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# **Impact of NREGA on Wage Rates, Food Security and Rural Urban Migration in Maharashtra**

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## Foreword

The agricultural sector has been showing deceleration in growth rate which was as low as 2 percent during the period 1997-98 to 2004-05. Since agriculture is unable to sustain the livelihood of a huge workforce dependent on it, the National Rural Employment Guarantee Act (NREGA) was implemented in 2006 to provide safety net to the rural poor and weaker sections. The Act aims at generating employment leading to asset creation in the rural areas and specifically in the agricultural sector. In fact, Maharashtra was the pioneer state to implement the Maharashtra Employment Guarantee Scheme (EGS) Act in 1979. In view of this, this study titled 'Impact of NREGA on Wage Rates, Food Security and Rural Urban Migration' was entrusted to the Agro Economic Research Centre, Gokhale Institute of Politics and Economics, Pune by the Ministry of Agriculture, Government of India, New Delhi.

This report studies working of NREGA in the state of Maharashtra and highlights its impact and also seeks to look at the constraints faced and prospects of the scheme in the state. The available data suggests that the state has not been able to show a satisfactory performance in terms of employment generated and assets created. It appears that NREGA has not been able to generate employment comparable to that under EGS (before implementation of NREGA). It has created demand for work mainly in the most backward districts of the state where it was implemented in Phase I. The findings of the survey conducted in the sample districts bring out poor economic status of the beneficiary households as against the non beneficiary households. The analysis also reveals importance of NREGA in enhancing food security, reducing poverty and outmigration from the villages to a certain extent. Reduced migration, increased purchasing power and increasing level of general awareness due to NREGA have made it possible for the households to concentrate on children's education. However, discussions with the village level officials which are the main machinery for implementation of NREGA reveal that the machinery has come under tremendous stress with the implementation of the Act adversely affecting their mobility and efficiency. Difficulties in planning for works in all the villages on a continuous basis, non availability of land with some of the line departments for starting NREGA work, non availability of technicians are some of the problems encountered.

Popularising the scheme by providing employment in time at comparable wages will go a long way in improved performance of this employment programme and will also benefit the agricultural sector of the state.

It is hoped that the results of the study would be useful for the researchers and the policy makers as well.

I thank Dr. Jayanti Kajale and Dr. Sangeeta Shroff for undertaking this study on behalf of the Centre.

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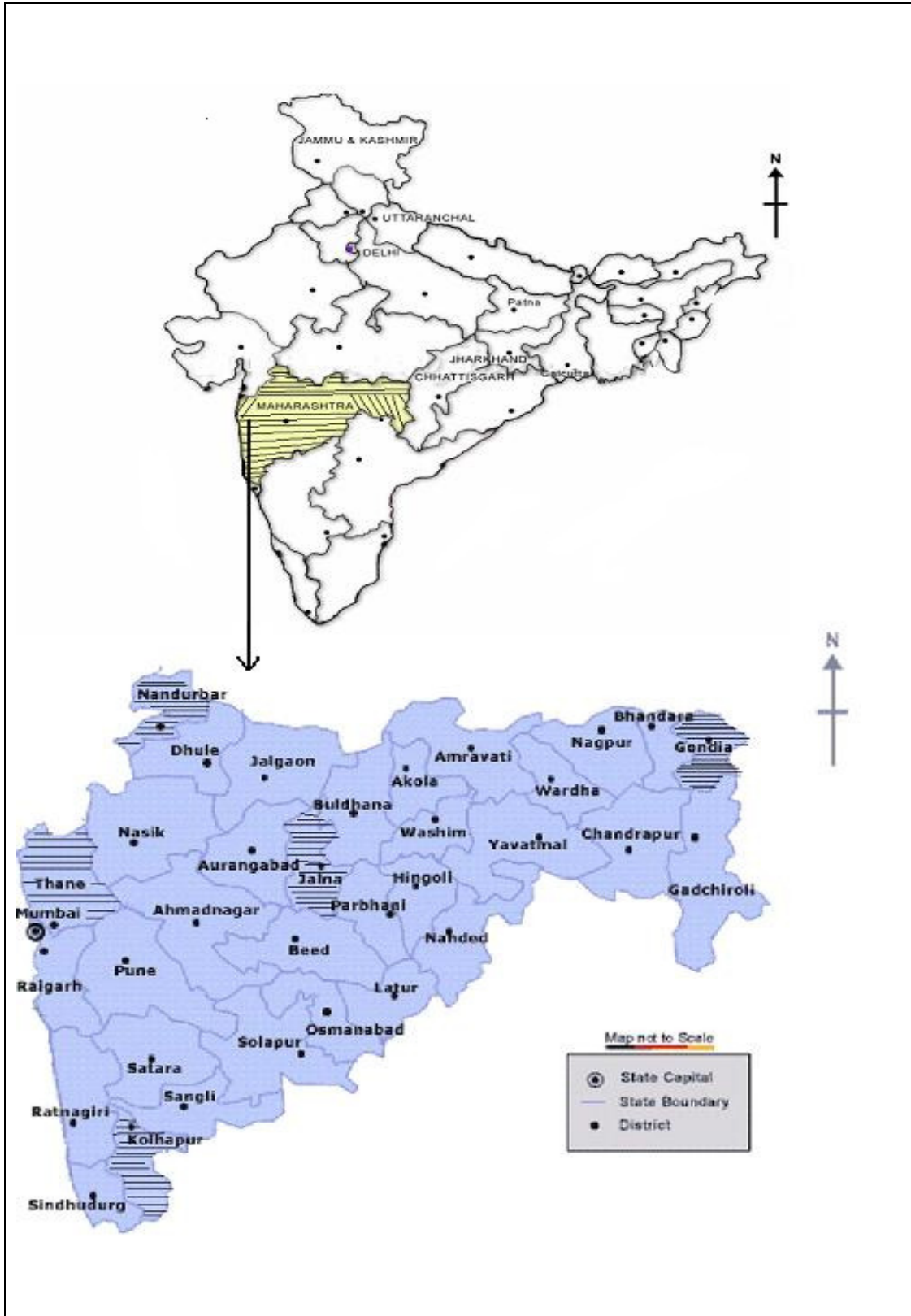
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Map No.1.1 Sample Districts of Maharashtra





## **Introduction**

### **1.1 Introduction**

The implementation of National Rural Employment Guarantee Act (NREGA) by the central government in 2006 is considered to be a landmark policy decision in terms of its socio-economic and political dynamics. The scheme backed by the Act aims at providing safety net to the rural poor and weaker sections when other livelihood options are scarce and inadequate. It also aims at creation of durable assets which will improve the quality / potential of natural resource base in the rural areas. Provision of at least 100 days of employment to every household with one third participation of women, provision of work within 15 days of registration through Gram Panchayat(GP), payment of minimum and equal wages and payment of unemployment allowance are some of the important features of this scheme. Being a demand driven public programme it has the potential of inclusion of the poorest of the poor population in its activities. The scheme aims to satisfy the objectives of transparency and accountability through the tools of social audits and usage of information technology and of financial inclusion through opening bank accounts of the beneficiaries. Reports from different regions of the country have presented a positive feedback as far as employment generation and potential of the scheme to organize and mobilize rural poor are concerned (Khera, 2008; Khera and Nayak, 2009). The employment generated under NREGA has been continuously increasing. The scheme has shown satisfactory results in terms of employment in the most backward states and participation of the weaker sections (NCAER, 2009). In the initial year of operation - in 2005-06, 88.78 crore man days of employment were generated in the country. By 2009-10, the man days of employment generated more than tripled and reached a figure of 283. 59 crore at all India level. The massive scale of operation of this scheme has the potential to change the face of rural economy in terms of generation of employment and purchasing power, food security, creation of assets, decentralization and empowerment of the weaker sections of the society.

Nonetheless there are studies and media reports which point out flaws in the system and the need for strengthening the same (Bhatia and Dreze, 2006; Chakraborty, 2007; Vanaik and Siddhartha, 2008; NCAER, 2009). Corruption, noncompliance with the provisions of the Act in terms of delays in providing employment as well as in making wage payments, problems relating to monitoring of the works undertaken are a few major problems. In spite of the loopholes and flaws in the present delivery mechanism of NREGA, majority of the studies have pointed out the potential of NREGA to bring about positive changes in the rural areas. Reforms in the existing administrative set up of the scheme are extremely essential for sustaining the programme in future and for fulfilling its objectives.

## **1.2 Historical Background**

The state of Maharashtra was a pioneer state to provide guarantee of employment to the rural poor during the drought years of early 1970s. In fact a pilot employment guarantee scheme was implemented way back in 1965 and was later extended to all rural areas and areas of “C” class Municipal Councils of Maharashtra in 1972. Finally, The Maharashtra Employment Guarantee Scheme (EGS) Act came into existence in 1979.

Since its inception in 1972 till 2005-06, Maharashtra EGS has generated 427.7 crore person days of employment (<http://mahaegs.nic.in>). The works related to EGS are mainly irrigation, forestry, works related to roads, horticulture, Jawahar wells, etc. A number of studies have found that the employment and the income generated by the EGS had a significant impact on economic status of the rural poor. It has been found that it performed better than other poverty alleviation programmes like National Rural Employment Programme, Rural Landless Employment Guarantee Programme and Integrated Rural Development Programme (Acharya, 1990; Government of India, 2007). These factors have possibly played an important role in reducing the poverty levels as compared to the earlier levels in Maharashtra.

At all India level, NREGA was implemented in February 2006 in the most backward 200 districts of the state. It was extended to 130 districts in 2007-08 in its second phase and finally in the third phase - April 2008 onwards, it was implemented in all the 615 districts of the country.

In Maharashtra also, NREGA was implemented in a phased manner. The Act was implemented from 2<sup>nd</sup> February, 2006 in 12 districts in the first phase. In the second phase (2007), it was implemented in 6 districts and remaining 15 districts were brought under the Act in 2008. Thus, the scheme was fully operationalised in 2008-09. However, since February 2006, EGS and NREGA were implemented simultaneously (Economic Survey of Maharashtra, 2008-09).

The NREGA however does not altogether have identical features and objectives as Maharashtra EGS. While NREGA aims at alleviating unemployment and poverty, the Maharashtra EGS aimed mainly at mitigating drought situations. Also, NREGA aims at providing special attention to women workers and other weaker sections of the society and guarantees 100 days of work for every household. However, both schemes mainly aim at addressing poverty.

Table 1.1 shows the employment status under NREGA for Maharashtra as well as for India since 2008-09, when the scheme became fully operationalised. The data shows that almost all the households at the state as well as at the national level which demanded employment were provided with employment. The number of days of employment at all India level has been increasing. However, there is a slight reduction in the year 2010-11 as per the latest data. In case of Maharashtra, there is a continuous decline in employment generated during 2008-09 and 2010-11. Share of Maharashtra in total households provided employment and in total employment generated at all India level is seen to be very low and is declining over the years. The share of the state in employment generated was 1.94 percent in 2008-09 and in the consecutive years it declined to less than 1 percent. The figures for the year 2010-11 show that 219 crore and 1.33 crore (0.6 percent of the all India level) days of employment have been generated at the national and state level respectively. At the state level, the average number of days per household has showed fluctuations. The number of households completing 100 days of employment decreased from 32 thousand to 23 thousand during this period. However, Maharashtra is seen to be better off than India as a whole as far as participation of ST population is concerned though its share in total employment within the state has been declining. The share of SCs and women workers is seen to be lower than that at the national level.

The number of works completed at all India level is increasing throughout the period. At the state level however, a reverse trend is noted and as compared to 2008-09, the number of works completed in 2010-11 have reduced by 12 times. It is seen that the share of state in total works completed is less than 1 percent and is reducing over the period concerned.

Table 1.1: Status of NREGA in Maharashtra and India

Sr no	Indicators	2008-09		2009-10		2010-11	
		Maharashtra	India	Maharashtra	India	Maharashtra	India
1.	Households provided employment	906297 (2.13)	45115358	591547 (1.12)	52585999	387208 (0.79)	48562559
2	Percentage of HHs provided employment to HHs demanding employment	99.8	99.11	99.98	99.36	99.59	98.19
3	Employment days (crore)	4.19 (1.94)	216.32	2.74 (0.96)	283.59	1.34 (0.6)	219.33
4	Average employment per HHs (days)	46.32	47.95	56.37	53.92	47.2	45.16
5	Households completing 100 days of employment(no)	32510	6521268	22630	7083663	23505	3974807
6	Share of SC employment (%)	16.5	29.28	25.61	30.48	20.58	31.33
7	Share of ST employment (%)	44.2	25.43	33.16	20.17	23.43	19.49
8	Share of women employment (%)	46.2	47.87	39.65	48.09	42.51	48.28
9	Number of works completed	10778 (0.89)	1214169	10613 (0.47)	2259482	890 (0.03)	2439746

Note: 1.The table is based on data downloaded in May 2011. 2. Figures in the bracket indicate share of Maharashtra to India. 3.HH- HOUSEHOLDS  
Source: Economic survey of Maharashtra and India (various issues), District Implementation Report, <http://nrega.nic.in>

Maharashtra is a leading state as far as industrialization is concerned. However, a major characteristic feature of the state is the urban centric growth which has taken place around districts Thane, Mumbai and Pune which are located in western Maharashtra and which contribute more than 30 percent to the state income. However, 57 percent of the state population is still dependent on agricultural sector for its livelihood. As per the revised estimates of the Planning Commission, a considerable proportion - around 48 percent of the

rural population in 2004-05 and 35 percent of the rural households according to the BPL survey, 2002, are below poverty line (Economic Survey, 2010-11).

The available data on status of NREGA casts doubts on the ability of NREGA to change the agrarian nature of the state economy and to reduce poverty in rural areas of the state and underlines dire need for successful implementation of poverty alleviating and employment generating programmes.

Against this background, it is essential to study working of NREGA in the state of Maharashtra and highlight impact as well as problems in working of the scheme. This study therefore makes an attempt to analyse various issues relating to the working of NREGA in the state of Maharashtra.

### **1.3 Main Objectives of the Study**

The main objectives of the study are-

1. To measure the extent of manpower employment generated under NREGA, their various socio-economic characteristics and gender variability in the sample districts of Maharashtra.
2. To compare wage differentials between NREGA activities and other wage employment activities.
3. To study the effect of NREGA on the pattern of migration from rural to urban areas.
4. To find out the nature of assets created under NREGA and their durability.
5. To identify factors determining the participation of people in NREGA scheme and whether NREGA has been successful in ensuring better food security to the beneficiaries.
6. To assess the implementation of NREGA, its functioning and to suggest suitable policy measures to further strengthen the programme.

### **1.4 Data base and Methodology**

The study is based on both primary and secondary data. As far as primary data is concerned, five districts were selected, one each from the North, South, East, West and Central location of the state. In order to give proper representation to all the three phases of NREGA implementation, 2 districts from phase I, 1 in phase II and 2 districts from phase III were selected (Map 1.1). These were Nandurbar, Gondia, Thane, Jalna and Kolhapur respectively. Data was collected for the year 2008-09. From each of the districts, based on

their distance from the location of the respective district headquarter or the main city/town and discussions with the concerned government officials, two villages were selected. As per the guidelines, one village was to be selected from nearby periphery of around 5 kilometers of the district/city head quarter and the second from a farthest location of 20 kilometers or more than that. From each selected village, 20 participants in NREGA and 5 non-participants working as wage employed were to be selected. Thus, from a total of 10 villages, 250 households were to be selected, 200 being the participants in NREGA. A structured household questionnaire was used to survey the participants in detail. With the help of the GP officials especially the Gram Sevak, the participant households were selected by using stratified sampling method, giving proper representation to workers from various strata i.e. caste and gender. The non participant households with similar caste and gender characteristics as that of selected NREGA participants were selected based on the information provided by the Gram Sevak in order to maintain uniformity and to avoid selection bias. Following table shows the sampling scheme for the study.

	District	Phase	Location in the state	Village1		Village 2		Total
				NREGA	Non NREGA	NREGA	Non NREGA	
1.	Thane	II	West	Gorthan		Dhanoshi		
				25	-	20	5	50
2.	Kolhapur	III	South	Beed		Sawarwadi		
				20	5	20	5	50
3.	Nandurbar	I	North	Nanderkheda		Pratappur		
				20	5	20	5	50
4.	Jalna	III	Centre	Mohadi		Malkhed		
				20	5		5	50
5.	Gondiya	I	East	Satona		Kalimati		
				20	5	20	5	50
	Total			85	20	80	25	250

For district Thane, the villages were selected from Jawhar taluka which shows very high NREGA participation of the households for the year 2008-09. In one of the sample villages, almost all the households had participated in the NREGA activities. Hence, non NREGA households could not be located in this village and the number of beneficiaries selected was 25 instead of 20. In all other villages, the required numbers of beneficiaries were selected.



In addition to the household questionnaire, to capture the general changes that took place in the village during the last decade and to note the increase in labour charges for agricultural operations after the implementation of NREGA, a village schedule was designed. One village schedule in each village was filled up with the help of a group discussion with the Pachayat members, Officials, educated and other well informed people available in the village being surveyed.

The secondary data relating to the functioning of NREGA was collected from government websites (<http://nrega.nic.in> and <http://mahaegs.nic.in>). The secondary data was used to study working of the Scheme at the all India level, State level and for the sample districts.

### **1.5 An Overview**

Chapter 1, which is the introductory chapter, is followed by chapter II which discusses category wise extent of employment generated under NREGA and other characteristics of the NREGA activities carried out in the sample districts. Characteristics of the sample households with a focus on income and expenditure pattern of the households are analysed in chapter III. Issues relating to work profile under NREGA, wage structure and migration are discussed in chapter IV. Responses of the households relating to functioning of NREGA are analysed in chapter V. Similarly, responses of the sample village authorities recorded in the village schedule are presented in chapter VI. The concluding chapter discusses conclusions emerging from the study. Based on the conclusions, policy implications are also discussed.

## **Manpower Employment Generated under NREGA and It's Socio-economic Characteristics**

This chapter analyses the secondary data relating to the employment generated under the Scheme at the district and at the state level. The employment profile, works taken up and the expenditure incurred, the details of wage payments made and of monitoring of the scheme in the sample districts are studied in this chapter.

### **2.1 Phase wise District wise Functioning of NREGA**

Table 2.1 shows that in the first year of the scheme (phase I) in 2006-07, it was implemented only in 12 most backward districts of the state and share of Nandurbar in terms of person days of employment generated was highest i.e. 37.62 percent. In the second year (phase II), when 6 additional districts were included, Gondia had the highest share in terms of employment which was around 15 percent, followed by Thane - around 12 percent. In 2008-09 (phase III), Thane ranked first and was followed by Nandurbar. In 2009-10, Bhandara ranked first with a share of around 15 percent followed by Nandurbar, Gadchiroli and Yavatmal. Nanded (19 percent), Bhandara (15 percent) and Gondia (13 percent) were the districts with considerable share in the total employment generated in 2010-11.

It may also be noted here that the demand for employment under this scheme was negligible in those districts which came under the Act in the third phase. These are the most developed districts of the state. In fact in five districts in Phase III, there was no employment generated under NREGA and six districts had a share of less than 1 percent in the state. Around 85 percent of the participation in 2010 - 11 was from the most backward districts where NREGA was implemented in Phase I.

Overall, it appears that NREGA has created demand for work mainly in the most backward districts of the State where it was implemented in Phase I. In Phase II, Thane district was the only district among the six districts where there was demand for work under this scheme.

Table 2.1: District wise Person Days of Employment Generated under NREGA in Maharashtra  
(In lakhs)

Sr.no.	District	2006-07	2007-08	2008-09	2009-10	2010-11
<b>Phase I</b>						
1	Ahmednagar	0.92 (4.42)	1.20 (0.97)	9.68(2.31)	4.46(1.63)	3.61(2.70)
2	Amravati	3.03 (14.52)	10.82 (8.75)	15.56(3.71)	11.24(4.10)	8.38(6.27)
3	Aurangabad	0.94 (4.50)	5.00 (4.05)	16.11(3.84)	16.34(5.96)	10.71(8.01)
4	Bhandara	0.00059	13.07(10.56)	29.3(6.98)	39.9(14.54)	20.63(15.42)
5	Chandrapur	2.52 (12.06)	5.09 (4.12)	6.65(1.58)	6.75(2.46)	3.91(2.92)
6	Dhule	2.16 (10.33)	3.33 (2.70)	11.6(2.76)	6.93(2.53)	4.16(3.11)
7	Gadchiroli	2.24 (10.70)	13.22(10.69)	30.56(7.28)	27.05(9.86)	9.27(6.93)
8	Gondia	0.57 (2.76)	17.99(14.55)	62.2(14.82)	16.62(6.06)	18.48(13.82)
9	Nanded	0.57 (2.74)	10.23 (8.27)	27.28(6.50)	17(6.20)	25.64(19.17)
10	Nandurbar	7.87 (37.62)	11.80 (9.54)	29.11(6.93)	35.84(13.06)	6.46(4.83)
11	Yavatmal	0.04 (0.23)	2.72 (2.20)	62.39(14.86)	27.14(9.89)	1.75(1.31)
12	Hingoli	0.02 (0.13)	11.39 (9.21)	11.94(2.84)	4.19(1.53)	1.88(1.40)
<b>Phase II</b>						
13	Akola		0.53 (0.43)	1.32(0.31)	0.67(0.24)	0.33(0.25)
14	Buldhana		0.75 (0.61)	6.51(1.55)	2.86(1.04)	0.94(0.70)
15	Osmanabad		0.50 (0.41)	4(0.95)	2.67(0.97)	0.60(0.45)
16	Thane		14.96(12.09)	67.28(16.03)	8.94(3.26)	2.38(1.78)
17	Wardha		0.68 (0.56)	0.8(0.19)	1.1(0.40)	0.51(0.38)
18	Washim		0.36 (0.29)	0.71(0.17)	6.84(2.49)	0.62(0.47)
<b>Phase III</b>						
19	Beed			0.42(0.10)	7.29(2.66)	3.91(2.92)
20	Jalgaon			0.25(0.06)	0.27(0.10)	0.90(0.68)
21	Jalna			3.62(0.86)	1.7(0.62)	2.44(1.83)
22	Kolhapur			0(0)	0(0)	0.0(0.00)
23	Latur			11.39(2.71)	8.71(3.17)	3.11(2.33)
24	Nagpur			0.97(0.23)	1.28(0.47)	0.17(0.13)
25	Nashik			1.38(0.33)	16.27(5.93)	1.03(0.77)
26	Parbhani			8.16(1.94)	2.14(0.78)	1.79(1.34)
27	Pune			0.17(0.04)	0(0)	0.0(0.00)
28	Raigad			0.09(0.02)	0.02(0.01)	0.02(0.01)
29	Ratnagiri			0(0)	0.12(0.04)	0.08(0.06)
30	Sangli			0.34(0.08)	0.01(0.01)	0.0(0.00)
31	Satara			0.03(0.01)	0(0)	0.0(0.00)
32	Sindhudurg			0(0)	0(0)	0.0(0.00)
33	Solapur			0(0)	0(0)	0.03(0.02)
Maharashtra		20.93(100)	123.73(100)	419.82(100)	274.35(100)	133.75(100.00)

Note: 1. Figures in brackets are percentages to Maharashtra. 2. Based on data downloaded in May 2011.  
Source: District Implementation Report, [www.nrega.nic.in](http://www.nrega.nic.in).

A comparison of employment data of EGS with NREGA shows that under EGS, 2006-07 onwards, till 2008-09, 9.23 crore, 7.8 crore and 7 crore man days were generated every year respectively (<http://mahaegs.nic.in>). In 2004-05 and 2005-06, 22 crore and 12 crore mandays were generated respectively. Thus, employment under EGS is declining over the years after the implementation of NREGA. Under NREGA, 2006-07 onwards till 2010-11, 0.2 crore, 1.23 crore, 4.19 crore, 2.74 crore and 1.34 crore man days were generated respectively. In 2008-09, in all, under both the schemes, around 11 crore man days are generated. With declining employment under the schemes, and inability of NREGA to generate employment comparable to that under EGS (before implementation of NREGA), questions can be raised about sustainability of the NREGA in future.

## **2.2 Total Employment Generated – their Socio Economic Characteristics**

In this section we analyse the district wise data relating to various aspects of employment generated over a period of 2008-09 to 2010-11 i.e. since the scheme was fully operationalised. Tables 2.2a to 2.2c present social group wise job cards issued and the magnitude of employment provided and generated during 2008-09 and 2010-11. It is seen that in 2008-09, around 59 percent of the job card holder households issued job card were from 'other' category. STs and SCs constituted the rest of the households. The share of ST households with job cards was very high- 50 percent or more in districts Nandurbar, Thane and Nasik. In other districts, 'other' population dominated population of job card holder households. This composition of the job card holders remained more or less similar in 2009-10 also, however, in 2010-11, there is a reduction in SC and ST households issued job cards. Only 9 percent and 12 percent of such households now belong to the SC and ST category respectively and nearly 80 percent of the households now come from 'other' category. In 2008-09 and 2009-10, nearly all of the households which demanded work, were provided with employment. In 2010-11 however, there are some districts wherein this percentage has fallen below 99 percent. In a few districts (3 in 2008-9, 5 in 2009-10 and 2 in 2010-11) the registered households have not demanded any work. Overall, it is noticed that substantial employment (419 lakh man days) was generated in the year 2008-09 and highest number of days of employment (67 percent) were generated in Thane. In the consecutive years, Nanded ranked first in this context. However, there has been a sharp decline in the employment generated over the years. In 2009-10, 234 lakh mandays were

generated. In 2010-11, this in turn reduced to 133 lakh mandays, i.e. by more than 50 percent. In 2011, highest number of employment days - 25 lakhs has been generated in Nanded.

Trend in social group wise employment days generated shows a similar pattern to that relating to percentage of households issued job cards. Thus, the share of employment days generated by the STs and SCs has been declining. In 2010- 2011 the share of SCs and STs was just 7 percent and 12 percent respectively whereas that of 'others' was around 80 per cent. Participation of women workers in the scheme at the state level is fluctuating over the years. It was 46 percent, 39 percent and 49 percent in 2008-09, 2009-10 and 2010-11 respectively. It is more than 50 percent in some of the phase I districts and nil in some of the phase III districts.

The data relating to households completing 100 days of employment shows that in 2008-09 around 32 thousand households completed 100 days of employment. This number reduced to 25 thousand in 2010-11. The tables show that in some of the phase I and phase II districts such as Amravati, Dhule, Buldhana, Washim, no household could be provided with 100 days of employment.

Table 2.2a: Employment Generated through NREGA and its Socio-Economic Characteristics (2008-09)

Name of the District	Cumulative No. of HH issued job cards (Till the reporting month)							Cumulative No. of HH demanded employment (Till the reporting month)	Cumulative No. of HH provided employment (Till the reporting month)	No. of HH working under NREGA during the reporting month	Cumulative Person days generate (Till the reporting month) (Fig.in Lakhs)									Cumulative No. of HH completed 100 days (Till the reporting month)		
	SCs		STs		Others		Total				SCs		STs		Others		Total	Women				
	Count	%	Count	%	Count	%	Count				Count	%	Count	%	Count	%	Count	Count	%			
<b>2008-09</b>																						
Ahmednagar	76460	14.84	62422	12.12	376361	73.05	515243	27795	27795	100	1272	0.69	7.13	2.28	23.55	6.71	69.32	9.68	5.19	53.62	729	
Amravati	68121	28.98	67108	28.55	99866	42.48	235095	54126	54126	100	6984	3.64	23.39	7.28	46.79	4.64	29.82	15.56	5.69	36.57	0	
Aurangabad	71519	29.02	47679	19.34	127275	51.64	246473	29307	29306	100.00	4661	4.33	26.88	2.84	17.63	8.94	55.49	16.11	5.64	35.01	3054	
Bhandara	33775	17.84	16881	8.92	138644	73.24	189300	62792	62265	99.16	10431	5.08	17.34	3.17	10.82	21.05	71.84	29.3	13.69	46.72	687	
Chandrapur	49839	20.92	78245	32.84	110155	46.24	238239	28078	28078	100	7465	1.3	19.55	1.95	29.32	3.4	51.13	6.65	1.92	28.87	112	
Dhule	20443	11.66	51592	29.43	103273	58.91	175308	24165	24165	100	1104	1.49	12.84	6.12	52.76	3.99	34.40	11.6	5.22	45.00	887	
Gadchiroli	21346	13.07	63067	38.61	78922	48.32	163335	61496	61496	100	14893	5.69	18.62	9.87	32.30	15	49.08	30.56	14.98	49.02	205	
Gondia	28655	14.98	34686	18.13	127993	66.90	191334	96494	96494	100	33097	9.33	15.00	11.2	18.01	41.67	66.99	62.2	37.32	60.00	5863	
Hingoli	42200	33.42	40040	31.71	44048	34.88	126288	44035	44035	100	546	9.28	34.02	6.27	22.98	11.73	43.00	27.28	9.14	33.50	2720	
Nanded	42270	13.06	29858	9.22	251647	77.72	323775	63200	63200	100	6	10.19	35.01	7.28	25.01	11.64	39.99	29.11	11.35	38.99	1578	
Nandurbar	8160	4.00	171357	84.00	24480	12.00	203997	113215	113215	100	17135	3.48	5.58	52.67	84.42	6.24	10.00	62.39	36.19	58.01	11250	
Yavatmal	103360	30.00	68906	20.00	172263	50.00	344529	22489	22489	100	1094	3.18	26.63	3.47	29.06	5.29	44.30	11.94	2.92	24.46	261	
Akola	51780	38.66	15999	11.94	66172	49.40	133951	5089	5089	100	351	0.58	43.94	0.24	18.18	0.5	37.88	1.32	0.31	23.48	48	
Buldhana	34560	18.54	29518	15.83	122349	65.63	186427	14061	14061	100	2014	0.72	11.06	0.39	5.99	5.4	82.95	6.51	0.12	1.84	217	
Osmanabad	30405	22.08	3881	2.82	103433	75.10	137719	16780	16780	100	987	0.68	17.00	0.08	2.00	3.24	81.00	4	1.86	46.50	154	
Thane	3492	4.16	65637	78.26	14741	17.58	83870	70832	70812	99.97	36793	0.04	0.06	67.2	99.88	0.04	0.06	67.28	31.38	46.64	2756	
Wardha	15320	26.63	12277	21.34	29942	52.04	57539	7418	7418	100	1405	0.19	23.75	0.19	23.75	0.42	52.50	0.8	0.15	18.75	5	
Washim	23584	29.01	6253	7.69	51447	63.29	81284	2794	2794	100	74	0.16	22.54	0.17	23.94	0.38	53.52	0.71	0.2	28.17	96	
Beed	66284	55.00	8436	7.00	45796	38.00	120516	83975	83975	100	10438	0.11	26.19	0.06	14.29	0.25	59.52	0.42	0.42	100.00	0	
Jalgaon	37236	21.07	39461	22.32	100066	56.61	176763	1889	1889	100	29	0.03	12.00	0.09	36.00	0.13	52.00	0.25	0.07	28.00	38	
Jalna	6427	10.47	2398	3.91	52563	85.62	61388	6040	6040	100	711	0.54	14.92	0.11	3.04	2.97	82.04	3.62	0.91	25.14	203	
Kolhapur	7585	9.91	138	0.18	68817	89.91	76540	1	0	0	0	0	0.00	0	0.00	0	0.00	0	0		0	
Latur	43755	31.97	3698	2.70	89420	65.33	136873	41517	41517	100	15115	5.47	48.02	0.43	3.78	5.49	48.20	11.39	4.8	42.14	1255	

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Table 2.2a: Employment Generated through NREGA and its Socio-Economic Characteristics (2008-09)

Name of the District	Cumulative No. of HH issued job cards (Till the reporting month)							Cumulative No. of HH demanded employment (Till the reporting month)	Cumulative No. of HH provided employment (Till the reporting month)	No. of HH working under NREGA during the reporting month %	Cumulative Person days generate (Till the reporting month) (Fig.in Lakhs)									Cumulative No. of HH completed 100 days (Till the reporting month)	
	SCs		STs		Others		Total				SCs		STs		Others		Total	Women			
	Count	%	Count	%	Count	%	Count				Count	%	Count	%	Count	%	Count	Count	%		
Nagpur	23951	24.87	17224	17.89	55114	57.24	96289	2603	2603	100	413	0.49	50.52	0.18	18.56	0.3	30.93	0.97	0.44	45.36	126
Nashik	18918	30.00	31530	50.00	12612	20.00	63060	3898	3898	100	296	0.15	10.87	1.16	84.06	0.07	5.07	1.38	0.76	55.07	6
Parbhani	27356	22.31	3538	2.89	91704	74.80	122598	14110	14060	99.65	1663	2.34	28.68	0.69	8.46	5.13	62.87	8.16	3.06	37.50	253
Pune	14151	17.22	667	0.81	67354	81.97	82172	1539	1537	99.87	0	0.01	5.88	0	0.00	0.16	94.12	0.17	0.08	47.06	0
Raigad	5989	8.26	12006	16.57	54472	75.17	72467	2887	1972	68.31	110	0	0.00	0.03	33.33	0.06	66.67	0.09	0.04	44.44	7
Ratnagiri	158	4.09	11	0.28	3695	95.63	3864	0	0	0	0	0	0.00	0	0.00	0	0.00	0	0	0.00	0
Sangli	15853	17.95	366	0.41	72120	81.64	88339	4649	4679	100.65	16	0.1	29.41	0	0.00	0.24	70.59	0.34	0.21	61.76	0
Satara	8950	7.70	995	0.86	106329	91.45	116274	509	509	100	509	0.01	33.33	0	0.00	0.02	66.67	0.03	0.01	33.33	0
Sindhudurg	2911	9.76	282	0.95	26641	89.30	29834	0	0	0	0	0	0.00	0	0.00	0	0.00	0	0	0.00	0
Solapur	375	3.59	350	3.35	9725	93.06	10450	0	0	0	0	0	0.00	0	0.00	0	0.00	0	0	0.00	0
Maharashtra	997603	20.72	986368	20.49	2830622	58.79	4814593	907783	906297	99.84	169612	69.3	16.51	185.42	44.17	165.1	39.33	419.82	194.07	46.23	32510

Source: District Implementation Report on nrega.nic.in, downloaded in May 2011

Note: HH - Household

Table 2.2b: Employment Generated through NREGA and its Socio-Economic Characteristics (2009-10)

Name of the District	Cumulative No. of HH issued job cards (Till the reporting month)							Cumulative No. of HH demanded employment (Till the reporting month)	Cumulative No. of HH provided employment (Till the reporting month)	No. of HH working under NREGA during reporting month%	Cumulative Person days generate (Till the reporting month) (Fig.in Lakhs)									Cumulative No. of HH completed 100 days (Till the reporting month)	
	SCs		STs		Others		Total				SCs		STs		Others		Total	Women			
	Count	%	Count	%	Count	%	Count				Count	%	Count	%	Count	%	Count	cont	%		
<b>2009-2010</b>																					
Ahmednagar	77536	14.93	62977	12.13	378720	72.94	519233	10223	10223	100	1833	0.2	4.48	0.95	21.30	3.31	74.22	4.46	2.31	51.79	966
Amravati	68121	27.88	71578	29.29	104637	42.83	244336	42638	42638	100	5360	2.43	21.62	4.82	42.88	3.99	35.50	11.24	4.15	36.92	0
Aurangabad	71519	27.94	47679	18.63	136786	53.44	255984	25425	25425	100	6500	4.6	28.15	1.83	11.20	9.91	60.65	16.34	6.55	40.09	4711
Bhandara	34735	17.98	17931	9.28	140542	72.74	193208	47507	47507	100	11648	8.45	21.18	5.5	13.78	25.95	65.04	39.9	23.64	59.25	1147
Chandrapur	49839	20.92	78245	32.84	110155	46.24	238239	23680	23680	100	7358	1.35	20.00	2.18	32.30	3.22	47.70	6.75	2.24	33.19	192
Dhule	20443	11.66	51592	29.43	103273	58.91	175308	14442	14442	100	1608	0.89	12.84	3.66	52.81	2.38	34.34	6.93	2.42	34.92	0
Gadchiroli	21475	13.01	65954	39.96	77606	47.02	165035	41292	41292	100	4500	5.22	19.30	12.07	44.62	9.76	36.08	27.05	5.36	19.82	111
Gondia	31971	15.70	39926	19.61	131748	64.69	203645	42472	42462	99.98	6522	2.81	16.91	6.17	37.12	7.64	45.97	16.62	9.26	55.72	386
Hingoli	42200	33.42	40040	31.71	44048	34.88	126288	20305	20305	100	157	5.27	31.00	3.74	22.00	7.99	47.00	17	5.59	32.88	1078
Nanded	47287	14.19	29867	8.96	256110	76.85	333264	97800	97800	100	42247	15.49	43.22	7.16	19.98	13.19	36.80	35.84	11.56	32.25	4350
Nandurbar	9870	4.40	185111	82.47	29486	13.14	224467	71834	71834	100	2515	1.19	4.38	23.41	86.26	2.54	9.36	27.14	16.27	59.95	4478
Yavatmal	103360	30.01	68906	20.01	172163	49.99	344429	8766	8766	100	733	1.06	25.30	1.24	29.59	1.89	45.11	4.19	1.99	47.49	1789
Akola	51780	41.39	15999	12.79	57328	45.82	125107	1219	1219	100	1219	0.23	34.33	0.16	23.88	0.28	41.79	0.67	0.2	29.85	98
Buldhana	71115	30.32	30558	13.03	132891	56.65	234564	13134	13134	100	530	0.87	30.42	0.37	12.94	1.62	56.64	2.86	1.2	41.96	0
Osmanabad	40826	19.98	6266	3.07	157192	76.95	204284	7490	7490	100	454	0.48	17.98	0.05	1.87	2.14	80.15	2.67	0.89	33.33	83
Thane	5701	2.42	164704	69.91	65175	27.67	235580	51455	51455	100	4064	0.03	0.34	8.43	94.30	0.48	5.37	8.94	4	44.74	219
Wardha	15707	26.63	12614	21.39	30651	51.98	58972	5639	5639	100	1040	0.26	23.64	0.26	23.64	0.58	52.73	1.1	0.28	25.45	180
Washim	35395	35.90	6391	6.48	56812	57.62	98598	2945	2945	100	517	2.73	39.91	1.74	25.44	2.37	34.65	6.84	1.17	17.11	0
Beed	115720	55.00	14728	7.00	79952	38.00	210400	30374	30374	100	594	1.9	26.06	1.09	14.95	4.3	58.98	7.29	2.41	33.06	0
Jalgaon	34983	16.88	40143	19.36	132178	63.76	207304	1733	1733	100	58	0.03	11.11	0.07	25.93	0.17	62.96	0.27	0.06	22.22	26
Jalna	18724	15.79	3591	3.03	96258	81.18	118573	4692	4692	100	4692	0.25	14.71	0.05	2.94	1.4	82.35	1.7	0.56	32.94	89
Kolhapur	7715	9.96	138	0.18	69618	89.86	77471	0	0		0	0	0.00	0	0.00	0	0.00	0	0	0.00	0
Latur	44903	30.73	2738	1.87	98486	67.40	146127	13389	13389	100	2055	2.99	34.33	1.31	15.04	4.41	50.63	8.71	3.24	37.20	2200

