

**Role of MGNREGA in Rural Development**  
*An Appraisal with Reference to Two Districts of West Bengal*

*by*

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# **Role of MGNREGA in Rural Development**

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Thesis Submitted to Vidyasagar University for the Award  
of Degree of Doctor of Philosophy  
in Economics

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**DEPARTMENT OF ECONOMICS WITH RURAL DEVELOPMENT**

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Dated .....

## **Certificate**

This is to certify that the thesis entitled “Role of MGNREGA in Rural Development: An Appraisal with Reference to Two Districts of West Bengal”, which is being submitted by Abdul Hai Mallick for the award of the Doctor of Philosophy in Economics to Vidyasagar University is a bonafide research work carried out by him under my supervision and guidance. The results embodied in the thesis have not been submitted to any other University or Institute for award of degree or prize.

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However, I alone am responsible for the error remaining in the study.

Place: Midnapore  
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**(Abdul Hai Mallick)**

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## **List of Abbreviations Used**

APL	Above Poverty Line
ADPC	Additional District Programme Coordinator
ADRTC	Agricultural Development and Rural Transformation Centre
BP	Block Panchayat (Panchayat Samity)
BPL	Below Poverty Line
BPC	Block Planning Committee
BPS	Block Plantation Scheme
BRC	Block Resource Centre
BRGF	Backward Region Grant Fund
BS	Block Sansad
CAGR	Compound Annual Growth Rate
CAG	Comptroller and Auditor General
CEGC	Central Employment Guarantee Council
CDP	Community Development Programme
CFTs	Cluster-Level Facilitation Teams
CLI	Cost of living Index
CRIDA	Central Research Institute for Dry-land Agriculture
CSE	Centre for Science and Environment
CSOs	Civil Society Organisations
CWEPA	Centre for Wage Employment and Poverty Alleviation
DMU	Digital Mock-Up (Computing Software)
DP	District Panchayat (Zilla Parisad)
DPAP	Draught Prone Area Programme
DPC	District Programme Coordinator
DPO	District Programme Officer
DWCRA	Development of Women and Children in Rural Areas
DRDA	District Rural Development Agency
EAS	Employment Assurance Scheme
FY	Financial year

e-FMS	Electronic Fund Management System
EGS	Employment Guarantee Scheme
FTOs	Fund Transfer Orders
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (in Germany)
GPs	Gram Panchayats
GOI	Government of India
GRS	Gramin Rozgar Sahayak
GSs	Gram Sabhas
HDPI	Human Development Profile of India Survey
HHs	Households
HYV	High Yielding Variety
IAP	Integrated Action Plan
IAAP	Intensive Agricultural Areas Programme
IADP	Integrated Agricultural District Programme
IAMR	Institute of Applied Manpower Research
IAY	Indira Awas Yojana
ICAR	Indian Council of Agricultural Research
ICDS	Integrated Child Development Scheme
ICRISAT	International Crop Research Institute for the Semi-Arid Tropics
IEC	Information education and communication
IFPRI	International Food Policy Research Institute
IGIDR	Indira Gandhi Institute of Development Research
IHDS	India Human Development Survey
IHHL	Individual Household Latrines
IIFM	Indian Institutes of Forest Management
IIMs	Indian Institutes of Management
IISc	Indian Institutes of Science
IITs	Indian Institutes of Technology
IP	Intermediate Panchayat
IPPE	Integrated Participatory planning Exercise

IRDP	Integrated Rural Development Programme
IRMA	Institute of Rural Management Anand
ISEC	Institute for Social and Economic Change
ISWSD	Indian School of Women's study and development
IT	Information Technology
IWMP	Integrated Watershed Management Programme
JC	Job Card
JE	Junior Engineer
JGSY	Jawahar Gram Smridhi Yojana
JRY	Jawahar Rozgar Yojana
LB	Labour Budget
LSGs	Local Self Governments
MFAL	Marginal Farmers and Agricultural Labours Programmes
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MIS	Management Information System
MoRD	Ministry of Rural Development
MREGS	Maharashtra Rural Employment Guarantee Scheme
MWS	Million Wells Scheme
NBA	Nirmal Bharat Aviyan
NCEAR	National Council of Applied Economic Research
NCEUS	National Commission of Enterprises in the Unorganised Sector
NES	National Extension Service
NEGF	National Employment Guarantee Fund
NEGS	National Employment Guarantee Scheme
NFFWP	National Food for Work Programme
NFSA	National Food Security Act
NGOs	Non-Government Organisations



NHM	National Horticulture Mission
NIRD	National Institute of Rural Development
NMT	National Management Team
NREGS	National Rural Employment Guarantee Scheme
NREGA	National Rural Employment Guarantee Act
NREP	National Rural Employment Programme
NREGP	National Rural Employment Guarantee Programme
NRLM	National Rural Livelihood Mission
NSAP	National Social Assistance Programme
NSS	National Sample Survey
NSSO	National Sample Survey Organisation
OB	Opening balance
OBC	Other Backward Classes
PAP	Poverty Alleviation Programme
PDS	Public Distribution System
PDO	Panchayat Development Officer
PIA	Project Implementation Agency
PMGRY	Pradhan Mantri Gram Sadak Yojana
PO	Programme Officer
POP	Poorest of the Poor
PRIs	Panchayati Raj Institutions
PS	Panchayat Samiti
REGS	Rural Employment Guarantee Scheme
RKVY	Rastriya Kishi Vikash Yojana
RLEGP	Rural Landless Employment Guarantee Programme
RNFE	Rural Non-farm Employment
SAP	Structural Adjustment Programme
SAU	Social Audit Unit
SCs	Scheduled Castes
SD	Standard Deviation
SEGC	State Employment Guarantee Council
SEGF	State Employment Guarantee Fund

