :** Gram Panchayat Chijghat is situated in block Pusad of district Yavatmal. The population of Chijghat is 1900, out of which 12 per cent are SCs and 15 per cent are STs. Out of total households 10 per cent are landless, 15 per cent are small farmers and five per cent are marginal farmers. The net sown area in Chijghat is 300 ha; 10 ha area is irrigated. Wells are the major source of irrigation. Cotton is the major crop sown on 60 per cent of the sown area. Tur and hybrid jowar are grown on 20 per cent of the net sown area. Pulses are grown on 10 per cent of the net sown area. Ten per cent households are 'very poor' and are given *Antyodaya* PDS cards. Another eight per cent of households are BPL families (moderate poor).

Employment opportunities are generally scarce during November to June. Adult male (female) workers get daily wage of Rs.60-70 (Rs. 30-40) in peak agriculture season. In non-agricultural works, wage employment in cities etc., adult male (female) workers earn Rs. 80-100 (Rs 50) wage per day.

Chijghat has primary school and *anganwadi* centre, high school and post office are situated at 5 km. While primary health centre, health sub-centre, bank, cooperative, electricity facilities, *Krishi Vigyan Kendra*, nearest town are all at 15 km distance. Drinking water facility is one km away from the village.

Under REGS, a total fund of Rs.80, 000 was utilised out of allocated fund of Rs. one lakh during 2006-07 and funds were used for farm pond and gabion structure works. All the 225 households of Gram Panchayat were registered and were issued with job cards under REGS. Only 100 households (44.5 per cent) demanded wage employment under REGS and were provided with wage employment. About 2000 days of employment was generated under REGS during 2006-07 and about 20 days employment was given per household. Of the total employment generated, the percentage share of SCs, women and physically challenged are 20, 40 and 1.2, respectively.

**Gram Panchayat Wandli :** Gram Panchayat Wandli is in block Kalamb of district Yavatmal. The population of Wandli is 800, out of which 5 per cent are SCs and 8 per cent are STs. Out of total households 10 per cent are landless, 40 per cent are small farmers and 15 per cent are marginal farmers. The net sown area in Wandli is 312 ha and 5 ha area is irrigated. River is the major source of irrigation. Cotton and soyabean are the main crops sown on 50 per cent of the area. Tur and hybrid jowar are grown on 20 per cent of the net sown area. About 20 per cent households are 'very poor' and are 'Antyodaya' PDS cardholders. Another 15 per cent poor households are "poor'.

Employment opportunities are generally bleak during March to June. There are no child labourers. Adult male (female) workers get daily wage of Rs. 70-100 (Rs. 40-60) in peak agriculture season. In non-agricultural works, wage employment in cities etc., adult male (female) workers earn Rs. 150-200 (Rs. 90) wage per day.

Wandli has primary school, high school, electricity facilities, and *anganwadi* centre. The post office is situated at 5 km, while bank and cooperative are

at 5 km distance. Primary health centre, health sub-centre, *Krishi Vigyan Kendra*, nearest town are situated at 16 km; Railway station at 32 km distance. Drinking water is available in the village.

Under REGS, a total fund of Rs.29, 792 was utilised during 2006-07 out of allocated fund of Rs.46, 224. The funds were used for farm pond. All 165 households of Gram Panchayat Wandli were registered and were issued job cards under REGS. Only nine households demanded wage employment under REGS and all these were given wage employment. About 360 days of employment was generated under REGS during 2006-07 i.e., on an average of 40 days of employment per household.

## CHAPTER - II

# Institutional Arrangements for Planning and Implementation of REGS

### Arrangements at State Level

Maharashtra has been implementing Employment Guarantee Scheme (EGS) since 1977. The State Act has been amended as per section 28 of the National Act and Rural Employment Guarantee Scheme – Maharashtra came into existence in 2006. While the MREGS Act guarantees 355 days of employment for all adults, NREGS provides only for 100 days of employment per family.

**State Employment Guarantee Council (SEGC):** The SEGC was constituted in Maharashtra on January 4, 2006. It has ten members including four officials. The allocation for 2006-07 was Rs. 260.76 crore and an amount of Rs. 262.73 was utilised till November, 2007. The field data do not highlight on the functional aspects of the SEGC viz., agenda, number of meetings, operational issues addressed and decisions taken on REGS etc., to draw inferences as a highest policy making body at the State level. The method adopted to disseminate NREGS related information across the State was through posters, film shows, handouts, charts, *kalajathas*, and handbooks etc. All these methods were reported to be effective. There is a dire need to create awareness on Social Audit across all levels, to both elected representatives and officials. The State has revised the District Schedule of Rates and also the minimum wages on 14 March, 2007. The minimum wage in NREGS is Rs. 68 per day to the wage seeker during 2006-07. The State has adopted an MIS package to monitor and supervise REGS. The State took up massive capacity building measures for all implementing officials and elected representatives on three aspects, viz., REGS provisions, Social Audit and RTI Act.

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### **Arrangements at District Level**

At the district level, the Collector is the District Programme Coordinator (DPC), and the Deputy Collector is the Additional District Programme Coordinator (ADPC) under the Scheme. The DPC is responsible for overall coordination and implementation of the Scheme in the district and the ADPC assists the DPC in carrying out the assigned tasks. DPC monitors all aspects of the implementation including registration, employment, unemployment allowance, Social Audit, funds flow, progress and quality of works, qualitative aspects of implementation and timely and correct payment of wages.

Zilla Parishad (ZP) is also responsible for finalising the REGS district plan and for monitoring and supervising the REGS. The CEO of ZP has been designated as joint DPC.

### **Block Level**

The Panchayat Samiti (PS) is responsible for planning, monitoring, and supervision of the REGS at the block level. The Block Development and Panchayat Officer (BDPO) is the Programme Officer (PO) at the block level. PO is supported by staff for facilitating implementation of REGS including Assistant Programme Officer (APO). The PS and the BDPO monitor registration, employment provided to each household, unemployment allowance paid, Social Audit, flow of funds, timely and correct payment of wages, progress and quality of works etc. The BDPO is also responsible for sending the progress reports timely to the DPC, who in return forwards these reports to the State and Central government. The Table below gives the data regarding proportion of households who have completed 100 days of employment under REGS.

### **Village Level**

The Gram Sabha (GS) is responsible for a number of functions relating to planning and monitoring of REGS at the village level. The Gram Panchayat (GP) is the principal planning and implementing agency and is responsible

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for identification of works in the GP areas as per the recommendations of the GS and for executing the works. The Panchayat Secretary helps the GP in discharging its duties and also receives applications, issues job cards, maintains records, etc. The GP also engages services of a local graduate as 'Rozgar Sahayak' on contractual basis to assist in maintaining the (REGS) records and other related works. The Non-Government Organisations (NGOs) also work at Panchayat level in awareness building. The REGS – Maharashtra has visualised a role for CBOs, SHGs and Youth Clubs in creation of awareness, mobilising rural households for both registration and submission of application for works and in identifying and prioritising works in the GP areas. Thus, CBOs ... act as facilitators between the GP and the villagers.

#### **Physical and Financial Progress of NREGS in Maharashtra (2006-07)**

##### ***Physical Progress (Period)***

- \* Families registered and job cards issued – 27.53 lakhs
- \* Families provided with employment – 3.84 lakhs
- \* Work ongoing - 5568
- \* Works completed - 5324
- \* Total works - 10892

##### ***Financial Progress***

- \* Funds available – Rs. 486.93 crore
- \* Expenditure - Rs. 174.61 crore

### **Performance of REGS In Maharashtra**

Performance of NREGS at State level

**Table 4 : Physical and financial details of State**

S.No.	Performance of REGS	
1.	% of households (hhs) demanding work to households issued job cards	12.8
2.	% of hhs provided employment to households demanding employment	100
3.	% hhs provided with 100 days of employment	6.64
4.	Utilisation of funds (%)	35.9
5.	Employment days (lakh)	159.28
6.	Employment per household (days)	41.4
7.	Share of SCs in employment (%)	16.2
8.	Share of STs in employment (%)	40.9
9.	Share of women in employment (%)	37.1
10.	Cost of generating one day of employment (Rs.)	110.0

### **Performance of REGS at District Level**

This section assesses the performance of the REGS at the district level in order to capture the inter-district differentials and inter-block differentials within the districts. Views of district level officials, elected representatives of Zilla Parishads and representatives of NGOs/CBOs are also discussed in this section to provide insights into the causes for differential performance of REGS across the districts, and their suggestions to improve the overall process of REGS planning and implementation.

Table 5: Physical and financial performance of selected districts &amp; State (2006-07)

District	Emp. Demanded HHS	Emp. provided HHS	Total	SC	ST	Women	Others	Total	Emp	Total as work	Work completed	Works in progress	Emp HHS	Water-shed work
Jhagar	.06264lakh	0.06264	2.99	0.33 10%	1.0 31%	1.39 46%	51%	51.2	2.05	1266	77	1189	29 Days	85%
Bed	.02325lakh	0.2325	1.11	0.14 12%	0.59 13%	0.5 45%	0.38 34%	14.7	0	51	7	44	48 Days	93%
Bed	0.25621	0.25621	17.1	5.3 30%	3.48 20%	5.13 30%	8.32 48%	41.8	0	487	257	230	67 Days	76%
Mal	0.10627	0.10627	5.86	1.76 30%	1.17 19%	1.17 19%	2.93 50%	15.9	0	570	112	458	27 Days	75%
Porli	0.09617	0.09617	5.41	0.62 11%	3.34 61.7%	2.7 49%	1.45 26%	28.2	10.54	553	121	414	23 Days	94%
Jara	0.38787	0.38787	9.61	1.66	0.76	5	7.19	33.8	5.63	547	130	417	25 Days	67%
ashtra	1.62299	1.62299	72.64	14.25	24.47 33%	29.93 41%	33.93 46%	341	4.2	4706	923	3783		



**Physical and Financial Details of Block**

**Table 6 : Proportion of participating households completing 100 days of employment under REGS**

Blocks in Districts	Percentage of households with 100 days of employment	Average No. of days of employment per household
Pathardi	20	64
Shrigonda	15	
Tumsar	-	-
Mohadi	-	-
Dhule	25	72
Sakri	10	-
Gadchiroli	-	-
Chamorshi	-	—
Loha	25	74
Kandhar	25	-
Pusad	-	-
Kalamb	-	-

Source: Departmental Report.

- Nil

Among the study blocks Pathardi, Dhule and Loha it was observed that the households secured employment for a period of 62-74 days. Similarly, compared to other blocks in Pathardi, Shrigonda, Dhule, Sakri, Loha and Kandhar, 10-25 per cent of the households got employment for 100 days. This only states that in other blocks mobilisation of workers may have to be geared up.

**Table 7 : Distribution of households by job cards issued in the sample blocks and districts**

Blocks District	Households issued with job cards under REGS		
	SC Households (%)	Other Households (%)	Total Households
Pathardi	1(0)	35298(100.0)	35300
Shrigonda	3(0.01)	26037(100.0)	26040
Tumsar	369(1.1)	32742(98.0)	33396
Mohadi	428(1.7)	25089(97.5)	25721
Dhule	439(0.8)	55841(98.4)	56776
Sakri	286(0.6)	40148(84.2)	47700
Gadchiroli	2622(14.4)	11835(65.2)	18163
Chamorshi	3412(12.2)	20131(71.9)	28010
Loha	5439(19.2)	20031(70.8)	28282
Kandhar	128(0.4)	33173(99.2)	33425
Pusad	5737(16.7)	22165(64.3)	34452
Kalamb	2572(15.3)	8494(50.4)	16862

Source: Departmental Report.

Figures in parentheses are percentage.

Among the study blocks it was observed that except in Pusad block, job cards issued to the SC wage seekers was less than 15 per cent across the study area. Whereas the other communities were issued job cards in the range of 75-90 per cent. It clearly states that either the SC population is less or they have not been properly informed about the programme.

**Table 8 : Share in employment generation under REGS at block level (2006-07)**

Blocks in District	Share in SC Workers	Employment (%) Women Workers
Pathardi	4.0	48
Shrigonda	15	47
Tumsar	20	60
Mohadi	15	-
Dhule	10	45
Sakri	15	50
Gadchiroli	10	45
Chamorshi	15	50
Loha	12	46
Kandhar	15	50
Pusad	13	19
Kalamb	20	40

Employment figures for SC and women workers exclude 'others'.

Source: Departmental Report.

**Table 9 : Block-wise financial allocation and utilisation of REGS funds**

Blocks in District	Total Funds Available	Total Funds Utilised	Utilisation in (%)
1	2	3	4
	-	(Rs. Lakh)	-
Pathardi	-	18.34	-
Shrigonda	-	2.50	
Tumsar	-	-	60%
Mohadi	-	-	60%
Dhule	-	2.0	-

(Contd...)

**Tabel 9 : (Contd...)**

1	2	3	4
Sakri	-	1.3	-
Gadchiroli	-		60%
Chamorshi	-	31.68 lakh	-
Loha	-	2226.75 lakh	-
Kandhar	-	1934.93 lakhs	-
Pusad	3.88	1.91	40%
Kalamb		4.52	

Source: Departmental Report.

- Information not available.

**Performance of NREGS at GP Level**

**Table 10 : Physical and financial details of Gram Panchayat**

GP	SC Category of Households %	ST Category of Households %	Total
Nivdunge	16.67	-	2400
Mandavgan	15	-	8000
Dongargaon	10	-	1500
Koshti	25	15	1300
Ratanpura	50	20	3300
Jambhore	25	50	4500
Sakhara	25	20	1478
Chamorashi	10	9	14394
Ghodaj	12	40	1850
Pardi	20	15	2780
Wandli	5	8	800
Chijghat	12	15	1900

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Among the Gram Panchayats only Ratanpura had issued 50 per cent of job cards to SC households whereas the rest of the Gram Panchayats issued to 5 to 25 per cent households only.

