Appraisal of Processes and Procedures of NREGS in Orissa: A Study of Mayurbhanj and Balasore District

(Report)

Study Team

Dr. Narayan Chandra Nayak, Associate Professor
Dr. Bhagirath Behera, Assistant Professor
Dr. Pulak Mishra, Assistant professor

Department of Humanities and Social Sciences
Indian Institute of Technology
Kharagpur

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List of Acronyms

GP	Gram Panchayat
PRIs	Panchayati Raj Institutions
BDO	Block Development Officer
GRS	Gram Rozgar Sewak
VLW	Village Level Worker
DRDA	District Rural Development Agency
NREP	National Rural Employment Programme
EGS	Employment Guarantee Scheme
RLEP	Rural Landless Employment Programme
JRY	Jawahar Rozgar Yojana
EAS	Employment Assurance Scheme
JGSY	Jawahar Gram Samridhi Yojana
SGRY	Sampoorna Grameen Rozgar Yojana
NFWP	National Food for Work Programme
CSE	Centre for Science and Environment, New Delhi
NSDP	Net State Domestic Product
NSS	National Sample Survey
GOI	Government of India
GOO	Government of Orissa

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Chapter-I: Background and Context of NREGA in Orissa

1.1. Introduction

Government of India has recently introduced the world's one of the largest development programme in human history, The National Rural Employment Guarantee Scheme (NREGS). This flagship programme was enacted by the government of India as the National Rural Employment Guarantee Act (NREGA) in September 2005. The NREGS came into effect, on a pilot basis, in February 2006 in 200 economically disadvantaged districts of the country. In the second phase of implementation, it was extended to 130 additional districts and the remaining districts were covered in the third phase on April 1, 2008.

This social welfare programme is primarily intended to enhance the livelihood securities of the people in rural areas by supplementing wage employment opportunities to the unskilled labor force. The programme is in force with the intention that it would act as a strong safety net for the poor in the wake of lack of alternative employment opportunities. In an attempt to ensure the rural economy to grow, the scheme is expected to regenerate the rural natural resource base for sustainable livelihood by carrying out soil and water conservation activities.

What is considered most crucial is the empowerment of the poor through the provision of a rights-based law. NREGA gives rise to programmes that develop not from its willful benevolence, but as a legally binding response by the state to a right to work that is enshrined in law. The constraint of resources cannot thus be cited by the government as an excuse for failing to provide works (Ambasta et al., 2008). Quality of works is central to the implementation of this programme. There is complete abolition of contractors from the

implementation of NREGA, thereby getting rid of rampant corruption and labour exploitation that was in vogue in earlier schemes.

The other key attributes of this scheme are time bound guarantee, labour-intensive work, decentralized participatory planning, women's empowerment, work site facilities and above all, transparency and accountability through the provision of social audits and right to information. The unprecedented use of information technology in this programme is considered to bring about greater transparency through intensive monitoring and faster execution. The payment of wages through bank and post office accounts is another innovative step that is likely to reduce fudging of the muster rolls on the part of the implementing agencies since the actual payments are beyond their reach. There is an effort to separate payment agencies from implementing agencies and thereby preventing embezzlement of wages (Vanaik and Siddhartha, 2008).

1.2. Rationale for NREGA

Historically, developing economies including India have been plagued by skewed distribution of nation's resources leading to poverty, illiteracy, low consumption and investment, lagged growth, and the like. Persistent poverty anywhere is said to have created a threat to prosperity everywhere. Development economists have often cautioned that unless poverty is eradicated, growth potential of an economy cannot be harnessed justifiably. The key to the redistribution of resources lies in the creation of employment opportunities for the poor. Employment induced growth is hailed as a demand driven approach to full employment. The post-depression reconstruction in the west stands testimony to this school of thought, which is aptly guided by the Keynesian approach.

There are arguments from diverse perspectives that support this approach to development. It can be firmly believed that mass employment programmes have the ability to enhance demand and get the economy out of the shackles of recession. Mass employment programmes can assist enhancing consumption smoothening linked welfare effects and promoting savings led investments, both private and public. As the consumption propensity is proved to be higher with the poor than the rich (Keynesian), this mode of redistribution of income may bring about improved market demand leading to increased economic activities, enhanced output, higher employment and so on. Besides, mass employment programmes are basically guided by welfare motives, a larger goal of societal importance. In developing countries, there are evidences of impoverishment, malnutrition and death on account of lack of alternative sources of livelihood. Policy induced rural works programmes can be considered as programmatic efforts to generate non-farm employment opportunities to sustain consumption and income especially during the times of distress (Sen, 1981).

NREGA can thus be construed as a timely intervention. Even after six decades of India's independence, the country still fails to arrest abject poverty, illiteracy, malnutrition, social inequality and so on. A legally-binding rights-based programme of this kind is expected to bring about a turn around in the rural economy by eradicating all the above social menace. NREGA can improve sustainable rural livelihoods through spillover effects thereby enabling the poor manage their risks and opportunities effectively. There is no denying of the importance of policy and programme action for employment generation to ensure food security amongst poor than direct food subsidy strategies (Von Braun, 1995).

1.3. Genesis of NREGA

The policy of creating guaranteed employment through public works dates back to the 1970s when Maharashtra government introduced Employment Guarantee Scheme (EGS). The enactment of the Maharashtra Employment Guarantee Act, 1977 was the first such act which offered statutory support to the right to work making employment an entitlement to empower the rural poor. The programme was brought into force from 26 January, 1979. The principal aim of the EGS was to provide gainful and productive employment to the people in the rural areas and in the areas of 'C' class Municipal Councils, who were in need of work and were prepared to do manual labour. The guarantee to provide work was restricted to unskilled manual work only. The basic objective of the scheme was that on completion of the works undertaken, some durable community assets should be created and that the wages paid to the workers should be linked with the quantity of work done. Another feature of the scheme was the ban on contractors. The act had a mandate to provide employment within fifteen days failing which unemployment allowance would be paid. This was also treated as powerful tool for drought management and drought proofing.

In line with the EGS, the government of India introduced the Food for Work Programme in 1977. Due to its inherent flaws, in 1980, it was restructured and renamed as the National Rural Employment Programme (NREP). The primary aim of NREP was to provide supplementary employment to agricultural workers. Work projects were linked to rural development projects. Public works needed to support development projects in specific regions were assigned a priority rating. When the agricultural workers in that region needed works, they would be assigned to the projects in an orderly manner. In general, only work

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projects that benefited the community were to be undertaken, with the exceptions for the individuals belonging to scheduled castes (SC) or scheduled tribes (ST).

Rural Landless Employment Programme (RLEP) was the next in row launched on August 15, 1983 with an objective of improving and expanding employment opportunities for the rural landless. It intended to provide guaranteed employment to at least one member of every landless household up to 100 days in a year and create durable assets for strengthening the infrastructure so as to meet the growing requirements of the rural economy. This programme witnessed a tendency to concentrate on asset creation on the basis of departmental plans rather than requirements determined locally and the need to provide the requisite quantum of employment to the landless labourers.

In 1989, NREP and RLEP were merged together and Jawahar Rojgar Yojana (JRY) was launched. This new wage employment programme was radically different from the earlier ones as it emphasized on revamping the delivery mechanisms through Panchayati Raj institutions (PRIs). The bureaucratic machinery was bypassed under this scheme. Funds were deposited in the accounts of village institutions which would be responsible for planning development activities to create employment and oversee implementation. Funds were distributed among Gram Panchayats (GP), Panchayat Samities and District Rural Development Agencies (DRDA)/Zila Parishads in the ratio of 70:15:15. The JRY aimed at generation of additional gainful employment for the unemployed and under-employed in the rural areas, strengthening of rural economic infrastructure and assets, and improvement in the overall quality of life in rural areas. In 1993, JRY needed a revamp as it was argued that the scheme controlled by people's representatives was leading to increased corruption and even greater inefficiency in delivery (CSE, undated). In 1993, the Employment Assurance Scheme

(EAS) was launched. Then, 50% of the allocated funds for rural employment were channelised through bureaucracy, while the remaining amount was through PRIs.

In 1999, yet another rural development programme - Jawahar Gram Samridhi Yajana (JGSY) - was launched. This was primarily intended to create demand driven rural infrastructure. Then, in April 2002, by integrating JGSY and EAS, government introduced Sampoorna Grameen Rozgar Yogana (SGRY). Funds under the new scheme continued to be divided between the PRIs and the bureaucratic machinery. The National Food for Work Programme (NFWP) was the next in line launched in 2004 targeting 150 backward districts. It aimed at creating supplementary employment opportunities and rural community assets.

Despite all these attempts to ameliorate the conditions of the poor through the creation of employment opportunities in rural areas and creation of durable community assets, earlier programmes have failed to deliver goods either due to their inadequacies or lack of legal framework. Almost all the previous programmes were allocation based rather than demand based. NREGA, which was launched in 2006, is considered to be unique from this standpoint. It is the only programme in the history of India's development initiatives which has been in force with an enactment of an act of the parliament. With a mandate to guarantee 100 days of employment to a rural household, the scheme is intended to guarantee employment to all those who demand works, failing which unemployment allowances are to be paid.

1.4. NREGA Goals

Major objective of the NREGA is to enhance 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.

Specific goals of the programme are

- To create durable assets and strengthen the livelihood resource base of the rural poor;

- To create strong social safety net for the vulnerable groups by providing a fall-back employment source, when other employment alternatives are inadequate;

- To act as a growth engine for sustainable development of an agricultural economy;

- To empower rural poor through the processes of a rights-based law; and

- To initiate new ways of doing business, as a model of governance reform anchored on the principles of transparency and grass root democracy.

It may thus be inferred that NREGA is just not a welfare initiative. It is a development effort that can take the Indian economy to a new trajectory. It has three distinct goals - protective, preventive and promotive (Figure 1.1). It protects the rural poor from vulnerabilities by providing them demand based employment. It prevents risks associated with agricultural investment and forced migration of the rural poor. It brings in buoyancy in rural economy via increased consumption demand. All these pertain to suggest that NREGA can act as a growth engine by expanding rural resource base and integrating the rural economy with the rest.

Figure 1.1: Goals of the NREGA
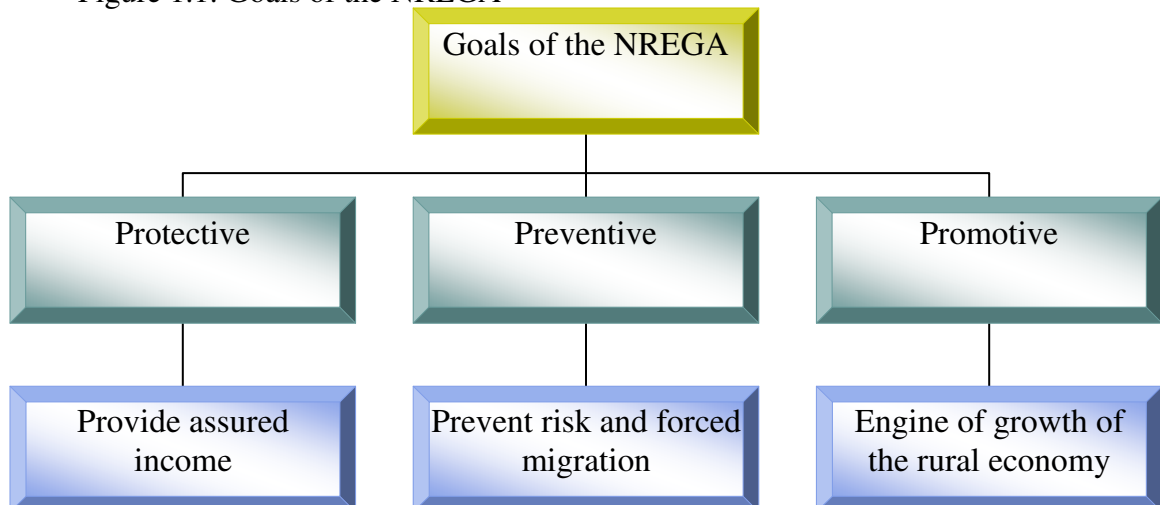
1.5. Salient Features of the NREGA

- Adult members of a rural household, willing to do unskilled manual work, may apply for registration in writing or orally to the local GP.

- The GP after due verification will issue a Job Card.

- The Job Card should be issued within 15 days of application.

- The job card should contain the details of all adult members of a household who are willing to work under NREGA affixing their group photograph in a single card and it is free of cost.

- A job card holder may submit a written application for employment to the GP stating the time and duration for which work is sought.

- The period of employment shall generally be at least fourteen days continuously with not more than six days in a week.

- After accepting the valid application for work, the GP shall issue a dated receipt to the applicant.

- Employment will be given within 15 days of application for work. If an applicant for employment under the Act is not provided such employment within fifteen days of receipt of his/her application seeking employment or from the date on which the employment has been sought in the case of an advance application, whichever is later, he/she shall be entitled to a daily unemployment allowance.

- Unemployment allowance will be within the liability of the state government and shall be paid to the applicants of a household subject to the entitlement of the household at such rate as may be specified by the state government.

- Unemployment allowance rate shall be less than one-fourth of the wage rate for the first thirty days during the financial year and not less than one-half of the wage rate for the remaining period of the financial year.

- Work should ordinarily be provided within 5 km radius of the village. In case, work is provided beyond 5 km, extra wages of 10% are payable to meet additional transportation and living expenses.

- Wages are to be paid according to the Minimum Wages Act 1948 for agricultural labourers in the state, unless the centre notifies a wage rate which will not be less than Rs. 60/ per day. Equal wages will be provided to both men and women.

- Wages are to be paid according to piece rate or daily rate. Disbursement of wages has to be done on weekly basis and not beyond a fortnight in any case.

- Priority shall be given to women in such a way that at least one-third of beneficiaries shall be women who have registered and requested for work.

- Work site facilities such as crèche, drinking water, and shade have to be provided.

- The shelf of projects for a village will be recommended by the Gram Sabha and approved by the Zilla Panchayat.

- At least 50% of works will be allotted to GPs for execution.

- Permissible works predominantly include water and soil conservation, afforestation and land development works.

- A 60:40 wage and material ratio has to be maintained. No contractors and machinery are allowed.

- The Central Government bears 100 percent wage cost of unskilled manual labour and 75 percent of the material cost including the wages of skilled and semi skilled workers.

Box 1.1: Key Features of the NREGA
- Guaranteed Employment
- Rights-based Programme
- Legally Binding
- PRIs - The Key Players
- Unemployment Allowance
- Rural Empowerment
- Non-negotiable Preferred Works
- Ban on Contractors
- No Use of Machines
- Worksite Facilities
- Payments through Banks/Post Offices
- Provision of Social Audit
- Conservation of Natural Resources
- Creation of Durable Community Assets
- Strong Grievance Redressal Mechanisms
- Transparency and Accountability
- IT Enabled Governance
- Scope for Convergence with other Developmental Activities

- Social audit has to be done by the Gram Sabha.

- Grievance redressal mechanisms have to be put in place for ensuring a responsive implementation process.

- A complaint handling system has to be implemented. The disputes and complaints are to be disposed off within seven days of their receipt and in case they are not solved, they need to be forwarded to higher authorities.

- All accounts and records relating to the scheme should be available for public scrutiny.

1.6. Mechanisms of NREGA Implementation

NREGA has a five-tier structure of implementation starting from GP at the bottom to the central government at the top (Figure 1.2). GP is the nodal agency at the bottom level that has the authority to select, design and implement 50% of the works. Selection of works, monitoring and supervision are done by the Gram Sabha (village council). GP has the responsibility to register households, issue job cards, receive applications for employment, provide employment and monitor the NREGA works. The rest 50% may be undertaken either by the block Panchayat or the district Panchayat or both. Block Panchayat monitors and coordinates the plans and works at the block level. Computer updating of NREGA works, muster roll entries, etc is done at the block level under the auspices of the NREGA programme officer. District Panchayat, in addition to implementing non-mandatory works, coordinates NREGA activities at the district level. Besides, it has the responsibility to prepare both the district annual plan and the five-year perspective plan. These two plan documents are the bases which guide the implementation of NREGA at the village level. These documents are prepared at the district level in consultation with the GP and block Panchayats.

Figure 1.2: Mechanisms of NREGA Implementation

Mechanisms of NREGA Implementation

| Gram Panchayat | Block Panchayat | District Panchayat | State Government | Central Government |

Gram Panchayat	Block Panchayat	District Panchayat	State Government	Central Government
• Preparation of Village Plans • Identification, Design and Implementation of Works • Evaluation and Monitoring	• Coordination • Monitoring • Design and Implementation of Non-mandatory Works	• Coordination • Preparation of Annual Plan and Perspective Plan • Design and Implementation of Non-mandatory works	• Facilitator for Fund Flow • Regulator • Deployment of Manpower	• Ministry of Rural development as Nodal Agency • Allocator of Funds • Monitoring and Evaluation

Source: Modified from CSE (undated)

Next in hierarchy is the state government which acts as a facilitator in the flow of NREGA funds and deployment of manpower. It has the responsibility to set up the State Employment Guarantee Council. The latter has the role to advice the government from time to time on NREGA implementation in the state. Besides, the council is also entrusted with the responsibility of monitoring and evaluation of the NREGA in the state. At the top of the hierarchy comes the central government. The Ministry of Rural Development, New Delhi is the nodal agency for NREGA implantation. It has the responsibility to set up Central Employment Guarantee Council for receiving advice on NREGA implementation. It may also undertake independent evaluation and monitoring of the scheme. It has the responsibility to prepare the budget and disburse funds.

1.7. The Rationale for Appraisal

Three years have elapsed since the inception of the programme. It is thus now imperative to make an assessment of the NREGA from all its important perspectives. Although it is necessary to understand as to how the programme has affected the socio-economic and livelihood conditions of the rural people in general and BPL households in particular, what is vital is to assess the processes and procedures of the implementation of the NREGA in the country. Needless to say, the success of the programme may largely depend upon the processes of its implementation.

Undoubtedly the NREGA has addressed many of the weaknesses of the earlier programmes through the introduction of rights-based framework, time bound access to fulfill guarantee, incentive and disincentive structures, demand based resource availability, accountability and the like. However, there are still certain pertinent issues that need our attention. First, while the success of the scheme depends largely on people's awareness of the

programme and their active participation in the same, it is also equally important for the implementing agents like sarpanchs/ward members, block development officers and other government officials to be aware of the key provisions and procedures of the Act. It is, thus, necessary to assess the awareness level of various stakeholders regarding the scheme and the mechanisms of information dissemination.

Second, the design of the NREGS is unique in being largely demand driven and the reforms underway are expected to push it further in this direction. This raises a few questions. Is the programme necessarily meeting its desired goals, particularly when there are reported wage differentials and irregularities in getting jobs and hence a tradeoff between jobs under NREGS and that in other areas? What are the factors that determine the demand for labour? Even if there is demand for work, do the GPs have enough scope to generate sufficient employment opportunities? Are the procedures for registration, issuance of job cards, and application for employment followed properly so that people are not demotivated to work under the scheme? What should be done to bring more people under the ambit of the scheme to make it a successful poverty alleviation programme? What determines the awareness level?

Given this backdrop, there is thus a need to make an appraisal of the processes and procedures of NREGA. This would enable us to understand and examine the institutional mechanisms under which the entire programme is being implemented. The problems and prospects of NREGA can then be better understood and accordingly, necessary measures can be devised to make the programme realize its set objectives. The present study thus attempts to make an appraisal of the NREGA process and procedures in Orissa.

1.7.1. Broad Objectives of the Study

The broad objectives of the study are

a) To review and appraise implementation of NREGA processes and procedures.

b) To suggest remedial actions for successful execution of the programme.

1.8. Context of NREGA in Orissa

Orissa remains one of the poorest states of the country, where about 39.80 percent of the rural people live below poverty line (Figure 1.3). Rural and urban poverty combined, the state remains the poorest state of the country with poverty ratio as high as 39.90% against an all India average of about 21.80% only (Table 1.1). Orissa occupies 4.74% of India's landmass and houses 3.58% of the country's population. The State comprises of 3 revenue divisions, 30 districts, 58 sub-divisions, 171 Tahsils, 314 community development blocks, 6234 GPs and 51,349 villages (http://www.orissa.gov.in/health_portal/healthprofile/ profile.html). Nearly 85% of its population lives in rural areas (Census of India, 2001) and they are primarily dependent on agriculture and allied activities for their livelihood.

Figure1.3: Trend of the Incidence of Poverty in Orissa (1973-74 to 2004-05)
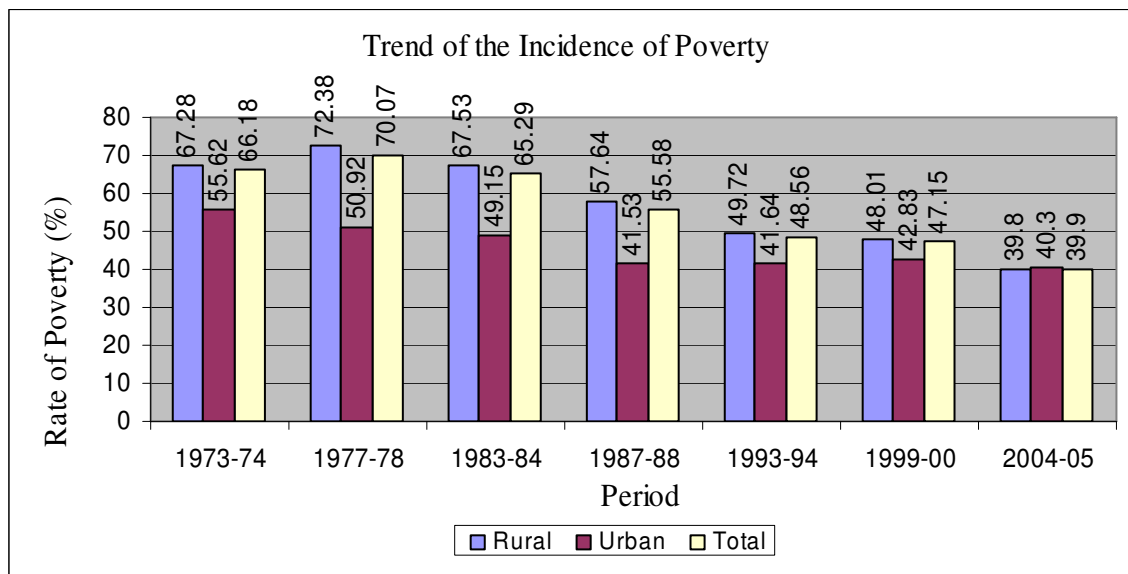
Source: Planning Commission, Government of India (as cited in Orissa Economic Survey, 2008-09)

Table 1.1: Incidence of Poverty in Orissa vis-a-vis Other Major States (1973-74 to 2004-05)							
People below poverty line (%)							
Sl. No.	State	1973-74	1977-78	1983-84	1987-88	1993-94	1999-00	2004-05
1	Andhra Pradesh	48.86	39.31	28.91	25.86	22.19	15.77	11.10
2	Bihar	61.91	61.55	62.22	52.13	54.96	42.60	32.50
3	Gujarat	48.15	41.23	32.79	31.54	24.21	14.07	12.50
4	Haryana	35.36	29.55	21.37	16.54	25.05	8.74	9.90
5	Karnataka	54.47	48.78	38.24	37.53	33.16	20.04	17.40
6	Kerala	59.79	52.22	40.42	31.79	25.43	12.72	11.40
7	Madhya Pradesh	61.78	61.78	49.78	43.07	42.52	37.43	32.40
8	Maharashtra	53.24	55.88	43.44	40.41	36.86	25.02	25.20
9	Orissa	66.18	70.07	65.29	55.58	48.56	47.15	39.90
10	Punjab	28.15	19.27	16.18	13.20	11.77	6.16	5.20
11	Rajasthan	46.14	37.42	34.46	35.15	27.41	15.28	17.50
12	Tamil Nadu	54.94	54.79	51.66	43.39	35.03	21.12	17.80
13	Uttar Pradesh	57.07	49.05	47.07	41.45	40.85	31.15	25.50
14	West Bengal	63.43	60.52	54.85	44.72	35.66	27.02	20.60
	ALL INDIA	54.88	51.32	44.48	38.36	35.97	26.10	21.80

Source: Planning Commission, Government of India (as cited in Orissa Economic Survey, 2008-09)

Orissa's predominantly rural economy is highly backward. What is far more disturbing is the significant spatial difference in the incidence of poverty within the state. Southern and northern regions of the state lag far behind the coastal region. Rural poverty ratios in southern and northern Orissa respectively are two and half times and one and half time that in the coastal region (GOO, 2004). In eight KBK districts - Kalahandi, Nuapara, Bolangir, Sonepur, Koraput, Malkangiri, Nawrangpur and Rayagada - about 71.40% of the families live below poverty line (GOO, 2008-09). These regional differences tend to explain the degree of economic deprivation of the ethnic groups in accordance with their spatial concentration. Out of total 3.68 ml population of the state, as per census 2001, over 38% are SC and ST. Of this, the southern and northern districts of the state together constitute over

89% of the ST and 46% of the SC population (Table 1.2). Thus, the incidence of poverty is

more acute with the SC and ST population of the state than the rest.

Districts	Male (%)	Female (%)	SC (%)	ST (%)	Literacy rate(2001 census)	% of total workers to Total Population (2001 census)	No. of females per thousand males (2001 Census)	HDI value[*]	HDI rank[*]
Table 1.2: Socio-economic Profile of Orissa according to Districts									
Angul	51.5	48.5	17.2	11.67	68.79	39.79	941	0.663	6
Balasore	51.2	48.8	18.84	11.28	70.56	31.87	953	0.559	18
Bargarh	50.6	49.4	19.37	19.36	63.99	44.08	976	0.565	17
Bhadrak	50.7	49.3	21.5	1.88	73.86	28.87	974	0.646	8
Bolangir	50.4	49.6	16.92	20.63	55.7	41.86	984	0.546	21
Boudh	50.4	49.6	21.88	12.47	57.73	45.73	984	0.536	23
Cuttack	51.6	48.4	19.08	3.57	76.66	33.92	938	0.695	3
Deogarh	50.5	49.5	15.37	33.6	60.36	46.06	980	0.669	5
Dhenkanal	51.0	49.0	18.49	12.79	69.42	33.42	961	0.591	12
Gajapati	49.2	50.8	7.5	50.78	41.26	53.11	1031	0.431	28
Ganjam	50.1	49.9	18.57	2.88	60.77	41.32	998	0.551	20
Jagatsinghpur	51.0	49.0	21.05	0.82	79.08	31.2	963	0.557	19
Jajpur	50.7	49.3	22.99	7.76	71.44	27.49	972	0.54	22
Jharsuguda	51.4	48.6	17.07	31.34	70.65	37.2	946	0.722	2
Kalahandi	50.0	50.0	17.67	28.65	45.94	46.5	1001	0.606	11
Kandhamal	49.8	50.2	16.89	51.96	52.68	47.24	1008	0.389	29
Kendrapara	49.6	50.4	20.52	0.52	76.81	29.82	1014	0.626	10
Keonjhar	50.6	49.4	11.62	44.5	59.24	39.77	977	0.53	24
Khurda	52.6	47.4	13.54	5.18	79.59	30.63	902	0.736	1
Koraput	50.0	50.0	13.04	49.62	35.72	48.32	999	0.431	27
Malkangiri	50.1	49.9	21.35	57.43	30.53	49.11	997	0.37	30
Mayurbhanj	50.5	49.5	7.68	56.6	51.91	46.23	980	0.639	9
Nawapara	49.8	50.2	13.62	34.71	42	46.05	1007	0.581	14
Nawarangpur	50.2	49.8	14.1	55.03	33.93	49.46	991	0.436	26
Nayagarh	51.6	48.4	14.04	5.88	70.52	33.32	938	0.571	15
Puri	50.8	49.2	18.23	0.3	77.96	29.98	968	0.657	7
Rayagada	49.3	50.7	13.92	55.76	36.15	48.03	1028	0.443	25
Sambalpur	50.8	49.2	17.04	34.5	67.25	45.03	969	0.589	13
Sonepur	50.9	49.1	23.62	9.78	62.84	43.74	966	0.566	16
Sundargarh	51.1	48.9	8.62	50.19	64.86	40.36	957	0.683	4
ORISSA	50.7	49.3	16.53	22.13	63.08	38.88	972	0.579	11[1]

Source: Census of India, 2001; *Orissa Human Development Report, 2004

Note: [1]Orissa's HDI rank is cited as per the estimate made by the Planning Commission,

Government of India, New Delhi in National Human Development Report, 2001. Here, the

HDI value was estimated to be 0.404.

The state's performance in social sector development is also equally grave as it ranks 11th among the 15 major states of the country having registered human development index as low as 0.404 (Table 1.2). In individual dimensions of human development like health and education, the situation is highly alarming. Although, the state has made significant improvement in its literacy rate at the aggregate level, there are marked differences in the attainment across its regions. While, districts like Khurda, Puri and Kendrapara have attained the literacy levels as high as 79%, 78% and 77% respectively, in Raygada, it is only 36% and in Malkangiri, it is still low (30%) (Table 1.2). In 2005, infant mortality rate in Orissa was 75 per thousand against an all India average of 58 (GOI, 2005).

This grim situation with respect to poverty and human development may be largely attributed to the state's limited sources of livelihood. About 65% of the population is engaged in agriculture and animal husbandry, while the contribution of the latter to the state's NSDP is little over 23% only. Agricultural growth in Orissa is almost stagnant. Agricultural productivity is roughly half that of the national average (GOO, 2006-07).

While the percentage of workers to total population in the state has increased from 37.53% in 1991 to 38.79% in 2001, the percentage of main workers to total workers has declined from 87.33% to 67.17%. This has led to acceleration of the extent of under-employment in the state. As per the census of 2001, about 31.34% of the total workers in Orissa are women. The main and marginal women workers constitute 35.41% and 64.59% respectively of the total women workers. The unorganized primary sector, which includes agriculture, animal husbandry, fishery, forestry, mining and quarrying, plantations and allied activities, absorbs as many as 74% of the total women workers (GOO, 2005-06)

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While the labour force shows an increasing trend over the years, the employment opportunity in the organized sector is already saturated. In spite of introduction of a number of employment generation programmes by both Central Government and State Government, the backlog of unemployment in the state by the end of Eleventh Plan period is estimated to be 13.93 lakh (GOO, 2008-09).

NREGA, thus, carries enormous significance for Orissa. With its twin objectives of creating rights-based employment for the poor and durable assets in rural areas for sustainable livelihood, NREGA is expected to bring about marked improvement in the livelihood conditions amongst the poor. NREGA may also strengthen natural resource base through works that address the causes of chronic poverty like drought, deforestation and soil erosion and encourage sustainable development. It may improve soil and water conservation and its management for better agricultural production in the state. If implemented properly, NREGA has the potential to change the poverty map of the state. Orissa has had the problem of unemployment and perennial seasonal migration of unskilled workers, especially tribal people, to nearby towns and outside the state. Introduction of NREGA is expected to reduce and possibly eliminate this seasonal migration.

The sustainability of such an ambitious programme depends upon the attainment of its targets in all fronts. While the programme is well intended towards meeting its critical objectives, much of its success depends upon proper implementation of the programme. To be specific, the programme will reap the benefits if proper processes and procedures are put in place. There is a need to appraise the processes and procedures that are being followed in Orissa in implementation of NREGA. The study thus intends to examine the same taking two districts of Orissa as sample namely Mayurbhanj and Balasore.

1.9. Specific Objectives of the Study

- To find out the level of awareness about the key provisions and procedures of NREGA among the major stakeholders;

- To examine the processes of the registration of job cards and the time gaps in the issuance of the same;

- To examine the demand pattern for employment and allotment of works to the job seekers;

- To find out the planning and execution pattern of the scheme;

- To find out the wage payment levels and procedures;

- To examine the efficacy of the maintenance of registers and records; and

- To understand the monitoring, social audit and grievance redressal mechanisms.