SEGM	State Employment Guarantee Mission
SFDA	Small Farmers Development Agency
SGRY	Sampoorna Grameen Rozgar Yojana
SGSY	Swarnajayanti Gram Swarozgar Yojana
SHGs	Self Help Groups
SLWM	Solid and Liquid Waste Management
SoRs	Schedule of Rates
STs	Scheduled Tribes
TPDS	Targeted Public Distribution System
TRYSEM	Training of Rural Youth for Self Employment
TSC	Total Sanitation Campaign
VLEs	Village Level Entrepreneurs
VTCs	Voluntary Technical Corps
WB	West Bengal

## Chapter 1

### INTRODUCTION

Rural development has come out as a distinctive field of policy and practice, and research. It is because a great majority of poor people in the developing countries like India live in rural economies, typically characterised by continuing population pressure, an ever declining land-man ratio, small and fragmented agricultural holdings, highly inequitable land distribution structures and increasing labour saving farm production technologies. Agriculture alone cannot provide the ultimate answer for rural development<sup>1</sup>. The expression 'Rural Development' denotes all aspects of development that occur in a rural society (Sau 2008). It is a process of development in rural areas and is a comprehensive concept embracing economic, social, cultural, infrastructural, ecological and organisational development of a country or a region. Thus rural development is at once broader and more specific than 'agricultural development'. It is broader because it entails more than the development of agricultural production. It is more specific in the sense that it focuses (in its rhetoric and in principle) particularly on poverty and inequality. The expression rural development is also used to refer to process of change in rural societies, not all of which involve action by government (Harriss 1983: 15-16).

According to the World Bank (1975), rural development is defined as "a strategy aiming at the improvement of economic and social living conditions, focusing on a specific group of poor people in a rural area. It assists the poorest group among the people living in rural areas to benefit from development". The World Bank and UN agencies instituted 'new strategies' for development planning during the late 1970s. This strategy came to be formulated as a result of the general disenchantment with previous approaches to development planning at national and sectoral levels, and it is defined by its concern with equity objectives of various kinds - especially the reduction of inequalities in income and employment, and in access to public goods and services, and the

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<sup>1</sup> Rao, S (1985).

alleviation of poverty. It is this distributional issue which has marked out 'Rural Development' as a distinct field, because an overwhelming majority of poor people in the developing countries of Africa and Asia live in rural areas. In a narrow sense it is a process of alleviation of poverty of the disadvantaged sections of the society including STs, SCs and women.

In 1951, almost fifty per cent of the Indian population was living below poverty line. Of these eighty per cent inhabited rural areas. In villages, the incidence of poverty was widespread. The enormity of problem was further aggravated by disparities that existed between states, between men and women, between adults and children and between castes. The magnitude of poverty and disparities that existed between various social groups necessitated planned state intervention to provide relief to millions weighed down under oppressive poverty, particularly the disadvantaged and marginalized social groups, such as Scheduled Castes, Scheduled Tribes and other Backward Castes, women, children, physically handicapped and disabled (Ghosh 2011).

A great deal of attention has been focused in recent years on the issue of diversification in the structure of rural employment in a large number of developing countries, particularly in Asia, Africa and Latin America. This trend has been associated primarily with a shift in employment from the farm sector to non-farm sector within rural areas. Scholars and policy analysts have welcomed such a diversification of employment since the large-scale urban manufacturing sector has performed miserably in most of these countries in providing employment to the growing workforce. Further, as the agricultural sector in most of these countries also suffered from the declining trend of employment elasticity in recent years, rural non-farm sector is seen as the saviour from the point of view of tackling their twin problems of rural employment and poverty.<sup>5</sup>

In order to alleviate rural poverty by generating employment and creation of sustainable assets in rural India, the govt. of India brought in the flagship programme National Rural Employment Guarantee Act (NREGA), 2005. The

'Right to work' established in this Act makes it a distinctive and special in terms of resource allocation. It came into force in 200 backward districts on February 2, 2006 and then successively, in 113 districts on April 1, 2007; in 17 more districts on May 15, 2007 and in the remaining rural districts on April 1, 2008 (It covered 648 districts in total in 2014-15). The programme has been renamed as MGNREGA (Mahatma Gandhi National Rural Employment Guarantee Act) since 02 October 2009. It has been hailed as one of the country's most creative social initiatives. It is intended to give a legal guarantee as well basis of employment with some optimistic views. MGNREGA is an important work employment programme aiming at poverty alleviation, durable productive asset creation and thus sustainable rural development. It is best seen as an attempt to provide a big push in India's region of distress (Shah 2007). This is the largest ever public employment programme visualised in human history.

We may present the empirical justification of this Act in India. Despite a high rate of growth the Indian economy suffered from several distortions. The incidence of poverty in the country was still very high, at 26.6 per cent with the bottom 10-15 per cent poor frequently suffering from starvation, largely emanating from the lack of adequate purchasing power (Hirway, et al. 2006). The unemployment rate of agricultural labour households rose to 9.5 per cent in 2004-05 while the rate of unemployment of women in rural went up to 8.7 percent in 2004-05 (Hirway 2010). The magnitude of rural unemployment in India as a whole was around 7 billion persondays in a year (Vaidyanathan 2005). The 61<sup>st</sup> round employment surveys of the National Sample Survey (NSS) provided clear evidence of rural unemployment in India in the first six years of the 21<sup>st</sup> century (Mukhopadhyay and Rajaraman 2007). There was high incidence of both open unemployment and poverty in rural India. According to the 61<sup>st</sup> Round Household data from the National Sample Survey (NSS) 8.3 per cent of male workers and 7.5 percent of female workers were unemployed in rural India in 2004-05. This fact, along with a high incidence of poverty in rural India (28.7 per cent in 2004-05) indicated the high relevance of using a well-designed workfare programme to address the twin problems of

