Chapter X

SUMMARY OF FINDINGS AND CONCLUSIONS
10.1. Introduction

The National Rural Employment Guarantee Act or NREGS is an Indian job guarantee scheme, enacted by legislation on August 25, 2005. The scheme provides a legal guarantee for one hundred days of employment in every financial year to adult members of any rural household willing to do public work-related unskilled manual work at the statutory minimum wage of Rs.100 per day. This act was introduced with an aim of improving the purchasing power of the rural people, primarily semi or unskilled work to people living in rural India, whether or not they are below the poverty line. Around one-third of the stipulated work force is women.

It has been renamed as Mahatma Gandhi Rural Employment Guarantee Act on 2nd October, 2009. The National Rural Employment Guarantee Act, 2005 provides for enhancement of livelihood security of the households in rural areas of the country by providing at least one hundred days of guaranteed wage employment in every financial year to every household whose adult members volunteer to do unskilled manual work.

10.2. Status of NREGS

As we are aware, the National Rural Employment Guarantee Act, 2005 (NREGA/NREGS) aims at enhancing the livelihood security of the people in rural areas by guaranteeing 100 days of wage employment in a financial year to a rural household whose members volunteer to do unskilled manual work. The pro-poor policy of the Government is to create durable assets in one hand and at the same time to strengthen the livelihood of the rural poor needs a special mention.

The National Rural Employment Guarantee Scheme is no doubt, one of the finest Social Welfare enactments with an aim of improving the purchasing power of the rural people, primarily semi or un-skilled people living below poverty line in rural India. It attempts to bridge the gap between the rich and the poor in the country. Roughly, one-third of the stipulated work force must be women.

The National Rural Employment Guarantee Act is one of the means, which can solve the problem, given that it has the potential to provide a livelihood of millions. The success of any scheme depends upon the proper and timely implementation. Awareness is one of the main components for the success of any Scheme. There are several rights guaranteed under NREGS.

Experience shows that barely half of all adults in NREGS districts are aware of the Employment Guarantee Act. According to a survey, the level of awareness ranges from 29% in Jharkhand to 98% in Andhra Pradesh. Under this programme a person
from each rural family is guaranteed for unskilled wage employment for a minimum of 100 days in a year. Through this programme assets to create rural infrastructure which later on assist in securing sources of livelihood. One of the salient features of this programme is that if employment is not provided then employment allowance will be given to the identified job seekers in the rural areas.

This Act has been extended to cover not just Below Poverty Line (BPL) households but is entitled to the statutory minimum wage applicable to agricultural workers in the state unless the central government overrides this by notifying a different wage rate. The National Rural Employment Guarantee Act (NREGA), the United Progressive Alliance (UPA) government's flagship job scheme that provides 100 days of work in a financial year to every rural household, will now be called the Mahatma National Rural Employment Guarantee Act (MNREGA). The new name was unveiled on the birth anniversary of Mahatma Gandhi, on October 2, 2009, with Prime Minister Manmohan Singh announcing it to a gathering of heads of villages in New Delhi to commemorate the 50th anniversary of the launch of Panchayati Raj.

Flooded with complaints about corruption in NREGS works, the Centre has also decided to appoint 100 prominent people from across the country to carry out independent evaluations and monitoring of the scheme. The idea is to openly discuss its performance and share the details with gram panchayats and villagers so that the scheme can be implemented well and transparency brought in.

10.3. Works undertaken under NREGS

The NREGS achieves twin objectives of rural development and employment. The NREGS stipulates that works must be targeted towards a set of specific rural development activities such as water conservation and harvesting, afforestation, rural connectivity, flood control and protection such as construction and repair of embankments, etc. Digging of new tanks/ponds, percolation tanks and construction of small check dams are also carried out under this scheme.

Micro irrigation works such as construction of small canals is also carried out. The scheme provides irrigation facilities to land owned by people coming under SC/STs, beneficiaries of land reforms, Indira Awas Yojana, etc. Renovation of traditional water bodies is also carried out. This involves desilting of tanks/ponds, old canals, open wells, etc. Land development is also given importance. The unemployed are given work such as land leveling, tree plantation, etc.

The scheme is in the process of implementation and has also yielded productive assets in villages, specially in the form of village tanks, new school buildings, roads and repairs of old ones in those areas. The special feature of the NREGS has been as one third of the scheme's beneficiaries must be women. This type of programme becomes employment oriented, village oriented, poor oriented and basic needs oriented probably has more effective 'trickle down effect.' In these circumstances, the NREGS has become very vital for providing employment to poor people in rural India.

There is a ban on the use of contractors, because their participation was often associated with corruption in food-for-work or other public works programmes. Since the work has to be provided directly to the people by district authorities or by gram panchayats, it is easier to hold them to account the Act.

The Land development, road connectivity, flood control and protection, water conservation and water harvesting, drought proofing, desilting of ponds, minor irrigation works and provision of irrigation facilities to Scheduled Caste/Tribe families and other beneficiaries of land reform were amongst the types of works taken up.

The basic objective of the Act is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. This work guarantee can also serve other objectives: generating productive assets, protecting the environment, empowering rural women, reducing rural urban migration and fostering social equity, among others.

10.4. Implementation Process of the Scheme

The Scheme will be implemented as a Centrally Sponsored Scheme on a cost sharing basis between the Centre and the States as determined by the Act. The Act envisages a collaborative partnership between the Central Government, the State Governments, the Panchayats and the local community. Broadly, the main
implementation activities are at the village and Block levels, while coordination activities are mainly at the Block and District levels. Planning, supervision and monitoring take place at all levels (village, Block, District and State). At each level, the concerned authorities are accountable to the community.

The gram sabha is the statutorily mandated institutional mechanism for community participation. In addition, other methods of community participation could be evolved: local Vigilance and Monitoring Committees, workers’ associations, local beneficiary committees, self-help groups, user groups and other grass-roots structures. Active community participation is particularly important for ensuring transparency and public accountability.

The gram panchayats at each level will be the ‘Principal Authorities for planning and implementation of the Schemes under the Act’ (NREGS, Section 13(1)). The overall responsibility for ensuring that the Scheme is implemented according to the Act belongs to the District Programme Coordinator (DPC) at the District level, and to the Programme Officer at the Block level.