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Table 2.2b: Employment Generated through NREGA and its Socio-Economic Characteristics (2009-10)

Name of the District	Cumulative No. of HH issued job cards (Till the reporting month)							Cumulative No. of HH demanded employment (Till the reporting month)	Cumulative No. of HH provided employment (Till the reporting month)	No. of HH working under NREGA during the reporting month %	Cumulative Person days generate (Till the reporting month) (Fig.in Lakh's)									Cumulative No. of HH completed 100 days (Till the reporting month)	
	SCs		STs		Others		Total				SCs		STs		Others		Total	Women			
	Count	%	Count	%	Count	%	Count				Count	%	Count	%	Count	%	Count	Count	%		
Nagpur	24526	24.20	19093	18.84	57740	56.97	101359	797	797	100	602	0.53	41.41	0.23	17.97	0.52	40.63	1.28	0.48	37.50	127
Nashik	43900	25.75	64936	38.09	61630	36.15	170466	7823	7823	100	804	10.74	66.01	4.48	27.54	1.05	6.45	16.27	2.17	13.34	0
Parbhani	19887	15.86	2779	2.22	102717	81.92	125383	3902	3902	100	3902	0.27	12.62	0	0.00	1.87	87.38	2.14	0.8	37.38	400
Pune	0	0	0	0	0	0	0	0	0	0	0	0	0.00	0	0.00	0	0.00	0	0		0
Raigad	3728	4.43	14578	17.34	65756	78.22	84062	178	124	69.66	0	0	0.00	0.01	50.00	0.01	50.00	0.02	0	0.00	0
Ratnagiri	774	4.46	101	0.58	16485	94.96	17360	316	316	100	316	0	0.00	0	0.00	0.12	100.00	0.12	0	0.00	0
Sangli	16503	15.96	322	0.31	86583	83.73	103408	141	141	100	141	0	0.00	0	0.00	0.01	100.00	0.01	0	0.00	0
Satara	10600	8.95	1203	1.02	106582	90.03	118385	0	0	0	0	0	0.00	0	0.00	0	0.00	0	0	0.00	0
Sindhudurg	3216	9.76	319	0.97	29415	89.27	32950	0	0	0	0	0	0.00	0	0.00	0	0.00	0	0	0.00	0
Solapur	22573	10.95	4544	2.20	178971	86.84	206088	0	0	0	0	0	0.00	0	0.00	0	0.00	0	0	0.00	0
Maharashtra	1166632	20.47	1165551	20.45	3367694	59.08	5699877	591611	591547	99.99	111969	70.27	25.61	90.98	33.16	113.1	41.22	274.35	108.8	39.66	22630

Source: District Implementation Report on nrega.nic.in, downloaded in May 2011

Note: HH - Household

Table 2.2c: Employment Generated through NREGA and its Socio-Economic Characteristics (2010-11)

Name of the District	Cumulative No. of HH issued job cards (Till the reporting month)							Cumulative No. of HH demanded employment (Till the reporting month)	Cumulative No. of HH provided employment (Till the reporting month)	No. of HH working under NREGA during reporting month %	Cumulative Person days generate (Till the reporting month) (Fig.in Lakhs)									Cumulative No. of HH completed 100 days (Till the reporting month)	
	SCs		STs		Others		Total				SCs		STs		Others		Total	Women			
	Count	%	Count	%	Count	%	Count				Count	%	Count	%	Count	%	Count	Count	%		
<b>2010-11</b>																					
Ahmednagar	6657	1.28	4563	0.88	509493	97.85	520713	8514	8469	99.47	8616	0.02	0.53	0.01	0.34	3.58	99.13	3.61	1.87	51.71	823
Amravati	8126	3.20	4384	1.73	241281	95.07	253791	31130	30859	99.13	38366	0.18	2.13	0.16	1.88	8.04	95.99	8.38	2.66	31.70	982
Aurangabad	1320	0.50	872	0.33	261465	99.17	263657	15350	15349	99.99	15750	0.09	0.80	0.06	0.51	10.57	98.69	10.71	5.09	47.52	3792
Bhandara	9437	4.91	3023	1.57	179571	93.51	192031	60842	60738	99.83	61233	0.65	3.15	0.29	1.43	19.68	95.42	20.63	12.79	62.02	2313
Chandrapur	16256	6.87	24571	10.38	195853	82.75	236680	17960	17842	99.34	18522	0.18	4.58	0.43	11.14	3.29	84.29	3.91	2.15	55.10	213
Dhule	4643	2.77	16636	9.94	146111	87.29	167390	5297	5292	99.91	5715	0.02	0.44	0.41	9.94	3.73	89.62	4.16	1.90	45.77	1358
Gadchiroli	21951	13.70	58513	36.52	79765	49.78	160229	29205	29134	99.76	29927	1.02	11.04	2.66	28.74	5.58	60.22	9.27	3.39	36.53	1192
Gondia	5429	2.65	4556	2.22	194872	95.13	204857	50567	50449	99.77	50449	0.46	2.46	0.43	2.35	17.59	95.19	18.48	11.42	61.79	2371
Hingoli	41638	33.60	39073	31.53	43199	34.86	123910	3692	3650	98.86	3650	0.67	35.57	0.67	35.69	0.54	28.74	1.88	0.85	45.01	452
Nanded	62211	18.05	30223	8.77	252180	73.18	344614	44460	44071	99.13	45922	4.04	15.75	2.18	8.49	19.43	75.76	25.64	12.17	47.46	7297
Nandurbar	10025	4.39	188587	82.55	29844	13.06	228456	21654	21521	99.39	23816	0.49	7.65	5.76	89.16	0.21	3.19	6.46	2.94	45.50	813
Yavatmal	34542	10.54	63682	19.44	229387	70.02	327611	2807	2700	96.19	3560	0.15	8.43	0.27	15.26	1.34	76.31	1.75	0.54	30.99	519
Akola	18511	16.00	5513	4.76	91690	79.24	115714	836	766	91.63	773	0.06	17.04	0.04	12.34	0.23	70.62	0.33	0.10	30.51	82
Buldhana	14258	6.67	1798	0.84	197688	92.49	213744	3045	2960	97.21	3106	0.03	3.22	0.00	0.43	0.90	96.35	0.94	0.25	26.40	176
Osmanabad	34633	17.99	2170	1.13	155694	80.88	192497	1485	1453	97.85	1596	0.07	11.45	0.01	1.11	0.53	87.44	0.60	0.23	38.82	113
Thane	5689	2.41	164804	69.91	65238	27.67	235731	14819	14778	99.72	16106	0.01	0.36	2.22	93.04	0.16	6.60	2.38	1.25	52.39	107
Wardha	2707	5.64	2282	4.76	42995	89.60	47984	1488	1437	96.57	1649	0.02	3.22	0.02	3.34	0.48	93.43	0.51	0.18	35.66	54
Washim	17028	16.82	5949	5.88	78253	77.30	101230	2057	1907	92.71	2012	0.12	19.00	0.03	5.33	0.47	75.67	0.62	0.25	39.56	60
Beed	310	0.16	90	0.05	190238	99.79	190638	6844	6792	99.24	7504	0.01	0.38	0.01	0.16	3.89	99.47	3.91	1.79	45.91	949
Jalgaon	34565	16.59	41612	19.98	132130	63.43	208307	2989	2931	98.06	3382	0.11	12.10	0.31	34.69	0.48	53.21	0.90	0.26	28.85	221
Jalna	308	0.20	72	0.05	154410	99.75	154790	6627	5815	87.75	5982	0.01	0.25	0.00	0.08	2.43	99.67	2.44	1.14	46.62	405
Kolhapur	9360	7.92	147	0.12	108663	91.95	118170	35	10	28.57	18	0.00	9.65	0.00	0.00	0.00	90.35	0.00	0.00	72.81	0
Latur	44955	30.59	3194	2.17	98809	67.24	146958	5216	5216	100.00	5296	0.80	25.73	0.06	2.08	2.25	72.19	3.11	1.53	49.06	770
Nagpur	8274	13.26	1599	2.56	52514	84.17	62387	503	503	100.00	514	0.01	6.88	0.00	2.73	0.15	90.39	0.17	0.07	41.30	27

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Table 2.2c: Employment Generated through NREGA and its Socio-Economic Characteristics (2010-11)

Name of the District	Cumulative No. of HH issued job cards (Till the reporting month)							Cumulative No. of HH demanded employment (Till the reporting month)	Cumulative No. of HH provided employment (Till the reporting month)	No. of HH working under NREGA during the reporting month %	Cumulative Person days generate (Till the reporting month) (Fig.in Lakhs)									Cumulative No. of HH completed 100 days (Till the reporting month)	
	SCs		STs		Others		Total				SCs		STs		Others		Total	Women			
	Count	%	Count	%	Count	%	Count				Count	%	Count	%	Count	%	Count	Count	%		
Nashik	1208	0.61	7117	3.60	189633	95.79	197958	4088	3571	87.35	4082	0.08	8.22	0.36	35.03	0.59	56.76	1.03	0.43	41.36	211
Parbhani	20843	17.55	2315	1.95	95612	80.50	118770	4128	4111	99.59	4137	0.14	7.80	0.07	4.11	1.58	88.09	1.79	0.81	45.27	314
Pune	3438	5.96	4425	7.67	49813	86.37	57676	0	0	0.00	0	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0
Raigad	3774	4.24	15156	17.02	70125	78.74	89055	186	140	75.27	140	0.00	0.00	0.01	30.58	0.01	69.42	0.02	0.01	47.89	0
Ratnagiri	1983	4.49	288	0.65	41923	94.86	44194	89	89	100.00	189	0.00	0.00	0.00	0.64	0.08	99.36	0.08	0.04	52.91	36
Sangli	12615	13.95	990	1.09	76833	84.96	90438	19	19	100.00	19	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0
Satara	10600	8.95	1203	1.02	106589	90.03	118392	0	0	0.00	0	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0
Sindhudurg	3652	9.11	196	0.49	36237	90.40	40085	16	9	56.25	31	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0
Solapur	25836	13.10	5547	2.81	165836	84.09	197219	67	64	95.52	64	0.01	48.71	0.00	0.00	0.01	51.29	0.03	0.01	41.45	5
Maharashtra	496782	8.62	705150	12.23	4563944	79.15	5765876	346015	342645	99.03	362126	9.44	7.05	16.49	12.33	107.82	80.62	133.75	66.11	49.43	25655

Source: District Implementation Report on nrega.nic.in, downloaded in May 2011

Note: HH - Household

### **2.3 Number of Projects Completed and Total Amount Spent**

An important indicator for assessing the outcome of NREGA is the number of works completed. It is seen that the focus of the works is on enriching the water resource base and on land development. Tables 2.3a, 2.3b and 2.3c present data relating to physical performance indicating assets created based on the District Implementation Report. All the works get classified as completed works and ongoing works.

It can be seen that that 50 per cent or more works have been undertaken in the 12 districts of first phase in all the years. Among all the districts, Thane (IInd phase) has highest number of works completed in the initial two years, whereas in Nanded highest number of assets were created in 2010-11. It is noted that comparatively, the share of phase III districts in total works completed is very low (around 4 to 7 percent) in the years concerned. At the state level, it is observed that the number of works completed has been continuously reducing since 2008-09 and has reduced by around 12 times. Considering the number of inhabited villages (41095 as per Economic Survey 2010-11) and the number of completed works (18707), the works completed per village does not present a very optimistic scenario. In 19 districts, no work was completed in 2010-11. Mainly (79 percent), these are II<sup>nd</sup> and III<sup>rd</sup> phase districts. The data on ongoing works shows that their number is increasing over the years.

It also may be noted here that the number of completed works for the years 2009-10 and 2010-11 in majority of the districts is less than the ongoing/suspended works for the previous years i.e. 2008-09 and 2009-10 respectively. E.g in Chandrapur, one of the phase I districts, in 2009-10, the number of ongoing works was 793, however, no work was completed in the next year. Similarly, at the state level, the number of ongoing works in 2009-10 was 14313; however, only 890 (6 percent) works were completed in 2010-11. The data suggests that some of the works might have remained incomplete whereas some might have been suspended works for certain reasons. However, the fact remains that resources have been spent on these works (tables 2.4a to 2.4c).

Table 2.3a: District wise Works Completed/Progress under NREGA (number of projects) (2008-09)

Work Type	Completed / Ongoing	Ahmednagar	Amravati	Aurangabad	Bhandara	Chandrapur	Dhule	Gadchiroli	Gondia	Hingoli	Nanded	Nandurbar	Yavatmal	Akola	Buldhana	Osmanabad	Thane	Wardha
Rural connectivity	comp.	15	24	0	0	1	25	70	90	0	0	107	16	0	0	2	0	0
	Ongoing/Suspended	230	184	1	269	32	51	369	677	0	0	112	332	0	24	7	2	0
Flood control	comp.	0	0	0	0	0	0	0	0	0	0	0	18	0	0	0	0	0
	Ongoing/Suspended	0	0	4	11	0	0	0	11	0	186	0	15	0	0	5	0	54
Water conservation and water harvesting	comp.	244	1366	701	12	43	26	514	78	543	0	160	678	124	136	33	2074	0
	Ongoing/Suspended	483	865	514	10	218	99	300	261	83	598	263	265	54	80	270	358	0
Drought proofing	comp.	271	8	6	0	36	0	4	15	0	0	0	230	9	36	4	0	6
	Ongoing/Suspended	188	0	88	221	238	21	228	50	0	615	23	1253	57	164	209	0	17
Micro irrigation	comp.	0	0	0	3	0	0	0	0	0	0	0	0	0	0	0	0	1
	Ongoing/Suspended	0	0	0	6	0	0	0	0	0	0	0	1	0	0	0	0	2
Provision of irrigation facility to land development	comp.	0	166	150	9	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	198	341	20	0	0	0	0	0	0	0	1	0	0	0	0	0
Renovation of traditional water bodies	comp.	0	0	0	166	88	0	0	253	0	0	0	0	0	0	0	0	1
	Ongoing/Suspended	26	0	22	95	202	0	140	369	0	0	0	0	0	0	0	0	2
Land development	comp.	0	5	0	3	11	0	0	46	0	0	0	0	0	0	0	1391	0
	Ongoing/Suspended	0	0	0	41	9	0	93	26	0	0	0	0	0	0	0	422	0
Any other activity approved by MRD	comp.	0	0	0	0	0	0	0	0	0	0	0	8	0	0	0	0	0
	Ongoing/Suspended	0	0	0	1	0	0	0	0	0	0	0	3	0	0	0	0	0
Rajiv Gandhi Seva Kendra	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	comp.	530	1569	857	193	179	51	588	482	543	0	267	950	133	172	39	3465	8
	Ongoing/Suspended	927	1247	970	674	699	171	1130	1394	83	1399	398	1870	111	268	491	782	75

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Table 2.3-a: District wise Works Completed/Progress under NREGA (number of projects) (2008-09)

Work Type	Completed / Ongoing	Washim	Beed	Jalgaon	Jalna	Kolhapur	Latur	Nagpur	Nashik	Parbhani	Pune	Raigad	Ratnagiri	Sangli	Satara	Sindhudurg	Solapur	Maharashtra
Rural connectivity	comp.	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	351
	Ongoing/Suspended	5	27	0	0	0	10	0	0	4	0	0	0	17	0	0	0	2353
Flood control	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	18
	Ongoing/Suspended	25	0	0	0	0	24	0	0	0	0	0	0	0	0	0	0	335
Water conservation and water	comp.	128	0	5	149	0	0	0	0	233	0	107	0	7	1	0	0	7362
	Ongoing/Suspended	16	557	0	114	0	135	0	66	76	0	111	0	78	11	0	0	5885
Drought proofing	comp.	24	0	0	18	0	0	0	0	0	0	11	0	0	0	0	0	678
	Ongoing/Suspended	54	15	19	48	0	5	0	27	0	0	8	0	0	0	0	0	3548
Micro irrigation	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	4
	Ongoing/Suspended	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	13
Provision of irrigation facility to land	comp.	28	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	353
	Ongoing/Suspended	25	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	586
Renovation of traditional	comp.	0	0	0	0	0	0	0	0	0	0	2	0	8	0	0	0	518
	Ongoing/Suspended	10	0	0	0	0	5	2	5	0	0	9	0	11	0	0	0	898
Land development	comp.	0	0	0	0	0	0	30	0	0	0	0	0	0	0	0	0	1486
	Ongoing/Suspended	0	0	0	0	0	15	23	6	0	0	0	0	32	9	0	0	676
Any other activity approved by	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	8
	Ongoing/Suspended	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	4
Rajiv Gandhi Seva Kendra	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	comp.	180	0	5	167	0	0	30	0	234	0	120	0	15	1	0	0	10778
	Ongoing/Suspended	139	599	19	162	0	194	25	104	80	0	128	0	139	20	0	0	14298

Source: District Implementation Report on nrega.nic.in, downloaded in May 2011

Table 2.3-b: District wise Works Completed/Progress under NREGA (number of projects) (2009-10)

Work Type	Completed / Ongoing	Ahmednagar	Amravati	Aurangabad	Bhandara	Chandrapur	Dhule	Gadchiroli	Gondia	Hingoli	Nanded	Nandurbar	Yavatmal	Akola	Buldhana	Osmanabad	Thane	Wardha
Rural connectivity	comp.	31	10	0	10	0	44	93	14	0	6	67	50	0	0	2	1	0
	Ongoing/Suspended	236	215	9	178	37	50	503	674	0	0	53	73	1	6	16	9	1
Flood control	comp.	0	0	0	0	0	0	0	0	0	171	0	29	0	103	0	0	17
	Ongoing/Suspended	0	0	0	38	0	0	0	5	0	112	0	51	0	88	6	0	81
Water conservation and water harvesting	comp.	105	473	824	16	24	76	489	198	675	364	174	206	124	172	58	2278	428
	Ongoing/Suspended	442	2012	828	30	220	81	214	320	30	213	143	132	7	18	410	105	8
Drought proofing	comp.	59	19	27	0	22	0	82	21	67	20	0	7	24	0	29	0	183
	Ongoing/Suspended	181	83	101	118	242	7	152	60	0	68	28	168	34	0	227	0	350
Micro irrigation	comp.	0	0	0	8	0	0	0	0	0	0	0	0	0	0	0	0	2
	Ongoing/Suspended	0	0	0	15	0	7	0	0	0	11	0	0	0	0	0	1	2
Provision of irrigation facility to land development	comp.	0	75	440	48	0	0	0	0	5	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	425	180	5	0	0	0	6	0	78	0	2	0	0	0	0	0
Renovation of traditional water bodies	comp.	3	99	0	68	36	0	8	331	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	27	65	12	10	285	0	189	89	0	2	0	1	0	0	60	0	2
Land development	comp.	0	0	0	0	13	0	0	49	0	0	0	0	0	0	0	738	0
	Ongoing/Suspended	0	0	0	0	9	0	93	3	0	10	0	0	0	0	0	63	0
Any other activity approved by MRD	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0	0	0	0	19	0	0	0	5	2	0	0	0	0
Rajiv Gandhi Seva Kendra	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	comp.	198	676	1291	150	95	120	672	613	747	561	241	292	148	275	89	3017	630
	Ongoing/Suspended	886	2800	1130	394	793	145	1151	1176	30	494	224	432	44	112	719	178	444

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Table 2.3b: District wise Works Completed/Progress under NREGA (number of projects) (2009-10)

Work Type	Completed / Ongoing	Washim	Beed	Jalgaon	Jalna	Kolhapur	Latur	Nagpur	Nashik	Parbhani	Pune	Raigad	Ratnagiri	Sangli	Satara	Sindhudurg	Solapur	Maharashtra	
Rural connectivity	comp.	12	0	0	0	0	1	0	0	15	0	0	0	0	0	0	0	0	356
	Ongoing/Suspended	2	27	19	0	0	44	0	0	32	0	1	2	1	0	0	0	0	2189
Flood control	comp.	1	0	0	0	0	25	0	0	0	0	0	0	0	0	0	0	0	346
	Ongoing/Suspended	0	0	0	0	0	71	0	0	3	0	0	0	0	0	0	0	0	455
Water conservation and water harvesting	comp.	213	0	0	56	0	211	0	10	114	0	0	0	16	1	0	0	0	7305
	Ongoing/Suspended	90	934	30	70	0	267	0	25	75	0	153	0	146	5	0	1	0	7009
Drought proofing	comp.	30	0	0	0	0	9	3	0	0	0	0	0	0	0	0	0	0	602
	Ongoing/Suspended	29	24	102	68	0	69	54	23	0	0	11	0	0	6	0	0	0	2205
Micro irrigation	comp.	30	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	40
	Ongoing/Suspended	143	0	0	0	0	0	0	59	1	0	0	0	0	0	0	0	0	239
Provision of irrigation facility to land development	comp.	43	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	611
	Ongoing/Suspended	191	0	0	0	0	0	0	113	0	0	0	0	0	0	0	0	0	1000
Renovation of traditional water bodies	comp.	0	0	0	0	0	7	0	0	0	0	0	0	0	0	0	0	0	552
	Ongoing/Suspended	0	0	43	0	0	10	4	0	0	0	0	0	0	0	0	0	0	799
Land development	comp.	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	801
	Ongoing/Suspended	0	0	1	0	0	0	0	175	0	0	25	0	0	11	0	0	0	390
Any other activity approved by MRD	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	27
Rajiv Gandhi Seva Kendra	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	comp.	329	0	0	56	0	253	3	10	129	0	0	1	16	1	0	0	0	10613
	Ongoing/Suspended	455	985	195	138	0	461	58	395	111	0	190	2	148	22	0	1	0	14313

Source: District Implementation Report on nrega.nic.in, downloaded in May 2011



Table 2.3c: District wise Works Completed/Progress under NREGA (number of projects) (2010-11)

Work Type	Completed / Ongoing	Ahmednagar	Amravati	Aurangabad	Bhandara	Chandrapur	Dhule	Gadchiroli	Gondia	Hingoli	Nanded	Nandurbar	Yavatmal	Akola	Buldhana	Osmanabad	Thane	Wardha
Rural connectivity	comp.	3	0	0	0	0	19	11	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	289	1142	76	1133	96	194	872	2036	2	7	421	194	23	347	17	13	2
Flood control	comp.	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0
	Ongoing/Suspended	0	4	1	5	2	0	4	9	0	13	0	98	0	0	1	0	2
Water conservation and water harvesting	comp.	0	0	16	2	0	28	31	0	61	160	6	0	0	0	0	195	0
	Ongoing/Suspended	401	11447	3577	488	165	254	1011	1445	1033	2389	1273	878	315	917	480	3619	14
Drought proofing	comp.	5	0	0	0	0	0	3	0	0	18	0	0	0	0	0	0	0
	Ongoing/Suspended	498	1270	136	15	404	5	193	264	0	990	342	862	2478	6367	289	1	438
Micro irrigation	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	568	4	27	4	0	3	3	0	5	39	6	3	0	0	1	98
Provision of irrigation facility to land development	comp.	0	0	0	0	0	0	11	0	0	1	0	0	0	0	0	0	0
	Ongoing/Suspended	0	1113	258	2	0	66	527	3	0	164	28	1	1	0	122	0	1
Renovation of traditional water bodies	comp.	0	0	0	0	0	1	8	0	13	141	0	0	0	0	0	12	0
	Ongoing/Suspended	322	126	113	300	1199	65	403	1282	232	3124	498	330	3	1	31	2968	240
Land development	comp.	0	0	0	0	0	0	6	0	0	46	0	0	0	0	0	2	0
	Ongoing/Suspended	482	36	0	22	20	1	198	131	0	990	0	26	13	63	0	2643	0
Any other activity approved by MRD	comp.	0	0	0	0	0	0	0	0	1	26	0	0	0	0	0	0	0
	Ongoing/Suspended	1	1503	0	99	21	169	0	85	30	331	0	167	8	87	0	0	0
Rajiv Gandhi Seva Kendra	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	comp.	8	0	16	2	0	48	70	0	75	393	6	0	0	0	0	209	0
	Ongoing/Suspended	1993	17209	4165	2091	1911	754	3211	5258	1297	8013	2601	2562	2844	7782	940	9245	795

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Table 2.3c: District wise Works Completed/Progress under NREGA (number of projects) (2010-11)

Work Type	Completed / Ongoing	Washim	Beed	Jaigaon	Jalna	Kolhapur	Latur	Nagpur	Nashik	Parbhani	Pune	Raigad	Ratnagiri	Sangli	Satara	Sindhudurg	Solapur	Maharashtra
Rural connectivity	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	33
	Ongoing/Suspended	109	81	64	12	4	61	0	7	49	2	2	7	6	1	0	4	7273
Flood control	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
	Ongoing/Suspended	0	0	0	0	0	194	0	0	0	0	0	0	0	0	0	0	333
Water conservation and water harvesting	comp.	0	0	0	0	0	1	0	0	0	0	2	0	0	0	3	1	506
	Ongoing/Suspended	571	1436	46	348	0	1211	1	17	450	5	172	1	37	8	0	36	34045
Drought proofing	comp.	0	0	3	0	0	0	0	0	0	0	0	0	0	0	0	0	29
	Ongoing/Suspended	1012	23	196	88	0	55	78	126	5	0	12	0	0	0	0	0	16147
Micro irrigation	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	82	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	843
Provision of irrigation facility to land	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	12
	Ongoing/Suspended	76	1	0	0	0	0	0	74	28	0	0	0	0	0	0	0	2465
Renovation of traditional water bodies	comp.	0	0	53	0	0	0	0	0	0	0	0	0	0	0	0	0	228
	Ongoing/Suspended	119	1	22	0	0	80	0	22	1	0	6	1	11	0	0	1	11501
Land development	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	54
	Ongoing/Suspended	30	1	1	0	0	61	1	2	13	5	28	1	6	2	0	8	4784
Any other activity approved by	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	27
	Ongoing/Suspended	30	0	0	9	0	62	0	0	0	0	0	0	0	0	0	9	2611
Rajiv Gandhi Seva Kendra	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	comp.	0	0	56	0	0	1	0	0	0	0	2	0	0	0	3	1	890
	Ongoing/Suspended	2029	1543	329	457	4	1724	80	248	546	12	220	10	60	11	0	58	80002

Source: District Implementation Report on nrega.nic.in, downloaded in May 2011.

The government has to take up the challenge of completing all those works which could not be completed in 2010-11 in the current financial year. These tables along with tables 2.4a to 2.4c (on expenditure incurred) perhaps suggest declining enthusiasm on part of the government to promote NREGA activities and also the declining demand for NREGA works in developed as well as backward districts.

Tables 2.4a to 2.4c present the expenditure on total works completed as well as on the ongoing works. The year wise pattern of expenditure is similar to that relating to the NREGA works. The expenditure on completed works as well as on ongoing works is declining at the state level. It can be seen that in 2008-09, around 99 percent of the expenditure on the ongoing projects is incurred in district Raigard alone. In the remaining years, however, 50 percent or more is spent on phase I districts. The expenditure on completed works has declined by around 400 times. It is worth noting here that a large amount of resources have also been spent on ongoing works. In 2009-10, Rs. 18528.36 lakhs were spent on 14313 ongoing works (1.75 lakhs per work) at the state level. However, the table shows that only 890 works were completed next year i.e. in 2010-2011. Thus, only 6 percent of the of the ongoing works were completed in 2010-2011 and Rs.1602.26 lakhs were spent on them. In this particular year, the number of ongoing works was 80002 and the amount spent was Rs.24497.51 lakhs.

Adding up the data for all the 3 years, it is found that a total of Rs.2662755 lakhs were spent on completed and ongoing works, however, only 22281 works were completed and 80002 remained incomplete or were suspended. It appears that only 22 percent of the total works were completed.

Taking together the data relating to employment generated and assets created in Maharashtra over the last three years, it is thus observed that the state has not been able to show a satisfactory performance in terms of employment generated and assets created. Efficiency in the usage funds allocated, creation and maintenance of assets would go a long way in improving the resource base of the agricultural sector.

Table 2.4a: District wise Works Completed/Progress under NREGA –Expenditure (In Rs. Lakhs) (2008-09)

Work Type	Completed / Ongoing	Ahmednagar	Amravati	Aurangabad	Bhandara	Chandrapur	Dhule	Gadchiroli	Gondia	Hingoli	Nanded	Nandurbar	Yavatmal	Akola	Buldhana	Osmanabad	Thane	Wardha
Rural connectivity	comp.	26.91	194.5	0	0	4.1	120.94	67.54	97.46	0	0	470.13	89.42	0	0	0	0	0
	Ongoing/Suspended	213.35	199.4	1.3	626.17	38.5	354.94	538.55	945.54	0	0	3205.89	270.19	0	81.16	5.73	2.39	0
Flood control	comp.	0	0	0	0	0	0	0	0	0	0	0	51.09	0	0	0	0	0
	Ongoing/Suspended	0	0	8	4.7	0	0	0	17.13	0	816.73	0	20.82	0	0	5.07	0	58.57
Water conservation and water harvesting	comp.	92.65	665.1	778.98	11.2	11.19	64.75	651.28	12.49	796.34	0	133.88	751.54	49.29	74.58	20.67	5687.22	0
	Ongoing/Suspended	185.46	649.8	436.45	24.3	10.49	341.94	487.51	150.34	1617.26	1311.71	1124.36	445.04	8.91	363	180.9	250.61	0
Drought proofing	comp.	48.07	9.5	8.89	0	7.22	0	1.37	7.44	0	0	0	94.27	20.76	58.38	0.66	0	3.09
	Ongoing/Suspended	164.09	0	36.96	90.92	20.43	24.81	245.28	9.2	0	346.49	57.19	435.44	62.1	160.4	59.02	0	17.78
Micro irrigation	comp.	0	0	0	3.12	0	0	0	0	0	0	0	0	0	0	0	0	0.28
	Ongoing/Suspended	0	0	0	9.29	0	0	0	0	0	0	0	0.86	0	0	0	0	0
Provision of irrigation facility to land	comp.	0	48.35	187.5	3.5	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	9.96	109.02	6.1	0	0	0	0	0	0	0	1.27	0	0	0	0	0
Renovation of traditional water bodies	comp.	0	0	0	138.84	130.66	0	0	214.38	0	0	0	0	0	0	0	0	0.95
	Ongoing/Suspended	8.01	0	26.68	226.1	217.68	0	216.17	404.38	0	0	0	0	0	0	0	0	2.46
Land development	comp.	0	20.5	0	1.1	4.73	0	0	66.53	0	0	0	0	0	0	0	1544.35	0
	Ongoing/Suspended	0	0	0	19.5	12.81	0	58.59	19.05	0	0	0	0	0	0	0	105.51	0
Any other activity approved by MRD	comp.	0	0	0	0	0	7.83	0	0	0	0	0	9.51	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0.3	0	0	0	0	0	0	0	5.21	0	0	0	0	0
Rajiv Gandhi Seva Kendra	comp.	0	0	0	0	0	7.83	0	0	0	0	0	9.51	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0.3	0	0	0	0	0	0	0	5.21	0	0	0	0	0
Total	comp.	167.63	937.95	975.37	157.76	157.9	193.52	720.19	398.3	796.34	0	604.01	995.83	70.05	132.96	21.33	7231.57	4.32
	Ongoing/Suspended	570.91	859.16	618.41	1007.38	299.91	721.69	1546.1	1545.64	1617.26	2474.93	4387.44	1178.83	71.01	604.56	250.72	358.51	78.81

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Table 2.4a: District wise Works Completed/Progress under NREGA Expenditure (In Rs. Lakhs) (2008-09)

Work Type	Completed / Ongoing	Washim	Beed	Jalgaon	Jalna	Kolhapur	Latur	Nagpur	Nashik	Parbhani	Pune	Raigad	Ratnagiri	Sangli	Satara	Sindhudurg	Solapur	Maharashtra
Rural connectivity	comp.	0	0	0	0	0	0	0	0	1.97	0	0	0	0	0	0	0	1072.97
	Ongoing/Suspended	9.3	0	0	0	0.15	26.99	0	0	7.76	0	0	0	21.29	0	0	0	6548.6
Flood control	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	51.09
	Ongoing/Suspended	6.58	0	0	0	0	21.98	0	0	0	0	0	0	0	0	0	0	959.58
Water conservation and water harvesting	comp.	60.42	0	28.74	118.42	0	0	0	0	520.19	0	52645	0	2.29	0	0	0	63176.22
	Ongoing/Suspended	2.39	0	0	28.95	0	159.71	0	79.57	36.74	0	255081	0	27.08	1.65	0	0	263005.2
Drought proofing	comp.	33.2	0	0	21.01	0	0	0	0	0	0	544585	0	0	0	0	0	544898.9
	Ongoing/Suspended	5.95	0	1.45	37.59	0	0.11	0	13.26	0	0	326805	0	0	0	0	0	328593.5
Micro irrigation	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	3.4
	Ongoing/Suspended	2.01	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	12.16
Provision of irrigation facility to land development	comp.	36.4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	275.75
	Ongoing/Suspended	14.86	0	0	0	0	0	0	0	0	0	0	0	0.24	0	0	0	141.45
Renovation of traditional water bodies	comp.	0	0	0	0	0	0	0	0	0	0	41979	0	3.28	0	0	0	42467.11
	Ongoing/Suspended	0	0	0	0	0	3.55	0.58	0.64	0	0	32660	0	2.35	0	0	0	33768.6
Land development	comp.	0	0	0	0	0	0	6.84	0	0	0	0	0	0	0	0	0	1644.05
	Ongoing/Suspended	0	0	0	0	0	0.74	67.81	0.72	0	0	0	0	13.24	0.48	0	0	298.45
Any other activity approved by MRD	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	17.34
	Ongoing/Suspended	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	5.51
Rajiv Gandhi Seva Kendra	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	comp.	130.02	0	28.74	139.43	0	0	6.84	0	522.16	0	639209	0	5.57	0	0	0	653606.8
	Ongoing/Suspended	41.09	0	1.45	66.54	0.15	213.08	68.39	94.19	44.5	0	614546	0	64.2	2.13	0	0	633333

Source: District Implementation Report on nrega.nic.in, downloaded in May 2011.

