

### 1.1 Introduction

The National Rural Employment Guarantee Act (NREGA) was launched on 2<sup>nd</sup> February, 2006 from the Anantpur district of Andhra Pradesh. In first phase of its launching, it was launched in 200 districts of the country as one of the flagship schemes of the government. It is poised to bring cheers to the lives of millions of rural poor with the inclusion of new works under its ambit and the convergence with other flagship programmes. The objective of the Act is to provide every rural employment a guarantee of at least 100 days of employment during a financial year by providing unskilled manual work in rural areas to those members of the rural households, who volunteer to do such works. Over the last more than 'four and half years (till August, 2010), NREGA has been the mainstay for poverty alleviation in our vast rural areas. While standing as a testimony to the Government's commitment and concern for the cause of the rural poor, it did not only establish itself as an endeavour to bring 'rural life in the fast level,' but also attracted worldwide attention for its novelty and universal coverage.

It can not be taken as a fantasy that NREGA has revolutionized the whole concept and approach to governance paradigm and for the first time, a rights based framework has been introduction. In reality, the government abdicated its role as a 'benefactor' and adorned the role of a 'facilitator.' Going by 'the sheer data based volume,' one will tend to get mesmerized over 4.5 crore rural households as beneficiaries, 10 crore job cards, more than 7.33 crore savings accounts in banks and post offices. No doubt, the bargaining power of agricultural labourers that was subject to wanton exploitation has

substantially increased because of the launching of NREGA. They have been leveraged to settle for no less than the notified wage. The average notified wage under NREGA has itself increased from Rs. 65 in the year; 2006-07 to Rs. 87/- in 2009-10, and in case of Bihar, it has been enhanced to Rs. 114 since the financial year 2010-11.

It is the stage to examine the real state of 'so called éclat of this programme' and it is desired to see whether NREGA has achieved its goal. Statistics is always a 'double edged sword' and vis-à-vis NREGA. It also shows that only 14.00 per cent of rural households have actually got full 100 days work during the last financial year. When contrasted with the total number of rural unemployed and the BPL families, it makes one sit up attentively and ask whether NREGA has really lived up to its full potential? Tightening of belt and reevaluation of performance and approaches are desired with a view to over its forward journey in the right direction, so that the opportunities are not frittered away. There is an urgent need for enlarging the scope of NREGA. In this regard, it is encouraging to note that the government has started benignant deliberations and consultation process with experts, stakeholders, states, civil society organizations, so that the scope of NREGA is widened appropriately. Restricting NREGA to only unskilled manual work has not been much compatible to address the problems of those rural BPL unemployed youth, who can not or do not want to do manual work.

Another factor that needs serious consideration is the alignment of NREGA with agriculture. Agriculture contributes nearly 1/5<sup>th</sup> of the Gross Domestic Product (GDP) in India and provides livelihood to nearly 68.00 per cent of India's rural population. In view of this, the growth of agricultural productivity is vital and equally desirable for our national growth. Unquestionably, it is also critical for ensuring and enlarging food security safety net for the poor, deprived and marginalized section of the society.

The persons who have worked under NREGA over the past four years (from 2006-07 to 2009-10) have to be brought under the ambit of National Rural Livelihood Mission (NRLM). This needs to integrate NREGA with NRLM to mettlesome job card holders, develop their skills and make them self employed. The integration of NREGA and NRLM with skill development would go a long way towards mitigating the problems of the rural poor, so that they can lead a life with dignity.

With a view to make the Scheme/Act more lustrous, it is also needed to reassess the governance and implementation process under NREGA. The PRIs have to play a bigger role in NREGA governance. It is a magnificent and reasonably taken initiative in regard to creation of next stage of transparent effective governance in NREGA that the government is in the process of integrating NREGA with 'the Unique Identification (UID): (i) Lack of awareness, (ii) inability of workers to submit written (job) applications, (iii) delayed payment of wages, (iv) non-maintenance of muster rolls, and; (v) inferior quality of assets created under the programme (quite a few number of cases) are some of the implementation issues that need to be suitably and effectively addressed and weed out corruption. With the views to mend the above mentioned patches in the implementation of NREGA, it is desired to work earnestly by addressing these issues (to be effectuated on the basis of 'field survey based observed inputs). The efforts in this regard, will, undoubtedly, help to rejuvenate NREGA and make it more vibrant to enable it to be real and 'path breaking change maker for millions of people. With these issues in consideration, the study has been assigned to the Centre by the Directorate of Economics & Statistics, Department of Agriculture & Co-operation, Ministry of Agriculture, Government of India with the objectives mentioned under Section - 1.3.

## **1.2 Historical Background**

Since independence rural employment has been the prime agenda of debate in the country as 74.00 per cent of the unemployed population hails from rural India. For the past three decades India has been implementing rural employment generation programmes. Different innovative schemes and programmes have been initiated time and again in different five year plans. Some have helped achieve goals, be it short or long-term, whereas others have faced technical and implementation snags. In the past, a number of schemes have provided temporary employment on public works programmes at the government's discretion, but the present day scenario brings with it legislation and rights based approach for implementing pro-people development policies in the country. The biggest example of this is the Mahatma Gandhi National rural Employment Guarantee Act (MGNREGA).

### **Evolution of Rural Employment Generation Programmes in India**

The idea of generating employment in public works existed in different state level policies back in time, one of the first being the "Maharashtra model" of rural employment which existed since the 1970s. The National Rural Employment Programme (NREP) and the Rural Landless Employment Programme (RLEP) were the flagship employment generation initiatives which surfaced in the 1970s as a direct replica of the Maharashtra EGS. In 1989, the existing government merged the two schemes into one, refurbished the schemes and made Panchayati Raj Institutions (PRI) the medium of implementation and service delivery.

<b>Employment Generation Programmes at a quick Glimpse</b>		
<b>Year</b>	<b>Programme</b>	<b>Allocation of Funds</b>
1980	<b>National Rural Employment Programme (NREP)</b> launched to use unemployed and underemployed workers to build community assets.	6 <sup>th</sup> Plan (1980-1985: Rs. 980 Crore) 7 <sup>th</sup> Plan (1985-1990: Rs. 1682 crore)
1983	<b>Rural Landless Employment Guarantee (RLEG)</b> launched to provide 100 days of guaranteed employment to one member from each rural, landless household	6 <sup>th</sup> Plan (1983-1985: Rs. 500 crore) 7 <sup>th</sup> Plan (1985-1989: Rs. 2412 crore)
1989	<b>Jawahar Rozgar Yojana</b> launched, combining NREP and RLEP. The programme aims to alleviate poverty through creating supplementary employment opportunities for rural poor during agricultural recess period. Another objective of the scheme was to create social assets such as roads, schools and other infrastructure development.	7 <sup>th</sup> Plan (1985-1990:Rs. 2100 crore) 8 <sup>th</sup> Plan (1992-1993; Rs. 2546 crore) 1993-94: Rs. 3306 crore 1994-95: Rs. 3855 crore 1995-96: Rs. 3862 crore 1996-97: Rs. 1865 crore
1993	<b>Employment Assurance Scheme (EAS)</b> launched to provide employment during the lean agricultural season. The primary objective of the EAS is creation of additional wage employment opportunities during the period of acute shortage of wage employment through manual work for the rural poor living below the poverty line. The EAS also aims at creation of durable community, social and economic assets for sustained employment and development.	8 <sup>th</sup> Plan 1993-1994: Rs. 600 crore 1994-95: Rs. 1200 crore 1995-96: Rs. 1570 crore 1996-97: Rs. 1970 crore 9 <sup>th</sup> Plan 1997-98: Rs. 1970 crore 1998-1999: Rs. 1990 crore 1999-2000: Rs. 1700 crore
1999	<b>Jawahar Gram Samridhi Yojana (JGSY)</b> launched; dedicated to development of demand driven rural infrastructure. The primary objective of JGSY is to create demand driven community village infrastructure including durable assets at village level and skills to enable the rural poor to increase the opportunities for sustained employment. It also aims to generate supplementary employment for the unemployed poor in the rural areas.	9 <sup>th</sup> Plan 19976-98: Rs. 2077 crore 1998-1999: Rs. 2095 crore 1999-2000: Rs. 2095 crore
2001	<b>Sampoorna Gramin Rozgar Yojana (SGRY)</b> launched, merging EAS and JGSY. The programme aims at providing wage employment. Preference is given to agricultural wage earners, non-agricultural unskilled wage earners, marginal farmers, women, members of Scheduled Castes/Scheduled Tribes,	9 <sup>th</sup> Plan 2000-2001: Rs. 2950 crore 2001-2002: Rs. 3250 crore 10 <sup>th</sup> Plan 2002-2003: Rs. 4440 crore 2003-2004: Rs. 4900 crore 2004-2005: Rs. 5100 crore 2005-2006: Rs. 4000 crore

	parents of child labour withdrawn from hazardous occupations, parents of handicapped children or adults with handicapped parents. The programme is implemented through the Panchayati Raj Institutions (PRIs).	2006-2007: Rs. 3000 crore
2004	<b>Food for Work Programme (NFFWP)</b> launched to generate additional supplementary wage employment and create assets. It also aimed to ensure a minimum level of employment and incomes to the poor, give the poor an opportunity to develop their collective strength, improve their economic position, reduce their vulnerability, discourage migration and provide access to health, education and welfare services in the villages.	10 <sup>th</sup> Plan 2005-2006: Rs. 6000 crore.
2006	<b>National Rural Employment Guarantee Scheme (NREGS)</b> launched to provide 100 days of guaranteed employment to one member from each rural household and create community assets.	10 <sup>th</sup> Plan 2006-2007: Rs. 11300 crore

*Source: Centre for Science & Environment, New Delhi*

By merging the NREP and RLEP -- The Jawahar Rozgar Yojana (JRY) was launched in 1989. For the first time funds for implementation of the programme were directly disbursed to the village institutions accounts responsible for planning to create employment opportunities, and overseeing implementation. After few years of its initiation political indifference and irregular fund flow created problems of implementation on the ground grass root level resulting in a limited impact on rural employment generation.

But in the year 1993, when Employment Assurance Scheme (EAS) was introduced, the centralized fund disbursement trend was followed, ignoring the essence of bottom up approach in planning and implementation of rural employment programme; as a result EAS showed its limitation on expansion of rural livelihood opportunities. In 2002, JRY and EAS were merged into Sampoorna Grameen Rozgar Yojana (SGRY). After two years, in 2004, the

National Food for Work Programme (NFWP) was launched with an exclusive focus on the 150 identified backward districts.

From an analytical review of the different strategies and programmes adopted from time to time towards rural employment generation--- it is apparent that most of the schemes were incapable to bring about a desired impact on rural employment growth due a number of factors (a) lack of need based planning, (b) lack of active participation of various stakeholders' in the planning and implantation process, (c) irregular fund flow, (d) lack of political will, and; (e) irregular monitoring.

While formulating most of the schemes there is lack of enough information about the existing community resources --- which could have been properly utilized during the implementation phase by ensuring an active participation of the target population. Across all the schemes, involvement of the local self-government i.e., PRI in programme implementation were not satisfactory. While assessing the success of any employment generation programme the amount of durable assets created as result of an the programme has always been given more importance than the number of days employment generated on long term basis in a sustainable manner among the rural population. Social Audit of programmes is nearly absent for plugging the loopholes if there may be.

There is felt need to adopt a culture bound approach while making the rural poor aware about the introduction of new schemes in terms of availability of proper information, particularly in rural areas. This will guarantee an active participation of stakeholders as well as of the beneficiaries; policy makers should be more informative and sensitive about the pulse of rural unemployment scenario.

## **Future Effectualness**

The schemes launched by the government from time to time have provided relief to the rural population. These programmes never guaranteed employment to every household in the village, but they were just allocation based programmes. A typical feature of these schemes is that none of the jobs are permanent in nature; they are all short term casual jobs, usually for a period of hundred days or more. Job opportunities created by these schemes and programs acted just as a supplement to the rural house income and in most of the circumstances they failed to ensure the basic amenities of life for a rural family in sustainable manner.

Taking into consideration the limitation of earlier rural employment programs, in recent years the government has taken a historic move by enacting the MGNREGA, which is, perhaps, the largest employment generating program in the world ensuring a 'one-step-ahead move' towards guaranteeing the right to work in a country with a population over a billion. With these issues in consideration, the study has been assigned to the Centre by the Directorate of Economics & Statistics, Department of Agriculture & Co-operation, Ministry of Agriculture, Government of India with the objectives mentioned under Section - 1.3.

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

- 1. Measure the extent of manpower employment generated under NREGA, their various socio-economic characteristics and gender variability in all the districts implementing NREGA since its inception in the selected states.*
- 2. To compare wage differentials between NREGA activities and other wage employment activities.*
- 3. 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. *Identification of 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. From the state of Bihar, five districts have been selected one each from the North, South, East, West and Central location of the state as suggested by the Co-ordinator of the study i.e., ADRT, ISEC, Bangalore. The selected five districts belonged to two different phases of implementation of NREGA, e.g., (i.) Kishanganj, (ii) Rohtas, (iii) Samastipur (Phase - I), (iv) Banka, and; (v) Gopalganj (Phase- II).

From each district, two villages have been selected keeping into account their distance from the location of the district. One village from every district was selected from the nearby periphery of about 5 kms of the district/city headquarters and the second one was selected from a farthest location of 20 kms or more than that. From each selected villages primary survey has been carried out on 20 participants in NREGA and 5 non-participants working as wage employed. In this fashion, from the state of Bihar, 10 villages (as indicated in table 1.1) have been selected and total number of 250 households were surveyed in detail with the help of structured household questionnaire. Thus, 200 participants and 50 non-participants have been surveyed in detail to construct a baseline for the sake of comparison.

For selecting participant households, a list of all beneficiaries (participants) in the village has been obtained having consulted with the members/representatives of Gram Panchayat or Programme Officer information regarding caste factor of the households was also obtained. After

getting the list a stratified Random Sampling Method was adopted for selection of the participant households giving proportionate representation to the caste, i.e., (i) Scheduled Caste, (ii) Scheduled Tribe, (iii) Other Backward Caste, (iv) Forward Castes (others). A due representation has also been to the gender factor.

For the selection of non-participants, no such list was available. Therefore, criterion for selecting non-participant households was that those households did not participate in NREGA, but constituted the similar caste and gender characteristics as that of selected participant households' to maintain the uniformity and avoid the selection bias.'

With the view to give proper representation to districts, utmost care was given to their selection in regard to implementation of NREGA in different phases. The districts were selected from two phases (phase - I and phase - II) as already suggested by the Co-ordinator. While selecting participants, care was taken to select participants belonging to different socio-economic groups (e.g., gender and backward, scheduled caste and scheduled tribe groups, etc.). The data were collected through questionnaires and collected data have been analyzed using suitable statistical techniques.

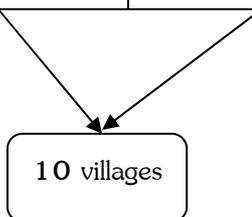
In addition to household questionnaire, the general changes that took place in the surveyed villages during the last one decade were also captured with the help of a specifically designed village schedule. The changes were captured with the views of taking note of increase in labour charges for agricultural operations after the implementation of NREGA. The village schedule also contained qualitative questions related to change in life style of the villagers taking place during the last one decade. One village schedule in each village was filled-up with the help of a group discussion with the Panchayat

Members, Officials, educated and other well informed people available in the villages surveyed.

Table 1.1: depicts the names of selected districts and surveyed villages and sample size of beneficiaries (participants in NREGA works) and non-beneficiaries (Non-participants).

**Table No. 1.1: Bihar State Villages Surveyed in Identified Districts**

SN	Phase – I Districts	Village within 5 kms periphery of the District Hq.	Villages 20 kms or Distance from District Hq.	No. of Participants Surveyed	No. of Non-participants Surveyed	Total
1.	Kishanganj	BoroBadi (20 participants + 05 Non-Participants (NP))	Palasmani Basak (20 P + 05 NP)	40	10	50
2.	Rohtas	Fatehpur (20 P + 05 NP)	Samauhata (20 P + 05 NP)	40	10	50
3.	Samastipur	Morsand Gokhla (20 P + 05 NP)	Thehra Gopalpur (20 P + 05 NP)	40	10	50
	<b>Phase – II Districts</b>					
4.	Banka	Maiharpur (20 P + 05 NP)	Khushhalpur (20 P + 05 NP)	40	10	50
5.	Gopalganj	Tiribiruwan (20 P + 05 NP)	Jigna Jagarnath (20 P + 05 NP)	40	10	50
Total	05 Districts	125 (05 Villages)	125 (05 Villages)	200	50	250



### 1.5 An Overview

The launching of NREGS from February 2<sup>nd</sup>, 2006 in 200 districts in the first phase and later on extending it to all the remaining districts in all the States/UTs from 1<sup>st</sup> April, 2008 as part of the Common Minimum Programme (CMP) agenda of the government of India is an illustrious endeavour to ensure the rural needy and poor families their right to employment. No doubt,

unemployment is one of the significant causes of poverty. The National Rural Employment Guarantee Act, 2005 hereinafter referred as NREGS was enacted to provide a minimum guaranteed wage employment of 100 days in every financial year to rural households with unemployed rural adult members prepared to do unskilled manual work. On 2<sup>nd</sup> October, 2009 the scheme is named in the name of the father of the nation Mahatma Gandhi and is now called as Mahatma Gandhi NREGA (MGNREGA). Lexically, the scheme is a strategic attempt to fight poverty and unemployment, which are intrinsically interlinked. However, despite its ambitious goals, it has faced with some difficulties in getting it executed in different situations. This is mainly due to lack of awareness regarding the scheme/ Act among the people in general and less knowledge/beclouding knowledge to personnel of PRIs elected public representatives, implementing agencies and some of the concerned officers (in particular) related to all provisions of NREGA.

### **1.5.1 An Overview: Summary of the Report**

During the course of addressing the objectives of the study, various subject matters were dealt in different chapters. A brief mention of subject matter discussed in the report has been mentioned below:

While explaining the manpower employment generated under NREGA and its socio-economic characteristics aspects, like: (i) the functioning of NREGA, (ii) total employment generated - their socio-economic characteristics, (iii) projects completed and total amount spent, (iv) performance of NREGA : some qualitative aspects; which includes: (a) Social auditing and inspection of NREGA works, (b) NREGA payment processed through banks/post offices, (c) Unemployment allowance paid, and; (d) Work projection under NREGA (2010-11) district wise, i.e., phase - I and phase - II districts have been covered. Phase - I districts comprise Kishanganj, Rohtas and Samastipur, whereas phase - II consist Banka and Gopalganj districts.

Chapter – three includes empirical data based authentic discussion related to following aspects: (i) Household profile of respondents, (ii) Main occupation, (iii) Household net income, (iv) Household consumption, (v) variability of income and consumption, and; (vi) Functioning of NREGA-quantitative questions.

Subject matters discussed in chapter four are: (i) Work profile under NREGA, (ii) Nature of assets created and their durability, (iii) wage differentials under NREGA and in different activities, and; (iv) Effect on migration: Direction of migration.

Chapter five: Outlines the discussed facts related to the following subject matters: (i) Household asset holdings, (ii) household status on borrowings and their financial vulnerability, (iii) households (Hhs) strengths on borrowing, (iv) some qualitative aspects of NREGA, (v) potential benefits of NREGA, and; (vi) some quantitative questions related to food security.

In chapter six, attempts has been made to illuminate the following subject matters: (i) availability of infrastructure in the village, (ii) changes in occupational structure in selected villages, (iii) effects of NREGA on wage rates in selected villages, (iv) effects of NREGA on charges for agricultural operations, and; (v) various changes in the village economy after implementation of NREGA.

Attempt has also been made to include purport of the significant summarized findings of all the six chapters. Action Points based on ‘empirical survey’ and respondents’ views form the part of last chapter i.e., concluding remarks and policy suggestions.

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

- 1. Measure the extent of manpower employment generated under NREGA, their various socio-economic characteristics and gender variability in all the districts implementing NREGA since its inception in the selected states.*
- 2. To compare wage differentials between NREGA activities and other wage employment activities.*
- 3. 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. Identification of 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.*

## **1.7 Methodology**

With a view to address above adduced objectives the study has been undertaken in five districts of Bihar (i.e., Kishanganj, Rohtas and Samastipur districts of Phase - I and Banka and Gopalganj as phase - II). The selection of districts were one each from North, South, East, West and Central locations of the state. The name of districts was suggested by the Co-ordinator itself (ADRT, ISEC, Bangalore). Based on both primary and secondary data, 10 villages (02 each from every selected district) were surveyed for in-depth study with the help of a structured household questionnaire and a village schedule. One village from each of the selected districts was from the nearby periphery of around 05 kms of the district/city headquarters and the second one was from a farthest location of 20 kms or more than that. Thus, the villages within 05 kms periphery from the district headquarters in (i) Kishanganj, (ii) Rohtas, (iii) Samastipur, (iv) Banka, and; (v) Gopalganj districts were (i) Boro Badi, (ii) Fatehpur, (iii) Morsand Gokhla, (iv)

Maiharpur, and; (v) Tiribiruwan respectively. Likewise, villages under the five districts chosen for survey at 20 kms or more distances were (i) Palasmani Basak, (ii) Samahauta, (iii) Thehra Gopalpur, (iv) Khushhalpur, and; (v) Jigna Jagarnath respectively.

Primary survey was conducted on 200 participants (20 each from the selected villages i.e.,  $5 \times 2 = 10$  villages in number) and 50 non-participants, i.e., working as wage–employed (05 each in the 10 selected villages). Stratified Random Sampling Method was adopted for selection of the participant households giving proportionate representation to Caste, i.e., (i) Scheduled Caste, (ii) Scheduled Tribe, (iii) Other Backward Caste, and; (iv) Forward Castes (Others).

A due representation was also given to gender factor. Criterion for selecting non-participant households was that these households did not participate in NREGA, but constituted the similar caste and gender characteristics as that of selected participant households to maintain uniformity and avoid the selection bias.

In addition to household questionnaire, Village Schedule was designed to capture the general changes that have taken place in the village during the last one decade and to take note of increase in labour charges for agricultural operations after the implementation of NREGA. One Village Schedule in each village was filled up with the help of a group discussion with the Panchayat Members, Officials, educated and other well-informed people available in the village already surveyed.

### **1.8 Reference Period**

Reference period for secondary data of the study is 2008-09 to 2010-11. For primary data, it was 2009 (January-December).

### **MANPOWER EMPLOYMENT GENERATED UNDER NREGA AND ITS SOCIO-ECONOMIC CHARACTERISTICS**

#### **The Functioning of NREGA**

Before expatiating functioning of NREGA, it will be rather desired to have a quick glance at the main stages of implementation process. In the context of NREGA, most of the functions do form the mandatory part of Social Audit. These can be listed as below:

- (1) Registration of families, whose members are potential REGS workers;
- (2) Distribution of Job Cards; (3) Receipt of Work application; (4) Selection of the Public work to be taken up in a particular Gram Panchayat,
- (5) Development and approval of technical estimates and issuance of work order; (6) Allotment of work; (7) Implementation and supervision of work,
- (8) Payment of wages, (9) Payment of unemployment allowance, and;
- (10) Evaluation of completed work.

#### **2.1 Functioning of NREGA in Bihar: An Overview**

Performance and functioning of NREGA have been viewed and examined on the parameters noted below:

- i. Total job cards issued (SCs, STs and Others), (ii) total works taken up, (iii) total expenditure incurred, (iv) households (Hhs) demanded employment, (v) households provided employment, (vi) cumulative person days generated (including SC, STs, Others and Women), and ; (vii) cumulative number of households completed 100 days.

**Table No. 2.1: Performance of NREGA in Bihar (2008-09 to 2010-11) The Financial Year 2010-11.**

SN	Name of the Dist.	Total Job Cards Issued				Total Works Taken up		Total Expenditure Incurred (Rs. In Lac)	Households Demanded Employment	Hhs Provided Employment	Number working during the Reporting month Cumulative Person days generated					Cumulative No. of Hhs Completed 100 days
		SCs	STs	Others	Total	Completed	In Prog				SCs	STs	Others	Total	Women	
1.	Araria	30735	2174	326065	358974	1	7914	3503.82408	64244	62589	163911	8449	1240646	1413006	337006	987
2.	Aurangabad	125943	631	172443	299017	0	8854	5178.80145	52862	52529	997283	5607	1163734	2166624	487150	2952
3.	Bhojpur	82391	1895	173669	257955	1	3881	1940.5434	23900	23636	236810	4839	461528	703177	165282	674
4.	Darbhanga	47851	610	395648	444109	1	7719	3690.74125	79024	78713	268834	4888	2369049	2642771	1157535	1896
5.	Gaya	221791	3666	123094	348551	8	7812	4110.97112	46146	45686	987801	13893	724565	1726259	611249	1504
6.	Jamui	42388	9692	160718	212798	4	1547	3791.32989	44549	44324	545380	117290	1657833	2320503	926520	4810
7.	Jehanabad	31916	517	87862	120295	0	1034	1726.54876	22694	22537	239682	2587	609734	852003	336807	1212
8.	Kaimur	73693	5169	92939	171801	47	550	2376.47366	40751	40533	609437	42518	737499	1389454	346042	1408
9.	Katihar	42909	25802	294849	363560	3	881	4729.51765	77679	76303	272015	187548	1851901	2311464	755277	1677
10.	Kishanganj	13641	8105	203600	225346	0	3005	2779.42824	34018	33575	122137	40092	1363010	1525239	152785	1715
11.	Lakhisarai	35109	1861	102544	139514	0	3919	2403.87805	30583	30415	332549	11034	757031	1100614	413417	1383
12.	Madhubani	92745	1423	315111	409279	0	3492	1910.90159	39387	39015	239101	2750	569144	810995	291064	310
13.	Munger	29541	5015	136007	170563	0	3442	2739.45075	27002	26927	199171	27735	859559	1086465	305835	1223
14.	Muzaffarpur	142549	2045	426814	571408	11	12118	11431.58576	124572	123459	1355829	25096	4068407	5449332	1497190	12522
15.	Nalanda	140845	613	231635	373093	14	15594	8925.85477	73188	72157	1411141	8217	2210436	3629794	1537030	8277
16.	Nawada	87114	375	218777	306266	20	5976	5655.71829	63971	63527	1031455	7631	1876870	2915956	1137710	5003
17.	Patna	123147	1930	348013	473090	2	8228	5469.52174	63341	62857	651485	10623	1607591	2269699	835077	1738
18.	Purnea	48940	10572	309473	368985	0	4345	5824.85764	93598	93040	547521	83064	2496572	3127157	872640	2442
19.	Rohtas	85449	3545	195709	284703	6	7213	4754.05289	71308	70768	708118	63360	1371924	2143402	342582	2539
20.	Samastipur	130120	1556	281327	413003	0	4726	2805.84449	44912	44744	451853	10144	785360	1247357	444552	736
21.	Sheohar	17469	185	60038	77692	0	3066	1652.65935	18604	18471	204225	4464	735013	943702	346974	2014
22.	Supaul	63656	1604	188841	254101	0	2348	2019.78152	47109	46472	361669	7590	884257	1253516	430441	1103
23.	Vaishali	160001	1476	292751	454228	2	11873	5497.10924	44656	43866	637304	7541	1052158	1697003	414105	2804
	<b>Total Phase - I</b>	<b>1869943</b>	<b>90461</b>	<b>5137927</b>	<b>7098331</b>	<b>120</b>	<b>129537</b>	<b>94919.39557</b>	<b>1228098</b>	<b>1216143</b>	<b>12574711</b>	<b>696960</b>	<b>31453821</b>	<b>44725492</b>	<b>14144270</b>	<b>60929</b>
24.	Arwal	29776	44	51213	81033	0	1087	762.34342	10256	10250	141230	210	247062	388502	163670	379
25.	Banka	41813	19409	175137	236359	12	411	2042.10456	48390	48187	285058	207612	1298880	1791550	599341	1647
26.	Begusarai	67002	58	213420	280480	1	5376	2276.40772	45338	44042	245015	482	741404	986901	448960	734
27.	Bhagalpur	43220	7734	256070	307024	0	3741	2182.32181	32796	32618	82303	12092	762073	856468	123677	256
28.	Buxar	47196	2761	170448	220405	0	6184	4463.34839	47631	47447	444872	21620	1320528	1787020	155824	2927
29.	Gopalganj	64881	13970	213395	292246	3	5510	3804.18234	58090	57669	525968	103427	1536003	2165398	231632	2454
30.	Khagaria	41960	650	125642	168252	0	2158	3358.8533	42133	41239	437185	11536	1168684	1617405	605071	1253
31.	Madhepura	77228	2605	185183	265016	1	1448	1458.99656	29083	28752	289773	7509	497357	794639	282799	423
32.	W Champaran	57458	8582	296814	362854	6	11282	5401.35273	46579	45668	366912	54216	1679761	2100889	361378	7320
33.	E Champaran	94067	883	384963	479913	0	17949	7576.46189	74514	73211	1065623	11041	4150291	5226955	958500	29258
34.	Saharsa	70541	1176	222978	294695	0	1971	5487.27173	51960	50794	383107	7426	1224337	1614870	572063	640
35.	Saran	74310	2741	329717	406768	0	3686	3639.66919	49146	48875	403162	18161	1341519	1762842	172214	1123
36.	Sheikhpura	32668	48	48137	80853	0	1557	595.00696	9356	9156	164608	114	172733	337455	139480	388
37.	Sitamarhi	70723	895	298774	370392	2	7320	4870.87288	60058	59726	388001	3279	1566148	1957428	616622	1653
38.	Siwan	50885	11356	277742	339983	0	4237	1659.77586	47467	46963	274031	46788	1102367	1423186	241850	2509
	<b>Total Phase - II</b>	<b>863728</b>	<b>72912</b>	<b>3249633</b>	<b>4186273</b>	<b>25</b>	<b>73917</b>	<b>49578.96936</b>	<b>652797</b>	<b>644597</b>	<b>5496848</b>	<b>505513</b>	<b>18809147</b>	<b>24811508</b>	<b>5673081</b>	<b>52964</b>
	<b>Grand Total</b>	<b>2733671</b>	<b>163373</b>	<b>8387560</b>	<b>11284604</b>	<b>145</b>	<b>203454</b>	<b>144498.3649</b>	<b>1880895</b>	<b>1860740</b>	<b>18071559</b>	<b>1202473</b>	<b>50262968</b>	<b>69537000</b>	<b>19817351</b>	<b>113893</b>