**Table 11 : Financial allocations under REGS at GP level**

GP	Fund Utilisation up to Nov. 2007	Funds Allocation	Total Fund Available
Nivdunge	-	-	1,50,000
Mandavgan	3.50, 000	-	-
Dongargaon	986210	-	-
Koshti	4.00,000	-	-
Ratanpura	1.32000	-	-
Jambhore	300000	-	-
Sakhara	1.60000	-	-
Chamorashi	1091443.98	2891443.98	180000
Ghodaj	413818	881883	468065
Pardi	351000	-	-
Wandli	29792	46224	16432
Chijghat	80000	100000	20000

Source: Departmental Reports.

**Table 12 : Distribution of households by job cards issued in the sample GP**

G.P.	Households Issued with Job Cards under REGS		
	SC Households (%)	Other Households (%)	Total Households
1	2	3	4
Nivdunge	60	40	2400
Mandavgan	20	80	8000
Dongargaon	10	90	1500
Koshti	15	75	1300

(Contd...)

**Table 12 : (Contd...)**

1	2	3	4
Ratanpura	40	60	3300
Jambhore	20	80	4500
Sakhara	20	80	1478
Chamorashi	10	90	14394
Ghodaj	10	90	1850
Pardi	15	85	2780
Wandli	5	95	800
Chijghat	10	90	1900

Source: Departmental Report.

**Table 13 : Share in employment under REGS at GP level (2006-07)**

GP	Share in Employment (%)	
	SC Workers	Women Workers
Nivdunge	40	50
Mandavgan	65	25
Dongargaon	10	70
Koshti	40	50
Ratanpura	75	25
Jambhore	40	50
Sakhara	20	80
Chamorashi	35	60
Ghodaj	50	50
Pardi	35	60
Wandli	20	50
Chijghat	20	40

Employment figures for SC and women workers exclude 'others'.

Source: Departmental Report.

## CHAPTER - III

# Planning, Implementation and Performance of REGS

### Discussions with DPCs

Regarding labour budget, all the DPCs expressed the view that it facilitates planning process, with no problems. They also mentioned that training received has been useful in preparing District Perspective Plan, Annual Action Plan including shelf of projects. They reported that there was some consistency in the preparation of both Perspective and Annual Action Plans.

In spite of the best efforts made in project planning, except Ahmednagar and Nanded DPCs, all of them were not confident that the works identified in the district could address the cause of poverty in the district. There were apprehensions that problems of coordination and lack of mechanisms to resolve them would affect the performance of the NREGS. Other deficiencies pointed out are, lack of awareness at GP level and poor motivation levels among officials.

Among the suggestions put forth are: (a) to involve credible NGOs in a big way to mobilise and increase the awareness levels on all aspects of REGS and (b) to organise capacity building programmes to officials for imparting knowledge about the Scheme and improve their motivation levels.

On grievance redressal aspects, all of them mentioned that there were numerous problems such as incomplete job cards, non-inclusion of names of adults in the job card, etc. Except Ahmednagar DPC, all others opined that employment was provided within the stipulated period. Regarding payment of wages, all the DPCs informed that they were not in a position to pay within a week, but were paying the wages within a fortnight. Dhule and Gadchiroli DPCs reported that worksite facilities have been provided to a large extent.

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Although, REGS programme definitely is an improvement over earlier wage employment programmes, yet it is observed that coordination among local institutions, transparency on aspects related to decision making and implementation have been achieved to some extent. A view was shared by all the DPCs that compared to elected representatives, officials seem to be more accountable.

As Social Audit was not conducted in many places in the study area, DPCs could not comment on the degree of corruption in the Scheme. Except in Nanded, Social Audit was not conducted in any district. The Social Audit conducted in Nanded does not seem to have identified operational problems related to the programme. The 'Right to Information Act' does not seem to have reached the grassroots level and as the awareness level on RTI is at abysmal level, there were no complaints. On the whole, they have rated the performance of REGS as 'good'. Quite the contrary to the contribution of officials, elected representatives and NGOs seem to be 'less significant'. The reasons for variation in NREGS performance across districts indicated are differences in awareness levels among wage seekers, non-involvement of Gram Panchayat Sarpanch and lack of coordination between the Sarpanch and programme officer.

Suggestions put forth include timely fund flow and empower the Block Development Officer / PO to reallocate funds across the GPs. Most of them opined that cash payment would be ideal rather than depositing of money in banks and post offices.

On aspects related to taking up works on private lands, the reactions were mixed and there was a feeling that certain big farmers may avail of the benefits.

No suggestions were made across districts on nature of works to be taken up in the State. It was suggested to increase the travelling expenses of wage seekers in hilly terrain. The respondents appreciated that the Scheme accommodates both physically challenged and mothers with



infants and would be mothers as wage seekers but viewed that allotting suitable work to these categories should receive more attention.

The DPCs mentioned that there is a need to appoint staff at the Gram Panchayat level to ensure timely administrative and technical sanctions, measurements of works, to ensure payment to wage seekers.

### **Zilla Parishad Members' View Point on REGS**

At the district level, president, vice-president, members of district Panchayat, CEO and DDO received training on NREGA and RTI and Social Audit. The CEO and DDO received training on plan preparation too. They were of the opinion that involvement of ZP members during publicity campaigns on wages, works etc., facilitated better implementation and involving them for 'grievance redressal' may not be effective.

They had sufficient clarity regarding NREGS provisions, perspective plan, but not on RTI. The ZP members had awareness regarding payment of minimum wages and also equal wages to both men and women under REGS. It was felt that VMCs are not functional. They stated that the present programme is more suitable for unskilled men and women and those who wished to stay in the villages. Due to in-built transparency measures workers know about the Scheme and can also question the authorities on relevant aspects viz., wages, worksite facilities etc.

While appreciating the relevance and merits of NREGA, the respondents pointed out some problems in its implementation : delays in payment of wages to workers (problems in opening of bank accounts in the name of workers), low levels of awareness at all levels, inactive participation of elected representatives, lack of motivation among officials, very low utilisation of (huge) funds and non-availability of experts (to prepare estimates manually, delays in sanctioning). There is a pressing demand for suitable software solutions to take care of this problem, need for flexibility in work provisions with 50 per cent allocation to watershed related activities and the balance for other works. Currently, 80 per cent of works

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are relating to watershed and 20 per cent for Gram Panchayat development activities.

**Role of NGO :** Very few NGOs have been found to be more effective in implementation and smooth working of this Scheme. NGO's role is very important in this Scheme for awareness and training of people. Due to involvement of NGOs, people participate more effectively in Social Audit and Gram Sabha. But NGOs need additional working funds to make their role more effective.

**Role of Programme Officer / NGO at Block level :** Programme Officer is not actively working in this Scheme due to lack of support Staff. Programme Officer has additional job responsibilities. Conflicts between Block Development Officer (BDO) and Programme Officer (P. O) also affect the Scheme implementation. It was suggested that funds release authority, currently with Programme Officer, should be given to BDO.

**G.P. Level :** *Gram Rozgar Sevaks* (GRS) need more training and information. There is need for more active role of GRS and hence increase in payment of GRS should be considered. *Gram Rozgar Sevak* is appointed in certain panchayats only. They are not effective as they are not qualified and received no training nor well informed about the Scheme.

**Role of Vigilance & Monitoring Committee (VMC):** VMCs are found to be inactive. Only at some places VMCs are formed. VMC members are not well informed about provisions of NREGS. There is need of VMC to bring in more transparency in implementation. Involvement of VMC in Gram Sabha and Social Audit is resulting in better implementation of the Scheme. More awareness of the role of VMC in village is important for better implementation of the Scheme. To reduce level of corruption, role of VMC members is found to be important. At the time of distribution of wages, presence of VMC members is desirable. Most of the time VMC members are practically not involved. Merely constituting VMCs does not ensure

better implementation and supervision of work. Vigilance & Monitoring Committees (VMC) were formed but they are not active. VMC members are not clear about responsibilities. Due to non-awareness or lack of information, VMCs are not informed regarding their role in certain GPs. There is no workers' association. Beneficiary committee users groups and SHGs are also not informed regarding their role in all GPs.

#### **Schedule of GP Sarpanch / Secretary**

Job cards are issued by Sarpanch / Gram Panchayat members / Panchayat secretary. Applications for work are received by GRS or GP secretary. Work is allocated by Panchayat secretary. Payment of wages is done by GP, Secretary / Sarpanch, *Gram Rozgar Sevak*.

There is a delay in collection of applications of work from households. There are problems in selection of work. People want village development work like road construction but guidelines insist selection from the eight categories. Work is executed by contractor in some places. Sometimes labour from another GP complete the work. During agriculture season, workers are not available for NREGS work. Information about wages is not properly displayed or informed to all. Only an announcement is made on loud speakers.

#### **Capacity Building and Awareness**

District programme coordinators have received training for preparation of action plan. But training has not helped in implementing the Scheme effectively.

Programme officers have received training for planning and management of REGS. Their understanding of RTI and Social Audit was highly inadequate. At many places, GP level training programmes were not organised. In places where such training programmes were organised, they did not help GP members in understanding of the Scheme.

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Members of intermediate Panchayat have not received training. Senior officials have received training. Members of intermediate Panchayat have not been actively involved in the publicity of the Scheme and publicity of wage rates. Elected representatives were not well aware about Social Audit. Several elected members did not attend the training, therefore, not informed well about Social Audit. The awareness about perspective plan under REGS was understood. Less involvement in planning by member of IP was observed. RTI awareness is less in IP members. IP members were not active in preparation of action plan; they are not able to provide data on time to higher ups on the Scheme (wages, employment).

Sarpanch, members of GP are not well aware about provision of REGS. Some sarpanches and GP Secretaries have received training but were not clear about provisions of REGS, RTI Act, agenda of Social Audit, plan preparation, role of VMC's. Most of the GP members have not taken training. There is less awareness of the Scheme among elected representatives. There is need for conducting more training and awareness programmes at the level of GP for better implementation of the Scheme.

Most of the workers are not aware about all the provisions of NREGA except 100 days of employment. While a few knew about time limit for payment of wages, most of them do not know that wages have to be paid 10 per cent more when work is given in areas beyond 5 kms. The awareness about RTI and Social Audit is negligible. Source of information on REGS is mostly Gram Panchayat, officials, friends and relatives. Sometimes, workers received information of REGS from the local newspaper, Radio, T.V. or NGO. Equally disturbing is that they have no knowledge about the officials to be contacted if employment is not given / payment of wages is not made within 15 days. Several workers are aware of the works selected under REGS.

Gram Sabhas were conducted for selection of works but people's participation in Gram Sabha is less. Social Audit concept is a new concept for Gram Panchayat. Social Audits were conducted in rare cases but not in

proper ways because of lack of information / awareness. To increase the people's participation in Gram Sabha and Social Audits, more awareness campaigns are to be conducted. Information relating to REGS work is not effectively displayed in Gram Panchayat. It is important that for transparency, audit information must be displayed in GP.

### **Community Participation**

The State has launched a package of publicity instruments such as posters, film shows and pamphlets. Even NGOs have been involved in social mobilisation process. However, the ground realities are not very encouraging.

Focus group discussions were organised to elicit information about the participation of the local community in planning and implementation of NREGA.

**i) Awareness building:** GP is not well aware about REGS & RTI. There is lack of information, no sufficient awareness of officials. Role of NGOs is good. NGOs take responsibility in awareness campaign. More involvement of NGOs gives better result to make people aware. For more awareness, rallies, posters, *Noutankis*, additional funds are to be allocated.

**ii) Facilitating Community Participation:** For community participation, GP displays information and also announcements are made on loud speakers. For community participation officials' role is less active. NGO role becomes more effective in community participation by *Kalaphak*, street play or songs. SHGs would play a better role in participation by community.

**iii) Implementation Process (Problems):** There is no problem in registering the HHs. Problems are not found in issue of job cards or receipt for application for work. There is time gap in providing employment. There is non-availability of work within 15 days after giving application for work. There is a sanctioning problem. To prepare work estimate, delay is there. There is no need of work at the time of agriculture season. There is

need of work during the summer season. April to June is best for REGS work, since during this period, no work is available at other places. Worksite facilities need drinking water, shades and crèche. Also there is need for first aid facility. Muster roll is maintained by GP *Sevak*. There is no record of employment details in job cards. There is delay in work measurement. Sometimes fraud at the time of measurement has been reported because of illiteracy of people. Some people doing more work have been found to be paid less amount.

**iv) Participation of Disadvantaged:** Work concession for physically challenged is not implemented well on the ground. It is required especially for women.

**v) Payment of Wages:** In this Scheme the role of all institutions is not effective. VMC's role in payment of wages is most important for better implementation of payment to avoid corruption. But VMCs are not effectively working because of lack of training or information. Payment is not timely. Measurement process is delayed and then sanction process gets further delayed. To avoid time delay in payment, give rights to either BDO or PO. Workers do not know how to measure the work. Sometimes the workers do not work in REGS; they take payment because of political / relative's interference. Since REGS work is for less number of days, its low wage rate has not affected wage rate in other areas.

**vi) Social Audit:** Awareness about Social Audit is not sufficient to make Social Audits. Social Audit is a new concept for all. People say there are some difficulties and new problems due to Social Audits. But Social Audit is important for transparency in the Scheme. NGOs can play an important role in Social Audit; however, they would need more funds for the same. No people's participation in Social Audits.

**vii) Program Effectiveness:** The Scheme is not well implemented to create useful output. Work is less because of non-feasibility in guidelines. There is need for people's participation to popularise the Scheme and to do more work.