1.10. Organization of the Chapters

The following chapters are organized accordingly to address the above objectives. First, the profile of the state and that of the sample districts is presented along with a brief outline of the district selection criteria. Following that, sampling technique, methodology and data collection procedures are presented. The next chapter discusses the findings of the study according to primary and secondary data as collected from the sample GPs and other sources. Then, an attempt is made to find out the key factors that determine the performance of NREGS in the sample districts applying suitable econometric tools. The final chapter summarizes the findings. Following the empirical results, feedback from the NREGA functionaries and anecdotal evidences, the achievements as well as constraints of the programme are analyzed and necessary recommendations are put forward for possible improvement of the programme.

Chapter-II: State and District Profile and District Selection Criteria

2.1. Performance of NREGA in Orissa

Knowing the importance of NREGA in Orissa, the Central Government, in the first phase of NREGA, introduced the programme in nineteen districts of the state. Five more districts were brought under the purview in the second phase, while the remaining six districts were covered in the third phase in April 2008 (Figure 2.1). There are evidences that with the implementation of NREGA, additional employment opportunities have been created in rural areas and livelihood conditions are said to have improved over the years. A lot of durable community assets have been created in the villages. They include village roads, ponds, irrigation tanks, etc. There are also reported cases of decline in forced migration in the lean seasons (e.g. various government reports and independent studies).

Figure 2.1: District Map of Orissa according to Coverage of NREGA
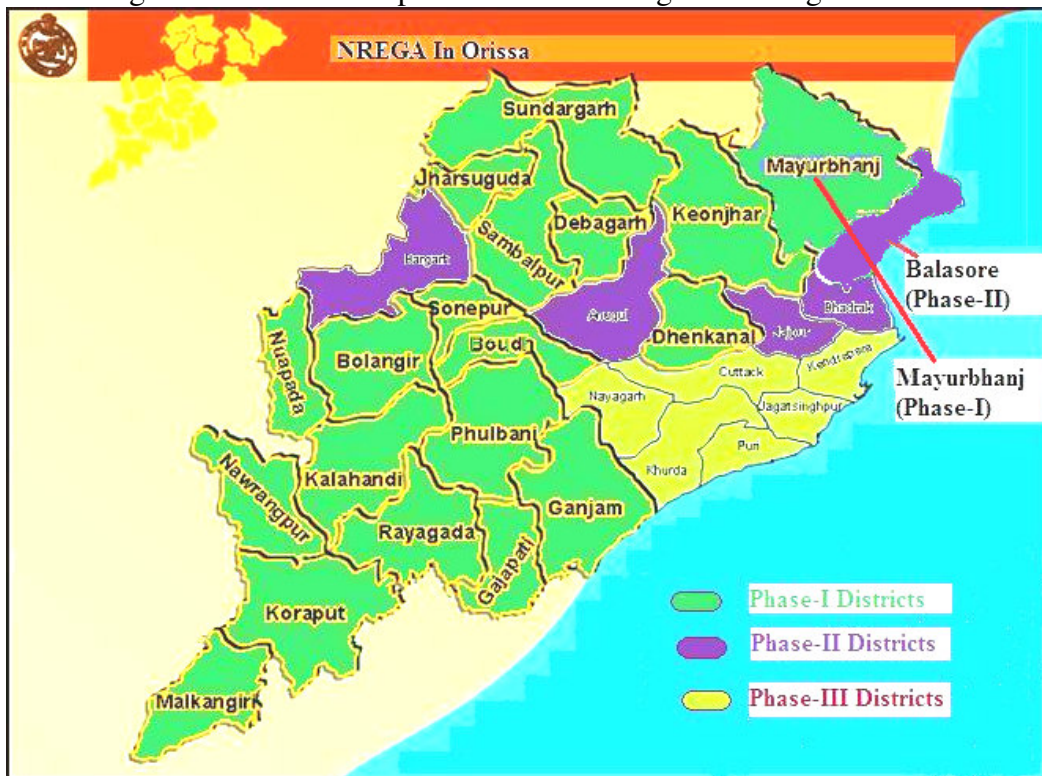
Till the end of the last financial year, more than 6.12 ml job cards have been issued to the households in Orissa. Out of them, during the financial year 2008-09, about 1.13 ml (18.51%) households demanded jobs and employment was provided to over 1.1ml households. Little over 44000 households were provided stipulated 100 days of employment during 2008-09. There are marked differences across districts in the demand for employment. During 2008-09, Gajapati district recorded the highest proportion of job card holders (41.92%) having applied for employment. In Mayurbhanj, one of the sample districts in the study, 29.39% of job card holders applied for employment during 2008-09. In Balasore, the other sample district, the demand for job was still less as only 16.79% of total job card holders applied for employment during the same period. At the other extreme, in Puri, one of the coastal districts, only about 2.97% of total job card holder households applied for employment during 2008-09. In Kendrapara (4.20%) and Nayagarh (5.12%), the situation was found to be no better (Table 2.1). This clearly indicates that while the NREGA is considered to be a demand-based programme, low demand for jobs may hinder the attainment of its objectives. There is thus a need to identify the reasons that lead to this situation and consequently undertake appropriate measures to address the same.

The primary objective of NREGA programme is to provide unskilled employment to rural poor. It is the mandate of the programme that a district should spend at least 60% of total expenditure on creating unskilled man-days. Orissa has almost achieved this target at the aggregate level during 2008-09. As many as 14 districts of Orissa have spent more than or equal to 60% of total expenditure on unskilled wages. Four districts namely Sambalpur, Jharsuguda, Keonjhar and Dhenkanal need to gear up to achieve the target (Table 2.2).

Sl.No	Districts	Cumulative No. of HH issued job cards	No. of HH demanded employment (% of households demanded employment)	No. of HH provided employment	No. of HH completed 100 days
Phase I					
1	Bolangir	226938	45331(19.98)	44222	997
2	Boudh	71881	19687(27.39)	19278	146
3	Deogarh	54787	12160(22.20)	12012	188
4	Dhenkanal	149051	23199(15.56)	22425	266
5	Gajapati	108713	45574(41.92)	43769	1325
6	Ganjam	406383	161854(39.83)	156747	21082
7	Jharsuguda	67420	13416(19.90)	13319	451
8	Kalahandi	262073	45505(17.36)	44271	451
9	Kandhamal	125101	47442(37.92)	45755	668
10	Kendujhar	255051	37930(14.87)	36984	366
11	Koraput	256089	60977(23.81)	60188	1425
12	Malkangiri	104141	28464(27.33)	28380	1210
13	Mayurbhanj	398643	117159(29.39)	116364	7244
14	Nawarangapur	1170575	42467(3.63)	41227	380
15	Nuapada	100644	32898(32.69)	32196	836
16	Rayagada	166676	58919(35.35)	57533	4428
17	Sambalpur	134419	26179(19.48)	25717	576
18	Sonepur	84520	24383(28.85)	22483	439
19	Sundargarh	283611	45594(16.08)	45043	237
Phase II					
20	Angul	162443	30051(18.50)	29526	268
21	Balasore	266269	44706(16.79)	44003	339
22	Bargarh	242037	28094(11.61)	27337	184
23	Bhadrak	163895	38466(23.47)	37583	288
24	Jajpur	219771	53405(24.30)	52917	327
Phase III					
25	Cuttack	145168	17535(12.08)	16606	97
26	Jagatsinghpur	87713	13653(15.57)	13110	1
27	Kendrapara	90024	3781(4.20)	3695	0
28	Khurda	77642	6271(8.08)	4820	8
29	Nayagarh	97484	4992(5.12)	4321	8
30	Puri	146657	4350(2.97)	3598	2
	Total	6125819	1134442(18.52)	1105429	44237

Table 2.1: Physical Performance of Orissa under NREGA during 2008-09 according to Districts

Source: www.nrega.nic.in

Note : HH : Households

Sl. No	Districts	Total availability of funds	Expenditure on wages (% of expenditure on wages)	Total expenditure (% of the available funds)	Wage-material ratio*	Average wage per mandays*	Cost per mandays*
Table 2.2: Financial Performance of Orissa under NREGA during 2008-09 according to Districts (Rs. in Lakh)							
				Phase I			
1	Bolangir	3226.72	1598.42(64.81)	2466.42(76.44)	61:39	113.15	184.14
2	Boudh	2267.26	655.87(69.30)	946.38(41.74)	66:34	125.51	189.8
3	Deogarh	1047.26	448.64(53.61)	836.94(79.92)	51:49	115.12	227.09
4	Dhenkanal	5033.67	543.9(45.66)	1191.2(23.66)	44:56	75.58	170.51
5	Gajapati	4150.34	1224.35(55.37)	2211.04(53.27)	54:46	74.34	136.69
6	Ganjam	7350.22	6463.09(77.98)	8288.46(112.76)	78:22	66.35	84.9
7	Jharsuguda	2330.7	497.48(42.64)	1166.61(50.05)	43:57	120.28	281.54
8	Kalahandi	3277.9	1287.18(53.17)	2420.72(73.85)	52:48	110.21	213.93
9	Kandhamal	2461.84	1320.74(60.05)	2199.57(89.35)	62:38	96.35	154.37
10	Kendujhar	5654.56	917.13(39.12)	2344.24(41.46)	44:56	100.69	230.21
11	Koraput	3749.96	1582.75(52.26)	3028.46(80.76)	52:48	87.72	169.58
12	Malkangiri	2989.35	1205.66(62.33)	1934.17(64.70)	66:34	89.79	135.15
13	Mayurbhanj	13697.3	5031(60.41)	8327.59(60.80)	61:39	98.89	163.32
14	Nawarangpur	6917.9	1358.61(54.21)	2506.25(36.23)	53:47	93.02	174.53
15	Nuapada	3285.64	1305.85(55.96)	2333.43(71.02)	55:45	119.15	216.89
16	Rayagada	5264.55	1982.63(52.60)	3769.23(71.60)	53:47	78.47	148.26
17	Sambalpur	3838.17	762.36(38.72)	1968.99(51.30)	40:60	105.08	264.34
18	Sonepur	2574.47	968.04(54.97)	1761.12(68.41)	54:46	120.03	221.91
19	Sundargarh	3198.44	1466.35(67.19)	2182.39(68.23)	64:36	139.2	216.66
				Phase II			
20	Angul	3200.23	752.36(60.92)	1234.96(38.59)	60:40	113.79	188.7
21	Balasore	3147.6	1262.5(70.81)	1782.97(56.65)	71:29	105.98	149.66
22	Bargarh	2947.25	724.03(63.75)	1135.67(38.53)	58:42	140.85	241.32
23	Bhadrak	2059.46	1171.6(64.46)	1817.65(88.26)	57:43	90.18	158.96
24	Jajpur	5976.8	1251.49(58.87)	2125.7(35.57)	59:41	101.41	173.11
				Phase III			
25	Cuttack	370.91	266.917(63.48)	420.50(113.37)	63:37	79.38	125.06
26	Jagatsinghpur	286.79	105.877(63.63)	166.38(58.02)	63:37	77.91	123.3
27	Kendrapara	280.42	50.24(60.32)	83.29(29.70)	57:43	111.56	195.25
28	Khurda	284.365	61.67(69.36)	88.91(31.27)	74:26	84.08	114.13
29	Nayagarh	250.26	73.96(67.68)	109.28(43.76)	64:36	107.6	167.59
30	Puri	308.79	24.04(70.11)	34.29(11.10)	78:22	74.01	95.18
	Total	101429.12	36364.74(59.73)	60882.82(60.02)	59:41	92.25	156.22

Source: www.nrega.nic.in; * Compiled from the data collected from the Panchayati Raj Department, Government of Orissa, Bhubaneswar

With respect to person-days of employment created in the state, there has been a sharp decline in that over the years. Ironically, during 2006-07, when only nineteen districts had been covered under NREGA, 799.34 lakh person-days of employment were created. Whereas, in 2007-08, with the induction of five more districts, employment fell sharply to 430.90 lakh person-days and in 2008-09, when all the districts were covered, there was a further fall to 430.04 lakh person-days. There is nearly 46% decline in person-days of employment in later two years as compared to the first year of implementation (Figure 2.2).

Figure 2.2: Comparison of Orissa with India on Person-days of Employment Created
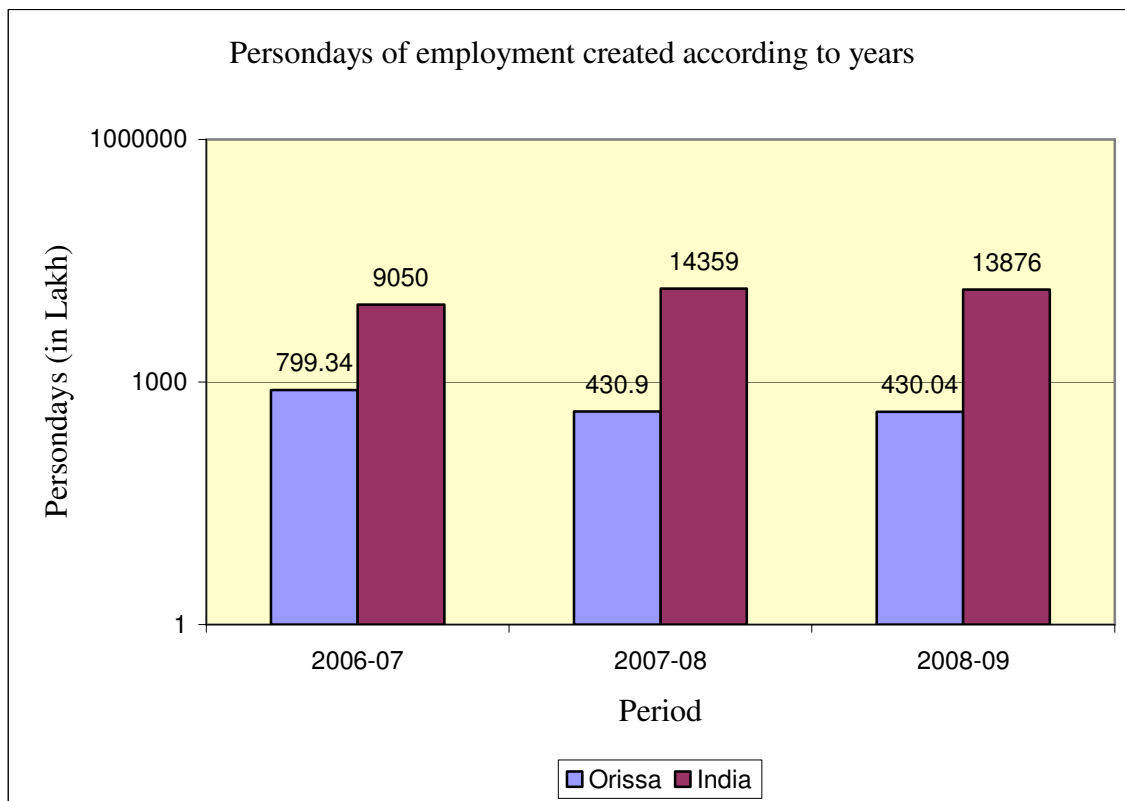
Source: For Orissa, compiled from the data collected from the Department of Panchayati Raj, Government of Orissa, Bhubaneswar; For India, www.nrega.nic.in.

Making a comparison across the first phase districts, excepting Ganjam, decline in employment is registered in all the districts in 2007-08 as compared to the previous financial year. The decline is recorded to be the highest in Mayurbhanj where employment decelerated

Figure 2.3: Person-days of Employment across Districts of Orissa according to Years

Year wise generation of persondays in lakhs
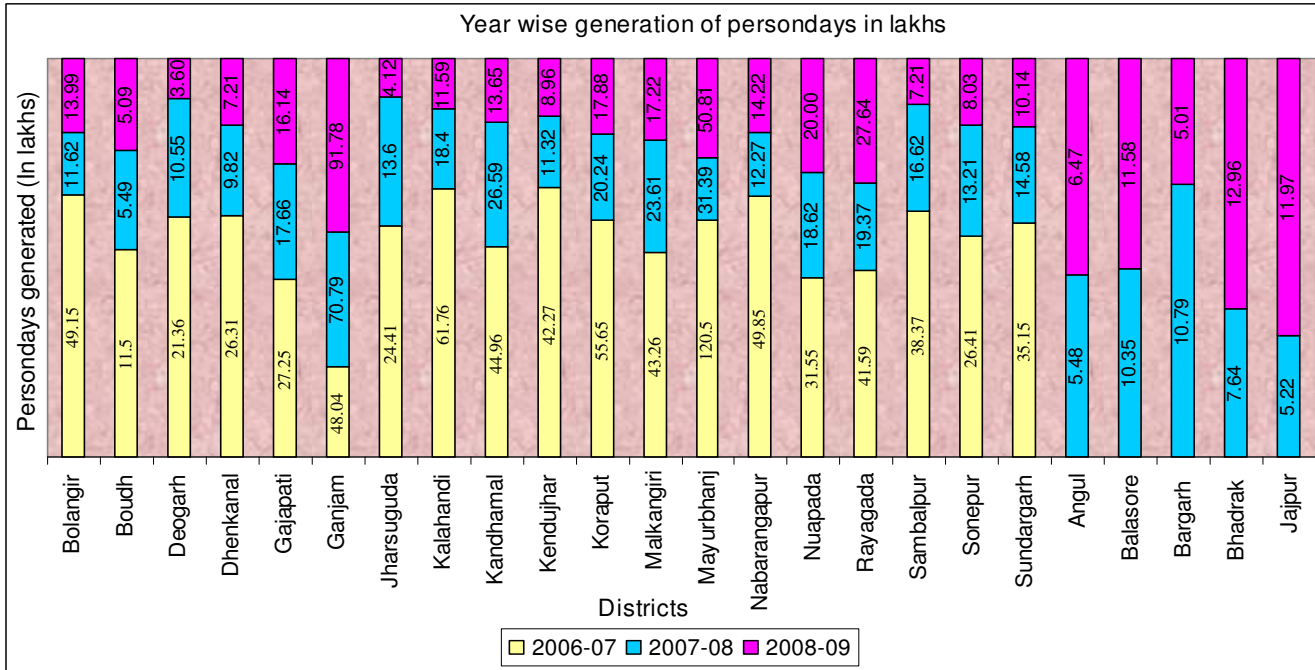
Source: www.nrega.nic.in

from 120.5 lakh person-days in 2006-07 to meager 31.39 lakh person-days in 2007-08. During 2008-09, there was some improvement in Mayurbhanj in this front. However, Ganjam continued to fare well and remained ahead of Mayurbhanj. As many 13 districts out of 24 (first and second phase combined) experienced deceleration in person-days of employment in 2008-09 (Figure 2.3).

This fall in employment is also well reflected in caste and ethnic groups like SC and ST as well as women. For the SC population, the decline is from 189.06 lakh person-days in 2006-07 to 84.69 lakh in 2008-09, while for the ST, it has fallen from 393.87 lakh in 2006-07 to 142.70 lakh in 2008-09. Similarly, for the women workers, employment has fallen from 284.58 lakh person-days during 2006-07 to 149.45 lakh in 2008-09. Over the last two financial years, participation of women in total labour force has increased marginally from

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36% to 37%, which is much below that achieved at all India level during the same period (42.5% to 48.7%) (Table 2.3).

Table 2.3: Performance of NREGA in Orissa versus India: Year-wise Comparison						
	FY (2006-07)		FY (2007-08)		FY (2008-09)	
Item	India (200 districts)	Orissa (19 districts)	India (330 districts)	Orissa (24 districts)	India (615 districts)	Orissa (30 districts)
Employment Provided to Household (Lakh)	210.00	1.39	339.00	11.00	351.00	11.05
Persondays total (Lakh)*	9050.00	799.34	14359.00	430.90	13876.00	430.04
Persondays SC (Lakh)	2295.00	189.06	3936.00	98.58	4295.00	84.69
Persondays ST (Lakh)	3298.00	393.87	4207.00	160.66	3342.00	142.70
Persondays women (Lakh)	3679.00	284.58	6115.00	147.48	6768.00	149.45
Total available fund (Crore)*	12073.55	855.78	19305.81	622.29	26307.56	978.28
Expenditure (Crore)	8823.35	733.46	15856.89	690.59	17076.16	671.82
Utilization of available fund (%)	73	85.70	82	110.79	64	68.67

Source: www.nrega.nic.in; * Data on the parson-days total, total available fund and expenditure for Orissa is taken from the Department of Panchayati Raj, Government of Orissa, Bhubaneswar.

It is interesting to note that the fund allocation under NREGA in the state is found to have increased from about Rs. 855.78 crore in 2006-07 to over Rs. 978.28 crore in 2008-09. In terms of utilization, the state has fared better than that at the national level. In first two years of the programme, the state fared remarkably well in this front. This is evident from the fact that while about 82% of the available funds were utilized during 2006-07, in the next period, the state's expenditure exceeded the released funds. However, in 2008-09, the situation worsened with the utilization getting reduced to 68.67% only (Table 2.3). It may be important to mention here that the amount of funds that the state has utilized in 2008-09 has been little higher than that was achieved in the preceding year. There is rather a significant jump in the allocation during 2008-09 which signifies a very low utilization rate in this year.

Coupled with this, that being the election year, the impact of election on fund utilization can not be ignored.

A comparison across districts reveals that while some of the districts are reported to have utilized more than 100% of the funds, there are some who lag far behind. During the financial year 2008-09, Ganjam and Cuttack are the two districts which have utilized more than the allocated funds. Kandhamal, Koraput and Deogarh are three other districts which have utilized at least 80% of the funds. As compared to these districts, Puri has utilized meager 11% of its funds during the same period, followed by Dhenkanal (23.66%), Kendrapara (32.93%) and Khurda (35.79%) (Table 2.2). This poor utilization may be acting as a deterrent towards creating adequate employment opportunities in these districts. The factors may presumably be both demand and supply driven. While low demand for employment can be considered as a deterrent to adequate fund utilization in certain cases, there can be possibility of a failure of institutions leading to inefficiency, delay and poor quality deliveries. An understanding of this may help one identify as well as revamp the institutional shortcomings, if any.

Figure 2.4: Fund utilization in Orissa during 2008-09
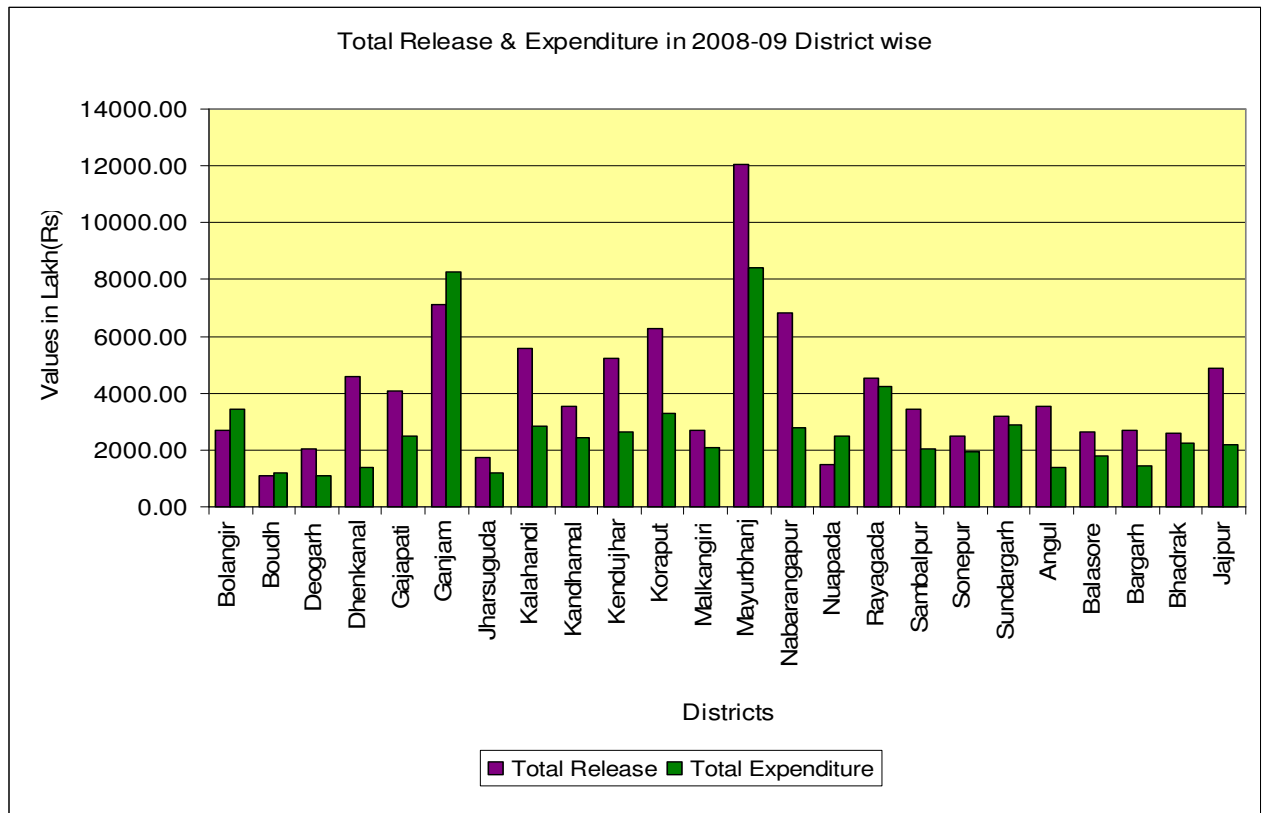
Source: Compiled from the data collected from the Panchayati Raj Department, Government of Orissa, Bhubaneswar

All the above situations tend to suggest that there is a need to understand the mechanisms of implementation of NREGA in Orissa. Much of the pitfalls of NREGA implementation can perhaps be overcome if proper processes and procedures are put in place. They may pertain to the awareness about the programme, registration for job cards, execution of works, demand for employment, grievance redressal, etc. In order to make an appraisal of the same, two districts of the state have been chosen for study.

2.2. District Selection Criteria

The two districts from north Orissa, namely Mayurbhanj and Balasore, are selected for the study. The selection of these two districts can be justified on the following grounds. Mayurbhanj district was covered under NREGA in the first phase of implementation, where as, Balasore district was covered in the second phase. The Ministry of Rural Development proposed the idea of selecting districts from both the first and second phase of NREGA implementation. This is likely to help us compare the districts across both time and space. Mayurbhanj is amongst the most backward districts of the state, where a large proportion of the people belong to tribal and other socially and economically disadvantaged communities. Their primary occupations include agriculture, daily labour and collection of forest produce. On the other hand, Balasore is a part of the coastal districts of Orissa which has mixed population. Coupled with that, as compared to Mayurbhanj, the socio-economic conditions of this district are quite different.

The selection of two districts was done in consultation with the state level project authorities of NREGA at Bhubaneswar. At the district level, secondary data related to the performance indictors of NREGA such as amount of expenditure incurred, number of jobs created, number of job card holders etc, were collected and analyzed. In consultation with the district level project director of NREGA, two blocks from each district were selected on the basis of certain criteria such as demographic characteristics, fund utilization, nature of activities undertaken and others. The same exercises were repeated at the block level. Secondary data concerning fund utilization, nature and status of works carried out under NREGA, number of jobs generated across different social and economic groups were

collected and analyzed. An analysis of the selection criteria of the blocks and panchayats is given in the third chapter.

2.3. Profile of the Sample Districts

Between the two districts under study, Mayurbhanj district is predominantly a rural one. As per the census 2001, out of 2.22 ml population of the districts, about 2.06 ml live in rural areas (93%). Females constitute about 49.48% of the total population. The district has larger concentration of tribal population as over 56% of the population belongs to ST. The literacy rate of the district is about 52% only and female literacy rate is abysmally low at 38.28% only (Table 2.4). Mayurbhanj is divided into 26 community development blocks, 382 GPs and 3945 villages out of which 3718 are inhabited. In as many as 23 blocks of the district, more than 50% of the people belong to ST. Two sample blocks namely Samakhunta (67%) and Rasgobindapur (52%) are also dominated by tribal population. About 42.21% of the land area of the district is under forest cover (1998-99). Thus, forest produce remains one of the major sources of livelihood for the tribal people inhabited in the district.

Balasore district is located in the coastal region of the state. Agriculture and its allied activities are the major sources of livelihood of the people in this district. As per 2001 census, Balasore had a population of 2.02 ml of which females constituted 48%. Balasore has an average literacy rate of 86%, higher than the national average of 59.5%. About 30% of its population is from SC and ST. The rest is from general caste (GC) and other backward classes (OBC) (Table 2.4). About 32% of its population belongs to the workforce. Balasore district comprises of 12 blocks, 2 subdivisions, 7 tahsils, and 289 GPs. There are 2971 villages out of which 2602 are inhabited.

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Table 2.4: Socio-economic Profile of the Sample Districts		
Items	Mayurbhanj[*]	Balasore[**]
Population 2001 (ml)	2.223	2.023
Rural (ml)	2.067	1.803
Urban (ml)	0.155	0.220
Scheduled caste (%)	0.170	18.60
Scheduled tribe (%)	1.258	10.60
Sex ratio (Females per 1000 males)	980	949
Literacy rate (%)	52.43	60.90
Male literacy (%)	66.38	70.10
Female literacy (%)	38.28	51.20
No. of rural families (ml)	0.482	0.349
Rural families below poverty line (%)	77.59	82.52

Source: *http://mayurbhanj.nic.in & **http://baleswar.nic.in

2.4. Performance of NREGA in Sample Districts

NREGA programme was first introduced in 200 most backward districts of the country. During the first phase itself, Mayurbhanj was selected along with 18 other backward districts of the state including eight KBK districts. The next phase of implementation covered 130 more districts of the country. During this phase, five more districts of Orissa were included under the scheme including Balasore. Mayurbhanj has completed three years of NREGA implementation, while Balasore has completed two. Both the districts are reported to have achieved certain goals and failed in others. A comparison of their performance may unfold the dynamics of implementation that the two districts have been experiencing since the inception of the programme (Tables 2.5 – 2.8).