Source: [www.nic.nrega.bihar](http://www.nic.nrega.bihar)

**Table No. 2.1 (a): Performance of NREGA in Bihar (2008-09 to 2010-11) the Financial Year 2009-10.**

SN	Name of the Dist.	Total Job Cards Issued				Total Works Taken up		Total Expenditure Incurred (Rs. In Lac)	Households Demanded Employment	Hhs Provided Employment	Number working during the Reporting month Cumulative Person days generated					Cumulative No. of Hhs Completed 100 days
		SCs	STs	Others	Total	Completed	In Prog				SCs	STs	Others	Total	Women	
1.	Araria	30709	2175	321445	354329	0	1704	1364.16372	45061	44967	152386	11809	929017	1093212	313109	602
2.	Aurangabad	127527	667	174564	302758	0	5663	2191.1088	45431	44963	795231	3993	845781	1645005	394066	1331
3.	Bhojpur	83259	1891	175454	260604	0	2428	1375.08977	28256	28077	259961	4635	506380	770976	164547	616
4.	Darbhanga	48360	614	392562	441536	1	5047	1986.85351	75442	75367	208416	1021	1933553	2142990	892806	1516
5.	Gaya	251627	3731	134650	390008	9	4118	534.01538	16827	14739	232933	12666	145559	391158	122301	177
6.	Jamui	42389	9647	160440	212476	3	3109	1613.63857	36613	36583	380587	95945	1212281	1688813	647929	3350
7.	Jehanabad	32211	518	88570	121299	0	2368	481.93997	15755	15605	164384	1775	310277	476436	184470	660
8.	Kaimur	73165	4868	91765	169798	3	1885	828.28793	26818	25145	262695	21734	303221	587650	142141	298
9.	Katihar	43118	25564	293030	361712	3	4001	2922.73432	67682	64005	194660	149605	1416726	1760991	544687	1449
10.	Kishanganj	13846	8191	199597	221634	0	1201	895.24576	24129	24039	65122	34471	847179	946772	308032	1319
11.	Lakhisarai	36829	1853	106316	144998	1	2567	2236.06297	34433	34433	412325	13443	931856	1357624	491577	1955
12.	Madhubani	93452	1425	315612	410489	13	1638	1064.53625	48957	48902	232263	1819	557537	791619	282644	231
13.	Munger	30076	5015	136688	171779	0	2374	2074.227794	24618	24575	154727	22855	785891	963473	261054	1503
14.	Muzaffarpur	130629	1803	407193	539625	5	9713	4727.87198	114558	114110	1093480	9450	2903340	4006270	893956	10955
15.	Nalanda	139343	580	226731	366654	0	9968	2320.50761	63628	59185	1086852	6499	1543262	2636613	1101325	6826
16.	Nawada	87048	373	214283	301704	0	2894	1765.53614	33617	33547	417115	3511	702229	1122855	414053	1362
17.	Patna	130717	2592	365043	498352	7	6019	3588.71806	79599	79513	882911	14974	2233020	3130905	1165760	4584
18.	Purnea	48075	10631	290085	348791	4	2177	1113.74706	35276	35055	137097	17160	575653	729910	212749	150
19.	Rohtas	85548	3511	193380	282439	23	3752	2373.24092	60828	60786	531174	32259	947239	1510672	206328	1091
20.	Samastipur	130848	1578	280180	412606	0	2558	433.01973	23075	20944	145385	880	203613	349878	116386	107
21.	Sheohar	17429	178	59051	76658	0	2008	828.59185	16346	16339	161634	2789	530900	695323	250416	1879
22.	Supaul	69478	1696	200811	271985	0	911	564.61132	23055	23050	143164	3109	408808	555081	178946	508
23.	Vaishali	163633	1596	300691	465920	0	7072	503.39576	18979	18800	231003	4641	327138	562782	106681	1955
	<b>Total Phase - I</b>	<b>1909316</b>	<b>90697</b>	<b>5128141</b>	<b>7128154</b>	<b>72</b>	<b>85175</b>	<b>37787.19533</b>	<b>958983</b>	<b>942729</b>	<b>8345505</b>	<b>471043</b>	<b>21100460</b>	<b>29917008</b>	<b>9395963</b>	<b>44424</b>
24.	Arwal	30704	43	51189	81936	0	503	252.67072	8967	6063	87002	00	135586	222588	88528	201
25.	Banka	40045	18774	165836	224655	19	2494	1197.42643	37128	37092	215286	137388	856861	1209535	359396	1264
26.	Begusarai	68172	60	202135	270367	0	2119	154.81624	9478	9445	41930	169	120089	162188	67566	119
27.	Bhagalpur	45751	7989	270817	324557	1	2362	1325.16553	41131	41083	156911	52470	977589	1186970	291838	958
28.	Buxar	46793	2733	168182	217708	0	3515	2085.64886	30159	30149	237331	10970	618997	867298	52854	965
29.	Gopalganj	64486	13732	210855	289073	0	3179	2552.72586	37996	37979	367340	75174	959831	1402345	105883	2755
30.	Khagaria	40849	569	123008	164426	0	1224	1877.67873	34823	34788	279701	6586	785545	1071832	414088	646
31.	Madhepura	77551	2606	186472	266629	0	826	1265.69941	38837	38740	405228	14249	627014	1046491	367686	685
32.	W Champaran	57818	8461	290772	357051	1	6612	1004.39403	28862	28356	132479	17587	657276	807342	132582	1965
33.	E Champaran	99790	895	394307	494992	2	13354	3123.88748	88947	79939	807182	7417	2366040	3180639	442140	16981
34.	Saharsa	70415	1165	222374	293954	0	3945	3871.48007	81856	81575	828361	13355	2240322	3082038	1129977	4162
35.	Saran	75370	2859	336028	414257	0	1690	425.46321	23297	23237	92102	4332	350410	446844	39042	18
36.	Sheikhpura	32558	48	47828	80434	0	1181	456.2376	10012	10006	147755	50	187374	335179	135701	472
37.	Sitamarhi	71409	839	299087	371335	25	4125	1082.43518	37405	37258	236378	884	816843	1054105	310668	1516
38.	Siwan	53104	11347	287910	352361	2	2739	753.16602	30290	30228	126444	24295	549712	700451	98568	926
	<b>Total Phase - II</b>	<b>874815</b>	<b>72120</b>	<b>3256800</b>	<b>4203735</b>	<b>50</b>	<b>49868</b>	<b>21428.89538</b>	<b>539188</b>	<b>525938</b>	<b>4161430</b>	<b>364926</b>	<b>12249489</b>	<b>16775845</b>	<b>4036517</b>	<b>33633</b>
	<b>Grand Total</b>	<b>2784131</b>	<b>162817</b>	<b>8384941</b>	<b>11331889</b>	<b>122</b>	<b>135043</b>	<b>59216.09071</b>	<b>1498171</b>	<b>1468667</b>	<b>12506935</b>	<b>835969</b>	<b>33349949</b>	<b>46692853</b>	<b>13432480</b>	<b>78057</b>

Source: [www.nic.nrega.bihar](http://www.nic.nrega.bihar)

**Table No. 2.1 (b): Performance of NREGA in Bihar (2008-09 to 2010-11) the Financial Year 2008-09.**

SN	Name of the Dist.	Total Job Cards Issued				Total Works Taken up		Total Expenditure Incurred (Rs. In Lac)	Households Demanded Employment	Hhs Provided Employment	Number working during the Reporting month Cumulative Person days generated (In Lakh)					Cumulative No. of Hhs Completed 100 days
		SCs	STs	Others	Total	Com pleted	In Prog				SCs	STs	Others	Total	Women	
1.	Araria				153943	156	820	894.95	62394	62394	1.5	0.7	4.9	7.1	1.4	---
2.	Aurangabad				119559	887	2482	626.39	25393	25393	3.54	---	1.39	4.93	1.6	---
3.	Bhojpur				156448	120	896	348.02	37271	36896	2.19	---	1.43	3.62	---	---
4.	Darbhanga				207967	201	272	409.04	345000	345000	0.96	---	1.44	2.4	---	---
5.	Gaya				178916	1422	4546	1623.69	93846	93846	8.1	---	4.97	13.07	4.6	---
6.	Jamui				109278	523	1655	701.66	33666	33666	2.9	0.4	1.73	5.03	1.4	---
7.	Jehanabad				57000	189	1075	337.86	25994	24981	1.95	---	1.29	3.24	0.7	---
8.	Kaimur				94817	172	750	337.93	4315	4315	1.2	0.05	1.42	2.68	0.2	---
9.	Katihar				175105	---	680	446.37	102744	102744	1.9	0.8	2.6	5.3	9.2	444
10.	Kishanganj				189186	---	---	254.24	4962	4962	0.52	0.05	1.2	1.77	---	---
11.	Lakhisarai				49316	---	2130	1821.40	39877	39877	2.03	0.13	4.56	6.72	2.0	---
12.	Madhubani				243314	---	1450	75.86	2500	2500	0.49	---	0.31	0.8	0.5	---
13.	Munger				99093	101	1002	1024.00	26800	26800	2.03	0.82	3.92	6.76	0.8	256
14.	Muzaffarpur				244172	309	686	486.30	86601	86601	2.27	---	1.52	3.79	0.4	---
15.	Nalanda				269435	---	---	511.07	53390	53390	3.82	---	2.55	6.37	1.0	---
16.	Nawada				115433	898	2832	970.39	18923	18923	4.54	---	3.03	7.57	2.3	---
17.	Patna				212936	257	1717	1182.34	77775	77775	1.6	---	9.0	10.6	0.4	3092
18.	Purnea				169222	---	---	173.94	25500	25102	0.43	0.93	0.8	2.16	0.3	2315
19.	Rohtas				190595	535	818	1872.54	9045	8659	0.36	---	0.14	0.51	0.6	421
20.	Samastipur				225177	12	1166	563.54	2481	2481	0.03	---	0.02	0.05	---	---
21.	Sheohar				63087	---	35	305.38	2247	2247	0.78	---	1.74	2.52	0.6	30
22.	Supaul				198353	15	851	287.78	36445	36445	2.31	---	1.15	3.46	0.6	---
23.	Vaishali				139588	662	1415	1213.75	48050	48050	5.29	---	4.32	9.61	0.1	---
	<b>Total Phase - I</b>				3641940	6459	27278	16468.44	1165219	1163047	50.74	3.88	55.43	110.06	28.70	6558
24.	Banka				76804	223	343	233.23	85913	85700	0.64	0.39	1.29	2.32	---	---
25.	Begusarai				143682	---	750	155.38	29933	29933	0.75	---	0.41	1.16	0.60	---
26.	Bhagalpur				115489	---	61	24.56	5217	5217	0.07	0.01	0.14	0.22	0.10	---
27.	Buxar				94405	214	178	516.07	15373	11377	4.02	---	2.68	6.70	1.30	823
28.	Gopalganj				84962	52	522	75.80	5416	5416	0.46	0.01	0.45	0.92	0.30	---
29.	Khagaria				45947	3	292	91.77	32061	32061	0.71	---	0.48	1.20	0.40	---
30.	Madhepura				156323	---	---	8.35	46989	45485	0.07	0.01	0.01	0.09	3.00	3223
31.	W Champaran				221690	1165	676	164.29	127129	127129	4.19	0.54	7.55	12.28	0.80	---
32.	E Champaran				219422	100	654	284.33	65562	61042	0.73	---	1.1	1.83	0.20	---
33.	Saharsa				158068	---	41	140.38	5127	5127	0.43	0.13	1.08	1.64	0.30	---
34.	Saran				132466	---	614	104.87	15244	15244	0.47	---	0.89	1.36	---	---
35.	Sheikhpura				28423	27	456	45.13	4300	4300	0.54	---	0.81	1.35	0.40	---
36.	Sitamarhi				168457	---	716	93.23	1450	1230	0.30	---	0.44	0.74	0.10	---
37.	Siwan				136670	---	---	14.65	1161	672	0.04	---	0.06	0.10	---	---
	<b>Total Phase - II</b>				1782808	1784	5303	1952.04	440875	429933	13.42	1.09	17.39	31.91	7.50	4046
	<b>Grand Total</b>				5424748	8243	32581	18420.48	1606094	1592980	64.16	4.97	72.82	141.97	36.20	10604

Source: [www.nic.nrega.bihar](http://www.nic.nrega.bihar) NB: Due to Non-availability of data for 2008-09, 2007-08 data is given.

### **2.1.1 Job Card Issued**

A glance on table No. 2.1 (containing data for the year 2010-11) confirms that highest number of job cards (5,71,408) were issued in Muzaffarpur district, whereas Sheohar district was at the bottom (77,692) in this regard.

The data in table No. 2.1(a) adduce that in the financial year 2009-10, again Muzaffarpur district had the distinction of issuing highest number of job cards (5,39,625) and lowest was found in Jehanabad district (1,21,299). It is to be noted that these two districts fell under phase - I. As regards phase - II districts, performance of East Champaran was best on this parameter (4,94,992), whereas lowest number of job cards issued was found in Sheikhpura district (80,434).

A glance on table No. 2.1 (b) leads us to each at the dative finding that during the financial year 2008-09, among phase - I districts, performance of Nalanda district was the best in regard to job cards issued (2,69,435), whereas Lakhisarai district was at the lowest stair (49,316). In case of phase - II districts, data in table shows again East Champaran district to be at top (2,21,690) on this performance indicator, whereas Sheikhpura district with (28,423) job cards, like the next or latest two years i.e., 2009-10 and 2011-12 was at the lowest stair.

### **2.1.2 Total Works taken up in Bihar**

The performance indicator of total works taken up includes two components (i) works completed, and; (ii) in progress. The number of completed works was very low in all districts of the state during the years (except in the year 2008-09). So, during the years 2009-10 and 2010-11, functioning of MGNREGA has been examined on the parameter of works in progress.

In the year 2008-09, maximum number of works was in progress in Gaya district 4,546 out of the phase - I districts, while Sheohar had lowest works in progress 35. Kishanganj, Nalanda and Purnea did have no work to their credit either under the

group of completed or in progress. As far as functioning of phase - II districts are concerned, Begusarai district was at top 750. In the year 2008-09, Madhepura and Siwan districts did show no work to their credit. Saharsa district undertook 41 works in progress table No. 2.1 (b).

Having dug data in table Nos. 2.1 (a) and 2.1 taken together, it is revealed that among phase - I districts, Nalanda was at the top in regard to works in progress in the years 2009-10 and 2010-11 (9,968 and 15,594) respectively. Supaul and Kaimur (Bhabhua) were at the bottom in this regard during the above noted two years. In case of phase - II districts, East Chamaparn district was at top in regard to works in progress in the years (13,354 and 17,949) respectively. Lowest number of works in progress in the years 2009-10 and 2010-11 were noted in Arwal (503) and Banka (411) respectively.

Concludingly, on the performance parameter of works in progress, Gaya and Begusarai districts were at top in the year 2008-09 among phase - I and phase - II districts respectively. In the regards 2009-10 and 2010-11, functioning of Nalanda district out of phase - I districts and East Champaran under phase - II districts was the best, whereas Arwal and Banka were at bottom on this indicator.

### **2.1.3 Total Expenditure Incurred**

Having a glance on table No. 2.1 that embraced data related to total expenditures incurred in the latest year 2010-11, it is observed that Muzaffarpur and East Champaran districts were at top from amongst phase - I and phase - II districts respectively Rs. 11,431.58576 lakh and Rs. 7,576.46189 lakh respectively. Poor performing districts on this performance indicator from out of the two phases were Sheohar Rs. 1652.65935 Lakh and Sheikhpura Rs. 595.00696 lakh respectively.

The year 2009-10 witnessed again Muzaffarpur Rs. 4,727.87198 lakh and Saharsa Rs. 3,871.48007 lakh to be the best performer districts from phase - I and phase - II respectively. Samastipur and Begusarai districts remained at bottom in this regard.

Rohtas and Buxar districts showed highest expenditures in the year 2008-09 Rs. 1,872.54 lakh and Rs. 516.07 lakh respectively from out of the phase - I and phase - II districts. Madhubani and Madhepura districts were at the bottom on this front in the year 2008-09.

#### **2.1.4 Households Demanded Employment**

A deliberate analysis of the data contained in table Nos. 2.1, 2.1 (a) and 2.1 (b) reveals that in the year 2008-09, on the parameter of households demanded employment Darbhanga 3,45,000 and West Champaran 1,27,129 were on top from out of the phase - I and phase - II districts respectively. Samastipur 2,481 and Siwan 1,161 remained at bottom on this indicator of functioning.

As far as district wise functioning of NREGA in the year 2009-10 is concerned, table No. 2.1 (a) dissects the data to confirm that Muzaffarpur 1,14,558 and East Champaran 88,947 were on top in regard to households demanded employment from phase - I and phase - II districts respectively. Jehanabad 15,755 and Arwal 8,967 remained at the bottom level from the two phases of districts respectively.

In accordance with the total expenditures incurred, Muzaffarpur 1,24,572 and East Champaran 74,514 were ahead in the year 2010-11 from out of the phase - I and phase - II districts respectively. Similar trend could be observed in regard to districts at the lowest stair, i.e., Sheohar 18,604 from phase - I and Sheikhpura 9,356 from phase - II district.

#### **2.1.5 Households Provided Employment**

A glance on table nos. 2.1 (b), 2.1 (a) and 2.1 leads us to account for the district wise scenario showing status of households provided employment. In the initial year of 2008-09, and thereafter in the years 2009-10 and 2010-11, Darbhanga 3,45,000, Muzaffarpur 1,14,110 and 1,23,459 respectively from amongst phase - I districts did show best achievement. From this phase of districts itself, Sheohar 2,247, Gaya 14,739

and Sheohar again 18,471 showed to have provided least number of employment during the years respectively.

As far as performance of phase - II districts is concerned, right since the year 2008-09 to 2010-11, the districts, namely West Champaran 1,27,129, Saharsa 81,575 and East Champaran 73,211 were at top respectively. Districts with least number of households provided employment in phase - II were Siwan 672, Arwal 6,063 and Sheikhpura 9,156 during the years respectively.

### **2.1.6 Cumulative Person days Generated**

Data in table Nos. 2.1, 2.1 (a) and 2.1 (b) enumerate district wise cumulative person days generated for SC, ST, Other and Women job-card holders meant for the years 2010-11, 2009-10 and 2008-09. In phase - I districts, during the year 2008-09, highest number of cumulative person days generated was found in Gaya 13.07 lakh, whereas lowest was observed in Samastipur district 0.05 lakh. West Champaran district 12.28 lakh and Madhepura 0.09 lakh were at top and bottom on this parameter respectively from out of phase - II districts (table No. 2.1 (b)).

In regard to cumulative person days generated for women in the year 2008-09, the data in table meant for phase -I districts compactedly support Katihar at the top 9.2 lakh, whereas Vaishali 0.1 lakh at the lowest stair. No work was found to have been provided to women in the districts of Bhojpur, Darbhanga, Kishanganj and Samastipur.

In phase - II districts, during the year 2008-09, while no employment was seen to have been provided to women job card holders in Banka, Saran and Siwan districts, Madhepura with 3 lakh remained at top, whereas Bhagalpur and Sitamarhi providing equally at 0.1 lakh mandays remained at the bottom in this regard.

Out of the phase - I districts, the year 2009-10 witnessed highest cumulative person days generated in Muzaffarpur 40,06,270, while the lowest was found in Samastipur district

3,49,878. As far as phase - II districts are concerned, performance of East Champaran 31,80,639 in this regard remained the best, while Begusarai district 1,62,188 was at the bottom (table No. 2.1 (a)).

While grouping the districts with largest and smallest number of person days generated for women under phase -I districts, the districts of Patna 11,65,760 and Vaishali 1,06,681 respectively were identified in the year 2009-10. As regards phase - II districts, the performances of Saharsa 11,29,977 and Saran districts 39,042 were viewed as the best and exiguous respectively on the functioning parameter of cumulative person days employment generated for women.

Data in table No. 2.1 providing district wise information related to cumulative person days generated (including SC, ST and Others) and to women job card holders meant for the year 2010-11 enucleate that in phase - I districts, Muzaffarpur district was ahead of all 54,49,332, while Bhojpur was at the bottom in this regard 7,03,177. As far phase - II districts are concerned, East Champaran 52,26,955 remained at top on this functioning indicator, while Sheikhpura 3,37,455 was found to be at bottom.

In regard to person days generated for women in the year 2010-11 under the group of phase - I districts, table No. 2.1 helps us to estimate that Nalanda district 15,37,030 was ahead in this regard, while Kishanganj 1,52,785 was at the bottom of the stairs. In phase - II districts, East Champaran 9,58,500 was at the top, while Bhagalpur district 1,23,677 remained at the bottom.

### **2.1.7 Households Completed 100 Days**

Data in table Nos. 2.1, 2.1 (a) and 2.1 (b) indicate district wise number of households, who have gained 100 days of employment opportunities in MGNREGA related works during the years 2010-11, 2009-10 and 2008-09.

A glance on table No. 2.1 (b) containing data for the year 2008-09 brings in the fact that in phase - I districts, Patna 3,092 and Sheohar 30 were at the top and the lowest stair respectively, the mentioned number of households of which could get 100 days of employment. Besides these two districts, Katihar, Munger, Purnea and Rohtas were under that group of better performing districts, some of the households of which could get 100 days of employment. None of the remaining 17 districts under phase - I did show any households to have completed 100 days. Only two districts under phase - II, namely Madhepura 3,223 and Buxar 823 had the credit to provide 100 days of employment to some of the households. No other district out of 15 of the phase had the distinction for its households to have completed 100 days of employment under MGNREGA.

Data in table No. 2.1 (a) meant for the year 2009-10, which make enchainment of district wise number of households having completed 100 days suggest that Muzaffarpur 10,955 and Samastipur 107 were at the top and the lowest stair respectively under phase - I districts. As far as scenario of phase - II districts is concerned, East Champaran 16,981 and Saran 18 remained at the top and the bottom respectively on the above functioning indicator.

Having combed district wise status of cumulative number of households completed 100 days in MGNREGA related works (table No. 2.1) it was observed that under phase - I districts in the year 2010-11, muzaffarpur district 12,522 was ahead of all, whereas Madhubani 310 was at the bottom.

As far as phase - II districts in the year 2010-11 are concerned; data in table No. 2.1 countenance East Champaran district 29,258 to be at the top, whereas Bhagalpur district 256 remained at bottom in regard to households completed 100 days of employment in MGNREGA related works.

Concludingly, on most of the functioning indicators (on overall level), the performances of Muzaffarpur, East Champaran, Darbhanga, Gaya, Katihar, Patna, Begusarai and Buxar remained better. Kaimur, Kishanganj, Sheohar, Banka, Sheikhpura and Samastipur etc. didn't show the level of their functioning performances to be as satisfactory as other districts of both phases. Three years' data from 2008-09 to 2010-11 have been taken into account to reach at the epitomized observation.

The discussion and analytical overview revealing the functioning of NREGA in the surveyed districts will, however, be carried out based on the following parameters:

(i) Employment generated through NREGA and its socio-economic characteristics, (ii) Number of projects (completed, on-going/suspended), (iii) District wise amount spent on projects, (iv) Social auditing and inspection of NREGA works, (v) NREGA payment processed through banks/post offices, (vi) work projection under NREGA for 2010-11, and; (vii) Unemployment allowance paid/not paid in lieu of not providing employment.

Despite launching several rural development programmes for raising rural employment and through this, alleviation of rural poverty (after independence and, particularly, from the fifth five year plan onwards) poverty is still persistent. No doubt, one of the main reasons for prevalence of corpse seat in the form of poverty is-- lack of employment opportunities in the rural areas during lean season. With this fact in mind, the government conceived NREGS as a holistic measure aimed at fulfilling one of the most important Human Rights, that is 'Right to Employment' at least for 100 days within a financial year to such rural households, the adult members of which volunteer to do unskilled manual works. In this regard, it is an implicit fact that the short and long term success of such an ambitious programme depends upon its implementation in consonance with the mandated provisions of the Act. So, the functioning of NREGA has to be viewed and examined through its various aspects.

## **2.2 Total Employment Generated ---Their Socio-Economic Characteristics**

A glance at the table containing data related to Employment Generated through NREGA and its Socio-Economic Characteristics reveals interesting fact and corresponds to the observation that the response of the job card holders in the surveyed districts declined significantly than at the time of launching of the scheme in the concerned districts. In case of Phase-I districts, except Kishanganj, (the percentage of cumulative number of households (Hhs), who demanded employment during 2008-09 declined. These were 53.70 per cent and 63.34 per cent respectively for Rohtas and Samastipur districts, which came down to 30.05 and 32.14 percentages in 2009-10. The response of job card holders demanding job drastically fell down to 15.72 and 6.39 percentage during the year 2010-11 in case of these two districts. Households demanding employment in Kishanganj district was also not encouraging, rather it showed a discouraging scenario. Excluding a meagre increase of 3.07 per cent during 2009-10 over 2008-09; it declined by nearly 4.43 times during the year 2010-11. The percentage came down from 25.21 to a low of 5.69 in the year 2010-11.

Similar trend of demanding jobs by households in Phase - II districts of Banka and Gopalganj could be seen (table No. 2.2). Percentages of cumulative number of households demanded employment declined from 35.74 in the year 2008-09 to nearly three times (12.06) in 2010-11 in regard to Banka district. Gopalganj district also witnessed similar declined responsiveness towards asking for jobs. It declined from 19.34 per cent to 16.01 per cent during the period. The data are indicative of the fact that there has been a revealed decline in NREGA being treated as cynosure for providing most needed employment opportunities for the job card holders in the earlier years of its launching.

As far social group wise cumulative number and percentages of households issued job cards in the surveyed districts during the years 2008-09 and 2009-10 are concerned, except Rohtas and Samastipur (i.e., phase - I districts) persons under others category dominated. In Rohtas and Samastipur districts, percentages of Scheduled Caste (SC) job

card holders were 49.20 and 62.69 against 48.65 and 37.31 of others respectively in 2008-09. In 2009-10, in Rohtas district, the picture slightly changed (49.94% job card holders) were under others group in comparison to 48.19 per cent of SCs, whereas in Samastipur district, SCs then also were ahead (52.85% against 47.15% of others). By the year 2010-11, scenario completely changed. In all the five districts of phase - I and II, percentages of households issued job cards became higher in case of others group followed by SCs and very meagre being the number and percentage of Scheduled Tribes (STs) table No. 2.2.

As very low percentage of households demanded employment, so cent per cent of them were provided work till the year 2009-10. In the year 2010-11, in case of Rohtas and Samastipur districts 92.05 and 87.08 percentage of households respectively could be provided employment. One of the reasons responsible for this was non-execution of works (till the reporting month from approved shelf of works). Samastipur district was ahead in regard to highest number of households working under NREGA in 2008-09 (2,51,655) followed by Rohtas (13,560), Kishanganj, Banka and Gopalganj. During the year 2009-10, Gopalganj district was ahead on this front (46,823) followed by Rohtas (9,073), Banka, Kishanganj and Samastipur. In 2010-11, Banka district had an edge in this regard (622) closely trailed behind by Rohtas (598), Kishanganj and Gopalganj (388 and 254) respectively.

Having analyzed in percentage term, out of the total cumulative person days generated in lakhs (till the reporting month as per data up to 8<sup>th</sup> January, 2011), SC job card holders had highest share in Rohtas and Samastipur districts during the years 2008-09 and 2009-10 (60.00, 49.37 and 62.00 and 59.07) respectively. In 2010-11, scenario changed significantly and the share of workers under others category became highest in regard to all the districts. The percentages of share of this social group were 87.42, 62.96, 64.47, 72.60 and 71.21 for Kishanganj, Rohtas, Samastipur, Banka and Gopalganj districts respectively. Except Banka and Kishanganj districts, other districts' share on this front was fairly low.