**viii) Participation about REGS:** No implementation of unemployment allowance. In some places response of GP is more effective. In some places there are no effective responses due to complication in Scheme, no easy method. Scheme is very complicated to do more work. GP feels that the guidelines should be more flexible to get better results. Somewhat transparency is created due to this Scheme. Local institutions' participation is less. There is no official and non-official relation /co-organisation. There is lack of response of all elected representatives and officials also.

Improvement in rural economy and village development is possible. Women's improvement also is possible from this Scheme. It is a worker-friendly Scheme.

#### **Planning and Implementation**

There is no need of additional funds because enough funds are available at all levels. There is need, to do more work, to motivate GP and Gram Sabha. If awareness is increased, people automatically do more work. There is need to motivate all officials to decrease the inattentiveness. Easy procedure in sanctioning the work is required, then GP would do more work. Utilisation of funds is low. Work on watershed has been found to be important for village development.

Applications are received from workers but all cannot be provided with employment because of work sanctioning problems and to create estimate at the level of GP. Physically challenged persons cannot get benefit. SC, ST and women are working in the Scheme.

There is problem of coordination with State, district, Panchayat and POs. No involvement of DP / ZP members in overall activities. Some members are very active but they are in less number. Members of ZP / DP suggested work in EGS plan. ZP members welcome the NREGS.

Like at district level there is no problem of funds at mandal level. Problem is how to utilise funds. Fund is available but from GP no estimate comes because of lack of experts to do estimate at GP level. Registration process

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and to issue job card process is very effective in all blocks. They are in need of employment. No benefit to physically challenged employment. Overall, works have not completed, the work is in progress.

POs were trained to prepare plan. However, no involvement in the preparation of perspective plan was observed. Plan of GP is approved annually. There was instance when GP forwarded application to PO for allotment of work. There were delays in sanction of work. Line departments, GP are executing 50 per cent block Panchayat and 50 per cent line department works. Members of IP have been involved in work allocation and payment of wages. Members were not involved in preparation of any action plan. They are not able to provide data on time to higher ups on this Scheme (wages, employment). Some members of IP suggested work in EGS plan.

GP level:-Registration of households is more effective. Issue of job cards also more effective. Providing employment to all has been found to be a problem.

In every household job cards are received by males and rarely by females. No entries were found in the job card of employment and wages paid. Some workers got employment without making an application for work. It takes 15 to 60 days to get employment from the time of making an application. On the piece-rate work, two to twenty workers were there in group. Wages are equally distributed among the workers. Wage slip was not given. In the presence of Sarpanch, GP members, VMC, BDO, and PO, deputy collector/collector, wages have been paid. Mostly in presence of GP secretary and Sarpanch wages have been paid. Some problems in getting full wages have been reported. There are some problems in measurement of work. Time taken for payment is from 8 to 30 days. Some workers get minimum wages. Piece-rate work is not disadvantageous to females. All prefer piece-rate contract. Mostly musters rolls were kept at the worksite. Mostly mandatory facilities were provided at worksite. In some places shade and first aid facilities were not available. Improvised tools were not provided at work places to reduce drudgery. Money was paid for sharpening the tools.



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Problems were encountered in payment of wages. Many Sarpanch, members of GP were not given training in regard to ACT, RTI, Social Audit and planning. Members of GP were not clear about all provisions. VMC were formed but it is not implemented well, because of lack of information. SHGs, workers' associations were not created. GP has appointed *Gram Rozgar Sevak*. (GRS) who want more training and information on provisions. Gram Sabhas have been conducted for finalising the works. People's participation is less. GP experienced problems with PO / other implementing agencies. There were problems in approval of plan. There is delay in approval of plan. GP visits\ Block level many times to sanction the estimate. Therefore delay is in works. Problems were experienced for measurement of work, delay in measurement. GP has not displayed information at proper places. GP is less effective for publicity of wages and works. GP was involved in regard to payment of wages. Mode of payment by bank / post office is difficult at workers' level. Workers are not interested in opening bank accounts. They want immediate cash payment. Officials are also interested in cash payment.

Due to less work many households were not seeking 100 days of employment. They want more work than 100 days of employment. There is no functional link between GP and VMC.

REGS, RTI & Social Audit have not enhanced the credibility of GP as a vibrant people's institution. After planning and implementation of schemes like REGS, GP can take up more development works. GP can work with other agencies, CBOs, NGOs as partners in rural development. GP would like to receive further training. To some extent REGS helped in making the decisions at GP level transparent to the community.

#### **Monitoring and Social Audit**

DPOs is able to monitor field visits, progress reports, review meeting and third party assessments. For monitoring in GP level, role of VMC is essential. There were complaints about not providing employment. Complaints were also received about not providing facilities at worksites. There were

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complaints about non-payment of wages within 15 days. Planning and implementation resulted in greater transparency in implementation and accountability of officials to some extent. There was no better co-ordination among local institutions. Mostly Social Audits were not conducted during 06-07. At some places where it was taken it was not found to be effective. Feedback from Social Audits is not satisfactory. Not received any complaints/request for information on REGS under RTI act.

Members of DP/ZP have not been involved in Social Audit of REGS. Elected representatives were not involved in monitoring. Most of them are not maintaining complaint register. Types of complaints are usually non-provision of employment within specified time, non-availability of facilities at worksite and mode of payment. Time taken for initiating corrective action is 10 to 15 days. Muster rolls should be kept at GP for public scrutiny. Most of the GPs have not kept muster rolls for public scrutiny. Sometimes there are problems in muster rolls and complaints received from workers/labourers. Rarely there is difference between muster roll information and number of workers at worksite. There is delay in release of funds.

There is no adequate support from ZP. PO is aware about Social Audit. Social Audit has not been done. They have not provided the required information for Social Audit. The main feedback of Social Audit in REGS is that, it is a difficult procedure and new concept for all; therefore, time taken to do Social Audits is more. More awareness in GP level Social Audit is required to achieve goals of audits. People's participation in Social Audit is most important for better transparency. Sarpanches have verified the muster rolls while works were in progress. In some places muster rolls have not been verified by Sarpanch or GP members. Due to political or relatives' interference, different problems are created.

### **Benefits from NREGS**

Involvement of officials is not significant. The role of NGOs is very important to motivate the people. Awareness levels of community are significant. In

some places there was impact of REGS on wages of unskilled workers in other activities. Wages were increased in some cases due to REGS works. Most of the families were not seeking 100 days of employment. Because of less work, households have not got 100 days of employment. Mostly migration of unskilled workers is reduced due to the work of REGS. In the absence of REGS, many workers go to other villages for work. Due to availability of work in their village, migration is reduced moderately. In case of non-availability of work their village in summer season, the landless workers go to other village for work. There is no enhancement in the credibility of GP as vibrant people's institutions. Only in few cases there is somewhat enhancement in the credibility of GP. After planning and implementation of schemes like REGS, many GPs can take up more development works. GP can work with other agencies, CBOs, NGOs as partners in rural development.

People in the 18 to 60 years age group work on REGS. Males and females are in equal ratio. Sometimes female workers are in maximum percentage. Occupation of workers is mostly non-agriculture labour. Also agriculture labourers work on REGS. Landless labourers are in more percentage. Less than one acre and from one to three acres holding labourers are working in REGS. Economic status of labourers is very low. Below Rs 5000 of annual income of workers are more. Up to Rs 10000 and above Rs 10000 annual incomes of labourers are in less percentage. Average 40 to 60 days of employment was sought by households to work under REGS. Minimum 10 days of employment was sought by members of households. Also some households sought hundred days of employment. Many members of households have not sought 100 days of employment due to less work in REGS. In every household one to four members have worked in REGS. Mostly one or two members of one household are working on REGS. Every member has got 10 to 60 days of employment. There are 100 to 150 employment days in the absence of REGS. Market wage rate in the absence of REGS is different in male and female workers. Male workers got Rs 45 to 80 market wage rate in the absence of REGS. Female workers got Rs 20 to 60 market wage rate in the absence of REGS. Assets that were created under REGS

are watershed structures, road connectivity and other village development works. The quality of all assets is good. Mostly works are completed and some remaining are in progress. The works undertaken under REGS are useful to the village because work undertaken under REGS is benefiting to the village and also workers have got employment. Due to work on watershed, water table of groundwater level is increasing. The water table increase, automatically affects agriculture produce and economic status of farmers also increases. Due to the development work undertaken by REGS unskilled labourers got more employment and overall rural economy has improved. There was some reduction in migration of unskilled adults due to REGS. In some places there was no reduction in migration of unskilled adults due to REGS. Where there is less work under this Scheme, there is no reduction in migration of labour.

#### **Factors Influencing Performance**

The performance of REGS is satisfactory in all districts. The performance in involvement of officials' contribution is less significant. The performance of participation of NGOs and social activists is very significant. An awareness level of community is less significant. There is differential performance of the Scheme across blocks in the district because of differential performance of officials, Gram Panchayats and local institutions. Fund utilisation is not proper due to inactiveness of officials. For better utilisation of fund, there is need for change in mode of payment. Taking up works on private lands is good but sometimes creates problems though working on private lands is essential. Works of Hariyali and other programmes to be taken up under REGS are better for implementation of programmes. To avoid corruption, implementation of other programmes can be undertaken under REGS. In reducing the distance for work in hilly region there is need for more traveling expenses. There is need for special concessions for physically challenged persons, women, but no effective implementation. According to elected representatives of district Panchayats, the performance of all institutions is less significant. There were differences in performance across blocks.

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Programme officers have not received any application under RTI. Planning and implementation of REGS resulted in some extent of greater transparency in implementation, greater transparency in decision making. Rate of performance of REGS in block is good. The reason for different performance is due to level of activeness. For better utilisation of fund, fund can be directly utilised to avoid delays. There is no coordination between BDO & PO. To avoid delay of work and payment, give rights to either BDO or PO. There is need for flexibility in provisions of guidelines. Some GPs need development works under this Scheme. Also there is need for separate and more staff at block level and for technical experts.

The rate of performance of REGS in GP is different in every village. Due to work under this Scheme wages have gone up in other activities. Mostly there is no effect on wages. In the GP where more work is done, wages have changed for other works. To make planning and estimates give responsibility to GP officials and NGOs. For better implementation the role of Gram Sabha is important. Also the role of vigilance committee is more effective for implementation. To avoid delay in work sanctioning, GP wants more experts to make estimates. For effective implementation training to GP is important.

Participation in REGS leads to realisation about right to work and right to seek information. Works undertaken under REGS are useful to the village, because of benefits to the village and workers. Works suggested by workers under REGS drinking water and sanitation, land development, watershed, renovation of tanks/ water bodies and works on lands of SC/ ST. There was moderate reduction in migration of unskilled adults due to REGS in households and village. Mostly GP has implemented the Scheme effectively. For effective implementation in GP the Sarpanch and NGOs are responsible for it.

#### **Views of Stakeholders**

In the views of stakeholders, planning and implementation of the Scheme resulted in some extent to greater transparency in decision making. No

coordination among local institutions like NGOs, CBOs, and SHGs was found. Due to lack of coordination on better implementation in this Scheme, there is no sufficient transparency in decision making. Also there is no better transparency in its implementation. There is need for motivation of officials. Participation of elected representatives is needed for better implementation. The planning and implementation of poverty alleviation programmes would lead to responsive delivery systems in future, because of low fund utilisation and minimum work done. If maximum work is done by this Scheme, it would result in better planning and implementation. There is need for more training, information and awareness of vigilance and monitoring committee members. Motivation of members resulted in better implementation in GP level. The role of VMC is important in GP level for better transparency in this Scheme but VMC did not implement well. Performance of REGS in block levels is not satisfactory due to fewer funds utilised by block level. For better planning and implementation, motivation and more awareness of officials and GP is essential. Also there is need for expert and more technical staff.

GP would like to play the role of planning, selection of work, issue of job cards. VMC would like to play the role of overall monitoring and payment of wages. The role of Gram Sabha is important, they would like to play the role of solving problems of workers and to do social audit. NGOs would like to play the role in awareness and training. Social activists play role in survey. People are not better informed about the decision of GP and other development programmes. Officials are not responding to the needs of the people.

#### **Relations among IP-GP-NGOs-CBOs**

There was impact on wages where there is more work done under this Scheme. When the work done by this Scheme is less, there is no impact on wages of unskilled workers in other works/ activities. Due to REGS work wages increased by Rs 10 to Rs 20. REGS has not helped much in demanding services from officials and GP. REGS has not helped in bringing GP, CBOs, NGOs and officials together as partners.

**Effectiveness of the Scheme – Benefits to the Workers**

The main yardstick for assessing the performance of NREGS is the extent of benefits derived by the workers from the Scheme. This depends upon the awareness levels and participation of workers in this programme. To get an unbiased view of the REGS, workers were randomly selected from the muster rolls. The profiles of these workers are presented in this section. The primary data collected using the schedule are the basis for all the Tables. Table 14 clearly brings out the fact that female workers’ participation was rather low in Maharashtra more so in districts like Dhule.

**Table 14 : Distribution of workers: sex-wise**

District	Male	Female	Total
Dhule	76	4	80
	95.0%	5.0%	100.0%
Nanded	65	34	99
	65.7%	34.3%	100.0%
Ahmednagar	54	27	81
	66.7%	33.3%	100.0%
Yavatmal	44	15	59
	74.6%	25.4%	100.0%
Bhandara	57	17	74
	77.0%	23.0%	100.0%
Gadchiroli	54	36	90
	60.0%	40.0%	100.0%
Total	350	133	483
	72.5%	27.5%	100.0%

Female representation is low and more so in Dhule.