high poverty and high unemployment in the rural sector (Jha, et al. 2011). The World Bank's (2005) estimates showed that 80 per cent of India's population lived below the international poverty line of \$2 a day. In this list of 94 less developed countries India ranked 80<sup>th</sup> position. The 61st round NSS data cited in the 2007 report of the National Commission of Employment in the Unorganised Sector (NCEUS) provided an almost exact confirmation of the World Bank estimates. The NCEUS report showed that 77 per cent of India's population, 836 million people, had a per capita consumption expenditure of less than or equal to Rs 20 per day (roughly \$2 in purchasing power parity term). The problems of rural unemployment and rural poverty have been rampant in India, the second largest populated country in the world. Most of the poor people (about 75 per cent, according to a recent study made by govt. of India) resided in the villages. Rural poverty has been largely a result of low productivity and unemployment. The solutions of rural unemployment and, at the same time, eradication of rural poverty have become parts of discourse of economic planning since Independence.

The frontal attack on poverty was pursued in three successive phases. In the first phase, lasting from the beginning of the 1950s till the end of the 1960s, the major emphasis was on land reforms, viz. abolition of functionless intermediaries; tenancy reforms culminating in the principle of "land to the tiller", imposition of ceilings on large holdings and re-distribution of ceiling surplus land among the landless agricultural labourers and marginal farmers. By the late 1960s the second phase of the Poverty Alleviation Programme (PAP) started with measures that promised to address directly and exclusively the poor in rural areas. This target group oriented approach started with the programme for backward regions graduated to the programme for the development of small and marginal farmers, landless labourers, etc and finally culminated in the Integrated Rural Development Programme (IRDP) and National Rural Employment Programme (NREP). Serious efforts for poverty alleviation were initiated only during this phase. The distinguishing feature of the poverty alleviation programme during this phase was the emphasis on creating employment opportunities and distributing renewable assets among

the poor. This was in sharp contrast to the intentions in the earlier phase, i.e., redistributing existing, non-renewable assts. In the third - the latest phase starting from the beginning of the 1990s, emphasis has shifted to measures aimed at accelerating economic growth and on creating an environment for ensuring a “spread effect”.

The dominant thought is to create more wealth and to enable the poor to benefit from the secondary effects of growth. Thus the relative emphasis placed on poverty alleviation programmes has shifted from structural interventions to a target-group oriented approach to market oriented policies. All the states in India more or less have acted in all these phases. Unemployment, a perennial problem of the Indian economy, has become sharply accentuated in the recent years. But employment programmes were not perceived as major instrument of poverty alleviation until the beginning of the 1980s in most states of the country. They were expanded in the Sixth plan period with the introduction of the National Rural Employment Programme (NREP) and the Rural Landless Employment Guarantee Programme (RLEGP) (Ghosh 2011).

MGNREGA has become an emerging area of study, policy and research in the era of globalisation mainly to counteract its evil effects of inequality and social exclusion. At the same time, its size and implications for rural India have been of paramount importance. So, it has attracted a considerable amount of academic interest in its various aspects. The international development institutions like the World Bank championed the cause of rural development and poverty alleviation.

### **1.1 Approaches to Rural Development and their relevance**

Though rationale for rural development is quite substantial and high, the basic lacuna in the rural development literature is that it suffers from a theoretical vacuum. Rural development as a discipline still remains largely an unexplored area. It continues to be complex, without an adequate theory, analytical framework and reliable database (Rao 1989).

Different approaches to rural development have, however, developed among which decentralised planning and participatory development are prominent in recent years of academic discourse. Besides, Tagore approach and Gandhi approach to rural development there are general economic development approach, neoclassical approach, structural approach, target group approach, decentralised planning approach, system approach, integrated rural development approach, participatory decentralised planning and participatory development approach and micro-finance/self help group approach are available in the existing literature on rural development for the less developed countries like India (Sau 2006). The discussion on different approaches to rural development is relevant while rural development as a discipline has acquired a central role in the theory and practice of development during the last four decades and a half and has emerged as a distinct field of policy and practice, and research.

John Harris (1982) in his edited volume "Rural Development Theories of Peasant Economy and Agrarian Change" discussed and distinguished three approaches to the understanding of agrarian change of a rural economy, namely Systems approaches, Decision-making models and Structural/Historical approaches. M. P. Todaro (1989) distinguished three approaches to economic development, namely the Linear stages approaches, Neo-classical Structural Change Model and International Dependency model. In the recent rural development literature we have got certain approaches to rural development, which are rarely examined. We here try to make a critique of the available approaches to rural development that have been developed to understand the process of manifold development in the rural areas, starting with economic development approach that developed in the classical era of development.

The classical school of economists like Adam Smith, Ricardo, Malthus believed that general economic development and the problem of growth centered on the ability to accumulate capital. Economic development propelled by capital accumulation and stimulated by technological progress (division of labour in Smithian sense), they opined, extends its benefits to all sections of the people.



This approach is based on the assumption that there is initial even distribution of assets and there is no structural imbalance of the economy. But this assumption is not valid when we come across uneven distribution of land and other productive resources across rural families and there are other structural rigidities in the economy. Therefore, rural development is not an automatic fall-out of economic development in general.

In recent years, however, economic experts like Mahabub-ul Haq (1976), V. M. Dandekar and N. Rath (1971), David Lehman (1974), R. S. McNamara (1972), and M. L. Dantwala (1973) in their studies of the late 1960's and early 1970's observed that whereas economic growth might be able to raise per capita income in developing countries it might not be accompanied by a reduction of poverty as well as of unemployment and underemployment.

Neo-classical economists believe in the efficiency of unrestricted free enterprise based on the market mechanism. They argue that a properly functioning market system will stimulate both economic efficiency and economic growth. They also mention that the market does this automatically, since it requires no central decision-making or administrative apparatus.