In regard to participation of women, out of total cumulative person days generated, Samastipur district was ahead during all the three years (34.00%,

**Table 2.2: Employment generated through NREGA and its Socio-Economic Characteristics**

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 generated (Till the reporting month)					Cumulative No. of HH completed 100 days (Till the reporting month)
	SCs	STs	Others	Total				SCs	STs	Others	Total	Women	
<b>2010-11</b>													
Kishenganj	13,817 (6.34)	8,120 (3.72)	195,913 (89.93)	217,850 (100.00)	12,402 (05.69)	12193 (98.31)	0388	33816 (9.10)	12946 (3.48)	324782 (87.42)	371544 (100.00)	115975 (31.21)	171
Rohtas	85016 (30.70)	3246 (1.17)	188680 (68.13)	276942 (100.00)	43535 (15.72)	40073 (92.05)	0598	318109 (34.14)	27050 (2.90)	586517 (62.96)	931676 (100.00)	140027 (15.03)	350
Samastipur	128298 (33.07)	1363 (0.35)	258322 (66.58)	387983 (100.00)	24779 (6.39)	21578 (87.08)	0	167598 (34.64)	4325 (0.89)	311956 (64.47)	483879 (100.00)	184494 (38.13)	137
Banka	38948 (18.05)	18053 (8.37)	158812 (73.58)	215813 (100.00)	26027 (12.06)	25911 (99.55)	622	138248 (17.06)	83782 (10.34)	588540 (72.60)	810570 (100.00)	275421 (33.98)	425
Gopalganj	64132 (22.41)	13649 (4.77)	208399 (72.82)	286180 (100.00)	45817 (16.01)	44957 (98.12)	254	318719 (24.21)	60304 (4.58)	937697 (71.21)	1316720 (100.00)	137688 (10.46)	401
<b>2009-10</b>													
<i>In Lakh</i>													
Kishenganj	26894 (12.28)	17824 (8.14)	174262 (79.58)	218980 (100.00)	61931 (28.28)	61931 (100.00)	4250	2.36917 (13.88)	1.45379 (8.52)	13.24047 (77.60)	17.06343 (100.00)	5.17969 (30.35)	1299
Rohtas	160014 (48.19)	6202 (1.87)	165846 (49.94)	332062 (100.00)	99782 (30.05)	99782 (100.00)	9073	9.98661 (49.37)	0.52776 (2.61)	9.71173 (48.02)	20.22610 (100.00)	3.00667 (14.86)	1092
Samastipur	273379 (52.85)	00 (00)	243932 (47.15)	517311 (100.00)	166272 (32.14)	166272 (100.00)	20016	18.955 (59.07)	00(0.0)	13.133 (40.93)	32.088 (100.00)	9.754 (30.40)	16304
Banka	75247 (26.03)	35918 (12.42)	177900 (61.55)	289065 (100.00)	115069 (39.81)	115069 (100.00)	8421	7.5986 (27.23)	3.46311 (12.41)	16.84162 (60.36)	27.90333 (100.00)	7.28321 (26.10)	9556
Gopalganj	102221 (30.94)	10526 (3.19)	217618 (65.87)	330365 (100.00)	46823 (14.17)	46823 (100.00)	46823	4.6864 (28.56)	.69993 (4.27)	11.0208 (67.17)	16.40713 (100.00)	0.38171 (2.33)	2807

2008-09													
Kishanganj	30986 (15.00)	19659 (9.53)	155812 (75.47)	206457 (100.00)	52052 (25.21)	52052 (100.00)	9288	1.39839 (13.96)	1.07418 (10.72)	7.54508 (75.32)	10.01765 (100.00)	2.71832 (27.13)	304
Rohtas	122038 (49.20)	5324 (2.15)	120687 (48.65)	248049 (100.00)	133214 (53.70)	133214 (100.00)	13560	11.01244 (60.00)	0.3512 (1.91)	6.9911 (38.09)	18.35474 (100.00)	6.117 (33.33)	465
Samastipur	249080 (62.69)	00(00)	148247 (37.31)	397327 (100.00)	251655 (63.34)	251655 (100.00)	25165 5	20.397 (62.00)	00(0.0)	12.501 (38.00)	32.898 (100.00)	11.185 (34.00)	00
Banka	51851 (27.22)	31640 (16.61)	107007 (56.17)	190498 (100.00)	68083 (35.74)	68083 (100.00)	8445	7.56106 (37.52)	4.30381 (21.36)	8.28542 (41.12)	20.15029 (100.00)	4.63457 (23.00)	759
Gopalganj	77259 (29.34)	5174 (1.96)	180857 (68.70)	263290 (100.00)	50920 (19.34)	50920 (100.00)	2307	4.566 (26.89)	0.998 (5.88)	11.415 (67.23)	16.979 (100.00)	3.739 (22.02)	356

*Note: The figures in parentheses are respective percentages of total*

30.40% and 64.47 %) for 2008-09, 2009-10 and 2010-11 respectively. Gopalganj district was at the bottom on this parameter (22.02%, 2.33% and 71.21) respectively. After 2008-09, declined participation of women could be seen in case of Rohtas district (33.33%, 14.86% and 15.03%). In Kishanganj, it was a bit lower than 1/3<sup>rd</sup> in all the three years (27.13%, 30.35% and 31.21%) respectively. Banka district understandably and effectively gained in this regard (23.00, 26.10 and 33.98) respectively (table No. 2.2). Since percentages of ST households issued job cards were low in all the districts surveyed, so their share out of cumulative person days generated and on other parameters were quite lower).

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

Functioning of NREGA can also be implicitly assessed on the parameter of works completed/progress under NREGA during the years 2008-09 to 2010-11. Less number of works completed/little number of works under progress in any district/region will be (in a way), type of throttling the pace and successful performance of NREGA on overall level.

It is to be noted here that out of the 715 and 501 works completed in the years 2009-10 and 2008-09 respectively in Kishanganj district (a phase - I district), larger number of works were completed under Rural Connectivity (586 - 81.96% and 340 --- 67.86%) respectively.

Flood control, Water Conservation and Water Harvesting works were also completed, but in lower number. Only 6 and 8 Micro irrigation projects, 9-9 Renovation of traditional water bodies and 16 and 02 land development works were completed in the district during 2009-10 and 2010-11 respectively. Under other activities also, a total of 28 works were completed (table No. 2.3). Number of ongoing works were quite higher in Kishanganj district in the year 2010-11 under Rural connectivity group 1566 (85.57%) out of a total of 1830).

Table 2.3: District wise works completed/progress under NREGA (number of projects)

District		Kishanganj			Rohtas			Samastipur			Banka			Gopalganj		
		2010-11	2009-10	2008-09	2010-11	2009-10	2008-09	2010-11	2009-10	2008-09	2010-11	2009-10	2008-09	2010-11	2009-10	2008-09
Rural Connectivity	comp.	0	586	340	02	545	253	0	896	1286	01	386	197	01	652	668
	Ongoing/Suspended	1,566	393	303	1494	347	147	2882	1276	575	949	405	231	2246	480	488
Flood Control	comp.	0	79	97	0	23	91	0	72	88	0	81	0	0	57	39
	Ongoing/Suspended	178	53	64	56	9	4	171	153	74	27	53	00	62	65	32
Water Conservation And Water Harvesting	comp.	0	18	15	0	229	441	0	18	162	0	297	248	0	89	56
	Ongoing/Suspended	22	9	16	625	95	167	86	47	208	841	268	218	527	69	47
Drought Proofing	comp.	0	0	3	0	211	195	0	182	199	0	114	0	0	1098	0
	Ongoing/Suspended	10	0	10	481	76	139	399	816	1743	353	588	12	993	00	00
Micro Irrigation	comp.	0	6	8	0	568	258	0	36	49	2	252	03	0	40	32
	Ongoing/Suspended	17	1	19	1784	173	131	272	17	34	743	302	21	521	40	24
Provision of Irrigation facility to Land development	comp.	0	0	0	0	5	00	00	6	0	0	102	14	0	2	4
	Ongoing/Suspended	1	0	0	15	0	0	0	8	0	89	144	85	0	0	1
Renovation of Traditional Water Bodies	comp.	0	9	9	0	667	684	0	104	107	0	324	241	0	80	25
	Ongoing/Suspended	11	4	6	515	248	515	112	268	116	205	184	182	243	42	23
Land development	comp.	0	16	2	0	52	91	0	133	30	0	48	0	0	56	16
	Ongoing/Suspended	25	0	10	176	9	27	452	260	21	10	16	0	309	38	8
Any Other Activity Approved by MRD	comp.	0	1	27	1	0	0	0	0	0	1	79	0	0	0	0
	Ongoing/Suspended	0	0	35	221	0	0	31	0	0	188	61	0	99	0	0
Rajiv Gandhi Seva Kendra	comp.	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
Total	comp.	0	715	501	03	2300	2013	0	1447	1921	04	1683	703	01	2074	840
	Ongoing/Suspended	1830	460	463	5367	957	1130	4405	2845	2771	3405	2021	749	5000	734	623

As regards another phase-I, district (i.e., Rohtas), the highest number of completed and ongoing/suspended works were under renovation of traditional water bodies followed by micro irrigation and water conservation and water harvesting groups of works. In the category of ongoing works, micro irrigation related works were prominently taken up in Rohtas district (1784 numbers) in the latest year 2010-11 followed by rural connectivity, 1494; water conservation and water harvesting (625), renovation of traditional water bodies (515) and drought proofing (481).

Rural connectivity, drought proofing and renovation of traditional water bodies had remained the works prominently completed during the years 2008-09, 2009-10 and continuing as ongoing works during 2010-11 in Samastipur district. Number for these works (activity wise) were 1286, 896, 575, 1276 and 2882 respectively for the years 2008-09 to 2010-11 both under completed and ongoing works under rural connectivity group. As part of ongoing works in the year 2010-11 the (table 2.3) manifests (i) land development (452), (ii) drought proofing (399), (iii) micro irrigation (272) and (iv) flood control (171) to be the main activities after rural connectivity.

As regards completed works in Banka district (a phase - II district), during the years 2009-10 and 2008-09, the table conveniently depicts: (i) rural connectivity (386, 197), (ii) renovation of traditional water bodies (324, 241), (iii) water conservation and water harvesting (297, 248) and (iv) micro irrigation (252, 03) as the main works completed. As far as ongoing works in the year 2010-11 are concerned, rural connectivity was ahead (949) followed by water conservation and water harvesting (WCWH- 841), micro irrigation (MI-743), drought proofing (DP-353) and renovation of traditional water bodies (RTWB - 205).

In Gopalganj district, i.e., a phase - II district, Drought Proofing (DP) 1098 and rural connectivity (RC-652 and 668) were the main works completed during the years 2009-10 and 2008-09 respectively. Under ongoing category of works also, in 2010-11, RC

remained much ahead (2246) followed by DP (993), WCWH (527), MI (521), land development (LD-309) and RTWB (243).

On overall level, in all the five districts (completed and ongoing works taken together), Rural Connectivity (RC) works were the most prominent ones. Renovation of traditional water bodies and drought proofing works were also taken up in significant number.

### **2.3.1 Total Amount Spent**

Progress of completed/ongoing works under NREGA can be assessed in terms of amount spent in different activities under NREGA. In the year 2008-09, the highest amount under RC was spent in Rohtas district (Rs. 1993.80 lakh) followed by Samastipur (Rs. 1401.22 lakh), Gopalganj, Kishanganj and Banka (Rs. 750.88 lakh, Rs. 378.18 lakh and Rs. 166.71 lakh) respectively (table No. 2.4). Quite higher amounts were spent on works under flood control (FC) in Kishanganj and Samastipur districts, WCWH in Rohtas and Banka districts, DP in Rohtas and Samastipur districts, MI in Rohtas, RTWB in Rohtas, Samastipur and Banka districts.

Having a glance on data of the five districts containing amount spent on different categories of works during the year: 2009-10, it is revealed that RC related works incurred highest investment in Kishanganj district (Rs. 1516.46 lakh). In Flood Control (FC) works also, this district was ahead (Rs. 234.94 lakh). Amount spent in Rohtas district was highest in regard to WCWH projects (Rs. 270.27 lakh). Drought proofing (DP) work was prominently done in Gopalganj district (Rs. 1165.10 lakh), MI (Rs. 456.42 lakh) in Rohtas district. RTWB works were also undertaken in the same district (Rs. 488.44 lakh) table No. 2.4.

**Table 2.4: District wise works completed/progress under NREGA (amount spent) (Rs.In lac.)**

District		Kishanganj	Rohtas	Samastipur	Banka	Gopalganj	Kishanganj	Rohtas	Samastipur	Banka	Gopalganj
2010-11						2009-10					
Rural Connectivity	comp.	0	1.6507	0	1.05198	0	1516.46	559.55	1421.98	0	614.22
	Ongoing/Suspended	374.6405	853.6291	565.859	291.2214	258.5096	925.26	470.77	1835.09	0	927.43
Flood Control	comp.	0	0	0	0	0	234.94	48.75	173.91	0	69.67
	Ongoing/Suspended	14.1227	28.7457	48.0289	5.1071	17.2188	110.92	13.87	160.33	0	33.39
Water Conservation And Water Harvesting	comp.	0	0	0	0	0	14.78	270.27	20.73	0	78.45
	Ongoing/Suspended	2.5107	259.8273	37.431	248.5341	547.6823	10.58	136.57	24.39	0	37.99
Drought Proofing	comp.	0	0	0	0	0	0	47.95	42.43	0	1165.10
	Ongoing/Suspended	3.1988	44.9534	26.1053	14.4253	61.3165	0	44.26	237.17	0	0
Micro Irrigation	comp.	0	0	0	0.5847	0	7.62	456.42	48.16	0	38.18
	Ongoing/Suspended	1.8436	451.7181	42.4422	236.308	379.7877	1.54	195.12	13.38	0	24.57
Provision of Irrigation facility to Land develop	comp.	0	0	0	0	0	0	2.53	6.57	0	1.93
	Ongoing/Suspended	0	2.0662	0	8.9531	0	2	0	8.05		
Renovation of Traditional Water Bodies	comp.	0	0	0	0	0	21.06	488.44	89.94	0	73.47
	Ongoing/Suspended	1.3384	124.9315	34.1127	90.5158	166.5816	8.15	204.17	273.15	0	20.92
Land development	comp.	0	0	0	0	0	25.76	49.89	75.98	0	54.21
	Ongoing/Suspended	8.7673	82.9192	89.0514	3.7349	105.6729	0	8.43	148.15	0	56.72
Any Other Activity Approved by MRD	comp.	0	0	0	0	0	0.5	0	0	0	0
	Ongoing/Suspended	0	126.6063	0	19.5919	36.4359	0	0	0	0	0
Rajiv Gandhi Seva Kendra	comp.	0	0	0	0	0	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0	0	0	0	0	0	0
Total	comp.	00	1.6507	00	1.63668	00	1821.12	1923.62	1879.70	0	2095.22
	Ongoing/Suspended	406.4220	1975.3968	843.0338	918.3916	1573.2053	1058.45	1073.19	2699.71	0	1101.02

**Table 2.4: District wise works completed/progress under NREGA (amount spent) (Contd)**

District		Kishanganj	Rohtas	Samastipur	Banka	Gopalganj
Rural Connectivity	comp.	378.18	1993.80	1401.22	166.71	750.88
	Ongoing/Suspended	575.17	95.55	618.71	659.10	488.10
Flood Control	comp.	89.04	83.80	84.83	0	94.46
	Ongoing/Suspended	155.10	3.61	149.07	0	73.57
Water Conservation And Water Harvesting	comp.	24.60	379.93	190.98	327.23	62.94
	Ongoing/Suspended	43.68	108.55	148.25	574.75	54.73
Drought Proofing	comp.	0	155.16	103.13	0	0
	Ongoing/Suspended	23.53	90.35	444.09	167.79	0
Micro Irrigation	comp.	14.36	186.80	77.52	26.20	89.48
	Ongoing/Suspended	35.02	85.43	28.65	66.22	66.19
Provision of Irrigation facility to Land development	comp.	0	0	0	0	5.29
	Ongoing/Suspended	0	0	0	260.32	18.84
Renovation of Traditional Water Bodies	comp.	10.00	578.68	133.54	174.55	62.84
	Ongoing/Suspended	5.47	334.75	105.92	517.23	73.29
Land development	comp.	2.23	93.39	16.01	0	15.45
	Ongoing/Suspended	17.51	17.55	1.80	0	6.15
Any Other Activity Approved by MRD	comp.	34.72	0	0	0	0
	Ongoing/Suspended	72.36	0	0	0	0
Rajiv Gandhi Seva Kendra	comp.	0	0	0	0	0
	Ongoing/Suspended	0	0	0	0	0
Total	comp.	553.13	3471.56	2007.23	694.69	1081.34
	Ongoing/Suspended	927.84	735.79	1496.49	2245.41	780.87

As far as the status of financial investments on district wise works completed or ongoing during the year 2010-11 is concerned, the table denotes completed works only in regard to RC and Micro Irrigation (MI) in Rohtas and Banka districts (Rs. 1.6507 lakh, Rs. 1.5198 lakh and Rs. 0.5847 lakh) respectively. In all other districts, works under different categories were ongoing. Rural connectivity, MI and RTWB were the main heads under which larger expenditures were made.

Maximum amount was employed in RC works in Rohtas district (Rs. 853.6291 lakhs). Samastipur district was ahead in flood control (FC works Rs. 48.0289 lakh). Gopalganj district led in regard to WCWH works (Rs. 547.6823 lakh). Again Gopalganj district emulated with ongoing works under drought proofing (DP category Rs. 61.3165 lakh) than that of Rohtas district (Rs. 44.9534 lakh). Rohtas district made strong presence in MI works (Rs. 451.7181) lakh followed by Gopalganj (Rs. 379.7877 lakh). Meagre amounts were spent on Provision of Irrigation Facility to Land Development (PIFLD) and that too in Banka and Rohtas districts only (Rs. 8.9531 lakh and Rs. 2.0662 lakh) respectively. Performance of Gopalganj district was highly encouraging in regard to RTWB and LD works (Rs. 166.5816 lakh and Rs. 105.6729 lakh) respectively. Under the type of any other activity approved by the MRD-- maximum amount was spent in Rohtas district (Rs. 126.6063 lakh) followed by Gopalganj and Banka districts table No. 2.4.

On the basis of above analytical discussion, it can be encapsulated that on the parameters of **projects completed** and **total amounts spent** on different categories of works under NREGA during the years 2008-09 to 2010-11, the performance of all the five districts were more or less satisfactory and emboldening for the job-seeker poor persons of rural areas.

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

In this section, performance of NREGA has been candidly examined taking into consideration the following aspects/parameters related to its implementation:

- i. Social auditing and inspection of NREGA works,
- ii. NREGA payment through banks/post offices,
- iii. Unemployment allowance paid in lieu of not providing employment (2010-11),  
and;
- iv. Work projection under NREGA for 2010 -11.

#### **2.4.1 Social Auditing and Inspection of NREGA Works**

Social auditing and inspection of NREGA related works have been examined and predicated in the light of the following parameters:

(i) Muster Roll verified, (ii) Social Audit, (iii) Inspections conducted, (iv) Gram Sabha held, (v) Complaints received, and; (vi) Complaints disposed.

In the year 2008-09, maximum numbers of muster rolls used and verified were found in Rohtas district (67,755 and 61,788) respectively. During the year 2009-10, performances of Banka district and in 2010-11, Kishanganj district were most encouraging on these parameters (85174, 77909, 59674 and 57944) respectively table No. 2.5. However, in terms of percentage of verification of muster rolls verified, Gopalganj district was at the top during the years 2008-09 (100%), 2009-10 (97.97%). In the year 2010-11, Gopalganj district stood at second position (96.11%) preceded by Rohtas district (97.40%). It is because of the fact that number of muster rolls used in this district was the lowest among the five surveyed districts.

**Table 2.5: Social auditing and inspection of NREGA work**

Name Of The District	Must Roll Verified		Social Audit		Inspections Conducted			Gram Sabha Held			Complaints	
	NO of Muster Rolls Used	Verified	Total Gram Panchayats	No of GP where social Audit held	Total Works Taken up	NO. of Works Inspected at District Level	NO. of Works Inspected at Block Level	Total Gram Panchayats	No. of Gram Sabhas held	No. of VMC meetings held	No. of Complaints Received	No of Complaints Disposed
<b>2010-11</b>												
Kishanganj	59674	57944	126	928	1487	0	1487	126	829	709	10	10
Rohtas	40507	39453	246	246	2580	173	1109	246	444	467	33	0
Samastipur	26644	19921	381	256	4153	133	1324	381	175	276	27	30
Banka	0	0	0	0	0	0	0	0	0	0	0	0
Goplaganj	17321	16647	234	234	1714	0	1263	234	806	734	18	25
<b>2009-10</b>												
Kishanganj	91313	56931	487	487	720	0	559	0	632	539	21	21
Rohtas	67825	65365	246	246	3257	232	22	246	1376	935	113	112 (99.12%)
Samastipur	30168	17846	381	381	4335	139	1785	381	354	600	80	69
Banka	85174	77909	185	185	3704	770	3251	185	1162	1384	171	146
Goplaganj	16127	15799	234	234	2148	43	1827	234	1426	1508	96	96
<b>2008-09</b>												
Kishanganj	57851	39395	126	126	926	187	723	126	965	541	16	15 (93.75%)
Rohtas	67755	61788	246	215	3143	69	2010	246	1635	1209	143	125 (87.41%)
Samastipur	13218	6873	381	381	4692	236	3378	381	1524	1524	384	267 (69.53%)
Banka	34387	26963	185	146	1452	437	1375	185	1151	734	321	245 (76.32%)
Goplaganj	2792	2792	234	234	1463	40	1712	234	1930	2731	106	96

A careful glance at the table leads us to ascertain the noticeable fact that except in Banka and Samastipur districts during the year 2008-09 and again the two noted districts in 2010-11, social audits were held in all Gram Panchayats of the surveyed districts.

While maximum number of total works taken up were seen in Samastipur district during the three years of 2008-09 to 2010-11 (4692, 4335 and 4153), works prominently inspected at district level could be seen in Banka district in the years 2008-09 and 2009-10 and in Rohtas district, in 2010-11 (437,770 and 173) respectively (table No. 2.5). In regard to number of works inspected at block level, Samastipur, Banka and Samastipur districts were ahead during 2008-09, 2009-10 and 2010-11 respectively. On the

parameter of Gram Sabhas held, Gopalganj district was ahead in the years 2008-09 and 2009-2010 and Kishanganj did better in 2010-11 (1930, 1426 and 829) respectively. In regard to number of VMC meeting held also, performance of Gopalganj district was exciting in all the three years. As far disposal of complaints is concerned, performance of Rohtas district was very poor in the year 2010-11. Performances of Kishanganj and Rohtas districts were appreciable in the year: 2008-09. In the year 2009-10, Kishanganj, Gopalganj (100 % each) and Rohtas district (99.12%) did quite well table 2.5. Concludingly, all the five districts surveyed showed exemplary performance in regard to most of the parameters of social auditing and inspection of NREGA works.

#### **2.4.2 NREGA Payment Processed through Banks/Post Offices**

Under this section, NREGA payment has been critically examined through the following contrived parameters: (i) number of bank accounts opened, (ii) Amount of wages disbursed through bank accounts, (iii) No. of Post Office Accounts opened, (iv) Amount of wages disbursed through Post Office Accounts, (v) Total Accounts, and; (vi) Total Amount disbursed.

In all the three years (i.e., 2008-09, 2009-10 and 2010-11), number of individual and joint bank accounts opened (except Banka district in case of joint account in the year 2008-09), were highest in Gopalganj district 83190, 130645, 138382 and 1480, 4077 and 4265 respectively. Proportionate to the number of bank accounts amount of wages disbursed through these accounts were also largest in Gopalganj district (during the above noted three years (Rs. 1007.11 lakh, Rs. 1414.82745 lakh and Rs. 1751.44296 lakh) respectively. In the year 2010-11, Kishanganj district topped in opening post office accounts (individual 147257). During the years 2008-09 and 2009-10, Samastipur district was much ahead in opening individual post office accounts (166993 and 283806) respectively. In case of joint P O accounts, except Banka district in 2008-09 (6827), again Samastipur district was much ahead (9118 and 11660) respectively in the remaining two years than other surveyed districts. As far as total amount disbursed is concerned, Gopalganj

district (in the year 2008-09) was at the top (Rs. 1060.775 lakh). During 2009-10 and 2010-11, Samastipur district took the lead (Rs. 2648.7671901 lakh and Rs. 2774 lakh) respectively table 2.6.

**Table 2.6: The NREGA payment processed through banks/post offices**

Name Of The District	NO. of Bank Account 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		Individual	Joint		Individual	Joint	Total	
<b>2010-11</b>										
Kishanganj	76630	0	171.00497	147257	0	123.102441	223887	0	223887	140.202938
Rohtas	67057	1317	123.94	2042	1157	1472.5	69099	2474	71573	1596
Samastipur	66012	737	48.174	312	11660	2726.222	66324	12397	78721	2774
Banka	0	0	0	0	0	0	0	0	0	0
Gopalganj	138382	4265	1751.44296	39281	593	279.19324	177363	4858	182521	2030
<b>2009-10</b>										
Kishanganj	48966	0	261.4316	108282	0	1442.60826	157248	0	157248	1704.03986
Rohtas	30726	1133	153.97	145419	942	1705.18	176145	2075	178220	1859.15
Samastipur	59402	737	326.1896311	283806	9118	2322.577559	343208	9855	353063	2648.7671901
Banka	40699	2,773	365.1757205	169844	7335	2131.859151	210543	10108	220651	2497.0348715
Gopalganj	130645	4077	1414.82745	34046	622	266.583	164691	4699	169390	1681.41045
<b>2008-09</b>										
Kishanganj	35467	0	98.076	33427	0	407.777	68894	0	68894	505.853
Rohtas	13838	61	69.42	71259	282	404.91	85097	343	85440	474.33
Samastipur	39555	0	0	166993	0	502.599	206548	0	206548	502.599
Banka	28642	1480	348.80	70015	6827	574.224	98657	8307	106964	923.024
Gopalganj	83190	0	1007.11	11211	0	53.665	94401	0	94401	1060.775

Finally, the analysis of data elicits highest number of banks and post office accounts to have been opened in Gopalganj and Samastipur districts. And, accordingly, maximum total amounts of wages were disbursed by these two districts itself.

### 2.4.3 Unemployment Allowance Paid

There was virtually no case of unemployment allowance paid in any of the five surveyed districts during the year 2010-11. However, as the table 2.7 reveals highest amount of unemployment allowance due was in case of Kishanganj district (Rs. 5715) followed by Gopalganj (Rs. 3158), Rohtas (Rs. 2574), Banka (Rs. 1735) and Samastipur (Rs. 707). It is to be noted here that on the state level of Bihar also, there was no

evidence of unemployment allowance paid (as per data released on [http://nrega.nic.in/net,nrega/popup\\_sch.aspx](http://nrega.nic.in/net,nrega/popup_sch.aspx), 1/10/2011).

**Table 2.7: Unemployment allowance paid in lieu of not providing employment (2010-11)**

District	Un Employment Allowance Due	Unemployment Allowance Paid	
	No. of Days	No. of Days	Amount
Kishanganj	5715	0	0
Rohtas	2574	0	0
Samastipur	707	0	0
Banka	1735	0	0
Gopalganj	3158	0	0

#### **2.4.4 Work Projection under NREGA (2010-11)**

The projection under NREGA for the year 2010-11, has been examined in the light of the cogent evidence related to the following parameters/aspects: (i) Total number of spill over works from previous year, (ii) Total number of new works taken up in the current year, (iii) Number of works likely to spill over from current financial year to next financial, (iv) Number of new works proposed for next financial year, (v) benefit achieved unit, (vi) Person days to be generated, (vii) Estimated cost on skilled wage, and; (viii) Estimated cost on material including skilled and semi-skilled wages.

##### **Kishanganj District**

Except only one (01) number of Micro Irrigation (MI) work likely to spill over from current financial year to next financial, no other work projection was seen in Kishanganj district under any other shelves of work in the year 2010-11 table 2.8(a).

**Table 2.8 (a): Work projection under NREGA for 2010-11 (Kishanganj District)**

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	Benefit Achieved Unit	Persondays To be Generated	Estimated Cost (In Lakhs)		
							On Unskilled Wage	On Material including skilled and semiskilled wages	Total
Rural Connectivity	0	0	0	0.0000	0	0	0	0	0
Flood Control	0	0	0	0.0000	0	0	0	0	0
Water Conservation And Water Harvesting	0	0	0	0.0000	0	0	0	0	0
Drought Proofing	0	0	0	0.0000	0	0	0	0	0
Micro Irrigation	0	0	1	0.0000	0	0	0	0	0
Provision of Irrigation facility to Land development	0	0	0	0.0000	0	0	0	0	0
Renovation of Traditional Water Bodies	0	0	0	0.0000	0	0	0	0	0
Land development	0	0	0	0.0000	0	0	0	0	0
Any Other Activity Approved by MRD	0	0	0	0.0000	0	0	0	0	0
Rajiv Gandhi Seva Kendra	0	0	0	0.0000	0	0	0	0	0
Total	0	0	1	0.0000	0	0	0	0	0

**Table 2.8 (b): Work projection under NREGA for 2010-11 (Rohtas District)**

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	Benefit Achieved Unit	Person days To be Generated	Estimated Cost (In Lakhs)		
							On Unskilled Wage	On Material including skilled and semiskilled wages	Total
Rural Connectivity	143	289	150	1707	7088.7600	700725	1249.67	937.56	2187.23
Flood Control	6	21	7	85	4132.1760	33072	34.42	25.58	60.00
Water Conservation And Water Herversting	145	199	74	771	1407299.3425	320015	512.25	386.59	898.84
Drought Proofing	46	111	51	580	49467.1620	192964	263.99	191.42	455.41
Micro Irrigation	134	163	71	817	82638.4140	198688	577.61	443.16	1020.77
Provision of Irrigation facility to Land development	1	8	4	347	102280.2520	127619	193.73	146.12	339.85
Renovation of Traditional Water Bodies	200	518	124	711	18046410.1050	342184	2163.83	342.57	2506.40
Land development	9	54	5	276	246.9730	99464	146.1	108.19	254.29
Any Other Activity Approved by MRD	0	0	0	0	0.0	0	0	0	0
Bharat Rajiv Gandhi Seva Kendra	0	0	0	0	0.0	00	0	0	0
Total	684	1363	486	5294	19699563.1845	2014731	5141.6	2581.19	7722.79

### Rohtas District

A glance on the table corroborates Renovation of Traditional Water Bodies (RTWBs) and rural connectivity to be the main activities in Rohtas district. Total number of spill over works from previous year, total number of new works taken up in current year and number of works likely to spill over from current financial year to next financial in Rohtas district, were noted at 200, 518 and 150 respectively table 2.8 (b). Out of the total new works proposed for next financial year, 5294 means for the year 2011-12, rural connectivity was predominant --1707. Benefit achieved unit was maximum in case of RTWBs, whereas Rural Connectivity (RC) was at top in regard to person days to be generated 700725. As highest number of spill over and new works taken up was for

RTWBs, so estimated cost (including on skilled wage, material and semi-skilled wages) was also highest in case of same group of works Rs. 2506.4 lakh, table 2.8 (b).