**i) Profile of NREGP Workers - Maharashtra :** The classification of sample workers as per social categories points out that mainly STs and SCs took part in Dhule, Gadchiroli and Nanded (Table 15). On the contrary, in

Ahmednagar, workers from 'OC' category were over-represented. It is surprising that the participation of STs in tribal areas was not high.

**Table 15: Distribution of workers: caste-wise**

District	SC	ST	OBC	OC	Total
Dhule	16 20.0%	57 71.3%	2 2.5%	5 6.3%	80 100.0%
Nanded	73 73.7%	- -	10 10.1%	16 16.2%	99 100.0%
Ahmednagar	5 6.2%	2 2.5%	6 7.4%	68 84.0%	81 100.0%
Yavatmal	9 15.3%	28 47.5%	21 35.6%	1 1.7%	59 100.0%
Bhandara	19 25.7%	9 12.2%	46 62.2%	- -	74 100.0%
Gadchiroli	38 42.2%	29 32.2%	22 24.4%	1 1.1%	90 100.0%
Total	160 33.1%	125 25.9%	107 22.2%	91 18.8%	483 100.0%

Distribution of workers by age-groups is presented in Table 16. It is evident that middle aged and youth were in good proportion in all the sample districts.



**Table 16 : Distribution of workers: age group-wise**

District	Years < 20	21-35	36-60	60 and above	Total
Dhule	3 3.8%	32 40.0%	45 56.3%	- -	80 100.0%
Nanded	3 3.0%	34 34.3%	55 55.6%	7 7.1%	99 100.0%
Ahmednagar	1 1.2%	20 24.7%	60 74.1%	- -	81 100.0%
Yavatmal	8 13.6%	26 44.1%	23 39.0%	2 3.4%	59 100.0%
Bhandara	4 5.4%	24 32.4%	46 62.2%	- -	74 100.0%
Gadchiroli	2 2.2%	20 22.2%	64 71.1%	4 4.4%	90 100.0%
Total	21 4.3%	156 32.3%	293 60.7%	13 2.7%	483 100.0%

The size of the households of the sample workers varied between 3.75 (Yavatmal) and 5.0 (Nanded) (See Table 17). The economic dependency ratio is encouraging in districts like Ahmednagar. On the whole, the burden on the workers is not high compared to all India and many other major states.

**Table 17 : Workers' HH size and dependency ratio**

District	HH Size	Workers	Dependency ratio
Dhule	4.71	2.81	1:0.67
Nanded	5.00	2.69	1:0.86
Ahmednagar	4.05	2.80	1:0.45
Yavatmal	3.75	2.56	1:0.46
Bhandara	4.19	2.31	1:0.81
Gadchiroli	4.03	2.02	1:0.72
Total	4.34	2.53	-

So, REGS, if implemented effectively would help the poor / participant workers to improve their levels of living. The main occupation of the sample workers' households in terms of share of income accrual to the household and these data are shown in Table 5. It is interesting to note that labour class is overwhelmingly represented in our sample in all the districts.

**Table 18 : Distribution of workers: occupation-wise**

District	Cultivator	Ag. Labour	Non-Ag. Labour	Artisan	Business	Total
Dhule	-	19	61	-	-	80
		23.8%	76.3%			100.0%
Nanded	2	31	66	-	-	99
	2.0%	31.3%	66.7%			100.0%
Ahmednagar	-	1	80	-	-	81
		1.2%	98.8%			100.0%
Yavatmal	2	35	22	-	-	59
	3.4%	59.3%	37.3%			100.0%
Bhandara	3	48	23	-	-	74
	4.1%	64.9%	31.1%			100.0%
Gadchiroli	1	89	-	-	-	90
	1.1%	98.9%	-			100.0%
Total	8	223	252	-	-	483
	1.7%	46.2%	52.2%			100%

In Dhule, Nanded and Ahmednagar, the workers are predominantly 'non-agriculture labour' and in the rest of the three districts, 'agriculture labour' constitutes the bulk of the workforce under REGS.

The landholding status data presented in Table 19 indicate that majority of the workers are landless, marginal and small farmers in that order. In only two districts (Dhule and Ahmednagar), landless workers are in very high percentage.

**Table 19 : Distribution of workers: landholding status and operated area (acres)**

District	Land-less	Less than 1 acre	1.01 to 2.5	2.5 to 5.0	5-10	10.1 and above	Total
Dhule	49	22	9	-	-	-	80
	61.3%	27.5%	11.3%				100.0%
Nanded	85	10	3	1	-	-	99
	85.9%	10.1%	3.0%	1.0%			100.0%
Ahmednagar	11	35	34	1	-	-	81
	13.6%	43.2%	42.0%	1.2%	-	-	100.0%
Yavatmal	25	2	19	7	5	1	59
	42.4%	3.4%	32.2%	11.9%	8.5%	1.7%	100.0%
Bhandara	32	24	15	3			74
	43.2%	32.4%	20.3%	4.1%	-	-	100.0%
Gadchiroli	27	39	15	9			90
	30.0%	43.3%	16.7%	10.0%	-	-	100.0%
Total	229	132	95	21	5	1	483
	47.4%	27.3%	19.7%	4.3%	1.0%	.2%	100.0%

The poverty line for 2004-05 for rural Maharashtra was Rs. 4347 per capita per annum. If we consider the average household size of 4.34, it works out to Rs. 18,866 per household. The workers are grouped into economic classes as per household annual income in Table 20 and almost 97 per cent of them were poor.

**Table 20 : Distribution of workers: economic status-wise**  
(Household income per annum)

District	<Rs. 5000	Rs. 5001- 10,000	Rs. 10,001- 15,000	Rs. 15,001- 20,000	Rs. 20,001- 25,000	Rs. 25,001- 40,000	Rs. 40,001- 60,000	Total
Dhule	3 3.8%	68 85.0%	9 11.3%	-	-	-	-	80 100.0%
Nanded	2 2.0%	69 69.7%	26 26.3%	1 1.0%	1 1.0%	-	-	99 100.0%
Ahmednagar	1 1.2%	38 46.9%	39 48.1%	-	3 3.7%	-	-	81 100.0%
Yavatmal	12 20.3%	18 30.5%	24 40.7%	3 5.1%	2 3.4%	-	-	59 100.0%
Bhandara	21 28.4%	42 56.8%	7 9.5%	2 2.7%	2 2.7%	-	-	74 100.0%
Gadchiroli	56 62.2%	32 35.6%	2 2.2%	-	-	-	-	90 100.0%
Total	95 19.7%	267 55.3%	107 22.2%	6 1.2%	8 1.7%	-	-	483 100.0%

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Thus, the economically backward categories mainly participated in REGS. Though the Scheme is open to all, only the poor took part (Table 20).

**ii) Awareness Levels :** Data were collected from the workers regarding their awareness about NREGA provisions and entitlements (see Table 21).

**Table 21 : Distribution of workers: awareness-wise**

District	Aware of entitlements	Max. No. of days of employment	Unem- ploy- ment allow- ance	Wages to be paid if work is given beyond 5 kms from GP	Mini- mum wages to be paid	Time limit for provi- ding emplo- yment	Time limit for pay- ment of wages
Dhule	- 100%	-	-	-	-	-	-
Nanded	52 52.5%	30 30.3%	-	16 16.2%	34 34.3%	26 26.3%	-
Ahmednagar	-	-	-	-	-	-	-
Yavatmal	3 5.1%	3 5.1%	-	1 1.7%	-	1 1.7%	-
Bhandara	18 24.3%	11 14.9%	5 6.8%	4 5.4%	5 6.8%	11 14.9%	-
Gadchiroli	26 28.9%	4 4.4%	11 12.2%	15 16.7%	12 13.3%	19 21.1%	-
Total	94 19.5%	48 9.9%	16 3.3%	36 7.5%	51 10.6%	57 11.8%	-

—: No response / Not aware.

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It is disappointing that all the participating workers in Dhule and Ahmednagar and to a large extent in Yavatmal were not aware of the provisions of NREGA. Only workers of Nanded, Gadchiroli and Bhandara are (relatively) better placed.

Based on the correct responses to the six entitlements indicated in the earlier Table, awareness score was developed for each worker. These scores are presented district-wise in Table 22.

**Table 22 : Correct responses against six questions on NREG**

District	Nil	Only 1	Only 2	Only 3	Only 4	Only 5	Only 6	Average awareness score%
Dhule	80 100%	—	—	—	—	—	—	—
Nanded	48 48.5%	—	22 22.2%	10 10.1%	16 16.2%	3 3.0%	—	25.7
Ahmednagar	81 100%	—	—	—	—	—	—	—
Yavatmal	56 94.9%	—	2 3.4%	—	1 1.7%	—	—	2.26
Bhandara	56 75.7%	—	9 12.2%	3 4.1%	4 5.4%	2 2.7%	—	11.94
Gadchiroli	61 67.8%	—	10 11.1%	14 15.6%	2 2.2%	1 1.1%	2 2.2%	16.1
Total	382 79.1%	—	43 8.9%	27 5.6%	23 4.8%	6 1.2%	2 .4%	10.39

It is disheartening to note that the overall awareness score for all the 483 sample workers was a mere 10.4 per cent. In Dhule and Ahmednagar no worker has clear understanding of the provisions; the situation is equally disappointing in Yavatmal. On the whole, the State's claim that the publicity campaigns etc., are effective cannot be substantiated by these data.

**Table 23 : Distribution of workers: awareness about RTI Act and Social Audit**

District	RTI Act	Social Audit
Dhule	---	---
Nanded	---	---
Ahmednagar	--	--
Yavatmal	1 1.7%	1 1.7%
Bhandara	1 1.4%	2 2.7%
Gadchiroli	8 8.9%	6 6.7%
Total	10 2.1%	9 1.9%

In a State where Maharashtra Employment Guarantee Scheme (MEGS) has been in operation for over three decades, such low levels of awareness are surprising. The co-existence of MEGS and NREGA might be responsible for such (confusion) situation. Knowledge about RTI Act and Social Audit was almost insignificant (see Table 23).

For 64 per cent of the workers, GP is the source of information on REGS as can be gleaned from Table 24.

**Table 24 : Distribution of workers reporting GP as source of information for REGS**

District	NREGA
1	2
Dhule	-
Nanded	90 90.9%
Ahmednagar	-

(Contd...)

**Table 24 : (Contd...)**

1	2
Yavatmal	57 96.6%
Bhandara	74 100.0%
Gadchiroli	90 100.0%
Total	311 64.38%

Equally important is that workers should know the officials to be contacted whenever their entitlements are not ensured. The responses are presented in Table 25.

**Table 25 : Distribution of workers: awareness about contact officials**

District	If job cards are not given	If work is not given within 15 days	If wages are not paid within 15 days
Dhule	-	-	-
Nanded	39 39.4%	-	-
Ahmednagar	-	-	3 3.7%
Yavatmal	-	-	2 3.4%
Bhandara	33 44.6%	28 37.8%	2 2.7%
Gadchiroli	28 31.1%	2 2.2%	-
Total	100 20.7%	30 6.2%	7 1.4%



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Hardly one-fifth of the workers are aware of officials to be contacted if job cards are not given. In the case of undue delays in provision of work and payment wages, most of them are ignorant about the official / agency to be contacted for help.

Under the NREGS, worker has to submit application seeking employment. It is surprising that workers who did not have any knowledge about the basic entitlements (Dhule, Ahmednagar and Yavatmal) were aware that submission of application is a requirement for getting work. The number and percentage of workers reporting that application for work is a pre-requisite are shown in Table 26 in the selected districts.

**Table 26: Distribution of workers: awareness level of requirements for getting work**

District	Application to be given
Dhule	67 83.8%
Nanded	96 97.0%
Ahmednagar	81 100.0%
Yavatmal	33 55.9%
Bhandara	49 66.2%
Gadchiroli	89 98.9%
Total	415 85.9%

However, several of them (86 per cent) knew that application has to be given for getting employment.

About 90 per cent of workers reported that employment cannot be obtained without job card and 76 per cent informed that application is necessary for getting employment (see Table 27).

**Table 27 : Distribution of workers: knowledge of methods of seeking work**

District	Can get work without job card		Can get work without application	
	Yes	No	Yes	No
Dhule	-	80 100.0%	18 22.5%	62 77.5%
Nanded	-	99 100.0%	3 3.0%	96 97.0%
Ahmednagar	-	81 100.0%	20 24.7%	61 75.3%
Yavatmal	-	59 100.0%	27 45.8%	32 54.2%
Bhandara	11 14.9%	63 85.1%	14 18.9%	60 81.1%
Gadchiroli	42 46.7%	48 53.3%	35 38.9%	55 61.1%
Total	53 11.0%	430 89.0%	117 24.2%	366 75.8%

**Table 28 : Distribution of workers: job card registration and possession**

District	Who has registered for the job card		Possession of job card by self	Expenditure incurred, if any, for getting job card	Keeping job card while going for work*	Making entries of employment and wages paid in the job card #
	Male	Female				
Dhule	80 100.0%	-	72 90.0%	-	-	80 100.0%
Nanded	99 100.0%	-	97 98.0%	-	-	99 100.0%
Ahmednagar	81 100.0%	-	81 100.0%	-	-	81 100.0%
Yavatmal	59 100	-	59 100	-	1 1.7%	32 54.2%
Bhandara	58 78.4%	16 21.6%	66 89.2%	-	-	5 6.8%
Gadchiroli	66 73.3%	24 26.7%	85 94.4%	-	-	39 43.3%
Total	443 91.7%	40 8.3%	460 95.2%	-	1 1.7%	336 69.6%

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

The gender sensitivity of NREGS can be judged from the data on whose name the job cards were issued. Almost in 92 per cent of the cases the job cards were issued in the name of males (Table 28).