This approach suffers from several limitations in the rural economies and societies of developing countries. First, in a large subsistence sector of rural society this approach is hardly applicable and in a semi-capitalist production relation (as is observed) in the rural industrial sector, this approach has almost no relevance. Secondly, neo-classical writers in general, and the Fund Bank economist in particular habitually and wholly illegitimately ignored the demand constraints. Thirdly, this approach faces the problem of market failure. Fourthly, the pattern of relationship of the individual with the society is not brought out here.

Structural approach is concerned with the relationship of people in the process of production. It places the ownership and control of resources at the centre of relationships. This is a politic-economic-historical and ideological approach and is inter-disciplinary. The great merit of this approach is that it gives accent on

the question of equity. Institutional reforms including land reforms and credit reforms emanate from this approach.

Structural Internationalist approach emphasizes international factors for promotion of rural development. In recent years globalisation has become the buzz word in the development discourse. This approach emphasizes the functioning of the market and positive gains from trade which may be shared by all sections of the society. The limitation of this approach is that there are uneven initial distribution of resources, market imperfection, power asymmetry and uneven distribution of benefits of development. For the maximisation of economic gains and welfare from trade this approach also results in ecological problems all over the globe, particularly in the developing countries.

The target group approach emphasizes that the Government should take special measures for the alleviation of poverty of the target group people. This approach has developed on recognition of the fact that general economic development may bypass the poor and the benefits of economic growth may not percolate to the poverty-stricken people. The great merit of the approach is that it involves direct attack on poverty. The World Bank advocates this approach to rural development. This approach assumes that there is no problem of implementation of measures for poverty alleviation. The limitation of this approach is that there is Government failure in implementation of poverty alleviation programmes. Another limitation of this approach is that there is lack of adequate planning of poverty alleviation programmes.

The System approach emphasizes factors like environment, technology and demography; so it is basically techno-environmental demographic approach. In this approach the question of sustainable development is important. Boserup's 'The Conditions of Agricultural Growth (1965) presents the bold thesis that increasing population density explains the development of increasingly intensive systems of cultivation, involving also changes in technology and in social institutions. Chambers and Harriss (1977) sought to explain variations

between villages in a small region of South India in terms of the inter-relations of environment (especially the availability of irrigation water) and population density. Kjekshus (1977) has developed the ecological / demographic approach with reference to East Africa. Cameron and Seddon (1980) explain an ecological crisis in Nepal. The limitation of this approach is that the questions of equity remain unanswered in this approach.

Integrated Rural Development approach is a holistic approach that emphasizes sectoral, sectional and environmental integration of the economy and the society. It aims at bringing integration among government, research, academic and training institutions and the common people. It emphasizes the need of people's cooperation and the appropriate application of science and technology so that optimum utilization of available local resources is made. This calls for creation of an appropriate institution. Vertical integration for achieving coordination among central, state and local governments is also its aim. The great merit of this approach is that it emphasizes sectoral, sectional and environmental, political and technological development in the rural areas and thus the overall development of the rural society. The limitation of this approach is that the question of efficiency and equity remain to be address.

Micro-Finance / Self-Help Group approach emphasizes self-development of families, particularly poor families and thus their poverty alleviation. The role of micro credit in the eradication of poverty was stressed by the United Nations in agreed conclusion 1997/1 adopted by the Economic and Social Council on 25<sup>th</sup> July 1997, in which the Council called for strengthening the institutions supportive of micro-credit and organised the importance of access of micro credit of people living in poverty to enable them to undertake micro enterprises to generate self-employment and to contribute to achieving empowerment, specially women. Micro-finance through SHFs for the poor and women has received extensive recognition as a strategy for poverty reduction and economic development. In this approach Government, panchayat and non-government organisation play the role of facilitator and thus the role of the state in poverty alleviation is minimized. It emphasizes holism to achieve

rural development and poverty alleviation. But the limitation of this approach is that the question of market power, particularly of oligopoly market and uneven power realizations and human development are ignored in this approach.

Participatory Decentralised Planning and Participatory Development approach gives accent on accelerated development of rural areas based on people's participation. This approach gives adequate emphasis on efficiency in utilization of resources and also equity in distribution of gains from economic growth. There are, however, several issues to be addressed in this approach namely level and pattern of people's participation, planning unit, data base, finance, integration and coordination in planning and also issues of impact assessment. The World Bank gives accent on this approach. It is being followed in India following the 73<sup>rd</sup> Amendment of the Constitution of India.

Acknowledging the importance of peoples' active participation in planning, decision-making, implementation and delivery system to accelerate rural development process the government legislated the 73<sup>rd</sup> Amendment Act, 1992, which became the Panchayat Raj Law on April 24, 1993. Since then, it became mandatory to involve local people and Panchayati Raj Institutions (PRIs) to implement government schemes and make them responsible to achieve the underlying objectives. The law stipulated reservation for women and disadvantaged sections of the community, which created a space for them to be assertive and demand their rightful share in the decision-making at the local level. For the first time in the history of post-independence India, and beyond all exceptions, PRIs are directly involved in planning, implementing and social audit of the MGNREGA. Gram Panchayats (GPs) and Gram Sabhas (GSs) identify, approve, allocate, supervise, monitor and are accountable for all works under this programme. Both planning and implementation of the MGNREGA are fairly participatory and thus it ensures participatory rural development.