On overall level, it can be concluded that RTWBs and RC were the main works spill over from, projected and likely to spill over for the next financial year.

### **Samastipur District**

Data in table 2.8 (c) are sufficient to elucidate that except drought proofing (DP) in regard to total number of new works taken up in current year 1588 in Samastipur district, RC was the main work as far as spill over, likely to spill over and new works proposed for next financial year are concerned (3855, 4267 and 7462) respectively. Though on the parameter of benefit achieved unit, works under Water Conservation and Water Harvesting (WCWH) category were best performers (44, 04,145.0000). However, the highest number of RC related works was instrumental in maximum person days to be generated. Imbedding relationship between number of spill over, new works and new works proposed with estimated cost, highest total cost was seen in case of RC itself (Rs. 1665478.98 lakh).

**Table 2.8 (c): Work projection under NREGA for 2010-11 Samastipur District**

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	Benefit Achieved Unit	Person days To be Generated	Estimated Cost (In Lakhs)		
							On Unskilled Wage	On Material including skilled and semiskilled wages	Total
Rural	3855	1559	4267	7462	12227.00	5933216	1136455.8	529023.14	1665478.9
Flood Control	674	115	1122	1224	5937.06	80338	31091.76	554.22	31645.98
Water Conservation And Water Harvesting	61	144	124	1732	4404145.00	1315978	75586.75	6611.36	82198.11
Drought Proofing	217	1588	2765	2598	9081.20	1142731	33481.94	71267.62	104749.56
Micro Irrigation	11	80	65	520	12406.00	551513	578.17	320.85	899.02
Provision of Irrigation facility to Land development	50	50	38	1167	3394.20	911189	613.44	373.45	986.89
Renovation of Traditional Water Bodies	496	65	908	1674	1176093.00	1090571	1149.42	624.34	1773.76
Land development	510	262	695	5015	13928.70	1656239	1751.44	993.30	2744.74
Any Other Activity Approved by MRD	0	0	0	0	0	0	0	0	0
Rajiv Gandhi Seva Kendra	0	0	0	0	0	0	0	0	0
Total	5874	3863	9984	21392	5637212.16	13404775	1280708.76	609768.28	1890477.04

### Banka District

Data in table 2.8 (d) clearly reveals varying pictures in Banka district with regard to: (i) Total number of spill over works from previous year, (ii) New works taken up in current year, (iii) Works likely to spill over from current financial year to next financial, and; (iv) New works proposed for next financial year. WCWH, RC, DP and Land Development (LD) group of works were prominently taken up and proposed in Banka district during the year 2010-11 (134, 229, 146 and 1971) respectively. In regard to benefit achieved unit and person days to be generated (LD) and (RC) group of works generated best outcomes (1822.0000 and 1067417) respectively.

**Table 2.8 (d): Work projection under NREGA for 2010-11 (Banka District)**

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	Benefit Achieved Unit	Person days to be Generated	Estimated Cost (In Lakhs)		
							On Unskilled Wage	On Material including skilled and semiskilled wages	Total
Rural Connectivity	64	229	90	261	99.0000	1067417	1109.86	729.79	1839.65
Flood Control	19	34	113	196	16.5000	615405	640.02	427.27	1067.29
Water Conservation And Water Harvesting	134	190	58	291	21.4500	906540	952.92	626.60	1579.52
Drought Proofing	38	216	146	988	1650.0000	483389	502.73	334.76	837.49
Micro Irrigation	106	134	46	247	20.8100	676712	703.79	476.20	1179.99
Provision of Irrigation facility to Land development	42	178	65	517	330.0000	155164	152.38	103.37	255.75
Renovation of Traditional Water Bodies	79	129	68	228	21.4500	624661	649.65	436.45	1086.10
Land development	02	118	79	1971	1822.0000	171510	183.24	120.20	303.44
Any Other Activity Approved by MRD	01	05	00	38	33.0000	13550	3214.30	2151.30	5365.60
Rajiv Gandhi Seva Kendra	0	0	0	0	0	0	0	0	0
Total	485	1233	665	4737	4014.21	4714348	8108.89	5405.94	13514.83

Contrary to the earlier data and facts, estimated costs on skilled wage and material including skilled and semi skilled wages--- could be seen maximum in case of any other activity approved by MoRD (Rs. 3214.30 lakh and Rs. 2151.30 lakh) respectively. So, total estimated cost was also highest in any other activity group of works (Rs. 5365.60 lakh) table 2.8 (d). It can, thus, be done out that in Banka district WCWH, RC, DP and LD group of works were prominently taken up. Works under any other activity were also to be concentrated upon largely.

### Gopalganj District

On having a glance on table 2.8 (e), it can be corroborated that in Gopalganj district, Rural Connectivity (RC) works were most prominent on almost all parameters, except benefit achieved unit (which showed best result in case of WCWH works).

**Table 2.8 (e): Work projection under NREGA for 2010-11 (Gopalganj District)**

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	Benefit Achieved Unit	Person days To be Generated	Estimated Cost (In Lakhs)		
							On Unskilled Wage	On Material including skilled and semiskilled wages	Total
Rural Connectivity	363	1757	742	2129	1791.9680	5607758	5857.07	3873.13	9730.20
Flood Control	46	334	190	671	253.1120	1314395	1372.74	588.35	1961.09
Water Conservation And Water Harvesting	51	1281	200	717	16130419.4400	2026752	2107.72	1125.66	3233.38
Drought Proofing	57	118	141	543	91.6400	674888	701.80	377.07	1078.87
Micro Irrigation	86	438	222	671	145.0000	1543032	1604.74	687.88	2292.62
Provision of Irrigation facility to Land development	2	0	0	1152	181.6560	583277	606.38	323.63	930.01
Renovation of Traditional Water Bodies	46	1223	192	851	2128405.1200	1775264	1846.25	994.12	2840.37
Land development	102	443	249	761	169.1280	1579920	1643.26	704.35	2347.61
Any Other Activity Approved by MRD	0	0	0	0	0	0	0	0	0
Bharat Nirman Rajiv Gandhi Seva Kendra	0	0	0	2	0	4032	4.60	15.40	20.00
Total	753	5594	1936	7497	18261457.064	15109318	15744.56	8689.59	24434.15

With regard to: (i) total number of spill over works from previous year, (ii) New works taken up in current year, (iii) works likely to spill over from current financial to next financial, (iv) New works proposed for next financial year, (v) person days to be generated, and; (vi) estimated cost (total) these were: 363, 1757, 742, 2129, 5607758 person days and Rs. 9730.20 lakh respectively. WCWH, RTWBs, LD and MI works were also taken up in good numbers. A prudent observation in regard to performance based on work projection under NREGA in Gopalganj district can be that RC related works were the most prominent one during the year 2010-11.

## 2.5 Summary of the Chapter

Having examined data in the table containing various performance indicators in Bihar, it is clear that among phase - I districts, Muzaffarpur district was ahead in regard to issue of job cards during the years 2009-10 and 2010-11. Jehanabad and Sheohar districts were at the lowest stairs during the years respectively on this front. Among phase - II districts, performance of East Champaran district was the best whereas Sheikhpura district did show the lowest number during the years 2009-10 and 2010-11. In the year 2008-09, West Champaran was at top and Sheikhpura was again at the lowest stair. Among phase - I districts, in the year 2008-09, Nalanda remained at top and Lakhisarai remained at the lowest stair in the ladder.

Overall glance on the tables containing data related to performance of NREGA in Bihar leads us to illuminate that Gaya and Begusarai districts were at top in regard to parameter of works in progress in the initial year 2008-09 under phase - I and phase - II districts respectively. In the years 2009-10 and 2010-11, Nalanda district under phase - I and East Champaran in phase - II were ahead, whereas Arwal and Banka were at bottom in this regard.

A glance on data related to Employment Generated through NREGA and its Socio-Economic Characteristics reveals interesting fact and corresponds to the observation that the response of the job card holders in the surveyed districts declined significantly than at the time of launching of the scheme in the concerned districts. In case of Phase-I districts, except Kishanganj, (the percentage of cumulative number of households (Hhs), who demanded employment during 2008-09 declined.

Similar trend of demanding jobs by households in Phase - II districts of Banka and Gopalganj could be seen. The data are indicative of the fact that there has been a revealed decline in NREGA being treated as cynosure for providing most needed employment opportunities for the job card holders in the earlier years of its launching.

As far social group wise cumulative number and percentages of households issued job cards in the surveyed districts during the years 2008-09 and 2009-10 are concerned, except Rohtas and Samastipur (i.e., phase - I districts) persons under others category dominated.

By the year 2010-11, scenario completely changed. In all the five districts of phase - I and II, percentages of households issued job cards became higher in case of others group followed by SCs and very meagre being the number and percentage of Scheduled Tribes (STs). As very low percentage of households demanded employment, so cent per cent of them were provided work till the year 2009-10.

Having analyzed in percentage term, out of the total cumulative person days generated in lakhs (till the reporting month as per data up to 8<sup>th</sup> January, 2011), SC job card holders had highest share in Rohtas and Samastipur districts during the years 2008-09 and 2009-10 (60.00, 49.37 and 62.00 and 59.07) respectively. In 2010-11, scenario changed significantly and the share of workers under others category became highest in regard to all the districts.

In regard to participation of women, out of total cumulative person days generated, Samastipur district was ahead during all the three years (34.00%, 30.40% and 64.47 %) for 2008-09, 2009-10 and 2010-11 respectively. Gopalganj district was at the bottom on this parameter (22.02%, 2.33% and 71.21) respectively.

Since percentages of ST households issued job cards were low in all the districts surveyed, so their share out of cumulative person days generated and on other parameters were quite lower).

It is to be noted here that out of the 715 and 501 works completed in the years 2009-10 and 2008-09 respectively in Kishanganj district (a phase - I district), larger number of works were completed under Rural Connectivity (586 - 81.96% and 340 --- 67.86%) respectively.

Flood control, Water Conservation and Water Harvesting works were also completed, but in lower number.

Number of ongoing works were quite higher in Kishanganj district in the year 2010-11 under Rural connectivity group 1566 (85.57%) out of a total of 1830).

As regards another phase-I, district (i.e., Rohtas), the highest number of completed and ongoing/suspended works were under renovation of traditional water bodies followed by micro irrigation and water conservation and water harvesting groups of works.

Rural connectivity, drought proofing and renovation of traditional water bodies had remained the works prominently completed during the years 2008-09, 2009-10 and continuing as ongoing works during 2010-11 in Samastipur district.

As regards completed works in Banka district (a phase - II district), during the years 2009-10 and 2008-09, the table conveniently depicts: (i) rural connectivity 386, 197), (ii) renovation of traditional water bodies (324, 241)), (iii) water conservation and water harvesting (297, 248) and (iv) micro irrigation (252, 03) as the main works completed.

In Gopalganj district, i.e., a phase - II district, Drought Proofing (DP) 1098 and rural connectivity (RC-652 and 668) were the main works completed during the years 2009-10 and 2008-09 respectively. Under ongoing category of works also, in 2010-11, RC remained much ahead (2246) followed by DP (993), WCWH (527), MI (521), land development (LD-309) and RTWB (243).

On overall level, in all the five districts (completed and ongoing works taken together), Rural Connectivity (RC) works were the most prominent ones. Renovation of traditional water bodies and drought proofing works were also taken up in significant number.

In the year 2008-09, the highest amount under RC was spent in Rohtas district (Rs. 1993.80 lakh) followed by Samastipur (Rs. 1401.22 lakh), Gopalganj, Kishanganj and Banka (Rs. 750.88 lakh, Rs. 378.18 lakh and Rs. 166.71 lakh) respectively

Having a glance on data of the five districts containing amount spent on different categories of works during the year: 2009-10, it is revealed that RC related works incurred highest investment in Kishanganj district (Rs. 1516.46 lakh).

As far as the status of financial investments on district wise works completed or ongoing during the year 2010-11 is concerned the table denotes completed works only in regard to RC and Micro Irrigation (MI) in Rohtas and Banka districts (Rs. 1.6507 lakh, Rs. 1.5198 lakh and Rs. 0.5847 lakh) respectively. In all other districts, works under different categories were ongoing. Rural connectivity, MI and RTWB were the main heads under which larger expenditures were made.

On the basis of above analytical discussion, it can be encapsulated that on the parameters of **projects completed** and **total amounts spent** on different categories of works under NREGA during the years 2008-09 to 2010-11, the performance of all the five districts were more or less satisfactory and emboldening for the job-seeker poor persons of rural areas.

Social auditing and inspection of NREGA related works have been examined and predicated in the light of the following parameters:

(ii) Muster Roll verified, (ii) Social Audit, (iii) Inspections conducted, (iv) Gram Sabha held, (v) Complaints received, and; (vi) Complaints disposed.

In the year 2008-09, maximum numbers of muster rolls used and verified were found in Rohtas district (67,755 and 61,788) respectively. During the year 2009-10, performances of Banka district and in 2010-11, Kishanganj district were most encouraging on these parameters (85174, 77909, 59674 and 57944) respectively.

A careful glance at the table leads us to ascertain the noticeable fact that except in Banka and Samastipur districts during the year 2008-09 and again the two noted districts in 2010-11, social audits were held in all Gram Panchayats of the surveyed districts.

On the parameter of Gram Sabhas held, Gopalganj district was ahead in the years 2008-09 and 2009-2010 and Kishanganj did better in 2010-11 (1930, 1426 and 829) respectively. In regard to number of VMC meeting held also, performance of Gopalganj district was exciting in all the three years. As far disposal of complaints is concerned, performance of Rohtas district was very poor in the year 2010-11. Performances of Kishanganj and Rohtas districts were appreciable in the year: 2008-09. In the year 2009-10, Kishanganj, Gopalganj (100 % each) and Rohtas district (99.12%) did quite well. Concludingly, all the five districts surveyed showed exemplary performance in regard to most of the parameters of social auditing and inspection of NREGA works.

In all the three years (i.e., 2008-09, 2009-10 and 2010-11), number of individual and joint bank accounts opened (except Banka district in case of joint account in the year 2008-09), were highest in Gopalganj district 83190, 130645, 138382 and 1480, 4077 and 4265 respectively.

In the year 2010-11, Kishanganj district topped in opening post office accounts (individual 147257). During the years 2008-09 and 2009-10, Samastipur district was much ahead in opening individual post office accounts (166993 and 283806) respectively. In case of joint Post Office accounts, except Banka district in 2008-09 (6827), again Samastipur district was much ahead (9118 and 11660) respectively in the remaining two years than other surveyed districts.

Finally, the analysis of data elicits highest number of banks and post office accounts to have been opened in Gopalganj and Samastipur districts.

There was virtually no case of unemployment allowance paid in any of the five surveyed districts during the year 2010-11.

Except only one (01) number of Micro Irrigation (MI) work likely to spill over from current financial year to next financial, no other work projection was seen in Kishanganj district under any other shelves of work in the year 2010-11.

A glance on the table corroborates Renovation of Traditional Water Bodies (RTWBs) and rural connectivity to be the main activities in Rohtas district. Total number of spill over works from previous year, total number of new works taken up in current year and number of works likely to spill over from current financial year to next financial in Rohtas district, were noted at 200, 518 and 150 respectively.

Data are sufficient to elucidate that except drought proofing (DP) in regard to total number of new works taken up in current year 1588 in Samastipur district, RC was the main work as far as spill over, likely to spill over and new works proposed for next financial year are concerned (3855, 4267 and 7462) respectively.

Imbedding relationship between number of spill over, new works and new works proposed with estimated cost, highest total cost was seen in case of RC itself (Rs. 1665478.98 lakh).

WCWH, RC, DP and Land Development (LD) group of works were prominently taken up and proposed in Banka district during the year 2010-11 (134, 229, 146 and 1971) respectively.

It can, thus, be done out that in Banka district WCWH, RC, DP and LD group of works were prominently taken up. Works under any other activity were also to be concentrated upon largely.

In Gopalganj district, Rural Connectivity (RC) works were most prominent on almost all parameters, except benefit achieved unit (which showed best result in case of WCWH works).

WCWH, RTWBs, LD and MI works were also taken up in good numbers. A prudent observation in regard to performance based on work projection under NREGA in Gopalganj district can be that RC related works were the most prominent one during the year 2010-11.

### HOUSEHOLD CHARACTERISTICS AND THEIR INCOME AND CONSUMPTION PATTERN

This chapter includes the analytical discussion on the following aspects related to household characteristics: (i) Household profile of the respondents, (ii) Main occupation, (iii) Household net income, (iv) Household consumption, (v) Variability of income and consumption, (vi) Determinants of participation in NREGA--- Functional Analysis (Household income, household size, other determinants including some of the qualitative factors), and; (vii) Summary of the Chapter.

#### 3.1 Household Profile of the Respondents

Table containing data related to demographic profile of the respondents endorses that out of the total number of 200 households under beneficiary category and 50 households under non-beneficiary category, average household sizes were estimated at 6.38 and 6 respectively. Under both the categories of respondents male dominated (52.58% and 66.00%) respectively and the aggregate being 55.20 per cent. Female on aggregate level were found comprising 44.80 per cent. Presence of female under beneficiary group (47.42%) was higher than that of non-beneficiaries (34.00%). 18-60 age groups respondents were largely available for NREGA works and non-NREGA works on aggregate and in beneficiary and non-beneficiaries groups (88.00 %, 91.00% and 76.00%) respectively table 3.1. While there was not a single respondent of ST category in any of the five districts, OBC households dominated on aggregate and group levels (49.20%, 52.00% and 38.00 %) respectively. BPL respondent households belonging to below poverty line group (BPL) and households undertaking farming as main occupation comprised the majority in the surveyed districts. No doubt, wage earners were also largely present among the surveyed households on aggregate level under beneficiaries and non-beneficiary categories (40.00%, 43.50% and 26.00%) respectively. Rationally, it can be concluded that on aggregate level, highest percentage of respondents (both beneficiary and non-beneficiaries) was found to be educated up to primary level

(42.40%), followed by illiterate (28.00%) and up to secondary level (25.20%). Only 4.40 per cent of the respondents possessed educational status up to graduation. It comprised 18.00 per cent for the non-beneficiaries and only 1.00 per cent for the beneficiaries table No. 3.1.

**Table 3.1: Demographic profile of the respondents (% of households)**

Characteristics		Beneficiaries	Non beneficiaries	Aggregate
No of HH		200	50	250
Household size (numbers)		6.38	6.00	6.30
Average numbers of earners		2.25	2.32	2.26
Gender	Male	52.58	66.00	55.20
	Female	47.42	34.00	44.80
Age group	18-60 yrs.	91.00	76.00	88.00
	>60 yrs.	09.00	24.00	12.00
Identity of respondent	Head	72.00	74.00	72.40
	Others	28.00	26.00	27.60
Education status	Illiterate	31.50	14.00	28.00
	Up to primary	44.50	34.00	42.40
	Up to secondary	23.00	34.00	25.20
	Up to graduate	01.00	18.00	04.40
	Above graduate	NA	NA	NA
Caste	SC	38.00	28.00	36.00
	ST	NA	NA	NA
	OBC	52.00	38.00	49.20
	General	10.00	34.00	14.80
Card holding	AAY	19.50	02.00	16.00
	BPL	52.50	20.00	46.00
	APL	08.50	30.00	12.80
	None	19.50	48.00	25.20
Decision maker	Male	70.00	62.00	68.40
	Female	30.00	38.00	31.60
Main occupation	Farming	56.50	52.00	55.60
	Self business	NA	20.00	04.00
	Salaried/pensioners	NA	02.00	00.40
	Wage earners	43.50	26.00	40.00
Involved in migration during year 2009		15.00	09.00	13.80

Concludingly, household characteristics of the respondents reveal male dominated, having larger shares of (a) male decision maker (68.40%), (b) educational status up to primary level (42.40%), (c) pre-dominance of OBC (49.20%), (d) greater share of BPL respondents (46.00%), and; (e) undertaking farming as the main occupation (55.60%).

### 3.2 Main Occupation

Data in table 3.2 contains occupation wise percentage of total mandays per household per household. Having viewed on aggregate level it could be stamped that Agricultural

Casual Labourers (ACL) were at the most advantageous stage (24.90%) including both beneficiary and non-beneficiary respondents (26.12% and 20.00%) respectively. It was followed by households, who worked under NREGA (23.20%), self-employed in agriculture (15.60%), Non-ACL (12.20%) self-employed in livestock (8.80%) and public works programme other than NREGA (6.20%).

**Table 3.2: Main Occupation (% of total man-days per hh)**

Occupation	Beneficiaries	Non beneficiaries	Aggregate
Agricultural casual labour	26.12	20.00	24.90
Non agricultural casual labour	12.00	13.00	12.20
Work for public work programmes other than NREGA	06.00	07.00	06.20
Self employed in non farming	NA	11.00	02.20
Self employed in agriculture	12.00	30.00	15.60
Self employed in livestock	08.00	12.00	08.80
Regular/salary job	NA	02.00	00.40
Worked as a migrant worker	03.50	03.00	03.40
Worked under NREGA	29.00	NA	23.20
Any other work	03.38	02.00	03.10
	NA	NA	NA
Total	100.0	100.0	100.0

Note: (a) While calculating man days working population excludes dependent, household work, students and others

(b) For salaried/pensioners the working days are considered as 365 man-days per person per annum

(c) For self employment in agriculture/livestock, man-days are calculated as (days\* number of hours/8)

The data in table also helps us in prying out that only 3.40 per cent worked as migrant workers, 2.20 per cent did take up self employment in non-farming activities and only a meagre of 0.40 per cent were engaged in regular/salaried jobs table 3.2.

### 3.3 Household Net Income

Overall analysis of household net income (meant for the surveyed respondents of all the five districts covered) will be explicated taking into consideration the following incomes:

Income from (i) Work under NREGA, (ii) Wages in agriculture, (iii) Wages in non-agriculture, (iv) Wages in Public Work Programmes (PWP), (v) Wages as migrant workers, (vi) Self-employed in non-farming, (vii) Agriculture/livestock, (viii) Regular job/salary/pension, and; (ix) Sale of assets/rent/transfer, etc.

As far as the sources of average income for beneficiaries, non-beneficiaries and on aggregate level are concerned it was highest in case of wages in agriculture for the three types. It contributed Rs. 10,347.23 (25.31%), for beneficiaries, Rs. 10,402.58 (25.00%) for non-beneficiaries and Rs. 10,358.30 (25.24%) on aggregate level. Income from wages in non-agricultural activities also formed one of the most significant sources for beneficiaries Rs. 10,016.10 (24.50%), from agriculture/livestock Rs. 10,236.13 (24.60%) for non-beneficiaries and on aggregate level, income from wages out of non-agricultural activities estimated at Rs. 9,261.20 (22.57%) table 3.3.

It can, concludingly be conveyed that income as wages from agriculture and wages from non-agricultural activities are the prominent sources of net income for the sampled respondents.

**Table 3.3: Household net income (Annual) (Rs per household)\***

	Average Income	Average Income	Average Income
	<b>Beneficiaries</b>	<b>Non-Beneficiaries</b>	<b>Aggregate</b>
Income from work under NREGA	4120.91 (10.08)	NA	3296.72 (8.03)
Income from wages in agriculture	10347.23 (25.31)	10402.58 (25.00)	10358.30 (25.24)
Income from wages non agriculture	10016.10 (24.50)	6241.54 (15.00)	9261.20 (22.57)
Income from wages in PWP	3630.32 (08.88)	2912.72 (7.00)	3486.80 (8.50)
Income from wages as migrant workers	3192.88 (07.81)	4223.45 (10.15)	3398.99 (8.28)
Income from self employed in non farming	NA	4577.13 (11.00)	915.43 (2.23)
Income from agriculture/livestock	8380.81 (20.50)	10236.13 (24.60)	8751.87 (21.33)
Income from regular job/salary/pension	NA	832.21 (2.00)	166.44 (0.41)
Income from sale of assets/ rent/ transfer etc.	1193.75 (02.92)	2184.54 (5.25)	1391.91 (3.40)
Total	40882.00 (100.0)	41610.30 (100.00)	41027.66 (100.00)

Note: Figures in parentheses are respective percentage of total income

\* 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.

### 3.4 Household Consumption

Data in table No. 3.4 containing quantities of food items per capita per month meant for sampled beneficiaries, non-beneficiaries and NSSO's data of 1993-94, 1999-2000 and

2004-05 for the state of Bihar help us to espy that in regard to rice, the quantum consumed by the surveyed respondents is much lower than the NSSO's average for Bihar. As per 1993-94, 1999-2000 and 2004-05 reports of different rounds of NSSO, the quantities were 4.54 kg, 7.59 kg and 7.20 kg respectively, whereas same for beneficiaries and non-beneficiaries were as low as 1.71 kg and 1.37 kg respectively. Consumption of wheat (per capita per month) by the beneficiary and non-beneficiary respondents (5.73 kg and 6.70 kg) aggregate being 5.92 kg was marginally higher than NSSO's 1999-2000 and 2004-05 figures (5.38 kg and 5.45 kg) respectively. Consumption of total cereals on aggregate level (9.51 kg) was clear cut lower than NSSO's 1999-2000 and 2004-05 quantities (13.27 kg and 13.04 kg) respectively. Lower quantities of total cereals consumed by sample respondents seem to have been adjusted by higher quantity of consumption of total pulses (1.46 kg at aggregate level) than that of NSSO's quantities (0.55 kg, 0.82 kg and 0.61 kg) respectively. Except a bit higher quantities of consumption in case of liquid milk (3.88 litres) and poultry meat (0.350 kg) in regard to all other items, the sampled respondents either equaled or were marginally lower than NSSO's 1999-2000 quantities.

Aggregate quantities of consumption of sugar in case of beneficiaries and non-beneficiaries (at aggregate level) 0.5 kg, edible oil 0.51 kg and milk products 0.06 kg, were marginally higher or a bit lower than that of NSSO's 1999-2000 quantities (i.e., 0.49 kg, 0.43 kg, and 0.07 kg) respectively. In case of consumption of spices (134 gms) and vegetables (4.09 kg) sample respondents on aggregate level were a little bit and significantly lower than that of NSSO's 1999-2000 quantities (193.46 gms and 7.35 kg) respectively. No fruits were found to have been consumed by the sampled respondents of the five surveyed districts.

**Table 3.4: Household consumption of food items (kgs. per capita per month)**

	Beneficiaries	Non beneficiaries	Aggregate	BIHAR		
				NSS <sup>2</sup> 1993-94	NSS <sup>2</sup> 1999-00	NSS <sup>2</sup> 2004-05
Rice	1.71	1.37	1.54	4.54	7.59	7.20
Wheat	5.73	6.70	5.92	1.67	5.38	5.45
Other cereals	2.00	1.50	1.90	NA	0.38	NA
Total cereals	9.44	9.57	9.51	NA	13.27	13.04
Total pulses	1.450	1.500	1.46	0.55	0.82	0.61
Sugar	0.420	0.800	0.50	0.45	0.49	NA
Edible oils <sup>1</sup>	0.500	0.525	0.51	1.63	0.43	NA
Liquid milk <sup>1</sup>	3.500	5.00	3.88	1.30	2.69	NA
Milk products	0.040	0.150	0.06	0.05	0.07	NA
Spices <sup>2</sup>	130	150	134	115	193	NA
Poultry-meat	0.340	0.400	0.350	0.53	0.90	NA
Fruits	NA	NA	NA	2.41	2.73	NA
Vegetables	4.11	4.00	4.09	3.75	7.35	NA
Confectionery	NA	NA	NA	NA	NA	NA

*Edible oil and liquid milk is in litres*

*Spices in gms*

*Source: NSSO Report No 404,461 and 508.*

### 3.4.1 Monthly Consumption Expenditure of Households

As per the latest NSSO survey (prepared on the basis of the data of 2009-10, 64.70 per cent of the total expenditure in rural areas of Bihar was incurred on food items. In the urban areas, 52.90 per cent of the total expenditure is spent in food items. It is interesting to note that on national level, 57.00 per cent of the total expenditure in rural areas was meant for food items. It means, in Bihar, 7.70 per cent more expenditure was incurred on food items by people living in rural areas than that of national level. In monetary terms a total of Rs. 780/- was estimated as expenditure per capita per month for rural areas. Out of it, Rs. 505/- only (64.74%) was incurred on food items. On the other hand, budget for monthly per capita expenditure in urban areas was estimated in the latest NSSO survey at Rs. 1,238/-, out of which Rs. 655/- (52.91%) was incurred on food items. In the urban areas of the country (at national level), 44.40 per cent of the total expenditure was invested on food items. The microscopic view of the analysis makes the fact clear that with the change of the time and rising income, peoples' preferences could change, but demand for food items (in both rural and urban areas) is still much higher. It further prompts us to accept after examination that productivities and production of agricultural commodities' need to be enhanced on sustainable.