Only in Bhandara and Gadchiroli, job cards were also issued in the name of few female workers. Malpractices were reported for issuing of job cards (Focus group discussion) but the sample respondents did not answer the question in all the districts. Most of the workers possessed the job cards. The workers have no habit of carrying the card with them while going for work. Entries about employment days and wages paid were made in the job cards in Dhule, Nanded and Ahmednagar. But such practice was not reported by all the workers in rest of the (three) districts.

Among the mandatory facilities to be made available at worksites, according to the sample workers' responses muster rolls were kept (91 per cent) and drinking water facilities (73 per cent) were provided and first aid boxes (56 per cent) were ensured. In respect of crèche and shade facilities the responses were discouraging (Table 29). Thus, the delivery system failed to provide some of the entitlements of workers, more so women (with children).

**Table 29 : Distribution of workers reporting availability of muster roll and mandatory facilities at worksite**

District	Muster roll	First Aid	Drinking water	Crèche	Shade
Dhule	80 100.0%	79 98.8%	80 100.0%	2 2.5%	53 66.3%
Nanded	98 99.0%	- -	99 100.0%	-	1 1.0%
Ahmednagar	81 100.0%	81 100.0%	80 98.8%	-	1 1.2%
Yavatmal	26 44.1%	3 5.1%	51 86.4%	48 81.4%	1 1.7%
Bhandara	69 93.2%	60 81.1%	18 24.3%	1 1.4%	13 17.6%
Gadchiroli	88 97.8%	50 55.6%	23 25.6%	22 24.4%	19 21.3%
Total	442 91.5%	273 56.5%	351 72.7%	73 15.1%	88 18.3%

In Table 30, information on working conditions and facilities to reduce drudgery (in the form of improved tools etc.) is presented. About 92 per cent of the workers were shown employment within the GP itself. No effort was made by the executing agencies to provide improvised tools. However, 47 per cent of workers reported that they have received money for sharpening tools. Such reporting was high in Dhule and Bhandara.

**Table 30 : Distribution of workers by working conditions and facilities**

District	Work within the GP	No provision of improvised tools for reducing drudgery		Payment of money for sharpening tools
		Males	Females	
Dhule	80 100.0%	80 100.0%	80 100.0%	72 90.0%
Nanded	99 100.0%	99 100.0%	99 100.0%	47 47.5%
Ahmednagar	80 98.8%	81 100.0%	81 100.0%	40 49.4%
Yavatmal	57 96.6%	59 100.0%	59 100.0%	9 15.3%
Bhandara	73 98.6%	72 97.3%	73 98.6%	61 82.4%
Gadchiroli	56 62.2%	90 100.0%	90 100.0%	— -
Total	445 92.1%	481 99.6%	482 99.8%	229 47.4%

**iii) Participation:** Details on the type of work (piece-rate contract or time-based), issue of wage slips, problems in getting full and timely wage payments, mode of payments and time taken for providing employment are furnished in Tables 31 and 32.

**Table 31 : Distribution of workers by type of wages and receipts of wages**

District	Piece- rate contract	Time- based employ- ment	Wages paid – equally for men and women	Issue of wage slips	Mode of payment – cash	Mode of payment – in getting full wage	Problems – in getting full wage	Receipt of Min. wage
Dhule	80 100.0%	-	80 100.0%	-	80 100.0%	-	-	21 26.3%
Nanded	99 100.0%	-	99 100.0%	7 7.1%	99 100.0%	-	-	24 24.2%
Ahmednagar	81 100.0%	-	81 100.0%	35 43.2%	59 72.8%	22 27.2%	-	3 3.7%
Yavatmal	58 98.3%	1 1.7%	59 100.0%	-	59 100.0%	-	6 10.2%	49 83.1%
Bhandara	74 100.0%	-	68 91.9%	9 12.2%	31 41.9%	-	-	25 33.8%
Gadchiroli	90 100.0%	-	64 71.1%	27 30.0%	56 62.2%	17 18.9%	16 21.6%	51 56.7%
Total	482 99.8%	1 0.2%	451 93.4%	78 16.1%	384 79.5%	39 8.1%	36 40.0%	173 35.8%

Market Wage (without) NREG (Rs./ day):

1. Dhule: 92.00
2. Nanded : 83.43
3. Yavatmal: 51.52
4. Ahmednagar: 83.95
5. Bhandara: 95.07
6. Gadchiroli: 58.22

**Table 32 : Distribution of workers by extent of time taken for giving employment**

District	Time taken for giving employment					
	Given application for work	Immediately	Less than a week	7-10 days	11-15 days	> 15 days
Dhule	63 78.8%	-	-	-	21 26.3%	41 51.3%
Nanded	95 96.0%	-	3 3.0%	-	71 71.7%	21 21.2%
Ahmednagar	29 35.8%	-	-	-	-	29 35.8%
Yavatmal	9 15.3%	-	-	-	9 15.3%	-
Bhandara	72 97.3%	4 5.4%	-	13 17.6%	21 28.4%	34 45.9%
Gadchiroli	82 91.1%	-	2 2.2%	1 1.1%	15 16.7%	64 71.1%
Total	350 72.5%	4 .8%	5 1.0%	14 2.9%	137 28.4%	189 39.1%

- The employment was provided mainly on piece-rate basis and no discrimination was reported in payment of wages between men and women. 'Issue of wage slips', which enables the (illiterate) workers to get them verified, more so during Social Audits, has not been reported by over 80 per cent of workers. About 90 per cent of workers reported of having received wages in cash. Only in Gadchiroli and Yavatmal, a few workers experienced problems in receiving full payment (Table 31). It is disquieting that 39 per cent of workers could get work only after 15 days (Table 32) and unemployment allowance was paid to these workers. In reality, it was a supply-driven Scheme. Since it is 'piece-rate' contract system,

all workers could not get minimum wages; either the quantum of work was less than the specified minimum or the existing norms are too rigid for providing the minimum wages. The State should organise the work-time-motion studies so that the work norms will not be disadvantageous to women (pregnant) and physically challenged.

- Most of the workers in Gadchiroli (77 per cent) and Bhandara (54 per cent) preferred time-based work and workers of these districts felt that piece-rate work would be disadvantageous to females (Table 33).

**Table 33: Distribution of workers by perceptions on type of wage and their preference**

District	Piece-rate work disadvantageous to females	Preference for time-based work
Dhule	-	5 6.3%
Nanded	1 1.0%	-
Ahmednagar	2 2.5%	-
Yavatmal	1 1.7%	5 8.5%
Bhandara	23 31.1%	40 54.1%
Gadchiroli	46 51.1%	69 76.7%
Total	73 15.1%	119 24.6%

**iv) Perception :** Interestingly, 62 per cent of workers were aware of the works selected under REGS and such awareness was high in Nanded



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(96 per cent), Dhule (81 per cent), Bhandara (73 per cent) and Gadchiroli (67 per cent). As per the responses of the workers, 32 per cent of the workers knew that Sarpanch took part in Social/Gram Sabhas followed by GP members (27 per cent), people and GP Secretary (12 per cent). A positive feature reported by 74 per cent of the workers was display of information relating to REGS at GP which indicated that the transparency dimension has been receiving due attention. The situation was awfully bad in Dhule (Table 34).

**Table 34: Distribution of workers by awareness about type of works and participants in Social Audit**

District	Works selected under NREG	Who participated in Social Audit / GS				Display of information on works at GP
		Sarpanch	GP members	People in General	GP Secretary	
Dhule	65 81.3%	25 31.3%	24 30.0%	20 25.0%	3 3.8%	5 6.3%
Nanded	95 96.0%	34 34.3%	34 34.3%	-	34 34.3%	99 100.0%
Ahmednagar	18 22.2%	38 46.9%	37 45.7%	41 50.6%	-	52 64.2%
Yavatmal	9 15.3%	3 5.1%	3 5.1%	-	2 3.4%	52 88.1%
Bhandara	54 73.0%	21 28.4%	20 27.0%	1 1.4%	10 13.5%	68 91.9%
Gadchiroli	60 66.7%	33 36.7%	14 15.6%	-	9 10.0%	82 91.1%
Total	301 62.3%	154 31.9%	132 27.3%	62 12.8%	58 12.0%	358 74.1%

It is interesting to note that in the study districts, the Vigilance and Monitoring Committee not only existed but also visiting the worksites (Table 35). But in Yavatmal, hardly 17 per cent of the workers were aware of the formation of VMCs and their functioning. Participation of VMCs in Gram Sabha was reported only in Bhandara and Gadchiroli. These views about VMCs are encouraging. The effectiveness of this institution on the Scheme implementation as per the focus group discussions was not significant.

The workers, when explained about Social Audit, felt that Social Audits are beneficial. Our field reports indicate that no effort was made to conduct the Social Audits systematically.

**Table 35 : Distribution of workers by views on performance of Vigilance and Monitoring Committees (VMCs)**

District	Knowledge about formation of VMC	VMCs visiting worksites	VMCs participating in GS
Dhule	80 100.0%	80 100.0%	-
Nanded	99 100.0%	99 100.0%	-
Ahmednagar	81 100.0%	81 100.0%	-
Yavatmal	10 16.9%	10 16.9%	2 3.4%
Bhandara	44 59.5%	38 51.4%	18 24.3%
Gadchiroli	58 64.4%	56 62.2%	15 16.7%
Total	372 77.0%	364 75.4%	35 7.2%

**Table 36 : Distribution of workers by perceptions on benefits of Social Audit and impacts of REGS on wages**

	Social Audits are beneficial	Impact on wages of unskilled workers in other activities	Nature of effect on wages	
			Increased	Decreased
Dhule	80 100.0%	-	-	-
Nanded	76 76.8%	47 47.5%	47 47.5%	-
Ahmednagar	81 100.0%	36 44.4%	36 44.4%	-
Yavatmal	55 93.2%	1 1.7%	-	-
Bhandara	39 52.7%	8 10.8%	1 1.4%	7 9.5%
Gadchiroli	9 10.0%	1 1.1%	-	1 1.1%
Total	340 70.4%	93 19.3%	84 17.4%	8 1.66%

- About three-fourths of workers have knowledge about the formation / existence of VMCs. But in Yavatmal it was as low as 17 per cent. These workers also reported that VMCs were visiting worksites. Hardly 7 per cent of the workers pointed out that the VMCs were also participating in Gram Sabhas (Table 35). Interestingly, 70 per cent of workers perceived the benefits from the conduct of Social Audits. GP Secretary role seems to be decimal in both selection of work and participation in Social Audit. Less than 20 per cent of the workers felt that REGS has an impact on wages of unskilled workers in other activity spheres and mostly positive i.e. increase in wages (Table 36).

The secondary objective of the wage employment programme is creation of quality and durable assets approved by Gram Sabha from among the specified eight categories. The Tables 37 to 43 indicate that most of the assets created were not of high quality. So, benefits to community from phase assets would be moderate.

**Table 37 : Distribution of workers by opinions on quality of assets created – asset - roads**

District (Weights)	Roads						Ave. Score %
	No work	Very good (3)	Good (2)	Average (1)	Not good (0)	Don't know	
Dhule	-	-	31 38.8%	14 17.5%	-	-	56.29%
Nanded	-	-	-	-	-	-	-
Ahmednagar	-	-	-	-	-	-	-
Yavatmal	-	-	-	-	-	-	-
Bhandara	-	-	64 86.5%	8 10.8%	-	-	63.0
Gadchiroli		1 1.1%	10 11.1%	6 6.7%	44 48.9%	-	15.8
Total		1 0.20%	105 21.73%	28 5.79%	44	-	45.13

**Table 38 : Distribution of workers by opinions on quality of assets created – asset— nala training**

District (Weights)	Nala Training						Ave. Score %
	No work	Very good (3)	Good (2)	Average (1)	Not good (0)	Don't know	
Dhule	-	-	9 11.3%	-	-	-	6
Nanded	-	-	30 30.3%	19 19.2%	-	-	26.3
Ahmednagar	-	-	9 11.1%	1 1.2%	-	-	6.3
Yavatmal	-	-	-	-	-	-	-
Bhandara	-	-	-	-	-	-	-
Gadchiroli	-	-	-	-	-	-	-
Total	-	-	-	-	-	-	-

**Table 39 : Distribution of workers by opinions on quality of assets created – asset –contour bunding**

District (Weights)	Contour Bunding						Ave. Score %
	No work	Very good (3)	Good (2)	Average (1)	Not good (0)	Don't know	
Dhule	-	-	-	-	-	-	-
Nanded	-	-	-	-	-	-	-
Ahmednagar	-	-	68 84.0%	13 16.0%	-	-	49.7
Yavatmal	-	-	-	-	-	-	-
Bhandara	-	-	-	-	-	-	-
Gadchiroli	-	-	-	-	-	-	-
Total	-	-	-	-	-	-	-

**Table 40 : Distribution of workers by opinions on quality of assets created — asset watershed**

District (Weights)	Watershed				Ave. Score %
	No work	Very good (3)	Good (2)	Average (1)	
Dhule	-	-	11.0 13.8%	9 11.3%	10.3
Nanded	-	-	-	-	-
Ahmednagar	-	-	-	-	-
Yavatmal	-	-	-	-	-
Bhandara	-	-	-	-	-
Gadchiroli	-	-	-	-	-
Total	-	-	-	-	-

**Table 41 : Distribution of workers by opinions on quality of assets created – asset — graded bunding**

District (Weights)	Graded Bunding						Ave. Score %
	No work	Very good (3)	Good (2)	Average (1)	Not good (0)	Don't know	
Dhule	-	-	-	-	-	-	-
Nanded	-	28 28.3%	21 21.1%	1 1.0%	-	-	42.3
Ahmednagar	-	-	-	-	-	-	-
Yavatmal	-	-	-	-	-	-	-
Bhandara	-	-	-	-	-	-	-
Gadchiroli	-	-	-	-	-	-	-