Table 2.5: Block-wise Physical Performance of Mayurbhanj District during 2008-09				
Blocks	No. of job cards issued	No. of households demanded employment	No. of households provided employment	Total persondays created
Badasahi	22528	7257	7155	239281
Bahalda	13941	3654	3643	215006
Bangriposi	19381	4812	4801	218484
Baripada	10352	3308	3306	151735
Betnoti	20978	4611	4610	184643
Bijatala	12920	3434	3407	161310
Bisoi	13283	3992	3982	166352
Joshipur	19337	7430	7337	271824
Jamda	10179	1914	1901	84185
Karanjia	17520	3903	3898	130822
Kaptipada	19862	8828	8824	603583
Kuliana	19613	4938	4934	140842
Kusumi	14270	4015	3966	197375
Khunta	14434	4535	4526	206441
Morada	16472	4407	4360	164708
Gopabandhunagar	11732	4858	4844	274812
Rairangpur	11413	2814	2809	121410
Raruan	12536	2896	2869	151260
Rasgovindpur	10810	3164	3157	81651
Sukruli	8568	1799	1703	71635
Samakhunta	19417	5269	5234	224385
Suliapada	18507	5863	5813	175724
Saraskana	17002	5654	5622	294482
Tiring	9034	3510	3503	148485
Thakurmunda	18852	6023	6006	191163
Udala	16427	5158	5146	277932
Total	399368	118046	117356	5149530

Source: www.nrega.nic.in

Table 2.6: Block-wise Financial Performance of Mayurbhanj District during 2008-09						
Blocks	Total available funds (Rs. in lakh)	Total expenditure (Rs. in lakh)	Expenditure on unskilled wages (Rs. in lakh)	% of job card holders demanded employment	% of utilization of available funds	% of expenditure on unskilled wages
Badasahi	800.64	382.84	242.37	32.21	47.82	63.31
Bahalda	499.32	323.03	221.25	26.21	64.69	68.49
Bangriposi	505.66	312.22	196.39	24.83	61.75	62.9
Baripada	429.17	268.67	169.43	31.96	62.6	63.06
Betnoti	577.57	346.6	176.76	21.98	60.01	51
Bijatala	394.19	317.23	203.37	26.58	80.48	64.11
Bisoi	399.01	272.7	169.77	30.05	68.34	62.25
Joshipur	819.94	534.86	303.97	38.42	65.23	56.83
Jamda	277.87	162.79	86.97	18.8	58.59	53.42
Karanjia	426.22	231.48	134.55	22.28	54.31	58.13
Kaptipada	876.54	691.12	451.4	44.45	78.85	65.31
Kuliana	486.55	264.75	134.3	25.18	54.41	50.73
Kusumi	457.53	342.74	210.94	28.14	74.91	61.55
Khunta	432.31	331.32	193.42	31.42	76.64	58.38
Morada	615.91	316.83	152.6	26.75	51.44	48.16
Gopabandhunagar	430.7	358.28	248.21	41.41	83.19	69.28
Rairangpur	316.93	227.51	138.69	24.66	71.79	60.96
Raruan	385.5	284.82	162.17	23.1	73.88	56.94
Rasgovindpur	413.83	167.54	85.11	29.27	40.49	50.8
Sukruli	268.59	156.49	80.36	21	58.26	51.35
Samakhunta	591.97	439.86	262.23	27.14	74.3	59.62
Suliapada	592.86	315.44	233.06	31.68	53.21	73.88
Saraskana	480.16	393.45	284.98	33.25	81.94	72.43
Tiring	309.71	236.87	144.9	38.85	76.48	61.17
Thakurmunda	489.74	272.47	154.5	31.95	55.64	56.7
Udala	508.29	387.45	250.44	31.4	76.23	64.64
Total	12786.69	8339.38	5092.14	29.56	65.22	61.06

Source: www.nrega.nic.in

Till the end of the financial year 2008-09, in Mayurbhanj district, 399,368 job cards were issued to those who applied for the same. As compared to this, in Balasore district, 266,886 job cards were issued till the same period. With regard to the demand for employment, Mayurbhanj (29.56%) is found to have been far ahead of Balasore (16.85%), though none of them has achieved a phenomenal jump. During 2008-09, both the districts are reported to have provided employment to above 98% of all those households who demanded

for jobs. In this respect also, Mayurbhanj (99.42%) continues to have slight edge over Balasore (98.39%). While inadequate fund utilization is reported in both the districts, Mayurbhanj has been able to utilize about 65.22% of the funds allocated. In comparison, Balasore has utilized 57.35% of the funds. Both the districts have attained the target of wage-non-wage ratio of 60:40. In this respect, Balasore has surpassed the stipulated wage ratio over non-wage by a margin of over 11. Mayurbhanj has surpassed it by a margin of 1.

Figure 2.5: Utilization of Funds in Mayurbhanj District according to Blocks during 2008-09
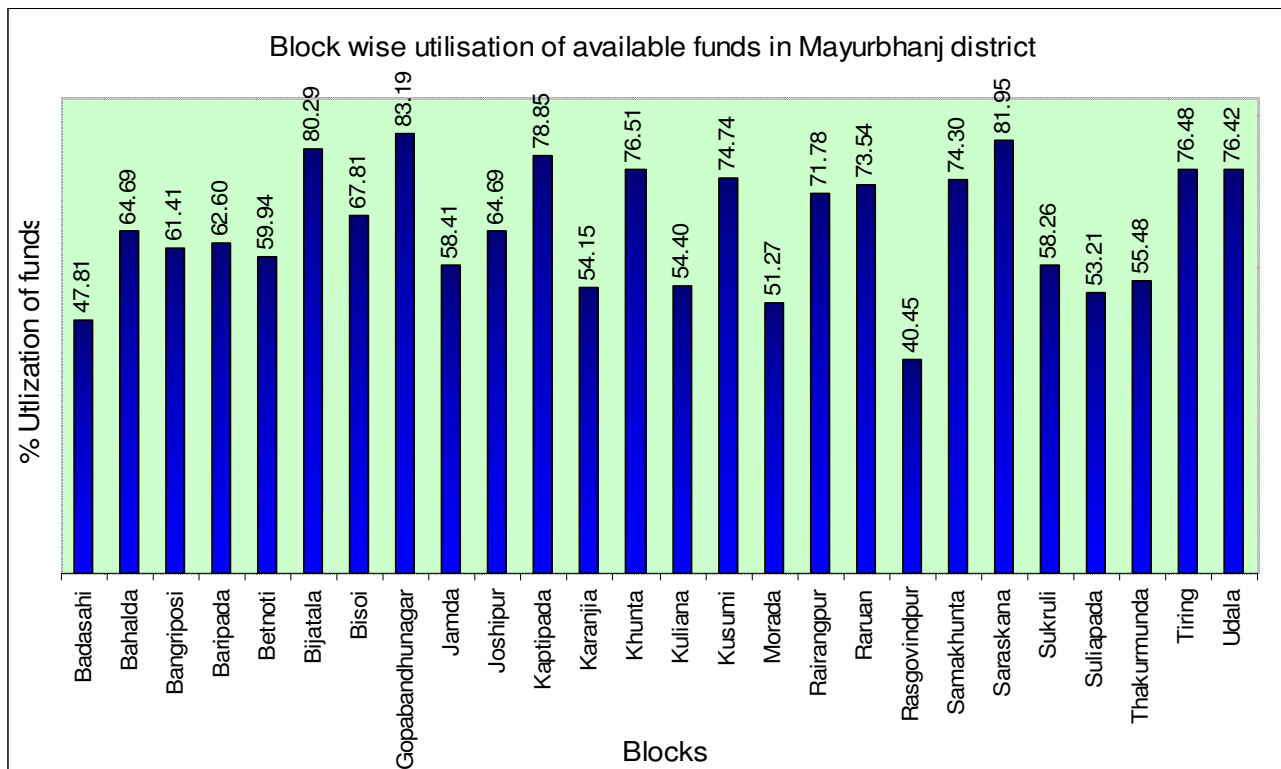
Source: www.nrega.nic.in

The differences in the length of the programme inter alia may be expected to have created differential impact of the scheme in these two districts. As NREGA was introduced in Mayurbhanj one year ahead of Balasore, it is natural that the target and the achievements would be better in Mayurbhanj. However, the other factors attributable to the success or failure of NREGA could be the level of awareness, transparency and accountability,

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leadership at PRIs, socio-economic and institutional characteristics, etc. A probe into that may explain the real scenario.

Making a block–wise analysis within each district, we experience some noteworthy differences. In Mayurbhanj, among 26 blocks under NREGA, Badasahi block has issued maximum number of job cards followed by Betanoti, Kaptipada, Kuliana and Samakhunta. Sikruli block has issued the lowest. Tiring, Jamda, Baripada and Rasgobindapur are other districts which have issued less number of cards. During 2008-09, the demand for job was the highest in Kaptipada (44.45%) followed by Gopabandhunagar (41.41%), Tiring (38.85%) and Joshipur (38.41%). It was abysmally low in blocks like Jamda (18.80%), Sukruli (21%), Betanoti (21.98%) and Karanjia (22.28%). In Rasgobindapur and Samakhunta, 29.27% and 27.14% job card holders respectively sought jobs during the last financial year. Coming to utilization of funds, Gopabandhunagar block followed by Sarakshana and Bijatala have made significant utilization of funds during 2008-09. They each have utilized more than 80% of the funds allocated. There are eight other blocks which have utilized over 70% of funds. Samakhunta, one of the sample blocks, is one of them. On the other hand, Rasagovindapur, another sample block in the study, has utilized meager 40.45% of the available funds, which is recorded to be the least amongst all the blocks. Other poor performer in this front is Badasahi, which has utilized less than 48% of the funds. As many as 14 blocks of Mayurbhanj have exceeded the wage-non wage ratio by margins varying from 1 to 14. Morada block is the worst performer in this front. Rasgovindpur has also failed miserably here in meeting the mandate as the proportion of expenditure on unskilled wages was reported to have been 50.80% in 2008-09. However, Samakhunta appears to have just reached the margin.

Table 2.7: Block wise Physical Performance of Balasore District during 2008-09				
Blocks	No. of job cards issued	No. of households demanded employment	No. of households provided employment	Total persondays created
Bahanaga	20874	1601	1599	33978
Balasore	25146	4076	4000	77276
Baliapal	28083	7536	7205	194132
Basta	21000	2977	3014	84914
Bhograi	38222	4560	4522	92494
Jaleswar	26931	5951	5932	141023
Khaira	24089	3169	3124	99950
Nilgiri	22094	3464	3401	116497
Oupada	9187	1466	1464	41469
Remuna	19985	2562	2463	49795
Simulia	15520	3803	3713	114828
Soro	15755	3798	3802	120728
Total	266886	44963	44239	1167084

Source: www.nrega.nic.in

In Balasore, till the end of 2008-09, Bhograi block has issued the highest number of job cards (38,222), while Oupada block has issued the least (9187). The two sample blocks namely Nilgiri and Basta have issued 22,094 and 21,000 job cards respectively until March 2009. While the district at large has experienced very low demand for jobs, Baliapal (26.83%), Simulia (24.50%), Soro (24.11%), Jaleswar (22.10%) are found to have been relatively better performers in this front. In Bahanaga block, only 7.67% of total job card holder households demanded employment during 2008-09, which was recorded to be the least. In Basta, 2977 households demanded employment during 2008-09, which was about 14.18% of total job card holder households and in Nilgiri block, 3464 job card holders demanded employment which was about 15.68% of the job card holders. Creation of person-days of employment was the highest in Baliapal block followed by Jaleswar. Baliapal block exceeded the allotted funds by about 34%. Soro and Simulia are the two other blocks which have fared well in this respect as they have each utilized above 86% of the funds. Nilgiri

block spent Rs.179.25 lakh during 2008-09, which was about 61% of the funds allocated, whereas Basta block spent Rs. 116.74 in the same period with a utilization rate of 53.24% only. Excepting Bhogari block, which has violated the norm of wage-non wage ratio, all other blocks in Balasore district have exceeded the target by margins varying between 8 and 19.

Table 2.8: Block wise Financial Performance of Balasore District during 2008-09						
Blocks	Total available funds (Rs. in lakh)	Total expenditure (Rs. in lakh)	Expenditure on unskilled wages (Rs. in lakh)	% of job card holders demanded employment	% of utilization of available funds	% of expenditure on unskilled wages
Bahanaga	273.88	44.78	65.34	7.67	23.86	68.53
Balasore	291.02	83.34	117.98	16.21	40.54	70.64
Baliapal	209.97	221.41	281.64	26.83	134.14	78.61
Basta	219.26	85.12	116.74	14.18	53.24	72.92
Bhograi	451.56	79.98	177.03	11.93	39.2	45.18
Jaleswar	276.06	146.21	186.22	22.1	67.46	78.51
Khaira	219.24	90.6	124.27	13.16	56.68	72.91
Nilgiri	295.45	141.96	179.25	15.68	60.67	79.19
Oupada	165.02	43.33	63.6	15.96	38.54	68.13
Remuna	240.54	61.14	89.11	12.82	37.05	68.61
Simulia	173.93	115.58	154.29	24.5	88.71	74.91
Soro	203.77	125.69	176.25	24.11	86.49	71.31
Total	3019.7	1239.14	1731.72	16.85	57.35	71.56

Source: www.nrega.nic.in

Figure2.6: Utilization of Funds in Balasore District according to Blocks during 2008-09
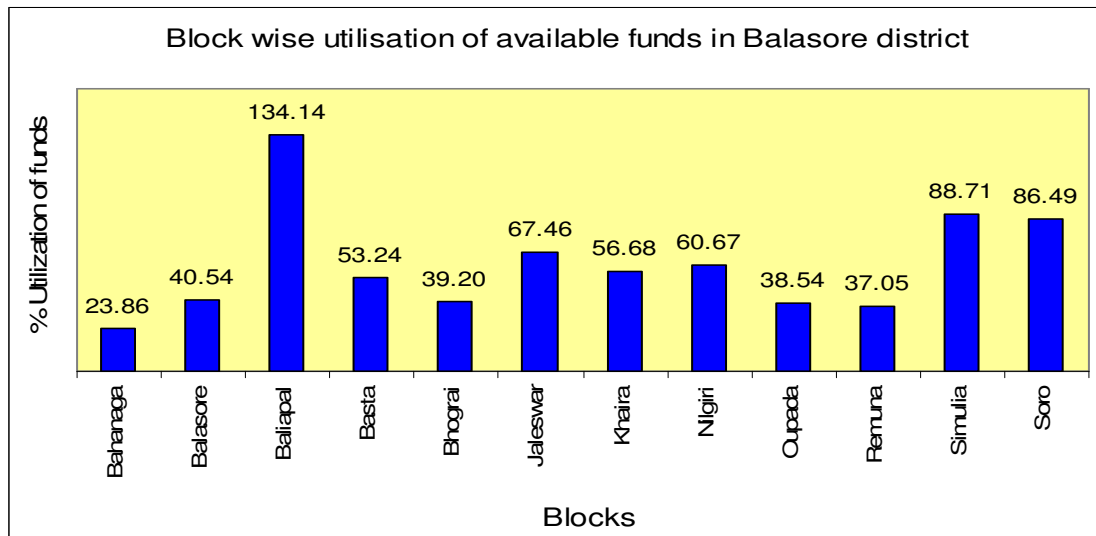
Source: www.nrega.nic.in

All the above analyses tend to indicate that the performance of NREGA is neither uniform across districts nor is it uniform across community development blocks within districts. The state as a whole as well as the two sample districts have, by and large, fared well in certain physical and financial parameters like provision of employment to those who demand jobs and maintenance of wage-non wage ratio. However, their performance in certain other important parameters like utilization of funds and creation of demand for jobs is not very encouraging. While the target is to guarantee 100 days of employment to each household, not many households have achieved this target. A well thought out effort is necessary to address these problems of NREGA in the state.

Chapter III: Methodology and Data Collection

This study is based on information gathered through an in-depth fieldwork in Orissa during the period from 1 February to 15 March 2009. A four stage sampling method was employed to select NREGS beneficiaries and non-beneficiaries. In the first stage, two districts out of 30 in Orissa were selected for the study. The districts are from north Orissa namely Mayurbhanj and Balasore. The detailed justifications for the selection of the sample districts were given in the previous chapter.

In the second stage, two blocks from each district were selected for the study based on certain performance criteria as indicated below. This was done at the district level where secondary data related to the performance indicators of NREGS such as amount of expenditure incurred, number of jobs created, number of job card holders etc were collected and analyzed. In consultation with the district level NREGS project director, Basta and Nilgiri blocks from Balasore district, and Rasgobindapur and Samakhunta blocks from Mayaurbhanj district were selected on the basis of demographic characteristics, fund utilization, nature of activities undertaken etc.

In the third stage, the same exercises were repeated at the block level for selecting sample GPs. Secondary data concerning fund utilization, nature and status of works carried out under NREGS, number of jobs generated across different social and economic groups were collected and analyzed. As per the suggestions of the Ministry of Rural Development and in consultation with the block level officials, four GPs from each block were selected. The main criteria used in the selection of these GPs were nature and status of works, demographic factors and amount of fund utilized. In each block, out of four GPs, two GPs were selected where works were still continuing (ongoing projects) and other two GPs were

selected where works were already completed. Care was taken to select NREGS works of different types in order to assess their quality and usefulness for the people in the villages. Along with secondary information on the performance of GPs, expert interviews with block level officials particularly with the field staff, engineers, and BDOs were held in order to get an overall idea about the performance of the GPs. The assessment of performance was carried out in order to ensure that two GPs were from relatively better performing ones and the other two from not so good ones. In total, the study was carried out in 16 GPs of four blocks in two districts of Orissa.

At the GP level, the information regarding NREGS was collected from multiple sources and stakeholders. First, a structured questionnaire was prepared to elicit information regarding NREGS from both Job card and non-Job card holders. In addition to these questionnaires, a separate questionnaire was designed to gather information from sarpanchs, who are effectively in charge of implementation of NREGS at the village level. Above all, a detailed questionnaire for the investigators was prepared to assess the quality of works that were carried out under NREGS and their usefulness for the people in the village and community at large, people's perceptions about the NREGS works, and other village/community level information such as group dynamics, level of collective action and others.

A sample of 10 job card holders and 6 non-job card holders was selected randomly from each GP. Both quantitative and qualitative information on the details of processes and procedures of NREGS implementation were gathered using four sets of questionnaires as mentioned above. Sarpanch and Investigator questionnaires were designed to elicit information at the GP and/or work level. Job card and non-job card holder questionnaires

were designed to elicit information at the household level. Excepting invetigators' own questionnaires, in all other cases, study was carried out on the basis of personal interviews. In case of sarpanch questionnaire, sarpanch was interviewed. In this respect, detailed information regarding the functioning of NREGS was collected in 8 modules. They were: (i) awareness about NREGS, (ii) procedures of getting NREGS work, (iii) execution of the work, (iv) number of approved work, (v) ongoing work and completed work in the current financial year, (vi) training regarding NREGS, (vii) monitoring of work and social audits, (viii) constraints faced, suggestions if any, etc. Similarly, investigator questionnaire was developed to record observations of the investigators on the facts regarding the records, cooperation from the functionaries and their comments and feedbacks, etc. In addition, investigators were instructed to make a transect walk at the NREGS work sites and assess the quality and usefulness of the same.

At the job card holder level, job seekers were interviewed in order to gather information on the details of their involvement in the whole process of NREGS implementation in their villages. The job card holder questionnaire consisted of 7 information modules. They were: (i) demographic profile of the households, (ii) awareness regarding NREGS on days of employment, minimum wage, unemployment allowance, procedure of payment etc., (iii) registration for getting job card, (iv) application for employment and allotment of work, (v) awareness about the number of approved works for the year, (vi) grievance redressal, (vii) land holding and expenditures of the households, etc. Information collected from the job card holders on certain aspects like number of days of work provided and amount of wage paid were also collected and carefully verified with the information provided in the muster rolls, job cards, asset registers, employment registers,

fund utilization registers, complaint registers and other relevant records in all GPs and blocks. Similarly, interviews with non-job card holders were conducted in order to understand reasons for their non-participation in the NREGS activities. Besides socio-economic and demographic aspects, information was gathered on the factors that might have discouraged them to participate in the programme. In total, 162 Job card holders and 96 non-Job card holders were interviewed.

Table 3.1: Caste-wise Distribution of Total and Sample Households across Panchayats					
Districts	Blocks	Panchayats	% of registered households (% of sample households)		
			SC	ST	General
Balasore	Nilgiri	Ajodhya	30.06(20.00)	34.97(0.00)	34.97(80.00)
		Bhaurianbad	5.95(0.00)	72.61(80.00)	21.42(20.00)
		Mahispatta	5.05(0.00)	75.75(100.00)	19.19(0.00)
		Narsinghpur	28.89(50.00)	30.62(30.00)	40.48(20.00)
	Basta	Mathani	9.69(0.00)	11.77(0.00)	78.53(100.00)
		Mukulsi	18.53(20.00)	14.00(0.00)	67.45(80.00)
		Sadanandapur	12.25(20.00)	25.24(80.00)	62.50(0.00)
		Sahada	28.11(50.00)	2.11(10.00)	69.77(40.00)
Mayurbhanj	Samakhunta	Balidiha	8.56(10.00)	60.59(90.00)	30.84(0.00)
		Mohulia	18.65(0.00)	31.87(90.00)	49.46(10.00)
		Paikabasa	2.87(0.00)	23.29(41.67)	73.83(58.33)
		Sinduragaura	18.74(40.00)	47.38(20.00)	33.87(40.00)
	Rasgobindapur	Debsole	14.07(60.00)	67.27(30.00)	18.64(10.00)
		Gadighati	46.07(80.00)	7.04(0.00)	46.88(20.00)
		Jhatioda	14.46(0.00)	51.12(100.00)	34.41(0.00)
		Raghabpur	14.46(20.00)	60.42(80.00)	25.10(0.00)

In addition, qualitative methods such as focus group discussions among different groups such as lower castes, women, and landless households were held. Transect walks into

the NREGS work sites were conducted to have firsthand experience on the NREGS works at the community/village level. Discussions with local GP officials as well as government officials both at the local and block level were held on the issues related to implementation and functioning of the NREGS. Extensive discussions were held with state and district level officials who are involved in the NREGS implementation.

The study was carried out in five phases. In the first phase, a series of field visits were undertaken in the first week of February 2009 in Balasore district. This was necessary to get firsthand experience of the issues related to NREGS for preparing questionnaires. In the second stage, a pilot study was undertaken in the second week of February 2009 in both Balasore and Mayurbhanj districts where pre-testing of all the four questionnaires were carried out[1]. Additionally, secondary data on the details of GPs from the district as well as block offices were collected. The third phase of field work was started from 15 February 2009 and continued till 1 March 2009. In the beginning, enumerators were interviewed for recruitment and selected enumerators were given 3 days of training on how to administer the questionnaires and on an understanding of the general concepts of NREGS. After the training, a trial short field visit of 2 days was undertaken in the two sample districts where enumerators were asked to canvas all the four questionnaires. This was useful for the enumerators to get to know the local conditions and clarify their doubts on the concepts used in the questionnaires. The fourth phase of field work was undertaken in the third week of May 2009 in two district headquarters to share preliminary findings and hold detailed discussion with the district officials. The fifth phase of the study involved a daylong meeting with the officers of NREGS at the state head quarters, Bhubaneswar. In this meeting, the

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[1] The pre-testing of the questionnaire led to several changes and also a substantial increase in the number of questions.

findings of the study were shared with the officers and their feedback was collected for drawing appropriate implications of the findings. The elaborate and detailed discussion on various issues related to the implementation of NREGS has resulted in generation of new ideas and ways to make the scheme effective and efficient which are discussed in chapter 5 and 6.

Chapter IV: Findings and Analysis

4.1. Job Card Holders

As discussed in Chapter III, the sample used in the present study consists of 162 job card households, with 10 households chosen randomly from each of the 16 selected GPs including two additional respondents from one of the GPs. These 16 GPs are equally spread over two selected blocks of each of the two chosen districts, viz. Balasore and Mayurbhanj. An analysis of the primary data collected from these households provides the following findings:

4.1.1. Socio-Demographic Profile of the Respondents

- The sample households selected for the study cover households from all caste groups with little greater coverage of SC and ST households at the block level. However, when seen at the panchayat level, caste composition is found to be diverse. For example, the sample from Bhaurianbad and Mahisapatta panchayat under Nilgiri, Sadanandapur under Basta, Balidiha and Mohulia under Samakhunta, and Jhatioda and Raghabpur under Rasgobindapur have overwhelming dominance of tribal respondents. On the other hand, the sample from Narsinghpur in Nilgiri, Sahada in Basta, Sinduragaura in Samakhunta, and Debsole and Gadighati in Rasgobindapur has larger SC respondents. Similarly, the job-seekers from OBC have dominance in sample from the panchayats like Mathani, Mukulsi under Basta and Paikabasa under Samakhunta. A large number of sample job seekers from Ajodhya and a reasonably well represented sample from Bhaurianbad, Narsinghpur, Mathani, Mukulsi and Sadanandapur also belong to the general category. This may not necessarily be the representative sample of actual caste composition at an individual panchayat, but

surely captures the diverse social structure of all the selected panchayats taken together (Table 4.1).

- The households with job cards have registered female representation close to 45% at the aggregate level. More or less the same female: male ratio is observed at the block level as well. This means that NREGS has created awareness on government-sponsored employment opportunities amongst the female job-seekers and motivated them to tap the same. Majority of the job seekers are in the middle age group which is quite obvious. Interestingly, in the tribal dominated blocks like Nilgiri, Samakhunta and Rasgobindapur, a large number of job seekers are more than 50 years old (Table 4.2). This may be mainly due to their poor economic conditions that compel them to look for even hard manual works under the NREGS for their livelihood. It also signals that the older tribal people suffer from livelihood insecurity and the NREGS can provide them necessary opportunity.

- About 54% of the sample job seekers are found to be illiterate and another 27% have received primary education only at the aggregate. In as many as 11 selected panchayats, the job-seekers are mostly illiterate. However, the situation is relatively better in Ajodhya and Bhaurianbad of Nilgiri block and in Mukulsi of Basta where a reasonable number of job-seekers are educated up to the secondary level. Due to lack of necessary education, it is expected that the members of these sample households are inclined towards working under the NREGS. Alternatively it can be said that NREGS is highly successful in providing employment opportunities to the uneducated workforce. This is particularly so as the works under the scheme require unskilled manual labour. (Table 4.3).

- Caste-wise break up of educational status indicates that SC and ST households are mostly illiterate or have received education only up to primary education. OBC families are found to be in relatively better position as compared to their above counterparts. However, in the GC category, only about 16% are illiterate, while 42% have received education up to primary level and another 37% have received education up to secondary level. About 5% members of the households, on an average, have received up to higher secondary education. Interestingly, about 3% of the members belonging to SC and ST are having education up to graduation. As they belong to the lower socio-economic strata, their involvement in NREGS is quite natural (Table 4.4). However, distribution of the registered members by sex across the castes is more or less even except for the OBC for which it is relatively skewed towards the males. This signals a deviation from the age old gender stereotypes whereby women earn and that paves the way for their economic empowerment. Low representation of females from OBC may be attributed to the social stigma attached to female members in these communities. Majority of the registered member across castes are in the middle age group (Table 4.4.1).

- A staggering majority of the registered members of the responding households across caste, sex, education and age are engaged in cultivation either in their own farms or as wage labour in others' farms. This is possibly because of non-availability of necessary non-farm employment opportunities in the surveyed panchayats. A few of them, particularly from general category or with education up to graduation are engaged in private services (Table 4.5).

4.1.2. Awareness

- The uniqueness of the NREGS lies in its rights-based employment. It thus necessitates sufficient awareness amongst the intended beneficiaries regarding provisions like guaranteed days of employment, unemployment allowance, minimum wages, availability of complaint register, etc. However, the situation in this front is not very encouraging in the study areas. Only about 41% of the respondents are aware of the number of minimum days of employment guaranteed to each household under the scheme. The awareness level of the respondents appears to be relatively better in Balasore as compared to that in Mayurbhanj. Households in Balasore are better informed about the minimum wages that they are entitled for. Interestingly, the job seekers of both the districts hardly have any idea about the provision for unemployment allowance under the scheme. However, complaint lodging and its disposal seem to be better managed in Mayurbhanj as quite a good proportion of respondents of the district have reported to have been aware of it (Table 4.6).

- The major source of information for the villagers regarding NREGS is reported to be PRIs (Table 4.7) including sarpanchs, ward members, gram sathis, and GP officials. The same is evident across caste, sex and education groups with a few exceptions. This indicates that PRIs are playing a significant role in disseminating information on NREGS rules and regulations (Table 4.8).A large section of the respondents from the age group of 30-50 years depend on these sources for information. But, the efforts by the PRIs seem to be not enough as the respondents are not aware of many of the crucial aspects of NREGS. It is interesting to note that very few rely upon radio, TV and public display of notices as the sources of NREGS information. Only those

having education above secondary level or below the age of 30 years use these sources to access necessary information. This may be due to the fact that while the socially and academically backward respondents are not capable enough to access information from the media or government notification, the job seekers of the middle age groups keep close contact with sarpanchs or ward members for the same. Further, as the females have restricted mobility in the villages, many of them are informed about the scheme through their neighbours (Table 4.8).

- Interestingly, a large section of the respondents (40.7%) across panchayats report that they hardly see notifications in advance regarding the NREGS meetings. This perhaps indicates that notices are not widely circulated by the panchayats. The place and mode of notification may also cause hindrance. This is so because the notifications are generally put in the government offices and villagers hardly visit these offices. They visit such offices only when they desperately feel to do so. Further, most of the job seekers being illiterate do not have the ability and inclination to read the notification even when it is written in vernacular language. This is likely to restrict not only the job-seekers' participation in the scheme but also incorporation of their needs and views in works (Table 4.9).

4.1.3. Registration and Job Card

While more than 85 percent of the respondents, on an average, have reported that they had free and easy access to job cards, the situation is even better in Mayurbhanj. In panchayats like Mathani, Balidiha, Sinduragaura and Jhatioda, all the respondents have reported to have easy access to job cards. However, the situation is not so encouraging in panchayats like Narsinghpur and Sadanandapur of Balasore district.

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As regards issuance of job cards, about a third of the respondents have reported that they received their job cards after three weeks or more. The time duration to receive job cards after registration is reported to be more than a month for as many as 22.5% of the respondents in Balasore district. However, the situation is relatively better in Mayurbhanj as job cards are usually issued within a month's time (Table 4.10).

- The respondents of general category or with education of higher secondary level or above have distinct advantages over others in terms of registering for job cards easily and freely. Further, it takes comparatively more time for the socially backward and aged respondents. This implies that issuance of job cards largely depends on the pursuance by the applicants. Interestingly, female respondents are issued with the job cards at a relatively faster pace as compared to their male counterparts (Table 4.11).

- As per the guideline of the scheme, pasting of photographs on job cards is mandatory without any charge. In Mayurbhanj district, about 3/4th of the job cards verified by the investigators had photographs pasted on them. In Balasore, less than 10% of the cards had photographs. Such possibility of no photograph in the job card leaves ample scope for malpractices. Payments towards receiving job cards are reported to have been made at the time of registration and for affixing photographs on the job cards. The amount of payment varies from Rs 5 to Rs 50. In Balasore, there are reported cases of respondents paying for job cards, whereas, in Mayurbhanj, payments have been made for the photographs. Rasgobindapur block in Mayurbhanj has greater incidence of such practices than its other counterparts. What is more important perhaps is that in the GPs like Ajodhya, Narsinghpur, Mathani, Sadanandapur and

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Sahada of Balasore district, the respondents don't have photographs in their job cards (Table 4.12).

- In both the districts, works are undertaken within a radius of maximum 5 km. While in Nilgiri, Samakhunta and Rasgobindapur blocks, the job-seekers are allotted works within the radius of two kilometers from their homes, in Basta, many of the respondents are provided with works either within 1 kilometer or beyond 2 kilometers from their home. However, none of the respondents had to move beyond 5 kilometers for works. This indicates that the districts under study have fulfilled the mandate of providing NREGS works within a reasonable distance. Further, such proximity of workplace from home also encourages the job-seekers, especially the women, to work under the scheme, as they have generally a very limited mobility away from their home (Table 4.13).

- A large majority of the job card holders reported that they keep the cards in their own custody. But, the situation is not equally encouraging in all the study areas, especially in some of the panchayats of Balasore district. In the GPs like Bhaurianbad, Mahispatta and Narsinghpur of Nilgiri block and Sadanandapur and Sahada of Basta block, a number of respondents have reported that their cards are normally kept in the custody of the ward members or sarpanchs or gram sathis. This may largely be due to the ignorance of the job-seekers on custody of the cards. It is also possible that the rural illiterate people consider the ward members or the sarpanchs as safer custodians. However, the situation is relatively better in Mayurbhanj as only in Mohulia and Sinduragaura panchayats of Samakhunta block, there are instances of custody of job

cards with the PRI members (Table 4.14). There are no marked differences reported across caste groups, gender, age and levels of education in this regard (Table 4.15).

4.1.4. Application for Employment

- The average number of respondents applied for employment is very low in the sample districts (39%). Comparing across panchayats it is observed that, a large proportion of the job card holders have not applied for employment in Bhaurianbad, Mahispatta, Mathani, Sadanandapur, Sahada, Mohulia, Paikabasa and Sinduragaura,. However, this does not necessarily mean that there is low demand for employment in the study areas. There might be a variety of reasons that have restricted the job-card holders from applying for jobs. The situation is relatively better in Nilgiri block of Balasore and in Rasgobindpur of Mayurbhanj. What is a matter of concern is that while in Mayurbhanj, most of the applicants for jobs get receipts, the state of affairs is worse in Balasore. In none of the panchayats of Basta block, the respondents get receipts against their job applications. In Ajodhya and Bhaurianbad panchayats of Nilgiri block, only 43% and 23% of the applicants respectively were issued with the receipts. Such incidence of less or no issuance of receipts is a clear indication of lack of responsibility/accountability on the part of the concerned implementing agencies (Table 4.16).