According to Dr. D K Joshi (Chief Economist of the main rating agency of the country (CRISIL), data of National Sample Survey indicate that poorer the state' greater the expenditures on food items.

The data in table No. 3.4.1 are based on the quantum of consumption and expenditures in the reference year 2009 (January-December). So, the monthly per capita expenditures in surveyed districts meant for total food, total non-food and gross total were genuinely higher than the same of the NSS (2004-05) data. Out of the gross total expenditures (on food Rs. 513.26 and non-food Rs. 187.26 items, 73.27 per cent was incurred on food items and 26.73 per cent on non-food items by beneficiary sample households. For non-beneficiary sample households, these were 72.28 and 27.72 per cent respectively. On aggregate level, monthly per capita consumption expenditures comprised 72.97 and 27.03 per cent for food and non-food items respectively as compared to 64.51 and 35.49 per cent of NSS (2004-05).

Due to significant increase in prices of food items and non-food items too during the five years period of 2004-05-2009, expenditure levels of sample households (Rs. 516.66 for food and Rs. 191.42 for non-food items) were found 1.93 times and 1.30 times (i.e., Rs. 266.98 for food and Rs. 146.91 for non-food items) higher than that of NSSO (2004-05) figures.

Sample households were not found to have used fruits and confectionery. In regard to sugar only under food items, expenditure of sampled households on aggregate level (Rs. 6.03) was a bit lower than that of NSSO 2004-05) level i.e., Rs. 7.73.

In regard to the expenditure on rice, the sample households incurred lower per capita amount (Rs. 38.68) than that of NSSO data (2004-05) i.e., Rs. 67.88 for Bihar. On all other items of food (including other cereals, pulses, etc.) expenditures by sample households were higher than NSSO (2004-05) levels, which may be a positive impact of MNREGA that needs to be corroborated by further specific study.

**Table 3.4.1: Monthly Consumption Expenditure of Households**

Food Items	Monthly Per capita (Rs.)	Monthly Per capita (Rs.)	Monthly Per capita (Rs.)	NSS (2004-05) (Rs.)
	Beneficiaries	Non-beneficiaries	Aggregate	
Rice	42.95 (6.13)	34.41 (4.58)	38.68 (5.46)	67.88 (16.40)
Wheat	81.60 (11.65)	95.41 (12.71)	84.30 (11.91)	42.27 (10.21)
Other Cereals	20.00 (2.86)	15.00 (2.00)	19.00 (2.68)	2.82 (0.68)
Total Cereals	144.55 (20.63)	144.82 (19.29)	141.98 (20.05)	112.98 (27.30)
Pulses	69.21 (9.88)	71.59 (9.54)	69.69 (9.84)	14.71 (3.55)
Sugar, etc.	5.06 (0.72)	9.64 (1.28)	6.03 (0.85)	7.73 (1.87)
Cooking Oil	33.89 (4.84)	35.58 (4.74)	34.57 (4.88)	23.51 (5.68)
Spices	50.13 (7.16)	57.84 (7.71)	51.67 (7.30)	9.68 (2.34)
Milk & Products	96.00 (13.70)	103.00 (13.72)	97.40 (13.76)	37.10 (8.96)
Poultry-Meat	42.50 (6.07)	50.00 (6.66)	43.75 (6.18)	9.95 (2.40)
Fruits	NA	NA	NA	4.01 (0.97)
Vegetables	71.92 (10.27)	70.00 (9.33)	71.57 (10.11)	33.11 (7.99)
Confectionery	NA	NA	NA	14.21 (3.43)
Total Food	513.26 (73.27)	542.47 (72.28)	516.66 (72.97)	266.98 (64.51)
<b>Non-Food Items (365 day recall period)</b>				
Education	32.06 (4.58)	36.00 (4.80)	32.85 (4.64)	7.25 (1.75)
Clothing	23.50 (3.35)	24.00 (3.20)	23.60 (3.33)	20.88 (5.04)
Footwear	7.03 (1.00)	6.25 (0.83)	6.87 (0.97)	2.21 (0.53)
Other Items	68.61 (9.79)	84.00 (11.19)	71.69 (10.12)	69.22 (16.72)
Fuel	56.06 (8.00)	57.80 (7.70)	56.41 (7.97)	47.35 (11.44)
Total Non-food	187.26 (26.73)	208.05 (27.72)	191.42 (27.03)	146.91 (35.49)
<b>Gross Total</b>	<b>700.52</b> <b>(100.00)</b>	<b>750.52</b> <b>(100.00)</b>	<b>708.08</b> <b>(100.00)</b>	<b>413.89</b> <b>(100.00)</b>

Note: Figures in parentheses for total food and non-food is respective percentages of gross total and figures for other items among food and non-food are respective percentages of food and non-food total.

Source: NSS Report No. 508: Level and Pattern of Consumer Expenditure 2004-05.

### 3.5 Variability of Income and Consumption

Data in table 3.5 leads us to elicit that average household income during the reference year (2009) and average household consumption during the reference year were higher in cases of non-beneficiaries' (Rs. 41,610.30) and beneficiaries (Rs. 42,882.84) respectively.

On overall level beneficiary and non-beneficiaries taken together the average household income was Rs. 41,027.66. The average household consumption was a bit higher (Rs. 42,867.07). It is indicative of the fact that beneficiary and non-beneficiary sampled respondents are hardly able to survive out of the income earned by working in NREGA and other short term or irregular engagements in other public works programmes (PWPs).

**Table 3.5: Variability of Income and Consumption**

Description	Beneficiary	Non beneficiary	Total
Average household Income during the reference year (Rs)	40882.00	41610.30	41027.66
Average household consumption during the reference year (Rs)	42882.84	42804.00	42867.07

Less income and higher consumption expenditure is one of the strong reasons for migration of labourers from the village areas.

### 3.6 Functioning of NREGA --- Quantitative Questions

Quantitative questions related to functioning of NREGA have been addressed and examined to suggest foregone conclusion considering the following aspects: (i) Payment of some amount to get job cards, (ii) Job card not kept with the job card holder, (iii) Authority monitoring functioning of NREGA, (iv) Lodging complaints and actions thereupon, (v) Description of works and its starting date, (vi) Family members migrated to city after implementation of NREGA and why, (vii) Details of family members

migrated back to village to work in NREGA with reasons, and; (viii) Details of family members migrated to city with dissatisfaction and why.

At a glance on table No 3.6 reveals 40.00 per cent of sampled households were found not keeping job cards with them for updating entries (UE). 80.00 per cent told about monitoring the functioning of NREGA. 10.00 per cent lodged complaints, out of which, in 80.73 per cent cases actions were taken. Higher wage rates in city and town areas (HWRC 50.00 per cent) and dual objective of undertaking own agriculture and livestock related works (DOA & LSW 40.00 per cent) were the main factors responsible for migration to city and family members migrating back respectively. Fortnightly payment (FNP-20%) was also one of the dominant reasons for family members being dissatisfied with NREGA.

An overview on the table No. 3.6 leads with a light to arrive at a conclusion that: (i) higher wage rates in city/town areas for different manual, skilled and semi-skilled works, and; (ii) Lower wage rate followed by weekly or fortnightly payment were the main factors responsible for outmigration and dissatisfaction from NREGA related works. The factor mainly responsible for family members of job card holders migrated back to villages was not only the craze to work in NREGA, but the interest and objectives of (i) Undertaking agriculture and livestock related works in their own small/marginal holdings, (ii) To work in other's fields as casual labourers, and; (iii) To stay with their family members simultaneously.

**Table 3.6: Quantitative questions related to NREGA functioning (Percentage of hh)**

Q1.	If you paid some amount to get job card: how much for job card and how much bribe.
Answer	N.R.
Q.2	If the job card is not kept with you, what is the reason for that?
Answer	UE – 40%
Q.3	If there is any authority who monitors the functioning of NREGA then describe the details?
Answer	Mukhiya, GPRS, Programme officer- 80%
Q.4	If you lodged any complaints give details and also provide details of what action was taken
Answer	WSF -10%
Q.5	Provide description of the work and its starting date?
Answer	N.R.
Q.6	Provide details of family members migrated to city after implementation of NREGA and why?
Answer	HWRC/T- 50%
Q.7	Provide details of family members migrated back to village to work in NREGA and why?
Answer	DOUA & LSW- 40%
Q.8	Provide details of family members migrated to city after implementation of NREGA and why?
Answer	NR*
Q.9	Provide details of family members migrated to city with dissatisfaction of NREGA and why?
Answer	WLR/W or FNP- 20%

*Note: This table is only indicative and the answers need to be coded and presented in percentage terms  
NR\* = Not reported*

*UE = Reason for updating entries in the job card.*

*WSF = Related to work site facilities*

*HWRC/T = Higher wage rate in city and town.*

*DOUA & LSW = Dual objective of under taking agriculture and livestock works.*

*WLR/W or FNP = Lower wage rate/weekly or fortnightly payment.*

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

Out of the total number of 200 households under beneficiary category and 50 households under non-beneficiary category, average household sizes were estimated at 6.38 and 6 respectively. Under both the categories of respondents male dominated (65.50% and 66.00%) respectively.

While there was not a single respondent of ST category in any of the five districts, OBC households dominated on aggregate and group levels (49.20%, 52.00% and 38.00 %) respectively.

No doubt, wage earners were also largely present among the surveyed households on aggregate level under beneficiaries and non-beneficiary categories (40.00%, 43.50% and 26.00%) respectively.

Concludingly, household characteristics of the respondents reveal male dominated, having larger shares of (a) male decision maker (68.40%), (b) educational status up to primary level (42.40%), (c) pre-dominance of OBC (49.20%), (d) greater share of BPL respondents (46.00%), and; (e) undertaking farming as the main occupation (55.60%).

Having viewed on aggregate level, it could be stamped that Agricultural Casual Labourers (ACL) were at the most advantageous stage (24.90%) including both beneficiary and non-beneficiary respondents (26.12% and 20.00%) respectively. It was followed by households, who worked under NREGA (23.20%), self-employed in agriculture (15.60%), Non-ACL (12.20%) self-employed in livestock (8.80%) and public works programme other than NREGA (6.20%).

As far as the sources of average income for beneficiaries, non-beneficiaries and on aggregate level are concerned it was highest in case of wages in agriculture for the three types. It contributed Rs. 10,347.23 (25.31%), for beneficiaries, Rs. 10,402.58 (25.00%) for non-beneficiaries and Rs. 10,358.30 (25.24%) on aggregate level.

In regard to rice, the quantum consumed by the surveyed respondents is much lower than the NSSO's average for Bihar. As per 1993-94, 1999-2000 and 2004-05 reports of different rounds of NSSO, the quantities were 4.54 kg, 7.59 kg and 7.20 kg respectively, whereas same for beneficiaries and non-beneficiaries were as low as 1.71 kg and 1.37 kg respectively. Consumption of wheat (per capita per month) by the beneficiary and non-beneficiary respondents (5.73 kg and 6.70 kg) aggregate being 5.92 kg was marginally

higher than NSSO's 1999-2000 and 2004-05 figures (5.38 kg and 5.45 kg) respectively. Consumption of total cereals on aggregate level (9.51 kg) was clear cut lower than NSSO's 1999-2000 and 2004-05 quantities (13.27 kg and 13.04 kg) respectively. Lower quantities of total cereals consumed by sample respondents seem to have been adjusted by higher quantity of consumption of total pulses (1.46 kg at aggregate level) than that of NSSO's quantities (0.55 kg, 0.82 kg and 0.61 kg) respectively. Except a bit higher quantities of consumption in case of liquid milk (3.88 litres) and poultry meat (0.350 kg) in regard to all other items, the sampled respondents either equaled or were marginally lower than NSSO's 1999-2000 quantities.

It is evident that average household income during the reference year (2009) and average household consumption during the reference year were higher in cases of non-beneficiaries' (Rs. 41,610.30) and beneficiaries (Rs. 42,882.84) respectively.

The monthly per capita expenditures in surveyed districts meant for total food, total non-food and gross total were genuinely higher than the same of the NSS (2004-05) data. Out of the gross total expenditures (on food Rs. 513.26 and non-food Rs. 187.26 items, 73.27 per cent was incurred on food items and 26.73 per cent on non-food items by beneficiary sample households. For non-beneficiary sample households, these were 72.28 and 27.72 per cent respectively. On aggregate level, monthly per capita consumption expenditures comprised 72.97 and 27.03 per cent for food and non-food items respectively as compared to 64.51 and 35.49 per cent of NSS (2004-05).

40.00 per cent of sampled households were found not keeping job cards with them for updating entries (UE). 80.00 per cent told about monitoring the functioning of NREGA. 10.00 per cent lodged complaints, out of which, in 80.73 per cent cases actions were taken. Higher wage rates in city and town areas (HWRC 50.00 per cent) and dual objective of undertaking own agriculture and livestock related works (DOA & LSW 40.00 per cent) were the main factors responsible for migration to city and family members migrating back respectively. Fortnightly payment (FNP-20%) was also one of the dominant reasons for family members being dissatisfied with NREGA.

### WORK PROFILE UNDER NREGA, WAGE STRUCTURE AND MIGRATION ISSUES

This chapter outlines analytical discussion related to: (i) Work profile under NREGA, (ii) Activities in which employment is provided under NREGA, (iii) Wage differentials under NREGA and other types of occupation, and; (iv) Incidence of migration.

#### 4.1 Work Profile under NREGA

An attempt has been made to expatiate delved facts' about (i) Number of members per household employed during the year (Jan-Dec, 2009), (ii) Number of days per household employed during the year, (iii) Wage rate obtained, and; (iv) Average distance from residence where employed. These analytical descriptions consist of district wise observation along with state average also wherever possible.

Having a glance on table No. 4.1, it comes partly into view that out of the five surveyed districts, all showed higher number of members per household employed during the year 2009 than that of the state of Bihar. Number of households per household employed during 2009 was highest in one of the phase - I districts, Samastipur (2.65) closely followed by phase - II district Gopalganj (2.50), Kishanganj (2.08), 2.00 each for Rohtas and Banka districts, whereas the same for Bihar was 1.26 only. In regard to number of days per household employed during the year, only Gopalganj (a phase - II district) 33.00 was a bit more than that of state's figure 31.79. In case of women, the same for all the surveyed districts were much below than the state's average (17.85). As far as wage rate obtained is concerned, it was highest Rs. 102/- in Rohtas and Gopalganj districts (at aggregate level). SC, OBC and women respondents of Rohtas and SC and

OBC of Gopalganj also got the same wage. Banka district was found at the lowest level Rs. 93.33 on this front.

**Table 4.1: The work profile under NREGA (Reference period – Jan-Dec 2009)**

Characteristics		Dist.1 Kishanganj	Dist. 2 Rohtas	Dist. 3 Samastipur	Dist. 4 Banka	Dist. 5 Gopalganj	State*
No of members per hh employed during the year	Aggregate	2.08	2.00	2.65	2.00	2.50	1.26
	General	0.79	0	0	0	0	-
	SC	0.70	0.78	1.0	0.90	0.85	0.22
	ST	0	0	0	0	0	0.19
	OBC	0	0.80	1.15	1.10	1.30	-
	Men	1.49	1.56	2.15	2.00	2.15	-
	Women	0.59	0.42	0.50	0	0.35	-
No of days per hh employed during the year	Aggregate	27.55	20.00	21.50	24.25	33.00	31.79
	General	9.64	0	0	0	0	-
	SC	8.82	8.00	6.50	9.25	8.50	21.61
	ST	0	0	0	0	0	23.31
	OBC	0	9.00	10.25	15.00	19.00	-
	Men	18.46	17.00	16.75	24.25	27.50	-
	Women	9.09	3.00	4.75	0	5.50	17.85
% of hhs employed 100 or more days* (District Average)	-	5.49	1.79	0.51	3.41	7.25	5.31
Wage rate obtained (Rs)	Aggregate	98.33	102.00	99.25	93.33	102.00	-
	General	98.33	0	99.25	0	0	-
	SC	98.33	102.00	99.25	93.33	102.00	-
	ST	0	0	0	0	0	-
	OBC	0	102.00	99.25	93.33	102.00	-
	Women	98.33	102.00	99.25	93.33	0	-
Average distance from residence where employed (Kms)		½ Km	1 Km	1 Km	½ Km	1 Km	-

\* Based on secondary data.

Social group wise data in regard to number of members per household employed during the year 2009 reveal all the five surveyed districts to have provided a bit more number of Scheduled Caste (SC) members per household employment than the state's average 0.22. These were 0.70, 0.78, 1.00, 0.90 and 0.85 for Kishanganj, Rohtas, Samastipur, Banka and Gopalganj districts respectively. Only in Kishanganj district, all the surveyed beneficiaries belonging to mohamedan community belonged to general category. No, Scheduled Tribe (ST) respondent was found in the surveyed districts. In regard to number of SC members per household employed, Samastipur district 1.00 was ahead closely trailed by Banka, Gopalganj, Rohtas and Kishanganj (0.90, 0.85, 0.78 and 0.70) respectively. In case of OBC, Gopalganj district was ahead 1.30 followed by Banka,

Samastipur and Rohtas. As far as number of women members per household employed is concerned, Kishanganj 0.59 topped followed by Samastipur, Rohtas and Gopalganj (0.50, 0.42 and 0.35) respectively (table No. 4.1).

On the parameter of number of days per household employed during the year,' on aggregate level and in case of SC and OBC sampled respondents, second phase districts were at more advantageous state (24.25, 33.00, 9.25, 8.50, 15.00 and 19.00) respectively. It was Kishanganj district, 9.09 where number of days per household of women employed was maximum followed by Gopalganj, Samastipur and Rohtas (5.50, 4.75 and 3.00) respectively. It was interesting to note that numbers of days per household employed for SC, OBC and women' were below the state's averages (21.61, 21.87 and 17.85 respectively).

In the second phase districts, where NREGA was notified since April 1<sup>st</sup> 2007 in comparison to 1<sup>st</sup> phase districts, wage rate was revised (upward) in shorter period, so higher average wage rate could be seen in case of Gopalganj district. Across the districts and social groups, wage rate obtained varied between Rs. 93.33 to Rs. 102/-. No Scheduled Tribes (ST) job card holders were found to have worked under NREGA in any of the five districts. It is so, because there were no ST beneficiaries among the sampled respondents. Average distance of the place where employed from residence of the job card holders varied between 0.5 KM to 1 K M across the districts. It is clearly revealed that NREGA could have hardly provided 1/3<sup>rd</sup> means 33 days of employment that too in Gopalganj district only (i.e., a phase - II district) on aggregate level per household during the year out of the surveyed districts.

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

Under this section, nature of assets created and their durability will be cursorily examined and displayed having taken into consideration the following aspects (parameters):

1. Activity under which employed. It will include (i) Rural connectivity, (ii) Flood control and protection, (iii) Water conservation and water harvesting, (iv) Drought proofing, (v) Micro irrigation works, (vi) Provision of irrigation facility to land owned by panchayat, (vii) Renovation of traditional water bodies, (viii) Land development, and; (ix) Any other activity approved by the Ministry of Rural Development (MoRD).
2. Quality of the assets created through NREGA activities (a) Very good, (b) Good, (c) Bad, (d) Worst, and;
3. Average unemployment allowance received by the household for not getting work under NREGA after registration (Rs. per household).

Before entering in analytical part of this section, it will be desirable to mention that district - 1 represents Kishanganj, district-2 Rohtas, District-3 Samastipur, District-4 Banka and District 5 stands for Gopalganj. Table 4.2 reveals rural connectivity to be the main works in district-1 (80%), district-3 (50%), renovation of traditional water bodies in district-2 (40%), and drought proofing in district-3 (25%) undertaken as NREGA activities. 100 per cent of the sampled respondents opined about the quality of assets created through NREGA activities as good.

No case of unemployment allowance was found by the households for not getting work under NREGA after registration. WC & WH related works provided employment to a good number of respondents in Gopalganj district (25%). Drought proofing in district-3 provided employment opportunities to 25.00 per cent of sampled households. 20.00 per cent each of the district-2 and district-5 were employed in micro irrigation works. 40.00 per cent of the respondents in district-2, and 20.00 per cent each in districts 3, 4 and 5 got employment in renovation of traditional water bodies' related works. Only 5.00 per cent of the households, that too in Samastipur district, reported to have got employment under land development activities. In case of Kishanganj district only 10.00 per cent of

the sampled households (out of the total number of NREGA beneficiaries) reported to have got employment under any other activity approved by MoRD (table 4.2).

Concludingly, with good quality of assets created, rural connectivity was the most prominently undertaken work under NREGA.

In regard to activity under Rural Connectivity of NREGA percentage of households employed in Samastipur districts (50%) tallied with the state's average (50.65%). In flood control and protection work, percentage of households employed was very low 4.32 in the state. WC & WH related works at the state level 10.21 could be compared with Banka (10.00%). In Drought Proofing (DP), provision to irrigation facility to land owned by panchayats, Land Development (LD) and any other activity approved by MoRD percentages of households employed at state level were very low, even lower than some of the districts surveyed (2.43, 0.42, 4.57 and 4.75) respectively. In case of micro irrigation works (MI) and renovation of traditional water bodies (RTWBs) state's averages were better (13.92% and 8.72%) respectively, however, these were lower than Rohtas, Gopalganj, Samastipur and Banka districts (table No. 4.2).

**Table 4.2: The activity in which employed under NREGA and the quality of assets created**  
(Reference period – Jan-Dec 2009) (% of hh)

Characteristics		Dist 1 (K)	Dist 2 (R)	Dist 3 (S)	Dist 4 (B)	Dist 5 (G)	State
Name of the activity under which employed	Rural connectivity	80	30	50	30	25	50.65
	Flood control and protection	NA	NA	NA	10	NA	4.32
	Water conservation and water harvesting	NA	10	NA	10	25	10.21
	Drought proofing	NA	NA	25	20	10	2.43
	Micro irrigation works	10	20	NA	10	20	13.92
	Provision of irrigation facility to land owned by (Panchayat)	NA	NA	NA	NA	NA	0.42
	Renovation of traditional water bodies	NA	40	20	20	20	8.72
	Land development	NA	NA	5	NA	NA	4.57
Any other activity approved by the Min of Rural Development	10	NA	NA	NA	NA	4.75	
Quality of the assets created through NREGA activities	Very good	NA	NA	NA	NA	NA	-
	Good	100	100	100	100	100	
	Bad	NA	NA	NA	NA	NA	
	Worst	NA	NA	NA	NA	NA	
Average unemployment allowance received by the household for not getting work under NREGA after registration (Rs per hh)		NA	NA	NA	NA	NA	

Source: Field survey data.

### 4.3 Wage Differentials under NREGA in Different Activities among Beneficiaries and Non-beneficiaries

Table No. 4.3 contains data to derive wage differentials among different activities (meant) for beneficiaries, non-beneficiaries and on aggregate level too. It has been examined in the light of the following befitting aspects (for male and female both): (i) Wage rate in agricultural casual labour, (ii) Wage rate in non-agricultural casual labour, (iii) Wage rate in public works programmes, (iv) Wage rate earned by migrant workers, (v) Wage rate under NREGA, and; (vi) Any other work.

**Table 4.3: Wage Differentials among Different Activities**

Occupation		Beneficiaries	Non-Beneficiaries	Aggregate
		Average	Average	Average
Wage rate in agricultural casual labour (Rs.)	Male	90.90	114.00	95.52
	Female	87.00	85.90	86.78
Wage rate in Non-agri. Casual labour (Rs.)	Male	102.50	128.00	107.60
	Female	83.10	74.00	81.28
Wage rate in public work programme (Rs.)	Male	92.33	100.20	93.90
	Female	89.71	76.32	87.03
Wage rate earned by migrant workers (Rs)	Male	128.00	175.12	137.42
	Female	92.43	81.00	90.14
Wage rate in NREGA (Rs.)	Male	110.70	0.00	110.70
	Female	103.80	0.00	103.80
Any other work (Rs)	Male	250.00	270.00	254.00
	Female	0.00	0.00	0.00

*Source: Field Survey data.*

A glance on data contained in table leads us to agree on the fact that wage rates for male in all activities (including NREGA on an average) were higher than that of female workers. Wage rates for beneficiaries in all types of activities (except NREGA) were found to be lower than that of non-beneficiaries. On aggregate level, highest wage rate could be seen for male engaged in any other works (Rs. 254/-) followed by wage rate earned by migrant workers (Rs. 137.42), non-agricultural casual labour (Rs. 107.60), agricultural casual labour (Rs. 95.52) and engaged in public works programmes (PWPs Rs. 93.90).

As per section 6.1.3 of the NREGA Act, 2005 equal wages have to be paid to both men and women workers, and the provisions of the Equal Remuneration Act, 1976 shall be complied with. A number of women per household employed during the year was lower at 0.59 and number of days per household employed for women during the year was as low as 9.09 (against 27.55 at aggregate level. It might be one of the reasons for differences in average wage. Average wage rates for female (under beneficiaries' category) for all activities were higher than that of non-beneficiaries.

Lower wage rate in NREGA related activities in comparison to non-beneficiaries male as non-agricultural casual labour, any other and migrant male workers might cursorily be one of the significant factors for job card holders not flinging themselves into these activities. Besides to wait for quite sometime after working under NREGA activities and incidence of non-payment for even longer time for want of non-opening of Bank Accounts/Post Office accounts in the names of some of the job card holders discourage them to work in NREGA activities.

#### **4.4 Effect on Migration: Direction of Migration**

In this section of the chapter, ours best forward has been put to examine migration incidents recorded during the reference period (January-December, 2009). The impact of NREGA on migration, has been enumerated based on the following parameters (aspects) district wise (i) Number of members migrated from the village because of not getting work under NREGA even after registration per household, (ii) In the case some members returned back to the village to work under NREGA, where were they earlier working (% of returned members), (iii) In the case some members returned back to the village to work under NREGA, in which activity they were earlier working in (% of returned members). It contains: (a) Construction/manufacturing/mining, (b) Trading/services and transport, (c) Private work/self business, (d) Other government work, (e) Agriculture labour, and; (f) Any other. (iv) Year in which shifted (% of shifted

household) (a) Shifted last year and (b) Shifted before last year, and; (v) Is your family better off now compared to previous occupation (% of shifted households).

A glance on table 4.4 reveals maximum number of out migrated members from district-3 (Samastipur) who returned back to villages because of getting work in NREGA (0.85). Prior to returning back to villages for working under NREGA, highest percentages of members returned worked in other states belonging to district-1 (Kishanganj 50%) closely followed by district-3 (Samastipur 49.30), district-4 (Banka 48%), district-2 (Rohtas-42%) and district-5 (Gopalganj 32%). Highest and lowest percentages of members were earlier working in construction/manufacturing/mining related activities and private work/self business in district-1 (65.00 %) and district-2 (1%) respectively. Banka district was ahead in regard to households family experiencing better compared to previous occupation.

A high number of members of the NREGA job card holder families reported to have earlier worked in construction/manufacturing/mining related activities in districts-3, 4, 2 and 5 (52.00%, 45.25%, 41.50%, and 35.00%) respectively. Members of sampled households also prominently worked as agricultural labourers while they remained migrant workers in districts 2, 4, 3, 5 and 1 (54.50%, 40.25%, 40%, 30% and 20.00%) respectively. Greater percentages of members were found to have shifted before last year 2007 means in the beginning years of NREGA, when very few of them actually knew about some of the leakages/weaknesses of NREGA. However, it is interesting to note that quite higher percentages of job card holder sample beneficiaries accepted their families to be in better off position now compared to previous occupation in all the five districts, viz., districts 1, 2, 3, 4 and 5 (40.00, 40.25, 50.00 and 30.00) respectively table 4.4.

**Table 4.4: The migration incidents recorded during the Reference period – Jan-Dec 2009**

Characteristics		Dist 1 (K)	Dist 2 (R)	Dist 3 (S)	Dist 4 (B)	Dist 5 (G)
No. of members migrated from the village because of not getting work under NREGA even after registration (per household)		NR	NR	NR	NR	NR
No of out-migrated members returned back to village because of getting work in NREGA (per household)		0.75	0.50	0.85	0.60	0.55
In the case some members returned back to the village to work under NREGA where were they earlier working (% of returned members)	Nearby village	20.50	20.00	15.00	10.00	18.00
	Nearby town	9.50	8.00	10.20	20.50	10.00
	Same district	5.00	10.00	5.50	12.50	25.00
	Same state	15.00	20.00	20.00	9.00	15.00
	Other state	50.00	42.00	49.30	48.00	32.00
	Other country	NR	NR	NR	NR	NR
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	65.00	41.50	52.00	45.25	35.00
	Trading/services and transport	NR	3.00	NR	9.50	12.50
	Private work/self business	NR	1.00	NR	NR	2.50
	Other government work	NR	NR	NR	NR	NR
	Agriculture labour	20.00	54.50	40.00	40.25	30.00
	Any other	15.00	NR	8.00	5.00	20.00
Year in which shifted (% of shifted hh)	Shifted last year	30.00	37.00	40.00	55.00	25.00
	Shifted before last year	70.00	63.00	60.00	45.00	75.00
Is your family better off now compared to previous occupation (% of shifted hh)		40.00	40.00	25.00	50.00	30.00

NR (Not Reported)

Source: Field Survey data

Concludingly NREGA has been successful in reducing the incidence of migration of labourers, but to a low extent. Much has to be done by developing complexity free mechanism of wage payment within a maximum duration of seven days.