**Table 42 : Distribution of workers by opinions on quality of assets created – asset – farm pond**

District (Weights)	Farm Pond						Ave. Score %
	No work	Very good (3)	Good (2)	Average (1)	Not good (0)	Don't know	
Dhule	-	-	-	-	-	-	-
Nanded	-	-	-	-	-	-	-
Ahmednagar	-	-	-	-	-	-	-
Yavatmal	-	-	57 96.6%	2 3.4%	-	-	38.7
Bhandara	-	-	50 67.6%	-	-	-	-
Gadchiroli	-	11 12.2%	2 2.2%	-	1 1.1%	-	-

**Table 43 : Distribution of workers by opinions on quality of assets created – asset—gabian**

District (Weights)	Gabian						Ave. Score %
	No work	Very good (3)	Good (2)	Average (1)	Not good (0)	Don't know	
Dhule	-	-	-	-	-	-	-
Nanded	-	-	-	-	-	-	-
Ahmednagar	-	-	-	-	-	-	-
Yavatmal	-	-	31 52.5%	-	-	-	20.67
Bhandara	-	-	-	-	-	-	-
Gadchiroli	-	-	-	-	-	-	-

**Table 44 : Distribution of workers by perceptions on REGS benefits to the community and development agencies**

	Demanding services from		Bringing together GP / CBOs, NGOs, officials as partners		Realisation by workers about		Creation of useful assets in GP
	Officials	GP	GP	NGOs, officials as partners	Right to work	Right to information	
Dhule	72 90.0%	77 96.3%	14 17.5%		56 70.0%	- -	80 100.0%
Nanded	47 47.5%	77 77.8%	56 56.6%		30 30.3%	12 12.1%	96 97.0%
Ahmednagar	11 13.6%	35 43.2%	14 17.3%		15 18.5%	4 4.9%	81 100.0%
Yavatmal	31 52.5%	31 52.5%	50 84.7%		-	-	59 100.0%
Bhandara	36 48.6%	50 67.6%	11 14.9%		30 40.5%	9 12.2%	65 87.8%
Gadchiroli	10 11.1%	54 60.0%	23 25.6%		25 27.8%	15 16.7%	70 77.8%
Total	207 42.9%	324 67.1%	168 34.8%		156 32.3%	40 8.3%	451 93.4%



**Table 45 : Distribution of workers by perceptions on REGS and reduction of migration of unskilled adults**

District (Weights)	At household level					At village level				
	Considerably (2)	Moderately (1)	No effect (0)	Cannot say (-)	Score (%)	Considerably (2)	Moderately (1)	No effect (0)	Cannot say (-)	Score (%)
Dhule	13 16.3%	45 56.3%	22 27.5%	-	44.4	35 43.8%	37 46.3%	8 10.0%	-	66.9
Nanded	58 58.6%	41 41.4%	-	-	79.3	49 49.5%	50 50.5%	-	-	74.7
Ahmednagar	34 42.5%	23 28.8%	22 27.5%	1 1.3%	56.9	36 44.4%	41 50.6%	4 4.9%	-	69.7
Yavatmal	-	-	50 84.7%	9 15.3%	-	-	-	50 84.7%	9 15.3%	-
Bhandara	6 8.1%	18 24.3%	49 66.2%	1 1.4%	20.5	-	31 41.9%	42 56.8%	1 1.4%	21.2
Gadchiroli	-	2 2.2%	88 97.8%	-	Neg.	-	3 3.3%	87 96.7%	-	Neg.
<b>Total</b>	<b>111 23.0%</b>	<b>129 26.7%</b>	<b>231 47.8%</b>	<b>12 2.5%</b>	<b>37.3</b>	<b>120 24.8%</b>	<b>162 33.5%</b>	<b>191 39.5%</b>	<b>10 2.1%</b>	<b>42.5</b>

**Table 46 : Distribution of workers by views on effectiveness of REGS implementation**

District (Weights)	Very effective (3)	Effective (2)	Less effective (1)	Not effective (0)	Cannot say (-)	Total	Score (%)
Dhule	7 8.8%	62 77.5%	11 13.8%	-	-	-	65.0
Nanded	7 7.1%	54 54.5%	1 1.0%	37 37.4%	-	-	43.8
Ahmednagar	34 42.0%	38 46.9%	9 11.1%	-	-	-	76.9
Yavatmal	-	58 98.3%	1 1.7%	-	-	-	66.1
Bhandara	4 5.4%	61 82.4%	9 12.2%	-	-	-	64.4
Gadchiroli	1 1.1%	32 35.6%	50 55.6%	7 7.8%	-	-	43.3
Total	53 11.0%	305 63.1%	81 16.8%	44 9.1%	-	-	58.7

**Table 47 : Distribution of workers by opinions on contribution of Sarpanch and GP members to effective implementation of REGS**

District (Weights)	Large extent (2)	To some extent (1)	Not at all (0)	N.A	Total	Score (%)
Dhule	3 3.8%	77 96.3%	-	-	-	51.9
Nanded	82 82.8%	17 17.2%	-	-	-	91.4
Ahmednagar	36 44.4%	35 43.2%	10 12.3%	-	-	66.0
Yavatmal	-	59 100.0%	-	-	-	50.0
Bhandara	22 30.1%	50 68.5%	1 1.4%	-	-	64.4
Gadchiroli	-	71 79.8%	18 20.2%	-	-	39.9
Total	143 29.7%	309 64.2%	29 6.0%	-	-	61.8

**Table 48 : Distribution of workers by opinions on contribution of officials to effective implementation of REGS**

District (Weights)	Large extent (2)	To some extent (1)	Not at all (0)	N.A	Total	Score (%)
Dhule	-	75 93.8%	-	-	-	50.0
Nanded	24 24.2%	75 75.8%	-	-	-	62.1
Ahmednagar	-	46 56.8%	35 43.2%	-	-	28.4
Yavatmal	-	59 100.0%	-	-	-	50.0
Bhandara	12 16.7%	53 73.6%	2 2.8%	5 6.9%	-	57.5
Gadchiroli	-	49 55.1%	19 21.3%	21 23.6%	-	36.0
Total	36 7.5%	357 74.4%	61 12.7%	26 5.4%	-	47.2

**Table 49 : Distribution of workers by opinions on contribution of awareness levels of community to effective implementation of REGS**

District (Weights)	Large extent (2)	To some extent (1)	Not at all (0)	N.A	Total	Score (%)
Dhule	24 30.0%	47 58.8%	9 11.3%	-	-	38.0
Nanded	97 98.0%	2 2.0%	-	-	-	99.0
Ahmednagar	-	52 64.2%	27 33.3%	2 2.5%	-	32.9
Yavatmal	-	59 100.0%	-	-	-	50.0
Bhandara	1 1.4%	34 45.9%	24 32.4%	15 20.3%	-	30.5
Gadchiroli	-	10 11.1%	1 1.1%	79 87.8%	-	45.4
Total	1 0.2%	276 57.1%	101 20.9%	105 21.7%	-	36.7

**Table 50 : Distribution of workers by opinions on contribution of awareness levels of active participation of local institutions (CBO's) to effective implementation of REGS**

District (Weights)	Large extent (2)	To some extent (1)	Not at all (0)	N.A	Total	Score (%)
Dhule	24 30.0%	47 58.8%	9 11.3%	-	-	59.4
Nanded	97 98.0%	2 2.0%	-	-	-	99.0
Ahmednagar	-	38 46.9%	29 35.8%	14 17.3%	-	23.5
Yavatmal	-	10 16.9%	-	49 83.1%	-	50.0
Bhandara	-	9 12.2%	26 35.1%	39 52.7%	-	12.9
Gadchiroli	-	6 6.7%	1 1.1%	83 92.2%	-	42.9
Total		223 46.2%	72 14.9%	188 38.9%	-	37.8

**Table 51 : Distribution of workers by opinions on contribution of awareness levels of development agencies like NGOs and social activists to effective implementation of REGS**

District (Weights)	Large extent (2)	To some extent (1)	Not at all (0)	N.A	Total	Score (%)
Dhule	-	30 37.5%	46 57.5%	-	-	19.7
Nanded	-	99 100.0%	-	-	-	50.0
Ahmednagar	-	40 49.4%	40 49.4%	1 1.2%	-	25.0
Yavatmal	-	9 15.2%	-	50 84.7%	-	50.0
Bhandara	-	-	-	74 100.0%	-	-
Gadchiroli	-	-	-	90 100.0%	-	-
Total		178 36.9%	86 17.8%	219 45.3%		33.7

**Table 52 : Distribution of workers by opinions on perceptions on improved knowledge of GP decision-making**

District (Weights)	Large extent (2)	To some extent (1)	Not at all (0)	N.A	Total	Score (%)
Dhule	1 1.3%	79 98.8%	-	-	-	50.6%
Nanded	80 80.8%	19 19.2%	-	-	-	90.4%
Ahmednagar	-	-	-	-	-	-
Yavatmal	-	-	-	-	-	-
Bhandara	7 9.5%	44 59.5%	1 1.4%	22 29.7%	-	55.8
Gadchiroli	37 41.1%	50 55.6%		3 3.3%	-	71.3
Total	137 28.4%	320 66.3%	1 .2%	25 5.2%	-	65.0

**Benefits:** Several tangible and intangible benefits are expected to flow from the NREGS to the workers. The employment days and wages are the key tangible ones and utility of assets to the community is another one. The workers of Dhule and Bhandara opined that the quality of rural connectivity (roads) works in their area is good (60-63 per cent). The contour bunding work in Ahmednagar was reported to be average (50 per cent) in quality. The graded bunding work in Nanded and farm pond works of Yavatmal were rated as below average (42-39 per cent).

On the whole, most of the works have been rated as poor quality in the selected GPs of the study districts (Tables 37 to 43). In spite of the poor quality, workers pointed out that the assets created are useful to the rural community (Table 44).

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The realisation of 'right to work' and 'right to information', confidence among the workers that they can demand services from officials and GP, awareness about the decisions at GP etc., are the main intangible outcomes. Tables 45 to Table 56 contain information on such aspects.

As a consequence of REGS, 67 and 43 per cent of workers felt that they can demand service from GP and officials, respectively. Hardly 11 -14 per cent of workers of Ahmednagar and Gadchiroli are confident of demanding services from officials. Workers of Yavatmal and Nanded opined that REGS has given an opportunity to bring GP and other local institutions together. In other districts, such as cooperation was not visible. It is encouraging that 70 per cent of workers of Dhule felt that they realised their right to work through participation in REGS (Table 44).

One of the expected effects of REGS is reduction in (push) migration and such impact is more visible in Nanded, Ahmednagar and Dhule only (Table 45). The overall effectiveness of planning and implementation of REGS as perceived by workers varied between 43 per cent (Gadchiroli and Nanded) and 77 per cent (Ahmednagar) (Table 46). For the reported performance of REGS, Sarpanch and GP members' contribution was perceived to be more (62 per cent), compared to officials (47 per cent) followed by awareness levels of community, local Institutions and NGOs / Social Activists (Tables 47 - 51). The inter-district variations were evident in the contributions of each category. Several workers of Nanded, Gadchiroli, Bhandara and Dhule reported that their knowledge about decision making at GP was far better after implementation of REGS (Table 52).

The most important tangible outcomes expected from REGS are additional employment and wage incomes. Tables 53-56 provide data on these gains across caste/social groups and districts. It is disheartening to note that 397 out of 471 sample households obtained employment for less than 40 days; 139 for less than 20 days. The average number of days of employment per worker (household) was 31 (48) days and the wage income for REGS were to the tune of Rs.3410 per household during 2006-07.

**Table 53 : Caste-group-wise number of workers and employment generation**

Caste Group	No. of households	Total number of REGS workers	Average number of employment days per worker	Average number of workers per household
SC	154	265	32	1.72
ST	120	190	28	1.58
OBC	106	149	24	1.40
OC	91	153	39	1.68
Total	471	757	31	1.61

\* Note: In respect of 12 households, employment data were not consistent and thereby deleted.

**Table 54: Caste-group-wise number of days employment-wise distribution of households**

Caste Group	No. of days of employment			Total
	Up to 20	21-40	41-60	
SC	37	92	25	154
ST	49	55	16	120
OBC	52	48	6	106
OC	1	63	27	91
Total	139	258	74	471



**Table 55: Average number of days of employment, market wage rate and wages received from REGS**

(Per worker)

Caste Group	Average number of days of employment (in the absence of REGS)	Market wage rate (Rs. / day)	Employment through REGS (days/ year)	Total wage received from REGS (Rs. / per annum)
SC	145	52	32	2192
ST	131	45	28	1967
OBC	131	47	24	1435
OC	120	48	39	3129
Total	134	49	31	2176

**Table 56 : Average number of days of employment, market wage rate and wages received from REGS**

District	Average number of days of employment through REGS per		Average number of days of employment (in the absence of REGS)	Market wage rate (Rs./ day)	Average wage income from REGS (Rs.) per	
	Worker	Household			Worker	Household
Dhule	39	72	161	48	2767	5223
Ahmedbagar	40	64	91	51	3282	5307
Nanded	38	74	193	42	2816	5490
Yavatmal	14	16	151	46	637	702
Bhandara	22	34	146	57	1100	1709
Gadchiroli	15	17	10	51	863	978
Total	31	48	134	49	2176	3410

**Physical and Financial Performance of REGS at State Level**

As per the MoRD website, about 27.5 lakh households were issued job cards. The performance of NREGS in Maharashtra during 2006-07 was ineffective (see the statement given below for details). On an average, the participating worker household got 45 days of employment from the Scheme. Though this programme is open to all, the participation of the socially disadvantaged (SCs, STs and women) is encouraging from the poverty alleviation point of view. It is reported that less than two per cent of the households could obtain 100 days of employment. This indicates that there is scope to adopt better interventions and improve structural deficiencies of REGS Scheme in Maharashtra to improve the average number of employment days per worker and household especially in Dhule and Gadchiroli.