The Central and the State Governments will facilitate the implementation of the Act through timely and adequate resource support. The key agencies involved in the implementation of REGS, and their respective roles, are mentioned below. For the implementation of the scheme, the gram panchayats at the bottom level, Mandal Parishad at the block level, Zilla Parishads at the district level along with concerned state governments at the state level and also the Central Government at the top. The village level supporting agencies for NREGS are gram sabha and gram panchayat. These bodies identify the job seekers and also identify the works to be undertaken under NREGS.

The Act authorizes the gram sabha to recommend works to be taken up under REGS, to monitor and supervise these works, and to conduct social audits of the implementation of the Scheme. In addition, it is suggested that the gram sabha be used extensively for facilitating the implementation of the Scheme. The gram sabha should be used as a forum for sharing information about the Scheme, for instance, to help people to apply for registration.

The gram panchayat has a pivotal role in the implementation of REGS. It is responsible for planning works, registering household, issuing job cards, allocating employment, executing 50 percent of the works, and monitoring the implementation of the Scheme at the village level. The block level supporting agency for NREGS works
is the middle tier of Panchayati Raj Institution. In Andhra Pradesh Mandal Parishads are the block level supporting agencies.

In Andhra Pradesh Zilla Parishad is the top level body. The State Government shall delegate financial and administrative powers to the District Programme Coordinator and Programme Officer, as is deemed necessary for the effective implementation of the Scheme.

At the state level State Employment Guarantee Council is the major agency to look after the NREGS works. A State Employment Guarantee Council (or ‘State Council’ for short) is to be set up by every State Government under Section 12 of NREGS. The State Government will formulate REGS, and the Rules pertinent to its implementation, in consonance with the Act. The State Government will ensure that the agencies involved are trained for their tasks.

10.5. Entitlement of NREGS work by Job Seekers

The Rural Employment Guarantee Scheme (REGS) will be open to all rural households in the areas notified by the Central Government. The entitlement of 100 days of guaranteed employment in a financial year is in terms of a household. This entitlement of 100 days per year can be shared within the household; more than one person in a household can be employed (simultaneously or at different times). All adult members of the household who register may apply for work.

The gram panchayat will issue job cards to every registered household. The job card should be issued immediately after verification, i.e. within a fortnight of the application for registration. Job cards should be issued in the presence of the local community. The gram panchayat / Programme Officer shall be responsible for providing wage employment to the applicant within 15 days of the date of receipt of the application. If a gram panchayat is unable to provide employment within 15 days, it will be the responsibility of the Programme Officer to do so. The ratio of wage costs to material costs should be no less than the minimum norm of 60:40 stipulated in the Act. This ratio should be applied preferably at the gram panchayat, Block and District levels. Wages of skilled labourers and mates should be included in the 'material costs'.

10.6. Worksite Facilities and Wage Payments

Worksite facilities are to be ensured by the Implementing Agency. Medical aid, drinking water, shade, and crèche if there are more than five children below the age of six years will have to be provided. If more than five children below the age of six years are present at the worksite, a person (preferably a woman) should be engaged under
REGS to look after them. Suitable provisions should be made for this in the cost estimates.

The Programme Officer should attempt to arrange to collect data on labour employed and material received on a weekly basis from each REGS worksite. Equal wages shall be paid to both men and women workers, and the provisions of the Equal Remuneration Act, 1976 shall be complied with. The State Government may provide for a portion of the wages to be paid to the labourers on a daily basis during the period of employment. It is recommended that wages should be paid on a weekly basis on a pre-specified day of the week in each gram panchayat. In any case, wages should be paid in a public place, with muster rolls being read out aloud and displayed at the time of payment. In case, wages are to be paid through the Bank/Post network, the details of wages paid should be made public.

If a worker who has applied for work under NREGS is not provided employment within 15 days from the date on which work is requested, an unemployment allowance shall be payable by the State Government at the rate prescribed in the Act. This entitlement comes into effect as soon as the Act is notified in a particular District or area.

10.7. NREGS IN A.P.

Andhra Pradesh is regarded as one of the most progressive states of the country today. The population of A.P. as per the 2001 census stands at 76.21 millions. This constitutes about 7.42% of the total population of the country. This makes A.P. the most populous of the four southern States. The decadal growth rate of population in A.P. is 14.59, down from 24.2 in 1981-91, whereas the All India decadal growth rate is 21.34. The rural population of the State is 554.01 lakhs constituting 72.70% of the State’s population.

It shows that the total number of households working under NREGS are 56.26 lakhs with a variation of 1.20 lakhs in Rangareddy district to 3.89 lakh households in Nalgonda district. The number of households provided 100 mandays of employment under the scheme in A.P. are 8.37 lakhs with a variation of 1451 in Guntur district to 61843 in Vizianagaram district.

It may also observed that the number of households provided 75-100 days of employment are 4.98 lakhs with a variation of 1497 households in Guntur district to 38617 in Vizianagaram district. The number of households received 50-75 days of
employment under NREGs are 8.04 lakhs in the state with the district variation of 3888 in Guntur district to 56900 in Warangal district.

It reveals that the number of households completed less than 50 days per year from the scheme in the state are 34.87 lakhs and more number of workers received less than 50 days are 2.67 lakhs in Nalgonda district. The average wage rate per day per person is Rs. 89 and the average days of employment provided per household are 51 in A.P.

It shows that the total amount allotted to all the districts to utilize at mandal level are increased from Rs.145541 lakhs in 2007-08 to Rs.321179 lakhs in 2009-10 with the annual average amount of Rs.228402 per annum. It may be noticed that the total expenditure incurred under NREGS increased from Rs.145541 lakhs to Rs.295207 lakhs during 2007-10 with the annual average expenditure of Rs.212653 lakhs.