Table 2.4b: District wise Works Completed/Progress under NREGA Expenditure (In Rs. Lakhs) (2009-10)

Work Type	Completed / Ongoing	Ahmednagar	Amravati	Aurangabad	Bhandara	Chandrapur	Dhule	Gadchiroli	Gondia	Hingoli	Nanded	Nandurbar	Yavatmal	Akola	Buldhaha	Osmanabad	Thane	Wardha
Rural connectivity	comp.	106.34	37	0	52.05	0	249	143.28	40.92	0	0	494.24	149.96	0	0	0	3.4	0
	Ongoing/Suspended	202.4	257	11.83	10.28	39.27	581.65	911.63	1360.51	0	0	2265.79	79.6	0.38	2.83	18.78	8.45	0.52
Flood control	comp.	0	0	0	0	0	0	0	0	0	0	0	39.04	0	115.28	0	0	21.37
	Ongoing/Suspended	0	0	0	56.87	0	0	0	32.1	0	546.49	0	85.56	0	130.6	0.63	0	101.6
Water conservation and water harvesting	comp.	40.04	158.9	1090.14	23.63	8.94	92.91	625.56	109.56	1315.55	0	0	455.43	49.29	392.56	4.73	2079.78	39.28
	Ongoing/Suspended	40.31	1397.14	629.3	54.59	12.78	191.58	213.3	106.92	736.73	1841.11	894.92	133.91	6.41	0	255.8	11.53	0.71
Drought proofing	comp.	24.5	20.5	269.97	0	0.64	0	90.4	1.45	112.56	0	0	9.59	64.89	0	0.23	0	1.2
	Ongoing/Suspended	116.4	38.25	48.79	49.65	21.16	0.8	78.01	30.03	0	1286.41	16.49	77.17	53.38	0	51	0	6.68
Micro irrigation	comp.	0	0	0	18.31	0	0	0	0	0	0	0	0	0	0	0	0	0.3
	Ongoing/Suspended	0	0	0	40.27	0	1.92	0	0	0	2.34	0	0	0	0	0	0	0.14
Provision of irrigation facility to land	comp.	0	9	558.8	61.77	0	0	0	0	8.5	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	42	162	64.51	0	0	0	0.79	0	81.65	0	2.98	0	0	0	0	0
Renovation of traditional water bodies	comp.	0.78	19.4	0	279.77	69.76	0	22.01	439.15	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	4.8	34.61	9.55	296.8	330.41	0	425.99	213.32	0	0.39	0	0.97	0	0	12.53	0	0
Land development	comp.	0	0	0	0	11.31	0	0	55.27	0	0	0	0	0	0	0	935.28	0
	Ongoing/Suspended	0	0	0	0	2.75	0	16.99	2.21	0	47.09	0	0	0	0	0	171	0
Any other activity approved by MRD	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0	0	0	0	9.12	0	0	0	3.22	0.74	0	0	0	0
Rajiv Gandhi Seva Kendra	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	comp.	171.66	244.8	1918.91	435.53	90.65	341.91	881.25	646.35	1436.61	0	494.24	654.02	114.18	507.84	4.96	3018.46	62.15
	Ongoing/Suspended	363.91	1769	861.47	572.97	406.37	775.95	1645.92	1755	736.73	3805.48	3177.2	383.41	60.91	133.43	338.74	191.12	109.51

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Table 2.4-b: District wise Works Completed/Progress under NREGA Expenditure (In Rs. Lakhs) (2009-10)

Work Type	Completed / Ongoing	Washim	Beed	Jalgaon	Jalna	Kolhapur	Latur	Nagpur	Nashik	Parbhani	Pune	Raigad	Ratnagiri	Sangli	Satara	Sindhudurg	Solapur	Maharashtra
Rural connectivity	comp.	31.67	0	0	0	0	4.23	0	0	40.33	0	0	0	0	0	0	0	1352.42
	Ongoing/Suspended	11.12	0	5.15	0	0	212.56	0	0	44.62	0	0	0	0.8	0	0	0	6025.17
Flood control	comp.	3.84	0	0	0	0	59.87	0	0	0	0	0	0	0	0	0	0	239.4
	Ongoing/Suspended	0	0	0	0	0	116.04	0	0	0	0	0	0	0	0	0	0	1069.89
Water conservation and water harvesting	comp.	71.39	0	0	44.86	0	252.97	0	5.56	176.62	0	0	0	0.55	0	0	0	7038.25
	Ongoing/Suspended	0	0	1.85	140.83	0	264.8	0	10.83	24.41	0	1.15	0	1.03	0	0	0	6971.94
Drought proofing	comp.	5.2	0	0	0	0	1.98	3.15	0	0	0	0	0	0	0	0	0	606.26
	Ongoing/Suspended	14.36	0	10.6	21.87	0	47.57	136.36	16.09	0	0	0.04	0	0	0	0	0	2121.11
Micro irrigation	comp.	29.2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	47.81
	Ongoing/Suspended	52.97	0	0	0	0	0	0	85.67	0.35	0	0	0	0	0	0	0	183.66
Provision of irrigation facility to land development	comp.	42.22	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	680.29
	Ongoing/Suspended	71.95	0	0	0	0	0	0	24.56	0	0	0	0	0	0	0	0	450.44
Renovation of traditional water bodies	comp.	0	0	0	0	0	5.96	0	0	0	0	0	0	0	0	0	0	836.83
	Ongoing/Suspended	0	0	12.49	0	0	10.61	0.85	0	0	0	0	0	0	0	0	0	1353.32
Land development	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1001.86
	Ongoing/Suspended	0	0	0.01	0	0	0	0	98.52	0	0	0.65	0	0	0	0	0	339.22
Any other activity approved by MRD	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0	0	0	0	0	0	0	0	0	0.53	0	0	0	13.61
Rajiv Gandhi Seva Kendra	comp.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	comp.	183.52	0	0	44.86	0	325.01	3.15	5.56	216.95	0	0	0	0.55	0	0	0	11803.12
	Ongoing/Suspended	150.4	0	30.1	162.7	0	651.58	137.21	235.67	69.38	0	1.84	0	2.36	0	0	0	18528.36

Source: District Implementation Report on nrega.nic.in, downloaded in May 2011.

Table 2.4c: District wise Works Completed/Progress under NREGA Expenditure (In Rs. Lakhs) (2010-11)

Work Type	Completed / Ongoing	ahmednagar	amravati	aurangabad	bhandara	chandrapur	dhule	gadchiroli	gondia	hingoli	nanded	nandurbar	yavatmal	akola	buldhana	osmanabad	thane	wardha
Rural connectivity	comp.	7.05	0.00	0.00	0.00	0.00	182.73	14.08	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	Ongoing/Suspended	311.92	167.13	263.68	1378.74	64.81	454.72	917.71	768.34	0.00	13.24	480.57	70.85	13.65	3.68	6.93	9.74	2.22
Flood control	comp.	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.60	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	Ongoing/Suspended	0.00	0.10	0.00	2.86	1.29	0.00	5.17	13.21	0.00	10.73	0.00	42.44	0.00	0.00	0.00	0.00	1.33
Water conservation and water harvesting	comp.	0.00	0.00	27.55	2.81	0.00	116.67	63.26	0.00	616.45	250.69	7.17	0.00	0.00	0.00	0.00	17.40	0.00
	Ongoing/Suspended	90.82	1099.84	2011.55	510.77	61.08	230.25	501.20	324.28	490.96	2358.11	912.51	356.01	4.96	24.88	59.88	148.36	0.00
Drought proofing	comp.	2.39	0.00	0.00	0.00	0.00	0.00	0.58	0.00	0.00	23.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	Ongoing/Suspended	101.39	230.38	15.82	12.23	13.47	2.50	46.83	21.14	0.00	445.77	80.57	71.22	22.76	110.88	40.00	0.00	8.51
Micro irrigation	comp.	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	Ongoing/Suspended	0.00	63.86	0.00	0.00	0.00	0.00	2.65	0.00	0.00	0.66	10.88	1.16	0.42	0.00	0.00	0.22	71.48
Provision of irrigation facility to land development	comp.	0.00	0.00	0.00	0.00	0.00	0.00	6.69	0.00	0.00	0.92	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	Ongoing/Suspended	0.00	132.69	17.84	0.00	0.00	26.20	113.39	0.71	0.00	89.55	4.07	0.00	0.00	0.00	55.47	0.00	0.00
Renovation of traditional water bodies	comp.	0.00	0.00	0.00	0.00	0.00	0.00	7.90	0.00	14.58	161.65	0.00	0.00	0.00	0.00	0.00	2.19	0.00
	Ongoing/Suspended	33.06	2.73	6.81	23.77	324.34	10.92	99.85	832.53	16.28	2821.26	69.94	17.80	0.00	0.00	10.69	446.89	12.00
Land development	comp.	0.00	0.00	0.00	0.00	0.00	0.00	10.99	0.00	0.00	37.30	0.00	0.00	0.00	0.00	0.00	0.57	0.00
	Ongoing/Suspended	72.65	1.83	0.00	0.04	5.45	2.38	67.68	51.79	0.00	511.21	0.00	2.77	0.00	0.00	0.00	111.06	0.00
Any other activity approved by MRD	comp.	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	8.77	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	Ongoing/Suspended	0.00	35.43	0.00	25.83	1.87	12.37	0.00	8.15	0.00	153.43	0.00	1.59	0.00	0.00	0.00	0.00	0.00
Rajiv Gandhi Seva Kendra	comp.	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	Ongoing/Suspended	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Total	comp.	9.44	0.00	27.55	2.81	0.00	299.40	103.50	0.00	631.03	482.91	7.17	0.00	0.00	0.00	0.00	20.15	0.00
	Ongoing/Suspended	609.85	1733.99	2315.70	1954.24	472.32	739.34	1754.47	2020.14	507.24	6403.96	1558.54	563.83	41.79	139.44	172.96	716.27	95.54

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Table 2.4c: District wise Works Completed/Progress under NREGA Expenditure (In Rs. Lakhs) (2010-11)

Work Type	Completed / Ongoing	Washim	Beed	Jalgaon	Jalna	Kolhapur	Latur	Nagpur	Nashik	Parbhani	Pune	Raigad	Ratnagiri	Sangli	Satara	Sindhudurg	Solapur	Maharashtra
Rural connectivity	comp.	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	203.86
	Ongoing/Suspended	27.68	243.34	96.91	85.63	0.15	145.61	0.00	3.24	36.97	0.00	0.00	16.91	0.00	0.00	0.00	0.00	5584.37
Flood control	comp.	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.60
	Ongoing/Suspended	0.00	0.00	0.00	0.00	0.00	119.77	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	196.90
Water conservation and water harvesting	comp.	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.11	0.38	1102.50
	Ongoing/Suspended	42.98	364.70	14.85	277.99	0.00	400.53	0.06	0.00	204.62	0.00	0.08	0.00	0.22	0.00	0.00	0.55	10492.03
Drought proofing	comp.	0.00	0.00	0.76	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	26.73
	Ongoing/Suspended	16.42	5.56	85.46	11.21	0.00	41.04	114.04	180.51	1.19	0.00	0.00	0.00	0.00	0.00	0.00	0.00	1678.88
Micro irrigation	comp.	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	Ongoing/Suspended	2.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	153.32
Provision of irrigation facility to land development	comp.	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	7.61
	Ongoing/Suspended	19.13	0.00	0.00	0.00	0.00	0.00	0.00	16.12	1.17	0.00	0.00	0.00	0.00	0.00	0.00	0.00	476.33
Renovation of traditional water bodies	comp.	0.00	0.00	17.05	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	203.36
	Ongoing/Suspended	0.00	0.85	7.85	0.00	0.00	2.87	0.00	9.21	0.00	0.00	0.50	0.00	0.00	0.00	0.00	0.00	4750.14
Land development	comp.	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	48.85
	Ongoing/Suspended	0.00	2.76	0.00	0.00	0.00	8.89	0.00	0.46	38.58	0.00	0.00	0.00	0.00	0.00	0.00	1.76	879.32
Any other activity approved by MRD	comp.	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	8.77
	Ongoing/Suspended	0.00	0.00	0.00	30.96	0.00	16.58	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	286.23
Rajiv Gandhi Seva Kendra	comp.	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	Ongoing/Suspended	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Total	comp.	0.00	0.00	17.81	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.11	0.38	1602.26
	Ongoing/Suspended	108.20	617.21	205.07	405.79	0.15	735.29	114.10	209.54	282.52	0.00	0.58	16.91	0.22	0.00	0.00	2.31	24497.51

Source: District Implementation Report on nrega.nic.in, downloaded in May 2011.

## **2.4 Performance of NREGA – Some Quantitative Indicators**

As mentioned in the earlier chapter, the system of transparency and public accountability is an integral part of the NREGA. The Act enables population to use social auditing as a tool and focus on the accountability issues at the Panchayat level. The reports from the field show that the scheme is yet to fulfill its objective of attaining transparency and accountability to the full extent (Gopal, 2009, Afridi, 2008). Details of district wise social auditing and inspection of NREGA activities are presented in tables 2.5a to 2.5c. In all, 63 percent of the muster rolls were used in 2008-09 and this percentage has been increasing over the years and is 88 percent in 2010-11. The extent of musters verified has been increasing over the years in majority of the districts and indicates a positive change. The percentage of musters verified is lowest in district Thane and highest in Gondia. It is observed that the proportion of GPs where social audit was held is very high in the year 2009-10 in each district. It can be seen that the total number of works taken up has reduced over the years. However, the number of works taken up for inspection at the district and block level is fluctuating over the period. It seen that the Gram Sabhas have been held in all the GPs. However, at the state level, the number of Gram Sabhas held is declining over a period of three years. No VMC meeting was held in 19 districts in 2008-09, in 13 districts in 2009-10 and 18 districts in 2010-11. The number of complaints received is very low and more than 50 percent of the complaints have been disposed in all the years.

The amount of NREGA wage payments is disbursed through banks as well as through post offices. The details of the same processed through banks/ post offices are presented in table 2.6. Most of the accounts are seen to be individual accounts in both the cases. The proportion of bank accounts has reduced from 65 percent in 2008-09 to 37 percent in 2010-11 and that of post office accounts has been increasing. This trend is reflected in the proportion of amount disbursed through banks. Out of the total amount disbursed, 58 percent was disbursed through banks in 2008-09 and this proportion reduced to 8 percent in 2010-11. This perhaps indicates importance of post offices for making wage payments easier for the village households.

A unique feature of the NREGA is provision for unemployment allowance if the authorities are unable to provide work to the household within 15 days after demanding work. Table 2.7 shows that though unemployment allowance was due to the beneficiaries in 2010-11 in

18 districts, only in one district- district Thane, it was paid for only 45 days out of 259 due days and the amount paid was a meager sum of Rs.1285. The number of days for which the unemployment allowance is due to the households is highest in district Jalna followed by Nasik in 2010-11. In proportion to the man days of employment generated, the number of days of unemployment is seen to be very low.

Table 2.8 presents the work projection for the year 2010-11. According to this, the number of spill over works and that of new works taken up in 2010-11 is around 91 thousand and 86 thousand respectively. Thus, the a total of 1, 77,512 works were to be completed in 2010-11. According to this report, more than 8 crore man days of employment would be generated. However, latest data (District Implementation Report) on works completed/ ongoing shows that only 890 works were completed in 2010-11 and 80,002 works were ongoing works. Similarly, around 1.34 crore mandays of employment were generated in this year. The table thus shows that there is a huge gap between the actual (table 2.3c) and the estimated figures of employment and activities under NREGA (table 2.8) for the year 2010-11.

Table 2.5a: Social Auditing and Inspection of NREGA Work (2008-09)

Name of the district	Must Roll Verified			Social Audit			Inspections Conducted					Gram Sabha Held			Complaints	
	No of muster rolls used	Verified	% Verified	Total GPs	No of GPs where social audit held	% No of GPs where social audit held	Total works taken up	No.of works inspected at district level	% No.of works inspected at district level	No.of works inspected at block level	% No.of works inspected at block level	Total GPs	No. of GSs held	No. of VMC meetings held	No. of complaints received	No of complaints disposed
Ahmednagar	6022	5455	90.58	1309	1309	100.00	1457	258	17.71	938	64.38	1309	2618	621	13	13
Amravati	8436	6681	79.20	842	103	12.23	2816	265	9.41	1230	43.68	842	842	580	12	10
Aurangabad	5385	4800	89.14	855	855	100.00	1827	220	12.04	1823	99.78	855	3361	0	0	0
Bhandara	6180	5940	96.12	541	541	100.00	60	59	98.33	607	1011.67	340	541	541	22	20
Chandrapur	1621	1202	74.15	846	846	100.00	862	22	2.55	17	1.97	846	846	0	38	34
Dhule	1926	1764	91.59	551	551	100.00	788	1009	128.05	889	112.82	551	1124	1083	0	0
Gadchiroli	3705	3050	82.32	467	458	98.07	413	44	10.65	80	19.37	467	798	0	13	4
Gondia	6428	6068	94.40	556	523	94.06	1415	141	9.96	1360	96.11	556	849	576	5	5
Hingoli	3520	2468	70.11	565	565	100.00	809	23	2.84	37	4.57	565	565	0	9	7
Nanded	2900	2900	100.00	1313	949	72.28	1399	1390	99.36	1399	100.00	1313	1313	0	0	0
Nandurbar	7291	3104	42.57	501	25	4.99	537	43	8.01	156	29.05	501	501	501	0	0
Yavatmal	1767	1075	60.84	1205	504	41.83	1149	38	3.31	107	9.31	1205	7230	2410	0	0
Akola	524	524	100.00	542	459	84.69	426	74	17.37	167	39.20	542	492	339	1	1
Buldhana	2615	2615	100.00	866	0	0.00	461	185	40.13	97	21.04	866	866	0	1	1
Osmanabad	1649	1448	87.81	622	622	100.00	46	23	50.00	433	941.30	622	575	0	1	0
Thane	21612	2559	11.84	968	14	1.45	4244	52	1.23	350	8.25	968	1853	349	1	1
Wardha	939	884	94.14	517	517	100.00	582	43	7.39	556	95.53	517	517	0	1	1
Washim	575	16	2.78	493	30	6.09	96	2	2.08	21	21.88	493	493	0	16	16
Beed	520	0	0.00	1020	0	0.00	599	48	8.01	599	100.00	1020	1	0	0	0
Jalgaon	152	152	100.00	1152	0	0.00	65	7	10.77	7	10.77	1152	1152	0	0	0
Jalna	1240	369	29.76	781	22	2.82	314	30	9.55	112	35.67	781	781	781	1	1
Kolhapur	2	0	0.00	1027	1027	100.00	2	2	100.00	0	0.00	1027	1027	0	0	0

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Table 2.5a: Social Auditing and Inspection of NREGA Work (2008-09)

Name of the district	Must Roll Verified			Social Audit			Inspections Conducted					Gram Sabha Held			Complaints	
	No of muster rolls used	Verified	% Verified	Total GPs	No of GPs where social audit held	% No of GPs where social audit held	Total works taken up	No.of works inspected at district level	% No.of works inspected at district level	No.of works inspected at block level	% No.of works inspected at block level	Total GPs	No. of GSs held	No. of VMC meetings held	No. of complaints received	No of complaints disposed
Latur	2521	2189	86.83	786	786	100.00	626	30	4.79	263	42.01	786	786	786	36	36
Nagpur	378	378	100.00	73	73	100.00	73	15	20.55	4	5.48	777	777	0	0	0
Nashik	250	0	0.00	1380	352	25.51	99	72	72.73	99	100.00	1380	1380	352	2	0
Parbhani	984	476	48.37	301	0	0.00	257	0	0.00	39	15.18	704	543	0	2	2
Pune	51	45	88.24	0	1401	0	24	2	8.33	23	95.83	1401	1401	160	2	2
Raigad	200	173	86.50	820	0	0.00	81	0	0.00	72	88.89	820	1084	109	0	0
<b>Ratnagiri</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>848</b>	<b>0</b>	<b>0.00</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>848</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Sangli	383	379	98.96	705	653	92.62	156	8	5.13	121	77.56	705	653	0	0	0
Satara	34	34	100.00	1503	1503	100.00	21	4	19.05	20	95.24	1503	1503	0	0	0
<b>Sindhudurg</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>430</b>	<b>0</b>	<b>0.00</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>430</b>	<b>430</b>	<b>0</b>	<b>0</b>	<b>0</b>
Solapur	26	0	0.00	0	0	0	0	0	0	0	0	1028	1028	0	0	0
Maharashtra	89836	56748	63.17	24385	14688	60.23	21704	4109	18.93	11626	53.57	27720	37930	9188	176	154

Source: District Implementation Report on nrega.nic.in, downloaded in May 2011.

Table 2.5b: Social Auditing and Inspection of NREGA Work (2009-10)

Name of the district	Must Roll Verified		Social Audit			Inspections Conducted					Gram Sabha Held		Complaints			
	No of muster rolls used	Verified	% Verified	Total GPs	No of GPs where social audit held	% No of GPs where social audit held	Total works taken up	No.of works inspected at district level	% No.of works inspected at district level	No.of works inspected at block level	% No.of works inspected at block level	Total GPs	No. of GSs held	No. of VMC meetings held	No. of complaints received	No of complaints disposed
Ahmednagar	2697	2642	97.96	1311	1311	100.00	1084	185	17.07	872	80.44	1311	6555	6555	3	2
Amravati	2940	2940	100.00	843	528	62.63	3450	395	11.45	3050	88.41	843	1897	1137	22	20
Aurangabad	5413	4240	78.33	856	856	100.00	2421	415	17.14	2296	94.84	856	856	856	2	2
Bhandara	5565	5565	100.00	541	541	100.00	0	40	0	407	0	451	541	541	0	0
Chandrapur	1798	1035	57.56	847	846	99.88	0	0	0	0	0	0	847	847	0	0
Dhule	1464	1331	90.92	551	551	100.00	1065	1089	102.25	963	90.42	551	551	551	0	0
Gadchiroli	3705	3700	99.87	467	467	100.00	343	66	19.24	52	15.16	467	1401	0	13	4
Gondia	3737	3592	96.12	556	556	100.00	1853	150	8.09	1707	92.12	556	867	556	0	0
Hingoli	2313	848	36.66	565	565	100.00	290	22	7.59	48	16.55	565	565	0	8	2
Nanded	4583	4583	100.00	1311	1311	100.00	476	476	100.00	476	100.00	1311	1311	1311	2	2
Nandurbar	24878	19617	78.85	501	501	100.00	537	48	8.94	156	29.05	501	501	501	0	0
Yavatmal	5505	3200	58.13	1208	1208	100.00	724	575	79.42	605	83.56	1208	1208	448	0	0
Akola	539	539	100.00	539	539	100.00	427	120	28.10	210	49.18	539	539	341	0	0
Buldhana	2178	2178	100.00	866	866	100.00	106	85	80.19	88	83.02	866	866	0	1	1
Osmanabad	1377	1374	99.78	622	622	100.00	74	68	91.89	296	400.00	622	622	622	5	1
Thane	5862	2293	39.12	919	919	100.00	3193	121	3.79	1654	51.80	919	1907	315	1	1
Wardha	291	291	100.00	517	517	100.00	1074	231	21.51	32	2.98	517	517	0	0	0
Washim	947	915	96.62	493	493	100.00	505	59	11.68	290	57.43	493	493	493	0	0
Beed	493	493	100.00	1020	1020	100.00	0	0	0	0	0	1020	1020	1020	0	0
Jalgaon	305	300	98.36	1152	1152	100.00	195	14	7.18	35	17.95	1152	1152	0	0	0
Jalna	570	445	78.07	781	781	100.00	130	25	19.23	25	19.23	781	781	781	0	0
Kolhapur	25	0	0.00	1028	1028	100.00	0	0	0	0	0	1028	0	0	0	0

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Table 2.5b: Social Auditing and Inspection of NREGA Work (2009-10)

Name of the district	Must Roll Verified			Social Audit			Inspections Conducted					Gram Sabha Held			Complaints	
	No of muster rolls used	Verified	% Verified	Total GPs	No of GPs where social audit held	% No of GPs where social audit held	Total works taken up	No.of works inspected at district level	% No.of works inspected at district level	No.of works inspected at block level	% No.of works inspected at block level	Total GPs	No. of GSs held	No. of VMC meetings held	No. of complaints received	No of complaints disposed
Latur	2472	1713	69.30	787	787	100.00	714	55	7.70	391	54.76	787	787	787	17	13
Nagpur	754	754	100.00	777	777	100.00	57	52	91.23	3	5.26	777	777	0	0	0
Nashik	1183	1183	100.00	1380	1380	100.00	363	93	25.62	160	44.08	1380	1380	1380	0	0
Parbhani	378	222	58.73	704	703	99.86	682	5	0.73	66	9.68	704	703	0	8	7
Pune	11	11	100.00	1401	363	25.91	2	0	0.00	2	100.00	1401	1401	112	0	0
Raigad	35	35	100.00	821	821	100.00	17	6	35.29	21	123.53	821	821	203	0	0
Ratnagiri	37	34	91.89	848	848	100.00	1	0	0.00	0	0.00	848	848	0	0	0
Sangli	12	12	100.00	705	705	100.00	164	0	0.00	5	3.05	705	705	0	0	0
Satara	0	0	0	1503	1503	100.00	0	0	0	0	0	1503	1503	0	0	0
Sindhudurg	0	0	0	430	425	98.84	0	0	0	0	0	430	425	0	0	0
Solapur	0	0	0	1028	1028	100.00	1	1	100.00	1	100.00	1028	1028	0	0	0
Maharashtra	82067	66085	80.53	27878	26518	95.12	19948	4396	22.04	13911	69.74	26941	35375	19357	82	55

Source: District Implementation Report on nrega.nic.in, downloaded in May 2011.

Table 2.5c: Social Auditing and Inspection of NREGA Work (2010-11)

Name of the district	Must Roll Verified			Social Audit			Inspections Conducted					Gram Sabha Held			Complaints	
	No of muster rolls used	Verified	% Verified	Total GPs	No of GPs where social audit held	% No of GPs where social audit held	Total works taken up	No.of works inspected at district level	% No.of works inspected at district level	No.of works inspected at block level	% No.of works inspected at block level	Total GPs	No. of GSs held	No. of VMC meetings held	No. of complaints received	No of complaints disposed
Ahmednagar	4182	4014	95.98	1313	1313	100.00	1142	175	15.32	808	70.75	1313	6565	6565	0	0
Amravati	9853	9360	95.00	843	739	87.66	0	78	0	223	0	843	843	0	0	0
Aurangabad	4319	4019	93.05	858	858	100.00	2734	273	9.99	2461	90.01	858	858	0	2	2
Bhandara	7028	7028	100.00	541	541	100.00	0	0	0	0	0	541	541	0	2	0
Chandrapur	1152	1152	100.00	846	846	100.00	0	1	0	32	0	846	0	9	1	0
Dhule	617	374	60.62	551	570	103.45	235	0	0.00	343	145.96	551	551	551	0	0
Gadchiroli	3705	3700	99.87	467	467	100.00	1490	57	3.83	93	6.24	467	1401	0	9	4
Gondia	5908	5380	91.06	556	556	100.00	976	125	12.81	987	101.13	556	2224	619	0	0
Hingoli	1021	394	38.59	565	565	100.00	312	31	9.94	0	0.00	565	565	0	6	0
Nanded	9350	9350	100.00	1311	1311	100.00	1356	136	10.03	1356	100.00	1311	1311	0	0	0
Nandurbar	24878	19985	80.33	501	501	100.00	537	48	8.94	156	29.05	501	501	501	0	0
Yavatmal	2285	1773	77.59	1208	706	58.44	413	49	11.86	245	59.32	1208	1069	970	0	0
Akola	780	780	100.00	539	539	100.00	57	30	52.63	42	73.68	539	539	539	0	0
Buldhana	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Osmanabad	1066	1066	100.00	622	424	68.17	524	129	24.62	378	72.14	622	622	0	9	9
Thane	6596	4157	63.02	924	1061	114.83	4289	104	2.42	1545	36.02	946	1376	276	0	0
Wardha	157	156	99.36	517	511	98.84	649	8	1.23	78	12.02	517	517	0	0	0
Washim	850	850	100.00	493	493	100.00	140	50	35.71	80	57.14	493	493	493	0	0
Beed	1826	1826	100.00	1019	315	30.91	1480	50	3.38	220	14.86	1019	315	315	0	0
Jalgaon	1230	1230	100.00	1152	1152	100.00	325	59	18.15	180	55.38	1152	1152	0	0	0
Jalna	670	450	67.16	781	781	100.00	135	25	18.52	25	18.52	781	781	781	0	0
Kolhapur	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

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Table 2.5c: Social Auditing and Inspection of NREGA Work (2010-11)

Name of the district	Must Roll Verified		Social Audit			Inspections Conducted					Gram Sabha Held			Complaints		
	No of muster rolls used	Verified	% Verified	Total GPs	No of GPs where social audit held	% No of GPs where social audit held	Total works taken up	No.of works inspected at district level	% No.of works inspected at district level	No.of works inspected at block level	% No.of works inspected at block level	Total GPs	No. of GSs held	No. of VMC meetings held	No. of complaints received	No of complaints disposed
Latur	2308	1810	78.42	787	787	100.00	460	42	9.13	460	100.00	787	787	266	13	8
Nagpur	1088	1088	100.00	776	776	100.00	56	49	87.50	7	12.50	776	776	0	0	0
Nashik	772	772	100.00	1380	1380	100.00	64	18	28.13	64	100.00	1380	1380	1380	3	3
Parbhani	559	559	100.00	704	704	100.00	241	11	4.56	241	100.00	704	704	0	0	0
Pune	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Raigad	130	130	100.00	737	456	61.87	34	40	117.65	39	114.71	789	538	146	0	0
Ratnagiri	96	89	92.71	851	851	100.00	1	0	0.00	0	0.00	851	851	0	0	0
Sangli	7	0	0.00	705	947	134.33	0	4	0	12	0	705	947	0	0	0
Satara	7	0	0.00	1503	2	0.13	0	0	0	1503	0	1503	0	0	0	0
Sindhudurg	0	0	0	431	0	0.00	0	0	0	0	0	431	430	0	0	0
Solapur	23	23	100.00	1028	1028	100.00	1	0	0.00	1	100.00	1028	1028	0	0	0
Maharashtra	92463	81515	88.16	24509	21180	86.42	17651	1592	9.02	11579	65.60	24583	29665	13411	45	26

Source: District Implementation Report on nrega.nic.in, downloaded in May 2011.

Table 2.6a: The NREGA Payment Processed though Banks/Post Office (2008-09)

Name of the district	No. of bank accounts opened				Amount of wages disbursed through bank accounts (Rs. In lakhs)	No. of post office Account Opened				Amount of Wages disbursed through post office Accounts(Rs. in lakhs)	Total Accounts			Total Amount Disbursed (Rs.in lakhs)
	Individual	Joint	Total	% Total		Individual	Joint	Total	% Total		Individual	Joint	Total	
Ahmednagar	9305	0	9305	17.14	74.546	44976	0	44976	82.86	437.604	54281	0	54281	513
Amravati	23615	0	23615	72.99	353.21	8740	0	8740	27.01	255.55	32355	0	32355	609
Aurangabad	9000	0	9000	60.00	170	6000	0	6000	40.00	128.61	15000	0	15000	299
Bhandara	82074	0	82074	74.36	885.28	28299	0	28299	25.64	31.17	110373	0	110373	916
Chandrapur	75759	0	75759	53.84	252.577	64947	0	64947	46.16	127.036	140706	0	140706	380
Dhule	0	0	0	0.00	0	7539	0	7539	100.00	66.37	7539	0	7539	66
Gadchiroli	43843	0	43843	99.85	40.73	68	0	68	0.15	0	43911	0	43911	41
Gondia	57199	28168	85367	78.97	1356.14	16303	6434	22737	21.03	257.31	73502	34602	108104	1613
Hingoli	10975	0	10975	83.93	340.677	2101	0	2101	16.07	42.462	13076	0	13076	383
Nanded	0	0	0	0.00	0	41874	0	41874	100.00	1035.59	41874	0	41874	1036
Nandurbar	10009	0	10009	48.01	25.55	10838	0	10838	51.99	6.76	20847	0	20847	33
Yavatmal	5406	0	5406	73.63	36.05	1936	0	1936	26.37	27.1	7342	0	7342	63
Akola	13030	59	13089	87.27	29.69	1909	0	1909	12.73	2.5	14939	59	14998	32
Buldhana	7614	3513	11127	87.10	9.23	1055	593	1648	12.90	2.97	8669	4106	12775	12
Osmanabad	454	191	645	4.01	22.66	15157	265	15422	95.99	191.19	15611	456	16067	214
Thane	2077	99	2176	40.71	14.06779	3169	0	3169	59.29	5.21963	5246	99	5345	19
Wardha	3559	3206	6765	21.42	20.42	23373	1442	24815	78.58	40.86	26932	4648	31580	61
Washim	4324	0	4324	99.68	12.74	14	0	14	0.32	4.92	4338	0	4338	18
Beed	379	0	379	67.80	0	180	0	180	32.20	0	559	0	559	0
Jalgaon	0	472	472	60.36	0	310	0	310	39.64	3.52	310	472	782	4
Jalna	42999	0	42999	100.00	85.66	0	0	0	0.00	0	42999	0	42999	86
Kolhapur	0	0	0	0.00	0	105	0	105	100.00	1.49	105	0	105	1

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Table 2.6a: The NREGA Payment Processed through Banks/Post Office (2008-09)

Name of the district	No. of bank accounts opened				Amount of wages disbursed through bank accounts (Rs. In lakhs)	No. of post office Account Opened				Amount of Wages disbursed through post office Accounts(Rs. in lakhs)	Total Accounts			Total Amount Disbursed (Rs.in lakhs)
	Individual	Joint	Total	% Total		Individual	Joint	Total	% Total		Individual	Joint	Total	
Latur	11257	687	11944	74.07	128.08	4181	0	4181	25.93	56.86	15438	687	16125	185
Nagpur	235	144	379	100.00	9.45415	0	0	0	0.00	0	235	144	379	9
Nashik	61915	15467	77382	94.91	2.09	2110	2040	4150	5.09	0.72	64025	17507	81532	3
Parbhani	717	132	849	73.70	8.727	195	108	303	26.30	5.71	912	240	1152	15
Pune	27102	1019	28121	94.93	7.82	1501	0	1501	5.07	1.73	28603	1019	29622	10
Raigad	677	147	824	69.83	8.67112	356	0	356	30.17	1.53764	1033	147	1180	11
Ratnagiri	0	0	0	0.00	0	654	0	654	100.00	0	654	0	654	0
Sangli	69	0	69	1.77	44.4	3838	0	3838	98.23	22.07	3907	0	3907	66
Satara	240	249	489	84.46	2.85	90	0	90	15.54	0	330	249	579	3
Sindhudurg	0	439	439	100.00	0	0	0	0	0.00	0	0	439	439	0
Solapur	186	1040	1226	100.00	0	0	0	0	0.00	0	186	1040	1226	0
Maharashtra	504019	55032	559051	64.87	3941.32	291818	10882	302700	35.13	2756.86	795837	65914	861751	6701

Source: District Implementation Report on nrega.nic.in, downloaded in May 2011.

Table 2.6b: The NREGA Payment Processed though Banks/Post Office (2009-10)

Name of the district	No. of bank accounts opened				Amount of wages disbursed through bank accounts (Rs. In lakhs)	No. of post office Account Opened				Amount of Wages disbursed through post office Accounts(Rs. in lakhs)	Total Accounts			Total Amount Disbursed (Rs.in lakhs)
	Individual	Joint	Total	% Total		Individual	Joint	Total	% Total		Individual	Joint	Total	
Ahmednagar	0	0	0	0.00	0	16365	0	16365	100.00	400.451	16365	0	16365	400
Amravati	30094	0	30094	77.35	782.32	8810	0	8810	22.65	318.8	38904	0	38904	1101
Aurangabad	9538	0	9538	21.53	162.7	34761	0	34761	78.47	1642.5	44299	0	44299	1805
Bhandara	114128	535	114663	67.30	985.15	55634	88	55722	32.70	447.38	169762	623	170385	1432
Chandrapur	75759	0	75759	53.84	303.313	64947	0	64947	46.16	146.205	140706	0	140706	449
Dhule	163	0	163	1.00	0	16108	0	16108	99.00	775.9	16271	0	16271	776
Gadchiroli	115841	0	115841	96.93	648.51	3675	0	3675	3.07	308.21	119516	0	119516	957
Gondia	65326	28172	93498	76.40	1890.118	20912	7974	28886	23.60	335.6298	86238	36146	122384	2226
Hingoli	15543	0	15543	78.75	1606.73	4195	0	4195	21.25	177.63	19738	0	19738	1785
Nanded	683	0	683	1.19	13.4	56703	0	56703	98.81	3792.08	57386	0	57386	3805
Nandurbar	71790	0	71790	55.19	0	58293	0	58293	44.81	700.87	130083	0	130083	701
Yavatmal	8165	2139	10304	33.67	411.73	20303	0	20303	66.33	477.79	28468	2139	30607	890
Akola	13581	89	13670	87.15	50.22	1992	24	2016	12.85	10.69	15573	113	15686	61
Buldhana	7626	3613	11239	75.45	10.683	3063	593	3656	24.55	137.867	10689	4206	14895	149
Osmanabad	458	0	458	2.08	0	21346	265	21611	97.92	334.7	21804	265	22069	335
Thane	51582	170	51752	12.09	63.29217	376432	5	376437	87.91	551.9602	428014	175	428189	615
Wardha	3980	3269	7249	19.39	19.87	28476	1664	30140	80.61	134.12	32456	4933	37389	154
Washim	16096	111	16207	60.57	100.43	10549	0	10549	39.43	50.84	26645	111	26756	151
Beed	2902	0	2902	61.67	140.906	1804	0	1804	38.33	54.504	4706	0	4706	196
Jalgaon	0	1162	1162	26.88	0	3161	0	3161	73.12	30.1	3161	1162	4323	30
Jalna	57692	0	57692	99.21	245.29	459	0	459	0.79	0	58151	0	58151	245
Kolhapur	0	0	0	0.00	0	150	0	150	100.00	0	150	0	150	0

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Table 2.6b: The NREGA Payment Processed through Banks/Post Office (2009-10)

Name of the district	No. of bank accounts opened				Amount of wages disbursed through bank accounts (Rs. In lakhs)	No. of post office Account Opened				Amount of Wages disbursed through post office Accounts(Rs. in lakhs)	Total Accounts			Total Amount Disbursed (Rs.in lakhs)
	Individual	Joint	Total	% Total		Individual	Joint	Total	% Total		Individual	Joint	Total	
Latur	15499	222	15721	57.17	333.98	11421	357	11778	42.83	194.65	26920	579	27499	529
Nagpur	647	48	695	100.00	90.55036	0	0	0	0.00	0	647	48	695	91
Nashik	63671	15467	79138	93.45	43.81	3509	2040	5549	6.55	10.755	67180	17507	84687	55
Parbhani	5102	866	5968	53.90	155.031	5104	0	5104	46.10	89.724	10206	866	11072	245
Pune	15316	4253	19569	73.53	0	7043	0	7043	26.47	1.92	22359	4253	26612	2
Raigad	2413	0	2413	40.63	0.43102	3526	0	3526	59.37	1.40435	5939	0	5939	1
Ratnagiri	0	0	0	0.00	0	47283	0	47283	100.00	13.98	47283	0	47283	14
Sangli	7375	0	7375	64.54	2.18	4052	0	4052	35.46	0.73	11427	0	11427	3
Satara	191	0	191	26.09	0	541	0	541	73.91	0	732	0	732	0
Sindhudurg	0	438	438	17.97	0	2000	0	2000	82.03	0	2000	438	2438	0
Solapur	300	0	300	62.50	0	180	0	180	37.50	0	480	0	480	0
Maharashtra	771461	60554	832015	47.88	8060.64	892797	13010	905807	52.12	11141.39	1664258	73564	1737822	19203

Source: District Implementation Report on nrega.nic.in, downloaded in May 2011.