## 1.2 Rationale for NREGA

Poverty alleviation and employment generation have always been the important issues from the beginning of the five year plan in India. However, the Planning Commission in the fifth five year plan emphasized particularly the importance of poverty reduction. In the beginning after Independence, poverty and unemployment were not taken seriously by the government and they fully relied upon the philosophy of trickle-down effect. The benefits of growth were considered to percolate to the bottom level and marginalized sections of the society would get benefited automatically. The growth was assumed to be an important instrument for the poverty reduction. In the decade of 1980s, India achieved the growth rate of more than 5 per cent in both the Sixth and Seventh plans; however, the poverty ratio remained very high, 44.5 per cent in 1983-84 and 38.9 per cent in 1987-88 (Table 1.2). The rural areas were the worst affected with the poverty ratio of 45.6 per cent and 39.1 per cent during the same period with varying degree in different states. After new economic reforms in 1991, India registered a very high growth rate of 7.8 percent in the Tenth Plan; even then the poverty remained a big challenge for India due to high rate of poverty of 37.2 per cent (according to Tendulkar Methodology) in 2004-05. The poverty ratio in the rural areas in the same period was estimated to be 41.8 per cent.

**Table 1.1 Estimates of poverty in India**

Year	Poverty Ratio (percentage)			Number of poor (million)		
	Rural	Urban	Combined	Rural	Urban	Combined
1973-74	56.4	49.0	54.9	261.3	60.0	321.3
1977-78	53.1	45.2	51.3	264.3	64.6	328.9
1983-84	45.6	40.8	44.5	252.0	70.9	322.9
1987-88	39.1	38.2	38.9	231.9	75.2	307.9
1993-94	50.1	31.8	45.3	328.6	74.5	403.7
1999-2K	27.1	23.6	26.1	193.2	67.0	260.2
2004-05*	28.3	25.7	27.5	220.9	80.8	301.7
<b>Estimated by Expert Group 2009 (Tendulkar Methodology)</b>						
1993-94	50.1	31.8	45.3	328.60	74.50	403.70
2004-05	41.8	25.7	37.2	325.81	81.41	407.22

\*Uniform Reference Period

Source: Planning Commission.

The percentage of population of India below the poverty line has been showing declining trend in recent year; however, the poverty ratio for social groups is yet very high. In rural areas, scheduled tribes exhibit the highest level of poverty (47.4%), followed by scheduled castes (42.3%) and other backward castes (31.9%) against 33.8% for all classes as per 2009-10 poverty estimates.

### **1.3 Evolution of Work Employment Programmes**

Using public employment as a social security measure and for poverty alleviation measure in rural areas has a long history in India. After three decades of experimentation, the government launched major schemes like Food for Work Programme (FWP), Jawahar Rozgar Yojana (JRY), Employment Assurance Scheme (EAS), Jawahar Gram Samridhi Yojana (JGSY) and Sampoorna Grameen Rozgar Yojana (SGRY) that were forerunners to Mahatma Gandhi NREGA. Unlike its precursors, the Mahatma Gandhi NREGA guaranteed employment as a legal right.

Maharashtra was the first state to enact an employment guarantee act in the 1970s. The revolutionary Rural Employment Guarantee Scheme was launched, which proved to be a boon for millions of farmers ravaged by two ferocious famines.

The Planning Commission later approved the scheme and the same was adopted on national scale. The relief measures undertaken by the Government of Maharashtra included employment, programmes aimed at creating productive assets such as tree plantation, conservation of soil, excavation of canals, and building artificial lentic water bodies.

In later years, major employment schemes like Jawahar Rozgar Yojana (JRY) in 1977, National Rural Employment Programme (NREP) in 1980, Employment Assurance Scheme (EAS), Food for Work Programme (FWP) in 2004, Jawahar Gram Samridhi Yojana (JGSY) and Sampoorna Grameen Rozgar Yojana (SGRY) were launched. Some of them (e.g. FWP) provided food grains to complement wages.

On 2 October 1993, the Employment Assurance Scheme (EAS) was initiated to provide employment during the lean agricultural season. The role of PRIs was reinforced with the local self-government at the district level called the 'Zilla Parishad' as the main implementing authority. Later, EAS was merged with SGRY in 2001.

Jawahar Rozgar Yojana (JRY) was launched with effect from April 1, 1989 by merging the then two existing wage employment programmes, viz. National Rural Employment Programme (NREP) that was initiated in October 1980 and Rural Landless Employment Guarantee Programme (RLEGP) that was initiated on 15th August 1983. It aimed to generate gainful employment in the lean agricultural season in the rural areas through creating durable community and social assets.

From October 2, 1993, Employment Assurance Scheme (EAS) was launched in 1778 identified backward blocks situated in draught prone, desert and tribal and hill areas of 257 districts where the revamped public distribution system was in vogue. Subsequently the scheme was extended to all the rural blocks of the country in April 1997. The main objective of the programme was to get assured wage employment to 100 days during the lean agricultural season to them who are in need and are seeking job. The Sampoorna Grameen Rozgar Yojana (SGRY) was launched on September 25, 2001. The scheme of Jawahar Gram Samridhi Yojana (JGSY) and EAS has been fully integrated with the SGRY. The National Food for Work Programme (NFFWP) started on January 2001 for most backward districts of the country on the basis of prevalence of poverty indicated by SCs/STs population, agricultural productivity per worker and agricultural wage rate. Wages under SGSY and NFFWP were paid partly in cash and partly in the form of food grains valued at BPL rates.

In 2004, the Government of India introduced a National Employment Guarantee Act to provide a legal guarantee for at least 100 days of employment to begin with on asset creation public works programme every year at a minimum wages for at least one able-bodied person in every rural and urban poor and

lower middle class household. The Act was passed on 25 August 2005 and this programme is a holistic measure towards the implementation of 'Right to Work'.