However, the expenditure incurred for NREGS works has been increased during 2009-2010 comparatively with its previous years in the state in most of the districts. The expenditure incurred for NREGS works fluctuated between Rs.1, 896.07 lakhs in Guntur district to Rs.19,936.01 lakhs in Mahaboobnagar district with a state average of Rs.13,856.87 lakhs. It may also observed that the annual average expenditure under NREGS works in between different districts of A.P during 2007-08 to 2009-10 varied from Rs.1,506.71 lakhs in Krishna district to Rs.14,277.36 lakhs in Anantapur district with a state annual average expenditure of Rs.9,284.37 lakhs per annum.

It reveals that in the 10 out of 22 districts the expenditure incurred on administration of NREGS varied form Rs.80.51 lakhs in Srikakulam district to Rs.195.87 lakhs in Kurnool district during 2007-08. In the remaining district, the expenditure on administration varied form Rs. 216.07 lakhs in Kadapa to Rs.290.61 lakhs in Nalgonda district. On an average Rs.119.61 lakhs was incurred for administration of NREGS in various districts (except Krishna and Visakhapatnam) of A.P. during 2007-08.

Further its is noticed that the expenditure on administration of NREGS during 2009-10 fluctuated between Rs.166.66 lakhs in Krishna district of Andhra region and 709.91 lakhs in Anantapur district of Rayalaseema with the state average of Rs. 954.88 per district during 2009-10.

It shows that during 2008-2009, the expenditure on publicity and awareness of NREGS varied form Rs.0.82 lakhs in Prakasam district of Andhra region to Rs.13.64 lakhs in West Godavari district of the same region in A.P. with state average of Rs.4.86 lakhs.
lakhs. During 2009-10, the expenditure on publicity and awareness of NREGS programme in different districts of A.P. varied from Rs.0.50 lakhs in Prakasam district to Rs.20.91 lakhs in Warangal district. It may also observed that the annual average expenditure on publicity and awareness among the various districts of A.P. during 2007-10 fluctuated between Rs.1.16 lakhs in Prakasam district and Rs.11.76 lakhs in Warangal district with annual state average of Rs.5.13 lakhs during 2007-10.

It reveals that the expenditure incurred on social audit is low in Prakasam district with Rs.2,000 only during 2007-08 and high in 67.32 lakhs in Kurnool distinct during the same period. However, no amount was incurred on social audit in size out of 22 districts in Andhra Pradesh during 2007-08.

It also indicates that the expenditure on social audit during 2009-10 was fluctuated between Rs.6.54 lakhs in Ranga Reddy district and Rs.35.69 lakhs in Khammam district with a state average of Rs.18.97 lakhs. Since the inception of NREGS in A.P. an amount of Rs.1175.83 lakhs were incurred for social audit of NREGS in Andhra Pradesh.

The total expenditure on NREGS in A.P. was increased from Rs. 1,20,835.45 lakhs in 2007-08 to Rs.2,02,151.61 lakhs in 2008-09. It reveals that the total expenditure on NREGS in A.P. during 2008-09 was fluctuated between Rs.1,671.34 lakhs in Krishna district and Rs.16,159.28 lakhs in Kurnool district with a the state average expenditure of Rs.9,188.71 lakhs. It may also observed that the total expenditure on NREGS in A.P. during 2009-10 was fluctuated form Rs.2,163.75 lakhs in Guntur district and Rs.20,587.48 lakhs in Mahaboobnagar district with a state average expenditure of Rs.13890.17.

It is interesting to note that except in Guntur (43.72%) and West Godavari (38.04%) districts, the unspent NREGS funds varied only 0.24% in Nizamabad district and 8.98% in Ranga Reddy districts during 2009-2010. On an average only 5.47% per district was not utilised the NREGS funds during 2009-10. The annual average balance of NREGS funds among the various states in A.P. fluctuated between 3.41% in Nizamabad district and 323.19% in West Godavari district.

10.8. NREGS in Kurnool District

Geographically Kurnool is the third largest district in Andhra Pradesh and is the largest in Rayalaseema. It is one of the four ceded districts, formed by the Nizam of the British in the year 1800 A.D. The District divided into 3 Revenue Divisions. They are
Kurnool, Nandyal and Adoni. At present Kurnool district comprises 53 Mandals with three administrative divisions.

Out of 53 mandals in the district, in 19 mandals, the number job cards issued varied between 5000 and 10000 respectively. It is also observed that the number of job cards issued since its inception varied from 10000 to 15,000 are in 21 mandals and in the remaining 13 mandals, the number of job cards in issued are fluctuated between 15,555 to 21,139.

The number of individuals received job cards for NREGS Works participation in various mandals in Kurnool district varied form 12,321 in Mahanandi mandal to 50639 in Paepally mandal during 2007-2010. It may also be observed that in 21 mandals of Kurnool district, the number of individuals received job cards fluctuated 21,382 in Bandi Atmakur mandal and 29,804 in Mantralayam mandal

The household employment provided under NREGS is various mandals of Kurnool district varied from a less number of 1406 households in Mahanandi mandal to a highest number 8,925 household in Adoni mandal. It may also observe the based on household employment provided in each mandal, the mandals are ranked from 1 to 53.

The average days of employment per household under NREGS per annum. It reveals that in six mandals, the average days of employment per annum was 93 days to 106 days and in five mandals the average number of days fluctuated between 80 to 90 days. It may also noticed that in seven mandals, the averages number of days per annum fluctuated between 70 to 80 days and in eight mandals the number of average days are 60 to 70 days. The average days of employment under NREGS in Kurnool district are less than 50 in 14 mandals

The number of Job cards issued for SC and ST are less than 2000 in five out of 53 mandals in the district. SC & ST Person days worked under NREGS. The SC and ST person days worked under NREGS in various mandals of Kurnool district are more than one lakh person days to around two lakh person days in 23 mandals and less 50,000 person days worked among SC and STs in three mandals only.

It may also revealed that the average person days per SC and ST workers Varied form 12 days to 20 days per annum in nine out of 53 mandals and it varied form 21 days to 30 days in 14 mandals. The average person days per household of SC and ST are 40 to 60 days in 10 mandals and only in three out of 53 mandals in the district the average person days per household of SC and ST are 67 to 70 days in the district.
It reveals that in six out of 53 mandals, only less than 10% of the households were completed 100 days of employment under NREGS in Kurnool district. It shows that the major objective of NREGS in providing 100 days of employment for the job seekers in rural India has not been fulfilled. It may also observed that in 24 mandals of Kurnool district only 10% to 20% of the households were completed 100 days of employment and in another 10 out of 53 mandals 20% to 30% of the households were completed 100 days of employment under NREGS in the district.