Table 2.6c: The NREGA Payment Processed through Banks/Post Office (2010-11)

Name of the district	No. of bank accounts opened				Amount of wages disbursed through bank accounts (Rs. In lakhs)	No. of post office Account Opened				Amount of Wages disbursed through post office Accounts(Rs. in lakhs)	Total Accounts			Total Amount Disbursed (Rs.in lakhs)
	Individual	Joint	Total	% Total		Individual	Joint	Total	% Total		Individual	Joint	Total	
Ahmednagar	0	0	0.00	0.00	0	18119	0	18119.00	100.00	549.034	18119	0	18119	549
Amravati	0	0	0.00	0.00	0	43118	0	43118.00	100.00	1951.32	43118	0	43118	1951
Aurangabad	10795	0	10795.00	19.52	210	44505	0	44505.00	80.48	2000.24	55300	0	55300	2210
Bhandara	114128	638	114766.00	66.15	1495.86	58645	95	58740.00	33.85	858.22	172773	733	173506	2354
Chandrapur	75759	0	75759.00	53.84	503.784	64947	0	64947.00	46.16	100.489	140706	0	140706	604
Dhule	20838	0	20838.00	50.00	0	20838	0	20838.00	50.00	956.25	41676	0	41676	956
Gadchiroli	127989	0	127989.00	95.87	1825.04	5514	0	5514.00	4.13	23.46	133503	0	133503	1848
Gondia	70627	28172	98799.00	80.10	1781.802	18013	6537	24550.00	19.90	317.1613	88640	34709	123349	2099
Hingoli	18399	0	18399.00	81.43	989.76	4195	0	4195.00	18.57	178.48	22594	0	22594	1168
Nanded	979	0	979.00	1.35	84.21	71794	0	71794.00	98.65	5948.915	72773	0	72773	6033
Nandurbar	0	0	0.00	0.00	0	108292	0	108292.00	100.00	1249.38	108292	0	108292	1249
Yavatmal	7685	638	8323.00	28.49	198.22	20576	314	20890.00	71.51	401.52	28261	952	29213	600
Akola	13588	345	13933.00	87.29	65.4	2002	26	2028.00	12.71	8.18	15590	371	15961	73
Buldhana	0	0	0.00	0.00	0	2661	0	2661.00	100.00	268.81	2661	0	2661	269
Osmanabad	481	0	481.00	1.93	0	24122	265	24387.00	98.07	168.38	24603	265	24868	168
Thane	51754	170	51924.00	11.62	0	394841	5	394846.00	88.38	576.18	446595	175	446770	576
Wardha	4097	3193	7290.00	18.04	6.73	31359	1754	33113.00	81.96	150.1	35456	4947	40403	157
Washim	16255	233	16488.00	60.56	162.12	10740	0	10740.00	39.44	25.4	26995	233	27228	187
Beed	2902	0	2902.00	61.67	349.868	1804	0	1804.00	38.33	893.5	4706	0	4706	1244
Jalgaon	0	1162	1162.00	11.97	0	8542	0	8542.00	88.03	194.65	8542	1162	9704	195
Jalna	57692	0	57692.00	99.15	561.42	495	0	495.00	0.85	0	58187	0	58187	561
Kolhapur	0	0	0.00	0.00	0	1090	0	1090.00	100.00	17.4	1090	0	1090	17

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Table 2.6c: The NREGA Payment Processed through Banks/Post Office (2010-11)

Name of the district	No. of bank accounts opened				Amount of wages disbursed through bank accounts (Rs. In lakhs)	No. of post office Account Opened				Amount of Wages disbursed through post office Accounts(Rs. in lakhs)	Total Accounts			Total Amount Disbursed (Rs.in lakhs)
	Individual	Joint	Total	% Total		Individual	Joint	Total	% Total		Individual	Joint	Total	
Latur	22712	639	23351.00	47.57	379.98	25230	502	25732.00	52.43	313.56	47942	1141	49083	694
Nagpur	939	175	1114.00	76.51	209.544	339	3	342.00	23.49	14.25505	1278	178	1456	224
Nashik	2072	0	2072.00	16.02	51.69	10863	0	10863.00	83.98	611.7	12935	0	12935	664
Parbhani	8235	983	9218.00	51.04	168.03	8844	0	8844.00	48.96	207.411	17079	983	18062	375
Pune	0	0	0.00	#DIV/0!	0	0	0	0.00	#DIV/0!	0	0	0	0	0
Raigad	6252	480	6732.00	40.02	6.13039	10058	30	10088.00	59.98	0.65509	16310	510	16820	7
Ratnagiri	0	0	0.00	0.00	0	48926	0	48926.00	100.00	31.53	48926	0	48926	32
Sangli	7412	0	7412.00	64.65	2.69	4052	0	4052.00	35.35	0.73	11464	0	11464	4
Satara	0	218	218.00	0.34	0	63229	0	63229.00	99.66	0	63229	218	63447	0
Sindhudurg	1962	438	2400.00	13.11	0	15901	0	15901.00	86.89	0.23	17863	438	18301	0
Solapur	40	0	40.00	100.00	94698	0	0	0.00	0.00	0	40	0	40	94698
Maharashtra	643592	37484	681076.00	37.13	103750.3	1143654	9531	1153185.00	62.87	18017.14	1787246	47015	1834261	121766

Source: District Implementation Report on nrega.ac.in, downloaded in May 2011.

Table 2.7: Unemployment Allowance Paid in lieu of not Providing Employment  
(2010-11)

Name of the district	Un Employment Allowance Due	Unemployment Allowance Paid	
	No. of days	No. of days	Amount
Ahmednagar	117	0	0
Amravati	546	0	0
Aurangabad	618	0	0
Bhandara	192	0	0
Chandrapur	0	0	0
Dhule	0	0	0
Gadchiroli	1677	0	0
Gondia	36	0	0
Hingoli	0	0	0
Nanded	3779	0	0
Nandurbar	3813	0	0
Yavatmal	775	0	0
Akola	2276	0	0
Buldhana	192	0	0
Osmanabad	233	0	0
Thane	259	45	1282
Wardha	2996	0	0
Washim	782	0	0
Beed	1382	0	0
Jalgaon	112	0	0
Jalna	8056	0	0
Kolhapur	621	0	0
Latur	0	0	0
Nagpur	0	0	0
Nashik	6106	0	0
Parbhani	20	0	0
Pune	695	0	0
Raigad	153	0	0
Ratnagiri	96	0	0
Sangli	238	0	0
Satara	35	0	0
Sindhudurg	0	0	0
Solapur	0	0	0
Maharashtra	35805	45	1282

Source: District Implementation Report on nrega.nic.in, downloaded in May 2011



Table 2.8: Work Projection under NREGA for 2010-11 (Maharashtra)

Shelf of works through which employment to be provided	Total no. of spill over works from previous year	Total no. of new works taken up in current year	No. of works likely to spill over from current financial year to next financial	No. of new works proposed for next financial year	Person days to be generated	Estimated Cost (In Lakhs)		
						On unskilled wage	On material including skilled and semiskilled wages	Total
Water Conservation and Water Harvesting	46011	33766	53813	138431	34369948	37873.74	9699.73	47573.47
Any Other activity Approved by MRD	427	1557	11394	7704	3199656	2652.78	1577.55	4230.33
Provision of Irrigation facility to Land Owned by	2628	6881	13723	38316	5741298	4799.39	2278.04	7077.43
Rural Connectivity	16961	24508	18760	22195	19442260	12050.53	6684.48	18735.01
Bharat Nirman Rajiv Gandhi Sewa Kendra	0	2	2	8	557	0.59	0.39	0.98
Renovation of Traditional Water bodies	4052	3322	3274	8888	3880238	3003.8	924.32	3928.12
Drought Proofing	1824	3751	5673	19108	7463643	3539.94	1332.3	4872.24
Micro Irrigation Works	1075	3112	3210	8608	3924028	12699.27	1375.16	14074.43
Flood Control and Protection	9095	1415	5952	10890	2357195	2229.87	1458.12	3687.99
Land Development	9403	7722	13662	23611	6561871	5804.75	1218.25	7023
Total	91476	86036	129463	277759	86940694	84654.66	26548.34	111203

Note: The figures in this table do not match with the earlier tables on completed and ongoing works and the expenditure incurred perhaps because the data displayed on the website keeps on changing.

Source: District Implementation Report on nrega.nic.in, downloaded in May 2011.

## 2.5 Summary of the Chapter

The analysis carried out in this chapter shows that over the period of three years as the scheme was extended to phase II and phase III districts, the employment generated increased from 20 lakhs to 400 lakhs mandays in Maharashtra. Thus it increased by almost 20 times. However, in the next year, i.e. in 2009-10, there was a sharp decline in the employment generated and it reduced by more than 50 percent. Even the data presented in chapter I shows that at the state level, there was a decline in the average number of days generated per household and in households provided with 100 days of employment. Maharashtra is also seen to be the state with falling share of employment in the total employment. It is also observed that NREGA created demand for work mainly in the most backward districts of the state where it was implemented in Phase I.

Trend in social group wise percentage of households issued job cards as well as in employment days generated show that in the tribal districts, majority of the participation is by the tribal population and in other districts, the 'other' population has mainly worked under NREGA. The share of employment days generated by the SCs and STs has been declining over the years. In 2010-11, their combined share was 19 percent. Participation of women workers in the scheme at the state level is fluctuating. It was 49 percent in 2010-11. The *number* of households with 100 days of employment was observed to be declining over a period of three years for all the districts.

Over the years, the number of ongoing/ suspended projects and expenditure on them has increased for all the districts. However, the number of projects completed is seen to be highest in the year 2008-09 and has reduced over the years. Considering the number of inhabited villages and the number of completed works, the works completed per village does not present a very optimistic scenario. This could be because of declining demand/ participation of households under NREGA for various reasons. In 19 districts, no work was completed in 2010-11.

The extent of musters verified has been increasing over the years in majority of the district and indicates a positive change. It is observed that the proportion of GPs where social audit was held is very high in the year 2009-10 in each district. The total number of works taken up has reduced over the years. However, the number of works taken up for inspection at the district and block level is fluctuating over the period. It

seen that the Gram Sabhas have been held in all the GPs. However, at the state level, the number of Gram Sabhas held is declining over a period of three years. No VMC meeting was held in a number of districts in the years concerned. The number of complaints received is very low and more than 50 percent of the complaints have been disposed in all the years.

The amount of NREGA wage payments is disbursed through banks as well as through post offices. Most of the accounts are seen to be individual accounts in both the cases. However, the proportion of bank accounts and of the amount disbursed through banks has been declining since 2008-09 and that of post office accounts has been increasing perhaps indicating importance of post offices for making wage payments to the village households.

Overall, it can be said that NREGA in Maharashtra has not been able to sustain the magnitude of employment generated in the year 2008-09. The targets set for the year 2010-11 have not been fulfilled and there is a huge gap between the actual and the estimated figures for the year 2010-11 as far as employment generated and works completed are concerned. The continuous decline in employment generated – even in majority of the phase I districts raises a question regarding the sustainability of the scheme in future in Maharashtra.

## **Household Characteristics and their Income and Consumption Pattern**

This chapter discusses various characteristics of the sample households. This includes demographic and social characteristics, occupational structure, number of days of employment, per capita income as well as consumption expenditure. In the light of this data an attempt is made here to analyse the economic status of the beneficiary and non beneficiary households.

### **3.1 Household Profile of the Respondents**

Table 3.1 shows the demographic profile of the beneficiary households. Data was collected from a total of 250 households, out of which 205 were NREGA beneficiary households and the rest were non beneficiary households. The average size of the households is 5.13 for the beneficiaries and 4.98 for the non beneficiaries. Around 50 percent of the members are males and the females are little less in proportion than the males in both the cases. Age group wise composition shows that little more than 60 percent are in the 16-60 years category and one third are in the below 16 category. The rest are above 60 years of age. The table shows that in majority (more than 88 percent) of the cases, male members are decision makers and more than 80 percent of the respondents are the heads of their respective families.

As far as the educational status of the respondents is concerned, differences are noted among the beneficiaries and the non beneficiaries. Almost 39 percent of the beneficiaries are illiterate as against 30 percent in case of the non beneficiaries. The proportion of respondents who have undertaken only primary education is around 15 percent for the beneficiaries as well as non beneficiaries respectively. However, around 38 percent of the non beneficiaries have taken education up to secondary school and 16 percent upto graduation. This percentage is very low - around 34 percent and 9 percent respectively for the beneficiaries. This patterns indicates that unskilled and uneducated individuals are more likely to join work under NREGA.

Table 3.1: Demographic Profile of the Sample Households (In Percent)

Characteristics		Beneficiaries	Non beneficiaries	Aggregate
No of HH		1047	224	1271
Household size (numbers)		5.13	4.98	5.10
Average numbers of earners		2.81	2.56	2.77
Gender	Male	50.33	51.34	50.51
	Female	49.57	48.66	49.41
Age group	<16	32.28	33.48	32.49
	16-60	61.13	62.50	61.37
	>60	5.64	3.57	5.27
	Not Respondent	0.96	0.45	0.87
Identity of respondent	Head	82.35	84.44	82.73
	Others	17.65	15.56	17.27
Education status	Illiterate	39.64	29.91	37.92
	Up to primary	16.43	15.63	16.29
	Up to secondary	34.00	37.50	34.62
	Up to graduate	9.46	15.63	10.54
	Above graduate	0.10	0.89	0.24
	Not Respondent	0.86	0.45	0.79
Caste*	SC	20.59	15.56	19.68
	ST	38.24	28.89	36.55
	OBC	35.29	35.56	35.34
	General	5.88	20.00	8.43
Card holding*	AAY	15.20	15.56	15.26
	BPL	49.02	35.56	46.59
	APL	22.55	35.56	24.90
	None	13.24	13.33	13.25
Decision maker	Male	87.75	88.89	87.95
	Female	12.25	11.11	12.05
Main occupation	Farming	43.66	48.62	44.46
	Self business	1.58	8.26	2.66
	Salaried/pensioners	1.23	6.42	2.07
	Wage earners	53.52	36.70	50.81
Respondents involved in migration during year 2009		11.65	11.16	11.57

Note:\* indicates percentage of households

Most of the beneficiary households - around 37 percent belong to the ST category. In case of non beneficiaries however, majority of the households – around 35 percent belong to the OBC category. The share of general category households is higher in the non beneficiary category (20 percent) than in the beneficiary category (6 percent). This again points at lower occupational mobility among the scheduled communities and their need for undertaking manual work under NREGA.

As far as the poverty status card holding of the beneficiary households is concerned, almost 64 percent of the households are BPL households out of which 15 percent are Antyodaya Anna Yojana (AAY) households. In non beneficiary category, though the share of AAY households is also 15 percent that of BPL households is less than the former category (i.e. 53 percent). As mentioned earlier, a total of 65 percent of the beneficiaries are below the poverty line as against 50 percent under the non beneficiary category.

Working as a wage earner is the main occupation of majority (more than 54 percent) of the respondents in the beneficiary category. This proportion is lesser (37 percent) for the non beneficiaries. Proportion of non beneficiary respondents working in farming as well as in the business/salary category is higher than the beneficiary households. This suggests better occupational mobility and earning capacity of the non beneficiary households.

Data on migration shows that 11 percent of the respondents in both the categories were involved in migration in the year 2009.

### **3.2 Main Occupation**

Table 3.2 shows the occupation wise pattern of man days of employment generated per sample household.

The occupational structure reveals differences in main occupation of the beneficiaries and non beneficiaries. Around 58 percent of the beneficiaries are working in the agricultural sector as agricultural labourers (25.56 percent of the man days), as cultivators (12.7 percent of the man days) and as livestock workers (19.85 percent of the man days). Another major category is NREGA workers who are contributing 20 percent to the total man days. NREGA is thus providing them with one fifth of the total employment. Other man days of employment are generated by non agricultural casual labour and migrant workers.

The non beneficiaries are generating around 68 percent of the man days within the agricultural sector, mainly as cultivators and livestock workers (19.82 and 25.8 percent respectively). Thus, average man days generated by these categories in the agricultural sector are higher in case of non beneficiary household as against the beneficiary households. This perhaps indicates larger incidence of landlessness among the

beneficiaries. The table also shows that 9 percent of the man days are generated by regular salaried workers in the non beneficiary category. The non beneficiaries have worked in greater proportions (than the beneficiaries) as self employed in non agriculture. These households have not participated in any of the public works programme (PWPs). The occupational structure of the non beneficiaries reveals their better economic status and explains their non participation in PWPs. Similarly, the data shows that under each occupation, the absolute number of days generated are higher for the non beneficiary category. This shows their overall higher level of participation in the market.

At the aggregate level, around 60 percent of the households are dependent on agricultural sector for their survival. 16 percent have worked as NREGA workers. Among the rest, migrant workers and those in the non farm sector are the main occupation categories.

Table 3.2: Main Occupation (% of total man-days per household) of the Sample Households

Occupation	Beneficiaries	Non beneficiaries	Aggregate
Agricultural casual labour	25.56	22.06	24.81
Non agricultural casual labour	9.06	8.87	9.02
Work for public work programmes other than NREGA	0.05	0.00	0.04
Self employed in non farming	1.15	5.22	2.02
Self employed in agriculture	12.70	19.82	14.23
Self employed in livestock	19.85	25.80	21.13
Regular/salary job	2.76	9.01	4.10
Worked as a migrant worker	8.61	9.21	8.74
Worked under NREGA	20.27	0.00	15.92
Total	100.00	100.00	100.00

Note: 1.While calculating man days, working population excludes dependent, household work, students and others 2.For salaried/pensioners the working days are considered as 365 man-days per person per annum. 3. For self employment in agriculture/livestock, man-days are calculated as (days\*number of hours/8).

### 3.3 Household Net Income

Table 3.3 shows the annual average net income of the households. It is observed that the total average income of non beneficiaries is higher than that of the beneficiaries by 1.6 times. The non beneficiary households are seen to be better off in terms of income they receive under almost each category. The coefficient of variation (CV) is seen to be

higher generally for non agricultural activities as the labourers pursue different kinds of activities in the non farm sector.

It is seen that NREGA work is providing a substantial proportion - around one third of the total income to the beneficiary households. Apart from this, around 42 (21 percent as wages and 21 percent from farming/livestock) percent of the total income is generated by working in the agricultural sector in case of the beneficiaries (though the man days of employment generated are 58 percent of the of total man days). In case of non beneficiaries however, 44 percent of the income is generated from livestock / agriculture sector as against 20 percent in case of beneficiaries.

Table 3.3: Household Net Income (Annual) (Rs per household)

Income Category	Average Income	CV (across HH)	Average Income	CV (across HH)	Average Income	CV (across HH)
	Beneficiaries		Non beneficiaries		Aggregate	
Income from work under NREGA	11913.06 (28.53)	132.70	0 (0)	0.00	9768.71 (21.02)	153.82
Income from wages in agriculture	8812.07 (21.1)	101.41	8337.77 (12.28)	134.47	8726.7 (18.78)	107.30
Income from wages in non agriculture	3606.34 (8.64)	305.67	9193.33 (13.54)	326.31	4612 (9.92)	351.77
Income from wages in PWP	58.54 (0.14)	1431.78	0 (0)	0.00	48 (0.1)	1581.14
Income from wages as migrant workers	7366.76 (17.64)	287.63	9009.13 (13.27)	257.31	7662.38 (16.49)	280.88
Income from self employed in non farming	586.34 (1.4)	712.53	6971.11 (10.27)	348.37	1735.6 (3.73)	643.03
Income from agriculture/livestock	8664.4 (20.75)	156.03	30166.88 (44.44)	194.31	12534.84 (26.97)	229.20
Income from regular job/salary/pension	754.63 (1.81)	663.27	4195.55 (6.18)	327.87	1374 (2.95)	543.26
Income from sale of assets/rent/transfer etc.	0 (0)	0.00	0 (0)	0.00	0 (0)	0.00
Total	41762.15 (100)	81.92	67873.8 (100)	120.92	46462.24 (100)	102.10

Note: 1. Figures in parentheses are respective percentage of total income 2. Income from wages in non agriculture/income from migrant workers is calculated after subtracting their transportation cost, while income from agriculture also includes income from hiring out assets if any. 3. HH- households

As compared to the beneficiary households, the non beneficiary households are earning proportionately more income also from self employment as well as wages in non farming (10 percent and 13 percent respectively). 17 and 13 percent of the total income in case of beneficiaries and non beneficiaries respectively is earned as wages by working



as migrant workers. The nonfarm activities are fetching proportionately more than proportionate income to the households. The beneficiary households thus are deriving income mainly by working as wage labourers in the farm as well as non farm sector.

In absolute terms, the total income of the non beneficiaries is 1.6 times that of the beneficiaries. Except for the income from wages in agriculture, for all other categories, income of the beneficiaries is less than that of the non beneficiaries.

The values of CV show that the variability is comparatively higher for the beneficiaries in categories of PWP, self employment in non farming and of job/salary/pension. This might be because of lesser number of households (out of total number of beneficiary households) reporting income under these categories.

### 3.4 Household Consumption

Data on consumption of the food articles by the sample households is presented in table 3.4. Consumption of food articles is seen to be more or less similar for both the groups. It is observed that the consumption of non beneficiaries is marginally higher for 9 categories than the beneficiaries.

Table 3.4: Household Consumption of Food Items (kgs. per capita per month)

	Beneficiaries	Non beneficiaries	Aggregate	NSS <sup>2</sup> 1993-94	NSS <sup>2</sup> 1999-00	NSS <sup>2</sup> 2004-05
Rice	4.51	4.27	4.46	2.83	3.07	2.85
Wheat	2.79	2.70	2.77	2.03	3.39	3.27
Other cereals	3.00	3.48	3.08	-		4.12
Total cereals	9.39	9.59	9.43	-	11.32	10.49
Total pulses	1.15	1.26	1.17	1.72	1.00	0.88
Sugar	1.27	1.75	1.35	0.99	-	0.96
Edible oils <sup>1</sup>	0.67	0.73	0.68	0.30	0.59	0.66
Liquid milk <sup>1</sup>	2.56	3.92	2.86	2.50	2.66	2.73
Milk products	1.94	0.80	1.54	-	-	0.00
Spices <sup>2</sup>	0.46	0.67	0.50	-	-	0.65
Poultry-meat	0.42	0.55	0.46	0.01	0.02	0.23
Fruits	0.20	0.28	0.23	-	-	0.00
Vegetables	1.15	1.12	1.14	-	-	0.00
Confectionery	NA	NA	NA	-	-	0.16

Notes: 1.Edible oil and liquid milk is in litres Spices in gms, 2.Spices include Black Paper, Dry chilies, Garlic, Tamarind, Ginger, Turmeric.

Source: NSS 50<sup>th</sup> Round 1993-94, NSS 55<sup>th</sup> Round July 1999- June 2000.,61 st round, NSSO, 2004-005.

The data collected from the field survey is compared with the data collected from various NSSO rounds. The two sets of figures seem to be comparable. However, no clear cut trend in consumption of various commodities is noted except that the consumption of

pulses over the NSSO period has declined from 1.72 kgs. to 0.88 kgs. As compared to the NSSO data for 2004-05, the consumption of sample households has generally increased except in case of cereals and milk.

Table 3.5a presents the monthly consumption expenditure of the sample households. It is observed that the beneficiaries spend 55 percent and 45 percent of the expenditure on food and non food items respectively. In comparison to this, the non beneficiaries are spending marginally different proportions- 54 percent on food items and 46 percent on the non food items. In absolute terms however, the expenditure of the non beneficiaries is higher than the beneficiaries under both the categories. The total monthly expenditure of the non beneficiary households is around Rs.841.23 which is around 1.4 times higher than that of the beneficiary households. Data on item wise share of expenditure reveals differences in the monthly per capita expenditure (MPCE) by the two types of households (table 3.5b). Except for the cereals and some other commodities, MPCE of the non beneficiary households on food items is higher than the beneficiary households. Similar is the case with expenditure on non food items. Except in case of the footwear category, the expenditure of the non beneficiary households is more than that of the beneficiary households. This indicates higher earning capacity of the non beneficiary households. However, the CV of expenditure on food items in majority of the cases is seen to be higher for the non beneficiary households.

Table 3.5a: Monthly Consumption Expenditure of Sample Households

Items	Monthly per capita (Rs)	CV	Monthly per capita (Rs)	CV	Monthly per capita (Rs)	CV	NSS 2004-05 (Rs)
	Beneficiaries		Non beneficiaries		Aggregate		
Food Items							
Total food	331.71(54.67)	17.29	430.63(51.19)	31.28	351.42(53.86)	19.41	293.29
Total Non food	275.05(45.33)	76.35	410.60(48.81)	70.13	301.07(46.14)	74.10	303.36
Gross Total	606.76(100)	40.97	841.23(100)	48.76	652.49(100)	42.45	596.65

Table 3.5b: Monthly Consumption Expenditure of Sample Households

	Monthly per capita (Rs)	CV	Monthly per capita (Rs)	CV	Monthly per capita (Rs)	CV	NSS 2004-05 (Rs)
	Beneficiaries		Non beneficiaries		Aggregate		
<b>Food Items</b>							
Rice	39.33(11.86)	62.86	37.53(8.71)	49.98	39.23(11.16)	59.65	27.14
Wheat	21.52(6.49)	50.13	23.13(5.37)	80.74	21.93(6.24)	55.90	25.20
Other cereals	23.85(7.19)	57.34	27.45(6.37)	62.94	24.63(7.01)	56.83	26.09
Total cereals	84.71(25.54)	14.81	88.11(20.46)	22.28	85.79(24.41)	11.15	56.27
Pulses	50.26(15.15)	31.48	64.7(15.02)	45.76	53.15(15.12)	33.51	22.44
Sugar etc	34.87(10.51)	19.99	38.43(8.92)	42.81	35.71(10.16)	23.49	17.03
Cooking oil	27.91(8.41)	34.06	36.13(8.39)	47.30	29.55(8.41)	34.70	33.90
Spices	8.44(2.54)	13.52	8.92(2.07)	41.57	8.57(2.44)	18.20	10.89
Milk & prods	24.27(7.32)	60.61	58.46(13.58)	51.87	30.59(8.7)	54.50	34.65
Poultry-meat	32.19(9.7)	52.24	41.66(9.67)	36.96	34.08(9.7)	43.98	14.23
Fruits	14.42(4.35)	32.83	22.14(5.14)	41.82	15.9(4.52)	34.49	9.02
Vegetables	43.61(13.15)	25.33	48.35(11.23)	31.56	44.7(12.72)	22.78	31.55
Confectionery	11.04(3.33)	52.80	23.74(5.51)	59.64	13.4(3.81)	54.13	2.14
Total food	331.71(100)	17.29	430.63(100)	31.28	351.42(100)	19.41	293.29
<b>Non food items (365 day recall period)</b>							
Education	39.37(14.31)	45.91	54(13.15)	150.95	42.23(14.03)	64.52	10.21
Clothing	24.28(8.83)	28.81	36.64(8.92)	66.97	26.65(8.85)	37.35	18.57
Footwear	7.85(2.85)	20.30	9.60(2.34)	49.10	8.21(2.73)	23.64	2.87
Fuel	26.84(9.76)	84.12	53.38(13.00)	66.12	31.78(10.56)	75.74	56.84
Other items	176.71(64.25)	70.17	256.98(62.59)	105.34	192.19(63.84)	80.68	61.39
Total Non food	275.05(100)	76.35	410.60(100)	70.13	301.07(100)	74.10	303.36

Note: 1. Figures in parentheses are respective percentages of to total food and total non food expenditure

2. NSSO figures do not add up to the NSSO total.

Source: Field survey and 61<sup>st</sup> NSSO round, 2004-05, Labour Bureau.

The NSSO expenditure on non food items under 365 days recall period is Rs.303.36. Considering this along with the non food expenditure under 30 days recall period (Rs. 274.46) and that on food items (Rs.293.29), the total monthly per capita expenditure (NSSO) becomes Rs.873. According to the NSSO data, in 2004-05, 49

percent of the expenditure was spent on food items and the rest i.e. 51 percent on non food items. As compared to this, the beneficiary and non beneficiary households have spent around 54 and 46 percent respectively on food and non food items.

### 3.5 Variability (CV) and Gini Ratios of Income and Consumption

The average annual total income and expenditure of the households is presented in table 3.6. The income as well as expenditure of the non beneficiaries is found to be higher than that of the beneficiaries by 1.6 and 1.4 times respectively. In both the cases, the annual income of the households is greater than the annual consumption of the households.

Table 3.6: Variability in Consumption and Income

Description	Beneficiary	Non beneficiary	Total
Average household income during the reference year (Rs)	41762.15	67873.80	46462.24
Average household consumption during the reference year (Rs)	37352.35	51685.22	39932.24
Coefficient of variation in income across households	81.92	120.92	102.10
Coefficient of variation in consumption across households	40.97	48.76	42.45
Gini coefficient of income	0.37	0.52	0.42
Gini coefficient of consumption	0.32	0.37	0.34

The values of the CV show firstly that variability in income is higher than that in the consumption expenditure for both the groups and secondly, variability in case of non beneficiary households is greater than that in case of beneficiary households. This perhaps indicates diversified occupational structure and economic status of the non beneficiary households. Values of gini coefficient (GC) show greater inequalities in the income earned and consumption expenditure in case of non beneficiaries. Especially, the value of GC of income of non beneficiaries indicates variability in income received by working in a diversified occupational structure.

### 3.6 Determinants of Participation in NREGA – Functional Analysis

The above analysis has revealed weak economic status of the beneficiary households. In fact, as the programme is demand driven, poorest of the poor are expected to join the Scheme. In order to analyse the determinants of participation of the members in NREGA work, logit and probit functions were used- at the household as well as at the individual level with various explanatory variables. Table 3.7a and 3.7b show the explanatory variables which are significantly related to the dependent variable. The

results are similar for both the models. The coefficients show the expected signs. However, the value of  $R^2$  is also found to be very low in both the cases. At the household level, it is seen that household income other than that from NREGA is negatively related to participation in NREGA indicating self targeting nature of the poor households. Household size and social class of the ST households are positively related with NREGA participation. Thus, higher the household size, greater the participation. Similarly, ST households are more likely to participate in NREGA. Secondary data relating to the year 2008-09 also shows comparatively higher participation of ST households in NREGA work in state as a whole.

Table 3.7a: Determinants of Participation in NREGA at the Household Level (Logit/ Probit function) (Dependent variable: participation in NREGA)

Variable Name	Probit Function		Logit Function	
	Coefficient	'z' value	Coefficient	'z' value
Household income other than that from NREGA	-0.0000194	-4.08	-0.0000356	-4.04
Household size	0.1231126	2.00	0.2720834	2.18
ST category	0.9531136	2.11	1.698588	2.27
$R^2$ (Pseudo)	0.1991		0.2049	

Note: Significant at 5 percent

A number of variables depicting expected signs are significant at the individual level. Age and social class are the main variables positively related to NREGA participation whereas education, as expected is negatively related.

Table 3.7b: Determinants of participation in NREGA at the Individual Level (Logit/ Probit function) (Dependent variable: participation in NREGA)

Variable Name	Probit Function		Logit Function	
	Coefficient	'z' value	Coefficient	'z' value
Age	0.260245	10.99	0.0428504	10.39
Education	-0.0900813	-3.00	-0.1544931	-3.09
SC	0.3867112	2.15	0.683816	2.18
ST	0.6546473	3.75	1.142763	3.74
OBC	0.4786996	2.87	0.8293412	2.82
$R^2$ (Pseudo)	0.1292		0.1279	

Note: Significant at 5 percent

An attempt was made to find out relationship between number of NREGA days worked and various independent variables using the OLS method also. At the household level, as in case of logit/ probit models, the variables which were found significant and positively related to the dependent variable were size of the household and social class of the ST households. Ownership of landholding (instead of income other than NREGA

income as in case of logit/ probit model) as expected, is negatively related to the number of NREGA days. At the individual level, the variables which were significantly and negatively related to NREGA participation days were education, and social class of ST and OBC workers. The results are similar to those presented above.

On the whole, it is observed that bigger households and the households belonging to reserved categories and individuals with lower level of education are more likely to join the demand driven NREGA activities.

### **3.7 Summary of the Chapter**

This chapter studies the socio economic characteristics of the sample NREGA households as well as non NREGA households and makes an attempt to analyse their economic status.

Characteristics of the households show that majority (60 percent) of the respondents belong to the age group of 16-60 and in majority (88 percent) of the cases, male members are the decision makers. Almost 40 percent of the beneficiaries are illiterate as against 30 percent in case of the non beneficiaries. The overall pattern of education indicates that unskilled and uneducated people are more likely to join work under NREGA.

Most of the beneficiary households belong to the ST (36 percent) and OBC (35 percent) category. The share of general category households is higher (20 percent) in the non beneficiary category than in the beneficiary category indicating lower occupational mobility among the scheduled communities and the need for undertaking physical manual work under NREGA. A total of 64 percent of the beneficiary households are below the poverty line as against 50 percent households under the non beneficiary category. The occupational structure of the non beneficiaries is seen to be more diversified than the that of the beneficiaries indicating their better economic status and explains their non participation in public works programmes. Similarly, under each occupation, the absolute number of days generated are seen to be higher for the non beneficiary categories. This indicates higher level of participation of these households in the market. It is observed that the total average income of non beneficiaries is higher than that of the beneficiaries by 1.6 times. NREGA work is providing a substantial proportion-around one third of the total income to the beneficiaries. In case of non beneficiaries,

self-employment in agriculture and livestock is the major source of income. Thus, in case of beneficiaries, lack of land ownership may lead to participation in NREGA activities. Average household income as well as expenditure of the non beneficiaries is found to be higher than that of the beneficiaries by 61 and 72 percent respectively. The values of CV show firstly that variability in income is higher than that in the consumption expenditure for both the groups and secondly, variability in case of non beneficiary households is greater than that in case of beneficiary households. This is perhaps explained by of diversified occupational structure and economic status of the non beneficiary households.

Values of Gini coefficient also show greater inequalities in the income earned and consumption expenditure in case of non beneficiaries. Especially, the value of GC of income of non beneficiaries indicates variability in income received by working in a diversified occupational structure. Results of the logit and probit functions explaining participation of individuals in NREGA the individual level reveal that age and social class are the main variables positively related to NREGA participation whereas education, as expected is negatively related. At the household level, household income other than that from NREGA is negatively related to participation in NREGA indicating self targeting nature of the poor households. On the other hand, household size and social class of the ST households are positively related with NREGA participation. Results of the OLS estimation were also similar to these results. On the whole, it is observed that the households belonging to reserved categories and individuals with lower level of education are more likely to join the demand driven NREGA activities.

Overall, the analysis indicates weaker socio-economic status of the beneficiaries as compared to the non beneficiaries in terms of days of employment, occupational structure, consumption, expenditure and income.

## **Work Profile under NREGA, Wage Structure and Migration Issues**

The NREGA was implemented in rural areas with the twin objective of creation of employment and constraining the flow of migration from the villages. An important issue involved in this is the wage rates offered under this Scheme. Migration would not take place if net gains from working under the Scheme are higher than those from migration. If otherwise, migration will continue. Depending upon the prevailing wages in the village and outside, the cost of transport, nature of the work involved, land ownership, the households would take decision relating to migration. This chapter analyses the data relating to work profile under NREGA, wage differentials, extent of migration and assets creation under NREGA

### **4.1 Work Profile under NREGA**

Table 4.1 shows district wise social group wise work profile under NREGA. It is seen that on an average 2 persons per household are working under NREGA at the state aggregate level. For Nandurbar and Thane, which are the tribal districts, this value is above the state average. Also for the SCs, STs and OBCs in all districts except Kolhapur, the number is seen to be more than the State average. On an average 1 female worker per household is engaged under NREGA.

The number of days of NREGA employment per household consists of combined number of days of all the household members – males and females. The days per household are found to be higher when the size of the household is higher and when work was easily available to the households. It is observed that the number of days per household (aggregate) are higher in case of Nandurbar (202.15) and Jalna (150.38) followed by Gondia (72.58). It was found that in Jalna and Gondia, the NREGA work was undertaken on large scale in the villages located farther from the district headquarters than those which were comparatively nearer. In Nandurbar also, which is a tribal district, in both the villages, NREGA works were taken up on large scale. In these cases, many household members have got employment individually up to 100 days. As a result, the total number of NREGA days is observed to be more than 200 in case of ST community



in Nandurbar and Jalna and in case of general category in Jalna. The number of days is very low in Thane. This might be because of the participation of almost the whole village in the NREGA work. At the state level, number of days is in the range of 50-120 (considering various categories). Highest number of days is generated by ST households.

Table 4.1: The Work Profile under NREGA (Reference period – Jan-Dec 2009)

Characteristics		Gondia	Nandurbar	Thane	Jalna	Kolhapur	State
No of members per households employed during the year	Aggregate	1.62	2.67	1.93	1.85	1.33	1.88
	General	0	0	0	1.33	1.66	1.50
	SC	1.50	3.00	0	1.17	1.42	1.51
	ST	0	2.7	1.93	3.00	0	2.27
	OBC	1.64	2.00	0	2.33	1.07	1.75
	Women	0.96	1.15	1.00	0.63	0.95	0.94
	Men	0.66	1.52	0.93	1.22	0.38	0.94
No of days per households employed during the year	Aggregate	72.58	202.15	38.49	155.38	40.89	101.89
	General	0	0	0	203.33	36.83	120.08
	SC	52.50	173.75	0	191.66	47.42	102.71
	ST	0	210.33	38.49	400*	0	114.85
	OBC	76.12	150.00	0	109.29	33.79	80.64
	Women	41.98	95.07	20.54	71.62	30.23	51.88
	Men	30.6	107.08	17.95	83.76	10.66	50.01
Wage rate obtained (Rs)	Aggregate	57.35	106.23	98.126	88.57	69.23	87.82
	General	0	0	0	84.61	67.10	77.00
	SC	55.00	105.41	0	78.47	68.03	76.08
	ST	0	106.50	98.126	44	0	101.07
	OBC	57.73	103.83	0	95.46	72.80	78.78
	Women	57.10	104.06	97.30	86.78	67.36	84.08
Average distance from residence where employed (Kms)		1.10	2.60	2.862	2.107	4.59	2.53

Note: \*- Only one household with 4 NREGA labourers , 100 days each.