Programmes Sampoorna Grameen Rozgar Yojana (SGRY) and National Food for Work Programme (NFFWP) were merged with this programme in its first phase of implementation in the 200 most backward districts of the country on 2 February 2006. In its second phase more 113 and 17 districts were included with notification on 1 April 2007 and 15 May 2007 respectively. Finally, remaining rural districts were included with notification on 1 April 2008. Thus, MGNREGA covers the entire country with the exception of districts that have a hundred percent urban population. This scheme was remand as Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) on 2 October 2009. It covers 648 districts in total in 2014-15.

The most prominent basic and salient features of MGNREGA include that

- It has introduced right-based framework,
- There is a legal guarantee of 100 days of work per year per rural household, and
- There is demand-based resource ability [*Various Notification of Govt. of India on NREGA; nrega.nic.in*].

These constitute important issues that need to be looked into.

#### **1.4 Some research questions**

While the MGNREGA has introduced the right-based framework, a legal guarantee of 100 days of work per year per rural household, and demand-based resource ability [*Various Notification of Govt. of India on NREGA; nrega.nic.in*] some research questions that naturally arise are pertinent. What factors account for the differential performances of the states of India including West Bengal in respect of this programme? The fact is that the legal guarantee of 100 days of work per year per rural household is not being realised in any state of the country. What factors – demand deficiency or supply constraint – can explain



the phenomenon? Is the performance of the programme tailored to the justice being achieved across different social categories of workers at both aggregative and disaggregative levels? To what extent does the programme contribute to rural development? What is the relationship between the MGNREGA wage rate and the market casual labour wage rate in the rural areas and what are its implications?

The present work seeks to find answers to these and related questions.

### **1.5 Objectives of the study**

The present work thus sets the following objectives for itself.

1. To assess the role of MGNREGA in rural development;
2. To discuss the constraints on implementation of MGNREGA;
3. To assess its demand-based characteristic.

### **1.6 Hypotheses**

1. West Bengal has made notable progress in respect of MGNREGA.
2. MGNREGA being general in nature. The vulnerable sections of workers, particularly SCs and STs tend to suffer in obtaining due share of employment at the district level.
3. In reality MGNREGA does not generate demand-driven wage employment; employment generated is actually supply-led.
4. MGNREGA plays a positive role in rural development.

### **1.7 Database and Methodology**

Since the overall objective of the present study is to analyze the role of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) in rural development across the selected districts of West Bengal we try to develop a comparative analysis at different tiers of Panchayat Raj Institutions (PRIs) and for this purpose we take resort to secondary data. Since these data are insufficient to address various issues concerning participation of beneficiaries in the scheme (and in the same time non-participation issues), we

collect primary data to collect information at the village level addressing detailed grass root level issues on people's participation and planning in the ongoing process of MGNREGA and on rural development.

### Secondary Data

The secondary data are collected from different officials and internet Websites (e.g. <http://www.mgnrega.nic.in>, nrega google search, MGNREGA public data portal, MIS Report, MGNREGA at a glance, MGNREGA Dashboard etc.). Secondary data relating to MGNREGS employment, wage and poverty dimension are collected from sources namely Census of India, National Sample Survey Organisation (NSSO), Economic Census, Rural development Portal of Government of India, Statistical Abstract, Economic Survey, National Human development Report of Government of India, Statistical Bureau Government of West Bengal. Some important information are also collected from different research Institutions like National Council of Applied Economic Research (NCEAR), Indian Institutes of Technology (IITs) and Indira Gandhi Institute of Development Research (IGIDR).

Secondary data on population, sex, literacy rate and caste, work participation in the scheme has been collected from internet, *Census of India 2011*, West Bengal *District Statistical Hand Books* of Purba and Paschim Medinipur 2014. Items of secondary data are shown against their sources in Table 1.2

**Table1.2 Items of secondary data and their sources**

Items of Data	Sources
Population, number of male and female, Sex Ratio, Geographical areas of the sample Districts, Number of sub-divisions, blocks, panchayats, Rural population Etc.	Census of India, 2011, <i>District Statistical Hand Book</i> of Bureau of Applied Economics and Statistics, Government of West Bengal for Purba Medinipur and Paschim Medinipur.
MGNREG Act 2005, Guide Lines, DMU Report, Circular, Bank and Post Office related information, Convergence related information,	MGNREGA Data Portal, MGNREGA at a glance page on Inter-net, MGNREGA Dash Board, Ministry of Rural Development, MIS Report.
Beneficiary Lists for IAY, NSAP,NRLM and MGNREGA; Job Cards, Master Rolls,	nrega.nic.in: Home Page and its concerned sections Viz. Mission

Employment of Workers, Labour Budget and Report of the people; Delay Compensation Report, Unemployment Allowance, GIS Reports, Sanction Orders of MGNREGS.	Antyodaya (IPPE II); Transparency and Accountability; Monitoring and Alerts;
Receipt of expenditure on MGNREGA of the Purba Medinipur and Paschim Medinipur Districts	MGNREGA cell of the Zilla Parishads of Purba Medinipur and Paschim Medinipur Districts
Receipt and expenditure on MGNREGA of sample Blocks and Gram Panchayats	Offices of the concerned Selected Blocks and Gram Panchayats
Receipt of and expenditure on MGNREGA of the Purba Medinipur and Paschim Medinipur Districts	MGNREGA cell of the Zilla Parishads of Purba Medinipur and Paschim Medinipur Districts
MGNREGS employment, wage rate in different States of India, Wage differential between MGNREG wage rate and alternative wage rate in rural areas and poverty dimensions	<i>NSSO; Economic Census, Rural development Portal of Government of India, Statistical Abstract, Economic Survey, National Human development Report of Government of India, Statistical Bureau Government of West Bengal.</i>

Source: MGNREGA Home Page, [mgnrega.nic.com](http://mgnrega.nic.com)

## Primary Data

Primary data on participation in the scheme, process of implementation, delay in period of receipt of wages, nature of work, expenditure pattern of the beneficiaries, problems of the scheme, awareness of the programme and non-attendance of the members of Gram Sabha has been collected from the respective offices of the Panchayats. On account of the limitations of the secondary data and the primary data to fulfil the objectives of the study a detailed primary survey has been made. Data are collected from sample households of two districts which are selected on the basis of random sampling. Collection of Sample, the sample frame of Purba Medinipur and that of Paschim Medinipur are shown in Tables 1.3, 1.4 and 1.5 following respectively.