The cumulative wages under NREGS in Kurnool district of Rayalaseema region in A.P. varied from Rs. 71.74 lakhs in Mahanandi mandal to Rs. 820.19 lakhs in Pedda Kadubur mandal with a total cumulative amount of Rs. 15,689.76 lakhs in Kurnool district during 2007-2010.

It reveals that the annual average wage amount under NREGS in various mandals of Kurnool district fluctuated between Rs.71.67 per worker in Gudur mandal and Rs. 105.28 per worker in Mahanandi mandal. The average wage per worker under NREGS varied form Rs.71.67 in Gudur mandal to Rs. 79.63 per worker in four out of 53 mandals. In 18 mandals the average wage fluctuated between Rs. 90.03 in Kolimigundla mandal and Rs.99.91 in Dhone mandal.

It reveals that only in two mandals 47% to 49% of the workers were received their wages within three days after completion of their NREGS works. It may also observed that in five mandals 50% to 60% of the workers received their wages within three days.

It reveals that the cumulative number of works undertaken under NREGS during 2007-10 fluctuated between 651 works in Mahanandi mandal to 7087 works in Tuggali mandal. It shows that there is a significant variation in allotment of works under NREGS from one mandal to another mandal.

The percentage of works completed under NREGS fluctuated between 2.59% in Gonegandla mandal and 61.77% in Bandi Atmakur mandal. It shows that the administration at various levels is not in a position to utilize the NREGA Programme effectively which in turn provides wage employment to the job seekers in rural are on one hand and to crate rural infrastructure through NREGS on other hand. This is the major draw back in the implementation of NREGS in rural India.

It reveals that 22 out of 53 mandals were not utilised any amount for purchase of material to NREGS works from their available funds during 2009-10. In the ruminating 31 mandals, the expenditure in cured on materials during 2009-10.
fluctuated between Rs. 3000 in Midthur mandal and Rs. 45,641 in Tuggali mandal. It shows that the expenditure on material for NREGS is not in uniform manner in between different mandals in the district. In same mandals the expenditure on materials was mil and in another mandals the expenditure incurred for the same purpose is very high.

The percentage of expenditure on wages under NREGS is more than 90% in six out of 53 mandals and it is less than 10% in three mandals. It may also observe that four mandals have not been paid the wages to the NREGA workers for the financial year 2009-10.

It is observed the total funds sanctioned under NREGS in Kurnool district varied from Rs. 90.45 lakhs too Rs.198.54 lakhs in 13 mandals in the district and in another 17 mandals the total funds available under NREGS during 2007-10 fluctuated between Rs.200.99 lakhs and Rs.288.73 lakhs in Peapally mandal.

It reveals that the cost of NREGS works during 2007-2010 varied significantly from Rs. 71.77 lakhs in Mahanandi mandal to Rs.810.45 lakhs in Pedda Kadubur mandal with total cost of Rs.15862.09 lakhs in Kurnool district.

The administrative cost under NREGS in various mandals of Kurnool district fluctuated between Rs. 3.75 lakhs in Mahanandi mandal and Rs.17.69 lakhs in Halaharvi mandal. It shows that there are significant variations in the administrative cost on NREGS works among the different mandals in the district.

The total expenditure under NREGS in different mandals of Kurnool district varied from Rs. 75.52 lakhs in Mahanandi mandal to Rs.819.71 lakhs in Pedda Kadubur mandal. Most of the mandals have not been utilized the NREGS funds fully or at least 90% of the total funds.

10.9. Performance of NREGS in Alur Mandal

The numbers of works administratively sanctioned were increased from 298 works in 2007-08 to 2578 in 2009-10 with a cumulative 4938. For these administratively sanctioned NREGS works, the amount sanctioned administratively to Alur mandal during 2007-08 was Rs.446.40 lakhs and this increased to Rs. 2159.82 lakhs in 2009-10 with a cumulative sum of Rs.3516.71 lakhs. It may also observe that the cumulative number of works completed under NREGS in Alur mandal is 1244 with a total value of Rs.1137.17 lakhs.

The number of households provided wage employment during 2007-08 were 4170 and it increased to 4218 in 2008-09 and to 3539 in 2009-10 with total households of 11927. The individual workers provided wage employment under NREGS was 8146...
in 2007-08, 9465 in 2008-09 and 7833 in 2009-10 with a cumulative sum of 25444. The men and women employed under NREGS in Alur mandal was 4321 and 3825 respectively during 2007-2008. In 2008-09, 5038 men and 4457 women were employed under NREGS and in 2009-10, 3842 men and 3991 women were employed with total men of 13201 and 12273 women under NREGS in Alur mandal.

The expenditure incurred on wages for NREGS works in Alur Mandal during 2007-10 was increased from Rs.227.35 lakhs to Rs.324.52 lakhs with a total amount of Rs.862.17 lakhs.

It may also observed that the average wage per day per person under NREGS in the mandal increased from Rs.91.80 in 2007-08 to Rs.94.01 in 2009-10 with an annual average of Rs.93.04 per annum. The average number of days of employment provided per household under NREGS in Alur mandal increased from about 59 days in 2007-08 to 98 days in 2009-10 with an annual average employment of 79 days per annum during 2007-10.

It may also revealed that the total number of households completed 100 days of wage employment in Alur mandal during 2007-10 increased from 704 in 2007-08 to 1350 in 2009-10 with an annual average number of households of 1124. It may also observe that Rs.862.17 lakhs were incurred for the payment of wages under NREGS in Alur mandal during 2007-10.

10.10. Performance of NREGS in Mahanandi Mandal

The number of works administratively sanctioned under NREGS in Mahanandi mandal during 2007-08 were 225 and the administratively sanctioned works increased to 651 in 2009-10 with a cumulative 1214 works in the mandal. The number of works in progress under NREGS in Mahanandi mandal increased from 11 works in 2007-08 to 110 works in 2009-10 with a total number of 173 works under progress in the mandal.