- It is encouraging to note that the females, STs and the illiterates are in a better position in terms of issuance of application receipts. However, the average time gap to get job is relatively high for the females, SCs, STs, illiterates or primary educated ones. The job-seekers of the middle age group also face a long time gap. This may be

largely due to their inability for necessary persuasion after the applications are submitted (Table 4.17).

4.1.5. Execution of Works

- Proactive disclosure on every aspect of implementation is an underlying feature of NREGS. Every single decision in connection with NREGS implementation should be brought to public attention. Hence, it is a matter of concern that in many of the GPs, the approved works are not always publicly displayed. Further, there is less public display in Mayurbhanj district as compared to Balasore. While this signals lack of transparency in the implementation of the scheme, it is possible that the approved works are publicly notified but such notifications don't come into the knowledge of these respondents. However, the respondents of Mahispatta, Narsinghpur and Mathani have pointed out that the approved works are always publicly displayed in their localities (Table 4.18). In the absence of public display, majority of the respondents have come to know about the works from ward members or sarpanchs. A large number of them are also informed by the GP officials as well. (Table 4.19).

- As regards average number of mandays availed, the situation is not very encouraging. During the last financial year, the average employment of the two districts as per the sample is found to be 35 only. However, the situation in Mayurbhanj (45 days) is far better as compared to that in Balasore. The average number of workdays availed in Balasore (24 days) is close to just half of that in Mayurbhanj. Comparing across panchayats, it is observed that, while in Mayurbhanj the average mandays of employment varies from a low of 38 in Mohulia to 55 in Paikabasa and Gadighati, in Balasore, the mandays range between 15 in Mukulsi and 28 in Mahisapatta.

Mayurbhanj thus stands out to be a far better performer in this front (Table 4.20). There might be a variety of factors like lack of alternative livelihood opportunities, sufficient number of works implemented and above all dynamic leadership that have facilitated the district to become highly successful in creating employment opportunities under the NREGS.

- On an average, females, SC households followed by ST households, younger jobseekers, and relatively better educated respondents have been able to avail of more days of works as compared to their respective counterparts. This means that the females and the socially weaker sections have largely been benefited from the NREGS (Tables 4.21- 4.22).

4.1.6. Wage Payment

- Wage payment on the basis of piece rate is gaining its momentum in both the districts. In this respect, Mayurbhanj (84%) remains far ahead of Balasore (31%). Majority of the respondents across panchayats of Balasore are paid daily wages except in Bhaurianbad of Nilgiri block and Sadanandapur and Sahada of Basta block. On the other hand, except Debsole, in rest of the panchayats GPs of Mayurbhanj, the respondents are mostly paid on piece rate basis. Perhaps because of this, the average amount of wage earnings by the respondents in Mayurbhanj (Rs. 103.2 per man day) is much higher than that in Balasore (Rs. 77.5 per man day). A comparison across panchayats in Balasore suggests that the daily wage ranges from Rs. 70 in Mahisapatta, Narsinghpur and Mathani to Rs. 100.4 in Sadanandapur. As compared to this, in Mayurbhanj, the range is from Rs. 84.5 in Balidiha to Rs. 134.3 in Raghabpur (Table 4.23).

- Proportion of females paid with wages on piece rate basis (71.4%) and average amount of wage earned by them (Rs. 94) are higher as compared to their male counterparts (56.8% and Rs. 92 respectively). The same is true for the respondents under SC (Rs. 96) and ST (Rs. 96) category and the illiterates (Rs. 97) as compared with their OBC (Rs. 87), GC (Rs. 73) and educated counterparts (Table 4.30). Thus, the NREGS seems to have favoured the females and SCs and STs and thereby have facilitated in their economic and social empowerment (4.24).

- The scenario remains more or less the same when it is seen across GPs as well. Even wherever the male workers are paid more, the difference is only marginal. Only in Gadihati panchayat, the OBC workers are paid with relatively higher wages. However, the amount of wage varies significantly for each of the caste and sex categories across the panchayats (Table 4.25).

- In more than 3/4th of the cases, time interval for wage payment is within a fortnight which complies with NREGA guidelines. In this respect, both the districts stand more or less at par with each other. Most of the respondents across GPs get their wages within a fortnight and many of them is paid even within a week. However, in some of the panchayats like Bhauriabad, Narsinghpur, Sahada, Sinduragaura and Gadighati, the wage payment is reported to be somewhat irregular (Table 4.26).

- Payment through banks has become a practice in both the districts. Majority of the workers are paid wages through their bank accounts. However, in Balasore, there is a need for improvement, as about 37.5% of the respondents from the district continue to receive wages in cash. It may be worthwhile to mention here that during the last financial year, many of these respondents have opened their bank accounts. It may be

possible that many such respondents were paid wages in cash before their accounts were opened (Table 4.27). The scenario remains by and large the same when compared across sex, caste, educational status and age. Such large scale payment through banks is expected to make the payment procedures transparent and reduce irregularities to a considerable extent (Table 4.28).

- Reading out of the muster roll at the time of payment is mandatory under the NREGA. However, the situation is not very encouraging in this regard. Majority of the respondents have pointed out that the muster rolls are not read out and the situation seems to be worse in Mayurbhanj. Many have also pointed out that the muster roll is read out by the GP officials. It appears to be contradictory. Two possible explanations may be cited in this regard. Either all the respondents are not aware about the provision, or it is not done on a regular basis. It is further reported that as payments are usually being made through banks, the necessity of reading out muster rolls is not being felt as transparency is ensured through this mechanism. However, wherever necessary, reading out of the muster roll by the panchayat officials perhaps limits procedural transparency. Introduction of institutional payment process in all the places is expected to solve this problem to a large extent (Table 4.29).

- Majority of the respondents across GPs acknowledge their payments through signatures of the workers themselves and there is greater incidence of such practices in Balasore possibly due to their better educational status. Quite of few of them acknowledge through thumb impression as well. Some of the respondents in Mahisapatta, Sinduragaura and Debsole have reported that they do not acknowledge

wage payments in either of the two ways (Table 4.30). This possibly indicates lack of awareness among the job card holders. This may invite financial irregularities.

- There are reported discrepancies between the labour statement, muster roll entries and the job card entries. With respect to average days of employment provided to the households, it is 26 mandays according to muster roll, while according to job card entries and labour statement it is 30 and 33 respectively. Similar discrepancies are noticed in wage payments. The major reason attributable to such discrepancies is the delay in updating. Shortage of manpower seems to be creating a serious hindrance in this respect (Table 31).

4.1.7. Grievance Redressal

- Redressal of grievances is an integral part of the NREG scheme. Majority of the respondents of Balasore do not know that there is provision for grievance redressal, whereas the use to such system by the respondents is quite satisfactory in Mayurbhanj. While all the GPs in Mayurbhanj have fared well in this front, some of them in Basta block under Balasore district are reported to be very much proactive in receiving complaints and disposing it off in time. Wherever the situation appears to be better, it is perhaps due to the proactive efforts on the part of the implementing agencies towards creating adequate awareness on various provisions of NREGS (Table 4.32).

4.1.8. Perception on Employment and Migration

- One notable outcome of NREGS is its impact in terms of additional employment opportunities and reduction in forced migration. Although the present study does not attempt to measure the extent of impact on this front, it finds some visible outcome by

capturing the perceptions of the respondents. On an average, about 69% of the respondents have reported that there has been acceleration in employment opportunities on account of the NREGS and about 54% have said that migration has come down in the aftermath of implementation of the scheme. Majority of the respondents across GPs except Bhaurianbad, Mahispatta and Narsinghpur of Nilgiri perceive that there is a positive impact of the NREGS on employment generation and it has also arrested migration. The proportion of respondents perceiving such positive impact is much higher in Mayurbhanj. This clearly indicates that before the introduction of NREGS, people in Mayurbhanj had limited livelihood opportunities forcing them to migrate outside in a large scale and the scheme has been able to solve these problems considerably (Table 4.33). As desired, females and respondents belonging to ST and SC have reported both additional employment and decline in migration due to the NREGS. It may thus be said that the NREGS is successful in meeting its set objectives on this vital front. The outcome is equally better across education levels and age groups (Table 4.34). Another positive aspect of the scheme is that most of the respondents point out no wage differentials within or across sex (Table 4.35).

4.2. Profile of Non-Job Cardholder Households

- The sample respondents with no job cards are mostly males in almost all the GPs except Sadanandapur of Basta block. This may be due to their lack of interest to work under the NREGS as they have greater mobility for alternative lucrative job opportunities even at a distant place as compared to their female counterparts. However, what is more important perhaps is that most of these respondents of

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Balasore district are in the age group of 30-50 years and quite a large number of them in Mayurbhanj are below 30 years of age as well (Table 4.36). This means that NREGS has perhaps failed to attract the unemployed youths or the middle aged job-seekers. There could be two possible reasons behind this. First, the scope under the scheme may not be attractive enough to fulfill the aspirations of the job-seekers, especially, that of the young ones. Second, the respondents may have alternative secure and lucrative job opportunities elsewhere.

- The distribution of the respondents with no job cards is highly skewed towards illiterate and people with primary education only. However, some of these respondents have received secondary education as well, especially in Mayurbhanj. The proportion of respondents with higher qualification is quite negligible (Table 4.37). Majority of the respondents across the blocks belong to ST (51.6%) (Table 4.38). This means that the illiterate unskilled people and those belonging to socially backward classes are yet to be covered adequately under the scheme.

- Irrespective of their caste, most of the respondents are males and below the age of 50 years. There is large incidence of illiteracy among the ST respondents (50%). About 70% of the SC respondents are either illiterate or have education up to primary level only. Higher secondary and above are basically in the domains of OBC and GC categories (Table 4.39).

- Amongst the sample non-job card holding households, while about 60% of the respondents of Balasore had applied for job cards, in Mayurbhanj, it was little over 30% only. The waiting time after the applications for jab cards as reported by the respondents vary between 7 to 30 months (Table 4.40). This is contrary to

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the mandate of the scheme that promotes the principle of inclusion. The reasons for non-issuance of job cards may be attributed to several factors. Among them, the prominent ones are could be the relative socio-political and economic strength of the households in the village, awareness level, proximity with the PRI functionaries, political affiliation etc (Table 4.41). Those who have not applied for job cards have cited procedural ignorance or lack of awareness about the scheme as common reasons. In Balasore, about half of the non-applicants are unaware of the scheme (Table 4.40). This again proves that lack of necessary awareness is a major hindrance to the successful implementation of NREGS. However, there are also respondents who have not applied for job cards as they are not willing to join NREGA activities. Their unwillingness may be attributed to the wage differentials they experience between NREGS activities and the alternative market wage. Besides, nature of work, procedural hassles and irregularities on work allotment might have also discouraged them to apply for job cards.

- When seen across sex, female applicants among the non-job card holders are found to be more in proportion. This signals that NREGS is highly successful in encouraging rural women to look beyond domestic chores and search for employment opportunities to bring in economic solvency of the family as well as to facilitate their economic and social empowerment. However, the proportion is relatively less for general category possibly because of alternative work opportunities. The same can be said for graduates as not a single graduate respondent has applied for job card. However, quite a good number of respondents with secondary education have applied for job cards. This may be

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attributed to their greater exposure to various aspects of the scheme as compared to their illiterate and primary educated counterparts. Besides, lack of any other viable employment opportunities with that level of education might have also forced them to apply for job cards. Many of the respondents across sex, caste, educational status and age are either unaware of the scheme or are not interested for the same because of various reasons as discussed earlier (Table 4.42).

- Most of the respondents across GPs except Mukulsi, Balidiha, Debsole and Jhatioda have expressed their willingness to work under the NREGS. Removal of procedural hassles and wide-scale efforts towards creating awareness on various aspects of the scheme can largely facilitate their interests to materialize. In Mukulsi and Balidiha, some of the respondents are not interested to work due to low wage rate under the scheme, whereas in Debsole and Jhatioda, a few of them have expressed their unwillingness because of the difficulties in getting wages and corruption in wage distribution. This means that raising the wage rate and controlling for irregularities in wage distribution may be expected to motivate such respondents to work under the NREGS (Table 4.43).

- Most of the respondents across sex, caste, education and age are interested to works under the NREGS except the graduates which is quite obvious. A large section of those who are not interested to work feel that the wage rate under the scheme is lower than the market wage rate. Many of them particularly those who belong to ST and OBC are not interested to work due to the difficulties in getting payment and corruption in wage distribution as well. However, most of these respondents perceive that NREGS has created more employment opportunities in

their areas (Table 4.44). This perhaps gives an indication that the NREGS is a potential source of alternative livelihood opportunities and food security in rural areas. If implemented judiciously, it is likely to bring many more rural people under its ambit and improve their socio-economic conditions significantly.

4.3. Perceptions of Sarpanchs

Amongst all, sarpanchs are the most important agents of implementation of the NREGS as they work at the local level with the help of Gram Rozgar Sewak (GRS) and Village Level Workers (VLW). As the GPs are authorized to spend 50 percent of the NREGA fund, the sarpanchs need to play a pivotal role in this regard. They are involved in the planning, designing and implementation of NREGS. Awareness of the sarpanchs regarding different aspects of the scheme and their integrity are thus crucial for its successful implementation. The observation that most of the sarpanchs are well aware of the procedures and processes of the NREGS is quite encouraging. It is also observed that they attend the training programmes on NREGS at the block level on regular basis. Such training programmes help them immensely to know the details of the procedures and processes of the scheme. In this respect, there is a serious concern that many of the sarpanchs do not know the provision for unemployment allowance in the scheme. It is, however, also possible that they are aware but not interested to disclose the same to avoid the financial pressure from the job-seekers. The experience from the field strongly supports this intuition.

The types of works that are selected by the GPs generally include water conservation, irrigation facilities, renovation of ponds, and construction of rural roads. A number of GPs have given emphasis on renovation of ponds and tanks under the scheme. It is reported that out of 80 approved works in 16 panchayats in the year 2008-09, 46 works are related to

renovation of ponds and tanks, remaining 23, 8, and 3 works are on rural roads, irrigation through canals, and water conservation for agricultural purposes respectively. For example, in Raghabpur, 10 works have been implemented so far, out of which 9 works are for renovations of ponds and only one for the improvement of road (Table 4.45). This suggests that a lot of emphasis has been given to conserve natural resources and create tangible asset for the community as a whole in addition to generation of necessary employment opportunities. Such efforts towards water conservation are also expected to facilitate agriculture and other farm activities and hence towards sustainable development of the concerned panchayats in a considerable way. The interaction with the people and sarpanchs indicate that selection of works is usually made on the basis of community requirements and in consultation with all the people in the villages. This signals effective participation of the villagers in the decision making process of NREGS which is essential in successful implementation of any scheme in a democratic set up like India.

Appendix A to Chapter IV

Table-4.1: Caste Composition of the Households according to Panchayats						
District		SC	ST	OBC	General	Total
Balasore						
Block	Nilgiri					
Ajodhya		20.0	0.0	0.0	80.0	100.0
Bhaurianbad		0.0	81.0	0.0	19.1	100.0
Mahisapatta		0.0	100.0	0.0	0.0	100.0
Narsinghpur		52.4	28.6	0.0	19.1	100.0
Total		18.1	53.0	0.0	28.9	100.0
Block	Basta					
Mathani		0.0	0.0	81.8	18.2	100.0
Mukulsi		22.2	0.0	55.6	22.2	100.0
Sadanandapur		18.5	81.5	0.0	0.0	100.0
Sahada		57.1	9.5	14.3	19.1	100.0
Total		27.3	31.2	28.6	13.0	100.0
District Total		22.5	42.5	13.8	21.3	100.0
Mayurbhanj						
Block	Samakhunta					
Balidiha		9.1	90.9	0.0	0.0	100.0
Mohulia		0.0	89.3	10.7	0.0	100.0
Paikabasa		0.0	34.4	59.4	6.3	100.0
Sinduragaura		48.0	24.0	20.0	8.0	100.0
Total		12.7	61.0	22.9	3.4	100.0
Block	Rasgobindapur					
Debsole		60.0	32.0	8.0	0.0	100.0
Gadighati		87.0	0.0	13.0	0.0	100.0
Jhatioda		0.0	100.0	0.0	0.0	100.0
Raghabpur		30.4	69.6	0.0	0.0	100.0
Total		42.4	52.5	5.1	0.0	100.0
District Total		26.3	57.1	14.8	1.8	100.0
Grand Total		24.7	50.9	14.3	10.1	100.0

Source: Primary data

Table-4.2: Demographic Profile of the Job Card Holder Households according to Panchayats					
District	SEX		AGE		
Balasore	Male	Female	Less than 30	30-50	More than 50
Block	Nilgiri				
Ajodhya	55.0	45.0	15.0	65.0	20.0
Bhaurianbad	57.1	42.9	4.8	66.7	28.6
Mahisapatta	52.4	47.6	23.8	66.7	9.5
Narsinghpur	52.4	47.6	14.3	61.9	23.8
Total	54.2	45.8	14.5	65.1	20.5
Block	Basta				
Mathani	100.0	0.0	45.5	36.4	18.2
Mukulsi	55.6	44.4	5.6	88.9	5.6
Sadanandapur	48.2	51.9	33.3	55.6	11.1
Sahada	47.6	52.4	14.3	81.0	4.8
Total	57.1	42.9	23.4	67.5	9.1
District Total	55.6	44.4	18.7	66.3	15.0
Mayurbhanj					
Block	Samakhunta				
Balidiha	60.6	39.4	30.3	60.6	9.1
Mohulia	53.6	46.4	28.6	46.4	25.0
Paikabasa	56.3	43.8	28.1	50.0	21.9
Sinduragaura	52.0	48.0	20.0	52.0	28.0
Total	55.9	44.1	27.1	52.5	20.3
Block	Rasgobindapur				
Debsole	56.0	44.0	28.0	52.0	20.0
Gadighati	47.8	52.2	21.7	52.2	26.1
Jhatioda	50.0	50.0	28.6	53.6	17.9
Raghabpur	56.5	43.5	34.8	47.8	17.4
Total	52.5	47.5	28.3	51.5	20.2
District Total	54.4	45.6	27.7	52.1	20.3
Grand Total	54.9	45.1	23.9	58.1	18.0

Source: Primary data

Table-4.3: Educational Status of the Job Card Holder Households according to Panchayats						
District		Illiterate	Primary	Secondary	Higher secondary	Graduation and above	Total
Balasore							
Block	Nilgiri						
Ajodhya		0	50	45	5	0	100
Bhaurianbad		38.1	28.6	33.3	0	0	100
Mahisapatta		47.6	28.6	14.3	4.8	4.8	100
Narsinghpur		71.4	14.3	14.3	0	0	100
Total		39.8	30.1	26.5	2.4	1.2	100
Block	Basta						
Mathani		27.3	54.6	9.1	9.1	0	100
Mukulsi		22.2	44.4	22.2	11.1	0	100
Sadanandapur		85.2	14.8	0	0	0	100
Sahada		42.9	42.9	4.8	4.8	4.8	100
Total		50.7	35.1	7.8	5.2	1.3	100
District Total		45	32.5	17.5	3.8	1.3	100
Mayurbhanj							
Block	Samakhunta						
Balidiha		57.6	18.2	12.1	12.1	0	100
Mohulia		50	35.7	10.7	3.6	0	100
Paikabasa		53.1	15.6	15.6	12.5	3.1	100
Sinduragaura		76	12	4	8	0	100
Total		58.5	20.3	11	9.3	0.9	100
Block	Rasgobindapur						
Debsole		76	20	0	4	0	100
Gadighati		47.8	34.8	13	0	4.4	100
Jhatioda		53.6	32.1	10.7	3.6	0	100
Raghabpur		78.3	21.7	0	0	0	100
Total		63.6	27.3	6.1	2	1	100
District Total		60.8	23.5	8.8	6	0.9	100
Grand Total		54.1	27.3	12.5	5	1.1	100

Source: Primary data

Table-4.4: Education Profile of the Households according to Caste Groups					
Caste	Educational status				
	Illiterate	Primary	Secondary	Higher Secondary	Graduation and Above
SC	62.4	22.6	8.6	4.3	2.2
ST	60.9	25	8.9	4.2	1
OBC	42.6	33.3	14.8	9.3	0
General	15.8	42.1	36.8	5.3	0
Total	54.1	27.3	12.5	5	1.1

Source: Primary data

Table-4.4.1: Gender and Age profile of the Households according to Caste Groups					
Caste	Gender		Age group		
	Male	Female	Less than 30	30 to 50	More than 50
SC	52.7	47.3	18.3	59.1	22.6
ST	53.1	46.9	26.6	58.3	15.1
OBC	63	37	25.9	55.6	18.5
General	57.9	42.1	21.1	57.9	21.1
Total	54.9	45.1	23.9	58.1	18

Source: Primary data

Table-4.5: Occupation of the Households according to Castes, Sex and Age Groups						
Social Group	Occupation					
Caste	Cultivation	Farm labour	Artisans	Trade	Service	Other
SC	45.2	22.6	0.0	0.0	6.5	25.8
ST	64.1	21.9	0.0	0.5	1.0	12.5
OBC	55.6	13.0	5.6	0.0	7.4	18.5
General	36.8	5.3	0.0	5.3	13.2	39.5
Total	55.4	19.1	0.8	0.8	4.5	19.4
Sex						
Male	60.9	21.3	1.0	1.5	7.3	8.2
Female	48.8	16.5	0.6	0.0	1.2	32.9
Total	55.4	19.1	0.8	0.8	4.5	19.4
Age Group						
Less than 30	42.2	24.4	0.0	1.1	5.6	26.7
30 to 50	63.0	16.9	0.5	0.0	4.6	15.1
More than 50	48.5	19.1	2.9	2.9	2.9	23.5
Total	55.4	19.1	0.8	0.8	4.5	19.4
Education Group						
Illiterates	59.3	21.1	0.0	0.0	2.5	17.2
Primary	55.3	18.5	2.9	1.9	5.8	15.5
Secondary	55.3	8.5	0.0	0.0	6.4	29.8
Higher Secondary	15.8	26.3	0.0	5.3	10.5	42.1
Graduation & above	50.0	25.0	0.0	0.0	25.0	0.0
Total	55.4	19.1	0.8	0.8	4.5	19.4

Source: Primary data

District	No. of days of employment	Unemployment allowance	Minimum wages	Compensation to move	Availability of complaint register	Availability of help line
Table-4.6: Awareness about Key Provisions and Procedures according to Panchayats						
Balasore						
Block	Nilgiri					
Ajodhya	60.0	0.0	90.0	10.0	40.0	10.0
Bhaurianbad	70.0	0.0	70.0	0.0	0.0	0.0
Mahisapatta	80.0	10.0	80.0	0.0	0.0	0.0
Narsinghpur	40.0	0.0	80.0	0.0	0.0	0.0
Total	62.5	2.5	80.0	2.7	10.0	2.5
Block	Basta					
Mathani	80.0	0.0	100.0	10.0	30.0	20.0
Mukulsi	50.0	0.0	90.0	0.0	20.0	20.0
Sadanandapur	40.0	0.0	40.0	0.0	0.0	10.0
Sahada	70.0	0.0	20.0	0.0	10.0	0.0
Total	60.0	0.0	62.5	2.6	15.0	12.5
District Total	61.3	1.3	71.3	2.6	12.5	7.5
Mayurbhanj						
Block	Samakhunta					
Balidiha	30.0	20.0	50.0	11.1	30.0	0.0
Mohulia	20.0	0.0	10.0	0.0	50.0	50.0
Paikabasa	16.7	0.0	41.7	0.0	33.3	16.7
Sinduragaura	10.0	0.0	10.0	0.0	60.0	30.0
Total	19.1	4.8	28.6	3.7	42.9	23.8
Block	Rasgobindapur					
Debsole	30.0	0.0	60.0	0.0	60.0	50.0
Gadighati	20.0	0.0	0.0	66.7	50.0	30.0
Jhatioda	30.0	0.0	10.0	0.0	80.0	40.0
Raghabpur	10.0	0.0	0.0	100.0	70.0	40.0
Total	22.5	0.0	17.5	48.3	65.0	40.0
District Total	20.7	2.4	23.2	26.8	53.7	31.7
Grand Total	40.7	1.9	46.9	12.9	33.3	19.7

Source: Primary data

Table-4.7: Sources of Awareness about NREGA according to Panchayats							
District	Through neighbors	Through relatives	Through ward member	Through sarpanch	Through radio/TV	Notification in GP office	Other
Balasore							
Block Nilgiri							
Ajodhya	0.0	10.0	60.0	20.0	0.0	10.0	0.0
Bhaurianbad	0.0	0.0	30.0	50.0	0.0	0.0	20.0
Mahisapatta	10.0	0.0	10.0	50.0	20.0	10.0	0.0
Narsinghpur	0.0	0.0	20.0	50.0	10.0	0.0	20.0
Total	2.5	2.5	30.0	42.5	7.5	5.0	10.0
Block Basta							
Mathani	0.0	0.0	50.0	0.0	40.0	10.0	0.0
Mukulsi	0.0	0.0	20.0	70.0	0.0	10.0	0.0
Sadanandapur	0.0	0.0	30.0	70.0	0.0	0.0	0.0
Sahada	0.0	0.0	20.0	30.0	20.0	0.0	30.0
Total	0.0	0.0	30.0	42.5	15.0	5.0	7.5
District Total	1.3	1.3	30.0	42.5	11.3	5.0	8.8
Mayurbhanj							
Block Samakhunta							
Balidiha	50.0	0.0	30.0	10.0	0.0	0.0	10.0
Mohulia	0.0	0.0	10.0	70.0	10.0	0.0	10.0
Paikabasa	25.0	8.3	33.3	16.7	8.3	0.0	8.3
Sinduragaura	50.0	20.0	0.0	10.0	0.0	0.0	20.0
Total	31.0	7.1	19.1	26.2	4.8	0.0	11.9
Block Rasgobindapur							
Debsole	40.0	0.0	20.0	20.0	10.0	0.0	10.0
Gadighati	10.0	0.0	10.0	20.0	0.0	0.0	60.0
Jhatioda	10.0	20.0	30.0	0.0	0.0	10.0	30.0
Raghabpur	0.0	0.0	10.0	80.0	10.0	0.0	0.0
Total	15.0	5.0	17.5	30.0	5.0	2.5	25.0
District Total	23.2	6.1	18.3	28.1	4.9	1.2	18.3
Grand Total	12.4	3.7	24.1	35.2	8.0	3.1	13.6

Source: Primary data

Table-4.8: Awareness about NREGA according to Sex, Caste, Education and Age							
Social Group	Through neighbors	Through relatives	Through ward member	Through sarpanch	Through radio/TV	Notification in GP office	Other
Sex							
Male	9.46	4.05	25	37.16	8.11	2.7	13.51
Female	42.86	0	14.29	14.29	7.14	7.14	14.29
Total	12.35	3.7	24.07	35.19	8.02	3.09	13.58
Caste							
SC	16.22	0	18.92	21.62	10.81	0	32.43
ST	13.16	2.63	21.05	44.74	5.26	2.63	10.53
OBC	13.79	6.9	31.03	24.14	13.79	6.9	3.45
General	0	10	35	40	5	5	5
Total	12.35	3.7	24.07	35.19	8.02	3.09	13.58
Education							
Illiterate	21.7	2.9	30.4	34.8	2.9	0.0	7.3
Primary	8.5	0.0	18.6	40.7	13.6	3.4	15.3
Secondary	0.0	8.3	25.0	25.0	4.2	12.5	25.0
Higher Secondary	0.0	25.0	12.5	37.5	12.5	0.0	12.5
Graduation and Above	0.0	0.0	0.0	0.0	50.0	0.0	50.0
Total	12.4	3.7	24.1	35.2	8.0	3.1	13.6
Age group							
Less than 30	5.88	5.88	23.53	35.29	11.76	5.88	11.76
30-50	12.87	4.95	25.74	29.70	8.91	2.97	14.85
More than 50	13.64	0.00	20.45	47.73	4.55	2.27	11.36
Total	12.35	3.70	24.07	35.19	8.02	3.09	13.58

Source: Primary data

Table-4.9: Frequency of Notification of Meetings about NREGA according to Panchayats					
District	Always	Frequently	Sometimes	Rarely	Never
Balasore					
Block Nilgiri					
Ajodhya	30.0	0.0	10.0	20.0	40.0
Bhaurianbad	0.0	0.0	20.0	20.0	60.0
Mahisapatta	10.0	0.0	10.0	50.0	30.0
Narsinghpur	20.0	0.0	20.0	20.0	40.0
Total	15.0	0.0	15.0	27.5	42.5
Block Basta					
Mathani	30.0	0.0	30.0	10.0	30.0
Mukulsi	30.0	0.0	20.0	30.0	20.0
Sadanandapur	0.0	10.0	20.0	20.0	50.0
Sahada	30.0	0.0	10.0	0.0	60.0
Total	22.5	2.5	20.0	15.0	40.0
District Total	18.8	1.3	17.5	21.3	41.3
Mayurbhanj					
Block Samakhunta					
Balidiha	0.0	0.0	70.0	20.0	10.0
Mohulia	20.0	20.0	10.0	10.0	40.0
Paikabasa	16.7	0.0	8.3	16.7	58.3
Sinduragaura	0.0	0.0	20.0	30.0	50.0
Total	9.5	4.8	26.2	19.1	40.5
Block Rasgobindapur					
Debsole	20.0	10.0	20.0	20.0	30.0
Gadighati	30.0	0.0	10.0	10.0	50.0
Jhatioda	30.0	10.0	20.0	10.0	30.0
Raghabpur	10.0	0.0	30.0	10.0	50.0
Total	22.5	5.0	20.0	12.5	40.0
District Total	15.9	4.9	23.2	15.9	40.2
Grand Total	17.3	3.1	20.4	18.5	40.7

Source: Primary data

District	Registration for job cards	Time gap between registration and issue of job cards				
	% of people having free and easy registration of Job cards	Within a week	Within two weeks	Within three weeks	Within a month	More than a month
Balasore						
Block	Nilgiri					
Ajodhya	90.0	10.0	10.0	20.0	60.0	0.0
Bhaurianbad	80.0	0.0	40.0	10.0	30.0	20.0
Mahisapatta	80.0	10.0	20.0	10.0	20.0	40.0
Narsinghpur	60.0	10.0	0.0	20.0	40.0	30.0
Total	77.5	7.5	17.5	15.0	37.5	22.5
Block	Basta					
Mathani	100.0	40.0	10.0	30.0	0.0	20.0
Mukulsi	90.0	20.0	10.0	20.0	50.0	0.0
Sadanandapur	50.0	10.0	20.0	10.0	30.0	30.0
Sahada	90.0	20.0	10.0	20.0	10.0	40.0
Total	82.5	22.5	12.5	20.0	22.5	22.5
District Total	80.0	15.0	15.0	17.5	30.0	22.5
Mayurbhanj						
Block	Samakhunta					
Balidiha	100.0	20.0	40.0	10.0	30.0	0.0
Mohulia	90.0	30.0	10.0	20.0	30.0	10.0
Paikabasa	75.0	16.7	33.3	0.0	33.3	16.7
Sinduragaura	100.0	30.0	20.0	10.0	30.0	10.0
Total	90.5	23.8	26.2	9.5	31.0	9.5
Block	Rasgobindapur					
Debsole	90.0	30.0	20.0	20.0	30.0	0.0
Gadighati	90.0	0.0	20.0	0.0	80.0	0.0
Jhatioda	100.0	20.0	50.0	0.0	30.0	0.0
Raghabpur	80.0	50.0	0.0	0.0	30.0	20.0
Total	90.0	25.0	22.5	5.0	42.5	5.0
District Total	90.2	24.4	24.4	7.3	36.6	7.3
Grand Total	85.2	19.8	19.8	12.4	33.3	14.8