The per person number of days of employment were calculated. These are 44.66, 74.44, 19.90, 56.12 and 40.89 respectively in Gondia, Nandurbar, Thane, Jalna and Kolhapur. For female workers, these figures are – 44.18, 77.02, 20.53, 62.02 and 32.75 respectively for the above mentioned districts. Kolhapur thus shows lowest number of days created under NREGA (see box 4.1). At the state level, each NREGA male and female worker has worked for 63.59 and 69.64 days i.e. for around 2 months. The number of days of employment is higher for female workers in Nandurbar, Jalna, marginally in Thane and at the state level.

Wage rates paid under NREGA are piece rate wages and depend on the rate fixed for a particular activity and amount of work done. Hence the wage rate received may vary from person to person irrespective of the social group to which he or she belongs and also the gender. At the aggregate level, the average wage rate received is Rs.87.82. Wage rates (aggregate) in Nandurbar, Thane and Jalna are higher than the state average wage paid. Wage rates in Nandurbar are highest whereas those in Kolhaur are lowest. Though the male wage rates are higher than the female wage rates, this may be indicating variability in work done. The level of wage rates seems to be related to the level of employment generated / extent of work carried out under NREGA

The average distance of work place from residence is on an average 2.53 kms. The distance is higher than the average in Kolhapur and lower than the state average in Gondia.

***Box no 4.1 NREGA in Kolhapur***

Among the five sample districts, Kolhapur is the most developed district in terms of its agricultural performance. The soil is fertile, cropping pattern is varied and irrigation is available for commercial crops. Sugarcane is an important commercial crop cultivated in this area. The land ownership pattern is dominated by small and marginal land holders and the proportion of landless population is very low. Discussions with the households revealed that demand for NREGA work is very low as people are not used to and are not willing to do manual work. They prefer to cultivate their own land, get income from the livestock (each household has 2 cows) and work as agricultural labour mainly on sugarcane farms to supplement income and for getting fodder from the sugarcane fields. The agricultural labourers get paid in cash and get advance if needed. The practice of working for half day as agricultural labourer prevalent in this area enables them to work on their own field also. Under NREGA however, the payment is made through Bank/Post Office after 15 days. Against this background, the households do not generally prefer to work on this scheme. It was found during the survey that women specifically from the SC community were the main participants of the scheme.

As revealed by the secondary data, Kolhapur is district where negligible amount is spent on the projects and no project has been completed during 2008-09 and 2009-10. This is because the demand for NREGA work is very low. It was found, before the survey was undertaken that NREGA work was undertaken in the reference year only in one taluka viz. Karveer. This clearly shows that wherever other employment opportunities are available at higher wages, individuals would be reluctant to join NREGA.

## 4.2 Households Completing 100 Days of Employment

Table 4.2 shows the number of households which have completed 100 days of work under NREGA. In all 63 i.e. 30 percent of the households out of a total of 205 beneficiary households could get employment for 100 days. Most of them (46 percent) are from district Nandurbar followed by Jalna (34 percent). These are also the districts with highest number of days of employment per household during the year. Thane and Kolhapur have least number of households completing 100 days. The secondary data shows that at the state level, only 3 percent of the households could get employment for 100 days in the year 2008-09. This proportion was around 5 percent, 40 percent, 4 percent, 3 percent and 0 for the above mentioned districts respectively. In case of Nandurbar, the findings from the field are in conformity with those based on the secondary data.

Table 4.2: No. of Households Completed 100 Days of Work under NREGA.

District	No. of Household completed 100 days	District wise distribution of Households completing 100 days (%)	% of Household completed 100 days out of all beneficiary households (col 1/ total number of beneficiary households)
Gondia	07 (17.5)	11.11	3.41
Nandurbar	29(72.5)	46.03	14.15
Thane	2(4.44)	3.17	0.98
Jalna	22(55)	34.92	10.73
Kolhapur	3(7.5)	4.76	1.47
State	63(30.73)	100.00	30.73

Note: Figures in the bracket indicate share of sample households in the district sample households.

## 4.3 Nature of Assets Created and Their Durability

Provision of work under NREGA leads to creation of assets such as farm ponds, tanks, check dams, roads etc. A substantial amount of money is spent on labour and other components while the assets are being created. It is therefore important that the assets that are created are of good quality and serve the purpose for a longer period. Table 4.3 shows activity wise engagement of the sample households and their responses relating to the quality of assets generated by them. It is seen that majority of the households are employed under water conservation/harvesting, micro irrigation works and road connectivity. This pattern is similar to that observed at the district level.

At the state level, majority of the households i.e. 60 percent, reported that the quality of assets generated is good. 34 percent of the households reported that the quality was very good. District wise composition of responses reveals diversity. Specifically, responses of the households from Kolhapur, Thane and Jalna can be noted (see box 4.2). In Kolhapur, 88 percent of the households reported that quality of assets was ‘very good’. In Thane and Jalna, 88 and 95 percent have reported the quality to be ‘good’.

***Box 4.2 Perception of a Gramsevak in a Village in District Thane regarding Asset Creation***

Thane receives heavy rainfall during monsoons but because of hill slopes, it becomes difficult to store water at low costs. Hence the households face water shortage and considerable time is spent in searching and collecting water especially during summer. The topography of these regions hinders successful watershed and soil conservation strategies and due to lack of any protective irrigation, rabi cultivation is difficult. The gramsevak of one of the sample villages of Jawhar reported that some of the bunds/bandharas or such other structures constructed under NREGA before the arrival of monsoon, for storing water, got washed away due to the heavy rains and it was difficult to get sanction for the same work in the next financial year. Thus, unless the quality of work is superior (both on account of technical assistance and adequate investment), the asset created would not be durable and would lead to wastage of resources.

The unemployment allowance per household was received by the households in Thane and the average amount per household was Rs.27.5. In other districts, instances of such payment were not reported.

Table 4.3: The Activity in Which Employed under NREGA and the Quality of Assets Created (Reference period – Jan-Dec 2009) (% of hh)

Characteristics		Gondia		Nandurbar		Thane		Jalna		Kolhapur		State	
		No	%	No	%	No	%	No	%	No	%	No	%
Name of the activity under which employed (members of household)	Rural connectivity	29	44.62	0	0	0	0	0	0	13	25	42	10.05
	Flood control and protection	0	0.00	0	0	0	0	0	0	0	0	0	0.00
	Water conservation and water harvesting	36	55.38	88	82.24	71	81.61	107	100	0	0	312	74.64
	Drought proofing	0	0	0	0.00	0	0.00	0	0	0	0	0	0.00
	Micro irrigation works	0	0	19	17.76	15	17.24	0	0	0	0	34	8.13
	Provision of irrigation facility to land owned by (Panchayat)	0	0	0	0	0	0	0	0	0	0	0	0.00
	Renovation of traditional water bodies	0	0	0	0	0	0	0	0	0	0	0	0.00
	Land development	0	0	0	0	0	0	0	0	0	0	0	0.00
	Any other activity approved by the Min of Rural Development	0	0	0	0	0	0	0	0	39	75	39	9.33
	Not Respondent	0	0	0	0	1	1.15	0	0	0	0	1	0.24
Quality of the assets created through NREGA activities (responses of the respondent)	Very good	14	35	17	42.50	3	6.67	2	5	35	87.5	70	34.15
	Good	26	65	23	57.50	39	86.67	38	95	0	0	126	61.46
	Bad	0	-	0	-	0	-	0	-	0	-	0	-
	Worst	0	-	0	-	0	-	0	-	0	-	0	-
	Not Respondent	0	0	0	-	3	6.67	0	0	5	12.5	9	4.39
	Total	40	100	40	100	45	100	40	100	40	100	205	100
Average unemployment allowance received by the household for not getting work under NREGA after registration (Rs per hh)		0		0		27.75		0		0		27.75	

#### 4.4 Wage Differentials under NREGA and its Comparison with Minimum Wage Act

According to the NREG Act, every person working under the Scheme is entitled to wages at the minimum wage rate fixed by the State Government for agricultural labourers under the Minimum Wages Act, 1948 (<http://nrega.nic.in>). For fixing up minimum agricultural wages, districts of Maharashtra are divided into 4 zones. The zone wise rates

of minimum wages in Maharashtra as on 08/05/2008(www.indiastat.com) are as follows- Zone I - Rs.72, Rs. Zone II - 70, Rs. Zone III - 68 and Zone IV- Rs.66. Rs.66 is the minimum wage below which the agricultural wage should not fall. On 1st April, 2009, base wage for the NREGA labourers was fixed at Rs.100 by the central government to be revised every 5 years. The primary data collected from the sample districts is presented below. It shows the average wages received as well as the range of wages received by the NREGA workers. It is seen that the actual NREGA wage rates in the sample districts are lower than the prescribed minimum wage of Rs.100. Our field experience revealed that the actual payment of the wages depends upon the measurement of work and in case the work is left incomplete, there is a possibility that the worker would end up getting a wage less than the minimum prescribed wage rate. The minimum wage as prescribed by the Act thus has become ineffective in this case. In such cases if the actual wages received under NREGA are less than the agricultural wage, workers would prefer working in the agricultural sector. However, field reports also show that (as has been discussed earlier) workers may not be ready for the manual job at comparatively lower wages and may not put in hard work for its completion or leave the work incomplete and join other nonfarm activity. In such cases, they might be receiving less than 100 Rs.

Wage Rates received by the Household Members under NREGA

	District	Average Wage Rate (Rs)	
		Male	Female
1	Gondia	57.70 (40- 75)	57.10 (40-75)
2	Nandurbar	107.86 (50-150)	104.06 (75-150)
3	Thane	99.00 (70-130)	97.28 (70-130)
4	Jalna	90.36 (44-125)	86.77 (44-125)
5	Kolhapur	74.26 ( 57-90)	67.37 (41-90)

Note: Figures in the bracket are minimum and maximum wage rates

The table also shows that the average NREGA wages for females are lower (in some districts marginally) than the male workers. However, data shows that wage rates were similar for similar work. The minimum and the maximum wages received by the male and female workers are mentioned in the above table. This also shows that female labourers were not discriminated against as far as wage payment was concerned (see box 4.3).

**Box 4.3 Perception of Male Labourers in a Village in Gondia on Equality of Wages**

In Gondia it was revealed during the interviews/ discussion that the male members of the households, though not dissatisfied with the wage rate paid, were reluctant to work under NREGA as the wages for male and female labourers were equal. According to them, male labourers are engaged in more strenuous work and hence should be paid more wages. This reveals that the participation under NREGA may get adversely affected due to the bias against equality of wage payments.

**4.5 The Wage Rate Differentials**

Wages received by the sample households in different activities are presented in table 4.4. The average wage rate received by the agricultural labourers is lowest as compared to the other wage rates in case of both the groups. All other wage rates are non agricultural wage rates and leaving aside the wage in PWP, wages earned by the migrant workers are higher than any other wage rate. This may be because the migrant workers generally temporarily/ seasonally migrate to urban areas to get employed in activities such as construction where the wages are comparatively higher.

Table 4.4: Wage Differentials among Different Activities

Occupation		Beneficiaries		Non beneficiaries		Aggregate	
		Average	CV	Average	CV	Average	CV
Wage rate in agricultural casual labour (Rs)	Male	62.22	0.33	70.74	0.55	63.14	0.37
	Female	49.02	0.32	46.25	0.41	48.70	0.32
Wage rate in non agri casual labour (Rs)	Male	83.19	0.56	114.61	0.73	88.00	0.62
	Female	55.91	0.75	96.33	1.38	60.76	0.98
Wage rate in public work programmes (Rs)	Male	200*	-	-	-	200	-
	Female	-	-	-	-	-	-
Wage rate earned by migrant workers (Rs)	Male	131.61	0.38	151.42	0.69	135.08	0.47
	Female	108.87	0.26	103.75	0.24	108.32	0.26
Wage rate under NREGA (Rs)	Male	95.96	0.62	0	0	95.96	0.62
	Female	87.60	0.65	0	0	87.60	0.65

Note: \* sample size=1.

Wage rate under NREGA is less than the non agricultural wage and higher than the agricultural wage. It was revealed that though wages of migrant workers are higher,

process of migration is a painful process and if employment is available at comparative wages in the village itself, the possibility of migration is lower. The table also reveals that the wages received by the female workers are lower than wages of the male workers under each category. In most of the cases, CV for the non beneficiaries is higher than in the case of the beneficiaries probably indicating higher association of the non beneficiaries with the non farm sector and varied wage rates therein.

#### **4.6 Impact of NREGA on Labour Migration**

Table 4.5 presents the migration details of the sample households. In all from 32 households, 64 members migrated because they were unable to get work under NREGA. From Gondia, Nandurbar, Thane, Jalna and Kolhapur respectively 2, 11, 17, 31, 3 members migrated outside their village. Out of these, 22 members from 9 households (1, 7, and 3,11,0 from the above mentioned districts respectively) returned back because they got work under NREGA. Thus, out of the total number of beneficiary households, migration took place in case of 15 percent of the households. Out of these, members from 28 percent of the beneficiary households returned back to be employed under NREGA.

The number of members (per beneficiary household in the sample districts) who migrated due to non availability of work under NREGA is seen to be very low- below 1 (table 4.5). The number is comparatively higher in case of Jalna, Thane and Nandurbar as compared to other districts (see box 4.4). These are also the districts, as our data shows, where NREGA work was undertaken on large scale in 2008-09. The number of out-migrated members (per beneficiary household in a the sample districts) who returned back to village because of getting work in NREGA is seen to be even lower. No person returned back to the village in Kolhapur for working under NREGA.

Households from Nandurbar district reported about migration outside that state. All other migrations took place within the respective states. At the state level, 16 percent of those who migrated and returned, were working in the construction /manufacturing sector and 8 percent had migrated for working as agricultural labourers. The family members have mainly migrated in the year 2009. Majority of the households from which migration as well as return took place, reported that they were better off now as compared



to the period when they had migrated indicating an improvement in the economic status after returning to work for NREGA.

***Box 4.4 Migration Issues in Jalna***

*Mohadi* was one of sample villages - a Banjara village, situated in the hilly areas of district Jalna. Discussions with the villagers revealed that they were in need of work within the village and generally were reluctant to migrate in search of work and would willingly take up rigorous manual work under NREGA. However, according to the Sarpanch, estimate of proposed work under NREGA could not be prepared due to non availability of the technical officer either because the posts do not get filled or because the persons selected do not join. In such cases, the existing technicians have to shoulder responsibilities for additional Gram Panchayats. The Sarpanch reported that it was difficult for him to pursue the matter with the Collector Office and work could not get started. This is a case where potential demand for NREGA work could not be revealed due to the administrative lapses.

In another sample village - *Malkhed* in Jalna, it was reported that being a dry area, large scale migration takes place in the nearby Aurangabad district. However, implementation of NREGA had reduced the flow of migration from this village.

Table 4.5: The Migration Incidents Recorded during the Reference Period – Jan-Dec 2009

Characteristics		Gondia		Nandurbar		Thane		Jalna		Kolhapur		State	
		No	%	No	%	No	%	No	%	No	%	No	%
No of members migrated from the village because of not getting work under NREGA even after registration (per sample household)		0.05		0.275		0.38		0.78		0.075		0.31	
No of out-migrated members returned back to village because of getting work in NREGA (per sample household)		0.025		0.175		0.06		0.26		0		0.107	
In the case some members returned back to the village to work under NREGA where were they earlier working (% of returned members)	Nearby village	0	0	0	0	1	33.33	0	0.00	0	0	1	4.55
	Nearby town	0	0	4	57.14	2	66.67	4	36.36	0	0	10	45.45
	Same district	1	100	0	0	0	0.00	3	27.27	0	0	4	18.18
	Same state	0	0	1	14.28	0	0.00	4	36.36	0	0	5	22.73
	Other state	0	0	2	28.57	0	0.00	0	0.00	0	0	2	9.09
	Other country		0	0	0	0	0	0.00	0	0.00	0	0	0
In the case some members returned back to the village to work under NREGA which activity earlier working in (% of returned members)	Const/ manufacturing/mining	0	0.00	1	4.76	5	17.86	14	28.57	0	0	20	16.39
	Trading/services and transport	0	0.00	0	0.00	0	0.00	0	0.00	0	0	0	0.00
	Private work/self business	0	0.00	0	0.00	0	0.00	0	0.00	0	0	0	0.00
	Other government work	0	0.00	0	0.00	0	0.00	3	6.12	0	0	3	2.46
	Agriculture labour	0	0.00	2	9.52	5	17.86	2	4.08	1	10	10	8.20
	Any other	1	7.14	0	0.00	2	7.14	6	12.24	0	0	9	7.38
	Not Respondent	13	92.86	18	85.71	16	57.14	24	48.98	9	90	80	65.57
Year in which shifted (% of shifted hh)	Shifted in 2008	0	0	0	0	1	9.09	0	0	0	0	1	2.44
	Shifted in 2009	1	100	3	100	10	90.91	15	60	1	100	30	73.17
	Shifted in 2010	0	0	0	0	0	0.00	10	40	0	0	10	24.39
Is your family better off now compared to previous occupation (% of shifted hh)	Yes	1	100	3	100	5	50	13	68.42	1	100	23	67.65
	No	0	0	0	0	5	50	6	31.58	0	0	11	32.35

#### **4.7 Summary of the Chapter**

The work profile of the sample districts shows that on an average 2 persons per households are working under NREGA at the state aggregate level. On an average 1 female worker per household is engaged under NREGA. The employment days per household are found to be higher when the size of the household is larger and when work was available to the households on large scale. At the state level, highest number of days is generated by ST households.

Wage rates paid under NREGA are piece rate wages and depend on the rate fixed for a particular activity and amount of work done. Wage rates (aggregate) in three districts of Nandurbar, Thane and Jalna are higher than the State average wage paid.

On 1st April, 2009, base wage for the NREGA labourers was fixed at Rs.100 by the central government which would get revised after every 5 years. The primary data collected from the sample districts shows that the actual NREGA wage rates in the districts are lower than the prescribed minimum wage of Rs.100. Our field experience revealed that the actual payment of the wages depends upon the measurement of work and in case the work is left incomplete, there is a possibility that the worker would end up getting a wage less than the minimum prescribed wage rate. The minimum wage as prescribed by the Act thus has become ineffective in this case. In such cases if the actual wages received under NREGA are less than the agricultural wage, workers would prefer working in the agricultural sector. However, field reports also show that workers may not be ready for the manual job at comparatively lower wages and may not put in hard work for its completion or leave the work incomplete and join other nonfarm activity. In such cases, they might be receiving less than Rs 100.

It is seen that majority of the households are employed under water conservation/harvesting, micro irrigation works and road connectivity. This pattern is similar to that observed at the district level. As far as the quality of assets generated under the categories is concerned, at the state level, majority of the households i.e. 60 percent, reported that the quality of assets generated is good. 34 percent of the households reported that the quality was very good.

Data on migration shows that migration took place from more than one fifth of the households due to non availability of work under NREGA. However, out of these,

members from 28 percent of the families returned back for working under NREGA. Thus, NREGA could prevent migration to some extent especially where work was available on a large scale.

## The Functioning of NREGA – Qualitative Aspects

The qualitative responses of the beneficiary households regarding the functioning of any scheme are extremely important for understanding their awareness about the scheme and impact of the scheme at the grassroots. In this chapter we assess their responses regarding their asset position and the borrowings and about the overall administration of NREGA.

### 5.1 Household Asset Holdings

The value of assets owned by the households is presented in table 5.1. It is seen that the total as well as category wise value of the assets (except that of livestock) owned by non beneficiary households is substantially higher than that of the beneficiary households. The total value of assets of non beneficiary households is higher by little less than 3 times than that of the beneficiary group depicting higher asset base and higher standard of living of the non beneficiary group. The beneficiary group does not possess any business assets. An analysis of the occupational structure has already shown that the share of days worked as self employed in the total nonfarm employment days for the beneficiaries is very low - less than 1 percent. At the aggregate level, each household is seen to be owning assets worth Rs.4,94,025.

Table 5.1 Assets Holdings (Rs per household)

Category	Beneficiaries	Non beneficiaries	Aggregate
Land	262165.99	795192.81	374838.32
House Property	51120.92	74511.63	55329.29
Livestock	24279.27	22870.37	23930.28
Agricultural implements	2138.54	33728.13	10035.94
Consumer assets	3886.02	13906.52	6696.65
Business assets	-	1610.00	1610.00
Ornaments	4849.09	10121.95	5898.54
Utensils	1523.63	2643.33	1728.46
Others	5101.78	33885.00	13958.15
Total	355065.24	988469.74	494025.63

### 5.2. Household Status on Borrowings and Their Financial Vulnerability

It is seen that the average amount of loan availed by the beneficiaries (Rs.10461) is more than that of the other group (Rs.6767) by 1.5 times. Table 5.2 shows

that the important sources of loan for the beneficiaries are traders / money lenders and friends / relatives. It is also seen that these households depend on several sources of loan and institutional source is just one of them. However, in case of the non beneficiaries, the main source (around 75 percent) of loans is institutions indicating their capacity to have access to the financial institutions.

Table 5.2: Borrowings by Sample Households (Rs. per household)

Occupation		Beneficiaries	Non beneficiaries	Aggregate
Source of loan	Institutional loan (banks)	2448.78	5177.78	2940.00
	Traders-cum-Money Lenders	6639.02	533.33	5540.00
	Commission Agent	0.00	0.00	0.00
	Landlord/Employer	141.46	222.22	156.00
	Friends/Relatives	1114.63	33.33	920.00
	Others	117.07	800.00	240.00
Purpose of loan	Daily consumption	490.24	977.78	578.00
	Social ceremony	6117.07	222.22	5056.00
	Purchase of land, livestock or other assets	273.17	933.33	392.00
	Consumer durables	39.02	222.22	72.00
	Construction of house	1112.20	0.00	912.00
	Health treatment	860.98	2111.11	1086.00
	Others	1568.29	2300.00	1700.00
Rate of interest (percent per annum)		16.50	8.88	14.68

The most important purpose for taking loan is social ceremonies for the beneficiary group and 'other' for the non beneficiary group. The average amount of loan taken for investment (purchase of assets) is lower for the beneficiary households than the non beneficiary ones.

The rate of interest which the beneficiary group had to pay is 16.6 percent which is double that which the other group had to pay. This could be because of the higher rate of interest charged by the traders/ money lenders.

Low asset base and higher level of borrowings underlines the weaker economic status of the households.

### 5.3 Some Qualitative Aspects of NREGA

Table 5.3 shows responses of the households relating to availability of various formal-non formal institutions supplying credit to the members. Majority of the responses indicate existence of self help groups (SHG) in the respective villages and ownership of

account in bank / post office. The table also shows that 29 percent of the non beneficiary households have life insurance policy as against 5 percent of the beneficiary households.

Table 5.3: Household Strength on Borrowing and Other Household Assets  
(Percentage of Households)

Occupation	Beneficiaries	Non beneficiaries	Aggregate
Doing wage work to those whom they are indebted	9.80	13.33	10.44
Availability of co-operative credit society in village	47.55	57.78	49.40
Family member being member of such society	11.27	22.22	13.25
Availability of informal credit society/SHG in village	97.06	91.11	95.98
Family member being member of such society	45.59	35.56	43.78
Having account in a bank/post office/other institution	93.63	71.11	89.56
Having any stocks/bond/shares/other similar assets	0.00	2.22	0.40
Having life insurance policy	4.90	28.89	9.24

The respondents were asked questions relating to the overall administration of NREGA. Their responses indicate their awareness and actual functioning of the scheme. These are presented in table 5.4.

### 5.3.1 Job card Issues and Work Application

Majority of the households reported that the job card was kept generally with the holders themselves. 56 percent reported that they got employed in response to the application, while the rest were employed without any application. Out of those who applied, nearly 45 percent did not get any dated receipt and one fourth i.e.27 percent did not get work within 15 days of application. Out of these 27 percent of the households, 60 percent did not get any unemployment benefit and 31 percent were not even aware of it.

### 5.3.2 Payment of Wages and Related Issues

**Payment of wages** –The sample households unanimously reported that the wages paid to men and women were equal and that the wage paid was piece rate wage.

**Measurement of work** - 93 percent of the households said that the parameter for measurement of work was group of the workers. Their experience revealed differences in the period of wage payment. Though 47 percent of the households received their payment within the stipulated time - a fortnight, 43 percent were paid wages within a month and

after a month respectively. The responses show that nearly 78 percent received wages from post offices/ banks. The rest received wages from the officials themselves.

**In case wage payment made in the bank-** In 90 percent of the cases, the account was in the name of the respondent himself/herself. In 78 percent of the cases, the account opened was individual account and in rest of the cases joint. It was revealed that in 87 percent of the cases, the bank followed usual procedure of banking.

***Box 5.1 NREGA Wage Payment through Banks and Participation in NREGA***

Discussions with the officials at the EGS department, Collector Office, Thane revealed that the wage payments started being made through banks and post offices since 2008. With this change, according to one Officer, the participation under NREGA started declining. This is because particularly in hilly areas of district Thane, access to banks/ post offices may be difficult and the participants might find the whole procedure cumbersome. Similarly, for withdrawing money, the worker/workers might have to forgo one day's work / salary. In such situations, if the workers find that the net gains from working under NREGA are lower, they might get attracted towards other employment opportunities.

It was pointed out that for overcoming this problem, the EGS department was considering the option of making available mobile vans of the commercial banks in rural areas of Thane. Money of the bank at the doorstep would, it was felt, again ensure increased the participation of the needy in the NREGA

**In case wages were not paid through bank-** 66 percent of the labourers reported that the wages were not paid in front of all the labourers. However, out of these, nearly 27 percent reported that wage payment was made in public place. 65 percent of the households were non respondents.

**Complaints regarding wage payment** – 19 percent of the respondents said that they were paid less than the minimum wage whereas 6 percent were not sure about it. Less than minimum wage could be result of less than the required work done. 14 percent also reported that the wage paid was less than the task given. 82 percent reported that they were paid what they were asked to sign on, however, 15 percent were not sure about it. Majority of the households reported problems relating to accessing the bank or post office and in comprehending the measurement of the work done.



**Box 5.2 Perceptions of the Panchayat Officials regarding Measurement of NREGA Work**

Majority of the government officials at the district level as well as at the village level pointed out that people are not ready for rigorous manual work. Often, they are under the impression that they would get unemployment allowance when no work is available. In district Kolhapur, it was found in one village that the labourers had received only Rs. 20 for the work done. This was so, the officials pointed out – because the work carried out was not completed and the hence they had to be paid on the basis of wage rate and the measurement of work done. This not only brings out ignorance about the specific provisions of NREGA but also inability of the workers to get the minimum wage rate under NREGA.

**5.3.3 Worksite Facilities and Economic Usefulness of the Work**

**Details of worksite facilities** – In case of facilities at the worksite, majority replied that drinking water as well as first-aid were the facilities available, however, it was unanimously pointed out that child care facility was not available. Similarly, 75 percent reported that shade for taking rest was not available. Discussions revealed that the labourers sat under the road side trees during the rest period. 71 percent reported that GP member or person from line department was present at the work site for giving information relating to the work.

Table 5.4: Qualitative Questions related to Functioning of NREGA (Percentage of hh)

Description		Yes	No	Not sure	NR	Total
Job card issuance	Paid any fees/charges or bribe to get a job card	1.47	92.65	5.88	0.00	100
	The amount ( fees/charges paid for job card out of 1.47 percent above)	100.00	0.00	0.00	0.00	100
	The amount paid as bribe ( fees/charges paid for job card out of 1.47 percent above)	0.00	0.00	0.00	0.00	
Irregularity in the job card	No entries were made, even though the job card holder(s) had worked on NREGA	44.61	39.22	2.94	13.24	100
	Some entries were incomplete or missing or fake information was entered	9.31	40.69	6.86	43.14	100
	Some entries had been over-written	1.96	38.73	8.82	50.49	100
	The signature column was blank or partly blank	7.35	30.88	12.25	49.52	100

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Table 5.4: Qualitative Questions related to Functioning of NREGA (Percentage of hh)

Description		Yes	No	Not sure	NR	Total
Where was the card generally kept?	With the card holders	87.75	0.00	0.00	10.78	100
	With Sarpanch or Sachiv	0.98	0.00	0.00	0.00	
	With contractor	0.49	0.00	0.00	0.00	
	With the gram rojgar sevak	0.00	0.00	0.00	0.00	
	Elsewhere	0.00	0.00	0.00	0.00	
Work application	Are you employed in response to an application for work	56.37	43.63	0.00	0.00	100
	If applied, did you get a dated receipt for the application	54.78	44.35	0.00	0.87	100
	If applied, did you get work within 15 days of application	73.04	26.96	0.00	0.00	100
	In case of failure to provide work within 15 days, is unemployment allowance paid	8.70	60.00	0.00	31.30	100
Payment of Wages	Are the wage rates same for men and women	99.02	0.98	0.00	0.00	100
	Wage rates higher for men	0.00	0.00	0.00	0.00	
	Wage rates higher for women	0.00	0.00	0.00	0.00	
	wage paid on "daily-wage" basis	0.49	0.00	0.00	0.00	100
	wage paid on "piece-rate/task-wage" basis	99.51	0.00	0.00	0.00	
Measurement of work	Work was measured by individual's work	5.39	0.00	0.00	0.98	100
	Work was measured by team measurement	93.63	0.00	0.00	0.00	
	Work was measured by collective measurement	0.00	0.00	0.00	0.00	
Period of wage payment	Wages were paid within a fortnight	47.06	0.00	0.00	0.00	100
	Wages were paid within a month	43.14	0.00	0.00	0.00	
	Wages were paid more than a month	9.80	0.00	0.00	0.00	
	Wages were paid after one year	0.00	0.00	0.00	0.00	
Who made the wage payment?	Sarpanch or Sachiv	0.98	0.00	0.00	0.00	100
	Post Office	49.02	0.00	0.00	0.00	
	Bank	29.41	0.00	0.00	0.00	
	Representative of line department	12.75	0.00	0.00	0.00	
	Other government official or any other	7.84	0.00	0.00	0.00	
In case wage payment made in the bank	Bank account was on self's name	90.00	0.00	0.00	0.00	100
	Spouse's name	1.67	0.00	0.00	0.00	
	Parent's name	1.67	0.00	0.00	0.00	
	Children's name	5.00	0.00	0.00	0.00	
	Others	1.67	0.00	0.00	0.00	
	Individual account (out of individual + joint)	78.33	0.00	0.00	0.00	100
	Joint account (out of individual + joint)	21.67	0.00	0.00	0.00	
	Did bank follow usual procedure of banking	86.67	13.33	0.00	0.00	100
In case wages were not paid through bank	Wages paid in front of all labourers	26.47	66.18	0.00	7.35	100
	Wages paid on the worksite	0.49	0.00	0.00	0.00	
	Wages paid in Panchayat Bhawan	1.96	0.00	0.00	0.00	
	Wages paid on other public place	25.49	0.00	0.00	65.20	
	Wages paid on some one's private residence	6.86	0.00	0.00	0.00	

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Table 5.4: Qualitative Questions related to Functioning of NREGA (Percentage of hh)

Description		Yes	No	Not sure	NR	Total
Complaints regarding wage payment	There were delays in wage payments	39.71	59.31	0.98	0.00	100
	Wage paid less than the minimum wage	19.12	74.51	6.37	0.00	100
	Wage paid less than asked for sign/thumb impression	2.45	82.35	15.20	0.00	100
	Task was too much compared to the wages paid	14.22	66.18	19.61	0.00	100
	Faced problems in accessing post office/bank accounts	2.45	82.35	15.20	0.00	100
	On what basis wages were calculated not clear	6.37	68.14	25.49	0.00	100
	Others	0.00	10.78	89.22	0.00	100
Details of worksite facilities	A Board/GP member gave details of the sanctioned amount, work dimensions and other requisite details	71.08	21.57	6.86	0.49	100
	The worksite had drinking water facility	86.76	13.24	0.00	0.00	100
	Worksite had shade for periods of rest	25.00	75.00	0.00	0.00	100
	Worksite had child care facility	0.98	98.53	0.00	0.49	100
	Worksite had first aid kit/medicines	89.22	10.78	0.00	0.00	100
Monitoring	Was there any authority to monitor the functioning of the NREGA administration	92.65	0.98	0.00	6.37	100
	Any complaint lodged relating to worksite etc., to the Gram Panchayat, Programme Officer or other officials	14.22	84.31	0.98	0.49	100
	If yes, was any action taken on your complaint	24.14	27.59	37.93	10.34	100
Economic usefulness of the work	Work is very useful to the villagers	48.04	0.00	0.00	0.49	100
	Work is quite useful to the villagers	44.61	0.00	0.00	0.00	
	Work is not particularly useful to the villagers	5.88	0.00	0.00	0.00	
	Work is useless for the villagers	0.98	0.00	0.00	0.00	
Nature of assets and their durability in which the interviewee involved	The structure created may last up to one year	5.39	0.00	0.00	1.47	100
	The structure created may last up to five year	77.45	0.00	0.00	0.00	
	The structure created may last up to ten year	15.69	0.00	0.00	0.00	
	The structure created may last more than ten year	0.00	0.00	0.00	0.00	
	Is it worth creating the structure	80.39	10.29	7.36	1.96	100
	Was the structure created adequate	51.47	39.71	6.86	1.96	100
	No, structure needed more attention to be able to last long	0.00	0.00	0.00	100.00	100
How has NREGA has affected labour migration?	Did any your family members migrated out for job after implementation of NAREGA (year 2005 onwards)	27.45	68.63	0.00	3.92	100
	If yes, only one member of the family migrated	48.22	0.00	0.00	3.57	100
	More than one member of the family migrated	48.21	0.00	0.00	0.00	
	Are wages higher in city or other states than NREGA	80.36	14.29	0.00	5.36	100
	Any family members migrated back to village to work under NREGA	26.79	71.43	0.00	1.79	100
	If yes, only one member of the family migrated back	26.67	0.00	0.00	6.67	100

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Table 5.4: Qualitative Questions related to Functioning of NREGA (Percentage of hh)

Description	Yes	No	Not sure	NR	Total	
	More than one member of the family migrated back	66.67	0.00	0.00	0.00	100
	Any family member migrated as wage labourer with dissatisfaction from NREGA	26.79	57.14	0.00	16.07	
	If yes, only one member of the family migrated	60.00	0.00	0.00	20.00	
	More than one member of the family migrated	20.00	0.00	0.00	0.00	
Respondents' awareness about NREGA implementation	Are respondent aware about NREGA implementation	79.42	12.25	7.84	0.49	100
	Right to apply for work and get employed within 15 days	59.80	21.08	18.14	0.98	100
	The work application procedure	34.32	27.45	37.25	0.98	100
	Right to minimum wages	28.46	34.80	35.78	0.98	100
	The level of minimum wages	20.10	36.27	42.65	0.98	100
	The wage calculation method	30.39	29.41	39.22	0.98	100
	Right to the unemployment allowance	37.26	28.92	32.84	0.98	100
	Minimum worksite facilities (drinking water, first aid.)	70.59	19.12	9.31	0.98	100
	Mandatory availability of muster rolls at the worksite	38.24	29.90	30.88	0.98	100
The list of permissible works under the NREGA	12.74	40.69	45.10	1.47	100	
Potential benefits of NREGA	NREGA enhanced food security	77.45	11.28	9.80	1.47	100
	NREGA provided protection against extreme poverty	51.47	27.45	20.10	0.98	100
	NREGA helped to reduce distress migration	37.25	36.77	20.10	5.88	100
	NREGA helped to reduce indebtedness	25.49	42.65	27.45	4.41	100
	NREGA gave greater economic independence to women	51.47	20.10	26.96	1.47	100
	NREGA generated purchasing power at local economy	27.95	36.27	33.33	2.45	100
Questions related to food security	Did your family get full two meals throughout year 2009	78.31	20.48	0.00	1.20	100
	Family did not get sufficient food for one month	47.06	0.00	0.00	15.69	
	Family did not get sufficient food for two month	37.25	0.00	0.00	0.00	
	Family did not get sufficient food for above two month	0.00	0.00	0.00	0.00	100
	How did you cope with the situation – take loan	1.96	0.00	0.00	24.41	
	Catch fish/rat/crab etc	0.00	0.00	0.00	0.00	
	Near/sometime starvation/take meal only once	56.01	0.00	0.00	0.00	
	Begging	5.88	0.00	0.00	0.00	
	Any other	11.74	0.00	0.00	0.00	

Note: NR- Not Respondent

#### **5.3.4 Monitoring of the Work**

92 percent of the households replied that the concerned officials were there to monitor the work. Only 14 percent replied that complaints were lodged relating to various aspects of NREGA, but majority out of these were not aware about the actions taken.

#### **5.3.5 Nature of Assets Created and their Durability**

The responses showed that quality of the assets created by them was good and majority replied that these would last upto 5 years.

**Economic usefulness of the work** – Around 90 percent of the respondents reported that the work is very useful / quite useful for the villagers. This reveals their positive attitude towards NREGA.

#### **5.3.6 Labour Migration and NREGA**

The responses show that there has been migration even after NREGA was implemented. Similarly, members have returned back for working under NREGA and in some cases, migrated again due to dissatisfaction with the scheme.

#### **5.3.7 Respondents' Awareness about NREGA Implementation**

The responses show that though the respondents are aware about NREGA, majority are not aware about the specific aspects of NREGA such as level of minimum wages, right to minimum wage, application procedure, list of permissible works etc.

#### **5.3.8 Potential Benefits of NREGA**

At least 50 percent of the respondents thought that NREGA had enhanced food security, provided protection against poverty and had given economic independence to the women. However, majority were not sure as to whether it had reduced indebtedness and migration. 80 percent reported that wages in cities/ other states were higher than the NREGA wages.

#### **5.3.9 NREGA and Food Security**

78 percent of the households replied that NREGA had enhanced food security. The reference year was the year when the Scheme was implemented on large scale .

Table 5.5 brings out details of the above responses given by the villagers. It was observed that 3 respondents (1.47 percent) had paid money as fees and nobody had paid any bribe to get job card. It is quite striking to note that 44 percent of the respondents / households (who replied) do not have job cards. This means that there are chances of

malpractices as far as implementation of the scheme is concerned. Most of the respondents reported that Gram sevak/ Swayamsevak / GP monitor the NREGA activity. This also means that majority of the work is carried out by the GP and the rest by line departments e.g department of forestry.