It may also noticed that the number of individuals provided wage employment under NREGS increased from 2249 in 2007-08 to 4671 in 2008-09 and it declined to 2498 in 2009-10. It may also observed that the number of men provided employment under NREGS are 1042 in 2007-08, 2333 in 2008-09 and 1218 in 2009-10. Further, it reveals that the number of women provided wage employment were 1207 in 2007-08, 2338 in 2008-09 and 1280 in 2009-10.
It may also reveals that the average wage rate per day per person has been increased from Rs.87.14 in 2007-08 with an increase of Rs.105.29 in 2009-10 and the annual average wage per day per person is Rs.96.37 during 2007-10.

The average number of days of employment provided per household declined from 32 days in 2007-08 to 28 days in 2008-09 and further it increased to 48 days per household in 2009-10 with annual average of 36 days per household per annum. It may also observed that the total number of households completed 100 days of wage employment under NREGS in Mahanandi mandal increased from 26 in 2007-08 to 166 in 2009-10 with an annual average number of 107 households per annum during 2007-10.

It noticed that the percentage of payments generated within three days of completion of NREGS works varied from 43% in 2008-09 to 88% in 2009-10 with an annual average of 61% per annum. It may also reveals that the labour Vs material cost fluctuated between 96.75:3.25 in 2008-2009 and 99.96:0.04 in 2009-10.

It may also notice that the cumulative expenditure incurred on wages in Mahanandi mandal was Rs.178.64 lakhs. The cumulative expenditure incurred on materials, skilled labour under NREGS in the mandal during 2007-2010 is Rs.3.08 lakhs, and the expenditure incurred on contingency during 2007-2010 is Rs. 13.16 lakhs.

It may also reveals that the total number of person days generated under NREGS during 2007-2010 are 184002 and the average number of days of employment provided per household are 48 days per person per annum with an average wage rate of Rs.97 per day. It is noticed that the total number of households completed 100 days of wage employment are 321 and the percentage of payments generated within three days of completion of work are 87.88%.

10.11. Performance of NREGS in Peapally Mandal

The total numbers of works completed are increased from 32 in 2007-08 to 789 in 2009-10 with a total completed works under NREGS in Peapally mandal during 2007-10. The number of households provided wage employment under NREGS in Peapally mandal fluctuates between 7351 in 2009-10 and 11981 in 2008-09 with a total number of 30352 households during 2007-10. It may also noticed that the number of individuals provided wage employment under NREGS in the mandal increased from 20555 in 2007-08 to 27,565 in 2008-09 and then the number declined to 15,728.
It may also be observed that the number of men employed under NREGS varied from 7,428 in 2009-10 to 13,222 in 2008-09 with a total of 30,721. The number of women workers provided wage employment under NREGS fluctuated between 8,300 and 14,343 per annum during 2007-10. It reveals that the number of Scheduled caste individuals provided wage employment under NREGS were fluctuated between 2,813 in 2009-10 and 4,934 in 2008-09 with a total SC individuals of 11,743 during 2007-10 in Peapally mandal of Kurnool revenue division in Kurnool district.

It may also observed that the expenditure incurred on material and skilled wages in Peapally mandal during 2007-10 fluctuated between Rs.1.47 lakhs and Rs.51.42 lakhs with a total amount of Rs.94.37 lakhs during the same period.

The total expenditure incurred on NREGS works in Peapally mandal varied from Rs.299.41 lakhs to Rs.515.13 lakhs with a total amount of Rs.1280.09 lakhs during 2007-10. It may also notice that the average wage rate per day per person varied from Rs.88.41 to Rs.93 with an average of Rs.91.14 per annum.

It reveals that the average number of days of employment provided per household per annum fluctuated between 41 days and 43 days with an annual average of 42 days. The percentage of payments generated within three days varied from 5.17% to 56.6% with an annual average of 31.75% per annum. The cumulative number of works administratively sanctioned under NREGS in Peapally mandal is 2914 with a value of Rs.5119.80 lakhs during 2007-2010. As against this, the total numbers of works completed during the same period are 874 with a cumulative value of Rs. 1567.67 lakhs.

It may also reveals that the expenditure incurred on wages under NREGS in Peapally mandal was Rs.1160.29 lakhs and the expenditure on material and skilled wages was Rs.94.37 lakhs. The cumulative number of households provided wage employment are 15987 and the total individual households provided employment are 36,419 in the mandal during 2007-2010.

10.12. Progress of NREGS in selected Gram Panchayats

In Arikera gram panchayat the numbers of works in progress are increased from six in 2007-2008 to 16 in 2009-2010 and the value on these works increased form Rs.20.80 lakhs to Rs.37.98 lakhs during the same period. The number of individuals provided wage employment also declined from 540 to 460 during 2007-08 to 2009-10 as shown in table 6.2.
The expenditure incurred on wages declined significantly from Rs. 21.19 lakhs in 2007-08 to Rs. 13.87 lakhs in 2008-09 with a total amount of Rs. 49.03 lakhs as shown in table 6.3. The total number of households completed 100 days of wage employment is low in 2008-09 (47 days) and high in 2009-10 (87 days) with an annual average day of 72.

The total number of works administratively sectioned under NREGS in Hulebeedu gram Panchayat of Alur mandal are 243 and its total value is Rs. 13.25 lakhs. The total number of individuals provided wage employment is 1820 and among these individuals, 1032 are men and 788 are women.

The total expenditure incurred on NREGS during 2007-10 is Rs. 40.04 lakhs and the annual expenditure fluctuated between Rs. 6.87 lakhs and Rs. 19.06 lakhs per annum. It may also observed that the average wage rate per day per person was around Rs. 88 and Rs. 91 during the three years under reference with an annual average of Rs. 89.73 per day’s person. It may also observed that the average number of days of employment provided peer household per annum was 49 days with a fluctuation of 40 days per household in 2009-10 and 5 days in 2007-08.