Table-4.10: Registration and Issue of Job Cards according to Panchayats

Source: Primary data

Table-4.11: Registration and Issue of Job Cards according to Sex, Caste, Education and Age Groups						
	Registration for Job card	Time gap between registration and issue of job card				
Social Group	% of people having free and easy registration of job cards	Within a week	Within two weeks	Within three weeks	Within a month	More than a month
Sex						
Male	85.1	20.3	18.9	12.8	32.4	15.5
Female	85.7	14.3	28.6	7.1	42.9	7.1
Total	85.2	19.8	19.8	12.4	33.3	14.8
Caste						
SC	89.2	16.2	10.8	10.8	51.4	10.8
ST	79	19.7	21.1	10.5	29	19.7
OBC	86.2	13.8	24.1	24.1	24.1	13.8
General	100	35	25	5	30	5
Total	85.2	19.8	19.8	12.4	33.3	14.8
Education						
Illiterate	85.5	23.2	24.6	13	24.6	14.5
Primary	79.7	17	10.2	13.6	44.1	15.3
Secondary	91.7	12.5	25	12.5	33.3	16.7
Higher Secondary	100	25	37.5	0	37.5	0
Graduation and Above	100	50	0	0	0	50
Total	85.2	19.8	19.8	12.4	33.3	14.8
Age group						
Less than 30	94.1	23.5	29.4	17.7	23.5	5.9
30-50	85.2	21.8	15.8	13.9	30.7	17.8
More than 50	81.8	13.6	25	6.8	43.2	11.4
Total	85.2	19.8	19.8	12.4	33.3	14.8

Source: Primary data

Table-4.12: Cases of Payment for Job cards and Photos according to Panchayats			
District	% of job card holders paying for job card	% of job card holders paying for photographs	% of job cards with photographs
Balasore			
Block	Nilgiri		
Ajodhya	0.0	0.0	0.0
Bhaurianbad	10.0	0.0	20.0
Mahisapatta	30.0	0.0	10.0
Narsinghpur	30.0	0.0	0.0
Total	17.5	0.0	7.5
Block	Basta		
Mathani	10.0	0.0	0.0
Mukulsi	10.0	75.0	40.0
Sadanandapur	20.0	0.0	0.0
Sahada	40.0	0.0	0.0
Total	20.0	0.0	10.0
District Total	18.8	42.9	8.8
Mayurbhanj			
Block	Samakhunta		
Balidiha	0.0	0.0	100.0
Mohulia	0.0	40.0	50.0
Paikabasa	0.0	0.0	75.0
Sinduragaura	0.0	44.4	90.0
Total	0.0	18.2	78.6
Block	Rasgobindapur		
Debsole	0.0	0.0	60.0
Gadighati	0.0	66.7	90.0
Jhatioda	0.0	55.6	90.0
Raghabpur	0.0	50.0	40.0
Total	0.0	46.4	70.0
District Total	0.0	31.2	74.4
Grand Total	9.3	32.4	42.0

Source: Primary data

Table-4.13: Distance between House and Workplace according to Panchayats				
District	Less than 1 km	1-2 km	2-5 km	No response
Balasore				
Block Nilgiri				
Ajodhya	30.0	60.0	10.0	0.0
Bhaurianbad	50.0	20.0	10.0	20.0
Mahisapatta	20.0	30.0	0.0	50.0
Narsinghpur	40.0	50.0	0.0	10.0
Total	35.0	40.0	5.0	20.0
Block Basta				
Mathani	30.0	10.0	30.0	30.0
Mukulsi	50.0	10.0	20.0	20.0
Sadanandapur	0.0	10.0	90.0	0.0
Sahada	20.0	10.0	20.0	50.0
Total	25.0	10.0	40.0	25.0
District Total	30.0	25.0	22.5	22.5
Mayurbhanj				
Block Samakhunta				
Balidiha	40.0	40.0	0.0	20.0
Mohulia	50.0	30.0	0.0	20.0
Paikabasa	16.7	66.7	16.7	0.0
Sinduragaura	0.0	80.0	20.0	0.0
Total	26.2	54.8	9.5	9.5
Block Rasgobindapur				
Debsole	40.0	60.0	0.0	0.0
Gadighati	100.0	0.0	0.0	0.0
Jhatioda	60.0	10.0	10.0	20.0
Raghabpur	40.0	60.0	0.0	0.0
Total	60.0	32.5	2.5	5.0
District Total	42.7	43.9	6.1	7.3
Grand Total	36.4	34.6	14.2	14.8

Source: Primary data

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Table-4.14: Custody of the Job Cards according to Panchayats		
District	Myself/Head of the family	Ward member/sarpanch/other
Balasore		
Block Nilgiri		
Ajodhya	90.0	10.0
Bhaurianbad	70.0	30.0
Mahisapatta	60.0	40.0
Narsinghpur	60.0	40.0
Total	70.0	30.0
Block Basta		
Mathani	90.0	10.0
Mukulsi	90.0	10.0
Sadanandapur	70.0	30.0
Sahada	50.0	50.0
Total	75.0	25.0
District Total	72.5	27.5
Mayurbhanj		
Block Samakhunta		
Balidiha	90.0	10.0
Mohulia	70.0	30.0
Paikabasa	100.0	0.0
Sinduragaura	70.0	30.0
Total	83.3	16.7
Block Rasgobindapur		
Debsole	100.0	0.0
Gadighati	100.0	0.0
Jhatioda	100.0	0.0
Raghabpur	100.0	0.0
Total	100.0	0.0
District Total	91.5	8.5
Grand Total	82.1	17.9

Source: Primary data

Table-4.15: Custody of the job cards according to Castes, Sex and Age Groups		
Social Group	Myself/Head of the family	Ward member/sarpanch/other
Sex		
Male	82.4	17.6
Female	78.6	21.4
Total	82.1	17.9
Caste		
SC	83.8	16.2
ST	80.3	19.7
OBC	89.7	10.3
General	75.0	25.0
Total	82.1	17.9
Education		
Illiterate	84.1	15.9
Primary	78.0	22.0
Secondary	83.3	16.7
Higher Secondary	100.0	0.0
Graduation and Above	50.0	50.0
Total	82.1	17.9
Age group		
Less than 30	88.2	11.8
30-50	81.2	18.8
More than 50	81.8	18.2
Total	82.1	17.9

Source: Primary data

District	% of job card holder applying for employment	% of job card holders getting receipts of applications	Average time gap to get work (Days)
Table-4.16: Application for Employment according to Panchayats			
Balasore			
Block　　　　Nilgiri			
Ajodhya	70.0	42.9	16
Bhaurianbad	40.0	25.0	66
Mahisapatta	20.0	0.0	75
Narsinghpur	60.0	0.0	15
Total	47.5	21.1	32
Block　　　　Basta			
Mathani	10.0	0.0	10
Mukulsi	50.0	0.0	16
Sadanandapur	10.0	0.0	15
Sahada	30.0	0.0	14
Total	25.0	0.0	15
District Total	36.3	13.8	26
Mayurbhanj			
Block　　　　Samakhunta			
Balidiha	60.0	100.0	44
Mohulia	20.0	100.0	23
Paikabasa	25.0	100.0	23
Sinduragaura	30.0	66.7	53
Total	33.3	92.3	39
Block　　　　Rasgobindapur			
Debsole	70.0	85.7	27
Gadighati	50.0	80.0	77
Jhatioda	50.0	100.0	20
Raghabpur	30.0	100.0	41
Total	50.0	90.0	40
District Total	41.5	90.9	39
Grand Total	38.9	54.8	33

Source: Primary data

Table-4.17 : Application for Employment according to Castes, Sex and Age Groups			
Social Group	% of job card holder applying for employment	% of job card holders getting receipts of applications	Average time gap to get work(Days)
Sex			
Male	39.2	52.6	33
Female	35.7	80.0	37
Total	38.9	54.8	33
Caste			
SC	51.4	42.1	38
ST	38.2	75.0	40
OBC	31.0	22.2	17
General	30.0	50.0	13
Total	38.9	54.8	33
Education			
Illiterate	27.5	68.4	34
Primary	44.1	44.0	41
Secondary	58.3	50.0	23
Higher Secondary	25.0	100.0	13
Graduation and Above	100.0	50.0	15
Total	38.9	54.8	33
Age group			
Less than 30	47.06	87.5	32
30-50	37.62	42.1	37
More than 50	38.64	68.8	26
Total	38.89	54.8	33

Source: Primary data

Table-4.18: Frequency of Public Display of Approved Works according to Panchayats			
District	Always	Sometimes	Never
Balasore			
Block Nilgiri			
Ajodhya	75.0	25.0	0.0
Bhaurianbad	33.3	33.3	33.3
Mahisapatta	100.0	0.0	0.0
Narsinghpur	100.0	0.0	0.0
Total	70.0	20.0	10.0
Block Basta			
Mathani	100.0	0.0	0.0
Mukulsi	0.0	0.0	100.0
Sadanandapur	33.3	0.0	66.7
Sahada	50.0	0.0	50.0
Total	44.4	0.0	55.6
District Total	57.9	10.5	31.6
Mayurbhanj			
Block Samakhunta			
Balidiha	50.0	50.0	0.0
Mohulia	25.0	25.0	50.0
Paikabasa	50.0	25.0	25.0
Sinduragaura	0.0	100.0	0.0
Total	26.7	53.3	20.0
Block Rasgobindapur			
Debsole	40.0	60.0	0.0
Gadighati	100.0	0.0	0.0
Jhatioda	80.0	20.0	0.0
Raghabpur	66.7	33.3	0.0
Total	66.7	33.3	0.0
District Total	46.7	43.3	10.0
Grand Total	51.0	30.6	18.4

Source: Primary data

District	Public display at GP	Officials of GP	Ward member/Sarpanch	Other fellow villagers
Table-4.19: Sources of Information about Approved Works according to Panchayats				
Balasore				
Block Nilgiri				
Ajodhya	0.0	50.0	40.0	10.0
Bhaurianbad	10.0	40.0	30.0	20.0
Mahisapatta	20.0	10.0	20.0	50.0
Narsinghpur	0.0	50.0	20.0	30.0
Total	7.5	37.5	27.5	27.5
Block Basta				
Mathani	0.0	10.0	80.0	10.0
Mukulsi	0.0	20.0	80.0	0.0
Sadanandapur	0.0	20.0	80.0	0.0
Sahada	10.0	20.0	60.0	10.0
Total	2.5	17.5	75.0	5.0
District Total	5.0	27.5	51.3	16.3
Mayurbhanj				
Block Samakhunta				
Balidiha	0.0	10.0	50.0	40.0
Mohulia	0.0	0.0	80.0	20.0
Paikabasa	8.3	16.7	41.7	33.3
Sinduragaura	0.0	0.0	0.0	100.0
Total	2.4	7.1	42.9	47.6
Block Rasgobindapur				
Debsole	0.0	50.0	30.0	20.0
Gadighati	0.0	40.0	50.0	10.0
Jhatioda	10.0	20.0	40.0	30.0
Raghabpur	0.0	50.0	30.0	20.0
Total	2.5	40.0	37.5	20.0
District Total	2.4	23.2	40.2	34.2
Grand Total	3.7	25.3	45.7	25.3

Source: Primary data

District	Less than 20	20-40	41-60	61-80	81-100	Above 100	Average no. of days of work availed
Table-4.20: No. of Days of Work Availed Per Household in NREGA Programme according to Panchayats							
Balasore							
Block	Nilgiri						
Ajodhya	30.0	40.0	30.0	0.0	0.0	0.0	34
Bhaurianbad	40.0	30.0	20.0	0.0	0.0	10.0	28
Mahisapatta	50.0	10.0	10.0	0.0	0.0	30.0	18
Narsinghpur	70.0	10.0	20.0	0.0	0.0	0.0	22
Total	47.5	22.5	20.0	0.0	0.0	10.0	26
Block	Basta						
Mathani	20.0	80.0	0.0	0.0	0.0	0.0	26
Mukulsi	80.0	20.0	0.0	0.0	0.0	0.0	15
Sadanandapur	40.0	50.0	10.0	0.0	0.0	0.0	25
Sahada	10.0	90.0	0.0	0.0	0.0	0.0	24
Total	37.5	60.0	2.5	0.0	0.0	0.0	22
District Total	42.5	41.3	11.3	0.0	0.0	5.0	24
Mayurbhanj							
Block	Samakhunta						
Balidiha	40.0	20.0	20.0	10.0	10.0	0.0	38
Mohulia	0.0	60.0	20.0	0.0	20.0	0.0	45
Paikabasa	25.0	25.0	16.7	16.7	16.7	0.0	47
Sinduragaura	30.0	10.0	20.0	10.0	20.0	10.0	55
Total	23.8	28.6	19.1	9.5	16.7	2.4	46
Block	Rasgobindapur						
Debsole	20.0	40.0	20.0	0.0	20.0	0.0	48
Gadighati	30.0	40.0	20.0	0.0	0.0	10.0	55
Jhatioda	60.0	20.0	10.0	0.0	0.0	10.0	30
Raghabpur	10.0	50.0	10.0	20.0	10.0	0.0	46
Total	30.0	37.5	15.0	5.0	7.5	5.0	45
District Total	26.8	32.9	17.1	7.3	12.2	3.7	45
Grand Total	34.6	37.0	14.2	3.7	6.2	4.3	35

Source: Primary data

Table-4.21:Average Days of Work Availed Per Household By Castes & Sex							
	Caste				Gender		
Panchayat	SC	ST	OBC	General	Male	Female	Total
Ajodhya	36			34	34		34
Balidiha	6	41			32	60	38
Bhaurianbad		25		41	28		28
Debsole	61	36	10		42	100	48
Gadighati	64		20		59	20	55
Jhatioda		30			18	79	30
Mahisapatta		18			16	30	18
Mathani			26	23	26		26
Mohulia		40	86		45		45
Mukulsi	20		14	10	15		15
Narsinghpur	30	13		14	24	5	22
Paikabasa		48	48	30	50	10	47
Raghabpur	30	50			48	30	46
Sadanandapur	21	26			25		25
Sahada	22	30	26	25	24	30	24
Sinduragaura	70	70	40	12	58	48	55
Total	44	34	31	27	34	46	35

Source: Primary data

Table-4.22: No. of Days of Work Availed in NREGA Programme according to Castes, Sex, Education and Age Groups								
Social Group	Less than 20	20-40	41-60	61-80	81-100	Above 100	Total	Average no. of days of work availed
Sex								
Male	35.8	37.2	14.2	2.7	6.1	4.1	100.0	34
Female	21.4	35.7	14.3	14.3	7.1	7.1	100.0	46
Total	34.6	37.0	14.2	3.7	6.2	4.3	100.0	35
Caste								
SC	29.7	35.1	21.6	2.7	8.1	2.7	100.0	44
ST	36.8	30.3	14.5	6.6	4.0	7.9	100.0	34
OBC	37.9	44.8	3.5	0.0	13.8	0.0	100.0	31
General	30.0	55.0	15.0	0.0	0.0	0.0	100.0	27
Total	34.6	37.0	14.2	3.7	6.2	4.3	100.0	35
Education								
Illiterate	33.3	34.8	15.9	7.3	7.3	1.5	100.0	36
Primary	39.0	40.7	8.5	0.0	6.8	5.1	100.0	28
Secondary	33.3	25.0	25.0	4.2	4.2	8.3	100.0	39
Higher secondary	12.5	62.5	12.5	0.0	0.0	12.5	100.0	67
Graduation and above	50.0	50.0	0.0	0.0	0.0	0.0	100.0	16
Total	34.6	37.0	14.2	3.7	6.2	4.3	100.0	35
Age group								
Less than 30	17.7	35.3	5.9	5.9	23.5	11.8	100.0	69
30-50	36.6	40.6	13.9	3.0	3.0	3.0	100.0	29
More than 50	36.4	29.6	18.2	4.6	6.8	4.6	100.0	36
Total	34.6	37.0	14.2	3.7	6.2	4.3	100.0	35

Source: Primary data

District		Piece rate	Daily wages	Both	Other	Average amount of wage paid (Rs) per day
Balasore						
Block	Nilgiri					
Ajodhya		20.0	70.0	10.0	0.0	70.0
Bhaurianbad		70.0	30.0	0.0	0.0	75.5
Mahisapatta		0.0	90.0	0.0	10.0	70.0
Narsinghpur		0.0	100.0	0.0	0.0	70.0
Total		22.5	72.5	2.5	2.5	71.4
Block	Basta					
Mathani		0.0	100.0	0.0	0.0	70.0
Mukulsi		0.0	100.0	0.0	0.0	71.0
Sadanandapur		90.0	10.0	0.0	0.0	100.4
Sahada		70.0	30.0	0.0	0.0	93.0
Total		40.0	60.0	0.0	0.0	83.6
District Total		31.3	66.3	1.3	1.3	77.5
Mayurbhanj						
Block	Samakhunta					
Balidiha		70.0	30.0	0.0	0.0	84.5
Mohulia		100.0	0.0	0.0	0.0	126.0
Paikabasa		100.0	0.0	0.0	0.0	98.3
Sinduragaura		90.0	10.0	0.0	0.0	93.0
Total		90.5	9.5	0.0	0.0	100.4
Block	Rasgobindapur					
Debsole		30.0	70.0	0.0	0.0	67.0
Gadighati		90.0	10.0	0.0	0.0	124.1
Jhatioda		90.0	10.0	0.0	0.0	99.0
Raghabpur		100.0	0.0	0.0	0.0	134.3
Total		77.5	22.5	0.0	0.0	106.1
District Total		84.2	15.8	0.0	0.0	103.2
Grand Total		58.0	40.7	0.6	0.6	92.5

Table-4.23: Criteria for Wage Payment according to Panchayats

Source: Primary data

Table-4.24: Criteria for Wage Payment according to Castes, Sex, Education and Age Groups						
Determinants	Piece rate	Daily wages	Both	Other	Total	Average amount of Wage paid(Rs)
Sex						
Male	56.8	41.9	0.7	0.7	100.0	92
Female	71.4	28.6	0.0	0.0	100.0	94
Total	58.0	40.7	0.6	0.6	100.0	92
Caste						
SC	70.3	29.7	0.0	0.0	100.0	96
ST	69.7	29.0	0.0	1.3	100.0	96
OBC	34.5	65.5	0.0	0.0	100.0	87
General	25.0	70.0	5.0	0.0	100.0	73
Total	58.0	40.7	0.6	0.6	100.0	92
Education						
Illiterate	62.3	36.2	0.0	1.5	100.0	97
Primary	54.2	44.1	1.7	0.0	100.0	90
Secondary	54.2	45.8	0.0	0.0	100.0	78
Higher Secondary	50.0	50.0	0.0	0.0	100.0	94
Graduation and Above	100.0	0.0	0.0	0.0	100.0	75
Total	58.0	40.7	0.6	0.6	100.0	92
Age group						
Less than 30	76.5	23.5	0.0	0.0	100.0	93
30-50	56.4	42.6	0.0	1.0	100.0	91
More than 50	54.6	43.2	2.3	0.0	100.0	96
Total	58.0	40.7	0.6	0.6	100.0	92.5

Source: Primary data

Table- 4.25: Average Amount of Wage Paid per Person by Caste Croups & Gender (in Rs)							
	Caste				Gender		
	SC	ST	OBC	General	Male	Female	Average Wage
Ajodhya	70.0			70.0	70.0	70.0	70.0
Balidiha	70.0	84.3			83.3	82.7	83.0
Bhaurianbad		76.5		70.0	74.6	76.1	75.2
Debsole	65.0	70.0	70.0		66.8	67.3	67.0
Gadighati	119.6		135.0		120.1	123.0	121.6
Jhatioda		96.8			95.0	98.6	96.8
Mahisapatta		70.0			70.0	70.0	70.0
Mathani			70.0	70.0	70.0		70.0
Mohulia		132.2	110.0		132.0	127.3	129.8
Mukulsi	70.0		71.0	70.0	71.0	70.0	70.6
Narsinghpur	70.0	70.0		70.0	70.0	70.0	70.0
Paikabasa		101.8	96.3	60.0	96.7	95.0	95.9
Raghabpur	135.0	136.1			136.2	135.1	135.7
Sadanandapur	100.0	100.4			100.3	100.3	100.3
Sahada	100.8	80.0	73.3	110.0	99.0	94.6	96.7
Sinduragaura	116.7	80.0	86.0	50.0	95.4	97.5	96.4
Total	96.4	96.0	86.9	72.6	91.6	93.5	92.5

Source: Primary data

Table-4.26: Time Interval of Wage payment according to Panchayats				
District	Weekly	Fortnightly	Monthly	Irregularly
Balasore				
Block	Nilgiri			
Ajodhya	70.0	20.0	10.0	0.0
Bhaurianbad	60.0	10.0	0.0	30.0
Mahisapatta	100.0	0.0	0.0	0.0
Narsinghpur	50.0	0.0	10.0	40.0
Total	70.0	7.5	5.0	17.5
Block	Basta			
Mathani	70.0	0.0	10.0	20.0
Mukulsi	80.0	10.0	0.0	10.0
Sadanandapur	80.0	10.0	0.0	10.0
Sahada	20.0	50.0	0.0	30.0
Total	62.5	17.5	2.5	17.5
District Total	66.3	12.5	3.8	17.5
Mayurbhanj				
Block	Samakhunta			
Balidiha	50.0	0.0	40.0	10.0
Mohulia	20.0	50.0	30.0	0.0
Paikabasa	41.7	50.0	0.0	8.3
Sinduragaura	70.0	0.0	0.0	30.0
Total	45.2	26.2	16.7	11.9
Block	Rasgobindapur			
Debsole	70.0	10.0	20.0	0.0
Gadighati	40.0	30.0	0.0	30.0
Jhatioda	60.0	0.0	20.0	20.0
Raghabpur	80.0	20.0	0.0	0.0
Total	62.5	15.0	10.0	12.5
District Total	53.7	20.7	13.4	12.2
Grand Total	59.9	16.7	8.6	14.8

Source: Primary data

District		Cash	Bank A/C	Other
Table-4.27: Mode of wage payment according to Panchayats				
Balasore				
Block	Nilgiri			
Ajodhya		0.0	100.0	0.0
Bhaurianbad		60.0	40.0	0.0
Mahisapatta		100.0	0.0	0.0
Narsinghpur		30.0	70.0	0.0
Total		47.5	52.5	0.0
Block	Basta			
Mathani		50.0	50.0	0.0
Mukulsi		60.0	40.0	0.0
Sadanandapur		0.0	100.0	0.0
Sahada		0.0	100.0	0.0
Total		27.5	72.5	0.0
District Total		37.5	62.5	0.0
Mayurbhanj				
Block	Samakhunta			
Balidiha		10.0	80.0	10.0
Mohulia		0.0	90.0	10.0
Paikabasa		8.3	91.7	0.0
Sinduragaura		70.0	10.0	20.0
Total		21.4	69.1	9.5
Block	Rasgobindapur			
Debsole		0.0	100.0	0.0
Gadighati		0.0	100.0	0.0
Jhatioda		10.0	90.0	0.0
Raghabpur		0.0	100.0	0.0
Total		2.5	97.5	0.0
District Total		12.2	82.9	4.9
Grand Total		24.7	72.8	2.5

Source: Primary data

Social Group	Cash	Bank A/C	Other	Total
Table-4.28 : Mode of Wage Payment according to Castes, Sex, education and Age Groups				
Sex				
Male	24.3	74.3	1.4	100.0
Female	28.6	57.1	14.3	100.0
Total	24.7	72.8	2.5	100.0
Caste				
SC	13.5	83.8	2.7	100.0
ST	26.3	69.7	4.0	100.0
OBC	41.4	58.6	0.0	100.0
General	15.0	85.0	0.0	100.0
Total	24.7	72.8	2.5	100.0
Education				
Illiterate	26.1	68.1	5.8	100.0
Primary	27.1	72.9	0.0	100.0
Secondary	16.7	83.3	0.0	100.0
Higher Secondary	25.0	75.0	0.0	100.0
Graduation and Above	0.0	100.0	0.0	100.0
Total	24.7	72.8	2.5	100.0
Age group				
Less than 30	11.76	88.24	0	100
30-50	27.72	69.31	2.97	100
More than 50	22.73	75	2.27	100
Total	24.69	72.84	2.47	100

Source: Primary data

District	Official of GP	Ward member/ sarpanch	Others	None
Table-4.29: Reading Out of Muster Roll according to Panchayats				
Balasore				
Block Nilgiri				
Ajodhya	80.0	0.0	0.0	20.0
Bhaurianbad	20.0	0.0	20.0	60.0
Mahisapatta	20.0	10.0	20.0	50.0
Narsinghpur	10.0	0.0	10.0	80.0
Total	32.5	2.5	12.5	52.5
Block Basta				
Mathani	50.0	0.0	20.0	30.0
Mukulsi	40.0	40.0	0.0	20.0
Sadanandapur	60.0	10.0	0.0	30.0
Sahada	70.0	0.0	30.0	0.0
Total	55.0	12.5	12.5	20.0
District Total	43.75	7.5	12.5	36.25
Mayurbhanj				
Block Samakhunta				
Balidiha	30.0	0.0	0.0	70.0
Mohulia	0.0	20.0	0.0	80.0
Paikabasa	8.3	0.0	16.7	75.0
Sinduragaura	10.0	0.0	0.0	90.0
Total	11.9	4.8	4.8	78.6
Block Rasgobindapur				
Debsole	30.0	0.0	0.0	70.0
Gadighati	50.0	0.0	0.0	50.0
Jhatioda	30.0	10.0	0.0	60.0
Raghabpur	10.0	10.0	0.0	80.0
Total	30.0	5.0	0.0	65.0
District Total	20.7	4.9	2.4	72.0
Grand Total	32.1	6.2	7.4	54.3

Source: Primary data

Table-4.30: Access to Verify Muster Roll and Mode of Acknowledgement according to Panchayats				
Access to verify muster roll		Mode of acknowledgement		
District	% of job card holders having access to verify muster roll	Signature	Thumb impression	None of the above
Balasore				
Block	Nilgiri			
Ajodhya	30.0	100.0	0.0	0.0
Bhaurianbad	20.0	70.0	20.0	10.0
Mahisapatta	30.0	40.0	20.0	40.0
Narsinghpur	10.0	60.0	40.0	0.0
Total	22.5	67.5	20.0	12.5
Block	Basta			
Mathani	70.0	80.0	20.0	0.0
Mukulsi	30.0	80.0	10.0	10.0
Sadanandapur	20.0	40.0	60.0	0.0
Sahada	30.0	70.0	30.0	0.0
Total	37.5	67.5	30.0	2.5
District Total	30.0	67.5	25	7.5
Mayurbhanj				
Block	Samakhunta			
Balidiha	20.0	50.0	40.0	10.0
Mohulia	40.0	80.0	10.0	10.0
Paikabasa	25.0	58.3	41.7	0.0
Sinduragaura	30.0	20.0	60.0	20.0
Total	28.6	52.4	38.1	9.5
Block	Rasgobindapur			
Debsole	20.0	30.0	50.0	20.0
Gadighati	60.0	100.0	0.0	0.0
Jhatioda	50.0	60.0	40.0	0.0
Raghabpur	30.0	40.0	60.0	0.0
Total	40.0	57.5	37.5	5.0
District Total	34.2	54.9	37.8	7.3
Grand Total	32.1	61.1	31.5	7.4

Source: Primary data

Panchayat	Days in muster roll	Days stated by labour	Days in job card	Wages in muster roll (Rs)	Wages stated by labour (Rs)	Wages in job card (Rs)
Ajodhya	48	34	48	3388	2408	3388
Balidiha	28	38	28	3596	3289	3596
Bhaurianbad	30	19	30	2327	1611	2327
Debsole	31	42	31	2594	2812	2594
Gadighati	28	55	28	3455	7286	3455
Jhatioda	22	28	22	2897	2802	2897
Mahispatta	4	12	4	266	861	266
Mathani	16	26	26	1141	1799	1827
Mohulia	33	45	33	4442	5621	4442
Mukulsi	18	15	16	1267	1024	1141
Narsinghpur	27	22	27	1890	1526	1890
Paikabasa	23	47	23	3060	4758	3060
Raghabpur	40	46	40	5414	6179	5414
Sadanandapur	16	25	52	2147	2461	7020
Sahada	7	24	25	769	2277	2487
Sinduragaura	51	54	51	6885	6090	6885
Total	26	33	30	2849	3318	3290

Table 4.31: Average Mandays and Average Wage Rate: A Comparison between Labour Statement and Muster Roll Entries

Source: Primary data

Table-4.32: Grievances Redressal according to Panchayats			
District	Disposal of complain		
	Yes	No	Don't Know
Balasore			
Block Nilgiri			
Ajodhya	10.0	20.0	70.0
Bhaurianbad	20.0	0.0	80.0
Mahisapatta	20.0	0.0	80.0
Narsinghpur	40.0	0.0	60.0
Total	22.5	5.0	72.5
Block Basta			
Mathani	30.0	20.0	50.0
Mukulsi	30.0	20.0	50.0
Sadanandapur	60.0	0.0	40.0
Sahada	50.0	10.0	40.0
Total	42.5	12.5	45.0
District Total	32.5	8.8	58.8
Mayurbhanj			
Block Samakhunta			
Balidiha	80.0	10.0	10.0
Mohulia	70.0	30.0	0.0
Paikabasa	83.3	8.3	8.3
Sinduragaura	70.0	30.0	0.0
Total	76.2	19.1	4.8
Block Rasgobindapur			
Debsole	60.0	40.0	0.0
Gadighati	80.0	20.0	0.0
Jhatioda	60.0	40.0	0.0
Raghabpur	50.0	40.0	10.0
Total	62.5	35.0	2.5
District Total	69.5	26.8	3.7
Grand Total	51.2	17.9	30.9

Source: Primary data

District	% of people saying NREGA leading to more employment generation	% of people saying NREGA arresting migration
Table-4.33: Perception of the Respondents on Employment Creation and Arresting migration according to Panchayats		
Balasore		
Block Nilgiri		
Ajodhya	90.0	60.0
Bhaurianbad	40.0	40.0
Mahisapatta	20.0	10.0
Narsinghpur	30.0	20.0
Total	45.0	32.5
Block Basta		
Mathani	80.0	50.0
Mukulsi	60.0	40.0
Sadanandapur	50.0	60.0
Sahada	80.0	50.0
Total	67.5	50.0
District Total	56.3	41.3
Mayurbhanj		
Block Samakhunta		
Balidiha	70.0	50.0
Mohulia	90.0	80.0
Paikabasa	75.0	50.0
Sinduragaura	70.0	70.0
Total	76.2	61.9
Block Rasgobindapur		
Debsole	80.0	60.0
Gadighati	100.0	80.0
Jhatioda	80.0	70.0
Raghabpur	90.0	70.0
Total	87.5	70.0
District Total	81.7	65.9
Grand Total	69.1	53.7

Source: Primary data

Table-4.34: Perception of the Respondents on Employment Creation and Arresting migration according to Sex, Caste, Education and Age Groups		
Social Group	%of people saying NREGA led to more employment generation	% of people stopping to migrate to other villages Due to NREGA
Sex		
Male	69.6	52.7
Female	64.3	64.3
Total	69.1	53.7
Caste		
SC	73.0	54.1
ST	63.2	52.6
OBC	72.4	55.2
General	80.0	55.0
Total	69.1	53.7
Education		
Illiterate	68.1	58.0
Primary	64.4	42.4
Secondary	83.3	66.7
Higher Secondary	62.5	50.0
Graduation and Above	100.0	100.0
Total	69.1	53.7
Age group		
Less than 30	88.2	76.5
30-50	67.3	48.5
More than 50	65.9	56.8
Total	69.1	53.7

Source: Primary data

Table-4.35: Wage Rate Differences across Gender and Caste Groups						
	Difference-Male			Difference-Female		
Sex	Yes	No	Total	Yes	No	Total
Male	2.7	97.3	100.0	3.4	96.6	100.0
Female	7.1	92.9	100.0	7.1	92.9	100.0
Total	3.1	96.9	100.0	3.7	96.3	100.0
Caste						
SC	0.0	100.0	100.0	0.0	100.0	100.0
ST	4.0	96.1	100.0	5.3	94.7	100.0
OBC	6.9	93.1	100.0	6.9	93.1	100.0
General	0.0	100.0	100.0	0.0	100.0	100.0
Total	3.1	96.9	100.0	3.7	96.3	100.0