#### 4.5 Summary of the Chapter

Number of households per household employed during 2009 was highest in one of the phase - I districts, Samastipur (2.65) closely followed by phase - II district Gopalganj (2.50), Kishanganj (2.08), 2.00 each for Rohtas and Banka districts, whereas the same for Bihar was 1.26 only. In regard to number of days per household employed during the year, only Gopalganj (a phase - II district) 33.00 was a bit more than that of state's figure 31.79. In case of women, the same for all the surveyed districts were much below than the state's average (17.85). As far as wage rate obtained is concerned, it was highest Rs. 102/- in Rohtas and Gopalganj districts (at aggregate level). SC, OBC and women respondents of Rohtas and SC and OBC of Gopalganj also got the same wage. Banka district was found at the lowest level Rs. 93.33 on this front.

Average distance of the place where employed from residence of the job card holders varied between 0.5 KM to 1 K M across the districts. It is clearly revealed that NREGA could have hardly provided 1/3<sup>rd</sup> means 33.34 days of employment per household during the year in the surveyed districts on aggregate level.

Before entering in analytical part of this section, it will be desirable to mention that district - 1 represents Kishanganj, district-2 Rohtas, District-3 Samastipur, District-4 Banka and District 5 stands for Gopalganj. Data reveals rural connectivity to be the main works in district-1 (80%), district-3 (50%), renovation of traditional water bodies in district-2 (40%), and drought proofing in district-3 (25%) undertaken as NREGA activities. 100 per cent of the sampled respondents opined about the quality of assets created through NREGA activities as good.

In regard to activity under Rural Connectivity of NREGA percentage of households employed in Samastipur districts (50%) tallied with the state's average (50.65%). In flood control and protection work, percentage of households employed was very low 4.32 in the state. WC & WH related works at the state level 10.21 could be compared with Banka (10.00%). In Drought Proofing (DP), provision to irrigation facility to land owned by panchayats, Land Development (LD) and any other activity approved by MoRD percentages of households employed at state level were very low, even lower than some of the districts surveyed (2.43, 0.42, 4.57 and 4.75) respectively. In case of micro irrigation works (MI) and renovation of traditional water bodies (RTWBs) state's averages were better (13.92% and 8.72%) respectively; however, these were lower than Rohtas, Gopalganj, Samastipur and Banka districts

Concludingly, with good quality of assets created, rural connectivity was the most prominently undertaken work under NREGA.

A glance on data contained in table leads us to agree on the fact that wage rates for male in all activities (including NREGA on an average) were higher than that of female workers. Wage rates for beneficiaries in all types of activities (except NREGA) were found to be lower than that of non-beneficiaries. On aggregate level, highest wage rate could be seen for male engaged in any other works (Rs. 254/-) followed by wage rate earned by migrant workers (Rs. 137.42), non-agricultural casual labour (Rs. 107.60), agricultural casual labour (Rs. 95.52) and engaged in public works programmes (PWPs Rs. 93.90).

A glance on available data reveals maximum number of out migrated members from district-3 (Samastipur) who returned back to villages because of getting work in NREGA (0.85).

Highest and lowest percentages of members were earlier working in construction/manufacturing/mining related activities and private work/self business in district-1 (65.00 %) and district-2 (1%) respectively. Banka district was ahead in regard to households family experiencing better compared to previous occupation.

Concludingly, NREGA has been successful in reducing the incidence of migration of labourers, but to a low extent. Much has to be done by developing complexity free mechanism of wage payment within a maximum duration of seven days.

### THE FUNCTIONING OF NREGA: QUALITATIVE ASPECTS

#### 5.1 Household Assets Holdings

Under this section, assets holdings (Rs. per households) meant for beneficiaries, non-beneficiaries and on aggregate level have been analyzed and discussed. The analytical discussion has been expatiated having included the following assets: (i) Land, (ii) house property, (iii) livestock, (iv) agricultural implements, (v) consumer assets, (vi) business assets, (vii) ornaments, (viii) utensils, and; (ix) others.

Having a glance on table No. 5.1, it is revealed that on aggregate level, house property comprised the highest value per household (Rs. 92,400/-). It was followed by land (Rs. 85,300/-) livestock (Rs. 10,120/-), agricultural implements (Rs. 3,400), others (Rs. 1,260/-) utensils (Rs. 980/-) ornaments (Rs. 650/-) and very small amount as business assets.

It is interesting to note that non-beneficiaries possessed significantly higher assets holdings in value terms. Consumer assets were not found in both cases beneficiaries and non-beneficiaries. As a matter of fact, the surveyed beneficiaries did have few opportunities of employment other than agricultural casual works and NREGA related works, so their income levels and thereby surplus to invest were quite lower. So, they might not have possessed business assets. Non-beneficiaries, on the other hand, did have greater employment opportunities (including working as agricultural labourers, non-agricultural activities, in some other public work programmes (PWPs) excluding NREGA, and some petty business activities, viz., maintenance of livestock, animal husbandry, poultry or piggery, etc). It was, therefore, their average income levels and surplus to invest were a bit higher than that of the beneficiaries. So, they possessed some business assets Rs. 2,500 per household (table 5.1).

**Table 5.1: Assets Holdings (Rs per household)**

Particulars	Beneficiaries	Non beneficiaries	Aggregate
Land	80500/-	104500/-	85300/-
House Property	85500/-	120000/-	92400/-
Live stock	8900/-	15000/-	10120/-
Agricultural implements	3000/-	5000/-	3400/-
Consumer assets	NA	NA	NA
Business assets	NA	2500/-	10/-
Ornaments	550/-	1050/-	650/-
Utensils	1000/-	900/-	980/-
Others	1200/-	1500/-	1260/-
Total	180650/-	250450/-	194610/-

Total value of assets holdings per households including land to others by non-beneficiaries was estimated at Rs. 2,50,450/-, which was 1.39 times more than that of beneficiaries (Rs. 1,80,650/-).

## 5.2 Household Status on Borrowings

This section of the chapter discusses borrowings by sample households. Data in table 5.2 conveys household status on borrowings having included the information related to (i) Source of loan, (ii) Purpose of loan, and; (iii) Rate of interest (per cent per annum). Under sources of loan, the following sources were included: (i) Institutional loan (Banks), (ii) Traders-Cum-Moneylenders, (iii) Commission Agent, (iv) Lord/Employer, (v) Friends/Relatives, and; (vi) Others.

For addressing questions to ascertain purpose of loan, following aspects were included: (i) Daily consumption, (ii) Social ceremony, (iii) Purchase of land, livestock or other assets, (iv) Consumer durables, (v) Construction of house, (vi) Health treatment, and; (vii) Others.

A glance on table containing data related to borrowings by sample households (Rs./hh) and rate of interest per cent per annum provides ground to divulge that under beneficiaries category, institutional loan (from banks - 34.14 per cent) was the main source followed by traders-cum-money lenders (29.15%). Construction of house 43.00 per cent followed by purchase of land, livestock or other assets 31.46 per cent were main

purposes of loan for the sampled beneficiaries. Almost similar trend (except social ceremony under purpose of loan and an equally instrumental landlord/employer under source of loan) could be observed in case of non-beneficiaries (33.95%, 27.52%, 27.52%, 34.86% and 24.77%) respectively. On aggregate level, institutional assistance (34.10%) was the most prominent source of loan taken mainly for the purpose of construction of house (41.19%) table 5.2.

**Table 5.2: Borrowings by sample households (Rs. per household)**

Occupation		Beneficiaries	Non beneficiaries	Aggregate
Source of loan	Institutional loan (banks)	1628.00(34.14)	1850.00(33.95)	1672.40(34.10)
	Traders-cum-Money Lenders	1390.00(29.15)	1500.00(27.52)	1412.00(28.80)
	Commission Agent	NA	NA	NA
	Landlord/Employer	500.00(10.50)	1500.00(27.52)	700.00(14.27)
	Friends/Relatives	1250.00(26.21)	600.00(11.01)	1120.00(22.83)
	Others	NA	NA	NA
Purpose of loan	Daily consumption	63.00(1.30)	800.00(14.67)	210.40(4.29)
	Social ceremony	250.00(5.24)	1350.00(24.77)	470.00(9.58)
	Purchase of land, livestock or other assets	500.00(31.46)	1100.00(20.20)	1420.00(28.95)
	Consumer durables	NA	NA	NA
	Construction of house	2050.00(43.00)	1900.00(34.86)	2020.00(41.19)
	Health treatment	905.00(19.00)	300.00(5.50)	784.00(15.99)
	Others	NA	NA	NA
<b>Total amount of borrowing</b>		4768.00(100.0)	5450.00(100.00)	4904.40(100.0)
Rate of interest (percent per annum)		13.96	13.00	13.48

Rate of interest, on aggregate level was estimated at 13.48 per cent per annum. Minimum percentage of loan by beneficiaries households 10.50 per cent i.e., Rs. 500/- was seen to have been taken from landlord/employer. Negligible amount of loan 1.30 per cent was spent by them in items of daily consumption and social ceremony 5.24 per cent. As far as the case of non-beneficiaries is concerned, data in the table hint that least amount of loan Rs. 600/- i.e., 11.01 per cent was taken from friends/relatives. The purpose for which least amount Rs. 300/- at an average was spent by them was identified as health treatment 5.50 per cent.

On aggregate level, data are sufficient to illuminate that landlord/employer 14.27 per cent was the least important source from which the sampled respondents borrowed the amount was estimated Rs. 700/- at an average. Here daily consumption 4.29 per cent

followed by social ceremony 9.58 per cent were the purpose, which incurred lowest expenditures by the sampled respondents. Expenditure on health treatment 15.99 per cent was in higher priority list than daily consumption and social ceremony (table 5.2).

Rate of interest per annum on borrowed amounts by sampled beneficiaries 13.96 per cent was slightly higher than that of non-beneficiary sampled respondents 13.00 per cent. On aggregate level, it was 13.48 per cent.

### **5.2.1 Household Strength on Borrowing**

Household strength on borrowing has been examined in the light of the following questions:

(i) Doing wage work to those, whom they are indebted, (ii) availability of co-operative society in the village, (iii) membership of family-member for such society, (iv) availability of informal credit society/SHG in the village, (v) membership of family member of such society, (vi) Account holding status, (vii) Having any stock/bonds/shares/other similar assets, and; (viii) having Life Insurance policy (LIC).

On aggregate level (comprising beneficiaries and non-beneficiaries both) highest percentage of surveyed households (78) were having accounts in bank/post office/other institution. It was followed by availability of Co-operative Credit Society (CCS) in the village (58%), LIC policy (36%), doing wage work to those whom they were indebted (27.20%) and family members (26%) being members of CCS (table 5.3). Only 9.96 per cent of the sample households family members were found members of SHGs/informal credit societies. A low of 5.56 per cent respondents only reported the availability of informal credit society/SHGs in the village. Earlier heartening attitude of formal credit agencies towards poor and deprived section of the society has been changed by containing the process of financial inclusion. It could be possible by mandatory opening of accounts in banks/post offices for every NREGA job card holder.

**Table 5.3: Household strength on borrowing and other household assets (% of households)**

Occupation	Beneficiaries	Non beneficiaries	Aggregate
Doing wage work to those whom they are indebted	30	16	27.20
Availability of co-operative credit society in village	60	50	58.00
Family member being member of such society	30	10	26.00
Availability of informal credit society/SHG in village	20	10	5.56
Family member being member of such society	10	8	9.60
Having account in a bank/post office/other institution	90	30	78.00
Having any stocks/bond/shares/other similar assets	NA	NA	NA
Having life insurance policy	40	20	36.00

### 5.3 Determination of Participation in NREGA – Functional Analysis: Qualitative Factors

This section of the chapter includes analytical observation emerging out of the following fabricated aspects/components related to: (i) Job card issuance, (ii) Irregularity in job cards, (iii) Where was the card generally kept, (iv) Work application, (v) Payment of wages, (vi) Measurement of work, (vii) Period of wage payment, (viii) Who made the wage payment, (ix) In case wage payment made in the bank, (x) In case wages were not paid through bank, (xi) Complaints regarding wage payment, (xii) Details of worksite facilities, (xiii) Monitoring, (xiv) Economic usefulness of the work, (xv) Nature of assets and their durability in which the interviewee involved, (xvi) How has NREGA affected labour migration, (xvii) Respondents awareness about NREGA implementation, (xviii) Potential benefits of NREGA and (xix) Questions related to food security.

Data in table No. 5.3.1 provides strong grounds to declaim the fact that no fee/charges or bribe was paid by any of the job-card holders for job card issuance. Half of the total sampled respondents didn't report about any irregularity in job cards. Same wage rate for men and women (100%), individual work measurement (60%), fortnightly payment (85%), payment by Post Office (80%) most of the accounts in self name (70%), majority of the surveyed respondents (70% and 80%) reporting no delayed and no less than minimum wages paid respectively, no mandatory worksite facility (60% to 85%), good monitoring related to functioning of NREGA (80%) and getting job within 15 days of application (100%) were the qualitative aspects in regard to functioning of NREGA.

Another qualitative aspects related to functioning of NREGA can be mirrored in terms of (i) very useful works for the villagers (60%), (ii) only 40.00 per cent expressing hope for lasting up the created structure up to five years, (iii) 40.00 per cent in case of surveyed households (Hhs) migrated back to villages to work under NREGA, (iv) 50.00 per cent of the sampled households are aware, means 50.00 per cent have no awareness about NREGA implementation, (v) enhanced food security (40%), provided protection against extreme poverty (85%). Greater economic independence to women (60%) and generated purchasing power at local level (60%) were observed as some of the potential benefits of NREGA. Further, data in table No. 5.3.1 leads us to illustrate some other dimensions related to food security: (i) only 50.00 per cent of the sampled households reporting full two meals throughout the year 2009, (ii) not getting sufficient food for one month (60%), (iii) not getting sufficient food for two months (20%), (iv) 15.00 per cent reported to have coped with the situation of inadequate food for sometime by taking loan from informal sources (friends and relatives), and; (v) 20.00 per cent reported to have faced starvation sometimes.

In précised way, it can be concluded that on most parameters of functioning, positive impact of NREGA could be seen, whereas much has to be done on some of the qualitative aspects.

**Table 5.3.1: Qualitative questions related to functioning of NREGA (Percentage of hh)**

Description		Yes	No	Not sure
Job card issuance	Paid any fees/charges or bribe to get a job card	NA	100	NA
	The amount paid for job card (exorbitant)	NA	NA	NA
	The amount paid as bribe (exorbitant)	NA	NA	NA
Irregularity in the job card	No entries were made, even though the job card holder(s) had worked on NREGA	30	50	20
	Some entries were incomplete or missing or fake information was entered	30	40	30
	Some entries had been over-written	10	80	10
	The signature column was blank or partly blank	15	60	25
Where was the card generally kept	With the card holders	60	40	NA
	With Sarpanch or Sachiv	NA	60	40
	With contractor	20	40	40
	With the gram rojgar sevak	20	60	20
	Elsewhere	NA	NA	NA
Work application	Are you employed in response to an application for work	60	30	10
	If applied, did you get a dated receipt for the application	50	40	10
	If applied, did you get work within 15 days of application	100	NA	NA
	In case of failure to provide work within 15 days, is unemployment allowance paid	NA	NA	NA
Payment of Wages	Are the wage rates same for men and women	100	NA	NA
	Wage rates higher for men	NA	100	NA
	Wage rates higher for women	NA	100	NA
	wage paid on "daily-wage" basis	60	40	NA
	wage paid on "piece-rate/task-wage" basis	40	60	NA
Measurement of work	Work was measured by individual's work	60	30	10
	Work was measured by team measurement	30	60	10
	Work was measured by collective measurement	NA	NA	NA
Period of wage payment	Wages were paid within a fortnight	85	NA	15
	Wages were paid within a month	NA	NA	NA
	Wages were paid more than a month	NA	NA	NA
	Wages were paid after one year	NA	NA	NA
Who made the wage payment	Sarpanch or Sachiv	NA	NA	NA
	Post Office	80	20	NA
	Bank	20	80	NA
	Representative of line department	NA	NA	NA
	Other government official or any other	NA	NA	NA
In case wage payment made in the bank	Bank account was on self's name	70	30	NA
	Spouse's name	20	80	NA
	Parent's name	NA	NA	NA
	Children's name	NA	NA	NA
	Others	NA	NA	NA
	Individual account	50	50	NA
	Joint account	50	50	NA
	Did bank follow usual procedure of banking	70	NA	30
In case wages were not paid through bank	Wages paid in front of all labourers	NA	NA	NA
	Wages paid on the worksite	NA	NA	NA
	Wages paid in Panchayat Bhawan	NA	NA	NA
	Wages paid on other public/private place	NA	NA	NA
	Wages paid on some one's private residence	NA	NA	NA
Complaints regarding wage payment	There were delays in wage payments	30	70	NA
	Wage paid less than the minimum wage	NA	80	20
	Wage paid less than asked for sign/thumb impression	NA	NA	NA
	Task was too much compared to the wages paid	30	70	NA
	Faced problems in accessing post office/bank accounts	50	40	10
	On what basis wages were calculated not clear	80	10	10
	Others	NA	NA	NA
Details of worksite facilities	A Board/GP member gave details of the sanctioned amount, work dimensions and other requisite details	40	40	20
	The worksite had drinking water facility	40	60	NA
	Worksite had shade for periods of rest	20	80	NA
	Worksite had child care facility	20	80	NA
	Worksite had first aid kit/medicines	NA	85	15

Monitoring	Was there any authority to monitor the functioning of the NREGA administration	80	NA	20
	Any complaint lodged relating to worksite etc., to the Gram Panchayat, Programme Officer or other officials	10	30	60
	If yes, was any action taken on your complaint	8	2	90
Economic usefulness of the work	Work is very useful to the villagers	60	40	NA
	Work is quite useful to the villagers	70	30	NA
	Work is not particularly useful to the villagers	40	60	NA
	Work is useless for the villagers	NA	NA	NA
Nature of assets and their durability in which the interviewee involved	The structure created may last up to one year	90	10	NA
	The structure created may last up to five year	40	40	20
	The structure created may last up to ten year	NA	90	10
	The structure created may last more than ten year	NA	100	NA
	Is it worth creating the structure	70	20	10
	Was the structure created adequate	20	70	10
How has NREGA has affected labour migration	No, structure needed more attention to be able to last long	100	NA	NA
	Did any your family members migrated out for job after implementation of NAREGA (year 2005 onwards)	50	50	NA
	If yes, only one member of the family migrated	70	30	NA
	More than one member of the family migrated	30	70	NA
	Are wages higher in city or other states than NREGA	100	NA	NA
	Any family members migrated back to village to work under NREGA	40	60	NA
	If yes, only one member of the family migrated back	20	80	NA
	More than one member of the family migrated back	30	70	NA
	Any family member migrated as wage labourer with dissatisfaction from NREGA	20	80	NA
	If yes, only one member of the family migrated	80	20	NA
Respondents' awareness about NREGA implementation	More than one member of the family migrated	20	80	NA
	Are respondent aware about NREGA implementation	50	40	10
	Right to apply for work and get employed within 15 days	30	50	20
	The work application procedure	30	50	20
	Right to minimum wages	80	20	NA
	The level of minimum wages	50	50	NA
	The wage calculation method	50	30	20
	Right to the unemployment allowance	25	30	45
	Minimum worksite facilities (drinking water, first aid.)	25	30	45
	Mandatory availability of muster rolls at the worksite	25	30	45
Potential benefits of NREGA	The list of permissible works under the NREGA	NA	NA	NA
	NREGA enhanced food security	40	20	40
	NREGA provided protection against extreme poverty	85	15	NA
	NREGA helped to reduce distress migration	50	50	NA
	NREGA helped to reduce indebtedness	30	70	NA
	NREGA gave greater economic independence to women	60	40	NA
Questions related to food security	NREGA generated purchasing power at local economy	60	40	NA
	Did your family get full two meals throughout year 2009	50	50	NA
	Family did not get sufficient food for one month	60	40	NA
	Family did not get sufficient food for two month	20	80	NA
	Family did not get sufficient food for above two month	NA	NA	NA
	How did you cope with the situation – take loan	15	85	NA
	Catch fish/rat/crab etc	30	70	NA
	Near/sometime starvation/take meal only once	20	80	NA
Any other	Begging	NA	NA	NA
	Any other	NA	NA	NA

#### 5.4 Some Qualitative Aspects of NREGA

This section deals with qualitative aspects of NREGA related to its impact on the standard of living of the beneficiaries socially, economically and otherwise. Information obtained through (table 5.4) reveals (i) shortage of agricultural wage labour (15%) in November-December, 2008, (ii) positive change in wages of casual labour (15%) during the last 5 years after NREGA, (iii) increase in food consumption (10%), (iv) increase in children's enrolment (05%), and; (v) opportunities of employment for women (15%).

Though no surveyed households reported to have experienced any improvement in 'standard of living since the introduction of NREGA, however, as a result of guaranteed 100 days employment on demand, labourers were hardly available for agricultural works as reported by 20.00 per cent of the sample households. 20.00 per cent of the sample households told that after implementation of NREGA, there had been a shortage of agricultural labour during March-April, 2009. As far as suggestions to improve the implementation of NREGA for the benefits of both labourers as well as cultivators are concerned, 25.00 per cent of the sample households opined/demanded higher agricultural wage rate (DHAWR). They were also of the view that higher wage rate (Rs. 150/-) should be given to NREGA workers also. In overall terms, functioning of NREGA is, to some extent, satisfactory. For best possible performance of NREGA activities, village people, implementing agencies and representatives of PRIs have to change their attitude and awareness have to be created among them regarding all provisions of NREGA.

**Table 5.4: Qualitative 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	Yes- November & December - 15%
Q.2	After implementation of NREGA has there been a shortage of agriculture labour? If yes in which years/months?
Answer	Yes-Year 2009, March & April – 20%
Q.3	Give details of change in wages of casual labour during the last 5 years after NREGA
Answer	Yes - PC – 15%
Q.4	In what way the standard of living improved in your village since the introduction of NREGA?
Answer	N.R.
Q.5	In what way the household consumption improved in your village since the introduction of NREGA
Answer	Yes - FR – 10%
Q6.	In what way NREGA has impacted the children education
Answer	Yes - ICE – 5%
Q.7	In what way NREGA has impacted the trends of attached labour in agriculture
Answer	Yes - LAHAAW – 20%
Q.8	In what way NREGA has improved villagers' awareness towards Government Schemes
Answer	Yes - OWW – 15%
Q.9	Your suggestions to improve the implementation of NREGA for the benefits of both labourers as well cultivators?
Answer	Yes - DHAWR, HWRNW -25%

*Note: This table is only indicative and the answers need to be coded and presented in percentage terms*

*PC = Positive change.*

*N.R. = Not Reported.*

*FR = Food related.*

*ICE = Increase in children's enrolment.*

*LAHAA = Labourers are hardly available for agricultural works.*

*OWW = NREGA gave opportunities to work for women.*

*DHAWR = Demanded higher agricultural work rate.*

*HWRNW = Higher wage rate for NREGA workers.*

## 5.5 Potential Benefits of NREGA

Data/responses in table number - 5.5 facilitate us in understanding potential benefits of NREGA. The benefits/impact has been examined in the light of the or in terms of the following aspects/parameters:

- (i) NREGA enhanced food security, (ii) provided protection against extreme poverty, (iii) helped to reduce distress migration, (iv) helped to reduce indebtedness, and; (v) gave greater economic independence to women.

Data in the table endorse that NREGA has positively benefitted/gave greater economic independence to women (40%) followed by protection against extreme poverty (30%), helped in reducing distress migration (25%), enhanced food security and helped in reducing indebtedness (20% each)

**Table 5.5: Provide details on the following potential benefits of NREGA (Percentage of hh)**

Q1.	NREGA enhance food security
Answer	TSE - 20%
Q.2	NREGA provided protection against extreme poverty
Answer	AAH - 30%
Q.3	NREGA helped to reduce distress migration
Answer	NCM - 25%
Q4.	NREGA helped to reduce indebtedness
Answer	HTRI - 20%
Q.5	NREGA gave greater economic independence to women
Answer	O/OEWLIW - 40%

*Note: This table is only indicative and the answers need to be coded and presented in percentage terms*

*TSE = To some extent.*

*AAH = Assurance against hunger.*

*NCM = No compelled migration.*

*HTRI = Heading towards reduction of indebtedness.*

*O/OEWLIW = Opportunity of equal wage leading towards independence of women.*

Impact of NREGA can be termed as encouraging in such a short period of its implementation. Its objectives have to be fulfilled by making it more and easily accessible for the really needy persons of rural areas.

## **5.6 Some Quantitative Questions Related to Food Security**

Under this section, attempt has been made to ascertain the quantitative aspects of NREGA related to food security. It included the following questions to address various aspects in percentage of household terms (% of households):

(i) Do you feel that your family does not have sufficient food for the whole year, (ii) faced any deprivation other than food security, (iii) main difficulties faced by you and your family during the last year, (iv) most important thing lacked by your household, and; (v) suggestions to improve NREGA functioning.

(a) Marginal land holdings, low wage rate, lack of desired employment opportunities (30%), (b) no proper housing facilities (28%), and; (c) expense on treatment of diseases (25%) were the main reasons/factors responsible for deprivation and insufficient food for sometime for the sample households in surveyed districts.

Table 5.6 causes to develop absence of drainage, electricity and proper sanitation related housing facilities marginal land holdings low wage rates (both in NREGA and non-NREGA works/activities) in rural areas faced with the constraint of lack of desired employment opportunities and significant portion of income spent in treatments for illness of family members or the beneficiaries himself/herself to be the main factors evident through rice paper responsible for some of the deprivations and not having sufficient food for sometime in a year. So 35.00 per cent of the surveyed respondents extended suggestions that more than 100 days of work should be provided under NREGA. They also suggested providing ensured drinking water, medicines, shadow and crèche facilities (as per norms contained in NREGA provisions). A clear and direct view of sample households to make arrangement for wage payment on daily or alternate day basis is of high significance. One of the corrective suggestions by the sample respondents is opportune and needs immediate attention of the planners and authorities of the Central Employment Guarantee Council (CEGC), Ministry of Rural Development (MoRD). The beneficiaries of NREGA opined that payment of wages should be preferably made through banks with a view to check defalcation of wage amounts (being, made in some of the cases through fake thumb impression in case of illiterate and migrated job card holders).

**Table 5.6: Quantitative questions related to food security (percentage of hh)**

Q1.	Do you feel that your family does not have sufficient food for the whole of year give reasons
Answer	MLH, LWR, LDEO – 30%
Q.2	Have you faced any deprivations other than food insufficiency? If yes, explain
Answer	DRWM – 25%
Q.3	What were the main difficulties you and your family faced during the last year?
Answer	IHD – 25%
Q.4	What is the most important thing your household lacks
Answer	NPHF – SDES -28%
Q.5	. What is the suggestion for amelioration
Answer	ESDW & PAFAH
Q.6	Any suggestions to improve NREGA functioning
Answer	MDWUNSG,WSFSG, PSDADB, PSTB – 35%

*Note: This table is only indicative and the answers need to be coded and presented in percentage terms*

*MLH = Marginal land holding.*

*LWR = Low wage rate.*

*LDEO = Lack of desired employment opportunities.*

*DRWM = Disease related – for want of money.*

*IHD = Illness and housing difficulties.*

*NPHF – SDES = No proper housing facilities (viz;-Safe drinking water, Drainage, Electricity, Sanitation, etc.)*

*ESDW & PAFAH = Ensure safe drinking water & provide adequate financial assistance for housing.*

*MDWUNSG = More days of work under NREGA Should be given, WSFSG = Work site facilities should be given like – Drinking water, first add etc; PSDADB = Payment should be daily or alternative day basis,*

*PSTB = Payment should be through bank.*

In nutshell, NREGA has been helping people towards achieving the goal of food security. However, it needs some improvement with regard to smooth payment at shorter intervals preferably through banks.

## **5.7 Summary of the Chapter**

It is revealed that on aggregate level, house property comprised the highest value per household (Rs. 92,400/-). It was followed by land (Rs. 85,300/-) livestock (Rs. 10,120/-), agricultural implements (Rs. 3,400), others (Rs. 1,260/-) utensils (Rs. 980/-) ornaments (Rs. 650/-) and very small amount as business assets.

Total value of assets holdings per households including land to others by non-beneficiaries was estimated at Rs. 2,50,450/-, which was 1.39 times more than that of beneficiaries (Rs. 1,80,650/-).