It reveals that the total number of works completed under NREGS in Molagavalli gram panchayat during 2007-10 are 237 with a total value of Rs. 185.67 lakhs. The number of men and women provided wage employment under NREGS during 2007-10 are 1662 and 1597 respectively. It reveals that the total expenditure incurred on NREGS works in Molagavalli gram panchayat during 2007-10 was Rs. 100.20 lakhs.

It may also noticed that the average wage rate per day per person fluctuated between Rs. 86 and Rs. 95 per annum. The percentage of payments generated within three days after the completion of work is 32.44% per annum and it reveals that the payments were not made within three days of work completion in 2008-09.

The numbers of works administratively sanctioned in P.Hothur gram panchayat are increased from 30 in 2007-08 to 262 in 2009-10 with a total number of 515 works and its total value is Rs. 403.44 lakhs during 2007-10. It reveals that the number of households provided wage employment under NREGS fluctuated between 305 and 444 during 2007-10. The individuals provided wage employment also varied from 614 to 1132 during 2007-10. The total men and women received wage employment during the same period was 1305 and 1310 respectively.
It may also observed that the total expenditure incurred on NREGS programme in P.Hothur gram panchayat is Rs.80.16 lakhs with a variation of Rs. 7.87 lakhs and Rs. 36.48 lakhs per annum during 2002-10. It shows that the total number of person days generated under NREGS in P.Hothur gram panchayat increased from 8574 in 2007-08 to 36394 in 2008-09 and declined to 31800 in 2009-10.

The total numbers of works completed under NREGS in Abbipuram gram panchayat are increased from two in 2007-08 to 25 in 2009-10 with a total completed works of 29 with a value of Rs.19.66 lakhs. The number of individuals provided wage employment varied from 220 to 386. It reveals that the expenditure incurred on wages during 2007-10 is Rs. 23.08 lakhs with a variation of Rs.5.39 lakhs to Rs.10.47 lakhs per annum. It may also observed that the average wage rate per day per person increased from Rs. 89.07 in 2007-08 to Rs. 105.13 in 2009-10 with the annual average of Rs.97 per year.

It reveals that the average number of days of employment provided per household increased from 37 days in 2007-08 to about 64 days in 2009-10 and the total number of households completed 100 days of wage employment fluctuated between six households and 44 households.

It reveals that the number of works sanctioned administratively under NREGS in Bukkapuram Gram Panchayat of Mahanandi mandal increased from 58 in 2007-08 to 109 in 2009-10 with a total value of Rs. 121.16 lakhs during 2007-10. The total number of households provided wage employment in Bukkapuram gram panchayat are 635 with the annual variation of 174 to 239 during 2007-10

The total expenditure incurred on NREGS works in Bukkapuram gram panchayat during 2007-10 is Rs.18.78 lakhs with a variation of Rs. 4.13 lakhs to Rs. 7.39 lakhs per annum. The total numbers of person days generated under NREGS during 2007-10 are 19581 with the yearly variation of 4055 days in 2008-09 and 8724 person days in 2007-08.

It may also observed that the average number of days of employment provided per household is nearly 32 days per annum with a variation of 17 days to 39 days. The total number of households completed 100 days of wage employment varied from three households to 11 households with annual average of around six households.

The total number of individuals provided wage employment are 831 with a variation of 265 and 286 per year in Thammadapalli gram panchayat . It may also observed that the number of men and women provided employment are 457 and 374
respectively with a variation of 137 and 171 in respect of male and 115 to 131 in respect of women individuals during 2007-10. The total expenditure incurred on NREGS works during 2007-10 is Rs.11.15 lakhs with the yearly variation of Rs.2.82 lakhs to Rs.4.17 lakhs. It reveals that the average number of days of employment provided per household fluctuated between 19 days and 26 days with the annual average of 23 days during 2007-10. The total number of households completed 100 days of wage employment is only are in 2007-08 and 22 households in 2009-10.

It reveals that the average number of days of employment provided per household in Thimmapuram gram panchayat fluctuated between 19 days and 26 days with the annual average of 23 days during 2007-10. The number of individuals provided employments under NREGS are 724 with the yearly variation of 94 and 459 per year.

The total expenditure incurred on NREGS works in Thimmapuram gram panchayat is Rs.19.86 lakhs during 2007-10. The average wage rate per day per person is Rs.91.88 per annum with the annual variation of Rs.81 to Rs.102 per year during 2007-10. It may also observed that the average number of days of employment provided per household increased from 31 days to 102 days and the total number of households completed 100 days of wage employment per year are 18 during 2007-10.

It may also observe that the total numbers of works completed in Kalachatla gram panchayat are 58 and its total value is Rs.78.01 lakhs. It reveals that the total number of households provided wage employment under NREGS during 2007-10 are 1707. The number of SC and ST individuals provided wage employment during the same period are 1434 and 204 respectively and the number of disabled persons provided wage employment declined from 14 persons to seven persons per year.

It reveals that the total expenditure incurred on NREGS during 2007-10 is Rs.86.39 lakhs with a variation of Rs.17.86 lakhs to Rs.37.50 lakhs. The average wage rate per day per person per annum is Rs.88.91 with the yearly variation of Rs.78.67 to Rs.96.77. The average number of days of employment provided per household are 54 days with a variation of 43 days in 2007-08 and 69 days in 2008-09. The total numbers of households completed 100 days of wage employment are 63 households with the yearly variation of 46 days in 2007-08 and 87 days in 2008-09.

It may also observed that the number of men and women provided wage employment under NREGS in Peddapodilla gram panchayat are 820 and 704 respectively. The average wage rate per day per person increased from Rs.80 to Rs.98
and the average number of days of employment provided per household during 2007-10 are around 48 days with the annual variation of 24 days to 85 days. It may also be observed that the total number of households completed 100 days of wage employment are 35 and the percentage of payments generated within three days are 28.83% per annum during 2007-10.

The total numbers of works completed under NREGS in Pothidoddi gram panchayat are 56 with a total value of Rs.98.06 lakhs. It may also reveal that the number of individuals provided wage employments during 2007-10 are 3278 with the annual variation of 996 and 1256. The men and women provided wage employments are 1683 and 1595 respectively.