Source: Primary data

District		SEX		AGE		
Balasore		Male	Female	Less than 30	30-50	More than 50
Block	Nilgiri					
Ajodhya		83.3	16.7	33.3	66.7	0.0
Bhaurianbad		100.0	0.0	0.0	66.7	33.3
Mahisapatta		66.7	33.3	16.7	83.3	0.0
Narsinghpur		100.0	0.0	0.0	83.3	16.7
Total		87.5	12.5	12.5	75.0	12.5
Block	Basta					
Mathani		100.0	0.0	33.3	66.7	0.0
Mukulsi		100.0	0.0	33.3	66.7	0.0
Sadanandapur		33.3	66.7	0.0	100.0	0.0
Sahada		83.3	16.7	50.0	33.3	16.7
Total		79.2	20.8	29.2	66.7	4.2
District Total		83.3	16.7	20.8	70.8	8.3
Mayurbhanj						
Block	Samakhunta					
Balidiha		100.0	0.0	66.7	16.7	16.7
Mohulia		100.0	0.0	50.0	50.0	0.0
Paikabasa		71.4	28.6	57.1	42.9	0.0
Sinduragaura		66.7	33.3	0.0	83.3	16.7
Total		84.0	16.0	44.0	48.0	8.0
Block	Rasgobindapur					
Debsole		100.0	0.0	0.0	50.0	50.0
Gadighati		100.0	0.0	66.7	33.3	0.0
Jhatioda		100.0	0.0	33.3	66.7	0.0
Raghabpur		100.0	0.0	0.0	66.7	33.3
Total		100.0	0.0	25.0	54.2	20.8
District Total		91.8	8.2	34.7	51.0	14.3
Grand Total		87.6	12.4	27.8	60.8	11.3

Table-4.36: Demographic Profile of the Non-Job Card Holder Households according to Panchayats

Source: Primary data

District	Illiterate	Primary	Secondary	Higher secondary	Graduation and above
Table-4.37: Educational Status of the Non-Job Card Holder Respondents according to Panchayats					
Balasore					
Block Nilgiri					
Ajodhya	0.0	66.7	16.7	0.0	16.7
Bhaurianbad	66.7	33.3	0.0	0.0	0.0
Mahisapatta	50.0	33.3	16.7	0.0	0.0
Narsinghpur	50.0	0.0	50.0	0.0	0.0
Total	41.7	33.3	20.8	0.0	4.2
Block Basta					
Mathani	50.0	33.3	0.0	16.7	0.0
Mukulsi	16.7	16.7	33.3	16.7	16.7
Sadanandapur	50.0	50.0	0.0	0.0	0.0
Sahada	66.7	16.7	16.7	0.0	0.0
Total	45.8	29.2	12.5	8.3	4.2
District Total	43.8	31.3	16.7	4.2	4.2
Mayurbhanj					
Block Samakhunta					
Balidiha	16.7	16.7	50.0	16.7	0.0
Mohulia	50.0	16.7	33.3	0.0	0.0
Paikabasa	57.1	14.3	28.6	0.0	0.0
Sinduragaura	83.3	0.0	0.0	16.7	0.0
Total	52.0	12.0	28.0	8.0	0.0
Block Rasgobindapur					
Debsole	33.3	33.3	33.3	0.0	0.0
Gadighati	0.0	66.7	33.3	0.0	0.0
Jhatioda	33.3	33.3	33.3	0.0	0.0
Raghabpur	33.3	66.7	0.0	0.0	0.0
Total	25.0	50.0	25.0	0.0	0.0
District Total	38.8	30.6	26.5	4.1	0.0
Grand Total	41.2	30.9	21.7	4.1	2.1

Source: Primary data

Table-4.38: Caste-wise Distribution of the Respondents according to Panchayats					
District		SC	ST	OBC	General
Balasore					
Block	Nilgiri				
Ajodhya		16.7	33.3	0.0	50.0
Bhaurianbad		0.0	100.0	0.0	0.0
Mahisapatta		0.0	100.0	0.0	0.0
Narsinghpur		33.3	66.7	0.0	0.0
Total		12.5	75.0	0.0	12.5
Block	Basta				
Mathani		0.0	0.0	33.3	66.7
Mukulsi		0.0	0.0	50.0	50.0
Sadanandapur		0.0	100.0	0.0	0.0
Sahada		16.7	16.7	33.3	33.3
Total		4.2	29.2	29.2	37.5
District Total		8.3	52.1	14.6	25.0
Mayurbhanj					
Block	Samakhunta				
Balidiha		33.3	66.7	0.0	0.0
Mohulia		0.0	83.3	0.0	16.7
Paikabasa		0.0	28.6	42.9	28.6
Sinduragaura		0.0	83.3	16.7	0.0
Total		8.0	64.0	16.0	12.0
Block	Rasgobindapur				
Debsole		50.0	0.0	16.7	33.3
Gadighati		100.0	0.0	0.0	0.0
Jhatioda		16.7	66.7	16.7	0.0
Raghabpur		16.7	83.3	0.0	0.0
Total		45.8	37.5	8.3	8.3
District Total		26.5	51.0	12.2	10.2
Grand Total		17.5	51.6	13.4	17.5

Source: Primary data

Table-4.39: Socio-economic Profile of the Non Job Card Holder Households according to Castes										
	Caste wise educational status					Caste wise gender		Caste wise age group		
Caste	Illiterate	Primary	Secondary	Higher Secondary	Graduation and Above	Male	Female	Less than 30	30-50	More than 50
SC	29.4	41.2	29.4	0.0	0.0	94.1	5.9	41.2	41.2	17.7
ST	50.0	34.0	14.0	2.0	0.0	82.0	18.0	20.0	70.0	10.0
OBC	30.8	15.4	30.8	23.1	0.0	92.3	7.7	46.2	38.5	15.4
General	35.3	23.5	29.4	0.0	11.8	94.1	5.9	23.5	70.6	5.9
Total	41.2	30.9	21.7	4.1	2.1	87.6	12.4	27.8	60.8	11.3

Source: Primary data

Table-4.40: Application for Job Cards according to Panchayats							
	Applied for job cards		Reasons for no applications				
District	Yes	No	Not interested	Do not know how to apply	Do not know about NREGA	Others	Average months lapsed after job card applications
Balasore							
Block Nilgiri							
Ajodhya	83.3	16.7	100	0	0	0	9
Bhaurianbad	83.3	16.7	0	100	0	0	8
Mahisapatta	50	50	0	33.3	66.7	0	14
Narsinghpur	83.3	16.7	0	0	100	0	21
Total	75	25	16.7	33.3	50	0	13
Block Basta							
Mathani	16.7	83.3	0	40	60	0	22
Mukulsi	33.3	66.7	50	25	25	0	18
Sadanandapur	50	50	0	33.3	66.7	0	17
Sahada	83.3	16.7	0	100	0	0	7
Total	45.8	54.2	15.4	38.5	46.2	0	13
District Total	60.4	39.6	15.8	36.8	47.4	0	13
Mayurbhanj							
Block Samakhunta							
Balidiha	66.7	33.3	100	0	0	0	15
Mohulia	16.7	83.3	20	80	0	0	12
Paikabasa	0	100	14.3	71.4	14.3	0	0
Sinduragaura	50	50	33.3	33.3	33.3	0	30
Total	32	68	29.4	58.8	11.8	0	20
Block Rasgobindapur							
Debsole	16.7	83.3	0	20	0	80	24
Gadighati	33.3	66.7	25	50	25	0	19
Jhatioda	33.3	66.7	0	50	25	25	14
Raghabpur	33.3	66.7	25	50	25	0	19
Total	29.2	70.8	11.8	41.2	17.7	29.4	18
District Total	30.6	69.4	20.6	50	14.7	14.7	19
Grand Total	45.4	54.6	18.9	45.3	26.4	9.4	15

Source: Primary data

District	Delay at GP office	Do not know	Not eligible	Difference in political affiliation	Refusal to provide job cards
Balasore					
Block	Nilgiri				
Ajodhya	0.0	40.0	0.0	60.0	0.0
Bhaurianbad	40.0	40.0	0.0	0.0	20.0
Mahisapatta	0.0	33.3	33.3	33.3	0.0
Narsinghpur	40.0	40.0	0.0	0.0	20.0
Total	22.2	38.9	5.6	22.2	11.1
Block	Basta				
Mathani	0.0	0.0	0.0	0.0	0.0
Mukulsi	0.0	0.0	0.0	100.0	0.0
Sadanandapur	0.0	0.0	100.0	0.0	0.0
Sahada	0.0	0.0	0.0	66.7	33.3
Total	0.0	0.0	37.5	50.0	12.5
District Total	15.4	26.9	15.4	30.8	11.5
Mayurbhanj					
Block	Samakhunta				
Balidiha	0.0	75.0	0.0	0.0	25.0
Mohulia	0.0	0.0	0.0	0.0	100.0
Paikabasa	0.0	0.0	0.0	0.0	0.0
Sinduragaura	0.0	0.0	33.3	0.0	66.7
Total	0.0	37.5	12.5	0.0	50.0
Block	Rasgobindapur				
Debsole	0.0	100.0	0.0	0.0	0.0
Gadighati	50.0	50.0	0.0	0.0	0.0
Jhatioda	50.0	0.0	0.0	50.0	0.0
Raghabpur	0.0	50.0	50.0	0.0	0.0
Total	28.6	42.9	14.3	14.3	0.0
District Total	13.3	40.0	13.3	6.7	26.7
Grand Total	14.6	31.7	14.6	22.0	17.1

Table-4.41: Common Reasons cited for not Provided with Job Cards according to Panchayats

Source: Primary data

	Applied for job cards		Reasons for no application			
Sex	Yes	No	Not interested	Do not know how to apply	Do not know about NREGA	Others
Male	44.7	55.3	21.3	44.7	23.4	10.6
Female	50.0	50.0	0.0	50.0	50.0	0.0
Total	45.4	54.6	18.9	45.3	26.4	9.4
Caste						
SC	47.1	52.9	11.1	33.3	33.3	22.2
ST	48.0	52.0	19.2	53.9	23.1	3.9
OBC	46.2	53.9	28.6	42.9	28.6	0.0
General	35.3	64.7	18.2	36.4	27.3	18.2
Total	45.4	54.6	18.9	45.3	26.4	9.4
Education						
Illiterate	42.5	57.5	8.7	52.2	34.8	4.4
Primary	40.0	60.0	16.7	38.9	33.3	11.1
Secondary	61.9	38.1	25.0	50.0	0.0	25.0
Higher Secondary	50.0	50.0	50.0	50.0	0.0	0.0
Graduation and Above	0.0	100.0	100.0	0.0	0.0	0.0
Total	45.4	54.6	18.9	45.3	26.4	9.4
Age group						
Less than 30	37.0	63.0	29.4	52.9	17.7	0.0
30-50	47.5	52.5	16.1	38.7	35.5	9.7
More than 50	54.6	45.5	0.0	60.0	0.0	40.0
Total	45.4	54.6	18.9	45.3	26.4	9.4

Table-4.42: Application for Job Cards according to Sex, Caste, Education and Age

Source: Primary data

Table-4.43: Willingness to Work under NREGA according to Panchayats						
	Willingness to work under NREGA		Reasons for Non-willingness			
District	Yes	No	NREGA wage is less than market wage	Getting payment is difficult	Corruption in wage distribution	% of people saying NREGA led to more employment generation
Balasore						
Block	Nilgiri					
Ajodhya	100	0				16.7
Bhaurianbad	100	0				16.7
Mahisapatta	100	0				50
Narsinghpur	100	0				66.7
Total	100	0				37.5
Block	Basta					
Mathani	100	0				100
Mukulsi	66.7	33.3	100			66.7
Sadanandapur	100	0				66.7
Sahada	100	0				100
Total	91.7	8.3				83.3
District Total	95.8	4.2	100			60.4
Mayurbhanj						
Block	Samakhunta					
Balidiha	83.3	16.7	100			100
Mohulia	100	0				100
Paikabasa	100	0				100
Sinduragaura	100	0				100
Total	96	4	100			100
Block	Rasgobindapur					
Debsole	83.3	16.7		100		100
Gadighati	100	0				66.7
Jhatioda	83.3	16.7			100	83.3
Raghabpur	100	0				66.7
Total	91.7	8.3		50	50	79.2
District Total	93.9	6.1	33.3	33.3	33.3	89.8
Grand Total	94.9	5.2	60	20	20	75.3

	Willingness to work under NREGA		Reasons for non-willingness			
Sex	Yes	No	NREGA wage is less than market wage	Getting payment is difficult	Corruption in wage distribution	% of people perceiving NREGA leading to more employment generation
Male	94.1	5.9	60	20	20	74.1
Female	100	0	0	0	0	83.3
Total	94.9	5.2	60	20	20	75.3
Caste						
SC	100	0	0	0	0	76.5
ST	96	4	50	0	50	70
OBC	84.6	15.4	50	50	0	76.9
General	94.1	5.9	100	0	0	88.2
Total	94.9	5.2	60	20	20	75.3
Education						
Illiterate	95	5	0	50	50	87.5
Primary	100	0	0	0	0	63.3
Secondary	95.2	4.8	100	0	0	66.7
Higher Secondary	75	25	100	0	0	100
Graduation and Above	50	50	100	0	0	50
Total	94.9	5.2	60	20	20	75.3
Age group						
Less than 30	92.6	7.4	100	0	0	77.8
30-50	96.6	3.4	50	0	50	72.9
More than 50	90.9	9.1	0	100	0	81.8
Total	94.9	5.2	60	20	20	75.3

Table-4.44: Willingness to Work under NREGA according to Sex, Caste, Education and Age Groups

Source: Primary data

Panchayat	Water conservation	Irrigation works	Renovation of ponds	Rural roads	Total
Ajodhya			4	1	5
Balidiha	1			1	2
Bhaurianbad			3	2	5
Debsole			5	3	8
Godighati			1		1
Jhatioda			8		8
Mahisapatta			4	2	6
Mahulia			3	1	4
Mathani	1	1		2	4
Mukulisi		2		2	4
Narasinghpur			4	1	5
Paikabasa			4	2	6
Raghabpur			9	1	10
Sadanandapur		4		1	5
Sahada	1	1		1	3
Sindurgoura			1	3	4
Total	3	8	46	23	80

Source: Primary data

Chapter V: Determinants of Performance of NREGS in Orissa: An Empirical Analysis

5.1. Introduction

In this chapter we have made an attempt to analyze various household determinants of performance of NREGS such as access to job cards, demand for NREGS works, levels of awareness, etc. The analysis is carried out using a conceptual framework. Specifically, we tried to identify various factors pertaining to household characteristics that either promote or hinder household participation in NREGS.

Figure 5.1 presents a schematic framework of job seeker's participation in NREGS in which factors that are likely to determine the job seeker's decisions to participate are elaborated. We assume that a job seeker's decision to attend a NREGS work depends on the expected net present value of such participation. This in turn depends on two factors: (1) the costs of participation (in particular, the opportunity cost of NREGS work), and (2) the expected returns on participating in the NREGS work.

5.1.1. Costs of participation

The opportunity costs of participation will differ across job seekers and are influenced by the following two factors: (1) employment opportunities in agricultural activities, and (2) off-farm opportunities. When the opportunity costs of a job seeker increase due to availability of both agricultural and non-agricultural activities in the region, the job seeker is likely to show less interest in NREGS. Richer households having more land and livestock may not participate in the NREGS unless they have a specific political or social interest in village. The probability of people being engaged in off-farm employment depends on the skills that they acquire through education. For instance, a primary level education can

encourage people to engage in different off-farm activities in the region or may encourage them to migrate to nearby towns for job opportunities.

5.1.2. Returns on participation

Returns on participation in principle are of two types: (1) wage income by engaging in NREGS activities and (2) other direct benefits from the program such as improvement of infrastructure conditions in the community. In addition, households can get indirect benefits in terms of assured 100 days employment in a year. More importantly, households have an option to distribute the 100 days employment in such a way that they can get employment during off seasons.

As landless labourers and marginal and small farmers in rural India depend mostly on common property resources (CPR) for their fuel and fodder, they have a personal interest in the regeneration of degraded common property resources such as tanks, ponds, forests, grazing land etc. under the NREGS program. Furthermore, fishing and forest produce from commons are important sources of employment and income for the rural poor, especially where other opportunities are non-existent (Jodha, 1997). Given this context, one of the objectives of the NREGS program is to create employment for underprivileged sections of society, with more than 60 percent of the expenditure incurred in NREGS being paid as wages. People in rural communities expect availability of NREGS works at least in the lean period when there is no work available in the farm sector. Another important incentive for people to participate in the NREGS program is the provision of public goods and services to villages/communities. NREGS works mainly support improvements in village infrastructure such as construction of all weather roads which helps communities explore opportunities for

income generation using both forests and other options such as agriculture and animal husbandry.

As illustrated in figure 5.1, a job seeker's expected returns on participation in NREGA can be decomposed into three important factors: (i) the job seeker's benefits from participating in NREGS work, (ii) the household's ability to get job card and subsequently NREGS works, and (iii) the probability that a household will be able to distribute 100 days employment in a manner that will ensure employment during the lean period. We now proceed to explain each of these factors.

The household's benefits from participating in NREGS work (factor (i)) depends on types and nature of NREGS works and on the extent to which the job seeker depends on the NREGS for its livelihood. Dependency on the NREGS for daily livelihood is one of the most important factors for a job seeker to participate in the NREGS program and that generally depends on job seekers' socio-economic characteristics (e.g., land holding size, caste background etc.). Landless, poor and lower-caste households are more likely to depend on NREGS in their daily lives. Where NREGS works are important for the community and substantially contribute to household income, households are expected to be more likely to participate in the program.

A job seeker's ability to get job card and subsequently get access to NREGA works is likely to be another important factor determining the job seeker's expected returns on the participation in the NREGS (factor (ii)). Job seeker's ability to get job card is likely to depend on the job seeker's bargaining power, the state-village interaction etc. While the NREGS mentions equal participation of all stakeholders in the NREGS program, the emphasis has been given to weaker groups in the society such as the landless labour force,

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marginal and small farmers, ST, SC and women. The government, under the NREGS program, is specifically targeting these underprivileged sections of society inhabiting in remote areas. To what degree this is represented in actuality remains an empirical question? Bargaining power is likely to depend on the relative strength of the household's social group in the community and other household characteristics such as education, wealth, age, and gender. The attitude of the GPs and block officials indirectly influences the job seeker's ability to get job cards and NREGS works.

Figure 5.1: Schematic Framework of Job Seekers' Participation in NREGS
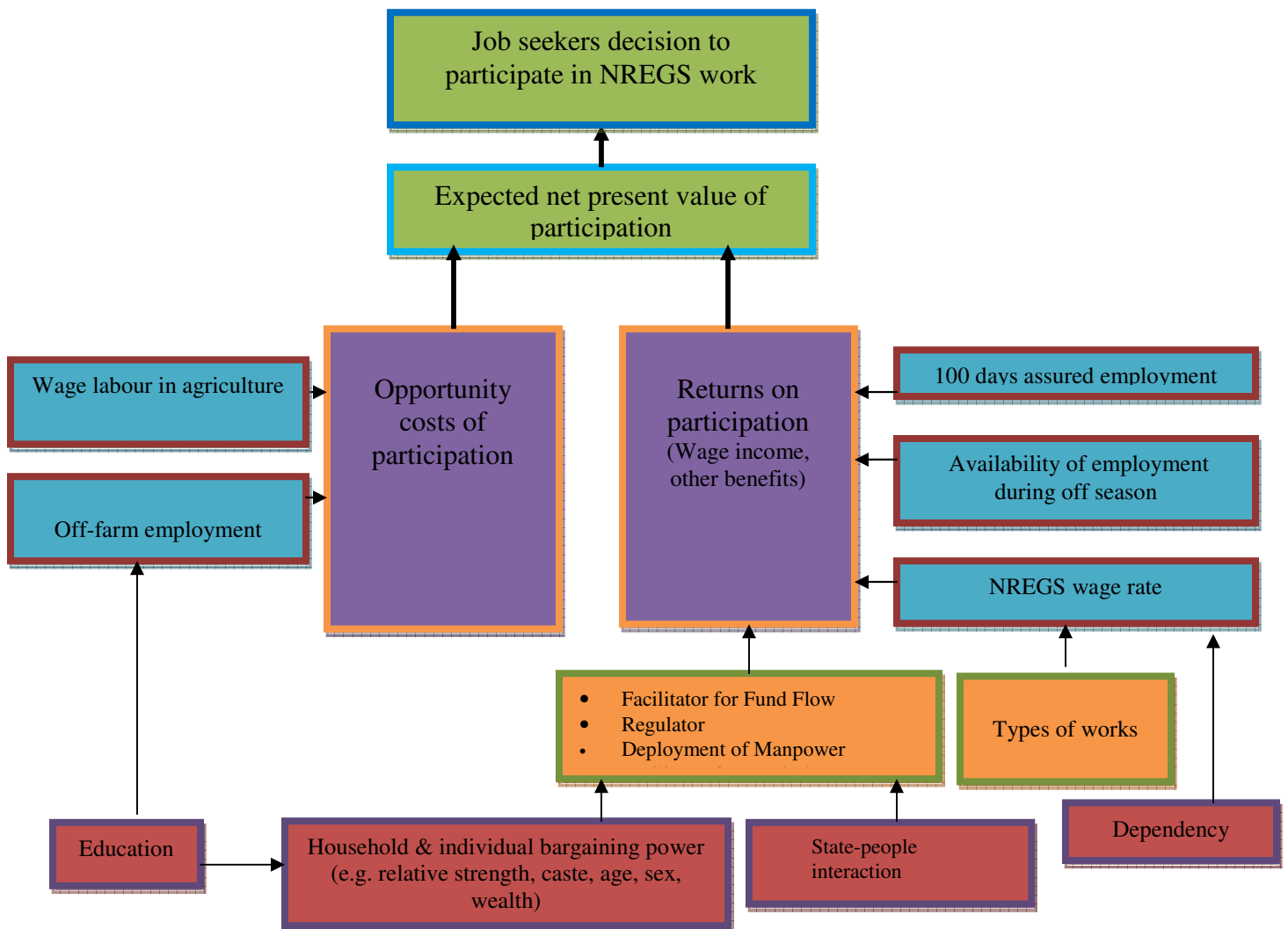
Source: Modified from Behera (2006)

The benefits from participating in NREGS do not only depend on the value of the work and the individual's ability to get the job card and works, but also on whether the household's interests would already be represented by others from the same socio-economic strata (factor (iii)). In a heterogeneous community, the preferences of people with respect to the NREGS activities will vary according to their basic socio-economic and cultural needs and strategic interests in the NREGS works. The different groups or individuals that can potentially have different preferences in the NREGS activities owing to their socio-economic background can be classified on the basis of caste, landholding, education, etc. For instance, lower caste groups of households are generally engaged in the collection of fish, firewood and other CPR products, while higher caste households may show more interest in longer-run benefits. Similarly, labour class poor people have more interests in wage labor employment under NREGS than richer people with larger landholdings.

5.2. Econometric model specification

5.2.1. Determinants of access to job cards

As mentioned above, in order to avail jobs under NREGS, the first step that the job seekers needs to take is to get the job card issued in their names. In a typical rural set up like India several factors may come into play in accessing the job cards, keeping in mind the increasing demand for jobs, the socio-economic and politically fragmented rural society etc. In the process, not all the job seekers are able to get their job cards. In this context, we ask question as to who gets the job card. And what are the determining factors that explain the access to job cards.

We assume that several socio-economic and political factors may either hinder or help job seekers to access job cards. A logit analysis has been carried out to know the

determinants of access to job cards by the job seekers. A dummy dependent variable assuming value 1 if a job seeker is having a job card and otherwise zero has been generated. Explanatory variables were selected based on the assumption that the social and economic status, levels of awareness about NREGA and education of the job seekers and among several other attributes might influence whether a potential job seeker is having a job card or not.

The estimated logit model has been specified below (see Gujarati and Sangeetha, 2007; Green, 1993).

$$L_i = \ln(P_i/1 - P_i) = \beta_1 + \beta_2 Sex + \beta_3 age + \beta_4 edu + \beta_5 awareness + \beta_6 opportunity + \beta_7 land + \beta_8 sc + \beta_9 st + \beta_{10} obc + \beta_{11} size + \beta_{12} TV + \beta_{13} female/male + \beta_{14} strength + u_i$$

(1)

The rationale for including above explanatory variables and the expected signs are provided in the table below.

5.2.2. Determinants of demand for NREGA jobs

After obtaining the job card, job seekers are required to apply for jobs in their respective Panchayat offices. Again, we find that not all job card holders are applying for jobs. Several factors may influence the decision of the job card holders on whether to apply for jobs or not. The factors may include wage differentials, nature of NREGS works, information gap, etc. Here also we have used logistic regression model in order to identify the determinants of demand for jobs. The dependent variable is a dummy that takes value 1 if the job card holder has applied for NREGS job and 0 otherwise. The logistic model is of the following form:

$$L_i = \ln(P_i/1-P_i) = \beta_1 + \beta_2 Sex + \beta_3 age + \beta_4 edu + \beta_5 awareness + \beta_6 opportunity + \beta_7 land$$
$$+ \beta_8 sc + \beta_9 st + \beta_{10} obc + \beta_{11} size + \beta_{12} TV + \beta_{13} female/male + \beta_{14} strength + u_i$$

(2)

5.2.3. Determinants of household awareness of key provisions of NREGA

The success of any development programme depends on the levels of awareness of the beneficiaries, for whom the program is intended, about the key provisions of the program. NREGA is one such development program that requires a higher level of awareness amongst the job seekers because it follows a demand driven approach. In fact, our data from both job card holders and non-job card holders indicate that because of lack awareness amongst the potential job seekers, either they could not get the job cards or even if they got their job cards they did not apply for jobs. In this context, it would be interesting to know which sections of the population are aware about the programme. Whether poor and daily wage labourers for whom the programme is being implemented are actually aware of the key provisions in the NREGS. It may be assumed that job seekers get to know about the NREGS through a variety of sources of information. In addition, certain individual socio-economic characteristics such as education, age, gender etc, also influence the information seeking behavior of the job card holders. We have generated a dummy dependent variable which assumes 1 if the job seeker is aware of at least one or more of the key provisions of the NREGS programme and zero otherwise. And the logistic model is of the following form.

$$L_i = \ln(P_i/1-P_i) = \beta_1 + \beta_2 Sex + \beta_3 age + \beta_4 edu + \beta_5 opportunit\ y + \beta_6 land$$
$$+ \beta_7 sc + \beta_8 st + \beta_9 obc + \beta_{10} size + \beta_{11} TV + \beta_{12} female/male + \beta_{13} strength + u_i$$

(3)

5.3. Variable description and hypotheses

5.3.1. Bargaining power

The literature on the determinants of household participation in local level institutions suggests that people participate in programmes with the expectation that they can influence decisions in their favour and that households are not equally endowed with the ability to influence decisions (Weinberger and Juetting, 2001). The relative bargaining power among the participant households largely depends on their socio-economic characteristics, institutional and community characteristics (Engel et al., 2005). Education is generally considered as a very important determinant of participation because it enables awareness and willingness to search information (Verba and Nie, 1972, as quoted in Weinberger and Jütting, 2001). We hypothesize that more educated members in the community have greater bargaining power and thus are more likely to influence decisions, as they are expected to have better information regarding the NREGS programme and be better equipped to speak up in public as compared to their illiterate counterparts.

Household's caste plays an important role in socio-economic and political life of rural India in general and Orissa in particular. We hypothesize that higher caste members in the community dominate rural life and therefore, have more influence in getting job cards and jobs compared to lower caste groups.

Wealth of a household determines its social status and political power in the community. One hypothesis is that members belonging to higher class wealth status in the community have more bargaining power compared to landless and labour class members. Normally the status of wealth of a household can be proxied by the assets that it owns. We have used per capita land holding size and ownership of a television as a proxy for

wealth/income in the model. There are three advantages of using ownership of television as a proxy. First, it captures the households that receive remittance from household members working in cities and that do not own any land and livestock, which are normally considered as indicators of wealth in the rural setting. Second, ownership of other assets such as land and livestock is often underreported by households, whereas a television is easily noticed. Third, television in a rural setting indicates that a household is relatively wealthier as it presupposes the availability of many other household assets like electricity connection, availability of fan, availability of furniture's, etc.

Nevertheless, we also include land ownership as another proxy for household wealth.[2] The NREGS program was initiated with a particular emphasis on providing employment to the poor or landless and small and marginal farmers. We hypothesize, however, that traditional power structures dominate community decision making, and thus that large farmers in the community are more likely to influence decisions as compared to landless, small and marginal farmers.

The Indian rural society is typically characterized by a high degree of respect towards elders. Hence we hypothesize that older household heads are more likely to get job cards and works than younger household heads. The issue of gender in participatory development has long been debated. We hypothesize that households with female heads have less bargaining power than male-headed households. We also include the female-male ratio of the household to shed further light on gender dynamics.

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[2] The literature also suggests other proxies for household wealth, such as the types of roof on the house (Engel et al., 2005; Gyasi, 2004). However, in this case, this proxy cannot be applied because many poor people have received government grants to build houses with cement and concrete roofs.

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Table 5.1: Description of Variables included in the Logit Model with their Expected Signs

Variable	Explanation	Expected signs
Job card	Dummy variable, = 1 If the household is having a job card; 0 otherwise	Dependent variable
Demand for job	Dummy variable, = 1 if the job card holder has applied for jobs; 0 otherwise	Dependent variable
Amount of Jobs	Total number of day's work the job card holder has in the present year	Dependent variable
Awareness of the job seekers about NREGA	Dummy variable, = 1 if a job seeker is aware of at least one key provision of NREGA	Dependent variable
Years of education of household head	Years of education of household head (Years)	+
Age of household head	Log of household head's age (years)	+
Sex of household head	Dummy variable, = 1 if household head is male, = 0 otherwise	+
Household caste: SC	Dummy variable, = 1 if household belongs to Schedule Caste (SC), 0 = otherwise	_
Household caste: ST	Dummy variable, = 1 if household belongs to Schedule Tribe (ST), 0 = otherwise	_
Household caste: OBC	Dummy variable, = 1 if household belongs to Schedule Tribe (ST), 0 = otherwise	+
Ownership of television	Dummy variable, =1 if household owns a TV, 0 otherwise	+
Household Size	Total number of family members	+
Per capita land	Household per capita land holding size	+
Off-farm livelihood opportunities	Dummy variable, = 1 if at least one and more members of household engaged in off-farm activities	+/-
Female-male ratio of the household	Number of female household members divided by male ones	+
Relative strength of households	Total number of households in a household's caste group as proportion of total households in the community	+

Relative strength of the participant job seeker's social group in the community is another important factor that is expected to influence a household's bargaining power. To measure the relative strength of households in the community we divided all households into

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four caste groups: Schedule Tribe (ST), Schedule Caste (SC), Backward Caste (BC), and Upper Caste (UC). A variable was created measuring the proportion of the household's caste group in all households in the community. We hypothesize a positive relationship between the relative strength of the household and its likelihood of getting job cards and works.

5.3.2. Expected benefits from NREGS

When people are highly dependent on NREGS for their livelihoods and perceive that the non participation in the program is going to affect their lives miserably, job seekers may place more value on the information gathering about NREGS. We hypothesize that the value of job seeker's participation in the program increases with the quality and the nature of NREGS works that will be carried out and with the degree of household dependency on that particular work. We expect that lower caste households and those with lower levels of education and smaller landholdings as well as female-headed households and those with high female-male ratios are more dependent on NREGS works for their livelihood than are higher caste, more educated, land-rich, and male-headed households. Dependency on NREGS may also be higher in communities located far from markets and without access to a motorable road. Finally, the returns from participation may also be dependent on the role of Panchayats and the block officials.