**Table 57 : Performance of NREGA in sample districts: Maharashtra (2006-07)**

Indicators	State	Selected Districts of NREGA from Maharashtra					Yava- tmal
	Mah.	Ahme- dnagar	Bhandara	Dhule	Gad- hiroli	Nan- ded	
1. % of households (hhs) demanding work to hhs issued job cards	12.8	6.5	17.6	23.6	26.2	10.7	18.3
2. % of hhs provided employment to households demanding employment	109.04	100.0	100.0	100.0	100.0	100.0	100.0
3. % hhs provided with 100 days of employment	1.4	2.7	0.1	—	—	—	0.5
4. Utilisation of funds (%)	35.86	9.94	34.58	46.41	29.97	28.24	79.71
5. Employment days (Million)	15.9	0.99	0.83	1.84	0.88	2.45	1.30
6. Employment per household (days)	45	30	25	48	23	67	27
7. Share of SCs in employment (%)	16.2	12.1	19.6	12.8	8.3	22.8	23.0
8. Share of STs in employment (%)	40.9	17.5	16.4	52.8	64.0	19.6	26.2
9. Share of women in employment (%)	37.07	4.52	52.05	44.97	51.07	36.47	0.77

Source: <http://nrega.nic.in>, as on 9.11.2007.

There were about 321267 lakh households in the six selected REGS districts, during the financial year 2006-07. Of these, only 1.07 lakh households (33.2 per cent) had applied for registration and job cards under REGS. The GPs issued job cards to all these households. The category-wise distribution of these job cardholder households is shown in Table 58.

**Table 58 : Households with job cards**

Category of Hous- ehold	No. of Households Issued with Job Cards						
	Ahme- dnagar	Bhan- dara	Dhule	Gad- hiroli	Nanded	Yava- tmal	Mahar- ashtra
SC	75925 (14.78%)	33621 (17.82%)	21507 (13.19%)	16319 (11.21%)	133228 (38.97%)	56840 (21.55%)	541838 (19.68%)
ST	62352 (12.14%)	16757 (8.87%)	27172 (16.68%)	55717 (38.28%)	71738 (21.0%)	75486 (28.63%)	746379 (27.11%)
Others	375281 (73.07%)	138600 (8.84%)	114394 (70.14%)	73497 (50.51%)	136644 (40.0%)	131381 (49.83%)	1464830 (53.21%)
Total	513558 (100%)	188978 (100%)	163073 (100%)	145533 (100%)	341610 (100%)	263707 (100%)	2753047 (100%)

**Table 59 : Proportion of participating households completing 100 days of employment under REGS during 2006-07**

S. No.	Category of household/ person	Employment generation in lakh Persondays(%)						
		Ahmednagar	Bhandara	Dhule	Gadchiroli	Nanded	Yavatmal Maharashtra	
1	SC Households	4050 (12.08%)	4121 (2.91%)	5000 (3.55%)	24797 (17.56%)	8207 (5.81%)	18549 (13.1%)	141241 (100%)
2	ST Households	7591 (22.64%)	1930 (0.064%)	20000 (0.66%)	189528 (6.33%)	7373 (0.25%)	28896 (0.97%)	2991830 (100%)
3	Women	433 (7.33%)	4.32 (7.31%)	8.31 (14%)	4.53 (7.67%)	8.96 (15.17%)	0.1 (0.16%)	59.05 (100%)
	Total (SC/ ST+ others including women and physically challenged)	33526 (100%)	21716 (0.64%)	38000 (1.12%)	275340 (8.10%)	36587 (1.07%)	78221 (2.30%)	3398649 (100%)

**Table 60 : Financial allocations under REGS at State level during 2006-07**

(In rupees lakh)

Type of Funds Allocation	Financial Allocations						
	Ahmednagar	Bhandara	Dhule	Gadchiroli	Nanded	Yavatmal/Maharashtra	
Opening Balance as on 1/4/2006	2879.8	2345.27	1921.13	1588.91	3058.97	2439.23	24624.22
Released last year and received during current year 2006-07	859.77	0	0	0	965.8	0	3888.68
State	0	0	0	0	0	0	0
Total	859.77	0	0	0	965.8	0	3888.68
Released during current year	1629.43	1149.98	975.68	1223.67	1830.38	1729.77	19235.64
State	0	0	0	0	0	318.85	529.32
Total	1629.43	1149.98	975.68	1223.67	1830.38	2048.62	19764.96
Misc. Receipts	101.67	26.48	0	100.71	0	103	415.8
Total Fund	5470.67	3521.73	2896.81	2913.29	5855.15	4590.85	48693.66
Availability for REGS during 2006-07 (1+2+3+4)	9.94	34.58	46.41	29.97	28.24	79.71	35.86
Utilisation of available funds (%)							

**Table 61 : Financial utilisation under REGS at State level during 2006-07**

Type of Utilisation	Financial utilisation in lakh Rs. (%)					
	Ahmednagar	Bhandara	Dhule	Gadchiroli	Nanded	Yavatmal Maharashtra
On unskilled wage component	480.2 (2.90%)	1215.57 (7.36%)	1257.86 (7.61%)	860.41 (5.20%)	1619.7 (9.80%)	3336.68 (20.20%)
On semi-skilled&skilled wage component	51.1 (7.55%)	0	84.99 (12.55%)	0	27.56 (4.07%)	139.5 (20.60%)
On material	0.86 (0.47%)	0	0	0	0	176.05 (96.2%)
On contingencies (including expenditure at DRDA level)	11.81 (14.1%)	2.07 (2.48%)	1.67 (2.0%)	12.82 (15.36%)	6.01 (7.2%)	7.25 (8.69%)
<b>Total</b>	<b>544.03 (3.11%)</b>	<b>1217.64 (6.98%)</b>	<b>1344.52 (7.70%)</b>	<b>873.23 (5.00%)</b>	<b>1653.27 (9.47%)</b>	<b>3659.48 (20.95%)</b>
Fund utilisation as % of total available funds	9.94	34.58	46.41	29.97	28.24	79.71
						35.86

Source: Departmental Reports.

Figures in parentheses indicate percentages.

**Table 62 : Performance of National Rural Employment Guarantee Scheme (NREGS)- Overall Effectiveness Index (2006-07) – Maharashtra**

Areas (Indicators)	Maximum score	Ahmed-nagar	Bhan-dara	Dhule	Gadchi-rola	Nanded	Yavatmal	Maharashtra
1	3	4	5	6	7	8	9	10
A. General	7.3	0.3	1.2	1.5	1.0	1.0	2.6	1.26
- Utilisation of funds	3.3							0
B. Awareness of workers	15.8	3.86	5.5	4.7	5.15	6.99	1.92	4.7
- About NREGA provisions (days of employment, unemployment allowance, wages to be paid, time limit for payment of wages etc.)	4.8	0.1	0.48	0.1	0.6	1.1	0.1	0.4
- About RTI	1.5	0	0.21	0	0.13	0	0.025	0.1
- About Social Audit	2.2	0.04	0.06	0.04	0.14	0.04	0.04	0.1
- About Official to be contacted and procedure for seeking work	3.1	1.55	1.92	0.86	1.55	1.76	1.11	1.5

(Contd...)



**Table 62 : (Contd...)**

1	2	3	4	5	6	7	8	9	10
	- About VMC and <i>Gram Rozgar Sevak</i>	1.6	1.6	0.94	1.6	1.02	1.6	0.25	1.2
	- About works under REGS	2.6	0.57	1.89	2.10	1.71	2.49	0.39	1.5
C.	Display of information on works and wages at Gram Panchayat (GP)	3.5	2.24	3.18	0.21	3.18	3.5	3.08	2.6
D.	Worksite facilities (shade, creche, first aid, drinking water, muster roll)	5.2	3.12	2.23	3.7	2.08	2.0	2.23	2.6
E.	Participation of workers in Gram Sabha and Social Audits	4.7	2.35	0.047	1.17	0.8	0.8	0.84	1.0
F.	Issue of job card and time taken for provision of employment	12.7	3.88	7.03	3.88	3.88	3.88	3.88	4.4
	- Provision of work within 15 days	9.0	0.18	3.33	0.18	0.18	0.18	0.18	0.7

(Contd...)

Table 62 : (Contd...)

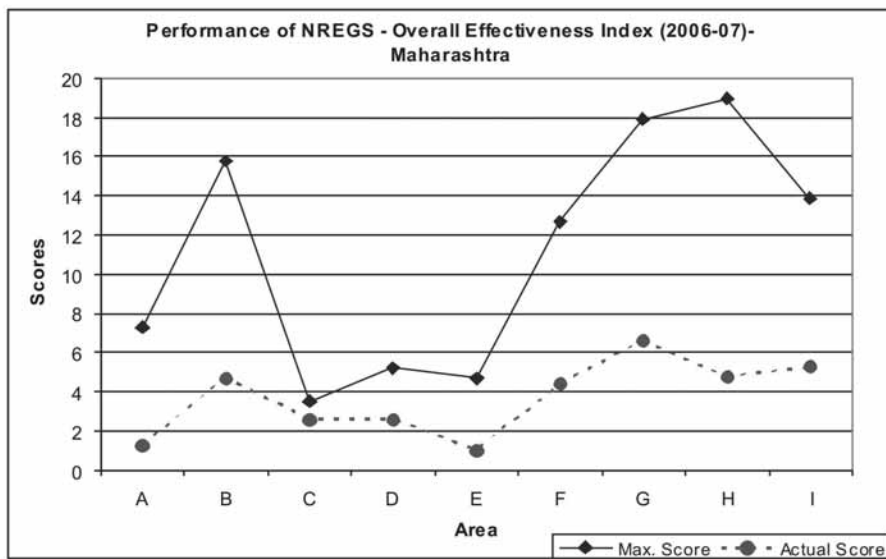
1	2	3	4	5	6	7	8	9	10
	- % of households which obtained the job cards free of cost	3.7	3.7	3.7	3.7	3.7	3.7	3.7	3.7
G.	Payment of wages (within 15 days and full payment)	17.9	7.85	7.24	7.11	5.04	7.07	5.54	6.6
	- Receipt of minimum and equal wages	4.8	2.44	2.97	3.02	3.07	2.98	4.73	3.2
	- Timely payment	5.9	0.21	0.15	0.15	0.15	0.15	0.20	0.2
	- Issue of wage slips	3.5	1.50	0.42	0.24	1.05	0.24	0.24	0.6
H.	Gains / Benefits	19.0	5.47	3.554	6.25	3.63	7.08	3.01	4.8
	- Average number of days of employment	6.3	4.0	2.1	4.5	0.9	4.6	1.0	2.9
	- % share of SCs and STs in employment	3.5	0.14	0.63	1.57	1.29	1.26	1.08	1.0
	- % share of women in employment	3.6	1.18	0.82	0.18	1.44	1.22	0.9	1.0
	- % hhs with 100 days of employment	5.6	0.15	0.004	0	0	0	0.03	0.0

(Contd...)

**Table 62 : (Contd...)**

1	2	3	4	5	6	7	8	9	10
I.	Perceptions of workers	13.9	5.31	4.61	5.92	3.77	8.1	3.94	5.3
	- Realisation about 'Right to work'	1.9	0.34	0.76	1.33	0.51	0.57	0	0.6
	- Realisation about 'Right to information'	1.2	0.048	0.14	0	0.19	0.14	0	0.1
	- Quality of assets created	1.7	0.47	0.34	0.83	0.25	1.15	0.49	0.6
	- Usefulness of assets to community	1.7	0.54	0.51	0.64	0.76	1.68	0.85	0.8
	- Realisation that people can demand work from officials & GP	2.0	0.56	1.14	0.9	0.7	1.22	1.04	0.9
	- Effect of REGS - Increase of wages of unskilled workers in other works	1.9	0.83	0.19	0.02	0.01	0.89	0.019	0.0
	- Reduction in the migration due to NREGS	1.4	0.96	0.29	0.92	0.14	1.03	0.28	0.3
	- More informed about decision making at GP	1.1	0.8	0.60	0.6	0.78	0.99	0.6	0.6
	- Effectiveness of planning and implementation of REGS	1.0	0.76	0.64	0.68	0.43	0.43	0.66	0.7
J.	Overall Effectiveness of REGS	100.0	34.38	34.59	34.44	28.53	40.42	52.01	33.3

**Performance of National Rural Employment Guarantee Scheme (NREGS) - Overall Effectiveness Index (2006-07) - Maharashtra**



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

Maharashtra has vast experience in implementing Employment Guarantee Scheme in the State for more than two decades and over the years developed certain practical healthy conventions and in-built checks in the administrative system. The State also has been pro-Panchayati Raj Institutions and has made serious attempts to strengthen the PRIs across levels. Given the backdrop, the present NREGS is an improvised version of their EGS supported by a strong entitlements and rights issue enveloped in the programme. The State was definitely placed on a different plane in terms of assessment related to awareness levels, utilisation of funds, time

taken to issue job cards and provision of employment, payment of full wages within a fortnight, share of SCs / STs / and women wage seekers, and the overall perception on NREGS was presumed to be better poised on a comparative scale of analysis. As stated earlier, the State has developed healthy conventions viz., **Chavadi Vachan** (disbursal of wages in public) to check leakages. Taking into account the salient features of NREGS and broad guidelines, a set of performance indicators were evolved. Scores were worked out based on the weightages given by a panel of judges. Using the field level data from the six districts, the overall performance scores of NREGS in the study districts were arrived at.