Around 60 percent of the respondents have lodged complaints regarding low wage rate, low amount of wage bill paid out and irregularity in payment of wages. This is a considerable proportion. Around 36 percent replied that appropriate action was taken after complaint was lodged.

As far as the type of work under which people get employment is concerned, mostly, it is water conservation (58 percent) and rural connectivity (23 percent). This composition is similar to that observed at the state and district level. The classification of the starting dates shows that majority i.e. 90 percent of the works have started before the onset of summer and after rabi harvest is over. Thus, the responses show that work is mainly provided during agriculturally slack season.

Almost 30 percent of those who migrated, cited reasons for migration. Majority have migrated due to lack of work in the villages, hoping to get work in the cities. Out of those who migrated back to the village, 33 percent reported that they came back to work under NREGA. 50 percent out of those who went back to cities due to dissatisfaction with NREGA, reported that less work was available under NREGA as well as elsewhere in the village. This shows that if NREGA work is not available whenever there is a need, migration to the cities will continue to take place.

Table 5.6 presents the responses regarding potential benefits of NREGA. According to those who responded, NREGA enhanced food security and now they could get adequate food for consumption. Around 40 percent felt that NREGA had reduced incidence of poverty in the village and 30 percent reported that NREGA helped in reducing distress migration. An important impact of NREGA is reduction in indebtedness. Around 60 percent replied that now there was no need to borrow and that NREGA money helped to repay the loans. NREGA also helped in achieving economic independence to women. More than 50 percent reported that they were now economically independent. It can be noted that due to the equal wages and availability of work within the village, NREGA can be a potential source of women who do not prefer migration.

Table 5.5: Quantitative Questions related to NREGA Functioning (Percentage of hh)

Sr. No.	Particular	Details	Percent
Q.1	If you paid some amount to get job card: how much for job card and how much bribe (out of those who paid)	As fee	100.00
		As Bribe	0.00
Q.2	If the job card is not kept with you, what is the reason for that?	Cards not issued	44.66
		No response	55.54
Q.3	If there is any authority who monitors the functioning of NREGA then describe the details?	Gramsevak	49.51
		Swayamsevak	21.08
		Forest Officer	11.27
		Govt Officer	1.47
		Mukadam	4.90
		Gram Panchayat	1.47
		Employment Officer	2.94
		No response	7.36
Q.4	If you lodged any complaints give details	Less wages rate	10.35
		Less wage bill paid out	37.93
		Irregularity in paying wages	17.24
		No response	34.48
	Provide details of what action was taken	Increase in wages amount	26.32
		Increase in wages	10.53
Q.5	Provide description of the work and its starting date?	Rural connectivity	22.55
		Water Conservation	58.83
		Drought Proofing	9.80
		Micro Irrigation	3.92
		Others	4.90
	Starting Date	1 <sup>st</sup> Jan to 31 <sup>st</sup> March 2009	53.92
		1 <sup>st</sup> April to 30 <sup>th</sup> June 2009	36.76
		1 <sup>st</sup> July to 30 <sup>th</sup> Sept 2009	6.87
		1 <sup>st</sup> Oct. to 31 <sup>st</sup> Dec 2009	1.47
		others	0.98
Q. 6	Provide details of family member migrated to city after the implementation of NREGA and Why?	Enough work not available in the village	5.36
		No work in summer in the village	3.57
		Betterment of economic condition	3.57
		To get work in city	7.14
		Other	8.93
		Not respondent	71.43
Q. 7	Provide detail of family member migrated back to village to work in NREGA and Why?	Expected to get work in NREGA	33.33
		Other	20.00
		Not respondent	46.67
Q. 9	Provide detail of family member migrated to city with dissatisfaction of NREGA and Why?	No more NREGA work	33.33
		Shortage of work	13.33
		No work available in village including NREGA	6.67
		Not respondent	46.67

Table 5.6: Provide Details on the Following Potential Benefits of NREGA  
(Percentage of hh)

Sr. No.	Particular	Details	Percent
Q.1	NREGA enhanced food security	Getting proper food	12.02
		Improved economic condition	20.35
		Getting food in summer	1.81
		To some extent food security increased	12.66
		No more starvation	2.53
		Other	10.76
		No response	39.87
Q.2	NREGA provided protection against extreme poverty	Poverty reduced	2.85
		Availability of cash	9.52
		Living standard improved	3.81
		To some extent poverty reduced	14.28
		Got food	1.90
		Can afford education, cloth expenses	4.76
		Other	3.80
		No response	59.08
Q.3	NREGA helped to reduce distress migration	No need to migrate	3.94
		Got work within the village	6.57
		Reduced migration	7.89
		To some extent migration reduced	11.84
		Other	3.93
		No response	65.79
Q.4	NREGA helped to reduce indebtedness	Able to repay loan	36.53
		Became financially independent	9.61
		No need to take loan	5.76
		To some extent indebtedness reduced	11.53
		Other	9.65
Q.5	NREGA gave greater economic independence to women	No response	26.92
		Same wage rate for both male & female	40.00
		Got Money	11.43
		Self reliance	4.76
		Other	0.95
Q.6	NREGA generated purchasing power in the local economy	No response	42.86
		Increased purchasing power	35.07
		Savings increased	1.75
		Other	5.29
		No response	57.89

#### 5.4 Some Qualitative Questions related to Food Security

Table 5.7 presents responses relating to the issue of food security. More than 80 percent of the respondents reported that they faced insufficiency of food due to unemployment, inadequacy of work and non availability of work during rainy season. Besides food insufficiency, majority replied that due to their overall economic condition



they were facing deprivation. 16 percent reported that it was difficult to meet the medical expenses and this resulted into financial problems.

Table 5.7: Quantitative Questions Related to Food Security (percentage of hh)

Q.1	Do you feel that your family does not have sufficient food for the whole of year	Because of unemployment	40.63
		Inadequate work	15.63
		In rainy season	28.05
		Other	15.69
Q.2	Have you faced any deprivation other than food insufficiency explain? If yes, explain	Medical expenses	16.67
		Water	2.78
		Employment	8.33
		Economic condition	27.78
		Many things	11.10
		Cloth	2.78
		Entertainment	2.78
		Other	5.55
		Education	2.78
		No response	19.45
Q.3	What were the main difficulties you and your family faced during the last year?	Medical-Health	10.04
		Family member death	1.61
		High transport cost	0.80
		Financial	13.25
		Employment	8.48
		Education	1.20
		Electricity	2.40
		Water	1.20
		House	2.00
		Nothing	19.28
		Other	4.41
		Not having BPL ration card	0.40
No response	34.93		
Q.4	What is the most important thing your household lacks?	Ration card	3.21
		Agricultural land	4.01
		Employment	2.41
		Electricity	11.24
		Financial/Loan	10.84
		House	5.62
		Water	0.80
		Medical facility	1.20
		Transport vehicle	0.80
		Many things	3.65
		Nothing	12.85
		Other	4.41
No response	38.96		

Contd...

Table 5.7: Quantitative Questions Related to Food Security (percentage of hh)

Q.5	What is the suggestion for amelioration?	NREGA wage payment should be on time	9.23
		Increase NREGA work	6.02
		Increase wage rate	4.41
		Provide food under NREGA	0.40
		Traveling allowance should be paid	0.40
		Advance money should be given under NREGA	0.40
		Other	8.87
		No suggestion	1.60
		No response	68.67
Q.6	Any suggestions to improve NREGA functioning	Increase work	36.54
		Increase wages	20.88
		Suitable timings for NREGA work	0.80
		New types of work s should be added	5.62
		Regularity in provision of work	5.22
		Payment on time	4.81
		Implement Act as it is	0.40
		No suggestion	9.63
		Pay in Bank	0.40
		Medical facility on field	0.40
		Other	6.42
No response	8.83		

65 percent responded to the question relating to difficulties faced during the last year. Out of these, 10 percent replied that health problems posed a major problem in the previous year. Households reported various things which they lacked. 11 percent replied that they did not have electricity and 11 percent reported that they could not avail of loan from any source. The respondents suggested that their status can be improved if extent of NREGA work is increased and payments are made in time.

The respondents have given their suggestions for improving functioning of NREGA. According to 36 and 20 percent of the respondents, NREGA work and wages respectively should be increased. Around 5 percent feel that there has to be regularity in provision of work and wages should be paid in time.

### 5.5 Summary of the Chapter

The qualitative information collected from the households has provided important insights regarding various aspects of functioning of the Scheme at the village level. The households were asked questions regarding value of their assets and borrowings. The total value of assets of non beneficiary households was higher by little less than 3 times

that of the beneficiary group depicting their higher asset base and higher standard. The pattern of borrowings shows that for most of the categories the amount of loan availed by the beneficiaries is higher than that of the other group. This perhaps explains the gap observed between the income earned and the expenditure of the beneficiary group. It can be noted that the households depend on several sources of loan and institutional source is just one of them.

The responses relating to the awareness about the Scheme, its overall administration and the impact were reported. It was observed that the respondents were unanimous about payment of equal wages to both male and female workers for equal work, good quality of assets created, their usefulness to the villagers and their durability. Majority of the households also reported that the work was monitored by the concerned officials. Majority of the households reported that NREGA work was normally provided during the slack season. It enhanced food security and purchasing power of the villagers. This according to them, helped in reducing poverty among the households. They could spend more on various goods and services - especially on education for children. As the participation of females in the scheme was considerable, the households reported that NREGA led to economic independence of women. However, it has to be noted that in most of the cases, respondents were male members and heads of their respective families. However, there were mixed responses regarding migration from the villages.

It was found through the responses that though majority of the beneficiaries are aware about NREGA, they are not aware about various aspects and provisions under the Scheme such as level of minimum wages, right to minimum wage, application procedure, list of permissible works etc.

They were also reports of instances of non compliance with the provisions of the scheme such as getting work within 15 days of registration, getting dated receipts, payment of unemployment benefit, inadequate worksite facilities etc. The problems which the labourers faced due to working on NREGA were - difficulties in comprehending the measurement of the work done, accessing bank or post office etc.

The households gave their suggestions for improving the functioning of the Scheme. According to the majority, present economic status could be improved if the

extent of NREGA work is increased, if it is provided with some regularity and if payments are made in time.

Overall, the responses from the field reveal the benefits of NREGA to the village households and also the difficulties faced by the villagers while working under the Scheme. In spite of the problems faced, the responses highlight the need for creating regular employment opportunities within the villages.

## NREGA Impact on Village Economy

For analyzing the primary data collected through field survey, it is essential to understand various characteristics of the villages and constraints faced by the villages. This chapter is based on the data collected from the village authorities. It studies the infrastructure available in these villages, their occupational structure and changes brought about in the villages due to implementation of NREGA. Finally, the suggestions received by the village authorities relating to functioning of NREGA are also incorporated.

### 6.1 Infrastructure Available in the Villages

Table 6.1 presents the details of the infrastructure available in the 10 selected villages. It can be seen that all the villages have road connectivity, SHG centre, and primary school. 30 percent of the villages also have a higher secondary school.

Table 6.1: Infrastructure Available within the Village (percentage of villages)

Sr. no		Within village	If available in the nearest village, average distance (kms)
1	Road connectivity	100	-
2	Railway connectivity	00	22.55
3	Landline or mobile connectivity	70	4.33
4	Post Office	60	3.50
5	Co-operative credit society	70	4.33
6	Regional Rural Bank	20	6.25
7	Commercial Bank	30	7.71
8	Agricultural Produce Market	00	13.3
9	Self Help Group Centre	100	-
10	School Primary	100	-
11	School Secondary	70	6.00
12	School Higher Secondary	30	5.14
13	Primary Health Centre	30	5.28
14	Hospital/Dispensary	30	4.42
15	Gram Panchayat Office	100	-
16	Fair Price Shop	100	-
17	Any other	20	-

All the villages have GP office and fair price shops. However, it needs to be noted that a village may consist of several wadis / padas which is normally the case in hilly/ tribal areas wherein density of population in each pada / wadi is very low. In such cases,

the villagers have to spend time in reaching GP office or the fair price shop. This was observed in Thane district.

It is seen that the villagers have to travel a distance of 4 to 7 kilometers to avail the services of banks/credit societies. Similarly 40 percent of the villages do not have a post office. It can be noted that only 30 percent of the villages have medical facilities – PHCs / dispensaries / hospitals within the village and in rest of the cases, villagers have to travel 4-5 kms for availing this facilities. 70 percent of the villages have telephone connectivity; however, no village has railway connectivity.

## 6.2 Changes in the Occupational Structure in the Selected Villages

The occupational structure of the sample villages shows a slight change over a period of nine years. The share of cultivators has declined marginally leading to a slight increase in the share of workers in nonfarm occupations. Compared to 2001, workers are seen to be working in greater proportions in sectors like household industry, construction, transport and communications etc. The village economies have thus started showing signs of transformation.

Table 6.2: Occupational Structure (% of households)

Sr. no	Occupation	2009	2001
1	Cultivators	58.85	60.95
2	Agricultural Labour	30.82	30.79
3	Household Small Industry	1.42	1.28
4	Other Manufacturing/ mining	0.27	0.15
5	Construction	4.08	3.80
6	Trade, Commerce and Business	1.55	1.04
7	Transport and Communication	1.28	0.71
8	Other Services	1.73	1.28
9	Total	100.00	100.00

## 6.3 How has NREGA Affected Wage Rates in the Selected Villages

Table 6.3 shows wage rates in different occupations before and after the implementation of NREGA. It is seen that wages of both male and female workers have increased over the concerned period. The data shows that the agricultural as well as non agricultural wages have generally increased in the range of 30 - 50 percent. In absolute terms, non farm wages are seen to be higher than the farm wages. Wages especially in the construction sector can be noted.

Table 6.3: Average Wage Rates for Different Activities (In Rs)

Activity	Reference period (2009)		Before NREGA (2005)	
	Male	Female	Male	Female
Prevailing Agricultural Wages	70.00(44.33)	48.00(54.84)	48.50	31.00
Prevailing Non Agricultural Wages	102.50(37.81)	71.43(42.86)	74.38	50.00
Construction	146.00(39.71)	74.38(29.36)	104.50	57.50
Mining	150.00(50)	100.00 (33.33)	100.00	75.00
Other skilled work	Electrician	60.71(32.82)	-	45.71
	Plumber	191.67(105.37)	-	93.33
	Pump-set boring	912.50(31.29)	-	695.00

Note: Figures in the bracket indicate percentage change during 2005-2009

#### 6.4 How has NREGA Affected Charges for Agricultural Operations

Table 6.4 shows agricultural wages prevailing during 2001-2009.

Table 6.4: Prevailing Labour Charges for Agricultural Operations (average of all villages) (Rs/acre)

Activity	Reference period 2009 (percentage change during (2001-2009) and (2005-2009))	Before NREGA	
		2005 (percentage change during 2001-2005)	2001
Ploughing	990.00 (106.25)(44.53)	685.00 (42.71)	480.00
Leveling	3455.00 (138.28)(52.20)	2270.00 (56.55)	1450.00
Weeding	925.00 (94.74)(39.62)	662.50 (39.47)	475.00
Paddy transplanting	1408.33 (146.35)(58.24)	890.00 (55.68)	571.67
Harvesting of wheat	540.00 (92.86)(45.95)	370.00 (32.14)	280.00
Harvesting of paddy	1021.43 (115.04)(51.32)	675.00 (42.11)	475.00
Harvesting of grams	425.00 (88.89)(36)	312.50 (38.89)	225.00
Harvesting of pigeon pea	n.a.	n.a.	n.a.
Harvesting of ragi	1500.00 (275)(114.29)	700.00 (75)	400.00
Harvesting of jowar	700.00 (75)(27.27)	550.00 (37.50)	400.00
Harvesting of maize	673.33 (102)(39.31)	483.33 (45)	333.33
Cane-cutting	3216.67 (46.21)(3.76)	3100.00 (40.91)	2200.00
Harvesting other crops*	2050.00 (148.48)(53.27)	1337.50 (62.12)	825.00
Digging of potatoes	n.a.	n.a.	n.a.
Threshing of paddy	978.57 (107.57)(46.52)	667.86 (41.67)	471.43
Threshing of wheat	724.40(52.51)(22.78)	590.00(24.21)	475.00
Winnowing of wheat/paddy	350.00(98.11)(50)	233.33(32.07)	176.67

Note: 1. Figures in the bracket indicate percentage change during the mentioned period. 2. \*Avg. of other crops

It is seen that the agricultural wages have almost doubled during 2001-2009. During 2005-2009, the wages have increased in the range of 30-50 percent. Same is the case with wages during 2001 to 2005. However no specific pattern showing differences in percentage increase during two time periods is noted. From the data collected, it is

difficult to say whether wages have increased due to implementation of NREGA after 2005.

### 6.5 Various Changes in the Village Economy after Implementation of NREGA

Implementation of NREGA and creation of employment under it is expected to bring about various changes in the rural economy. The respondents were asked to report changes in various aspects of village economy which they experienced/ noticed after the implementation of NREGA. These are reported in tables 6.5 and 6.6 below.

Table 6.5: Qualitative Questions on Changes in the Villages during Last One Year (% of hh)

Description	Yes	No	Not sure
Was there shortage of agricultural wage labour at some point during last year?	80	0	20
After implementation of NREGA has there been a shortage of agriculture labour?	70	30	0
After implementation of NREGA the cost of production in agriculture increased because of scarcity of labour	90	10	0
Cost increased by 10 percent	50	10	0
Cost increased by 20 percent	30		
Cost increased by 20 to 50 percent	10		
Cost increased by 50 to 75 percent	0		
Cost increased by 100 percent	0		
Cost increased by more than 100 percent	0		
After implementation of NREGA have the labour migration trends affected?	90	10	0
After implementation of NREGA labour who migrated earlier to town/city are coming back to work in the village	10	10	0
More labour is migrating from the village as wage rate in the town is higher than wage rate under NREGA or other activities in the village	10		
Some labour has come back to work in NREGA but others are moving to the town/city because of wage differential	30		
There is no change in labour migration by NREGA activities	40		
Over the last 5 years, changes taken place in wages of casual labours?	100	0	0
After NREGA change in wages of casual labourers has increased	100		
After NREGA change in wages of casual labourers has decreased	0		
After NREGA change in wages of casual labourers remained same	0		
The trend of people living in village and going to work outside daily has increased	30	70	0
The trend of people living in village and going to work outside for longer period has increased	10	80	10
Has living standard improved in your village since the introduction of NREGA?	70	30	0
After NREGA have you witnessed increase in household consumption in village?	90	0	10

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Table 6.5: Qualitative Questions on Changes in the Villages during Last One Year (% of hh)

Description	Yes	No	Not sure
After NREGA have you witnessed more children are now going to the school?	40	60	0
After NREGA, have you witnessed change in trend of attached labour in agriculture?	30	50	20
After NREGA, have villagers' awareness towards Government Schemes increased?	100	0	0

Table 6.6: Quantitative Questions about the Functioning of NREGA

Q1.	Was there a shortage of agricultural wage labour at some point during last year? If so in which months?
Answer	Gondia- December to March, Nandurbar- February to May, Thane- May to November, Jalna- April to November, Kolhapur- April to May.
Q.2	After implementation of NREGA has there been a shortage of agriculture labour? If yes in which years/months?
Answer	Gondia- October, Nandurbar- April to May, 2008-09, Thane- March, July, August, 2008-09, Jalna- May, 2009, Kolhapur- April to May, December to January, 2009.
Q.3	Give details of change in wages of casual labour during the last 5 years after NREGA
Answer	Wages of casual labour increased in all sample districts.
Q.4	In what way the standard of living improved in your village since the introduction of NREGA?
Answer	Income level increased, now workers can spend on entertainment, children's education and can save money for future expenses.
Q.5	In what way the household consumption improved in your village since the introduction of NREGA?
Answer	Because of increase in income level of workers now can purchase more vegetables, food grains etc.
Q6.	In what way NREGA has impacted the children education?
Answer	1) Reduced Migration, 2) Awareness about importance of Education, 3) No need for more working hands because of increase in purchasing power due to NREGA.
Q.7	In what way NREGA has impacted the trends of attached labour in agriculture ?
Answer	1) Labour prefer NREGA work, 2) High wage rate in NREGA work.
Q.8	In what way NREGA has improved villagers' awareness towards Government Schemes?
Answer	Gramsabha, Television, Radio, Newspaper, Local communication among labourers.
Q.9	Your suggestions to improve the implementation of NREGA for the benefits of both labourers as well cultivators?
Answer	1) Payment on time, 2) Provide work in agricultural slack period, 2) Provide technicians

**Labour Shortage** - Majority of the responses show that the village has been facing the problem of labour shortage since the last few years. 70 percent have reported that there has been a shortage after implementation of NREGA. However, as is mentioned earlier, there has been an increase in the nonfarm activity in the rural areas and it is difficult to

segregate the effect of non farm sector pull factors, spread of education and the NREGA factor.

Responses from different villages have pointed out different time periods when shortage of agricultural labourers was experienced in the reference year/ after the implementation of NREGA in general. In the reference year, for Gondia and Nandurbar, shortage was felt in the rabi season and for other districts, it was around monsoons. The variety of responses possibly indicates differences in time periods when NREGA activity was carried out.

**Cost of Production-** 90 percent of the respondents pointed out that because of the labour scarcity, the cost of production in agriculture has increased.

**Labour Migration-** On the questions relating to migration mixed responses were received. This could be because of varied characteristics of the districts that were chosen. According to some, migration had reduced now, however, according to others, migration still continues.

**Wages-** The respondents unanimously have pointed out that wages of casual labour have increased in last 5 years/after implementation of NREGA.

**Standard of Living -** It is observed that majority of the respondents feel that their standard of living in general and specifically in terms of consumption and schooling of children has improved. The responses show that due to income from NREGA, households were able to spend more on food, children's education and entertainment and were also able to save some money. A couple of explanations were forwarded for increase in children's education. It was pointed out that due to reduction in the need for migration and availability of work (income), families could send their children to school. Similarly, due to the improved awareness, more children started going to school.

**Attached Labour-** For understanding the impact of scarcity of labour and increase wage rate due to implementation of NREGA, the villagers were asked whether the incidence of practice of attached labour had increased. 50 percent of the respondents answered negatively and 20 percent were not sure about the answer and 30 percent felt that the incidence had increased. These were the respondents from areas where cropping pattern was diversified and intensity of cropping was more than one. According those who

reported a change in the practice of attached labour, NREGA work is preferred over attached labour work by the labourers.

**Awareness about the Government Schemes** – A welcome change that took place due to implementation of NREGA is about the awareness regarding the government schemes. All of the respondents unanimously pointed out that the villagers are more aware of the schemes now than before. It was pointed out that due the Gram Sabhas and means of communication such as television, radio and newspapers, the villagers were well informed about the schemes.

**Problems Encountered and Suggestions to Improve NREGA:** The village authorities, who are also villagers many times, voiced their concern mainly about 3 issues. The authorities firstly pointed out that if the Scheme is to be beneficial to the villagers, payment under NREGA should be made in time. This is because there have been instances of delay in wage payment by more than 15 days. If work is continuously available in the villages for longer periods, the labourers can bear the delay as they get a lump sum after every few days on which they survive for next few days. This was specifically observed in Thane. But with less work available, they prefer to get the wages in time.

Secondly, it was pointed out that the work should be available in the agricultural slack period. This is especially true in case of Thane when after the monsoon is over, it is difficult to get work in the village and migration is the only option available for earning livelihood. These suggestions from the village authorities also indicate their dependence on the higher authorities for sanctioning works and the expenditure. The process may lead to delays ultimately creating problems for the Panchayat officials and the workers.

Thirdly, village authorities also pointed out that for any programme to take off, presence of a technician is extremely essential. If technicians are not there, then the proposal of the work can not be sent to the Collector Office. This was a problem particularly encountered by village authorities in Mohadi- a village in Jalna district.

Informal discussions with the Gram sevaks/ Block Development Officers revealed several difficulties in implementing the Scheme.

- All the Gramsevaks reported that implementation of NREGA has led to increase in their responsibilities. This may affect successful implementation of all the other

ongoing schemes especially when the Gramsevak is in charge of a large geographical area. Mobility and efficiency of the Gramsevak may be get adversely affected in such cases. The authorities therefore suggested to have a separate machinery for implementation of NREGA.

- Planning for new works on continuous basis in each and every village so as to provide 100 days of work to the households may not be technically feasible. Demand for work may be much higher than the supply especially in backward districts.
- Many farmers are reluctant to give their land for construction of farm ponds or other such activities. This serves as a limitation on the work that can be created. It was suggested that permission for undertaking of private works needs to be sanctioned.
- Some of the implementing agencies (line departments) do not have enough land to start new work. Hence, new works cannot be taken up.
- Some of the village officials suggested payment on weekly basis instead of fortnightly basis to avoid delays
- The person employed as 'Rojgar Sevak' gets remuneration on percentage basis i.e. only when work is available. It was suggested that he / she should get fixed honorarium.

## **6.6 Summary of the Chapter**

An analysis of the characteristics of the village economies shows that the villages have started showing signs of transformation in the last decade. The occupational structure of the sample villages shows a slight change over a period of nine years i.e. since 2001. The share of cultivators has declined marginally leading to an increase in the share of workers in the non farm sector.

As for the impact of NREGA on the economy of the villages, the responses collected show that firstly, wages of male and female workers working in the agriculture (and therefore the cost of production therein) as well as non agricultural sector have increased. However no specific pattern showing differences in percentage increase during two time periods (2001-05 and 2005-09) is noted. From the data collected, it is difficult to say whether wages have increased due to implementation of NREGA after 2005. Secondly, majority of the responses show that the village has been facing the problem of labour shortage since the last few years. Majority have reported that there has been a

shortage after implementation of NREGA. However, as is mentioned earlier, there has been an increase in the nonfarm activity in the rural areas and it is difficult to segregate the effect of non farm sector pull factors, spread of education and the NREGA factor. Next, the village authorities have unanimously pointed out that the villagers are more aware of the schemes now than before. It was pointed out that due to the Gram Sabhas and means of communication such as television, radio and newspapers, the villagers were well informed about the schemes.

One important impact of NREGA as pointed out by the authorities is the impact of NREGA on children's education. Reduced migration, increased purchasing power and increasing level of general awareness due to NREGA have made it possible for the households to concentrate of the child's education.

The village authorities, who are also the villagers (GP members) many times, have given suggestions to improve functioning of NREGA. According to them, that if the Scheme is to be beneficial to the villagers, payment under NREGA should be made in time. This is because there have been instances of delay in wage payment by more than 15 days. If work is continuously available in the villages for longer periods, the labourers can bear the delay as they get a lump sum after every few days on which they survive for the next few days. But with less work available, they prefer to get the wages in time. It was also pointed out that the work should be available in the agricultural slack period. These suggestions from the village authorities also indicate their dependence on the higher authorities for sanctioning works and the expenditure. The process may lead to delays ultimately creating problems for the Panchayat officials and the workers. The, village authorities also pointed out that for any programme to take off, presence of a technician is extremely essential. If technicians are not there, then the proposal of the work can not be sent to the Collector Office. Thus work might not start in spite of lack of other employment opportunities in a particular village.

Informal discussions with the village authorities revealed problems they face while implementing the Scheme. Difficulties in planning for works in all the villages on a continuous basis, extra burden on the authorities due to the Scheme adversely affecting their mobility and efficiency, lack of land with some of the line departments for starting work are some of the problems encountered.

## **Summary and Conclusions**

### **7.1 Introduction**

The implementation of National Rural Employment Guarantee Act by the central government in 2006 is considered to be a landmark policy decision in terms of its socio-economic and political dynamics. The scheme backed by the Act aims at providing safety net to the rural poor and weaker sections when other livelihood options are scarce and inadequate. It also aims at creation of durable assets which will improve the quality / potential of natural resource base in the rural areas. Provision of at least 100 days of employment to every household with one third participation of women, provision of work within 15 days of registration through Gram Panchayat GP, payment of minimum and equal wages and payment of unemployment allowance are some of the important features of this scheme. Being a demand driven public programme it has the potential of inclusion of the poorest of the poor population in its activities. The scheme aims to satisfy the objectives of transparency and accountability through the tools of social audits and usage of information technology and of financial inclusion through opening bank accounts of the beneficiaries. Reports from different regions of the country have presented a positive feedback as far as employment generation and potential of the scheme to organize and mobilize rural poor are concerned (Khera, 2008; Khera and Nayak, 2009). The employment generated under NREGA has been continuously increasing. The scheme has shown satisfactory results in terms of employment in the most backward states (NCAER, 2009). In the initial year of operation - in 2005-6, 88.78 crore man days of employment were generated in the country. By 2009-10, the man days of employment generated more than tripled and reached a figure of 283. 59 crore at all India level. The massive scale of operation of this scheme has the potential to change the face of rural economy in terms of generation of employment and purchasing power, food security, creation of assets, decentralization and empowerment of the weaker sections of the society.

Nonetheless there are studies and media reports which point out flaws in the system and the need for strengthening the same (Bhatia and Dreze, 2006; Chakraborty,

2007; NCAER, 2009). Corruption, noncompliance with the provisions of the Act in terms of delays in providing employment as well as in making wage payments, problems relating to monitoring of the works undertaken are a few major problems. In spite of the loopholes and flaws in the present delivery mechanism of NREGA, majority of the studies have pointed out the potential of NREGA to bring about positive changes in the rural areas. Reforms in the existing administrative set up of the scheme are extremely essential for sustaining the programme in future and for fulfilling its objectives.

## **7.2 Historical Background**

The state of Maharashtra was a pioneer state to provide guarantee of employment to the rural poor during the drought years of early 1970s. The Maharashtra Employment Guarantee Scheme (EGS) Act came into existence in 1979.

Since its inception in 1972 till 2005-06, Maharashtra EGS has generated 427.7 crore person days of employment (<http://mahaegs.nic.in>). A number of studies have found that the employment and the income generated by the EGS had a significant impact on economic status of the rural poor. It has been found that it performed better than other poverty alleviation programmes like National Rural Employment Programme, Rural Landless Employment Guarantee Programme and Integrated Rural Development Programme (Acharya, 1990; Government of India, 2007). These factors have possibly played an important role in reducing the poverty levels as compared to the earlier levels in Maharashtra.

At all India level, NREGA was implemented in February 2006 in the most backward 200 districts. It was extended to 130 districts in 2007- 08 in its second phase and finally in the third phase - April 2008 onwards, it was implemented in all the 615 districts of the country.

In Maharashtra also, EGS was implemented in a phased manner. The Act was implemented from 2<sup>nd</sup> February, 2006 in 12 districts in the first phase. In the second phase (2007), it was implemented in 6 districts and remaining 15 districts were brought under the Act in 2008. Thus, the scheme was fully operationalised in 2008-09. However, since February 2006, EGS and NREGA were implemented simultaneously (Economic Survey of Maharashtra, 2008-09).

Table 7.1 shows the employment status under NREGA for Maharashtra as well as for India since 2008-09, when the scheme became fully operationalised. The data shows that almost all the households at the state as well as at the national level which demanded employment were provided with employment. The number of days of employment at all India level has been increasing. There is a slight decline in 2010-11 as per the latest data. In case of Maharashtra, however, there is a continuous decline in employment generated since 2008-9.

Table 7. 1 : Status of NREGA in Maharashtra and India

Sr. No	Indicators	2008-09		2009-10		2010-11	
		Maharashtra	India	Maharashtra	India	Maharashtra	India
1.	Households provided employment	906297 (2.13)	45115358	591547 (1.12)	52585999	387208 (0.79)	48562559
2	Percentage of HHs provided employment to HHs demanding employment	99.8	99.11	99.98	99.36	99.59	98.19
3	Employment days (crore)	4.19 (1.94)	216.32	2.74 (0.96)	283.59	1.34 (0.6)	219.33
4	Average employment per HHs (days)	46.32	47.95	56.37	53.92	47.2	45.16
5	Households completing 100 days of employment(no)	32510	6521268	22630	7083663	23505	3974807
6	Share of SC employment (%)	16.5	29.28	25.61	30.48	20.58	31.33
7	Share of ST employment (%)	44.2	25.43	33.16	20.17	23.43	19.49
8	Share of women employment (%)	46.2	47.87	39.65	48.09	42.51	48.28
9	Number of works completed	10778 (0.89)	1214169	10613 (0.47)	2259482	890 (0.03)	2439746

Note: 1.The table is based on data downloaded in May 2011. 2. Figures in the bracket indicate share of Maharashtra to India. 3. HH - Household

Source: Economic survey of Maharashtra and India (various issues), <http://nrega.nic.in>

Share of Maharashtra in total households provided employment and in total employment generated in the country is seen to be very low and is declining over the years. It was 1.94 percent in 2008-09 and in the consecutive years, it declined to less than 1 percent. The figures for the current year show that so far 219 crore and 1.33crore (0.6 percent of the



total) days of employment have been generated at the national and state level respectively. At the state level, the average number of employment days per households showed fluctuations. However, the number of households completing 100 days of employment decreased from 32 thousand to 25 thousand during this period. Maharashtra is seen to be better off than India as a whole as far as participation of ST population is concerned though its share in total employment within the state has been declining. The share of SCs and women workers is seen to be lower than that at the national level.

The number of works completed at the all India level is increasing throughout the period. At the state level however, a reverse trend is noted and as compared to 2008-09, the number of works completed in 2010-11 has reduced by 12 times. It is seen that the share of state in total works completed is less than 1 percent and is reducing over the period concerned.

Maharashtra is a leading state as far as industrialization is concerned. However, a major characteristic feature of the state is the urban centric growth which has taken place around districts Thane, Mumbai and Pune which are located in western Maharashtra and which contribute more than 30 percent to the state income. However, 57 percent of the state population is still dependent on agricultural sector for its livelihood. As per the revised estimates of the Planning Commission, a considerable proportion - around 48 percent of the rural population in 2004-05 and 35 percent of the rural households according to the BPL survey, 2002, are below poverty line (Economic Survey, 2010-11).

The available data on status of NREGA casts doubts on the ability of NREGA to change the agrarian nature of the state economy and to reduce poverty in rural areas of the state and underlines dire need for successful implementation of poverty alleviating and employment generating programmes.

Against this background, it is essential to study working of NREGA in the state of Maharashtra and highlight impact as well as problems in working of the scheme. This study therefore makes an attempt to analyse various issues relating to the working of NREGA in the state of Maharashtra.

### **7.3 Main Objectives of the Study**

The main objectives of the study are -

1. To measure the extent of manpower employment generated under NREGA, their various socio-economic characteristics and gender variability in the sample districts of Maharashtra.
2. To compare wage differentials between NREGA activities and other wage employment activities.
3. To study the effect of NREGA on the pattern of migration from rural to urban areas.
4. To find out the nature of assets created under NREGA and their durability.
5. To identify factors determining participation of people in NREGA scheme and whether NREGA has been successful in ensuring better food security to the beneficiaries.
6. To assess the implementation of NREGA, its functioning and to suggest suitable policy measures to further strengthen the programme.

### **7.4 Data Base and Methodology**

The study is based on both primary and secondary data. As far as primary data is concerned, five districts were selected, one each from the North, South, East, West and Central location of the state. In order to give proper representation to all the three phases of NREGA implementation, 2 districts from phase I, 1 in phase II and 2 districts from phase III were selected. These were Nandurbar, Gondia, Thane, Jalna and Kolhapur respectively. From each of the districts, based on their distance from the location of the respective district or the main city/town and discussions with the concerned government officials, two villages were selected. As per the guidelines, one village was to be selected from nearby periphery of around 5 kilometers of the district/city head- quarters and the second from a farthest location of 20 kilometers or more. From each selected village, 20 participants in NREGA and 5 non-participants working as wage employed were to be selected. Thus, from a total of 10 villages, 250 households were to be selected, 200 being the participants in NREGA. A structured household questionnaire was used to survey the participants in detail. With the help of the Gram Panchayat officials especially the Gram Sevak, the participant households were selected by using stratified sampling method, giving proper representation to workers from various strata i.e. caste and gender.

The non participant households with similar caste and gender characteristics as that of selected NREGA participants were selected based on the information provided by the Gram Sevak in order to maintain the uniformity and to avoid selection bias.

For district Thane, the villages were selected from Jawhar taluka which shows very high participation of the villagers. In one of the sample villages, almost all the households had participated in the NREGA activities. Hence, non NREGA households could not be located in this village and the number of beneficiaries selected was 25 instead of 20. In all other villages, the required number of beneficiaries were selected.

In addition to the household questionnaire, to capture the general changes that took place in the village during the last decade and to note the increase in labour charges for agricultural operations after the implementation of NREGA, a village schedule was designed. One village schedule in each village was filled up with the help of a group discussion with the Pachayat members, Officials, educated and other well informed people available in the village being surveyed.

The secondary data relating to the functioning of NREGA was collected from government websites (<http://nrega.nic.in> and [mahaegs.nic.in](http://mahaegs.nic.in)). The secondary data was used to study the working of the Scheme at the all India level, state level and for the sample districts.

## **7.5 Major Findings of the Study-**

Following are the Main Findings of the Study-

### **7.5.1 Manpower Employment Generated under NREGA in Maharashtra and Its Socio-economic Characteristics**

In the first year of its implementation, the scheme was implemented only in 12 most backward districts of the state and share of Nandurbar in terms of person days of employment generated was highest i.e 37.62 percent. In the second year, when 6 additional districts were included, Gondia had the highest share in terms of employment which was around 18 percent, followed by Thane - around 12 percent. In 2008-09, Thane ranked first followed by Nandurbar. In 2009-10, Bhandara ranked first with a share of around 15 percent followed by Nandurbar, Gadchiroli and Yavatmal. Nanded (19 percent), Bhandara (15 percent) and Gondia (13 percent) were the districts with considerable share in the total employment generated in 2010-11.

The demand for employment under this scheme was negligible in those districts which came under the Act in the third phase. In fact in five districts in Phase III, there was no employment generated under NREGA and six districts had a share of less than 1 percent in the state. Around 85 percent of the participation in 2010-11 was from the most backward districts where NREGA was implemented in Phase I and this percentage was around 78 in 2009-10.