A glance on table containing data related to borrowings by sample households (Rs./hh) and rate of interest per cent per annum provides ground to divulge that under beneficiaries category, institutional loan (from banks - 34.14 per cent) was the main source followed by traders-cum-money lenders (29.15%). Construction of house 43.00 per cent followed by purchase of land, livestock or other assets 31.46 per cent were main purposes of loan for the sampled beneficiaries. Almost similar trend (except social ceremony under purpose of loan and an equally instrumental landlord/employer under source of loan) could be observed in case of non-beneficiaries (33.95%, 27.52%, 27.52%, 34.86% and 24.77%) respectively. On aggregate level, institutional assistance (34.10%) was the most prominent source of loan taken mainly for the purpose of construction of house (41.19%)

On aggregate level (comprising beneficiaries and non-beneficiaries both), highest percentage of surveyed households (78) were having accounts in bank/post office/other institution. It was followed by availability of Co-operative Credit Society (CCS) in the village (58%), LIC policy (36%), doing wage work to those whom they were indebted (27.20%) and family members (26%) being members of CCS.

Data provides strong grounds to declaim the fact that no fee/charges or bribe was paid by any of the job-card holders for job card issuance. Half of the total sampled respondents didn't report about any irregularity in job cards. Same wage rate for men and women (100%), individual work measurement (60%), fortnightly payment (85%), payment by Post Office (80%) most of the accounts in self name (70%), majority of the surveyed respondents (70% and 80%) reporting no delayed and no less than minimum wages paid respectively, no mandatory worksite facility (60% to 85%), good monitoring

related to functioning of NREGA (80%) and getting job within 15 days of application (100%) were the qualitative aspects in regard to functioning of NREGA.

In précised way, it can be concluded that on most of the parameters of functioning, positive impact of NREGA could be seen, whereas much has to be done on some of the qualitative aspects.

Information obtained reveals: (i) shortage of agricultural wage labour (15%) in November-December, 2008, (ii) positive change in wages of casual labour (15%) during the last 5 years after NREGA, (iii) increase in food consumption (10%), (iv) increase in children's enrolment (05%), and; (v) opportunities of employment for women (15%).

Data in the table endorse that NREGA has positively benefitted/gave greater economic independence to women (40%) followed by protection against extreme poverty (30%), helped in reducing distress migration (25%), enhanced food security and helped in reducing indebtedness (20% each).

(a) Marginal land holdings, low wage rate, lack of desired employment opportunities (30%), (b) no proper housing facilities (28%), and; (c) expense on treatment of diseases (25%) were the main reasons/factors responsible for deprivation and insufficient food for sometime for the sample households in surveyed districts. The sample households suggested providing ensured drinking water, medicines, shadow and crèche facilities (as per norms contained in NREGA provisions). A clear and direct view of sample households to make arrangement for wage payment on daily or alternate day basis is of high significance.

In nutshell, NREGA has been helping people towards achieving the goal of food security. However, it needs some improvement with regard to smooth payment at shorter intervals preferably through banks.

### **NREGA ---- IMPACT ON VILLAGE ECONOMY**

In this chapter, attempt has been made to brood over on impact of NREGA on village economy in regard to the following aspects/parameters: (i) Infrastructure available, (ii) occupational structure, (iii) wage-rates for different activities, (iv) prevailing labour charges for agricultural operations, and; (v) qualitative questions on changes in the villages during last one year (i.e., January-December, 2008).

#### **6.1 Infrastructure Available in the Village**

In this section, availability of infrastructural facilities has been examined in the light to their existence within the village and nearest village. Data in table 6.1 grip attention towards non-existence of most of the infrastructural facilities within the surveyed villages. That is to say that right from road and railway connectivity to hospital/dispensary, GPO and fair price shop, most of the infrastructural facilities are situated at distances varying from 1 km to 12.86 kms.

While railway connectivity was available in nearest village as found in case of 90.00 per cent of the surveyed villages (at average distance of 12.86 kms), in 70.00 per cent cases, road connectivity were available within villages. Landline connectivity (60%), Post Office (90%), Co-operative Credit Society (CCS 80%), Regional Rural Banks (RRBs 100%), Commercial Banks (CBs 90%), Agricultural Produce Market (APM 100%), Self Help Groups (SHGs 70%),

**Table 6.1: Infrastructure available within the village (percentage of villages)**

Particulars	Within village	Nearest village	If nearest village, average distance (kms)
Road connectivity	70	30	5.85
Railway connectivity	10	90	12.86
Landline or mobile connectivity	40	60	2.92
Post Office	10	90	1.64
Co-operative credit society	20	80	1.88
Regional Rural Bank	NA	100	7.00
Commercial Bank	10	90	6.38
Agricultural Produce Market	NA	100	4.00
Self Help Group Centre	30	70	2.63
School Primary	80	20	2.63
School Secondary	40	60	2.50
School Higher Secondary	10	90	5.67
Primary Health Centre	30	70	2.33
Hospital/Dispensary	10	90	4.33
Gram Panchayat Office	40	60	2.25
Fair Price Shop	50	50	1.00
Any other	NA	NA	NA

NB: Nearest Villages here represents the villages/kasba where particular infrastructural facility is available.

Secondary School (60%), School - Higher Secondary (90%), Primary Health Centre (PHC 70%), Hospital/Dispensary (90%), Gram Panchayat Office (GPO 60%) fair price shop (FPS - 50%) were available nearer to surveyed villages, but not within the villages. In nutshell, most of the infrastructural facilities were available in nearest villages of most of the villages surveyed.

## 6.2 Changes in Occupational Structure in the Selected Villages

The impact of NREGA on occupational structure has been enumerated on the basis of the following occupations at two different points of time, viz., the years 2001 and 2009. (i) cultivators, (ii) agricultural labour, (iii) household small industry, (iv) other manufacturing/mining, (v) construction, (vi) trade, commerce and business, (vii) transport and communication, and; (viii) other services. Table 6.2 contains data related to occupational structure in terms of percentage of households (% of households) meant for the years 2001 and 2009.

Data in the table lead to reach at the conseqtary that there has been clear cut decline in percentages of households opting for cultivation (from 30.70 to 20.30), agricultural

labour (from 30.90 to 27.40) and other manufacturing/mining (from 4.60 to 3.10) in the year 2009 in comparison to 2001.

**Table 6.2: Occupational Structure (% of households)**

Occupation	Reference period 2009	2001
1. Cultivators	22.30	30.70
2. Agricultural Labour	27.40	30.90
3. Household Small Industry	02.50	02.10
4. Other Manufacturing./mining	03.10	04.60
5. Construction	17.20	12.00
6. Trade, Commerce and Business	07.20	05.00
7. Transport and Communication	10.50	08.50
8. Other Services	09.80	06.20
9. Total	100.00	100.00

The percentages of households engaged in 'household small industry,' construction, Trade, Commerce & Business, Transport and Communication and other services increased during the period (from 2.10 to 2.50, 12.00 to 17.20, 5.00 to 7.20, 8.50 to 10.50 and 6.20 to 9.80) respectively. In epitomized terms, it can be said that NREGA has, to some extent, prompted the cultivators, agricultural labourers and persons engaged in manufacturing activities to go for other activities.

### **6.3 Effects of NREGA on Wage Rates in the Selected Villages**

Table 6.3 contains data showing, activity wise wage rates prevailing during the reference period of the study i.e., 2009 and before NREGA i.e, in the year 2005, meant for both male and female. Type of activities included for obtaining data related to wage rates are: (i) prevailing agricultural wages, (ii) prevailing non-agricultural wages, (iii) construction, (iv) mining, and; (v) other skilled works it comprised : (a) electrician, (b) plumber, and; (c) pump-set boring.

**Table 6.3: Wage rates for different activities (average of all villages) – Rs.**

Activity		Reference period (2009)		Before NREGA (2005)	
		Male	Female	Male	Female
Prevailing Agricultural Wages		122.00 (82.09)	98.00 (81.48)	67.00	54.00
Prevailing Non Agricultural Wages		130.00 (49.43)	123.00 (207.54)	87.00	40.00
Construction		148.00 (85.00)	106.00 (112.00)	80.00	50.00
Mining		125.00 (150.00)	NA	50.00	NA
Other skilled work	Electrician	250.00 (25.00)	NA	200.00	NA
	Plumber	400.00 (100.00)	NA	200.00	NA
	Pump-set boring	400.00 (100.00)	NA	200.00	NA

(NB:- Figures in bracket indicate percentage change against base year wage rates of 2005)

A glance on data in the table helps us to couch highest difference/positive change in wage rate for female labourers working in non-agricultural activities (207.50% i.e., from Rs. 40 to Rs. 123) taken as average of all villages. It was followed by female itself (112%) engaged in construction (Rs. 50 to Rs. 106) and then an equal of 100 per cent increase in wage rates for male labourers engaged in plumber and pump set boring related activities. Wage rates in these activities increased from Rs. 200 to Rs. 400 in each case during the period 2005-09. Wage rate for construction activities, in which male worked also increased significantly after implementation of NREGA (85% i.e., from Rs. 80 to Rs. 148). It was closely followed by agricultural wages (82% i.e., from Rs. 67 to Rs. 122). An upward movement could also be seen in case of non-agricultural wages; but it was below 50.00 per cent (49.43%, i.e., from Rs. 87 to Rs. 130 for male workers). Such a high increase in wage rates of female labourers in non-agricultural activities and in construction related activities might be due to the fact that earlier women used to get lower wages. But after the initiatives by the government to empower women politically, socially and economically their wage rates were also enhanced and made at par with that of male counterparts. Concludingly, NREGA has positively affected wage rates in

regard to all major activities (including agricultural and non-agricultural wages) for male and female both.

#### 6.4 Effects of NREGA on Charges for Agricultural Operations

In this section, attempt has been made, to enucleate the impact of NREGA on prevailing labour charges for agricultural operations (calculated in Rs./day unit as average of all villages).

The data showing changes in labour charges for agricultural operations (separately for : (i) ploughing, (ii) leveling, (iii) weeding, (iv) paddy transplantation, (v) harvesting of wheat, paddy, gram, pigeon pea, ragi, jowar, maize, (vi) digging of potatoes, (vii) threshing of paddy, (viii) threshing of wheat, and; (ix) winnowing of wheat/paddy contained in table 6.4 have been obtained for before NREGA period (i.e., years 2001 & 2005) and for the reference period i.e., the year 2009.

Having peeped on data in the table, it is clear that highest change (means increase) in labour charges during the period of before NREGA, 2005 to reference year (2009) was in leveling (139.36% from Rs. 95/day to Rs. 225/day) and minimum could be seen in harvesting of maize (16.67% i.e., from Rs. 120/day to Rs. 140/day).

**Table 6.4: Prevailing Labour charges for agricultural operations (average of all villages) (Rs/day)**

Activity	Reference period 2009	Before NREGA	
		2005	2001
Ploughing	115.00 (27.78)	90.00	65.00
Levelling	225.00 (139.36)	94.00	70.00
Weeding	115.00	NA	NA
Paddy transplanting	125.00 (22.73)	110.00	80.00
Harvesting of wheat	150.00 (36.36)	110.00	80.00
Harvesting of paddy	150.00 (36.36)	110.00	80.00
Harvesting of grams	150.00(50.00)	100.00	50.00
Harvesting of pigeon pea	NA	NA	NA
Harvesting of ragi	NA	NA	NA
Harvesting of jowar	NA	NA	NA
Harvesting of maize	140.00 (16.67)	120.00	75.00
Cane-cutting	NA	NA	NA
Harvesting	NA	NA	NA
other crops	NA	NA	NA
Digging of potatoes	120.00 (20.00)	100.00	80.00
Threshing of paddy	100.00	60.00	40.00
Threshing of wheat	100.00	60.00	40.00
Winnowing of wheat/paddy	100.00	60.00	40.00

[NB:- Figures in parenthesis indicate percentage change in labour charges in the year 2009 over 2005]

Harvesting of grams also witnessed significant increase in labour charge (50% Rs. 100 to Rs. 150/day). It was followed by an equal of 36.36 per cent meant for harvesting of wheat and harvesting of paddy (i.e., Rs. 110/day to Rs. 150/day).

Increase in labour charges meant for ploughing (27.78% Rs. 90/day to Rs. 115/day), paddy transplantation (22.73% i.e., from Rs. 110/day to Rs. 125/day) and digging of potatoes (20% from Rs. 100/day to Rs. 125/day) could also be seen.

The analysis, thus divulges that from farmers points of view, cost of production of agricultural commodities has risen after implementation of NREGA. But, from agricultural labourers point of view NREGA has certainly added to their general levels of income by way of increase in labour charges meant for almost all agricultural operations.

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

In this section, qualitative questions on changes in the villages during last one year, i.e., during the year 2008-09 have been addressed and inferred (in % of households' terms). It is based on the perception of sample respondents in regard to following description: (i) shortage of agricultural wage labour at some point during last year, (ii) A shortage of agricultural labour after implementation of NREGA, (iii) After implementation of NREGA the cost of production in agriculture increased, (iv) Coming back of labourers to work in the villages after implementation of NREGA (who had earlier migrated to town/city), (v) Migration of more labourers from the villages, as wage rate in the town is higher than NREGA, (vi) Coming back of some labourers to work in NREGA but others are moving to the town/city because of wage differential, (vii) No change in labour migration by NREGA activities, (viii) increase in the wages of casual labourers after NREGA, (ix) No change in the wages of casual labourers after NREGA, (x) Increase in trend of villagers going to work outside daily, (xi) Increase in the trend of village people going to work outside for longer period, (xii) Improvement in living standard of village since the introduction of NREGA, (xiii) whether witnessed increase in household (Hh) consumption after NREGA, (xiv) More children are now going to school after NREGA, (xv) whether witnessed change in trend of attached labour after NREGA, and; (xvi) has there been an increase in villagers' awareness towards government schemes after NREGA.

Having a glance on concerned table, consequential effects of NREGA on qualitative change related to various aspects of village economy is evident: (i) shortage of agricultural wage labour at some point during the year 2008-09 (30%), (ii) cost of production in agriculture increased by 20 to 50 per cent (40%), (iii) increase in wages of casual labourers (25%), (iv) increase in villagers going to work outside for longer period (40%), and; (v) more children going to school after NREGA are the main efficacious impact as decisively reported by good percentage of households (table 6.5).

**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	30	30	40
After implementation of NREGA has there been a shortage of agriculture labour	30	35	35
After implementation of NREGA the cost of production in agriculture increased by 10 percent because of scarcity of labour	25	40	35
Cost increased by 20 percent	20	80	00
Cost increased by 20 to 50 percent	40	60	00
Cost increased by 50 to 75 percent	05	95	00
Cost increased by 100 percent	00	100	00
Cost increased by more than 100 percent	00	100	00
After implementation of NREGA labour who migrated earlier to town/city are coming back to work in the village	40	60	00
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	30	70	00
Some labour has come back to work in NREGA but others are moving to the town/city because of wage differential	40	60	00
There is no change in labour migration by NREGA activities	20	40	40
After NREGA change in wages of casual labourers has increased	25	20	55
After NREGA change in wages of casual labourers has decreased	20	25	55
After NREGA change in wages of casual labourers remained same	20	60	20
The trend of people living in village and going to work outside daily has increased	40	45	15
The trend of people living in village and going to work outside for longer period has increased	40	30	30
Has living standard improved in your village since the introduction of NREGA	20	80	00
After NREGA have you witnessed increase in household consumption in village	20	80	00
After NREGA have you witnessed more children are now going to the school	30	25	45
After NREGA, have you witnessed change in trend of attached labour in agriculture	15	40	45
After NREGA, have villagers' awareness towards Government Schemes increased	30	60	10

As regards other descriptive parameters of qualitative changes in the village economy, higher percentages of sample households replied in 'no,' but there were quite good percentages of households, who considered positive impact of the Act on village economy. On the questions related to: (i) improvement in living standard, (ii) increase in household consumption in villages, (iii) change in trend of attached labour in agriculture, and; (iv) increase in villagers' awareness towards government schemes (20%, 20%, 15%, and; 30%) of the sample households respectively did have positive view.

It is encouraging to note that labourers, who earlier migrated to town/city had started coming back to work in the villages after implementation of NREGA (as reported by 40% of the sample households). But, due to wage differential and late payment of wages in NREGA related works (on weekly basis, and in good number of cases, any how within 15 days), some labourers kept moving to the town/city (as reported by 40% of the households). 30.00 per cent of the households were of the view that more labourers were migrating from the villages as the wage rate in the towns/cities were higher than wage rate under NREGA or other activities in the villages. Only 20.00 per cent of households ascertained that there was no change in labour migration by NREGA activities.

Responses of the surveyed households prompt to hit us with the fact that there has been some positive impact of NREGA on various aspects of village economy and individual's 'standard of living' and 'consumption behaviour.' But, better performance-based result can be achieved by making it more job-card holders friendly. It can be done by making the beneficiaries, elected public representatives and personnel of PRIs aware with all provisions of NREGA. Mechanism for making payment on shorter duration (i.e., before one week) may also be considered. Bank payment of wages to job card holders may be preferred as the branch Post Offices situated in villages are not made available more

than Rs. 5,000/- a day. So, the job card holders did not generally get their wage payments on the day, on which it is credited to their respective accounts.

It can thus, be insisted that NREGA needs to be taken seriously and honestly by one and all participants (beneficiaries, implementing agencies bureaucrats, banks and post offices). Only then, the objectives of qualitative changes in village economy and better individuals (villager's) economic conditions can be successfully achieved.

## **6.6 Summary of the Chapter**

Data in obtained through primary work draw attention towards non-existence of most of the infrastructural facilities within the surveyed villages. That is to say that right from road and railway connectivity to hospital/dispensary, GPO and fair price shop, most of the infrastructural facilities are situated at distances varying from 1 km to 12.86 kms.

Data lead to reach at the consectary that there has been clear cut decline in percentages of households opting for cultivation (from 30.70 to 20.30), agricultural labour (from 30.90 to 27.40) and other manufacturing/mining (from 4.60 to 3.10) in the year 2009 in comparison to 2001.

A glance on data helps us to couch highest difference/positive change in wage rate for female labourers working in non-agricultural activities (207.50% i.e., from Rs. 40 to Rs. 123) taken as average of all villages. It was followed by female itself (112%) engaged in construction (Rs. 50 to Rs. 106) and then an equal of 100 per cent increase in wage rates for male labourers engaged in plumber and pump set boring related activities.

Concludingly, NREGA has positively affected wage rates in regard to all major activities (including agricultural and non-agricultural wages) for male and female both.

Having peeped on data, it is clear that highest change (means increase) in labour charges during the period of before NREGA, 2005 to reference year (2009) was in

leveling (139.36% from Rs. 95/day to Rs. 225/day) and minimum could be seen in harvesting of maize (16.67% i.e., from Rs. 120/day to Rs. 140/day).

Having a glance on available data, consequential effects of NREGA on qualitative change related to various aspects of village economy is evident: (i) shortage of agricultural wage labour at some point during the year 2008-09 (30%), (ii) cost of production in agriculture increased by 20 to 50 per cent (40%), (iii) increase in wages of casual labourers (25%), (iv) increase in villagers going to work outside for longer period (40%), and; (v) more children going to school after NREGA are the main efficacious impact as decisively reported by good percentage of households.

It can thus, be insisted that NREGA needs to be taken seriously and honestly by one and all participants (beneficiaries, implementing agencies bureaucrats, banks and post offices). Only then, the objectives of qualitative changes in village economy and better individuals (villager's) economic conditions can be successfully achieved.

### CONCLUDING REMARKS AND POLICY SUGGESTION

#### 7.1 Introduction

The launching of NREGS from February 2<sup>nd</sup>, 2006 in 200 districts in the first phase and later on extending it to all the remaining districts in all the States/ UTs from 1<sup>st</sup> April, 2008 as part of the Common Minimum Programme (CMP) agenda of the government of India is an illustrious endeavour to ensure the rural needy and poor families their right to employment. No doubt, unemployment is one of the significant causes of poverty. The National Rural Employment Guarantee Act, 2005 hereinafter referred as NREGS was enacted to provide a minimum guaranteed wage employment of 100 days in every financial year to rural households with unemployed rural adult members prepared to do unskilled manual work. On 2<sup>nd</sup> October, 2009 the scheme is named in the name of the father of the nation Mahatma Gandhi and is now called as Mahatma Gandhi NREGA (MGNREGA). Lexically, the scheme is a strategic attempt to fight poverty and unemployment, which are intrinsically linked. However, despite its ambitious goals, it has faced with some difficulties in getting it executed in different situations. This is mainly due to lack of awareness regarding the scheme/ Act among the people in general and less knowledge/beclouding knowledge to personnel of PRIs elected public representatives, implementing agencies and some of the concerned officers (in particular) related to all provisions of NREGA. Keeping these facts in view, the study has been undertaken with the following objectives:

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

- 1. Measure the extent of manpower employment generated under NREGA, their various socio-economic characteristics and gender variability in all the districts implementing NREGA since its inception in the selected states.*
- 2. To compare wage differentials between NREGA activities and other wage employment activities.*
- 3. 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. Identification of 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.*

## **7.3 Methodology**

With a view to address above adduced objectives the study has been undertaken in five districts of Bihar (i.e., Kishanganj, Rohtas and Samastipur districts of Phase - I and Banka and Gopalganj as phase - II). The selection of districts were one each from North, South, East, West and Central locations of the state. The name of districts was suggested by the Co-ordinator itself (ADRT, ISEC, Bangalore). Based on both primary and secondary data, 10 villages (02 each from every selected district) were surveyed for in-depth study with the help of a structured household questionnaire and a village schedule. One village from each of the selected districts was from the nearby periphery of around 05 kms of the district/city headquarters and the second one was from a farthest location of 20 kms or more than that. Thus, the villages within 05 kms periphery from the district headquarters in (i) Kishanganj, (ii) Rohtas, (iii) Samastipur, (iv) Banka, and; (v) Gopalganj districts were (i) Boro Badi, (ii) Fatehpur, (iii) Morsand Gokhla, (iv) Maiharpur, and; (v) Tiribiruwan respectively. Likewise, villages under the five districts chosen for survey at 20 kms or more distances were (i) Palasmani Basak, (ii)

Samahauta, (iii) Thehra Gopalpur, (iv) Khushhalpur, and; (v) Jigna Jagarnath respectively.

Primary survey was conducted on 200 participants (20 each from the selected villages i.e.,  $5 \times 2 = 10$  villages in number) and 50 non-participants, i.e., working as wage–employed (05 each in the 10 selected villages). Stratified Random Sampling Method was adopted for selection of the participant households giving proportionate representation to Caste, i.e., (i) Scheduled Caste, (ii) Scheduled Tribe, (iii) Other Backward Caste, and; (iv) Forward Castes (Others).

A due representation was also given to gender factor. Criterion for selecting non-participant households was that these households did not participate in NREGA, but constituted the similar caste and gender characteristics as that of selected participant households to maintain uniformity and avoid the selection bias.

In addition to household questionnaire, Village Schedule was designed to capture the general changes that have taken place in the village during the last one decade and to take note of increase in labour charges for agricultural operations after the implementation of NREGA. One Village Schedule in each village was filled up with the help of a group discussion with the Panchayat Members, Officials, educated and other well-informed people available in the village already surveyed.

#### **7.4 Reference Period**

Reference period for secondary data of the study is 2008-09 to 2010-11. For primary data, it was 2009 (January-December).

#### **7.5 Overall Observations**

##### **7.5.1 Manpower Employment Generated under NREGA**

Having examined data containing various performance indicators in Bihar, it is clear that among phase - I districts, Muzaffarpur district was ahead in regard to issue of job cards during the years 2009-10 and 2010-11. Jehanabad and Sheohar districts were at the lowest stairs during the years respectively on this front. Among phase - II districts,

performance of East Champaran district was the best whereas Sheikhpura district did show the lowest number during the years 2009-10 and 2010-11. In the year 2008-09, West Champaran was at top and Sheikhpura was again at the lowest stair. Among phase - I districts, in the year 2008-09, Nalanda remained at top and Lakhisarai remained at the lowest stair in the ladder.

Overall glance on the tables containing data related to performance of NREGA in Bihar leads us to illuminate that Gaya and Begusarai districts were at top in regard to parameter of works in progress in the initial year 2008-09 under phase - I and phase - II districts respectively. In the years 2009-10 and 2010-11, Nalanda district under phase - I and East Champaran in phase - II were ahead, whereas Arwal and Banka were at bottom in this regard.

A glance on data related to Employment Generated through NREGA and its Socio-Economic Characteristics reveals interesting fact and corresponds to the observation that the response of the job card holders in the surveyed districts declined significantly than at the time of launching of the scheme in the concerned districts. In case of Phase-I districts, except Kishanganj, (the percentage of cumulative number of households (Hhs), who demanded employment during 2008-09 declined.

Similar trend of demanding jobs by households in Phase - II districts of Banka and Gopalganj could be seen. The data are indicative of the fact that there has been a revealed decline in NREGA being treated as cynosure for providing most needed employment opportunities for the job card holders in the earlier years of its launching.

As far social group wise cumulative number and percentages of households issued job cards in the surveyed districts during the years 2008-09 and 2009-10 are concerned, except Rohtas and Samastipur (i.e., phase - I districts) persons under others category dominated.

By the year 2010-11, scenario completely changed. In all the five districts of phase - I and II, percentages of households issued job cards became higher in case of others group followed by SCs and very meagre being the number and percentage of Scheduled Tribes (STs).

As very low percentage of households demanded employment, so cent per cent of them were provided work till the year 2009-10.

Having analyzed in percentage term, out of the total cumulative person days generated in lakhs (till the reporting month as per data up to 8<sup>th</sup> January, 2011), SC job card holders had highest share in Rohtas and Samastipur districts during the years 2008-09 and 2009-10 (60.00, 49.37 and 62.00 and 59.07) respectively. In 2010-11, scenario changed significantly and the share of workers under others category became highest in regard to all the districts.

In regard to participation of women, out of total cumulative person days generated, Samastipur district was ahead during all the three years (34.00%, 30.40% and 64.47 %) for 2008-09, 2009-10 and 2010-11 respectively. Gopalganj district was at the bottom on this parameter (22.02%, 2.33% and 71.21) respectively.

Since percentages of ST households issued job cards were low in all the districts surveyed, so their share out of cumulative person days generated and on other parameters were quite lower).

It is to be noted here that out of the 715 and 501 works completed in the years 2009-10 and 2008-09 respectively in Kishanganj district (a phase - I district), larger number of works were completed under Rural Connectivity (586 - 81.96% and 340 --- 67.86%) respectively.

Flood control, Water Conservation and Water Harvesting works were also completed, but in lower number.

Number of ongoing works were quite higher in Kishanganj district in the year 2010-11 under Rural connectivity group 1566 (85.57%) out of a total of 1830).

As regards another phase-I, district (i.e., Rohtas), the highest number of completed and ongoing/suspended works were under renovation of traditional water bodies followed by micro irrigation and water conservation and water harvesting groups of works.

Rural connectivity, drought proofing and renovation of traditional water bodies had remained the works prominently completed during the years 2008-09, 2009-10 and continuing as ongoing works during 2010-11 in Samastipur district.

As regards completed works in Banka district (a phase - II district), during the years 2009-10 and 2008-09, the table conveniently depicts: (i) rural connectivity 386, 197), (ii) renovation of traditional water bodies (324, 241)), (iii) water conservation and water harvesting (297, 248) and (iv) micro irrigation (252, 03) as the main works completed.

In Gopalganj district, i.e., a phase - II district, Drought Proofing (DP) 1098 and rural connectivity (RC-652 and 668) were the main works completed during the years 2009-10 and 2008-09 respectively. Under ongoing category of works also, in 2010-11, RC remained much ahead (2246) followed by DP (993), WCWH (527), MI (521), land development (LD-309) and RTWB (243).

On overall level, in all the five districts (completed and ongoing works taken together), Rural Connectivity (RC) works were the most prominent ones. Renovation of traditional water bodies and drought proofing works were also taken up in significant number.

In the year 2008-09, the highest amount under RC was spent in Rohtas district (Rs. 1993.80 lakh) followed by Samastipur (Rs. 1401.22 lakh), Gopalganj, Kishanganj and Banka (Rs. 750.88 lakh, Rs. 378.18 lakh and Rs. 166.71 lakh) respectively

Having a glance on data of the five districts containing amount spent on different categories of works during the year: 2009-10, it is revealed that RC related works incurred highest investment in Kishanganj district (Rs. 1516.46 lakh).

As far as the status of financial investments on district wise works completed or ongoing during the year 2010-11 is concerned the table denotes completed works only in regard to RC and Micro Irrigation (MI) in Rohtas and Banka districts (Rs. 1.6507 lakh, Rs. 1.5198 lakh and Rs. 0.5847 lakh) respectively. In all other districts, works under different categories were ongoing. Rural connectivity, MI and RTWB were the main heads under which larger expenditures were made.

On the basis of above analytical discussion, it can be encapsulated that on the parameters of **projects completed** and **total amounts spent** on different categories of works under NREGA during the years 2008-09 to 2010-11, the performance of all the five districts were more or less satisfactory and emboldening for the job-seeker poor persons of rural areas.

Social auditing and inspection of NREGA related works have been examined and predicated in the light of the following parameters:

(iii) Muster Roll verified, (ii) Social Audit, (iii) Inspections conducted, (iv) Gram Sabha held, (v) Complaints received, and; (vi) Complaints disposed.

In the year 2008-09, maximum numbers of muster rolls used and verified were found in Rohtas district (67,755 and 61,788) respectively. During the year 2009-10, performances of Banka district and in 2010-11, Kishanganj district were most encouraging on these parameters (85174, 77909, 59674 and 57944) respectively

A careful glance at the table leads us to ascertain the noticeable fact that except in Banka and Samastipur districts during the year 2008-09 and again the two noted districts in 2010-11, social audits were held in all Gram Panchayats of the surveyed districts.