The positive points on which the State had a better score are 'display of information on works and wages at GP'; score for 'worksite facilities'; for percentage of households which obtained the job cards free of cost; for receipt of minimum and equal wages; for not facing any problem in receipt of full wages and for average number of employment. These scores definitely suggest that the State's enormous experience has enabled them to create better supportive structures to deliver the programme. The hidden issue being that while analysing across the study districts, Yavatmal, Gadchiroli, Dhule and Bhandara need to strengthen their delivery system and also finetune it to the existing operational issues.

Among the study districts, Nanded ranks high in overall effectiveness of REGS followed by Bhandara, Dhule, Ahmednagar, Gadchiroli and Yavatmal. The performance indicators on which the district had an edge over the others was on aspects related to awareness on NREGA provisions, right to information and works; display of information on works and wages at Gram Panchayat; average number of days of employment; quality and usefulness of assets created; usefulness of assets to community, realisation that people can demand work from officials and Gram Panchayat; increase of wages of unskilled workers in other sectors/works; reduction in migration due to NREGS; and last but not the least, more informed about decision making at the GP.

Among the other study districts, it is observed that awareness regarding officials to be contacted and procedure for seeking work, provisions of RTI, provision of work within 15 days, timely payment, issue of wage slips, increasing the percentage share of 100 days of employment, quality and usefulness of assets to the community need to be adequately addressed to bring in a qualitative improvement in the programme.

Keeping in view the performance levels at Nanded, the State had to gear up itself in terms of creating awareness on aspects related to 'Right to information' and given the plethora of credible NGOs operating in the State, sincere attempts need to be made to rope these institutions on community mobilisation and capacity building aspects. A healthy community mobilisation process coupled with effective awareness levels and capacity building efforts paves way to accelerate the performance level across the State. Both the officials and the elected representatives need to envision the programme and focus their efforts in strengthening the capabilities of the supportive technical staff and field assistants. Similarly, elected representatives at all levels, with special focus on Gram Panchayat representatives, training programmes need to be designed on aspects related to technical knowhow on identified categorisation of works, preparation of shelf of projects and a blue-print on possible convergence of schemes across levels. This issue needs to be addressed as elected representatives are not evincing keen interest in the programme with a strong belief that the assets created are not long lasting. The training efforts need to gear it in transmitting the message that convergence of programmes, would enable the community in identifying durable assets, mop up both human and financial resources and formulate those works that enhance an improvement on both quality and durability of assets. Maharashtra State by design has strengthened the PRIs with a better administrative support structure and thus enabling them to enhance qualitatively the decision-making process. Both sustained and timely support from NGOs, SHGs, village monitoring committee members, and youth would improve on aspects related to better organisation of Social

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Audit by the stakeholders, community mobilisation and capacity building efforts. The field data across districts also support that special care needs to be taken on worksite facilities, display of information on works and wages at GP and encourage and motivate both wage seekers and other stakeholders to participate actively in Gram Sabhas and Social Audits. A qualitative improvement would enable all stakeholders to prepare a better road map and usher in an environment wherein all stakeholders of the programme participate and reduce the social and economic inequities in the rural society.

## CHAPTER - IV

### **Summary, Concluding Observations and Conclusion**

The process study has clearly brought out the deficiencies in planning and implementation of NREGS in the State of Maharashtra during 2006-07. The members of SEGC and officials of nodal department have taken interest in the dissemination of information and establishment of MIS. Some of the officials opined that the scope for undertaking watershed related works in Maharashtra was limited since under the Maharashtra Employment Guarantee Scheme (1972 - ) these activities were taken on a large scale.

For better planning and implementation, there is need for comprehensive and periodic training for all the levels of officials and more so elected representatives. Also there is need to supplement the capacity building initiatives through provision of checklists. The use of IT at all levels (at least up to block level) would be beneficial to the development functionaries and they can also be tracked on all aspects of the programme and extend functional support at all levels. This also strengthens the MIS and facilitates monitoring system to be more effective. The IT applications in REGS in the State of Andhra Pradesh are an illustrative case to promote transparency in the system.

Funds utilisation was low for various reasons including lack of motivation among officials and inadequate capabilities among GP level functionaries. The mode of payment by cash is not desirable. Although, there are difficulties in opening bank account or payment through post offices, yet the latter is a better option to check embezzlement of funds.

Since BDO is given additional charge of programme officer, there is a dire need to have more supporting staff at the block level to cope with the tasks as REGS need to address more as a constitutional guarantee rather than a scheme. At the block level there is a need for separate staff including



technical experts (Technical and Computer Assistants) to avoid delays both in preparation of estimates and sanctioning of works. Also at the GP level there is a need to prepare work estimates to avoid delays in implementation and enhance the funds utilisation. Capacity Building to both elected representatives and *Gram Rozgar Sevak* would enable them to appreciate and understand programme guidelines in letter and spirit. Similarly, *Gram Rozgar Sevak* (GRS)'s role clarity needs to be defined, for better performance levels.

At the GP level there is a need to take up more work in order to meet the demand for work and also to avail of guaranteed hundred days of employment. Seasonal timings of (summer) work is scheduled in advance to facilitate wage seekers to avail of both agriculture and other works in lean season. The role of Gram Sabha in bringing more accountability, transparency was not found to be insignificant since the levels of awareness and participation of people were low. The need for awareness building at community level is obvious and it would result also in better implementation of the Scheme. GP Sarpanch and members need more training in the area of planning. 'Social Audit' should be linked with release of funds and conduct of Social Audit has brought out qualitative changes in implementation in several places in India. The role of NGOs and CBOs is very important as it would enhance the level of awareness among people and in smooth conduct of Social Audits. In GPs, where Sarpanch / Secretary are not evincing interest in the REGS, the CBOs can bring pressure on them and act as a lobbying force. The CBOs can organise the workers and enable them to demand work, facilitate to provide worksite facilities, etc., in certain pockets wherein the availability of wage seekers is low or disinterested workers are around, under these circumstances, and machines may be utilised. Both the Gram Sabha and the Gram Panchayat need to need give substantive evidence on these grounds. It would be beneficial to constructively involve both CBOs and VMCs as an overall monitoring and supervising body during implementation and payment of wages. VMCs may be constituted with village elders and socially acceptable people, and ward members and by design keeping the Gram

Panchayat Sarpanch away from direct involvement in VMC activities. The members stated that no unemployment allowance was paid and the programme could not plan projects by converging with other programmes. The members agreed that there was variation in the performance of NREGS across the districts in the State. The reasons stated include the differences in geographical terrain, socio-economic profiles of the villages and proximity of some of the GPs to urban centers.

The overall performance of NREGS during 2006-07 in the study districts of Maharashtra was moderate (< 40 per cent). All-out efforts have to be made by the DRDAs and DPCs to enhance the effectiveness of NREGS. Awareness building among the community is crucial for this 'rights' based programme and also for grassroots development professionals. The CBOs and NGOs have to be involved to generate awareness on all the salient features of NREGS including grievance redressal procedures. The institutional arrangements for pre-implementation activities, planning in a participatory mode, community involvement in monitoring and Social Audit have to be strengthened to make the NREGS very effective. Such arrangements would result in making the local governance more democratic and accountable.

**Annexure - I**

**Towards Effective Implementation of REGS**

Role of Nodal Department dealing with NREGA in Maharashtra	
	Role of state Nodal Department Maharashtra
1	Name of Nodal Department State Government
2	Respondent -
3	Issues relating to wages No
	- Status of work-motion studies Nil
	- Adoption of Standard Schedule of Rates Nil
	- Minimum wage of agriculture labour in the State (Rs. / day) Rs. 68/-
	- Wages under REGS (Rs. / day) Rs. 68/-
4	Establishment of MIS Out of 183, 143 MPR Filled up
	- Effectiveness of MIS Good
5	Strategies adopted for the following and effectiveness Training, Press conference,
	- Awareness about NREGA
	- People -strategy Posters, wall slogans, hand-books, songs etc.
	- Effectiveness Effective
	- Local institutions - strategy Training
	- Effectiveness Effective
	- Publicity of minimum wages - strategy
	- Effectiveness -
	- Monitoring - strategy Staff already exist
	- Effectiveness Good
	- Redressal of Grievances - strategy EGS Staff already exist
	- Effectiveness Good

(Contd...)

**Annexure - I (Contd...)**

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	- Physical Audit	- strategy	-
	- Effectiveness		-
	- Financial Audit	- strategy	-
	- Effects		-
	- Social Audit	- strategy	Muster roll verification, open for public by net, muster roll open for public
	- Effectiveness		Effective
6	Capacity Building of functionaries on		-
i	State officials - NREGA		State Programme Co-coordinator- Through YASHADA give trainings, By net information.
	- RTI		Ministry of Information & Broadcasting-Information displayed in web to public, Awareness, Training
	- Social Audit		State Programme Co-coordinator- Gram Sabha motivation, training, wall paintings & slogans
ii	Dist. officials - NREGA		District Programme Co-coordinator / District Collector- Training, posters, handbook, <i>kalapathaks</i>
	- RTI		Additional District Programme Co-coordinator / Dy. Collector EGS -Awareness campaign, training, information displayed on web to public

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(Contd...)

**Annexure - I (Contd...)**

	- Social Audit	Additional District Programme Co-coordinator / Dy. Collector EGS -Training, Gram Sabha motivation, training, wall paintings & slogans.
iii	Block officials - NREGA	Programme Officer / Tahsildar-Trainings, meetings, handbook distribution
	- RTI	Block Development Officer (BDO)- Gram Sabha, Complaint register, Awareness campaign, Training, Information displayed on web to public.
	- Social Audit	Block Development Officer (BDO)- Gram Sabha motivation, Training, wall paintings and slogans, training
iv	Elected representatives of PRIs	
	- ZP - NREGA	ZP President-Address the Gram Sabha, training, involvement in the Scheme
	- RTI	ZP members – training, address the Gram Sabha
	- Social Audit	ZP President-visit to Gram Sabha.
	- IP - NREGA	Sabhapati / IP President-Address Gram Sabha, training, involvement
	- RTI	IP Members-People's awareness, Address Gram Sabha

(Contd...)

**Annexure - I (Contd...)**

	- Social Audit	Sabhapati / IP President-Visit to Gram Sabha, People's participation
- GP	- NREGA	Sarpanch / <i>Gram Sevak</i> - Awareness in workers
	- RTI	GP Members / Sarpanch- Awareness in workers
	- Social Audit	GP Members / Sarpanch-Gram Sabha-Social Audit open to all
v	Other Stakeholders	
- NGOs	- NREGA	Social workers -Involvement in Gram Sabha
	- RTI	Social workers-- Involvement in Gram Sabha
	- Social Audit	Social workers-- Involvement in Gram Sabha
- VMCS	- NREGA	VMC Members-Participation, Involvement in Gram Sabha.
	- RTI	VMC Members-Participation, Involvement in Gram Sabha
	- Social Audit	VMC Members-Participation, Involvement in Gram Sabha
- SHGs	- NREGA	SHGs Members - Participation
	- RTI	SHGs Members - Participation
	- Social Audit	SHGs Members - Participation
7	Complaints and follow-up action in regard to	- Nil

(Contd...)

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**Annexure - I (Contd...)**


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i	Not getting minimum wages	- Nil
	a) received complaints	- Nil
	b) Remedial action proposed	- Nil
ii	Schedule of rates	- Nil
	a) received complaints	- Nil
	b) Remedial action proposed	- Nil
iii	Norms for work measurement	- Nil
	a) received complaints	- Nil
	b) Remedial action proposed	- Nil
iv	Wage rates	- Nil
	a) received complaints	- Nil
	b) Remedial action proposed	- Nil
v	Publicity on REGS	- Nil
	a) received complaints	- Nil
	b) Remedial action proposed	- Nil
vi	Release of funds to districts	- Nil
	a) received complaints	- Nil
	b) Remedial action proposed	- Nil
8	Major comments from internal auditor on REGS	- Nil
9	Key issue emerged out of Social Audits in the State	- Nil
10	Queries on REGS under RTI Act, if any	- Nil
11	Extent of achievement of -	Nil
i	Transparency in Decision making	Some extent
ii	Transparency in implementation	Some extent
iii	Accountability of Officials	Some extent
iv	Accountability of Elected Representatives	Some extent

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(Contd...)

**Annexure - I (Contd...)**

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12	Performance of REGS in the State - Rating	Good
i	Factors responsible for the above performance	- Nil
13	Reasons for inter-district variations	Different social structure
14	Suggestions for improvement	Avoid documentation, more awareness

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**Views of Officers of the State Nodal Department on NREGS**

1. Fund utilisation is less as compared to allocation of fund.
2. Balance of fund is more but utilisation process is very slow.
3. No use of Right to Information Act at ground level.
4. Lack of information in GP, block levels
5. The role of vigilance and monitoring committee is more important but due to lack of information, VMC is not actively involved in this Scheme.
6. Also the concept of Social Audit is more important but not effectively implemented.
7. Requirement of more awareness in official as well as non-official levels.
8. No better involvement of elected representatives.

**Suggestions**

1. Government of India may fix minimum wage rate for the whole country.
2. Allow individual beneficiary schemes on the lines of State EGS i.e. without muster.
3. Allow individual beneficiary schemes to all.



*Annexure 125*

4. Require more fund utilisation.
5. Requirement of more awareness in all the levels of official and non-official.
6. Role of NGO is important to generate more awareness.
7. Need for more trainings and experts at all levels.
8. Need for separate staff of NREGS at district, block and GP levels.
9. Want flexibility in provision of 80 per cent watershed and 20 per cent development work.

# **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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