The total SC and ST individuals employed under the scheme in the gram panchayat are 294 and 359 respectively and the disabled persons provided wage employment are 40 during 2007-10. The total expenditure incurred on NREGS works during 2007-10 is Rs.79.04 lakhs with a variation of Rs.23.84 lakhs to Rs.29.08 lakhs per annum. The annual average wage rate per day per person is Rs.94.40 and it varied from Rs.90 to 99 per day per annum. The average number of days of employment provided per household increased from 41 days to 55 days per annum.

It reveals that the number of works administratively sanctioned in Utakonda gram panchayat are increased from 23 to 103 and its total value is Rs.451.87 lakhs. The works in progress are 27 and its total value is Rs.157.01 lakhs. It may also noticed that the number of individuals provided wage employment under NREGS in Utakonda gram panchayat are low in 2009-10 (402) and high in 2008-09 (1334). It may also observed that the total men and women provided wage employment are 1440 and 1445 respectively. The total expenditure incurred on NREGS works is Rs. 75.32 lakhs with the yearly variation of Rs.6.23 lakhs to Rs.36.86 lakhs under reference. The average number of days of employment provided per household are around 43 days with a variation of 25 days to 63 days per annum.

10.13. Socio Economic Characteristics of Sample Respondents

It reveals that out of 300 sample respondents under reference, 12% are in the age group of less than 25 years, 54% of the respondents are in the age group of 25 - 40 years, 33% are in the age group of 40 -60 years and 0.67% of the sample NREGS respondents are in the age group of above 60 years.

It shows that out of 300 sample respondents, 62% are male and 38% are female in all the 12 sample gram panchayats of three selected mandals in Kurnool district. It
reveals that in 12 sample gram panchayats under reference, 62% of the respondents are illiterates, 20% have primary educational standards, another six percent studied up to upper primary, about five percent completed 10th class, nearly three per cent of the respondents studied up to intermediate and another two percent studied up to degree level.

It may also observed that out of 300 sample respondents in the selected gram panchayats, 91% of them are married persons, about seven per cent are unmarried, around two percent are widowed and only women respondent is a divorced in Molagavalli gram panchayati.

Out of 300 respondents, 95% are Hindus and five percent are Muslims. It may also observed that 8.33% of the respondents belongs to ST category, 31.67% belongs to SC, 48% of the respondents belongs to backward community and 12% of the households are from other community. It reveals that out of 300 sample respondents, nearly 83% have BPL ration cards and 10% have Antyodaya cards.

Out of 300 sample respondents under NREGS in the selected gram panchayats under reference is Kurnool district 17% of the respondents have Kachha houses, 4% have Semi-pukka houses, 50% of the respondents have pukka houses and the remains 29% of the respondent households have pukka houses under govt. Scheme.

Regarding to the ownership of house of the sample respondents, 92% of the respondents are residing in their own houses, about 6% are living in rented houses and only two percent are living in rent free houses of their friends and relatives.

Out of 300 sample respondents under reference, agriculture is the major occupation of for 24.33% of the respondents, agricultural labour activity is the main occupation of 74.33% of the respondents and non-agricultural labour is the main activity for around 2% of the respondent families.

Out of 300 samples, about 51 respondent families are nuclear in nature and the remaining 49% of the respondent families are joint families. It shows that the nature of joint families has not been declined significantly in rural India.

Out of 300 respondent families, 113 families have up to two male children, 58 families have three to five male children and 112 respondent families have up to two female children, 46 families have three to five female children in their families.

It may also observed that 170 sample respondent families have up to two male adults, 124 families have three to five male adults and 190 families have up to two female adults and 105 families have three to five female adults in their families.
Out of 300 sample respondents, about one percent of child labours are working in NREGS programme under reference. It may also observe that 25% of the male and 24% of the female is working under NREGS in their families.

It reveals that groundnut cultivation is the major source of income to 11.81% of the sample respondents. Sunflower is the major source of income to 4.13% of the respondents in the selected gram panchayats, Paddy production is the major source of income to 5.90% of the respondent families. The income from vegetable/horticultural crops is the major source of income to around 9% of the respondent. Milk animals are the major source of income to only 1.30% of the respondent families. Income from agricultural labour is the major source for about 29% of the respondents. Non-agricultural labour activity is a major source of income to about two percent of the respondents and self-employment is the main source of income to another two percent of the respondent families. It shows that out of 300 sample respondent families in the selected gram panchayats about 35% of the respondent's major source of annual income is from NREGS wages.

10.14. Awareness of Respondents on NREGS

The present chapter analysed the awareness of sample respondents in 12 selected gram panchayats of three selected mandals of Kurnool district. It may be observed that out of 300 sample respondents in the selected gram panchayats under reference, 83% are aware on number of members in the family entitled the NREGS work and the remaining 17% are unaware about the number of members to be entitled the work in a family.

Out of 300 samples, 88% are aware on time limit for providing job cards after their request to the NREGS officials. It may also observed that about 8% have no awareness on time limit for providing job cards after their request and four percent were not answered for the question.

It reveals that only 12% of the respondents under reference observed that the job cards were issued to them within five days of their request to the NREGS officials. About 37% received their job cards between 5-10 days and the remaining 50% of the respondents were received their job cards after 10 days of their request.

Out of the total sample respondents under reference, nearly 96% are aware that the NREGS workers are entitled to earn minimum wages. It may also observed that out of 300 sample respondents nearly eight percent are observed that the minimum wage rate under NREGS is less than Rs.80 per day per person, 39% opined that Rs.80 –
Rs.90 is the minimum wage, nearly 11% in formed that the minimum wage rate under NREGS is Rs.90-100 and about 43% said that the minimum wage under NREGS is Rs.100.

It may also observe that only 39% of the sample respondents are aware on social audit in NREGS programme. It shows that a very poor number of 4% of the sample respondents under study are aware on the provision of shade and floor sheet at work site. Out of 300 respondents, 59% are aware on the facility of payment of ex-gratia for NREGS workers.

It reveals that about 97% of the respondents are on the provision of no discrimination of wage between men and women in NREGS and 89% are aware that the machinery should not be used for NREGS works. Nearly 30% of the total respondents under reference are aware on one-third of job seekers are women in NREGS.