Overall, it appears that NREGA has created demand for work mainly in the most backward districts of the state where it was implemented in Phase I. In Phase II, Thane district was the only district among the six districts where there was demand for work under this scheme.

A comparison of EGS with NREGA shows that under EGS, 2006-07 onwards, till 2008-09, 9.23 crore, 7.8 crore and 7 crore man days were generated every year respectively (<http://mahaegs.nic.in>). In 2004-05 and 2005-06, 22 crore and 12 crore mandays were generated respectively. Thus, employment under EGS is declining over the years after the implementation of NREGA. Under NREGA, 2006-07 onwards till 2009-10, 0.2 crore, 1.23 crore, 4.19 crore and 2.74 crore man days were generated respectively. In 2008-09, in all, under both the schemes, around 11 crore man days are generated. With declining employment under both the schemes, and inability of NREGA to generate employment comparable to that under EGS (before implementation of NREGA), questions can be raised about sustainability of NREGA in future.

Table 7.2: Person Days of Employment Generated under NREGA in Maharashtra

(In lakhs)

Sr No	District	2006-07	2007-08	2008-09	2009-10	2010-11
Phase I						
1	Ahmednagar	0.92 (4.42)	1.20 (0.97)	9.68(2.31)	4.46(1.63)	3.61(2.70)
2	Amravati	3.03 (14.52)	10.82 (8.75)	15.56(3.71)	11.24(4.10)	8.38(6.27)
3	Aurangabad	0.94 (4.50)	5.00 (4.05)	16.11(3.84)	16.34(5.96)	10.71(8.01)
4	Bhandara	0.00059 (0.00)	13.07(10.56)	29.3(6.98)	39.9(14.54)	20.63(15.42)
5	Chandrapur	2.52 (12.06)	5.09 (4.12)	6.65(1.58)	6.75(2.46)	3.91(2.92)
6	Dhule	2.16 (10.33)	3.33 (2.70)	11.6(2.76)	6.93(2.53)	4.16(3.11)
7	Gadchiroli	2.24 (10.70)	13.22(10.69)	30.56(7.28)	27.05(9.86)	9.27(6.93)
8	Gondia	0.57 (2.76)	17.99(14.55)	62.2(14.82)	16.62(6.06)	18.48(13.82)
9	Nanded	0.57 (2.74)	10.23 (8.27)	27.28(6.50)	17(6.20)	25.64(19.17)
10	Nandurbar	7.87 (37.62)	11.80 (9.54)	29.11(6.93)	35.84(13.06)	6.46(4.83)
11	Yavatmal	0.04 (0.23)	2.72 (2.20)	62.39(14.86)	27.14(9.89)	1.75(1.31)
12	Hingoli	0.02 (0.13)	11.39 (9.21)	11.94(2.84)	4.19(1.53)	1.88(1.40)
Phase II						
13	Akola		0.53 (0.43)	1.32(0.31)	0.67(0.24)	0.33(0.25)
14	Buldhana		0.75 (0.61)	6.51(1.55)	2.86(1.04)	0.94(0.70)
15	Osmanabad		0.50 (0.41)	4(0.95)	2.67(0.97)	0.60(0.45)
16	Thane		14.96(12.09)	67.28(16.03)	8.94(3.26)	2.38(1.78)
17	Wardha		0.68 (0.56)	0.8(0.19)	1.1(0.40)	0.51(0.38)
18	Washim		0.36 (0.29)	0.71(0.17)	6.84(2.49)	0.62(0.47)
Phase III						
19	Beed			0.42(0.10)	7.29(2.66)	3.91(2.92)
20	Jalgaon			0.25(0.06)	0.27(0.10)	0.90(0.68)
21	Jalna			3.62(0.86)	1.7(0.62)	2.44(1.83)
22	Kolhapur			0(0)	0(0)	0.0(0.00)
23	Latur			11.39(2.71)	8.71(3.17)	3.11(2.33)
24	Nagpur			0.97(0.23)	1.28(0.47)	0.17(0.13)
25	Nashik			1.38(0.33)	16.27(5.93)	1.03(0.77)
26	Parbhani			8.16(1.94)	2.14(0.78)	1.79(1.34)
27	Pune			0.17(0.04)	0(0)	0.0(0.00)
28	Raigad			0.09(0.02)	0.02(0.01)	0.02(0.01)
29	Ratnagiri			0(0)	0.12(0.04)	0.08(0.06)
30	Sangli			0.34(0.08)	0.01(0.01)	0.0(0.00)
31	Satara			0.03(0.01)	0(0)	0.0(0.00)
32	Sindhudurg			0(0)	0(0)	0.0(0.00)
33	Solapur			0(0)	0(0)	0.03(0.02)
Maharashtra		20.93(100)	123.73(100)	419.82(100)	274.35(100)	133.75(100.00)

Note: 1. Figures in brackets are percentage to Maharashtra. 2. Based on data downloaded in May 2011.

Source: District Information Report, <http://nrega.nic.in>.

### **7.5.2 Total Employment Generated – their Socio Economic Characteristics**

The analysis carried out in this chapter shows that over the period of three years as the scheme was extended to phase II and phase III districts, the employment generated increased from 20 lakhs to 400 lakhs mandays. Thus it increased by almost 20 times. However, in the next year, there was a sharp decline in the employment generated and it reduced by more than 50 percent. At the state level, there was a decline in the average number of days generated per household and households provided with 100 days of employment. Maharashtra is also seen to be the state with falling share of employment in the total employment. It is observed that NREGA created demand for work mainly in the most backward districts of the state where the scheme was implemented in the first phase.

Trend in social group wise percentage of households issued job cards as well as in employment days generated show that in the tribal districts, majority of the participation is by the tribal population and in other districts, the ‘other’ population has mainly worked under NREGA. The share of employment days generated by the SCs and STs has been declining over the years. In 2010-11, their combined share was only 19 percent as compared to 60 percent in 2008-09. Participation of women workers in the scheme at the state level is fluctuating. It was 49 percent in 2010-11. The number of households with 100 days of employment was observed to be declining (32 thousand to 25 thousand) over a period of three years for all the districts.

#### **Number of Projects Completed and Total Amount Spent**

Majority of the projects get classified under water conservation and water harvesting and under renovation of traditional water bodies. Over the years, the number of ongoing/ suspended projects and expenditure on them has increased for all the districts. However, the number of projects completed is seen to be highest in the year 2008-09 and has reduced over the years by 12 times. Considering the number of inhabited villages (41095 as per the Economic Survey 2010-11) and the number of completed works (18707 in 2010-11), the works completed per village does not present a very optimistic scenario. The expenditure on completed works has also fallen by around 400 times. This could be because of declining demand/ participation of households under NREGA. In 19 districts, no work was completed in 2010-11. Data suggests that some of the works might have remained incomplete or have been suspended for certain reasons. However, the fact remains that resources have been spent

on these projects. The number of works completed in 2010-11 was merely 6 percent of the ongoing works in 2009-10. The government has to take up the challenge of completing works which could not be completed in 2010-11. The data suggests declining enthusiasm on the part of the government to promote NREGA activities and also the declining demand for NREGA works in developed as well as backward districts

## **Performance of NREGA – Some Quantitative Indicators**

### **Social Audit**

As far as social audit is concerned, the extent of musters verified has been increasing over the years in majority of the districts and indicates a positive change. It is observed that the proportion of GPs where social audit was held is very high in the year 2009-10 in each district. It can be seen that the total number of works taken up has reduced over the years. However, the number of works taken up for inspection at the district and block level is fluctuating over the period. It is seen that the Gram Sabhas have been held in all the GPs. However, at the state level, the number of Gram Sabhas held is declining over a period of three years. No VMC meeting was held in a number of districts in the years concerned. The number of complaints received is very low and more than 50 percent of the complaints have been disposed in all the years.

### **Wage Payment through Banks/Post Offices**

The amount of NREGA wage payments is disbursed through banks as well as through post offices. Most of the accounts are seen to be individual accounts in both the cases. However, there has been a decline in the proportion of bank accounts (from 65 percent to 35 percent) and of the amount disbursed through banks (58 percent to 8 percent) since 2008-09. The number of accounts with and payments through post offices is continuously increasing. This perhaps indicates greater importance of post offices for making wage payments to the village households.

### **The Unemployment Allowance**

The data shows that though unemployment allowance was due to the beneficiaries in 2010-11 in 18 districts, only in one district- district Thane, it was paid for only 45 days out of 259 due days and the amount paid was a meager sum of Rs.1285. The number of days for which the unemployment allowance is due to the households is highest in district Jalna

followed by Nasik in 2010-11. In proportion to the man days of employment generated, the number of days of unemployment is seen to be very low.

### **Work Projection for 2010-11**

According to the work projection report - 2010-11, the number of spill over works and that of new works taken up in 2010-11 is around 91 thousand and 86 thousand respectively. Thus, the a total of 1, 77,512 works were to be completed in 2010-11. According to this report, more than 8 crore mandays of employment would be generated. However, latest data (District Implementation Report) on works completed/ ongoing shows that only 890 works were completed in 2010-11 and 80, 000 works were ongoing works. Similarly, around 1.34 crore mandays of employment were generated in this year. The table thus shows that there is a huge gap between the actual and the estimated figures of employment and work for the year 2010-11.

Overall, it can be said that in terms of employment generated, NREGA in Maharashtra has not been able to sustain the employment generated in the year 2008-09. The continuous decline in employment generated – even in majority of the phase I districts raises a question regarding the sustainability of the scheme in future in Maharashtra. The targets set would be fulfilled only if substantial employment is generated in this financial year.

### **7.5.3 Household Characteristics and their Income and Consumption Pattern**

Primary data was collected from the sample villages from 250 households. It was observed that most of the beneficiary households belong to the ST (36 percent) and OBC (35 percent) category. The share of general category households is higher (20 percent) in the non beneficiary category than in the beneficiary category indicating lower occupational mobility among the scheduled communities and their need for undertaking physical manual work under NREGA. A total of 64 percent of the beneficiaries are below the poverty line as against 50 percent under the non beneficiary category. The occupational structure of the non beneficiaries is more diversified than that of the beneficiaries indicating their better economic status and explains their non participation in public works programmes. Similarly, under each occupation, the absolute number of days generated are seen to be higher for the non beneficiary categories. This suggests higher level of participation of these households in the market.

It is observed that the total average income of non beneficiaries is higher than that of the beneficiaries by 1.6 times (table 7.3). NREGA work is providing a substantial proportion-



around one third of the total income to the beneficiaries. In case of non beneficiaries, self-employment in agriculture and livestock is the major source of income. Thus, in case of beneficiaries, lack of land ownership may lead to participation in NREGA activities.

Table 7.3: Household Net Income (Annual) (Rs per household)

Income Category	Average Income	CV (across HH)	Average Income	CV (across HH)	Average Income	CV (across HH)
	Beneficiaries		Non beneficiaries		Aggregate	
Income from work under NREGA	11913.06 (28.53)	132.70	0 (0)	0.00	9768.71 (21.02)	153.82
Income from wages in agriculture	8812.07 (21.1)	101.41	8337.77 (12.28)	134.47	8726.7 (18.78)	107.30
Income from wages in non agriculture	3606.34 (8.64)	305.67	9193.33 (13.54)	326.31	4612 (9.92)	351.77
Income from wages in PWP	58.54 (0.14)	1431.78	0 (0)	0.00	48 (0.1)	1581.14
Income from wages as migrant workers	7366.76 (17.64)	287.63	9009.13 (13.27)	257.31	7662.38 (16.49)	280.88
Income from self employed in non farming	586.34 (1.4)	712.53	6971.11 (10.27)	348.37	1735.6 (3.73)	643.03
Income from agriculture/livestock	8664.4 (20.75)	156.03	30166.88 (44.44)	194.31	12534.84 (26.97)	229.20
Income from regular job/salary/pension	754.63 (1.81)	663.27	4195.55 (6.18)	327.87	1374 (2.95)	543.26
Income from sale of assets/rent/transfer etc.	0 (0)	0.00	0 (0)	0.00	0 (0)	0.00
Total	41762.15 (100)	81.92	67873.8 (100)	120.92	46462.24 (100)	102.10

Note: 1. Figures in parentheses are respective percentage of total income 2. Income from wages in non agriculture/income from migrant workers is calculated after subtracting their transportation cost, while income from agriculture also includes income from hiring out assets if any, 3. HH - Household

The data shows that beneficiaries spend 55 and 45 percent of the expenditure on food and non food items respectively. In comparison to this, the non beneficiaries are spending marginally different proportions- 54 percent on food items and 46 percent on the non food items. In absolute terms however, the expenditure of the non beneficiaries is higher than that of the beneficiaries under both the categories. The total monthly expenditure of the non beneficiary households is around Rs.841.23 which is around 1.4 times higher than that of the beneficiary households.

Average annual household income as well as expenditure of the non beneficiaries is found to be higher than that of the beneficiaries by 61 and 72 percent respectively (table 7.4). The values of CV show firstly that variability in income is higher than that in the consumption

expenditure for both the groups and secondly, variability in case of non beneficiary households is greater than that in case of beneficiary households. This perhaps points out diversified occupational structure and economic status of the non beneficiary households.

Values of Gini coefficient also show greater inequalities in the income earned and consumption expenditure in case of non beneficiaries. Especially, the value of GC of income of non beneficiaries indicates variability in income received by working in a diversified occupational structure.

Table 7.4: Variability in Consumption and Income

Description	Beneficiary	Non beneficiary	Total
Average household Income during the reference year (Rs)	41762.15	67873.80	46462.24
Average household consumption during the reference year (Rs)	37352.35	51685.22	39932.24
Coefficient of variation in income across households	81.92	120.92	102.10
Coefficient of variation in consumption across households	40.97	48.76	42.45
Gini coefficient of income	0.37	0.52	0.42
Gini coefficient of consumption	0.32	0.37	0.34

In order to analyse the determinants of participation of the members in NREGA work, Logit and Probit functions were used- at the household as well as at the individual level with various explanatory variables. An attempt was also made to find out relationship between number of NREGA days worked and various independent variables using the OLS method. On the whole, it is observed that bigger households and the households belonging to reserved categories and individuals with lower level of education are more likely to join the demand driven NREGA activities.

#### **7.5.4 Work Profile under NREGA, Wage Structure and Migration Issues**

##### **Work Profile under NREGA**

The work profile of the beneficiaries is presented in table 7.5. It shows that on an average 2 persons per households are working under NREGA at the state aggregate level. For SCs, STs and OBCs in all districts except Kolhapur, the number is seen to be more than the State average. On an average 1 female worker per household is engaged under NREGA. The employment days per household are higher when the size of the household is larger and when work was available to the households on large scale. It is observed that the number of days per

household (aggregate) are higher in case of Nandurbar (202.15) and Jalna (150.38) followed by Gondia (72.58).

Table 7.5: Work Profile under NREGA

Characteristics		Gondia	Nandurbar	Thane	Jalna	Kolhapur	State
No of members per households employed during the year	Aggregate	1.62	2.67	1.93	1.85	1.33	1.88
	General	0	0	0	1.33	1.66	1.50
	SC	1.50	3.00	0	1.17	1.42	1.51
	ST	0	2.7	1.93	3.00	0	2.27
	OBC	1.64	2.00	0	2.33	1.07	1.75
	Women	0.96	1.15	1.00	0.63	0.95	0.94
	Men	0.66	1.52	0.93	1.22	0.38	0.94
No of days per households employed during the year	Aggregate	72.58	202.15	38.49	155.38	40.89	101.89
	General	0	0	0	203.33	36.83	120.08
	SC	52.50	173.75	0	191.66	47.42	102.71
	ST	0	210.33	38.49	400*	0	114.85
	OBC	76.12	150.00	0	109.29	33.79	80.64
	Women	41.98	95.07	20.54	71.62	30.23	51.88
	Men	30.6	107.08	17.95	83.76	10.66	50.01
Wage rate obtained (Rs)	Aggregate	57.35	106.23	98.126	88.57	69.23	87.82
	General	0	0	0	84.61	67.10	77.00
	SC	55.00	105.41	0	78.47	68.03	76.08
	ST	0	106.50	98.126	44	0	101.07
	OBC	57.73	103.83	0	95.46	72.80	78.78
	Women	57.10	104.06	97.30	86.78	67.36	84.08
Average distance from residence where employed (Kms)		1.10	2.60	2.862	2.107	4.59	2.53

Note: \*- Only one household with 4 NREGA labourers , 100 days each.

At the state level, highest number of days is generated by ST households. Per person number of days of employment was calculated. At the state level, each NREGA male and female sample worker has worked for 63.59 and 69.64 days i.e. for around 2 months. The number of days of employment is higher for female workers in Nandurbar, Jalna, marginally in Thane and at the state level.

### Households Completing 100 Days of Employment

It is found that in all, 63 i.e.30 percent of the households out of a total of 205 beneficiary households could get employment for 100 days. Most of them (46 percent) are from district Nandurbar followed by Jalna (34 percent). These are also the districts with highest number of days of employment per household during the year. Thane and Kolhapur have least number of households completing 100 days. The secondary data shows that at the state level, only 3 percent of the households could get employment for 100 days in the year 2008-09. This

proportion was around 5 percent, 40 percent, 4 percent, 3 percent and 0 for the above mentioned districts respectively. In case of Nandurbar, the findings from the field are in conformity with those based on the secondary data

### **Wage Rate under NREGA and its Comparison with the Minimum Wage Act**

Wage rates paid under NREGA are piece rate wages and depend on the rate fixed for a particular activity and amount of work done. Our field experience shows that wage rates in three districts of Nandurbar, Thane and Jalna are higher than the state average wage paid.

As on 1st April, 2009, the base wage for the NREGA labourers were fixed at Rs.100 by the central government, to be revised every 5 years. The primary data collected from the sample districts shows that the actual NREGA wage rates in the districts are often lower than the prescribed minimum wage of Rs.100. Our field experience revealed that the actual payment of the wages depends upon the measurement of work and in case the work is left incomplete, there is a possibility that the worker would end up getting a wage less than the minimum prescribed wage rate. The minimum wage as prescribed by the Act thus has become ineffective in this case. In such cases, if actual wages received under NREGA are less than the agricultural wage, workers would prefer working in the agricultural sector. However, field reports also show that workers may not be ready for the manual job at comparatively lower wages and may not put in hard work for its completion or leave the work incomplete and join other nonfarm activity. In such cases, they might be receiving less than Rs.100.

### **The Wage Rate Differentials**

Our field experience shows that the average wage rate paid under NREGA is less than the non agricultural wage and higher than the agricultural wage. It was also observed that male and female workers get equal wages and female labourers were not discriminated against as far as wage payment was concerned.

### **Nature of Assets Created and Their Durability**

It is seen that majority of the households are employed under water conservation/harvesting, micro irrigation works and road connectivity. This pattern is similar to that observed at the district level. As far as the quality of assets generated under the categories is concerned, at the State level, majority of the households i.e. 60 percent reported that the quality of assets generated is good. 34 percent of the households reported that the quality was very good.

## **Impact of NREGA on Labour Migration**

Data on migration shows that migration took place from more than one fifth of the households due to non availability of work under NREGA. However, out of these, members from 28 percent of the families returned back for working under NREGA. Thus, NREGA could prevent migration to some extent especially where large scale work was undertaken. Majority of the households from which migration as well as return took place, reported that they were better off now as compared to the period when they had migrated indicating an improvement in the economic status after returning to work for NREGA.

### **7.5.5 The Functioning of NREGA – Qualitative Aspects**

The qualitative responses of the beneficiary households regarding the functioning of any scheme are extremely important for understanding their awareness about the scheme and impact of the scheme at the grassroots. We assess their responses regarding their asset position and the borrowings and about the overall administration of NREGA.

#### **Household Asset Holdings**

Majority of the responses indicate existence of self help groups in the respective villages and ownership of account in bank / post office. The table also shows that 29 percent of the non beneficiary households have life insurance policy as against 5 percent of the beneficiary households.

The households were asked questions regarding value of their assets and borrowings. The total value of assets of non beneficiary households was higher by little less than 3 times that of the beneficiary group depicting higher asset base and higher standard of living of the non beneficiary group. The pattern of borrowings shows that for most of the categories the amount of loan availed by the beneficiaries is higher than that of the other group. It can be noted that the households depend on several sources of loan and institutional source is just one of them. Low asset base and higher level of borrowings underlines the weaker economic status of the beneficiary households.

#### **Some Qualitative Aspects of NREGA**

The responses relating to the awareness about the Scheme, its overall administration and the impact were reported. It was observed that the respondents were unanimous about payment of equal wages to both male and female workers for equal work, good quality of assets created, their usefulness to the villagers and their durability. Majority of

the households also reported that the work was monitored by the concerned officials. Majority of the households reported that NREGA work was normally provided during the slack season. It enhanced food security and purchasing power of the villagers. This according to them, helped in reducing poverty among the households. They could spend more on various goods and services especially education for children. As the participation of females in the scheme was considerable, the households reported that NREGA led to economic independence of women. However, it has to be noted that in most of the cases, respondents were male members and heads of their respective families. As far as migration is concerned, there were mixed responses regarding migration from the villages. NREGA has prevented migration to some extent especially when ample work was available under the scheme.

It was found through the responses that though majority of the beneficiaries are aware about NREGA, they are not aware about various aspects and provisions under the Scheme such as level of minimum wages, right to minimum wage, application procedure, list of permissible works etc.

They were also reports of instances of non compliance with the provisions of the scheme such as getting work within 15 days of registration, getting dated receipts, payment of unemployment benefit, inadequate worksite facilities etc. The problems which the labourers faced due to working on NREGA were - difficulties in comprehending the measurement of the work done, accessing bank or post office etc.

The households gave their suggestions for improving the functioning of the Scheme. According to majority of the households, present economic status could be improved if the extent of NREGA work is increased, if it is provided with some regularity and if payments are made in time.

Overall, the responses from the field reveal the benefits of NREGA to the village households and also the difficulties faced by the villagers while working under the Scheme. In spite of the problems faced, the responses highlight the need for creating regular employment opportunities within the villages.

#### **7.5.6 NREGA Impact on Village Economy**

During the field work, information was collected from the village officials regarding availability of infrastructure in the villages, changes in the occupational structure and impact of NREGA on the village economy.

### **Village Profile and Changes in the Occupational Structure in the Selected Villages**

All the villages have GP office and fair price shops. However, it needs to be noted that a village may consist of several wadis / padas which is normally the case in hilly/ tribal areas wherein density of population in each pada/ wadi is very low. In such cases, the villagers have to spend time in reaching GP office or the fair price shop. This was observed in the district of Thane.

It is seen that the villagers have to travel a distance of 4 to 7 kilometers to avail the services of banks/credit societies. Similarly 40 percent of the villages do not have a post office. This indicates that in such cases, the NREGA beneficiaries have to spend considerable time for getting the payment. It can be noted that only 30 percent of the villages have medical facilities - PHCs/ dispensaries/ hospitals within the village and in rest of the cases, villagers have to travel 4-5 kms for availing this facility. 70 percent of the villages have telephone connectivity, however, no village has railway connectivity.

An analysis of the characteristics of the village economies shows that the villages have started showing signs of transformation in the last decade. The occupational structure of the sample villages shows a slight change over a period of nine years i.e. since 2001. The share of cultivators has declined marginally leading to an increase in the share of workers in the non farm sector.

### **Various Changes in the Village Economy after Implementation of NREGA**

As for the impact of NREGA on the economy of the villages, the responses collected show that firstly, wages of male and female workers working in the agriculture (and therefore the cost of production therein) as well as in the non agricultural sector have increased. However no specific pattern showing differences in percentage increase during two time periods (2001-05 and 2005-09) is noted. From the data collected, it is difficult to say whether wages have increased due to implementation of NREGA after 2005. Secondly, majority of the responses show that the village has been facing the problem of labour shortage since the last few years. Majority have reported that there has been a shortage after implementation of NREGA. However, as is mentioned earlier, there has been an increase in the nonfarm activity in the rural areas and it is difficult to segregate the effect of non farm sector pull factors, spread of education and the NREGA factor. Next, the village authorities have unanimously pointed out that the villagers are more aware of the schemes now than before. It was pointed out that due to

the Gram Sabhas and means of communication such as television, radio and newspapers, the villagers were well informed about the schemes.

One important impact of NREGA as pointed out by the authorities is the impact of NREGA on children's education. Reduced migration, increased purchasing power and increasing level of general awareness due to NREGA have made it possible for the households to concentrate of the child's education.

The village authorities, who are also the villagers (GP members) many times, have given suggestions to improve functioning of NREGA. According to them, that if the Scheme is to be beneficial to the villagers, payment under NREGA should be made in time. This is because there have been instances of delay in wage payment by more than 15 days. If work is continuously available in the villages for longer periods, the labourers can bear the delay as they get a lump sum after every few days on which they survive for the next few days. But with less work available, they prefer to get the wages in time. It was also pointed out that the work should be available in the agricultural slack period. Suggestions from the village authorities also indicate their dependence on the higher authorities for sanctioning works and the expenditure. The process may lead to delays ultimately creating problems for the Panchayat officials and the workers. The village authorities also pointed out that for any programme to take off, presence of a technician is extremely essential. If technicians are not there, then the proposal of the work cannot be sent to the Collector Office. Thus work might not start in spite of lack of other employment opportunities in a particular village.

Informal discussions with the village authorities revealed problems they face while implementing the Scheme. Difficulties in planning for works in all the villages on a continuous basis, extra burden on the authorities due to the implementation of the Scheme adversely affecting their mobility and efficiency, lack of land with some of the line departments for starting work are some of the problems encountered.

### **7.6 Policy Suggestions**

The analysis of the functioning of various aspects of NREGA in Maharashtra has revealed that the earlier enthusiasm with which the scheme started in 2006 has tapered off. The Scheme seems to have brought benefits to the backward districts and to the weaker sections in the initial year. However, since 2009, there has been an absolute decline in the number of households provided employment, man days of employment generated, the amount spent and



the number of works completed. This is observed at the State as well as at the district level. Employment under NREGA has fallen short of creating level of employment matching with that created under EGS before 2006. In the light of this, following policy implications emerge-

1. Discussions with the district as well as Panchayat officials have revealed that the system has come under tremendous stress after implementation of NREGA. Gram Panchayat is the main machinery for implementation and efficiency and the mobility of the Gram Sevak may get adversely affected in situations when he / she has to handle NREGA work as well as implementation of other ongoing schemes. At the existing low levels of remuneration, the Gram Sevaks do not appear to have incentive for coordinating activities under NREGA. It is suggested that possibilities of employing additional workforce at the village level should be explored. Additional staff should be used for starting a campaign to convince the rural population about the advantages of joining NREGA and creating awareness about various provisions of the scheme. Similarly it should be ensured that all the provisions of the Act are complied with and should not be ignored for lack of manpower. Enthusiasm on part of the government should lead to increase in the participation of rural population in this Scheme. The government can think of starting a scheme whereby efficient Gram Sevaks / Gram Panchayats efficiently working for NREGA are felicitated/ awarded prizes. There is a need for concerted efforts on the part of the government to popularize the Scheme. (Attn: Ministry of Rural Development, Government of Maharashtra, Mumbai).
2. It was pointed out that planning for new works on continuous basis in each and every village so as to provide 100 days of work to the households may not be technically feasible. This might happen if the implementing agencies do not have enough land for carrying out work or if the population concerned is not ready to offer land for carrying out NREGA work or if the demand for works is very high. Thus, there is a need for locating newer types of works and new ways of undertaking works. Possibilities of working on private lands need to be explored. (Attn: Ministry of Rural

Development, Government of India, New Delhi, Ministry of Rural Development, Government of Maharashtra, Mumbai).

3. Timely and adequate technical help should be made available to all the Gram Panchayats to ensure timely starting of the NREGA activities. The unfilled posts of the technicians should be filled. With timely and good quality technical help, it would be possible to tap potential demand for NREGA work. Similarly, this would help in starting the work when most needed and also ensure good quality of work done. (Attn: Ministry of Rural Development, Government of Maharashtra, Mumbai).
  
4. The Government has recently announced that the NREGA wages would be indexed to the Consumer Price Index for Agricultural Labourers (CPIAL) and will be revised every year. Increasing the NREGA wages for keeping pace with increasing inflation and market wage rates is essential not only for protecting the purchasing power of the households but also to prevent migration of the rural poor outside the villages. It is observed that the wages in the non farm sector are often 2-3 times higher than the wages paid under NREGA. If the NREGA wages are comparatively lower, migration to the non farm sector which offers a higher wage would continue. Reducing the flow of distress migration is absolutely essential for maintain the quality of life of the rural poor and for imparting education to the rural children on a continuous basis. For attaining the objective of reducing migration, the net gains from NREGA should be greater than the net gains from migration. In case of women who have infants, migration is not possible. Thus, NREGA has to be popularized among female workers in backward as well as developed districts. The Scheme can serve as a source of employment for them without which they would be deprived of the opportunity to participate in the workforce. (Attn: Ministry of Rural Development, Government of India, New Delhi, Ministry of Rural Development, Government of Maharashtra, Mumbai).
  
5. The government should be ready with NREGA work plan before the beginning of agricultural slack season so as to cater to the demand for work from the needy

households. Provision of work in the slack season at comparable wages would help in preventing migration and would also enable the households to work as agricultural labourers (which, it appears, would help in maintaining social harmony with other agricultural households/ landlords, getting advance payments etc.) in the busy season. (Attn: Ministry of Rural Development, Government of Maharashtra, Mumbai).

6. NREGA aims to achieve objective of financial inclusion by making wage payments through banks. However, it is observed that the participants often face difficulties in opening bank accounts and in withdrawing the money. The proposal of collaboration with the commercial banks to start mobile van service for distributing wage payments in time should be implemented. Efforts to reduce the delays in payment should be minimized. (Attn: Ministry of Rural Development, Government of Maharashtra, Mumbai).
7. It was found that around 6 percent of respondents did not have job cards. Efforts should be made to issue job cards to each and every household which has registered for work. (Attn: Ministry of Rural Development, Government of Maharashtra, Mumbai).

Overall, it is felt that popularising the scheme by providing employment in time at comparable wages will go a long way in improved performance of this employment programme and will also benefit the agricultural sector of the state.

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## Annexure I

### Coordinator's Comments on the Draft Report

Impact of NREGA on Wage Rates, Food Security and  
Rural Urban Migration in Maharashtra

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1. It was very clearly indicated in the Proposal of the study as well as in Chapter and Table Plan that the analysis in the Chapter 2 will be based on the data available through NREGA website and this chapter presents aspects of NREGA functioning in all the districts of the state. The authors have analyzed only the five selected districts in the report. In the subsequent chapters analysis is restricted only to the selected districts but Chapter 2 should present the desired tables for all the districts in the state. So the authors should rewrite the chapter and include all districts (not only the selected districts) while preparing the tables as done at present in the draft report and the write up should be done in the context of functioning of the NREGA in all the districts comparing higher and lower performing districts in the state.
2. Chapter 3, Table 3.1: Please recheck the number of male and female members in the gender, it does not look realistic with male member ratio of 86 and female members of only 14. There is some calculation error as male and female ratio approximately should be near to 50/50. Similarly age group with children (less than 16) cannot be only 0.40 and working age people exceeding 90 percent does not look realistic.
3. There seems to be problem of data inconsistency. Refer to Tables 3.2 and 3.3: For beneficiary: the share of PWP in mandays per households is only 0.07 percent whereas share of income from wages in PWP is 9.3 percent. Similar is the case with inconsistency in the share of migrant labour in employment (3.7) and income (22.6). The difference between income share and employment share can be due to differences in wage rates but that also is not true looking at the figures on wage rate provided in the next chapter. For non beneficiary: there is no employment quoted for PWP but its share in income is 2.3 percent? The data needs to be rechecked and corrections made in the tables. The formula for calculation of Coefficient of Variation (CV) =  $SD / Mean * 100$ . Kindly work out CV accordingly.
4. Chapter 3, Table 3.5: Monthly consumption expenditure, the amount on fuel is 29 percent whereas NSS figure is less than 2 percent. Probably, some consumption has been added to fuel which should be reported under some other item, reconfirm the data. In the beneficiary category, adding all the sub items of food consumption

don't add to aggregate food consumption (aggregate of sub items is 475.01 while quoted figure is 439.98). Similarly, non food items also don't add to total non food consumption (sub total is 295.94 while quoted amount is 242.61). Same is the case with the percentages. Authors need to recheck the numbers for both beneficiary and non beneficiary and total.

- For the determinants of participation in NREGA, authors have run logit and probit regression with only two independent variables, household income and household size while both of them are insignificant. Here is the suggestion to experiment with two sets of equations, at the household level and at the member level: taking dependent variable as participation=1 and non participation=0. The independent variables can be chosen from the list of variables on which data is collected during the field work. Some of the possible relevant independent variables list is given below for the household regression and member level regression:

Household level Regression:

Employment other than NREGA	HH Income other than NREGA	HH Size	Land ownership Dummy	Value of HH Asset	Dummy AAY card holding	Dummy BPL card holding	Dummy SC	Dummy ST	Dummy OBC
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Member level regression only for the NREGA participating households

Wage rate in NREGA	Age	Education	HH Size	Dummy AAY card holding	Dummy BPL card holding	Dummy Sex	Dummy SC	Dummy ST	Dummy OBC
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In addition to logit regression, authors can also use OLS, using numbers of days worked in NREGA as the dependent variable at the household level as well as the member level and using the above mentioned variables as independent variables. Try to find out some meaningful determinants of participation in NREGA.

- Chapter 4, Table 4.1: while providing information on numbers of members per hh employed during the year include another category of men as that of women and sum total of men + women should supposedly be equal to aggregate.
- Chapter 4, Table 4.5: The information asked in the first two rows is no of members migrated or out-migrated per household. Per household migrated members = The total numbers of members migrated each district/total numbers of members in the district. Kindly make the correction.
- Chapter 5, Table 5.2: Total loan – sum total loan by source should match with sum total loan by purpose which not matching in the report, make correction. Table 5.4: Qualitative questions: the sum total of yes, no, not sure, no response should add to 100 in all cases, make correction wherever it does not add to 100.

## **Annexure II**

### **Action Taken Report**

Impact of NREGA on Wage Rates, Food Security and  
Rural Urban Migration in Maharashtra

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1. Desired tables for all the districts included and chapter rewritten.
2. Table 3.1 figures checked and corrections made.
3. Tables 3.2 and 3.3: figures checked and corrections made.
4. Table 3.5: figures checked and corrections made
5. Logit, probit and OLS regression used at household as well as individual level using various variables.
6. Table 4.1: corrections made
7. Table 4.5: corrections made
8. Table 5.2: corrections made

Jayanti Kajale and Sangeeta Shroff  
June 28, 2011



*AERC Report/2011*

*Executive Summary*

# **Impact of NREGA on Wage Rates, Food Security and Rural Urban Migration in Maharashtra**

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## *Executive Summary*

# **Impact of NREGA on Wage Rates, Food Security and Rural Urban Migration in Maharashtra**

**Jayanti Kajale and Sangeeta Shroff**

**June 2011**

### **Introduction**

The implementation of National Rural Employment Guarantee Act (NREGA) by the central government in 2006 is considered to be a landmark policy decision in terms of its socio-economic and political dynamics. The scheme backed by the Act aims at providing safety net to the rural poor and weaker sections when other livelihood options are scarce and inadequate. It also aims at creation of durable assets which will improve the quality / potential of natural resource base in the rural areas. Provision of at least 100 days of employment to every household with one third participation of women, provision of work within 15 days of registration through Gram Panchayat (GP), payment of minimum and equal wages and payment of unemployment allowance are some of the important features of this scheme. Being a demand driven public programme it has the potential of inclusion of the poorest of the poor population in its activities. The scheme aims to satisfy the objectives of transparency and accountability through the tools of social audits and usage of information technology and of financial inclusion through opening bank accounts of the beneficiaries. Reports from different regions of the country have presented a positive feedback as far as employment generation and potential of the scheme to organize and mobilize rural poor are concerned (Khera, 2008; Khera and Nayak, 2009). The employment generated under NREGA has been continuously increasing. The scheme has shown satisfactory results in terms of employment in the most backward states (NCAER, 2009). In the initial year of operation - in 2005-6, 88.78 crore man days of employment were generated in the country. By 2009-10, the man days of employment generated more than tripled and reached a figure of 283. 59 crore at all India level. The massive scale of operation of this scheme has the potential to change the face of rural economy in terms of generation of employment and purchasing power, food

security, creation of assets, decentralization and empowerment of the weaker sections of the society.

Nonetheless there are studies and media reports which point out flaws in the system and the need for strengthening the same (Bhatia and Dreze, 2006; Chakraborty, 2007; NCAER, 2009). Corruption, noncompliance with the provisions of the Act in terms of delays in providing employment as well as in making wage payments, problems relating to monitoring of the works undertaken are a few major problems. In spite of the loopholes and flaws in the present delivery mechanism of NREGA, majority of the studies have pointed out the potential of NREGA to bring about positive changes in the rural areas. Reforms in the existing administrative set up of the scheme are extremely essential for sustaining the programme in future and for fulfilling its objectives.

### **Historical Background**

The state of Maharashtra was a pioneer state to provide guarantee of employment to the rural poor during the drought years of early 1970s. The Maharashtra Employment Guarantee Scheme (EGS) Act came into existence in 1979.

Since its inception in 1972 till 2005-06, Maharashtra EGS has generated 427.7 crore person days of employment (<http://mahaegs.nic.in>). A number of studies have found that the employment and the income generated by the EGS had a significant impact on economic status of the rural poor. It has been found that it performed better than other poverty alleviation programmes like National Rural Employment Programme, Rural Landless Employment Guarantee Programme and Integrated Rural Development Programme (Acharya, 1990; Government of India, 2007). These factors have possibly played an important role in reducing the poverty levels as compared to the earlier levels in Maharashtra.