On the parameter of Gram Sabhas held, Gopalganj district was ahead in the years 2008-09 and 2009-2010 and Kishanganj did better in 2010-11 (1930, 1426 and 829) respectively. In regard to number of VMC meeting held also, performance of Gopalganj district was exciting in all the three years. As far disposal of complaints is concerned, performance of Rohtas district was very poor in the year 2010-11. Performances of Kishanganj and Rohtas districts were appreciable in the year: 2008-09. In the year 2009-10, Kishanganj, Gopalganj (100 % each) and Rohtas district (99.12%) did quite well. Concludingly, all the five districts surveyed showed exemplary performance in regard to most of the parameters of social auditing and inspection of NREGA works.

In all the three years (i.e., 2008-09, 2009-10 and 2010-11), number of individual and joint bank accounts opened (except Banka district in case of joint account in the year 2008-09), were highest in Gopalganj district 83190, 130645, 138382 and 1480, 4077 and 4265 respectively.

In the year 2010-11, Kishanganj district topped in opening post office accounts (individual 147257). During the years 2008-09 and 2009-10, Samastipur district was much ahead in opening individual post office accounts (166993 and 283806) respectively. In case of joint Post Office accounts, except Banka district in 2008-09 (6827), again Samastipur district was much ahead (9118 and 11660) respectively in the remaining two years than other surveyed districts.

Finally, the analysis of data elicits highest number of banks and post office accounts to have been opened in Gopalganj and Samastipur districts.

There was virtually no case of unemployment allowance paid in any of the five surveyed districts during the year 2010-11.

Except only one (01) number of Micro Irrigation (MI) work likely to spill over from current financial year to next financial, no other work projection was seen in Kishanganj district under any other shelves of work in the year 2010-11.

A glance on the table corroborates Renovation of Traditional Water Bodies (RTWBs) and rural connectivity to be the main activities in Rohtas district. Total number of spill over works from previous year, total number of new works taken up in current year and number of works likely to spill over from current financial year to next financial in Rohtas district, were noted at 200, 518 and 150 respectively.

Data are sufficient to elucidate that except drought proofing (DP) in regard to total number of new works taken up in current year 1588 in Samastipur district, RC was the main work as far as spill over, likely to spill over and new works proposed for next financial year are concerned (3855, 4267 and 7462) respectively.

Imbedding relationship between number of spill over, new works and new works proposed with estimated cost, highest total cost was seen in case of RC itself (Rs. 1665478.98 lakh).

WCWH, RC, DP and Land Development (LD) group of works were prominently taken up and proposed in Banka district during the year 2010-11 (134, 229, 146 and 1971) respectively.

It can, thus, be done out that in Banka district WCWH, RC, DP and LD group of works were prominently taken up. Works under any other activity were also to be concentrated upon largely.

In Gopalganj district, Rural Connectivity (RC) works were most prominent on almost all parameters, except benefit achieved unit (which showed best result in case of WCWH works).

WCWH, RTWBs, LD and MI works were also taken up in good numbers. A prudent observation in regard to performance based on work projection under NREGA in Gopalganj district can be that RC related works were the most prominent one during the year 2010-11.

## 7.5.2 Household Characteristics and their Income and Consumption Pattern

Out of the total number of 200 households under beneficiary category and 50 households under non-beneficiary category, average household sizes were estimated at 6.38 and 6 respectively. Under both the categories of respondents male dominated (65.50% and 66.00%) respectively. While there was not a single respondent of ST category in any of the five districts, OBC households dominated on aggregate and group levels (49.20%, 52.00% and 38.00 %) respectively.

No doubt, wage earners were also largely present among the surveyed households on aggregate level under beneficiaries and non-beneficiary categories (40.00%, 43.50% and 26.00%) respectively. Concludingly, household characteristics of the respondents reveal male dominated, having larger shares of (a) male decision maker (68.40%), (b) educational status up to primary level (42.40%), (c) pre-dominance of OBC (49.20%), (d) greater share of BPL respondents (46.00%), and; (e) undertaking farming as the main occupation (55.60%).

Having viewed on aggregate level, it could be stamped that Agricultural Casual Labourers (ACL) were at the most advantageous stage (24.90%) including both beneficiary and non-beneficiary respondents (26.12% and 20.00%) respectively. It was followed by households, who worked under NREGA (23.20%), self-employed in agriculture (15.60%), Non-ACL (12.20%) self-employed in livestock (8.80%) and public works programme other than NREGA (6.20%).

As far as the sources of average income for beneficiaries, non-beneficiaries and on aggregate level are concerned it was highest in case of wages in agriculture for the three types. It contributed Rs. 10,347.23 (25.31%), for beneficiaries, Rs. 10,402.58 (25.00%) for non-beneficiaries and Rs. 10,358.30 (25.24%) on aggregate level.

In regard to rice, the quantum consumed by the surveyed respondents is much lower than the NSSO's average for Bihar. As per 1993-94, 1999-2000 and 2004-05 reports of

different rounds of NSSO, the quantities were 4.54 kg, 7.59 kg and 7.20 kg respectively, whereas same for beneficiaries and non-beneficiaries were as low as 1.71 kg and 1.37 kg respectively. Consumption of wheat (per capita per month) by the beneficiary and non-beneficiary respondents (5.73 kg and 6.70 kg) aggregate being 5.92 kg was marginally higher than NSSO's 1999-2000 and 2004-05 figures (5.38 kg and 5.45 kg) respectively. Consumption of total cereals on aggregate level (9.51 kg) was clear cut lower than NSSO's 1999-2000 and 2004-05 quantities (13.27 kg and 13.04 kg) respectively. Lower quantities of total cereals consumed by sample respondents seem to have been adjusted by higher quantity of consumption of total pulses (1.46 kg at aggregate level) than that of NSSO's quantities (0.55 kg, 0.82 kg and 0.61 kg) respectively. Except a bit higher quantities of consumption in case of liquid milk (3.88 litres) and poultry meat (0.350 kg) in regard to all other items, the sampled respondents either equaled or were marginally lower than NSSO's 1999-2000 quantities.

It is evident that average household income during the reference year (2009) and average household consumption during the reference year were higher in cases of non-beneficiaries' (Rs. 41,610.30) and beneficiaries (Rs. 42,882.84) respectively.

The monthly per capita expenditures in surveyed districts meant for total food, total non-food and gross total were genuinely higher than the same of the NSS (2004-05) data. Out of the gross total expenditures (on food Rs. 513.26 and non-food Rs. 187.26 items, 73.27 per cent was incurred on food items and 26.73 per cent on non-food items by beneficiary sample households. For non-beneficiary sample households, these were 72.28 and 27.72 per cent respectively. On aggregate level, monthly per capita consumption expenditures comprised 72.97 and 27.03 per cent for food and non-food items respectively as compared to 64.51 and 35.49 per cent of NSS (2004-05).

40.00 per cent of sampled households were found not keeping job cards with them for updating entries (UE). 80.00 per cent told about monitoring the functioning of NREGA.

10.00 per cent lodged complaints, out of which, in 80.73 per cent cases actions were taken. Higher wage rates in city and town areas (HWRC 50.00 per cent) and dual objective of undertaking own agriculture and livestock related works (DOA & LSW 40.00 per cent) were the main factors responsible for migration to city and family members migrating back respectively. Fortnightly payment (FNP-20%) was also one of the dominant reasons for family members being dissatisfied with NREGA.

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

Number of households per household employed during 2009 was highest in one of the phase - I districts, Samastipur (2.65) closely followed by phase - II district Gopalganj (2.50), Kishanganj (2.08), 2.00 each for Rohtas and Banka districts, whereas the same for Bihar was 1.26 only. In regard to number of days per household employed during the year, only Gopalganj (a phase - II district) 33.00 was a bit more than that of state's figure 31.79. In case of women, the same for all the surveyed districts were much below than the state's average (17.85). As far as wage rate obtained is concerned, it was highest Rs. 102/- in Rohtas and Gopalganj districts (at aggregate level). SC, OBC and women respondents of Rohtas and SC and OBC of Gopalganj also got the same wage. Banka district was found at the lowest level Rs. 93.33 on this front.

Average distance of the place where employed from residence of the job card holders varied between 0.5 KM to 1 K M across the districts. It is clearly revealed that NREGA could have hardly provided 1/3<sup>rd</sup> means 33.34 days of employment per household during the year in the surveyed districts on aggregate level.

Before entering in analytical part of this section, it will be desirable to mention that district - 1 represents Kishanganj, district-2 Rohtas, District-3 Samastipur, District-4 Banka and District 5 stands for Gopalganj. Data reveals rural connectivity to be the main works in district-1 (80%), district-3 (50%), renovation of traditional water bodies in district-2 (40%), and drought proofing in district-3 (25%) undertaken as NREGA

activities. 100 per cent of the sampled respondents opined about the quality of assets created through NREGA activities as good.

In regard to activity under Rural Connectivity of NREGA percentage of households employed in Samastipur districts (50%) tallied with the state's average (50.65%). In flood control and protection work, percentage of households employed was very low 4.32 in the state. WC & WH related works at the state level 10.21 could be compared with Banka (10.00%). In Drought Proofing (DP), provision to irrigation facility to land owned by panchayats, Land Development (LD) and any other activity approved by MoRD percentages of households employed at state level were very low, even lower than some of the districts surveyed (2.43, 0.42, 4.57 and 4.75) respectively. In case of micro irrigation works (MI) and renovation of traditional water bodies (RTWBs) state's averages were better (13.92% and 8.72%) respectively; however, these were lower than Rohtas, Gopalganj, Samastipur and Banka districts

It further reveals with good quality of assets created, rural connectivity was the most prominently undertaken work under NREGA.

A glance on data contained in table leads us to agree on the fact that wage rates for male in all activities (including NREGA on an average) were higher than that of female workers. Wage rates for beneficiaries in all types of activities (except NREGA) were found to be lower than that of non-beneficiaries. On aggregate level, highest wage rate could be seen for male engaged in any other works (Rs. 254/-) followed by wage rate earned by migrant workers (Rs. 137.42), non-agricultural casual labour (Rs. 107.60), agricultural casual labour (Rs. 95.52) and engaged in public works programmes (PWPs Rs. 93.90).

A glance on available data reveals maximum number of out migrated members from district-3 (Samastipur) who returned back to villages because of getting work in NREGA (0.85).

Highest and lowest percentages of members were earlier working in construction/manufacturing/mining related activities and private work/self business in district-1 (65.00 %) and district-2 (1%) respectively. Banka district was ahead in regard to households family experiencing better compared to previous occupation.

Concludingly, NREGA has been successful in reducing the incidence of migration of labourers, but to a low extent. Much has to be done by developing complexity free mechanism of wage payment within a maximum duration of seven days.

#### **7.5.4 The Functioning of NREGA--- Qualitative Aspects**

It is revealed that on aggregate level, house property comprised the highest value per household (Rs. 92,400/-). It was followed by land (Rs. 85,300/-) livestock (Rs. 10,120/-), agricultural implements (Rs. 3,400), others (Rs. 1,260/-) utensils (Rs. 980/-) ornaments (Rs. 650/-) and very small amount as business assets.

Total value of assets holdings per households including land to others by non-beneficiaries was estimated at Rs. 2,50,450/-, which was 1.39 times more than that of beneficiaries (Rs. 1,80,650/-).

A glance on table containing data related to borrowings by sample households (Rs./hh) and rate of interest per cent per annum provides ground to divulge that under beneficiaries category, institutional loan (from banks - 34.14 per cent) was the main source followed by traders-cum-money lenders (29.15%). Construction of house 43.00 per cent followed by purchase of land, livestock or other assets 31.46 per cent were main purposes of loan for the sampled beneficiaries. Almost similar trend (except social ceremony under purpose of loan and an equally instrumental landlord/employer under source of loan) could be observed in case of non-beneficiaries (33.95%, 27.52%, 27.52%, 34.86% and 24.77%) respectively. On aggregate level, institutional assistance (34.10%) was the most prominent source of loan taken mainly for the purpose of construction of house (41.19%)

On aggregate level (comprising beneficiaries and non-beneficiaries both), highest percentage of surveyed households (78) were having accounts in bank/post office/other institution. It was followed by availability of Co-operative Credit Society (CCS) in the village (58%), LIC policy (36%), doing wage work to those whom they were indebted (27.20%) and family members (26%) being members of CCS.

Data provides strong grounds to declaim the fact that no fee/charges or bribe was paid by any of the job-card holders for job card issuance. Half of the total sampled respondents didn't report about any irregularity in job cards. Same wage rate for men and women (100%), individual work measurement (60%), fortnightly payment (85%), payment by Post Office (80%) most of the accounts in self name (70%), majority of the surveyed respondents (70% and 80%) reporting no delayed and no less than minimum wages paid respectively, no mandatory worksite facility (60% to 85%), good monitoring related to functioning of NREGA (80%) and getting job within 15 days of application (100%) were the qualitative aspects in regard to functioning of NREGA.

In précised way, it can be concluded that on most of the parameters of functioning, positive impact of NREGA could be seen, whereas much has to be done on some of the qualitative aspects.

Information obtained reveals: (i) shortage of agricultural wage labour (15%) in November-December, 2008, (ii) positive change in wages of casual labour (15%) during the last 5 years after NREGA, (iii) increase in food consumption (10%), (iv) increase in children's enrolment (05%), and; (v) opportunities of employment for women (15%).

Data in the table endorse that NREGA has positively benefitted/gave greater economic independence to women (40%) followed by protection against extreme poverty (30%), helped in reducing distress migration (25%), enhanced food security and helped in reducing indebtedness (20% each).

(a) Marginal land holdings, low wage rate, lack of desired employment opportunities (30%), (b) no proper housing facilities (28%), and; (c) expense on treatment of diseases (25%) were the main reasons/factors responsible for deprivation and insufficient food for sometime for the sample households in surveyed districts. The sample households suggested providing ensured drinking water, medicines, shadow and crèche facilities (as per norms contained in NREGA provisions). A clear and direct view of sample households to make arrangement for wage payment on daily or alternate day basis is of high significance.

In nutshell, NREGA has been helping people towards achieving the goal of food security. However, it needs some improvement with regard to smooth payment at shorter intervals preferably through banks.

#### **7.5.5 NREGA: Impact on Village Economy**

Data in obtained through primary work draw attention towards non-existence of most of the infrastructural facilities within the surveyed villages. That is to say that right from road and railway connectivity to hospital/dispensary, GPO and fair price shop, most of the infrastructural facilities are situated at distances varying from 1 km to 12.86 kms.

Data lead to reach at the conseqtary that there has been clear cut decline in percentages of households opting for cultivation (from 30.70 to 20.30), agricultural labour (from 30.90 to 27.40) and other manufacturing/mining (from 4.60 to 3.10) in the year 2009 in comparison to 2001.

A glance on data helps us to couch highest difference/positive change in wage rate for female labourers working in non-agricultural activities (207.50% i.e., from Rs. 40 to Rs. 123) taken as average of all villages. It was followed by female itself (112%) engaged in construction (Rs. 50 to Rs. 106) and then an equal of 100 per cent increase in wage rates for male labourers engaged in plumber and pump set boring related activities.

It revealed that NREGA has positively affected wage rates in regard to all major activities (including agricultural and non-agricultural wages) for male and female both.

Having peeped on data, it is clear that highest change (means increase) in labour charges during the period of before NREGA, 2005 to reference year (2009) was in leveling (139.36% from Rs. 95/day to Rs. 225/day) and minimum could be seen in harvesting of maize (16.67% i.e., from Rs. 120/day to Rs. 140/day).

Having a glance on available data, consequential effects of NREGA on qualitative change related to various aspects of village economy is evident: (i) shortage of agricultural wage labour at some point during the year 2008-09 (30%), (ii) cost of production in agriculture increased by 20 to 50 per cent (40%), (iii) increase in wages of casual labourers (25%), (iv) increase in villagers going to work outside for longer period (40%), and; (v) more children going to school after NREGA are the main efficacious impact as decisively reported by good percentage of households.

It can thus, be insisted that NREGA needs to be taken seriously and honestly by one and all participants (beneficiaries, implementing agencies bureaucrats, banks and post offices). Only then, the objectives of qualitative changes in village economy and better individuals (villager's) economic conditions can be successfully achieved.

### **7.5.6 Concluding Overview**

Before suggesting the action points drawn on the basis of field data and observations, a brief look on SWOT of NREGA may be given. It is true that the Indian economy is in the penultimate year of the Eleventh Five Year Plan. Despite several skeletons stumbling in the cup board of good performances related to NREGA activities in different states of the country, the growth story of rural areas has gained its lost or fading sheen in recent times (to some extent), after implementation of NREGA, which could have generated large number of guaranteed employment opportunities for the rural poor. However, the government's flagship rural employment scheme has been struggling to make a

congruous, distinct and desired impact on the overall socio-economic conditions of rural people.

In the nascent stage of its implementation, NREGA is undoubtedly faced with some **threats** mainly emerged as a result of the **weaknesses** related to: illiteracy, unawareness and misconception regarding various provisions of **the Act** among the rural people. However, **the strengths of the Act** as a People's Act in several senses, viz., (i) prepared through a wide range of consultations, (ii) addressing itself chiefly to working people and their fundamental right to life with dignity, and; (iii) empowering ordinary people to play an active role in the implementation of employment guarantee schemes-provide strong ground for architecting and to embellish the Indian rural economy with enhanced standard for living of the common mass. The need of the hour is to discreetly exploit **the opportunities** that are bestowed upon us in the form of NREGA. Thus, the objectives of the Act can be effectively achieved, by incorporating the following corrective measures:

#### 7.5.7 Action Points

1. Participation of beneficiaries and likely beneficiaries should be ensured in the meetings of Gram Sabha. It is desirable with a view to include works and priority of works (to be taken up) in the annual plan in a transparent way. Notice regarding meeting of the Gram Sabha should be properly promulgated well in advance to ensure entitlements to workers. (*Attn: State Rural Employment Guarantee Council (SREGC), Govt. of Bihar & District Programme Co-ordinator (DPC).*)
2. With a view to check the cases of irregularities in payment of wages, it may be made mandatory for the Post Offices and banks (as a supererogation) to make the payments of the banking instrument to the concerned workers only. (*Attn: DPC, concerned Bank Officers and Postal Superintendent.*)
3. Time schedule for payment of wages to the beneficiaries must be followed with the view to ensure larger participation of job card holders and thus, checking migration. (*Attn: SEGC, Govt. of Bihar.*)
4. Identification of job seekers, opening of Bank/Post-Office Accounts and issuing job cards should be made on the basis of scientific method of field survey. It is

desired to achieve objectives of transparency, coverage and financial inclusion simultaneously. (Attn: SREGC, Government of Bihar).

5. The 60:40 norm of NREGA has to be made flexible in specific cases/ areas incase of carrying of soil from distant places, works in flood prone areas etc. (Attn: MoRD, Government of India, SEGC, Government of Bihar).
6. Since implementation of the programme depends on the staff members that are mostly over burdened, so posts lying vacant need to be filled up on priority basis. (Attn: SEGC, Government of Bihar).
7. Evaluation of the programme (NREGS) should be done by external and highly professional agencies at regular intervals; so that feedback/knowledge about the performance could be updated. (Attn: MoRD, Government of India & SEGC, Govt. of Bihar).
8. Comprehensive NREGA Awareness Campaign should be launched to make the programme known to the common people. (Attn: MoRD, GoI & SEGC, Govt. of Bihar).
9. A full fledged District Programme Co-ordinator (DPC) should be given, who will be exclusively responsible for implementation and monitoring of the scheme. (Attn: SEGC, Government of Bihar).
10. In view of soaring costs and prices of the materials and wages, devolution of financial power should be made and enhanced towards the bottom level or say implementing agencies. (Attn: SEGC, Govt. of Bihar).
11. Plantation materials/saplings used under the NREGS should be of recommended specifications, so that mortality of plants could be reduced. To ensure this co-ordination between office of the NREGS and forest department be made. (Attn: SEGC, Govt. of Bihar.)

## References:

1. Ministry of Rural Development, Department of Rural Development, Government of India, New Delhi *"The National Rural Employment Guarantee Act, 2005 (NREGA) Operational Guidelines."*
2. Gupta, Ram Prakash *"Dainik Jagaran,"* December 25, 2010, p. 3.
3. *"Rajdhani Jagaran,"* December 25, 2010, p. 2.
4. *"NREGA To Change the Face of Rural India,"* Kurukshetra (October, 2009), p 54-57.
5. Dr. Chaterjee, Shankar *"Rural Employment Programmes; Fuelling Development of Indian Economy",* Ibid, p 25-30.
6. *Minister's View Point NREGA a Need to Look beyond the Success,"* Grameen Bharat, Ibid, p 60-61.
7. Pattanaik, B K & Lal, Hans *"Mahatma Gandhi NREGA and Social Audit System of Village Panchayats,"* Ibid (Jan, 2011), p 23-25.
8. Sanyal, Subhashree *"Rural Employment Generation Programmes in India: An Analytical Review,"* Kurukshetra (January, 2011), p. 15-17.

## **Coordinator's Comments on the Draft Report**

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

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1. Chapter 1: The subtitle **1.5 An Overview**: it should provide summary of details of the report. In other words, it should indicate what is the subject matter discussed in different chapters of the report.
2. In Chapter 2, before starting district level analysis, it would be better if one table is presented for the state as a whole giving details of employment provided to households, total expenditure incurred, total works taken up, completed and in progress, total job cards issued, households demanded employment, provided employment, numbers working during the reporting month, cumulative person days generated and cumulative numbers of hh who completed 100 days employment. The statistics on the above for the whole state is available for 2008-09, 2009-10 and 2010-11.
3. 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. While presenting the data, clear mention of the unit of measurement is necessary. At the end of all the districts, sum total of the whole state must also be necessarily presented in all the desired tables in Chapter 2.
4. 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 65 and female members of only 34. 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) is left blank and working age people exceeding 88 percent does not look realistic. Table 3.3: Coefficient of variation (CV) is not presented?

5. Table 3.4, Household consumption: The consumption data looks unrealistic. Either there is some problem in calculation or data collection is not done carefully. In the table consumption is asked per month per capita. Per capita means household consumption has to be divided by the numbers of family members to arrive at the per capita consumption. The NSS figure quoted for Bihar is also wrong (probably authors are confusing per hh with per capita). The NSS consumption for Bihar during 2004-05 was rice=7.20kg, wheat =5.45kg, total cereals=13.04kg, total pulses=0.61kg. The figures presented for Bihar by the authors is nowhere near NSS. The quoted figures are rice=10.35kg, wheat =5.92kg, total cereals=19.78kg, total pulses=1.46kg. Kindly recheck the data and recalculate the figures. NSS 1999-00 and 2004-05 are not provided and 1993-94 quoted figures are wrong, please see the following report numbers of NSS for reference:

For the NSS figures for 1993-94, 1999-00 and 2004-05 please refer to the following NSS reports. Data is available for Bihar:

*NSSO (1993-94); "Consumption of some Important Commodities in India", National Sample Survey Organisation, Government of India, March, Report No. 404.*

*NSSO (1999-2000); "Consumption of some Important Commodities in India", National Sample Survey Organisation, Government of India, July, Report No. 461*

*NSSO (2004 - 2005); "Level and Pattern of Consumer Expenditure", National Sample Survey Organisation, Government of India, Dec, Report No.508*

6. The table on consumption expenditure on food and non food along with coefficient of variation is not attempted in the draft chapter 3. Kindly see the Chapter and Table Plan and include the table on consumption expenditure accordingly. Without that table analysis on consumption that is very important part of food security is not complete. For your convenience, the format of the table is attached at the end of this file.
7. The coefficient of variation (CV) = Standard Deviation/Mean\*100 (please calculate where ever it is asked according to the Table structure supplied. The CV is not calculated in Table 3.5 Variability of Income and Consumption. Also you need to calculate Gini Ratio for income and consumption.
8. The section 3.6, Determinants of Participation in NREGA – Functional Analysis, what authors have done in a strange way presented Table 3.6 which actually is part of Chapter 5 where we are discussing qualitative aspects of NREGA functioning. This section was designed to find out what are the factors that determine hh's participation in NREGA through a regression analysis whereby

we asked for fitting up a Logit or Probit Function. For the application of regression analysis please see the point 9 below.

- For the determinants of participation in NREGA, please use logit regression and two sets of equations can be done 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. A detailed methodology with example of ISEC results was already emailed to the all agro centres. So please have a look of our results and try to find out some meaningful determinants of participation in NREGA and include it in Chapter 3. Move the analysis given on qualitative questions to Chapter 5 as qualitative analysis belongs to that chapter.

- Chapter 4, Table 4.1: while providing information on numbers of members per hh employed and number of days 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. Also in this table provide another row with details of percentage of HH employed 100 or more days, selected district wise. For calculating number of members per hh employed, you need to aggregate total members

employed in a particular district and divide them by total number of households selected under NREGA beneficiary for that districts (you can give total figure in the parenthesis and indicate the same below the table). The aggregate number should be total of men + women. The numbers presented in Table 4.1 do not seem to be consistent and in many cases NA is written. It is suggested that if there is no number in any particular category then write zero in place of NA. The aggregate number of days employed in Samastipur is 13.07 days while women days employed is shown as 13.55 how is that possible when by definition total (men + women) should be equal to aggregate. The breakup of other districts and other categories is also apparently not correct. (No of Days in a particular district = total no of days employed /no of total beneficiary household in that district) kindly follow this formula for calculating number of days. The aggregate total of all districts column is left blank. Kindly fill that information also.

Total state column is left blank in Table 4.2 also. Kindly provide the information.

Table 4.3: Wage differentials: how can wages be ditto in beneficiary and non beneficiary households, Coefficient of variation is also left blank?

11. 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. Shift Table 3.6 to Chapter 5 as that belongs to Chapter 5.
12. Chapter 6, Table 6.5: Some suggestions of the villagers to improve NREGA is missing in the table.

Table: Monthly consumption expenditure of households

	Monthly per capita (Rs)	Coefficient of variation	Monthly per capita (Rs)	Coefficient of variation	Monthly per capita (Rs)	Coefficient of variation	NSS 2004-05 (Rs)
	<b>Beneficiaries</b>		<b>Non beneficiaries</b>		<b>Aggregate</b>		
<b>Food Items</b>							
Rice	( )		( )		( )		( )
Wheat	( )		( )		( )		( )
Other cereals	( )		( )		( )		( )
Total cereals	( )		( )		( )		( )
Pulses	( )		( )		( )		( )
Sugar etc	( )		( )		( )		( )
Cooking oil	( )		( )		( )		( )
Spices	( )		( )		( )		( )
Milk & prods	( )		( )		( )		( )
Poultry-meat	( )		( )		( )		( )
Fruits	( )		( )		( )		( )
Vegetables	( )		( )		( )		( )
Confectionery	( )		( )		( )		( )
Total food	( )		( )		( )		( )
<b>Non food items (365 day recall period)</b>							
Education	( )		( )		( )		( )
Clothing	( )		( )		( )		( )
Footwear	( )		( )		( )		( )
Other items	( )		( )		( )		( )
Fuel	( )		( )		( )		( )
Total Non food	( )		( )		( )		( )
Gross total	( 100.0 )		( 100.0 )		( 100.0 )		( 100.0 )

Note: Figures in parentheses for total food and non food is respective percentages of gross total and figures for other items among food and non food are respective percentages of food and non food total.

Date : 05/05/2011

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## **Action Taken Report**

- A. Title of the Study : **Impact of NREGA on Wage Rates, Food Security and Rural-Urban Migration in Bihar**
- B. Date of Dispatch of Draft Report : 25/04/2011
- C. Date of Receipt of the Comments : 14/05/2011
- D. Date of Dispatch : 30/08/2011
- E. Actions Taken are as Follows
1. Incorporated
  2. Incorporated
  3. Re-written
  4. Since table No. 3.1 relates to data of demographic profile of the respondents, means 'job card holders' under NREGA. It is to be noted here that all adult members only of the rural households are eligible to apply for work under NREGA. Our respondents were NREGA job card holders. So, under age group row, column < 16 has been left blank.

The number of male and female members belonging to beneficiaries group has been rechecked and corrected. In case of non-beneficiaries, in Bihar, as a matter of fact, women workers hardly come forward to be interviewed by survey teams. So, in case of non-beneficiaries, number of male was higher as respondents than that of female workers of surveyed households.

As regards working age people exceeding 88.00 per cent, it is to be noted that in case of surveyed beneficiaries, most of the NREGA job card holders, who preferred to work, did largely belong to this age group of 18-60 years. As the span of the age group is quite large, so participation under NREGA related works

was also higher. Further, the table contains data of surveyed respondents. In the five districts surveyed, most of the respondents belonged to below 60 years age. Only 9.00 per cent of the beneficiary respondents were found to be in the age group of above 60 years.

5. C V in (table 3.3) is not possible at this stage.
6. Correction made, data rechecked and recalculation made (wherever necessary as per availability of NSSO figures).
7. Table on consumption expenditure on food and non-food given as suggested except CV and Gini Ratio in related table Nos. 3.4.1 and 3.5.
8. Not possible at this stage.
9. As suggested, Determinants of participation in NREGA: Functional Analysis shifted to Chapter – V. Logit or probit function and regression analysis could not be made.
10. Not possible at this stage.
11. Incorporated
12. Incorporated
13. Placed in table No. 5.4

Rajiv Kumar Sinha  
Rosline Kusum Marandi

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