Primary data consist of two sample districts of West Bengal: Purba Medinipur and Paschim Medinipur which comprise our study areas. We have surveyed 800 MGNREGS Participants sample households (comprising 1478 workers)

taking 100 households from every sub-division of two districts (8 sub-divisions).

From each selected panchayat taking two villages, primary survey was carried out on 25 participant households in MGNREGA. In this fashion, from each sub-division, 8 villages were selected and a total number of 100 households were surveyed in detail with the help of structured household questionnaire. In this way 400 participant households were selected from each district and data was collected in two sample districts Purba Medinipur and Paschim Medinipur of West Bengal. The total sample consists of 1478 participants from two sample districts.

These focus on a micro-level investigation in eight sub-Divisions of Paschim Medinipur and Purba Medinipur districts in West Bengal and their selected panchayats and the beneficiaries and non-beneficiaries which help us understand the nature and quality of assets created under the scheme, their effects in rural development, constraints of implementation of the programme, role of the programme on the vulnerable section of the society and role of women's participation and their problems of participation in the programme. The analysis is done at three different levels. National level and State-level secondary data are examined to help us understand the differences in performance across the states and districts, followed by a sub-division level analysis. We then try to evaluate how adequate the available technical capacity is and process-related issues at the block and gram panchayat levels. At the third level, a field study was conducted in sample GPs and among beneficiaries to understand the objectives of our study based on the process of implementation of the programme from below. The selected Blocks and Panchayats of 8 Sub- Divisions (4 from each of 2 Sample districts, Purba Medinipur and Paschim Medinipur, in West Bengal) are shown in the table 1.3 below.

**Table 1.3 Selection of sample areas**

Districts	Paschim Medinipur	Purba Medinipur
Sub-Divisions	1. Midnapore Sadar, 2. Kharagpur, 3. Jhargram, 4. Ghatal	1. Contai, 2. Tamluk, 3. Egra 4. Haldia
Blocks	1. Midnapore Sadar Block and Keshpur; 2. Kharagpur-I Block and Debra; 3. Jhargram Block and Gopiballavpur-I; 4. Daspur-I and Daspur II	1. Contai -I Block and Bhagabanpur -II; 2. Panskura -I and Kolaghat; 3. Egra - I and Egra - II Blocks; 4. Sutahata-I and Mahisadal
Panchayats	1. Kankabati and Panchkhuri + Kalagram and Anandapur ; 2. Bhetia and Kalaikunda + Radhamohanpur -I and Debra – I ; 3. Radhanagar and Lodhasuli + Alampur and Amarda ; 4. Nijnarajole and Rajnagar + Ranichak and Goura ;	1. Badalpur and Haipur + Basudebberia and Jukhia; 2. Pratappur -I and Paskura -I + Sidhha and Bhogpur; 3. Jerthan and Panchrol + Manjushree and Basudebpur ; 4. Chitanyapur and Kukrahati + Natsal and Satis Samanta
Sample Households	25 Participants sample Households from each Panchayat on an Average ( Total 400, from each district)	25 Participants sample Households from each Panchayat on an Average (Total 400, from each district)

**Sampling Design**

We choose the state of West Bengal purposively for our present study due to its significant progress in decentralized planning and participatory development. The sampling design for the purpose of collection of primary data consists of a multi-stage random sampling with districts forming the first stage unit within the state of West Bengal and the sub-division (and the block) of the selected districts form the second stage of selection, while the panchayats form the third stage unit and Villages consists of fourth stage unit and the beneficiaries selected from gramsabha (village level) constitute the last stage unit of sampling.

From each Gram Panchayat, two villages are selected keeping into account their distance from the main road/panchayat office location. One village is selected from the nearby periphery of around 2-4 kilometres of the panchayat office location and the second village is selected from a farthest location of 4 kilometres or more than that. From the selected villages at least 10 and at most 15 Participant sample households are selected from each village according to their strength of population as well as number of participants of the MGNREGS. In this manner, from two sample districts of West Bengal a total number of 800 households are selected.

For the selection of participant households, a list of all beneficiaries (participants) in the village was obtained from the Gram Panchayat in the village along with the information about caste factor of the workers. After getting the list, Random Sampling Method was adopted for selection of the participant households. Attention was given for the proper representation of Scheduled Caste, Scheduled Tribe and Other Backward Castes. A due representation was also given to the gender factor.

In addition to household questionnaire, a Village Schedule is canvassed in order to capture the general changes that have taken place in the village since inception of the MGNREGA and to take note of change in wages for agriculture and alternative sources after the implementation this programme. The village schedule also contained qualitative questions with multiple choice type related to change in life style of the villagers taken place during era of the scheme. One village schedule in each village is filled up with the help of a group discussion with the panchayat members, panchayat officials, members of the SHGs, members of the NGOs, well-wisher social workers, educated and other well informed people available in the village being surveyed.

The Two sample districts, Paschim Medinipur and Purba Medinipur, differ based on their demographic composition, socio-economic characteristics and agro-climatic features. All the blocks of these two districts are not equally important. They have also different agro-climatic and socio-economic

characteristics. Eight blocks with distinct socio-economic characteristics are randomly selected from each of the two districts. Midnapore Sadar, Keshpore, Kharagpur-I, Debra, Jhargram, Gopiballavpur-I, Daspur-I and Daspur II are the sample blocks of Paschim Medihipur district. Contai-I, Bhagabanpur-II, Kolaghat, and Panskura-I, Egra-I, Egra-II, Sutahata-I and Mahisadal are the sample blocks of Purba Medinipur district.