At all India level, NREGA was implemented in February 2006 in the most backward 200 districts. It was extended to 130 districts in 2007- 08 in its second phase and finally in the third phase - April 2008 onwards, it was implemented in all the 615 districts of the country.

In Maharashtra also, EGS was implemented in a phased manner. The Act was implemented from 2<sup>nd</sup> February, 2006 in 12 districts in the first phase. In the second phase (2007), it was implemented in 6 districts and remaining 15 districts were brought

under the Act in 2008. Thus, the scheme was fully operationalised in 2008-09. However, since February 2006, EGS and NREGA were implemented simultaneously (Economic Survey of Maharashtra, 2008-09).

Table 1 shows the employment status under NREGA for Maharashtra as well as for India since 2008-09, when the scheme became fully operationalised. The data shows that almost all the households at the state as well as at the national level which demanded employment were provided with employment. The number of days of employment at all India level has been increasing. There is a slight decline in 2010-11 as per the latest data. In case of Maharashtra, however, there is a continuous decline in employment generated since 2008-9.

Table 1: Status of NREGA in Maharashtra and India

Sr. no.	Indicators	2008-09		2009-10		2010-11	
		Maharashtra	India	Maharashtra	India	Maharashtra	India
1.	Households provided employment	906297 (2.13)	45115358	591547 (1.12)	52585999	387208 (0.79)	48562559
2	Percentage of HHs provided employment to HHs demanding employment	99.8	99.11	99.98	99.36	99.59	98.19
3	Employment days (crore)	4.19 (1.94)	216.32	2.74 (0.96)	283.59	1.34 (0.6)	219.33
4	Average employment per HHs (days)	46.32	47.95	56.37	53.92	47.2	45.16
5	Households completing 100 days of employment(no)	32510	6521268	22630	7083663	23505	3974807
6	Share of SC employment (%)	16.5	29.28	25.61	30.48	20.58	31.33
7	Share of ST employment (%)	44.2	25.43	33.16	20.17	23.43	19.49
8	Share of women employment (%)	46.2	47.87	39.65	48.09	42.51	48.28
9	Number of works completed	10778 (0.89)	1214169	10613 (0.47)	2259482	890 (0.03)	2439746

Note: 1.The table is based on data downloaded in May 2011. 2. Figures in the bracket indicate share of Maharashtra to India. 3.HH- households

Source: Economic survey of Maharashtra and India (various issues), <http://nrega.nic.in>

Share of Maharashtra in total households provided employment and in total employment generated in the country is seen to be very low and is declining over the years. It was 1.94 percent in 2008-09 and in the consecutive years, it declined to less than 1 percent. The figures for the current year show that so far 219 crore and 1.33 crore (0.6 percent of the total) days of employment have been generated at the national and state level respectively. At the state level, the average number of employment days per households showed fluctuations. However, the number of households completing 100 days of employment decreased from 32 thousand to 25 thousand during this period. Maharashtra is seen to be better off than India as a whole as far as participation of ST population is concerned though its share in total employment within the state has been declining. The share of SCs and women workers is seen to be lower than that at the national level.

The number of works completed at the all India level is increasing throughout the period. At the state level however, a reverse trend is noted and as compared to 2008-09, the number of works completed in 2010-11 has reduced by 12 times. It is seen that the share of state in total works completed is less than 1 percent and is reducing over the period concerned.

Maharashtra is a leading state as far as industrialization is concerned. However, a major characteristic feature of the state is the urban centric growth which has taken place around districts Thane, Mumbai and Pune which are located in western Maharashtra and which contribute more than 30 percent to the state income. However, 57 percent of the state population is still dependent on agricultural sector for its livelihood. As per the revised estimates of the Planning Commission, a considerable proportion - around 48 percent of the rural population in 2004-05 and 35 percent of the rural households according to the Below Poverty Line (BPL) survey, 2002, are below poverty line (Economic Survey, 2010-11).

The available data on status of NREGA casts doubts on the ability of NREGA to change the agrarian nature of the state economy and to reduce poverty in rural areas of the state and underlines dire need for successful implementation of poverty alleviating and employment generating programmes.

Against this background, it is essential to study working of NREGA in the state of Maharashtra and highlight impact as well as problems in working of the scheme. This study

therefore makes an attempt to analyse various issues relating to the working of NREGA in the state of Maharashtra.

### **Main Objectives of the Study**

The main objectives of the study are -

1. To measure the extent of manpower employment generated under NREGA, their various socio-economic characteristics and gender variability in the sample districts of Maharashtra.
2. To compare wage differentials between NREGA activities and other wage employment activities.
3. To study the effect of NREGA on the pattern of migration from rural to urban areas.
4. To find out the nature of assets created under NREGA and their durability.
5. To identify factors determining participation of people in NREGA scheme and whether NREGA has been successful in ensuring better food security to the beneficiaries.
6. To assess the implementation of NREGA, its functioning and to suggest suitable policy measures to further strengthen the programme.

### **Data Base and Methodology**

The study is based on both primary and secondary data. As far as primary data is concerned, five districts were selected, one each from the North, South, East, West and Central location of the state. In order to give proper representation to all the three phases of NREGA implementation, 2 districts from phase I, 1 in phase II and 2 districts from phase III were selected. These were Nandurbar, Gondia, Thane, Jalna and Kolhapur respectively. From each of the districts, based on their distance from the location of the respective district or the main city/town and discussions with the concerned government officials, two villages were selected. As per the guidelines, one village was to be selected from nearby periphery of around 5 kilometers of the district/city head- quarters and the second from a farthest location of 20 kilometers or more. From each selected village, 20 participants in NREGA and 5 non-participants working as wage employed were to be selected. Thus, from a total of 10 villages, 250 households were to be selected, 200 being the participants in NREGA. A structured household questionnaire was used to survey the participants in detail. With the help of the GP officials especially the Gram Sevak, the participant households were selected

by using stratified sampling method, giving proper representation to workers from various strata i.e. caste and gender. The non participant households with similar caste and gender characteristics as that of selected NREGA participants were selected based on the information provided by the Gram Sevak in order to maintain uniformity and to avoid selection bias.

For district Thane, the villages were selected from Jawhar taluka which shows very high participation of the villagers. In one of the sample villages, almost all the households had participated in the NREGA activities. Hence, non NREGA households could not be located in this village, and the number of beneficiaries selected was 25 instead of 20. In all other villages, the required number of beneficiaries were selected.

In addition to the household questionnaire, to capture the general changes that took place in the village during the last decade and to note the increase in labour charges for agricultural operations after the implementation of NREGA, a village schedule was designed. One village schedule in each village was filled up with the help of a group discussion with the Pachayat members, Officials, educated and other well informed people available in the village being surveyed.

The secondary data relating to the functioning of NREGA was collected from government websites (<http://nrega.nic.in> and [mahaegs.nic.in](http://mahaegs.nic.in)). The secondary data was used to study the working of the Scheme at the all India level, state level and for the sample districts.

### **Major Findings of the Study-**

Following are the Main Findings of the Study-

#### **I. Manpower Employment Generated under NREGA in Maharashtra and Its Socio-Economic Characteristics**

In the first year of its implementation in 2006-07, the scheme was implemented only in 12 most backward districts of the state and share of Nandurbar in terms of person days of employment generated was highest i.e 37.62 percent (table 2). In the second year, when 6 additional districts were included, Gondia had the highest share in terms of employment which was around 18 percent, followed by Thane - around 12 percent. In 2008-09, Thane ranked first followed by Nandurbar. In 2009-10, Bhandara ranked first with a share of around 15 percent followed by Nandurbar, Gadchiroli and Yavatmal. Nanded (19

percent), Bhandara (15 percent) and Gondia (13 percent) were the districts with considerable share in the total employment generated in 2010-11.

Table 2: Person Days of Employment Generated under NREGA in Maharashtra (In lakhs)

Sr No	District	2006-07	2007-08	2008-09	2009-10	2010-11
Phase I						
1	Ahmednagar	0.92 (4.42)	1.20 (0.97)	9.68(2.31)	4.46(1.63)	3.61(2.70)
2	Amravati	3.03 (14.52)	10.82 (8.75)	15.56(3.71)	11.24(4.10)	8.38(6.27)
3	Aurangabad	0.94 (4.50)	5.00 (4.05)	16.11(3.84)	16.34(5.96)	10.71(8.01)
4	Bhandara	0.00059 (0.00)	13.07(10.56)	29.3(6.98)	39.9(14.54)	20.63(15.42)
5	Chandrapur	2.52 (12.06)	5.09 (4.12)	6.65(1.58)	6.75(2.46)	3.91(2.92)
6	Dhule	2.16 (10.33)	3.33 (2.70)	11.6(2.76)	6.93(2.53)	4.16(3.11)
7	Gadchiroli	2.24 (10.70)	13.22(10.69)	30.56(7.28)	27.05(9.86)	9.27(6.93)
8	Gondia	0.57 (2.76)	17.99(14.55)	62.2(14.82)	16.62(6.06)	18.48(13.82)
9	Nanded	0.57 (2.74)	10.23 (8.27)	27.28(6.50)	17(6.20)	25.64(19.17)
10	Nandurbar	7.87 (37.62)	11.80 (9.54)	29.11(6.93)	35.84(13.06)	6.46(4.83)
11	Yavatmal	0.04 (0.23)	2.72 (2.20)	62.39(14.86)	27.14(9.89)	1.75(1.31)
12	Hingoli	0.02 (0.13)	11.39 (9.21)	11.94(2.84)	4.19(1.53)	1.88(1.40)
Phase II						
13	Akola		0.53 (0.43)	1.32(0.31)	0.67(0.24)	0.33(0.25)
14	Buldhana		0.75 (0.61)	6.51(1.55)	2.86(1.04)	0.94(0.70)
15	Osmanabad		0.50 (0.41)	4(0.95)	2.67(0.97)	0.60(0.45)
16	Thane		14.96(12.09)	67.28(16.03)	8.94(3.26)	2.38(1.78)
17	Wardha		0.68 (0.56)	0.8(0.19)	1.1(0.40)	0.51(0.38)
18	Washim		0.36 (0.29)	0.71(0.17)	6.84(2.49)	0.62(0.47)
Phase III						
19	Beed			0.42(0.10)	7.29(2.66)	3.91(2.92)
20	Jalgaon			0.25(0.06)	0.27(0.10)	0.90(0.68)
21	Jalna			3.62(0.86)	1.7(0.62)	2.44(1.83)
22	Kolhapur			0(0)	0(0)	0.0(0.00)
23	Latur			11.39(2.71)	8.71(3.17)	3.11(2.33)
24	Nagpur			0.97(0.23)	1.28(0.47)	0.17(0.13)
25	Nashik			1.38(0.33)	16.27(5.93)	1.03(0.77)
26	Parbhani			8.16(1.94)	2.14(0.78)	1.79(1.34)
27	Pune			0.17(0.04)	0(0)	0.0(0.00)
28	Raigad			0.09(0.02)	0.02(0.01)	0.02(0.01)
29	Ratnagiri			0(0)	0.12(0.04)	0.08(0.06)
30	Sangli			0.34(0.08)	0.01(0.01)	0.0(0.00)
31	Satara			0.03(0.01)	0(0)	0.0(0.00)
32	Sindhudurg			0(0)	0(0)	0.0(0.00)
33	Solapur			0(0)	0(0)	0.03(0.02)
Maharashtra		20.93(100)	123.73(100)	419.82(100)	274.35(100)	133.75(100.00)

Note: 1.Figures in brackets are percentage to Maharashtra. 2.Based on data downloaded in May 2011.

Source: District Information Report, <http://nrega.nic.in>



The demand for employment under this scheme was negligible in those districts which came under the Act in the third phase. In fact in five districts in Phase III, there was no employment generated under NREGA and six districts had a share of less than 1 percent in the state. Around 85 percent of the participation in 2010-11 was from the most backward districts where NREGA was implemented in Phase I and this percentage was around 78 in 2009-10.

Overall, it appears that NREGA has created demand for work mainly in the most backward districts of the state where it was implemented in Phase I. In Phase II, Thane district was the only district among the six districts where there was demand for work under this scheme.

A comparison of EGS with NREGA shows that under EGS, 2006-07 onwards, till 2008-09, 9.23 crore, 7.8 crore and 7 crore man days were generated every year respectively (<http://mahaegs.nic.in>). In 2004-05 and 2005-06, 22 crore and 12 crore mandays were generated respectively. Thus, employment under EGS is declining over the years after the implementation of NREGA. Under NREGA, 2006-07 onwards till 2009-10, 0.2crore, 1.23 crore, 4.19 crore and 2.74 crore man days were generated respectively. In 2008-09, in all, under both the schemes, around 11 crore man days are generated. With declining employment under both the schemes, and inability of NREGA to generate employment comparable to that under EGS (before implementation of NREGA), questions can be raised about sustainability of NREGA in future.

### **Total Employment Generated – their Socio Economic Characteristics**

The analysis carried out shows that over the period of three years as the scheme was extended to phase II and phase III districts, the employment generated increased from 20 lakhs to 400 lakhs mandays. Thus, it increased by almost 20 times. However, in the next year, there was a sharp decline in the employment generated and it reduced by more than 50 percent. At the state level, there was a decline in the average number of days generated per household and households provided with 100 days of employment. Maharashtra is also seen to be the state with falling share of employment in the total employment. It is observed that NREGA created demand for work mainly in the most backward districts of the state where the scheme was implemented in the first phase.

Trend in social group wise percentage of households issued job cards as well as in employment days generated show that in the tribal districts, majority of the participation is by the tribal population and in other districts, the 'other' population has mainly worked under NREGA. The share of employment days generated by the SCs and STs has been declining over the years. In 2010-11, their combined share was 19 percent as compared to 60 percent in 2008-09. Participation of women workers in the scheme at the state level is fluctuating. It was 49 percent in 2010-11. The number of households with 100 days of employment was observed to be declining over a period of three years for all the districts and was 25 thousand in 2010-11 as compared to 32 thousand in 2008-09.

#### **Number of Projects Completed and Total Amount Spent**

Majority of the projects get classified under water conservation and water harvesting and under renovation of traditional water bodies. Over the years, the number of ongoing/ suspended projects and expenditure on them has increased for all the districts. However, the number of projects completed is seen to be highest in the year 2008-09 and has reduced over the years by 12 times. Considering the number of inhabited villages (41095 as per the Economic Survey 2010-11) and the number of completed works (18707 in 2010-11), the works completed per village does not present a very optimistic scenario. The expenditure on completed works has also fallen by around 400 times. This could be because of declining demand/ participation of households under NREGA. In 19 districts, no work was completed in 2010-11. Data suggests that some of the works might have remained incomplete or have been suspended for certain reasons. However, the fact remains that resources have been spent on these projects. The number of works completed in 2010-11 was merely 6 percent of the ongoing works in 2009-10. The government has to take up the challenge of completing works which could not be completed in 2010-11. The data suggests declining enthusiasm on the part of the government to promote NREGA activities and also the declining demand for NREGA works in developed as well as backward districts.

#### **Performance of NREGA – Some Quantitative Indicators**

##### **Social Audit**

As far as social audit is concerned, the extent of musters verified has been increasing over the years in majority of the districts and indicates a positive change. It is observed that the proportion of GPs where social audit was held is very high in the year 2009-10 in each

district. It can be seen that the total number of works taken up has reduced over the years and the number of works taken up for inspection at the district and block level is fluctuating over the period. It is seen that the Gram Sabhas have been held in all the GPs. However, at the state level, the number of Gram Sabhas held is declining over a period of three years. No VMC meeting was held in a number of districts in the years concerned. The number of complaints received is very low and more than 50 percent of the complaints have been disposed in all the years.

### **Wage Payment through Banks / Post Offices**

The amount of NREGA wage payments is disbursed through banks as well as through post offices. Most of the accounts are seen to be individual accounts in both the cases. However, there has been a decline in the proportion of bank accounts (from 65 percent to 35 percent) and of the amount disbursed through banks (58 percent to 8 percent) since 2008-09. The number of accounts with and payments through post offices is continuously increasing. This perhaps indicates greater importance of post offices for making wage payments to the village households.

### **The Unemployment Allowance**

The data shows that though unemployment allowance was due to the beneficiaries in 2010-11 in 18 districts, only in one district- district Thane, it was paid for only 45 days out of 259 due days and the amount paid was a meagre sum of Rs.1285. The number of days for which the unemployment allowance is due to the households is highest in district Jalna followed by Nasik in 2010-11. In proportion to the man days of employment generated, the number of days of unemployment are seen to be very low.

### **Work Projection for 2010-11**

According to the work projection report - 2010-11, the number of spill over works and that of new works taken up in 2010-11 is around 91 thousand and 86 thousand respectively. Thus, the a total of 1,77,512 works were to be completed in 2010-11. According to this report, more than 8 crore mandays of employment would be generated. However, latest data (District Implementation Report) on works completed/ ongoing shows that only 890 works were completed in 2010-11 and 80, 000 works were ongoing works. Similarly, around 1.34 crore mandays of employment were generated in this year. The data

thus shows that there is a huge gap between the actual and the estimated figures of employment and works completed for the year 2010-11.

Overall, it can be said that in terms of employment generated, NREGA in Maharashtra has not been able to sustain the employment generated in the year 2008-09. The continuous decline in employment generated – even in majority of the phase I districts raises a question regarding the sustainability of the scheme in future in Maharashtra. The targets set would be fulfilled only if substantial employment is generated in this financial year.

## **II. Household Characteristics and their Income and Consumption Pattern**

Primary data was collected from the sample villages from 250 households. It was observed that most of the beneficiary households belong to the ST (36 percent) and OBC (35 percent) category. The share of general category households is higher (20 percent) in the non beneficiary category than in the beneficiary category indicating lower occupational mobility among the scheduled communities and their need for undertaking physical manual work under NREGA. A total of 64 percent of the beneficiaries are below the poverty line as against 50 percent under the non beneficiary category. The occupational structure of the non beneficiaries is more diversified than that of the beneficiaries indicating their better economic status and explains their non participation in public works programmes. Similarly, under each occupation, the absolute number of days generated are seen to be higher for the non beneficiary categories. This suggests higher level of participation of these households in the market.

It is observed that the total average income of non beneficiaries is higher than that of the beneficiaries by 1.6 times (table 3). NREGA work is providing a substantial proportion-around one third of the total income to the beneficiaries. In case of non beneficiaries, self-employment in agriculture and livestock is the major source of income. Thus, in case of beneficiaries, lack of land ownership may lead to participation in NREGA activities.

The data shows that beneficiaries spend 55 and 45 percent of the expenditure on food and non food items respectively. In comparison to this, the non beneficiaries are spending marginally different proportions - 54 percent on food items and 46 percent on the non food items. In absolute terms however, the expenditure of the non beneficiaries is higher than that of the beneficiaries under both the categories. The total monthly expenditure of the non beneficiary

households is around Rs.841.23 which is 1.4 times higher than that of the beneficiary households.

Average annual household income as well as expenditure of the non beneficiaries is found to be higher than that of the beneficiaries by 61 and 72 percent respectively (table 4). The values of CV show firstly that variability in income is higher than that in the consumption expenditure for both the groups and secondly, variability in case of non beneficiary households is greater than that in case of beneficiary households. This perhaps points out diversified occupational structure and economic status of the non beneficiary households.

Values of Gini coefficient also show greater inequalities in the income earned and consumption expenditure in case of non beneficiaries. Especially, the value of GC of income of non beneficiaries indicates variability in income received by working in a diversified occupational structure.

Table 3: Household Net Income (Annual) (Rs per household)

	Average Income	CV (across HH)	Average Income	CV (across HH)	Average Income	CV (across HH)
	Beneficiaries		Non beneficiaries		Aggregate	
Income from work under NREGA	11913.06 (28.53)	132.70	0 (0)	0.00	9768.71 (21.02)	153.82
Income from wages in agriculture	8812.07 (21.1)	101.41	8337.77 (12.28)	134.47	8726.7 (18.78)	107.30
Income from wages in non agriculture	3606.34 (8.64)	305.67	9193.33 (13.54)	326.31	4612 (9.92)	351.77
Income from wages in PWP	58.54 (0.14)	1431.78	0 (0)	0.00	48 (0.1)	1581.14
Income from wages as migrant workers	7366.76 (17.64)	287.63	9009.13 (13.27)	257.31	7662.38 (16.49)	280.88
Income from self employed in non farming	586.34 (1.4)	712.53	6971.11 (10.27)	348.37	1735.6 (3.73)	643.03
Income from agriculture/livestock	8664.4 (20.75)	156.03	30166.88 (44.44)	194.31	12534.84 (26.97)	229.20
Income from regular job/salary/pension	754.63 (1.81)	663.27	4195.55 (6.18)	327.87	1374 (2.95)	543.26
Income from sale of assets/rent/transfer etc.	0 (0)	0.00	0 (0)	0.00	0 (0)	0.00
Total	41762.15 (100)	81.92	67873.8 (100)	120.92	46462.24 (100)	102.10

Note: 1. Figures in parentheses are respective percentage of total income 2. Income from wages in non agriculture/income from migrant workers is calculated after subtracting their transportation cost, while income from agriculture also includes income from hiring out assets if any

Table 4: Variability in Consumption and Income

Description	Beneficiary	Non beneficiary	Total
Average household Income during the reference year (Rs)	41762.15	67873.80	46462.24
Average household consumption during the reference year (Rs)	37352.35	51685.22	39932.24
Coefficient of variation in income across households	81.92	120.92	102.10
Coefficient of variation in consumption across households	40.97	48.76	42.45
Gini coefficient of income	0.37	0.52	0.42
Gini coefficient of consumption	0.32	0.37	0.34

In order to analyse the determinants of participation of the members in NREGA work, Logit and Probit functions were used- at the household as well as at the individual level with various explanatory variables. An attempt was also made to find out relationship between number of NREGA days worked and various independent variables using the OLS method. On the whole, it is observed that bigger households and the households belonging to reserved categories and individuals with lower level of education are more likely to join the demand driven NREGA activities. Again this highlights importance of employment programmes for the poor households and unskilled labourers in rural areas.

### III. Work Profile under NREGA, Wage Structure and Migration Issues

#### A. Work Profile under NREGA

The work profile of the sample districts is presented in table 5. It can be seen that on an average 2 persons per households are working under NREGA at the state aggregate level. For SCs, STs and OBCs in all districts except Kolhapur, the number is seen to be more than the state average. On an average 1 female worker per household is engaged under NREGA. The employment days per household are higher when the size of the household is larger and when work was available to the households on large scale. It is observed that the number of days per household (aggregate) are higher in case of Nandurbar (202.15) and Jalna (150.38) followed by Gondia (72.58).

At the state level, highest number of days is generated by ST households. The per person number of days of employment were calculated. At the state level, each NREGA male and female sample worker has worked for 63.59 and 69.64 days i.e. for around 2 months. The number of days of employment is higher for female workers in Nandurbar, Jalna, marginally in Thane and at the state level

Table 5: Work Profile under NREGA

Characteristics		Gondia	Nandurbar	Thane	Jalna	Kolhapur	State
No of members per household employed during the year	Aggregate	1.62	2.67	1.93	1.85	1.33	1.88
	General	0	0	0	1.33	1.66	1.50
	SC	1.50	3.00	0	1.17	1.42	1.51
	ST	0	2.7	1.93	3.00	0	2.27
	OBC	1.64	2.00	0	2.33	1.07	1.75
	Women	0.96	1.15	1.00	0.63	0.95	0.94
	Men	0.66	1.52	0.93	1.22	0.38	0.94
No of days per household employed during the year	Aggregate	72.58	202.15	38.49	155.38	40.89	101.89
	General	0	0	0	203.33	36.83	120.08
	SC	52.50	173.75	0	191.66	47.42	102.71
	ST	0	210.33	38.49	400*	0	114.85
	OBC	76.12	150.00	0	109.29	33.79	80.64
	Women	41.98	95.07	20.54	71.62	30.23	51.88
	Men	30.6	107.08	17.95	83.76	10.66	50.01
Wage rate obtained (Rs)	Aggregate	57.35	106.23	98.126	88.57	69.23	87.82
	General	0	0	0	84.61	67.10	77.00
	SC	55.00	105.41	0	78.47	68.03	76.08
	ST	0	106.50	98.126	44	0	101.07
	OBC	57.73	103.83	0	95.46	72.80	78.78
	Women	57.10	104.06	97.30	86.78	67.36	84.08
Average distance from residence where employed (Kms)	1.10	2.60	2.862	2.107	4.59	2.53	

Note: \*- Only one household with 4 NREGA labourers ,100 days each.

### Households Completing 100 Days of Employment

It is found that in all, 63 i.e. 30 percent of the households out of a total of 205 beneficiary households could get employment for 100 days. Most of them (46 percent) are from district Nandurbar followed by Jalna (34 percent). These are also the districts with highest number of days of employment per household during the year. Thane and Kolhapur have least number of households completing 100 days. The secondary data shows that at the state level, only 3 percent of the households could get employment for 100 days in the year 2008-09. This proportion was around 5 percent, 40 percent, 4 percent, 3 percent and 0 for the above mentioned districts respectively. In case of Nandurbar, the findings from the field are in conformity with those based on the secondary data

### B.Wage Rate under NREGA and its Comparison with the Minimum Wage Act

Wage rates paid under NREGA are piece rate wages and depend on the rate fixed for a particular activity and amount of work done. Our field experience shows that wage rates in three districts of Nandurbar, Thane and Jalna are higher than the state average wage paid.

As on 1st April, 2009, the base wage for the NREGA labourers were fixed at Rs.100 by the central government, to be revised every 5 years. The primary data collected from the sample districts shows that the actual NREGA wage rates in the districts are often lower (ranging from Rs.40 to Rs.150) than the prescribed minimum wage of Rs.100. Our field experience revealed that the actual payment of the wages depends upon the measurement of work and in case the work is left incomplete, there is a possibility that the worker would end up getting a wage less than the minimum prescribed wage rate. The minimum wage as prescribed by the Act thus has become ineffective in this case. In such cases, if actual wages received under NREGA are less than the agricultural wage, workers would prefer working in the agricultural sector. However, field reports also show that workers may not be ready for the manual job at comparatively lower wages and may not put in hard work for its completion or leave the work incomplete and join other nonfarm activity. In such cases, they might be receiving less than Rs.100.

### **The Wage Rate Differentials**

Our field experience shows that the average wage rate paid under NREGA is less than the non agricultural wage and higher than the agricultural wage. It was also observed that male and female workers get equal wages and female labourers were not discriminated against as far as wage payment was concerned.

### **Nature of Assets Created and Their Durability**

It is seen that majority of the households are employed under water conservation/harvesting, micro irrigation works and road connectivity. This pattern is similar to that observed at the district level. As far as the quality of assets generated under the categories is concerned, at the state level, majority of the households i.e. 60 percent, reported that the quality of assets generated is good. 34 percent of the households reported that the quality was very good.

### **C. Impact of NREGA on Labour Migration**

Data on migration shows that migration took place from more than one fifth of the households due to non availability of work under NREGA. However, out of these, members from 28 percent of the families returned back for working under NREGA. Thus, NREGA could prevent migration to some extent especially where large scale work was undertaken. Majority of the households from which migration as well as return took place, reported that they were better



off now as compared to the period when they had migrated indicating an improvement in the economic status after returning to work for NREGA.

#### **D. The Functioning of NREGA – Qualitative Aspects**

The qualitative responses of the beneficiary households regarding the functioning of any scheme are extremely important for understanding their awareness about the scheme and impact of the scheme at the grassroots. We assess their responses regarding their asset position and the borrowings and about the overall administration of NREGA.

##### **Household Asset Holdings**

Majority of the responses indicate existence of self help groups in the respective villages and ownership of account in bank / post office. The data also shows that 29 percent of the non beneficiary households have life insurance policy as against 5 percent of the beneficiary households.

The households were asked questions regarding value of their assets and borrowings. The total value of assets of non beneficiary households was higher by little less than 3 times that of the beneficiary group depicting higher asset base and higher standard of living of the non beneficiary group. The pattern of borrowings shows that for most of the categories the amount of loan availed by the beneficiaries is higher than that of the other group. It can be noted that the households depend on several sources of loan and institutional source is just one of them. Low asset base and higher level of borrowings underlines the weaker economic status of the beneficiary households.

##### **Some Qualitative Aspects of NREGA**

The responses relating to the awareness about the Scheme, its overall administration and the impact were reported. It was observed that the respondents were unanimous about payment of equal wages to both male and female workers for equal work, good quality of assets created, their usefulness to the villagers and their durability. Majority of the households also reported that the work was monitored by the concerned officials. Majority of the households reported that NREGA work was normally provided during the slack season. It enhanced food security and purchasing power of the villagers. This according to them, helped in reducing poverty among the households. They could spend more on various goods and services especially - education for children. As the participation of females in the scheme was considerable, the households reported that NREGA led to economic independence of women.

However, it has to be noted that in most of the cases, respondents were male members and heads of their respective families. As far as migration is concerned, there were mixed responses regarding migration from the villages. NREGA has prevented migration to some extent especially when ample work was available under the scheme.

It was found through the responses that though majority of the beneficiaries are aware about NREGA, they are not aware about various aspects and provisions under the Scheme such as level of minimum wages, right to minimum wage, application procedure, list of permissible works etc.

There were also reports of instances of non compliance with the provisions of the scheme such as getting work within 15 days of registration, getting dated receipts, payment of unemployment benefit, inadequate worksite facilities etc. The problems which the labourers faced due to working on NREGA were - difficulties in comprehending the measurement of the work done, accessing bank or post office etc.

The households gave their suggestions for improving the functioning of the Scheme. According to majority of the households, present economic status could be improved if the extent of NREGA work is increased, if it is provided with some regularity and if payments are made in time.

Overall, the responses from the field reveal the benefits of NREGA to the village households and also the difficulties faced by the villagers while working under the Scheme. In spite of the problems faced, the responses highlight the need for creating regular employment opportunities within the villages.

#### **IV. NREGA Impact on Village Economy**

During the field work, information was collected from the village officials regarding availability of infrastructure in the villages, changes in the occupational structure and impact of NREGA on the village economy.

##### **Village Profile and Changes in the Occupational Structure in the Selected Villages**

All the villages have GP office and fair price shops. However, it needs to be noted that a village may consist of several wadis / padas which is normally the case in hilly/ tribal areas wherein density of population in each pada/ wadi is very low. In such cases, the villagers have to spend time in reaching GP office or the fair price shop. This was observed in the district of Thane.

It is seen that the villagers have to travel a distance of 4 to 7 kilometers to avail the services of banks/credit societies. Similarly 40 percent of the villages do not have a post office. This indicates that in such cases, the NREGA beneficiaries have to spend considerable time for getting the payment. It can be noted that only 30 percent of the villages have medical facilities - PHCs/ dispensaries/ hospitals within the village and in rest of the cases, villagers have to travel 4-5 kms for availing this facility. 70 percent of the villages have telephone connectivity, however, no village has railway connectivity.

An analysis of the characteristics of the village economies shows that the villages have started showing signs of transformation in the last decade. The occupational structure of the sample villages shows a slight change over a period of nine years i.e. since 2001. The share of cultivators has declined marginally leading to an increase in the share of workers in the non farm sector.

### **Various Changes in the Village Economy after Implementation of NREGA**

As for the impact of NREGA on the economy of the villages, the responses collected show that firstly, wages of male and female workers working in the agriculture (and therefore the cost of production therein) as well as in the non agricultural sector have increased. However no specific pattern showing differences in percentage increase during two time periods (2001-05 and 2005-09) is noted. From the data collected, it is difficult to say whether wages have increased due to implementation of NREGA after 2005. Secondly, majority of the responses show that the village has been facing the problem of labour shortage since the last few years. Majority have reported that there has been a shortage after implementation of NREGA. However, as is mentioned earlier, there has been an increase in the nonfarm activity in rural areas and it is difficult to segregate the effect of non farm sector pull factors, spread of education and the NREGA factor. Next, the village authorities have unanimously pointed out that the villagers are more aware of the schemes now than before. It was pointed out that due to the Gram Sabhas and means of communication such as television, radio and newspapers, the villagers were well informed about the schemes.

One important impact of NREGA as pointed out by the authorities is the impact of NREGA on children's education. Reduced migration, increased purchasing power and increasing level of general awareness due to NREGA have made it possible for the households to concentrate on the child's education.

The village authorities, who are also the villagers (GP members) many times, have given suggestions to improve functioning of NREGA. According to them, that if the Scheme is to be beneficial to the villagers, payment under NREGA should be made in time. This is because there have been instances of delay in wage payment by more than 15 days. If work is continuously available in the villages for longer periods, the labourers can bear the delay as they get a lump sum after every few days on which they survive for the next few days. But with less work available, they prefer to get the wages in time. It was also pointed out that the work should be available in the agricultural slack period. Suggestions from the village authorities also indicate their dependence on the higher authorities for sanctioning works and the expenditure. The process may lead to delays ultimately creating problems for the Panchayat officials and the workers. The village authorities also pointed out that for any programme to take off, presence of a technician is extremely essential. If technicians are not there, then the proposal of the work can not be sent to the Collector Office. Thus work might not start in spite of lack of other employment opportunities in a particular village.

Informal discussions with the village authorities revealed problems they face while implementing the Scheme. Difficulties in planning for works in all the villages on a continuous basis, extra burden on the authorities due to the implementation of the Scheme adversely affecting their mobility and efficiency, lack of land with some of the line departments for starting work are some of the problems encountered.

## **V. Policy Suggestions**

The analysis of the functioning of various aspects of NREGA in Maharashtra has revealed that the earlier enthusiasm with which the scheme started in 2006 has tapered off. The Scheme seems to have brought benefits to the backward districts and to the weaker sections in the initial year. However, since 2009, there has been an absolute decline in the number of households provided employment, man days of employment generated, the amount spent and the number of works completed. This is observed at the state as well as at the district level. Employment under NREGA has fallen short of creating level of employment matching with that created under EGS before 2006. In the light of this, following policy implications emerge-

1. Discussions with the district as well as Panchayat officials have revealed that the system has come under tremendous stress after implementation of NREGA. Gram Panchayat is

the main machinery for implementation and efficiency and the mobility of the Gram Sevak may get adversely affected in situations when he / she has to handle NREGA work as well as implementation of other ongoing schemes. At the existing low levels of remuneration, the Gram Sevaks do not appear to have incentive for coordinating activities under NREGA. It is suggested that possibilities of employing additional workforce at the village level should be explored. Additional staff should be used for starting a campaign to convince the rural population about the advantages of joining NREGA and creating awareness about various provisions of the scheme. Similarly, it should be ensured that all provisions of the Act are complied with and should not be ignored for lack of manpower. Enthusiasm on part of the government should lead to increase in the participation of rural population in this Scheme. The government can think of starting a scheme whereby efficient Gram Sevaks / Gram Panchayats efficiently working for NREGA are felicitated/ awarded prizes. There is a need for concerted efforts on the part of the government to popularize the Scheme (**Attn: Ministry of Rural Development, Government of Maharashtra, Mumbai**).

2. It was pointed out that planning for new works on continuous basis in each and every village so as to provide 100 days of work to the households may not be technically feasible. This might happen if the implementing agencies do not have enough land for carrying out work or if the households concerned are not ready to offer land for carrying out NREGA work or if the demand for works is very high. Thus, there is a need for locating newer types of works and new ways of undertaking works. Possibilities of working on private lands need to be explored (**Attn: Ministry of Rural Development, Government of India, New Delhi, Ministry of Rural Development, Government of Maharashtra, Mumbai**).
3. Timely and adequate technical help should be made available to all the Gram Panchayats to ensure timely starting of the NREGA activities. The unfilled posts of the technicians should be filled. With timely and good quality technical help, it would be possible to tap potential demand for NREGA work. Similarly, this would help in starting the work when

most needed and also ensure good quality of work done (**Attn: Ministry of Rural Development, Government of Maharashtra, Mumbai**).

4. The Government has recently announced that the NREGA wages would be indexed to the Consumer Price Index for Agricultural Labourers (CPIAL) and will be revised every year. Increasing the NREGA wages for keeping pace with increasing inflation and market wage rates is essential not only for protecting the purchasing power of the households but also to prevent migration of the rural poor outside the villages. It is observed that the wages in the non farm sector are often 2-3 times higher than the wages paid under NREGA. If the NREGA wages are comparatively lower, migration to the non farm sector which offers a higher wage would continue. Reducing the flow of distress migration is absolutely essential for maintain the quality of life of the rural poor and for imparting education to the rural children on a continuous basis. For attaining the objective of reducing migration, net gains from NREGA should be greater than net gains from migration. In case of women who have infants, migration is not possible. Thus, NREGA has to be popularized among female workers in backward as well as developed districts. The Scheme can serve as a source of employment for them without which they would be deprived of the opportunity to participate in the workforce (**Attn: Ministry of Rural Development, Government of India, New Delhi, Ministry of Rural Development, Government of Maharashtra, Mumbai**).
5. The government should be ready with NREGA work plan before the beginning of agricultural slack season so as to cater to the demand for work from the needy households. Provision of work in the slack season at comparable wages would help in preventing migration and would also enable the households to work as agricultural labourers (which, it appears, would help in maintaining social harmony with other agricultural households/ landlords, getting advance payments etc.) in the busy season (**Attn: Ministry of Rural Development, Government of Maharashtra, Mumbai**).
6. NREGA aims to achieve objective of financial inclusion by making wage payments through banks. However, it is observed that the participants often face difficulties in

opening bank accounts and in withdrawing the money. The proposal of collaboration with the commercial banks to start mobile van service for distributing wage payments in time should be implemented. Efforts to reduce the delays in payment should be minimized (**Attn: Ministry of Rural Development, Government of Maharashtra, Mumbai**).

7. It was found that around 6 percent of respondents did not have job cards. Efforts should be made to issue job cards to each and every household which has registered for work (**Attn: Ministry of Rural Development, Government of Maharashtra, Mumbai**).

Overall, it is felt that popularising the scheme by providing employment in time at comparable wages will go a long way in improved performance of this employment programme and will also benefit the agricultural sector of the state.