It may also observed that about 78% of the sample respondents in all the selected gram panchayats in Kurnool district are aware on the system of field assistants in NREGS works. It shows that 66% of the respondents are aware on proper maintenance of muster roll at NREGS work spot and 31% were not known about the maintenance of muster roll at work spot.

Out of 300 respondents, 83% said that the attendance was taken to them for twice a day at work site. About 16% observed that the attendance was taken once in a day and only one per cent informed that attendance was taken weekly once for them at work site. Nearly 84% of the total respondents observed that the Gram Sabha meetings were conducted in their respective gram panchayati and discussed on NREGS works for approval and selection of job seekers.

10.15. Impact of NREGS on Rural Households

The NREGS is providing wage employment and the number of man days of employment varied from one respondent household to another or from one gram panchayat to another gram panchayat. It reveals that out of 300 sample respondents 13% are entitled less than 70 days of employment, 15% entitled less than 71-80 man days, 70% of the respondents entitled 81-90 days of employment and two per cent are entitled 91-10 man days of employment under study.

Out of 300 respondents about 56% are receiving extra wage for above five kilometers of distance from their village and 96% of the respondents reported that the payment of wages are made timely. It may also observed that nearly 38% of the
respondents are receiving the wages in less than seven days after the completion of work, 43% received their wages between 8-14 days after completion of work and 20% of the respondents received their wages after 14 days of completion of work.

It reveals that 64% of the respondents reported that the first aid facility has been available at NREGS work spot for minor ailments and 80% informed that the drinking water facility is also available at the worksite. Only 13% of respondents informed that the childcare facility is available at worksite. The job cards are available with 97% of the respondents under study.

It reveals that in 85% of the job cards up to two family members are listed and 3-4 members are listed in 37% of the respondent's job cards. Only in five per cent of the job cards, above four members are listed as a job seekers. Nearly 84% of the respondents have individual accounts in the post office or in the bank to draw their NREGS wages.

It may also observed that six per cent of the respondents worked for less than 30 days under NREGS, 17% worked for 31-60 days, another 13% worked for 61-70 days and 64% of the respondents worked for more than 90 days under NREGS.

Out of 300 sample respondents, 74% of the respondents received more than Rs.7000/- from NREGS wages, 9% received Rs.5000-Rs.7000 and 17% of the respondents received less than Rs.5000 of NREGS wages. Nearly 69% of the respondents are verifying the entries in the job cards.

It shows that nearly 8% of the respondents worked in pebble bunding works, 20% of the respondents provided the work in stone bunding works and another 20% received the works in form ponds, 19% received the work under NREGS in earthen bunding works. It may also observed that bolder remover work is undertaken by one per cent of the respondents and 22% of the respondents received the work in land development works in weaker sections lands. Another three per cent received field channel works and six per cent of the respondents received the land leveling works under NREGS.

It may also noticed that 10% of the respondents received the NREGS wages previously in the same work spot. A majority of 95% of the respondents are receiving their NREGS wages through post offices. It shows that in 62% of the cases the respondent himself is the caretaker for NREGS amount, in another 34% respondents are putting the amount with their spouse and only 4% the other family member is the caretaker for NREGS wages.
It is observed that 83% of the respondents are preferring post office for payment of wages and 15% are preferring cash payments from the NREGS officials directly. Out of 300 respondents, 88% reported that the NREGS is useful to them and 89% observed that there is an economic transformation in their families through NREGS.

Out of 300 respondents, 26% reported that the scheme is useful to avoid hungry in their families. It may also revealed that 20% opined that it is useful to avoid migration and only one per cent opined that it is useful to repay the loans, nearly two per cent observed that it is useful to create community assets. Another 33% reported that NREGS is useful to increase the wage rates and seven per cent opined that it creates scarcity for agricultural labour. Nearly 11% reported that the economic status of the rural poor has been increased due to the scheme.

It shows that 48% of the respondents utilized the wage money for health care during 2008-09 and 46% of the respondents purchased durable goods from the wages. The agricultural inputs are purchased by 31% of the respondents and the major agricultural inputs are seeds (29%), fertilizers (37%), pesticides (33%) and other agricultural inputs (1%).

It reveals that only six per cent of the respondents utilized the NREGS wages for domestic purpose and 62% of the respondents managed the savings from the wages. Nearly 93% reported that the extent of migration decreased due to NREGS in their villages. Only 10% of the respondents faced the problem of food insecurity during the last three years and 61 per cent of the respondents managed the food security through NREGS wages. Out of 300 sample respondents, nearly 99% are satisfactory with the performance of NREGS in their respective gram panchayats.

10.16. Policy Recommendations

- The households registered for job cards to be scrutinized in the Gram Sabha to avoid malpracticer.
- The job cards to be provided within 15 days without local political involvement.
- All the job card holders are to be agricultural labour or Small, Marginal or Medium farmers.
- The role of gram panchayat to be improved in identification of works, issue of job cards, payment of wages.
- The execution of works to be under the control of gram panchayati or a separate local committee to be formed.
➤ All the job seeking households to be provided 100 man days of wage employment.
➤ It is better to avoid the payment of wages without involving in NREGS works in the name of unemployment.
➤ All the works are to be useful to improve the rural economy and not for providing food for work in the name of Guarantee of employment.
➤ The NREGS works to be extended to all the sections of cultivators for the land development programme.
➤ The bio-diesel plantation to be avoided and to be encouraged the horticultural crop plantation in all sections of the farmers
➤ The participation of depressed sections to be improved.
➤ Work site facilities are only book adjustments and this to be checked by proper supervision.
➤ E- Muster rolls to be implemented at work site and day to day progress of work at each work site to be informed to the Mandal level officers by mobile message from the field.
➤ The sanctioned works in each gram panchayat to be displayed at panchayat Bhavan.
➤ The expenditure incurred on each work and number of individuals provided wage employment from the work to be displayed.
➤ The funds for NREGS at gram panchayati to be based on population size of the gram panchayati to avoid partiality in administrative sanction of the works under NREGS.