5.3.3. Costs of attending NREGS works

As stated earlier, the main cost of attending meetings is the opportunity cost. The opportunity costs of attendance of NREGS works are likely to be higher if there are availabilities of better opportunities to work in off-farm activities in the region and for communities located closer to markets and with road access. The potential of a person to work off-farm and thereby its opportunity cost is likely to depend on her level of education,

gender and age. We therefore hypothesize that households with greater land holdings, higher levels of education, those located closer to markets and roads, male-headed households, and those of lower caste are less likely to prefer NREGS works.

5.4. Empirical results and discussion

5.4.1. Determinants of access to job card

Table 2 presents the results on the determinants of access to job card (equation (1)). The results are quite robust and generally consistent with theoretical expectations. The levels of household awareness about the key provisions of NREGS is positively related to access to job cards and is highly significant, which indicates that the higher the levels of awareness of the job seekers, the higher the likelihood that the job seeker will have access to job card. As expected, age of the household head is positively and significantly (at the level of 1%) related to access to job card, which implies that senior household heads are more likely to get job card compared to their younger counterparts. The results also indicate that other backward castes job seekers are more likely to get job cards compared to other caste groups, although it is significant only at the level of 17%.

Household size is significantly and positively related to access to job card, meaning that higher the size of a household, the higher is the likelihood that the household will get a job card. This can be justified in the context of families having surplus labour that are seeking jobs during on and off seasons owing to more number of adult members.

Variable	Coef.	Robust Std. Err.	t value	P value
Awareness	1.545	0.317	4.87	0.000
Sex of the household head	-0.155	0.677	-0.23	0.819
Age of the household head	0.047	0.015	3.21	0.001
Caste: SC	0.372	0.544	0.68	0.495
Caste: ST	0.014	0.471	0.03	0.976
Caste: OBC	0.766	0.560	1.37	0.171
Household size	0.234	0.096	2.44	0.015
Per capita landholding size	-0.341	0.526	-0.65	0.517
Ownership of television	-0.779	0.477	-1.63	0.102
Years of education	-0.015	0.039	-0.39	0.697
Off-farm opportunities	-0.699	0.401	-1.74	0.082
Female-male ratio	0.325	0.167	1.95	0.051
Relative strength of the household	-0.630	0.840	-0.75	0.454
_cons	-2.970	1.301	-2.28	0.022
Number of obs		252		
Wald chi2(13)		55.73		
Prob > chi2		0.000		
Log pseudo-likelihood		-136.124		
Pseudo R2		0.1796		

Table 5.2: Results of Logit Estimates of the Determinants of Access to Job Cards

One of the interesting results is the ownership of television which has turned out to be negatively related to access to jobs, although significant at the level of 10%. As indicated above, we have used ownership of television in the model as a proxy for wealth. But, it can also play a role in spreading awareness about the NREGS amongst job seekers. However, the results suggest that television as a proxy for wealth dominates. This implies

that poorer sections of society are more likely to get job cards than their rich counterparts, which is in expected line keeping the objectives of the NREGS program.

As expected, families having off-farm employment opportunities may not show interest in availing employment under NREGS schemes because of opportunity costs involved in doing so. Off-farm opportunities are negatively related to access to job cards and significant at the level of 10%, which means households that are having no off-farm employment opportunities are more likely to go for NREGS works.

Another interesting result is that of gender participation in NREGS programme. The econometric results indicate that *ceteris paribus* women are more likely to show interest in NREGS works. This is consistent with our expectation that women are more dependent on the employments that are being generated through NREGS program and thus have higher benefits from NREGS works at the local level. Moreover, women in rural areas tend to have less off-farm opportunities. The signs of both the variables for gender in the model are consistent. The female-male ratio is positively and significantly (at the level of 5%) related to access to job cards, whereas the sex of the household is negatively related to access to job cards but not significant.

5.4.2. Determinants of demand for NREGS jobs

Table 3 presents the results of parameter estimates of determinants of demand for NREGS jobs (equation (2)). The variable - households belonging to SC - has turned out to be positively and significantly (at the level of 5%) related to the demand for NREGS jobs. This indicates that SC job seekers are more likely to apply for NREGS jobs compared to other caste groups. There are no obvious explanations for this phenomenon. However, ST is also positively related to demand for NREGS jobs, although significant at the level of only 13%.

Overall, it can be said that SC and ST Job seekers are more likely to apply for NREGS works, which is quite encouraging from the point of view of its set objectives.

Table 5.3: Results of Logit Estimates of the Determinants of Demand for NREGS Jobs				
Demand for job	Coef.	Robust Std. Err.	t value	P value
Awareness	-0.176	0.408	-0.43	0.667
Sex of the household head	0.649	0.615	1.06	0.291
Age of the household head	0.007	0.017	0.42	0.677
Caste: SC	1.647	0.814	2.02	0.043
Caste: ST	1.069	0.718	1.49	0.137
Caste: OBC	0.713	0.769	0.93	0.354
Household size	0.167	0.115	1.45	0.147
Per capita land holding size	0.057	0.764	0.07	0.941
Ownership of television	1.336	0.666	2.01	0.045
Years of education	0.116	0.044	2.64	0.008
Off-farm opportunities	0.146	0.574	0.25	0.800
Female-male ratio	0.324	0.206	1.57	0.116
Relative strength of the household	-0.080	1.028	-0.08	0.938
_cons	-4.216	1.507	-2.8	0.005
Number of obs		159		
Wald chi2(13)		19.75		
Prob > chi2		0.1016		
Pseudo R2		0.1038		
Log pseudo-likelihood		-95.6752		

Contrary to our expectation, ownership of television has turned out to be positively and significantly related to demand for NREGS jobs. We suspect that in this model the variable ownership of television tend to play a role of spreading awareness about NREGS program. Frequent advertisements about the key provisions in the television can play a catalytic role for the job seekers and thereby motivate them to apply for NREGS jobs. Once

again, as we expected, female-male ratio has turned out to be positively and significantly related to demand for NREGS jobs, which suggest that female-member dominated households are more likely to apply for NREGS jobs.

5.4.3. Determinants of household awareness about NREGS

Table 4 presents the results of parameter estimates of the determinants of household awareness about the NREGS programme. Overall, the model is robust with chi2 significant at 1% level. As expected, age of the household head is positively related to the levels of household awareness and significant at the level of 5%, meaning that senior household heads are more likely to be aware of the key provisions of NREGS program. Household size is positively and significantly (at the level of 1%) associated with the levels of awareness, which means that larger the size of the households, the greater will be the likelihood that these household will be more aware about the NREGS program. The previous explanations of this variable apply here too.

Interestingly, per capita landholding size has turned out to be positively and significantly (at the level of 5%) associated with the levels of awareness. This suggests that the richer households are more likely to be aware of the NREGS program. This is true, particularly, because of the ownership of television and the kind of political and social influence of these households in the rural areas.

As expected, the variable, years of education, is positively associated with the levels of awareness and is significant at the level of 5%, which suggests that better educated job seekers are more likely to be aware of the key provisions of the NREGS program compared to less educated and illiterate job seekers. As explained above, education enhances the skills of the job seekers and also helps them to seek out information on various aspects of the

program. Hence, promotion of education amongst rural people will go long way in helping the NREGS program to be successful.

Table 5.4: Results of Logit Estimates of the Determinants of Household Awareness About NREGS				
Variable	Coef.	Robust Std. Err.	t value	P value
Sex of the household head	0.344	0.498	0.69	0.490
Age of the household head	0.025	0.013	1.97	0.049
Caste: SC	-0.128	0.526	-0.24	0.808
Caste: ST	-0.515	0.463	-1.11	0.266
Caste: OBC	-0.030	0.551	-0.05	0.957
Household size	0.234	0.095	2.45	0.014
Per capita land holding size	1.219	0.564	2.16	0.031
Ownership of television	0.257	0.487	0.53	0.597
Years of education	0.079	0.036	2.2	0.028
Off-farm opportunities	-0.249	0.378	-0.66	0.510
Female-male ratio	-0.260	0.179	-1.45	0.147
Relative strength of the household	2.235	0.808	2.76	0.006
_cons	-3.344	1.130	-2.96	0.003
Number of obs		252		
Wald chi2(12)		31.8		
Prob > chi2		0.0015		
Pseudo R2		0.1096		
Log pseudo-likelihood		-153.933		

Relative strength of the household in the Panchayat is positively and significantly (at the level of 5%) associated with the levels of household awareness about NREGS program. This means that households belonging to large caste groups in the Panchayats are more likely to be aware about the key provisions of NREGS program as compared to their counterparts. This is because of the fact that caste affiliation tends to help spread message about the programme from one household to the other easily.

5.5. Conclusions and policy implications

In this chapter, we have analyzed the factors that determine household participation in various aspects of NREGS program such as access to job cards, demand for NREGS jobs, and the levels of household awareness about NREGS program. As hypothesized, household participation in the process of the NREGS programme is affected by several household characteristics. In particular, our results indicate that, households with more awareness are more likely to avail of the Job card under NREGS programme. Older people are more likely to get job cards. The dominance of poorer segments of the community in the process of NREGS is the indication of the success of the programme. Our results indicate that being land-poor and from a lower caste increase the likelihood of a household being benefited from the NREGS programme. Moreover, we also found that wherever there is off farm opportunities, households are less likely to show interest in NREGS programme.

We found a significant negative effect of wealth on getting NREGS job cards, indicating that *ceteris paribus* poorer households are more likely to have access to job cards. There has been a concerted effort made by the government to promote female participation in the NREGS programme by providing various on-field facilities for women workers. Our results indicate that there has been some success in that female-headed household and households with more female members are more likely to get job cards and also show a positive direct effect on demand for NREGS jobs.

Chapter VI: Summary and Suggestive Policy Measures

6.1. Summary of the Findings

The overall objective of this study was to review and appraise the implementation of NREGA processes and procedures in Orissa and suggest remedial actions for successful execution of the programme. Using a stratified random sampling method, NREGS beneficiaries and non-beneficiaries households were selected in a four stage sampling procedures (e.g. district, block, GP and household levels). Two districts of North Orissa namely Mayurbhanj and Balasore were selected for the study. This study was carried out during the period from 1 February to 15 March 2009. Both quantitative and qualitative methods were used to gather information. Quantitative techniques include four sets of structured questionnaires that were administered to beneficiaries, non-beneficiaries, Sarpanchs, and field investigators. Qualitative methods such as focus group discussion among various groups of people in villages and government officials, transect walk to NREGS work sites etc. were used to gather information on various aspects of NREGS implementation. A total of 162 job card holder households and 96 non-job card holder households were interviewed in the study. Besides, all 16 sarpanchs of the selected GPs were also interviewed. A summary of the findings is presented below.

6.1. 1. Profile of the Job-card Holder Households

6.1.1.1. Socio-Economic Profiles

The sample selected for the study is decidedly mixed across caste groups with little higher representation of SC and ST job-card holders at the block level and is quite diverse at the panchayat level. This may not necessarily explain the actual caste composition at an individual panchayat, but surely captures the diverse social structure of all the selected

panchayats. Distribution of the registered members by sex across the castes is more or less even except for the OBC for which it is relatively skewed towards the males.

A large proportion of the sample job seekers are illiterate or have very little education. The people belonging SC and ST households are mostly illiterate. OBC families are in a relatively better position in this respect. Majority of the registered members of the responding households across caste, sex, education and age are engaged in cultivation either in their own farms or as wage labour. A few of them, particularly from general category or with education up to graduation, are engaged in private services.

6.1.1.2. Awareness

The awareness level is found to be somewhat mixed. It appears to be relatively better in Balasore as compared to that in Mayurbhanj. Interestingly, the job seekers of both the districts as well as sarpanchs have hardly any idea about the provision for unemployment allowance under the scheme. There are possibilities that the sarpanchs are aware of it, but they pretend to be ignorant of it lest they would be asked to compensate on demand from the job seekers. The field experience supports this argument. The respondents sources NREGS related information mostly from the sarpanchs, ward members, gram sathis, and panchayat officials. Sources like radio, TV and public display of notices are resorted to by those who are relatively younger in age or educated at least up to secondary level. A large section of the respondents across panchayats reports that NREGS meetings are not notified in advance. This is likely to restrict not only the job-seekers' participation in the scheme but also incorporation of their needs and views in works undertaken.

6.1.1.3. Registration and Job Card

The respondents had free and easy access to job cards, particularly in Mayurbhanj. However, there are also cases of job cards having been issued after three weeks or more. Lack of necessary manpower for carrying out procedural works *inter alia* is often cited as one of the major reasons for such delays. Further, while pasting photographs on job cards without any charge is mandatory as per the provisions of the scheme, there are reported cases of payments having been made by the job-seekers.

The respondents of general category or with education of higher secondary level or above are better placed in terms of registering for job cards easily and freely, whereas it takes comparatively more time for the socially backward and aged respondents. This implies that issuance of job cards largely depends on the pursuance by the applicants. However, the female job-seekers are issued job cards at a relatively faster pace as compared to their male counterparts. Further, the districts under study have largely fulfilled the mandate of providing NREGS works within a reasonable distance.

Although majority of the job card holders keep the cards in their own custody, it is also reported that cards are kept in the custody of the ward members or sarpanchs or gram sathis. No marked differences have been reported across caste groups, gender, age and levels of education in this regard.

6.1.1.4. Application for Employment

The average number of respondents who applied for employment is found to be very low. This is one of the areas of serious concern as the availability of employment under the scheme is not allocation based but demand based. Lack of demand for jobs may be a serious deterrent to the success of the scheme. Besides, while in Mayurbhanj, most of the applicants

for jobs get receipts, it is not so in Balasore. However, the females, the ST and the illiterate are in a better position in terms of issuance of application receipts.

The average time gap to get job is relatively higher for the females, SC, ST, illiterate or primary educated ones. The job-seekers of the middle age group also face a long time gap, which may be largely due to their inability for necessary persuasion. In many of the panchayats, the approved works are not always publicly displayed, particularly in Balasore. The sources of information for the respondents continue to be ward members or sarpanchs and other PRI officials.

6.1.1.5. Execution of Works

Proactive disclosure on every aspect of implementation is an underlying feature of NREGS. However, in many GPs, the approved works are not always publicly displayed. Further, there is less public display in Mayurbhanj district as compared to Balasore. While this signals lack of transparency in the implementation of the scheme, it is possible that the approved works are publicly notified but such notifications don't come into the knowledge of these respondents. In the absence of public display, majority of the respondents have come to know about the works from ward members or sarpanchs.

The situation is not very encouraging in respect of average number of mandays availed. However, the situation in Mayurbhanj (45 days) is far better as compared to that in Balasore (24 days). The average number of days of works varies significantly across panchayats as well as across caste and sex within a particular panchayat. On an average, females, SC households followed by ST households, younger jobseekers, and relatively better educated respondents have availed of more days of works as compared to their respective counterparts.

6.1.1.6. Wage Payment

Wages are paid mainly, particularly in Mayurbhanj, on piece rate basis. The average amount of wage earnings in Mayurbhanj is much higher than that in Balasore. Proportion of females paid with wages on piece rate basis and average amount of wage earned by them are higher as compared to their male counterparts. The same is true for the respondents under SC and ST category and the illiterate when compared with their OBC, general category and educated counterparts. Payments of wages are reported to be quite regular. Most of the respondents across the panchayats get their wages within a fortnight and large part of them is paid even within a week. A large majority of them are paid wages through their bank accounts.

The muster roll is not always read out while making payments and the situation seems to be worse in Mayurbhanj. Further, the respondents across panchayats acknowledge their payments through signatures and such incidence is quite high in Balasore. Quite of few of the respondents acknowledge through thumb impression as well. However, report by some of the respondents that they do not acknowledge wage payments in either of the two ways requires serious scrutiny. Interestingly, it is perceived by the respondents that the NREGS is highly successful in creating additional employment opportunities and reducing forced migration.

6.1.1.7. Grievance Redressal

Redressal of grievances is an integral part of the NREGS. Majority of the respondents of Balasore are not aware of the provision for grievance redressal, whereas the use to such system by the respondents is quite satisfactory in Mayurbhanj. Wherever the situation

appears to be better, it is perhaps due to the proactive efforts on the part of the implementing agencies towards creating adequate awareness.

6.1.1.8. Perception on Employment and Migration

NREGS is intended to create additional employment opportunities and thereby reduce forced migration. Although the present study does not attempt to measure the extent of impact on this front, it finds some visible impact by capturing the perceptions of the respondents. The respondent perceive, on the basis of the impact of the scheme on their livelihood, that there is acceleration in employment opportunities on account of the NREGS and migration has come down in the post-NREGS implementation. Females and respondents belonging to ST and SC have reported both additional employment and decline in migration. It may thus be said that the NREGS is successful in meeting its set objectives on this vital front.

6.1.2. Profile of Non-job cardholder households

The sample respondents with no job cards are largely illiterate or have primary education only. Most of these respondents of Balasore are in the age group of 30-50 years, whereas quite a large number of them in Mayurbhanj are below 30 years of age. Many of these respondents, especially in Balasore, have applied for job cards. The common reasons cited by those who did not apply are their procedural ignorance or lack of awareness about the scheme or their unwillingness to work under the NREGS. When seen across sex, female applicants are found to be more in proportion. However, the proportion is relatively less for respondents of general category possibly because of alternative work opportunities. Quite a good number of respondents with secondary education have applied for job cards.

Most of the respondents across the panchayats have expressed their willingness to work under the NREGS. Some of the respondents are not interested to work due to low wage

rate under the scheme or the difficulties in getting wages or corruption in wage distribution. Most of these respondents perceive that NREGS has resulted in more employment generation in their areas.

6.1.3. Perceptions of Sarpanchs

The sarpanchs have played a pivotal role in planning, designing and implementation of the NREGS. It is observed that most of the sarpanchs are well aware of the procedures and processes of the NREGS and they attend the training programmes on the scheme at the block level on a regular basis. The only concern, perhaps, is that many of the sarpanchs do not know the provision for unemployment allowance in the scheme. The types of works that are selected by the panchayats generally include water conservation, irrigation facilities, renovation of ponds, and construction of rural roads. This suggests that a lot of emphasis has been given to conserve natural resources and create tangible assets for the community as a whole in addition to generation of necessary employment opportunities. This is also expected to facilitate agriculture and other farm activities and hence sustainable development of the concerned panchayats in a considerable way.

The interaction with the people and sarpanchs indicate that selection of works is usually made on the basis of the community requirements and in consultation with all the people in the villages. This signals large-scale and effective participation of the local mass in the decision making process of NREGS which is essential in successful implementation of the scheme.

6.2. Lessons Learnt and Good Practices

- **Livelihood Security:** The NREGS is highly successful in providing livelihood opportunities to the older tribal people, though against hard labour. The significance

of this can be seen from the stand point of their poor economic conditions and livelihood insecurity that compel them to look for even hard manual works under the NREGS. The scheme is also successful in providing employment opportunities to the uneducated workforce as the works under the scheme require unskilled and manual labour.

- **Women Empowerment:** Registration of a reasonably high number females (more or less same female: male ratio) for job cards indicates that the NREGS has created ample awareness on state-sponsored employment opportunities amongst the female job-seekers and has motivated them to tap the same. The scheme could also largely reduce the social stigma of confining them to household chores which are unpaid services. Their involvement in NREGS works is expected to improve their socio-economic status in the family as well as in the society leading eventually to their empowerment. Further, the females are paid higher average wage as compared to their male counterparts. Thus, the NREGS seems to have favoured the females along with those belonging to SC and ST communities.

- **Social Harmony:** The NREGS has largely facilitated livelihood opportunities for the illiterate and socially backward people. With employment in agriculture being over saturated and non-farm employment being largely skill and knowledge based, the NREGS could create the space for employment for the illiterate and unskilled workforce that mainly constitute the socially backward class. This is so because, as per the provisions, the works undertaken under the scheme require mostly manual and unskilled labour. Thus, the NREGS may be expected to bring in social harmony and make the development process inclusive.

- **Proximity of Workplace:** The observation that the works are undertaken mostly in places with proximity from home and hence the workers don't need to move far away for livelihood opportunities is another positive aspect of the NREGS. Such proximity of workplace from home appears to be very convenient for the job-seekers and is expected to encourage them, especially the women and the aged, to work under the scheme, as they have generally very limited mobility away from their homes.

- **Regular and Institutionalized Wage Payment:** Payments of wages are reported to be quite regular and largely institutionalized in the survey areas. The workers generally receive their wages within a fortnight and large part of them is paid even within a week mostly through their bank accounts. Such regular and institutionalized wage payments not only encourage the job-seekers to work under the scheme, it also reduces the scope of malpractices on the part of the implementing agents.

- **Employment and Migration:** One notable outcome of NREGS is creation of additional employment opportunities and arrest of migration. As the respondents perceive, there is a considerable increase in employment opportunities and substantial reduction in forced migration on account of the NREGS. Such perceptions are reported by the respondents across sex, caste, education and age groups. The response is more or less same across GPs. This signifies that the NREGS is being seen largely as a panacea to unemployment and forced migration. Due to its limited scope, although the present study does not attempt to measure the extent of impact on this front, the feedbacks collected from the field support this evidence. A thorough study on the impact of NREGS may unfold the definite links.

- **Role of Sarpanchs:** It is evident that the sarpanchs have played a pivotal role in successful planning, designing and implementation of NREGS. The observation that most of the sarpanchs are well aware of the procedures and processes of the NREGS and that they attend the training programmes on NREGS on regular basis is quite encouraging. This helps them immensely disseminate the details of the scheme to the job-seekers. One serious lapse is that many of the sarpanchs do not know the provision for unemployment allowance in the scheme. However, the field experience of the study team tends to draw some interesting implications of this. What is the likely case that the sarpanchs are perhaps aware of the unemployment allowance but they may be unwilling to disclose the same to avoid the financial pressure from the job-seekers.

- **Leadership:** Leadership seems to have emerged as one of the critical factors responsible for the success of the programme. The interviews with the sarpanchs, focus group discussions and meetings with NREGS officials corroborate to this. There are evidences that some GPs have fared well in aspects like fund utilization, selection and completion of works, awareness creation, wage payment mechanisms, issuance of job cards and so on, where the sarpanchs have taken a proactive lead. This is also said to be the case even at block and district levels as well.

- **Asset Creation and Sustainability:** The works selected under the NREGS generally include water conservation, irrigation facilities, renovation of ponds, and construction of rural roads. Such works not only facilitate conservation of natural resources, but also help in creating tangible assets for the community as a whole in addition to generation of necessary employment opportunities. Such efforts towards water

conservation are also expected to facilitate agriculture and other farm activities and hence sustainable development of the concerned panchayats in a considerable way.

- **Community Participation:** The NREGS largely follows participative approach. The interaction with the people and sarpanchs indicate that selection of works is usually made on the basis of the community requirements and in consultation with the people in the villages. This signals effective participation of the people in the decision making process of NREGS. Such an approach not only incorporates local level needs in the work plans, it also helps in optimum utilization of available resources. This is essential for successful implementation of any scheme.

6.3. Constraints to the Scheme

- **Awareness:** The success of the NREGS is largely limited by the lack of necessary awareness of the people about its various provisions like minimum number of days of employment, minimum wage rate, unemployment allowance, etc. that a household should get. Many of the job card holders are not even aware of the fact that they need to apply for jobs and there is stipulated time frame of 15 days to get jobs.

- **Transparency:** Although there are provisions and guidelines, the scheme suffers from the problem of requisite transparency during the course of implementation. The works are not always notified nor are the muster rolls read out on a regular basis. Further, even when the works are notified, the notification is not always made in vernacular language. The practice of open sharing of information on decisions and execution is hardly followed. This not only creates confusion in the minds of the people, but also leaves enough scope of malpractices and leakages of resources.

- **Transaction Costs:** There are number of functional agents involved starting from planning to execution of the works. Such extended agency structure limits effective coordination across different activities. It also results in huge transactions costs. Further, technology linked implementation of the scheme like wage payment through bank accounts and post office is desirable, but it is not yet clear whether this is sustainable as it involves high transaction costs.

- **Time Gap:** There is a long time gap between planning for the works and their execution as the works are to be approved at different levels and accordingly the funds are to be sanctioned. It normally takes a year's time from planning to execution of a work. During this course of time, people's interest on the work and perception on novelty of the scheme may change restricting its success in a considerable way. Due to such wide time gap between planning and execution, the scheme also fails to accommodate many job card holders seeking job and thereby resulting in long time gap between applying for job and getting the same. This, on many occasions, forces the job seekers either to look for some other opportunities in the locality even at a lower wage rate or migrate outside.

- **Risks:** There are two types of risks associated with working under NREGS. First, in most of the cases, the wages are paid on piece rate basis and depending on his/her performance, a worker may get even less than the minimum prevailing market wage rate. This, in fact, discourages many job seekers (especially, the risk averters) to concentrate on works other than that under the NREGS to ensure a minimum wage earning. Second, as per the provisions under the scheme, a household should get minimum 100 days of employment. But, most of the GPs fail to provide 100 days

employment to a job-seeking household. Such limited and irregular supply of works creates uncertainty in the minds of the job-seekers and thereby enhances opportunity costs of working under the NREGS, especially when there is scope for regular works though at lower wage rate. This undoubtedly restricts the job-seekers from working under NREGS. Regular employment opportunities also motivate many of them to migrate to other states like Gujarat and Maharashtra.

- **Inadequate Manpower:** Successful implementation of NREGS requires sufficient and efficient manpower and the scheme considerably suffers in this regard. While the works are planned at the village level, the responsibility of their implementation is assigned with the blocks and the GPs. The latter being already assigned with a number of other developmental projects and schemes, engaging necessary manpower is practically becoming a difficult proposition. The same is true for the DRDA, which acts as the nodal agency for NREGS at the district level. Further, some of the activities under NREGS require functional competencies that many of the incumbent agents do not possess. Such lack of sufficient and competent manpower at different levels may limit effective implementation of the scheme.

- **Seasonality:** Implementation of the scheme, particularly in the coastal areas, is highly sensitive to the seasons. In the coastal zone, where Balasore district is located, works can be carried out for 5-6 months because of two reasons. First, as the area is highly rain prone and the soil is muddy, it is very difficult to carry out the works like digging ponds or constructing roads during rainy season that continues from the beginning of June to the first half of October. As a result, a considerable time is lost and the progress of the scheme is slowed down. Second, most of the job seekers are engaged

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in gainful farm employment during this period. This employment continues till end of December. So the people in rural areas do not show high inclination towards NREGS during this period even if they are offered with employment opportunities. Such reluctance of the job-seekers under the NREGS during June-December makes it difficult to achieve the target of 100 days employment.

• **Custody of the Job Card:** It is observed that the in certain cases, the job cards are kept under the custody of the panchayat level functionaries like the ward members, sarpanchs or gram sathis and not with the card holders themselves. This is quite contrary to the guidelines of the scheme that the card holders themselves will be the custodians of the cards. The common reasons as cited by the panchayat functionaries like regular maintenance of muster roll, entry of the work in the job card and so on are quite naïve. This, in fact, indicates lack of necessary transparency during the course of implementation of the scheme.

• **Inconsistency:** On many occasions, inconsistencies are observed, especially, in respect of number of days of employment entered in the job cards in comparison with that stated by the job seekers. There are reported inconsistencies between the muster roll entries and the entries in the job cards. In course of the survey, it is also found in some cases that workers were working in the worksites without any job cards and more importantly some such workers were suspected to be minors. However, such incidence may be negligible when compared with the number of genuine card holders.

• **Irregularities:** Some of the respondents perceive that there are irregularities in respect of issue of job cards and provision of employment. In many cases, socio-

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political identity of the job seekers and their personal rapport with sarpanchs or ward members become the deciding factors to have job cards or get employment on a regular basis. Further, while majority of the households are solely dependent upon this source of income for their livelihood, payment of wages on fortnight basis creates serious problems in maintaining their daily living. This de-motivates many of the potential job-seekers to work under the NREGS. Instead, they look for alternative regular livelihood opportunities even at a lower wage.

6.4. Suggestive Measures

- **Greater Sensitization:** There should be continuous efforts towards creating adequate awareness on different provisions of NREGS amongst the people. Such attempts should be initiated by the executives and people's representatives at the GP level. There is a need for sufficient canvassing on the scheme at the village level in vernacular language. Creating awareness is necessary not only to motivate the people to work under the scheme but also to encourage them to participate in its planning and implementation.

- **Transparency and Accountability:** Efficient utilization of resources under the scheme requires bringing in transparency and accountability. Provision for social audit at the panchayat level on a regular basis can play a significant role in this regard. The team for social audit should comprise of representatives of various stakeholders. The responsibility of verifying the muster roll can be assigned to independent outside agencies, preferably to reputed NGOs. If necessary, the personnel of these agencies can even be trained by the professional experts. Further, display of progress of the scheme by the implementing agencies should be made

mandatory. There should also be efficient feedback mechanism to incorporate people's views and suggestions. Such attempts are likely to make the scheme largely derived from the bottom rather than imposed from the top.

- **Democratic Governance:** The authority relations should be set aside and there should be reciprocity of opportunity for expression of views and suggestions by the common mass. In other words, the leadership style should be democratic in nature. This will facilitate greater community participation, information sharing, expression of opinion by the rural mass, and development of social networks. These mechanisms can empower communities, strengthen democratic process and make the scheme inclusive and thereby can help in maximizing the returns from it.

- **Independent Implementing Agency:** The scheme should have a separate (at least partially) implementing agency. As per the provisions under the NREGA, there should be district level cell for NREGS. This cell can function as an adjunct body of DRDA with the project director of DRDA leading the same. Additional staff should be appointed to work in the cell exclusively for the NREGS. This is likely to ensure better coordination of the activities under the scheme and the same structure can be followed at the block level with the BDO heading the cell in the block. The structure can even be extended to the panchayats. What is crucial is proper manpower planning under the scheme. Assigning the responsibility to the existing employees at any level may reduce the efficacy of not only the NREGS but also that of other developmental initiatives.

- **Redesigning Wage Structure:** Increase in the wage rate is very important to garner success from the scheme, especially, in attracting a large section of rural people

towards it. Observation of the field team and discussion with NREGS officials and villagers suggest that in Mayurbhanj district, the soil is rocky and, therefore, requires hard labour to be put in by the workers, particularly in earth cutting activities. This, on many occasions, seems to discourage the job-seekers to work under the NREGS and forces them to be engaged in some less laborious activities even at a lower wage rate. Another important issue, in this connection, is flexibility in wage structure and rate. The wage structure may comprise of both daily wage and piece rate to ensure a minimum wage (on daily basis) with the resting depending on performance (piece rate). On the one hand, such a wage structure can reduce the risks of underpayment under the NREGS. On the other hand, it can induce many to put greater efforts and earn more. In addition, the wage should vary depending on the nature of the work, age of the job-seekers and the geo-climatic conditions of the work area. A comprehensive set of criteria should be developed in this regard.

- **Seasonality-based Work Plan:** The yearly plan for works under the scheme should be designed keeping the seasonal aspects under consideration. In the coastal and rain prone areas like Balasore, multiple road construction and earth cutting related works should be undertaken simultaneously in the dry season and the works like plantation, dairy and other extension activities can be undertaken during rest of the year. This will not only reduce the opportunity costs of working under the NREGS, it will also help generating more gainful employment opportunities under the scheme.

- **More Concerted Actions:** Our empirical results strongly suggest that SC and ST households, female- member dominated households, and households with educated heads are more likely to demand for NREGS jobs. Although one can say that the

benefits of NREGS program seem to be reaching to the targeted population, yet few measures such as promotion of awareness, improvement in education amongst the rural poor will go a long way in making the programme successful. Although poorer sections and female members are more likely to get jobs, the important issue that seems to have emerged during the field work is that employment is not being provided during lean period, especially after the harvest of agricultural crops, when most people remain idle. Hence, efforts should be made to ensure provision of employment to job seekers during off season.

- **Manpower Mobilization:** There are procedural delays in crediting the amount to the accounts of the workers ranging from a week to a month. Severe manpower shortage was reported at the block level leading to such delays. The NREGS promotes quick and efficient delivery mechanism. IT enabled management is a step in that direction. This would be more effective only when adequate and efficient manpower is provided to the district, block and PRI agencies.

- **Rekindling Management Practices:** The success of the NREGS largely depends upon how it is being managed. Much of the failure of any scheme in the past has been attributed to a lack of dedicated and efficient team who could manage the same. The field experience and the feedback from the concerned officials make it amply clear that a gigantic programme of this kind has been given to a team of people who lack knowledge, skill and attitude to spearhead the same. A team of management professionals who are possibly trained on rural management may be deployed in the scheme who can establish a synergy between the management theory and practice. This would help us develop a better delivery mechanism.

- **Proactive Leadership:** It is evident that the NREGS has fared well in panchayats or blocks where the functionaries have been proactive. It is the leadership that the sarpanchs and BDOs have displayed that has paved the way for the outcome. It is perhaps thus necessary to imbibe and promote good leadership styles and qualities among all the functionaries, especially sarpanchs, that being the nodal agents at the GP level. Regular training and sensitization programmes on leadership may be useful in creating good qualities in them.

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<u>Appendix B :</u> Questionnaires

<u>I. Job Card holder Questionnaire</u>

Appraisal of Procedures and Processes of NREGA in Orissa

Questionnaire for Job Card Holder

Introduction:

Locate Job Card holder who is selected for interview and say ……

> I am part of a research team from Indian Institute of Technology, Kharagpur. We are conducting a research, which seeks to find out how job card holders are benefited from the NREG Program, and the difficulties they have experienced in the process of implementation of the Program. We respectfully ask you to share your knowledge and experience with us. We assure you that any information we gather about you will remain anonymous under all circumstances and will not be shared with any other person or group for any other purpose. We appreciate your cooperation.

Instructions:

- Interview a job card holder.
- Do not read out the answering options unless otherwise indicated. Always read out tables.
- Unless otherwise indicated, only one answer to each question is possible.

Household code: ☐☐☐

Block …………………….   District: ………….…………………..

Name of Village...…….…………   Name of the Panchayat……………….

Village Code: ☐☐

Enumerator code: ☐   Date of interview: ☐
                             Time interview begins: ☐
                             Time interview ends: ☐

Name of the Enumerator_____

Department of Humanities and Social Sciences

Indian Institute of Technology-Kharagpur
Kharagpur-721302

Demographic Profile

1. Name of the respondent: ………………………………./Job Card No_____

2. Sex of the respondent: (1) Male   (2) Female

3. Age of the respondent (years) …………………………………………

4. What level of education have you attained?
(0) No Formal education   (3) SSS/secondary   (6) University
(1) Primary   (4) HS/Higher Secondary
(2) JSS/Middle   (5) Bachelor
5. Caste/Ethnic group of the household.
    (1) Scheduled Caste (SC)
    (2) Scheduled Tribe (ST)
    (3) Other Backward Class (OBC)
    (4) General Caste   (GC)

5. Religion of the household.
    (1) Hindu   (2) Muslim
    (3) Christians   (4) Buddhists
    (5) Other specify_____

A. Awareness

A1. How did you come to know about the NREGA at the beginning? (Multiple answers possible)
    (1) Through neighbours
    (2) Through relatives
    (3) Through ward member
    (4) Through Sarpanch
    (5) Through Radio and/or TV/Public Address System
    (6) Notification in Panchayat Office
    (7) Other (specify)_____

A2. Are you aware of the key provisions and procedures of the NREGA? (Multiple answers possible) (Read out the options below)
    (1) Number of days of employment per household per year_____(days)
    (2) Unemployment allowance per day per worker_____ (In Rs.)
    (3) Minimum wages per day per worker_____(In Rs)
    (4) Procedures of payment
    (5) Distance between house and workplace
    (6) Any compensation to move to the workplace
    (7) Others(specify)_____
A3. Are the meetings notified in advance in the village? _____
        Yes (1)   No (0)

A4. Meetings are adequately publicized. (Only one answer possible)
    (1) Always
    (2) Frequently
    (3) Sometimes
    (4) Rarely
    (5) Never

A5. Is the Rozgar Diwas (Employment Guarantee Day) organized in the GP?

    Yes (1)   No (0)   (Skip to Section B)

A6. If yes, how frequently is it organized? (Only one answer possible)
    (1) Weekly
    (2) Fortnightly
    (3) Monthly
    (4) Other (specify)_____

A7. What is discussed in the Rojgar Diwas? (Multiple answers possible)
    (1) Selection of work
    (2) Selection of workplace
    (3) Wage rate
    (4) Payment procedure
    (5) Addressing grievances
    (6) Others (Specify)_____
A8. Do you actively participate in the discussion?
        (1) Always

        (2) Frequently

        (3) Sometimes

        (4) Rarely

        (5) Never

B. Registration and Job Card

    B1. Were you able to register for the job card freely and easily?
        Yes (1)   No (0)

    B2. What is the time gap between registration and issue of Job Card? (Only one answer
    possible)
        (1) Within a week
        (2) Within two weeks
        (3) Within three weeks
        (4) Within a month
        (5) More than a month_____(number of months)

B3. Did you pay any price for obtaining the Job Card?
Yes (1)   No (0) (skip to B6)

B4. If yes, whom did you pay? (Multiple answers possible)
      (1) Ward member
      (2) Sarpanch
      (3) Village leader
      (4) Government officer
      (5) Other (specify)_____

B5. How much did you pay?_____(Rs.)

B6. Does your job card have photograph?   Yes (1)   No (0)   (Skip to B8)

B7. Did you have to pay for photograph?   Yes (1)   No (0)

B8. Who has custody of the Job Card? (Only one answer possible)
      (1) Myself
      (2) Head of the family
      (3) Ward member
      (4) Sarpanch
      (5) Upa Sarpanch
      (6) Other (Specify)

C. Application for Employment

C1. Did you submit applications for employment?
      Yes (1)   No (0)   (Skip to Section-D)

C2. Did the Gram Panchayat issue the date of the receipt of the application?
      Yes (1)   No (0)

C3. In how many days did Gram Panchayat allot work after the application was received?
            _____(days)

D. Execution of Works
D1. Is there a list of approved works for this year in the Gram Panchayat?
      Yes (1)   No (0) (Skip to D3)

D2. If 'Yes' is it on public display in the Gram Panchayat?
  (1) Always

  (2) Frequently

  (3) Sometimes

  (4) Rarely

  (5) Never

D3. How do you come to know about the works?   (Only one answer possible)
  (1) Directly from the public display in Gram Panchayat

  (2) From the officials of the Gram Panchayat

  (3) From the elected representatives of the Gram Panchayat

  (4) From other villagers

D4. How many of days of work you have got so far since the issuance of job card or last one year, whichever is early?_____Days

D5. If you have not been given adequate employment (minimum 100 days of employment in a year), what according to you are the possible reasons?

E. Wage Payment
E1. What is the criterion for wage payment on NREGA works in your village? (Only one answer possible)
  (1) Piece Rate/Task Based
  (2) Time Based/daily wages
  (3) Both
  (4) Other (specify)_____

E2. What is the average amount of wage paid to you? (In Rs.)_____

E3. Are you aware of the notified minimum wages for agricultural labourers?
     Yes (1)   No (0)

E4. Do you get task rate different from your male counterparts?
        Yes (1)   No (0)
E5. Do you get task rate different from your female counterparts?
        Yes (1)   No (0)

E6. If there are evidences that you have been paid less/more than others, what, according to you, are the possible reasons? _____

E7. In what interval do you get wages?
- (1) Daily
- (2) Weekly
- (3) Fortnightly
- (4) Monthly
- (5) Irregularly

E8. What is the mode of your wage payment under NREGA?
(a) Cash   (b) Post Office Account   (c) Bank Account   (d) Other (Specify)

E9. Is the Muster Roll read out when wages are paid?
Yes (1)   No (0) (Skip to E11)

E10. Who reads out the Muster Roll when wages are paid?
- (1) Official of Gram Panchayat
- (2) Elected representative
- (3) Contractor
- (4) One of the villagers
- (5) Other (Specify)_____

E11. Do you have access to verify the Muster Roll?
Yes (1)   No (0)

E12. How do you acknowledge the receipt of wage?
- (1) Signature
- (2) Thumb impression
- (3) None of the above

F. Grievance Redressal
F1. Are complaint registers available at GP office?
Yes (1)   No (0)
F2. Are the Complaints disposed within a reasonable time limit?
Yes (1)   No (0)
F3. Is there a help line available for grievance redressal?
Yes (1)   No (0)
G1. What type of ration card do you possess?
(1) White   (2) Pink   (3) No card

G2. Family particulars of the households

Sl. No	Name of the person	Sex (Use code)	Age	Education(Use code)	Occupation (Use code)	Did he/she engage in wage labour? Yes (1) No (0)	Who is the head of the household? (Put v mark against the appropriate Sl. No.)
1							
2							
3							
4							
5							
6							
7							
8							

Code for sex: 1, male; 2, female
Code for Education: 0,No formal education; 1,Primary; 2,Jss/Middle; 3, SSS/Secondary;
4,HS/Higher secondary 5,Bachelor; 6, University
Code for occupation: 1, cultivation; 2, farm labourer; 3, Artisan; 4, Trade; 5, Govt service;
6;Pvt service; 7, Student; 8, Nothing

G3. What level of education has household head attained? _____ (Use code)

H. Land Holdings

H1. Do you own any land?   Yes (1)   No (0) (skip to I1)

H2. How much land do you own? _____ (acres):
(1) Irrigated cultivable_____(acres)   (3) Irrigated non-cultivable_____(acres)
(2) Non-irrigated cultivable_____(acres) (4) Non-irrigated non-
        cultivable_____(acres)

H3. Harvest of major crops during last seasons

Plots	Area in (acres)	Crops Grown					
		Kharif			Rabi		
		Crop Code	Amount Harvested	Quantity code	Crop Code	Amount Harvested	Quantity code

Code for quantity: (1) Kg, (2) Quintals, (3) Bags, (4) Baskets, (5) Others_____
Crop code: (1) Paddy, (2) Maize, (3) Mustard, (4) Groundnut, (5) Red gram, (6) Vegetables, (7) Wheat, (8) Other (specify)_____

I. Livestock ownership and production

I1. Do you own any livestock?

Yes (1)   No (0) (Skip to K1)

I2. If yes, how many animals you own?

Livestock Type	Livestock code	Numbers Owned
Buffalo		
Cow		
Bullock		
Sheep		
Goat		
Others:		

Animal code: (1) Buffalo, (2) Cow, (3) Bullock, (4) Sheep, (5) Goat, (6) others

J. Employment Generation

J1. Has NREGA led to more employment generation in your family?

Yes (1)   No (0)

J2. How many persons of your family are working outside?
Male_____(Number)
Female_____(Number)

J3. How many persons of your family are employed in NREGA activities?

Person *(Use SL. No. code from G2)*	No. of days employed/year	Typical wage rate/day (Rs.)

J4. Did establishment of NREGA help in halting/stopping you or your family members to migrate to other villages for work?

Yes (1)   No (0)

K. Household wealth and assets

K1. As compared to other households in this community, how do you rate your household?

(*Read out*)
(1) Relatively better off   (2) Average
(3) Relatively poorer   (4) Don't know

K2. Do you or any member of the household own any of the following?

Asset (First ask yes or no, then ask only for those assets which are turned out yes)	Yes (1) No (0)	If yes, how many?	How many of these did you buy after NREGA? (*After the household joined NREGA*)
House			
Tractor			
Power Tiller			
Car/truck			
Motorbike			
Bicycle			
Sewing machine			
Radio			
Radio cassette recorder			
Video recorder			
Television			
Fan			
Phone/Mobile			
Stove			
Plough			
Sprayers			
Wells (B) (S)			
Electric Motor			
Diesel Engine			
Cart			
Other specify			

K3. Housing attributes

Housing attributes	Use Codes
Walls	
Roof	
No. of rooms	
No. of improved stoves	
Sources of cooking fuel	

Code for Walls: (1) Mud/mud bricks, (kacha) (2) Burnt bricks, (3) Cement/concrete, (4) Wood/bamboo, (5) Cardboard, (6) Iron sheet, (7) Other (specify)_____

Code for Roof: (1) Mud, (2) Thatch, (3) Wood, (4) Iron sheets, (5) Roofing tiles, (6) Asbestos, (7) Cement/concrete, (8) Others_____

Code for cooking fuel: (1) Firewood, (2) Charcoal, (3) Kerosene/oil, (4) Gas, (5) Electricity, (6) Crop residues, (7) Cow dung, (8) Other (specify)_____

L. Household Expenditures

L1. Expenditure of your household after the introduction of NREGA program has

(1) Increased
(2) Decreased
(3) Remains the same
(4) Cannot say

L2. If there is an increase, what are the components for which your expenditure has increased?
(1) Food
(2) Clothes
(3) Shelter
(4) Children's education
(5) Health
(6) Other (Specify)_____

II. Non-Job Card holder Questionnaire

Appraisal of Procedures and Processes of NREGA in Orissa

Questionnaire for Non-Job Card Holder

Introduction:
Locate Non-Job Card holder who is selected for interview and say ……

I am part of a research team from Indian Institute of Technology, Kharagpur. We are conducting a research, which seeks to find out why non-job card holders have not been able to obtain a Job Card yet, and the difficulties they have experienced in the process of implementation of the NREGS Program. We respectfully ask you to share your experience with us. We assure you that any information we gather about you will remain anonymous under all circumstances and will not be shared with any other person or group for any other purpose. We appreciate your cooperation.

Instructions:
Interview a non-job card holder.
Do not read out the answering options unless otherwise indicated. Always read out tables.
Unless otherwise indicated, only one answer to each question is possible.

Household code:

Block ………………….

District: ……………..………………..

Name of Village...…….…………

Name of Panchayat……………….

Village Code:

Enumerator code:

Date of interview:
Time interview begins:
Time interview ends:

Name of Enumerator_____

Department of Humanities and Social Sciences

Indian Institute of Technology-Kharagpur
Kharagpur-721302

A. Household Characteristics

A1. Name of the respondent: …………………………………

A2. Sex of the respondent: (1) Male   (2) Female

A3. Age of the respondent (years) ………………………

A4. What level of education have you attained?
(0) No Formal education   (3) SSS/secondary   (6) University
(1) Primary   (4) HS/Higher Secondary
(2) JSS/Middle   (5) Bachelor

A5. What type of ration card do you possess?
(1) White   (2) Pink   (3) No card

A6. Family particulars of the household

Sl. No	Name of the person	Sex (Use code)	Age	Education (Use code)	Occupation (Use code)	Did he/she engage in wage labour? Yes (1) No (0)	Who is the household head? (Put √ mark against the appropriate Sl. No.)
1							
2							
3							
4							
5							
6							
7							
8							
9							
10							
11							
12							

Code for sex: 1, male; 2, female
Code for Education: 0,No formal education; 1,Primary; 2,Jss/Middle; 3, SSS/Secondary; 4,HS/Higher secondary 5,Bachelor; 6, University
Code for occupation: 1, cultivation; 2, farm labourer; 3, Artisan; 4, Trade; 5, Govt service; 6;Pvt service; 7, Student; 8, Nothing

A7. What level of education has household head attained?_____(Use code as in A4)

A8. What is your Caste/ethnic background?
(1) Scheduled Caste (SC)
(2) Scheduled Tribe (ST)
(3) Backward Class (BC)
(4) General Caste   (GC)
(5) Other (Specify)

A9. What is your religion?

(1) Hindu   (2) Muslim
(3) Christian   (4) Buddhist
(5) Other specify_____

B.   Access to Job Cards

B1. Have you applied for a Job Card?   Yes (1)   No (0) (Skip to B4)

B2. If yes, when did you apply? _____(Month and year)

B3. Why have you not been provided with job card?
(1)
(2)
(3)
(4)

B4. If no, why have not you applied for a Job Card?
(1) Not interested
(2) Do not know how to apply
(3) Do not know about NREGA
(4) Other (specify) _____

B5. Are you willing to work under NREGA?
     Yes (1) (Skip to B7)   No (0)

B6. If no what are the reasons?
     NREGA wage is less than market wage rate
     Getting payment under NREGA is difficult
     Corruption in wage distribution
     Other (specify)_____

B7.What is the name of your ward member_____ (Name)?

B8. Which political party does he/she belongs to?
(1) BJD
(2) BJP
(3) Congress
(4) Other (specify)_____

B9. Do you support his/her political ideology?
    Yes (1)   No (0)
B10.Which political party do you generally support?
(1) BJD
(2) BJP
(3) Congress
(4) Other (specify)_____
B11.What is the name of your Sarpanch_____ (Name)?

B12. Which political party does he/she belongs to?
(1) BJD
(2) BJP
(3) Congress
(4) Other (specify)_____

B13. Do you support his/her political ideology?   Yes (1)   No (0)

<u>C   Land Holdings</u>

C1. Do you own any land?   Yes (1)   No (0) (skip to E1)

C2. How much land do you own?_____(acres):
(1) Irrigated cultivable_____(acres)   (3) Irrigated non-cultivable_____(acres)
(2) Non-irrigated cultivable_____(acres) (4) Non-irrigated non-cultivable_____(acres)

C3.If yes, please provide us the following information regarding the status of agricultural land (in acres)

Agricultural land	In Acres
Irrigated	
Non-irrigated	

D   Crop grown and harvested

D1. Harvest of major crops during last seasons

| Plots | Area in (acres) | Crops Grown | | | | | |
| | | Kharif | | | Rabi | | |
		Crop code	Amount Harvested	Quantity code	Crop code	Amount Harvested	Quantity code

Code for quantity: 1, Kg; 2, Quintals; 3, Bags; 4, Baskets; 5, Others_____
Crop code: (1) Paddy, (2) Maize (3) Mustard, (4) Groundnut, (5) Red gram (6) Vegetables,
(7) Wheat, (8) Other specify_____

E   Livestock ownership and production

E1. Do you own any livestock?
Yes (1)   No (0) (Skip to F1)

E2. If yes, how many animals you own?

Livestock Type	Livestock code	Number of animals owned
Buffalo		
Cow		
Bullock		
Sheep		
Goat		
Others:		

Animal code: 1, Buffalo; 2, Cow; 3, Bullock; 4, Sheep; 5, Goat; 6, Others

E3. How is this livestock ownership generated?
   (1) Personally
   (2) Family ownership in tradition
   (3) Through Govt Scheme

<u>F   Employment Generation</u>

F1. Has NREGA led to more employment generation in your village?
Yes (1)   No (0)
F2. How many persons of your family working outside?

Male_____(Number)   Female_____(Number)

F3. How many persons of your family are employed in different activities?

Person (Use SL. No. code from A6)	No. of days employed/year	Typical wage rate/day (Rs)

<u>G   Household wealth and assets</u>

G1. As compared to other households in this community, how do you rate your household?
        (*Read out*)

(1) Relatively better off   (2) Average
(3) Relatively poorer   (4) Don't know

G2. Do you or any member of the household own any of the following?

Asset (First ask yes or no, then ask only for those assets which are turned out yes)	Yes (1) No (0)	If yes, how many?
House		
Tractor / Power tiller		
Car/truck		
Motorbike		
Bicycle		
Sewing machine		
Radio		
Radio cassette recorder		
Video recorder		
Television		
Fan		
Phone		
Stove		
Plough		
Sprayers		
Wells (B) (S)		
Electric Motor		
Diesel Engine		
Cart		
Other specify		

G3. Housing attributes

Housing attributes	Use Code
Walls	
Roof	
No. of rooms	
No. of improved stoves	
Sources of cooking fuel	

Code for Walls: (1) Mud/mud bricks, (kacha)(2) Burnt bricks, (3) Cement/concrete, (4) Wood/bamboo, (5) Cardboard, (6) Iron sheet, (7) Other (specify)_____

Code for Roof: (1) Mud, (2) Thatch, (3) Wood, (4) Iron sheets, (5) Roofing tiles, (6) Asbestos, (7) Cement/concrete, (8) Others_____

Code for cooking fuel: (1) Firewood, (2) Charcoal, (3) Kerosene/oil, (4)Gas, (5) Electricity, (6) Crop residues, (7) Cow dung, (8) Other (specify)_____

Appraisal of Procedures and Processes of NREGA in   Orissa

Questionnaire for Sarpanch

Introduction:

Locate Sarpanch who is selected for interview and say ……

> I am part of a research team from Indian Institute of Technology, Kharagpur. We are conducting a research, which seeks to find out how job card holders are benefited from the NREG Program, and the difficulties they have experienced in the process of implementation of the Program. We respectfully ask you to share your knowledge and experience with us. We assure you that any information we gather about you will remain anonymous under all circumstances and will not be shared with any other person or group for any other purpose. We appreciate your cooperation.

Instructions:

- Interview a Sarpanch.
- Do not read out the answering options unless otherwise indicated. Always read out tables.
- Unless otherwise indicated, only one answer to each question is possible.

Name of the Sarpanch_____ (Name)

Block …………………….   District: ………….…………………..

Name of the Village...………………   Name of Panchayat……………….

Village Code:

Enumerator code: Date of interview:
                                              Time interview begins:
                                              Time interview ends:

Name of Enumerator_____

Department of Humanities and Social Sciences

Indian Institute of Technology-Kharagpur
Kharagpur-721302

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<u>Sarpanch</u>

A. Awareness

A1. Are you (Sarpanch) aware of the key provisions and procedures of the NREGA?
(Multiple answers possible)
   1. Number of days of employment per household per year_____(days)
   2. Unemployment allowance per day_____(Rs.)
   3. Payments of wages per day _____(Rs.)
   4. Other specify_____

A2. What are the procedures of getting a work under NREGA sanctioned?

A3. How many meetings at the block level regarding NREGA orientation have you
attended in last one year?

A4. How many meetings have been convened for NREGA purpose during last one year?
   Block Level: [   ]   Gram Sabha: [   ]   Gram Panchayat Office:[   ]

A5. Are the meetings adequately publicized and notified in advance in the village?
   Yes(1)   N0 (0)

B. Execution of Works

B1. Is there a list of approved works for this year in the Gram Panchayat?
   Yes (1)   No (0)

B2. If 'Yes' is it on public display in the Gram Panchayat?
(a) Always
(b) Frequently
(c) Sometimes
(d) Rarely
(e) Never

B3. Are all works selected from the permissible list of works under NREGA?
   Yes (1)   No (0)

B4. If no, specify the number of works outside the permissible list of works.
_____(Nos.)

B5. Number of works in the approved list for this year:

Water conservation/Water harvesting	[ ]	Drought proofing/Plantation	[ ]
Irrigation canal/irrigation works		Individual fields	
Renovation/de-silting of tanks/ponds		Land development	
Flood control & protection works		Rural roads/culverts	
Other works approved by MoRD		Not approved by MoRD	

B6. What kinds of work have been given priority?
(a) That have vast employment generating potential
(b) That can create tangible assets for the community
(c) That can create intangible assets for the community
(d) That can create both tangible and intangible assets
(e) That can create vast employment as well as tangible assets for the community
(f) That can create vast employment as well as intangible assets for the community
(g) That can create vast employment as well as tangible and intangible assets for the
    community

B7. How many of these approved works have got adequate financial and technical
support to start when employment demand is received? _____

B8. How many projects have been implemented by the Gram Panchayat at present,
especially, to satisfy employment demand? _____

B9. How is the work selected?
(a) On the basis of available natural resources
(b) On the basis of need for the community
(c) On the basis of both natural resources and need for the community

B10. Who selects the work?
(a) Elected representatives of the panchayat alone
(b) Elected representatives of the panchayat in consultation with some selected villagers
(c) Elected representatives of the panchayat in consultation with the officials
(d) Gram Sabha through people's active participation
(e) Decided at the block level without consultation with the Gram Panchayat

B11. Are local people happy with the choice of work?
(a) Completely
(b) Largely
(c) Reasonably
(d) Marginally/to some extent
(e) Not at all

B12. To what extent are the chosen works useful?
(a) Significantly
(b) Largely
(c) Reasonably
(d) Marginally/to some extent
(e) Not at all

B13. How do the villagers come to know about the works?(Multiple answers possible)
(a) Directly from the public display in Gram Panchayat
(b) From the officials of the Gram Panchayat
(c) From the elected representatives of the Gram Panchayat
(d) From other villagers

B14. What proportion of the works selected for execution does the Gram Panchayat have?
(a) Less than 25%
(b) 25%-50%
(c) 50%-75%
(d) More than 75%

C. Staff and Training
    C1. Is Gram Rozgar Sewak available at the Gram Panchayat?
       (1=Yes; 2=No)

    C2. Does Gram Rozgar Sewak know the major provisions of the act?
       Fully (1)   Partially (2)   No (0)

    C3. Do the Local Vigilance and Monitoring Committee know its functions with respect to NREGA?
       Fully (1)   Partially (2)   No (0)

    C4. Is there a technical assistant (junior engineer) for a group of Gram Panchayats to supervise exclusively NREGA?
       (1=Yes; 2=No)

    C5. Training on NREGA has been provided to
    (1= Panchayat Secretary; 2= Sarpanch; 3= ward member; 4=vigilance monitoring committee members; 5=Gram Rojgar Sewak) (Multiple answers possible)

D. Monitoring

    D1. Have works been inspected by district/block/state functionaries in last one year?
       (1=Yes; 2=No)
    D2. Does the VMC monitor and certify the completion of work?
       (1=Yes; 2=No)
    D3. Have all works been inspected by the Vigilance and Monitoring Committee?
       (1=Yes; 2=No)

    E. Social Audit
    E1. Has social audit of works been done?
    1. For all works   3.Only a few works
    2. Most of the works   4.No work (Skip all)

    E2. If yes, who did social audit?
    (a) Gram Sabha
    (b) NGO
    (c) Other agency (specify) _____

    E3. Were workers involved in social audit?
       (1=Yes; 2=No)

E4. Was Gram Sabha involved in social audit?
   (1=Yes; 2=No)

E5. What is the frequency of social audits by the Gram Sabha?
(a) Monthly
(b) Quarterly
(c) Half yearly
(d) Annually

E6. How many Social audits were conducted last year in the village? *(Nos.)* _____

Appendix C: Tables

Table 4.1.1: Educational Status of the Job Card Holder Respondents						
District	Illiterate	Primary	Secondary	Higher Secondary	Graduation and Above	Total
Balasore						
Block　　　Nilgiri						
Ajodhya	0.0	40.0	60.0	0.0	0.0	100
Bhaurianbad	20.0	50.0	30.0	0.0	0.0	100
Mahisapatta	30.0	50.0	20.0	0.0	0.0	100
Narsinghpur	60.0	30.0	10.0	0.0	0.0	100
Total	27.5	42.5	30.0	0.0	0.0	100
Block　　　Basta						
Mathani	30.0	50.0	10.0	10.0	0.0	100
Mukulsi	20.0	40.0	20.0	20.0	0.0	100
Sadanandapur	80.0	20.0	0.0	0.0	0.0	100
Sahada	30.0	60.0	0.0	0.0	10.0	100
Total	40.0	42.5	7.5	7.5	2.5	100
District Total	33.75	42.5	18.75	3.75	1.25	100
Mayurbhanj						
Block　　　Samakhunta						
Balidiha	60.0	10.0	10.0	20.0	0.0	100
Mohulia	10.0	90.0	0.0	0.0	0.0	100
Paikabasa	50.0	25.0	8.3	8.3	8.3	100
Sinduragaura	80.0	10.0	0.0	10.0	0.0	100
Total	50.0	33.3	4.8	9.5	2.4	100
Block　　　Rasgobindapur						
Debsole	60.0	40.0	0.0	0.0	0.0	100
Gadighati	20.0	30.0	40.0	10.0	0.0	100
Jhatioda	50.0	20.0	30.0	0.0	0.0	100
Raghabpur	80.0	20.0	0.0	0.0	0.0	100
Total	52.5	27.5	17.5	2.5	0.0	100
District Total	51.22	30.49	10.98	6.1	1.22	100
Grand Total	42.59	36.42	14.81	4.94	1.23	100

Source: Primary data

Table 4.1.2: Sources of Information about Approved Works according to Sex, Caste, Education and Age					
Determinants	Public display in GP	Officials of GP	Ward member/Sarpanch	Other Fellow Villagers	Total
SEX					
Male	4.1	26.4	46.6	23.0	100.0
Female	0.0	14.3	35.7	50.0	100.0
Total	3.7	25.3	45.7	25.3	100.0
CASTE					
SC	0.0	40.5	35.1	24.3	100.0
ST	4.0	22.4	47.4	26.3	100.0
OBC	0.0	10.3	58.6	31.0	100.0
General	15.0	30.0	40.0	15.0	100.0
Total	3.7	25.3	45.7	25.3	100.0
Education					
Illiterate	0.0	17.4	49.3	33.3	100.0
Primary	3.4	23.7	49.2	23.7	100.0
Secondary	12.5	45.8	29.2	12.5	100.0
Higher Secondary	12.5	37.5	37.5	12.5	100.0
Graduation and Above	0.0	50.0	50.0	0.0	100.0
Total	3.7	25.3	45.7	25.3	100.0
Age group					
Less than 30	0.0	23.5	47.1	29.4	100.0
30-50	4.0	19.8	46.5	29.7	100.0
More than 50	4.6	38.6	43.2	13.6	100.0
Total	3.7	25.3	45.7	25.3	100.0

Source: Primary data

Table 4.1.3: Average Days of Work Availed Per Household by caste groups and Gender (in Days)

PANCHAYAT	SC Male	SC Female	SC Total	ST Male	ST Female	ST Total	OBC Male	OBC Female	OBC Total	General Male	General Female	General Total
Ajodhya	36	36	36							32	31	32
Balidiha	6	6	6	41	48	43						
Bhaurianbad				25	27	25				41	41	41
Debsole	63	61	62	42	42	42	10	10	10			
Gadighati	87	86	86				20	20	20			
Jhatioda				28	41	34						
Mahispatta				14	18	15						
Mathani							27		27	23		23
Mohulia				38	38	38	86	86	86			
Mukulsi	20	20	20				14	18	16	10	10	10
Narsinghpur	41	28	34	13	13	13				10	24	14
Paikabasa				48	42	44	52	47	50	30	30	30
Raghabpur	30	30	30	50	55	53						
Sadanandapur	25	21	23	28	26	27						
Sahada	25	23	24	30	30	30	22	26	25	25	25	25
Sinduragaura	67	67	67	40	70	50	55	40	46	12	12	12
Total	52	49	50	34	37	35	38	35	37	25	27	26

Source: Primary data

Table 4.1.4: Average Amount of Wage Paid Per Person by Caste Groups and Gender (in Rs)

PANCHAYAT	SC Male	SC Female	SC Total	ST Male	ST Female	ST Total	OBC Male	OBC Female	OBC Total	General Male	General Female	General Total
Ajodhya	70.00	70.00	70.00							70.00	70.00	70.00
Balidiha	70.00	70.00	70.00	83.95	85.00	84.33						
Bhaurianbad				75.50	77.86	76.47				70.00	70.00	70.00
Debsole	65.00	65.00	65.00	70.00	70.00	70.00	70.00	70.00	70.00			
Gadighati	118.60	120.60	119.60				135.00	135.00	135.00			
Jhatioda				95.00	98.57	96.79						
Mahispatta				70.00	70.00	70.00						
Mathani							70.00		70.00	70.00		70.00
Mohulia				135.38	128.75	132.20	110.00	110.00	110.00			
Mukulsi	70.00	70.00	70.00				71.67	70.00	71.00	70.00	70.00	70.00
Narsinghpur	70.00	70.00	70.00	70.00	70.00	70.00				70.00	70.00	70.00
Paikabasa				104.00	100.00	101.82	96.67	95.71	96.32	60.00	60.00	60.00
Raghabpur	135.00	135.00	135.00	137.00	135.13	136.06						
Sadanandapur	100.00	100.00	100.00	100.40	100.33	100.36						
Sahada	103.33	98.33	100.83	80.00	80.00	80.00	70.00	75.00	73.33	110.00	110.00	110.00
Sinduragaura	116.67	116.67	116.67	75.00	90.00	80.00	95.00	80.00	86.00	50.00	50.00	50.00
Total	97.27	95.36	96.37	95.10	97.11	96.04	85.44	89.50	86.94	72.27	73.13	72.63

Source: Primary data