**Table 1.4 Sample frame for field survey in Purba Medinipur district**

<b>1<sup>st</sup> Stage</b>	<b>2<sup>nd</sup> Stage</b>		<b>3<sup>rd</sup> Stage</b>	<b>4<sup>th</sup> Stage</b>	<b>5<sup>th</sup> Stage</b>	
<b>District</b>	<b>Sub-division</b>	<b>Blocks</b>	<b>Gram Panchayats</b>	<b>Villages</b>	<b>Number of HHs</b>	
Purba Medinipur	Contai	Contai - I	Badalpur	Alalpur Jangipur	11 14	
			Dulalpur	Tajpur Majna	12 13	
		Bhagabanpur - II	Basudev Berya	Neturia Basudeb	13 12	
			Jukhia	Jukhia Bamunia	12 13	
		Tamluk	Panskura - I	Pratappur -I	Murail Pratappur	11 14
				Paskura -I	Janabar Narda	10 15
	Kolaghat		Sidhha I	Renubar Siddha	12 13	
			Bhogpur	Kodalia Bhogpur	12 13	
	Egra	Egra - I	Jerthan	Alangiri Jerthan	12 13	
			Panchrol	Baghmari Panchrol	11 14	
		Egra - II	Manjushree	Alipur Baincha	12 13	
			Basudevpur	Chirulia Basudevpur	13 12	
	Haldia	Sutahata I	Chitanyapur	Chaitanyapur Kesabpur	13 12	
			Kukrahati	Anarpur Bapupur	11 14	
		Mahisadal	Natshal I	Andulya Natshal	13 12	
			Satis Samanta	Bamanpur Gopalpur	13 12	
	TOTAL	-	-	-	-	400

A range of stakeholders, including job card holders, GP and block-level officials, and technical personnel were interviewed to understand the problems of implementation at the local level. Physical inspection, also, was made on the completed and ongoing works in sample GPs. The sample of this study

consisted of the NREGA beneficiaries belonging to scheduled tribes, scheduled caste, minority group and the other general people both BPL and APL. A comprehensive field survey was carried out not only to discover women empowerment and their role in rural development process implementation, but also to understand the institutional structure and the constraints that stand in the way of the implementing agencies

**Table 1.5 Sample frame for field survey in Paschim Medinipur district**

1 <sup>st</sup> Stage	2 <sup>nd</sup> Stage		3 <sup>rd</sup> Stage	4 <sup>th</sup>	5 <sup>th</sup>
District	Sub-division	Blocks	Gram Panchayats	Villages	Number of
Paschim Medinipur	Midnapore Sadar	Midnapore	Kankabati	Kankabati	12
			Gopalpur		13
		Keshpore	Panchkhuri I	Kamalapur	14
			Chherua		11
	Kharagpur	Kharagpur-I	Kalagram	Uchahar	13
			Basanchak		12
		Debra	Anandapur	Ranpara	10
			Gamaria		15
	Jhargram	Jhargram	Bhetia	Bhetia	14
			Sirshi		11
		Debra	Kalaikunda	Tentulia	12
			Alichak		13
	Ghatal	Daspur-I	Radhamohanpur -I	Asari	13
			Bandh		12
		Daspur II	Debra - I	Alampur	11
			Balichak		14
	Ghatal	Daspur-I	Radhanagar	Dulapur	12
			Uttarsuli		13
		Daspur II	Lodhasuli	Dalkati	12
			Balia		13
Ghatal	Daspur-I	Alampur	Bakra	14	
		Basanda		11	
	Daspur II	Amarda	Amarda	12	
		Atangi		13	
Ghatal	Daspur-I	Nijnarajole	Balipata	10	
		Singanghai		15	
	Daspur II	Rajnagar	Dadpur	12	
		Rajnagar		13	
Ghatal	Daspur II	Ranichak	Ranichak	12	
		Drai		13	
Ghatal	Daspur II	Ajodhya			
		Goura	Sonamui	13	
Ghatal	Daspur II	Rampur		12	
TOTAL	-	-	-	-	400



## Data Analysis

To analyze data simple statistical techniques like Mean, Standard Deviation and Percentage calculations have been taken into consideration. The statistical hypothesis testing techniques 't' statistic and 'F' statistic are used to test the mean differences and variations of distribution of income respectively among the workers by caste and sex and households by castes and in aggregate in two sample districts Paschim Medinipur and Purba Medinipur districts. Econometric analysis on probit model concerned to participation of the beneficiaries is taken into consideration. To assess the profile of a participant under the MGNREGS we construct a participation equation. This offers more definitive insights into individual, household and village characteristics that influence participation.

### 1. Test for Equality of Two Means (SDs Unknown)

Considering two independent random samples of sizes  $n_1$  and  $n_2$  are drawn from two normal populations with means  $\mu_1$  and  $\mu_2$ . It is required to test the hypothesis that the means are equal.

So, the null hypothesis can be set as  $H_0 : (\mu_1 = \mu_2)$

Now, for testing the above stated null hypothesis Fisher's t-Statistic is defined as

$$t = \frac{(\bar{x}_1 - \bar{x}_2)}{s \sqrt{1/n_1 + 1/n_2}}$$
 ; follows 't' distribution with  $(n_1+n_2 - 2)$  degrees of freedom.

where  $s^2 = (n_1S_1^2 + n_2S_2^2)/(n_1+n_2 - 2)$ , be an unbiased estimator of the common variance assuming two population SDs are equal;  $\bar{x}_1$  and  $\bar{x}_2$  are sample mean variables taken for the test and  $S_1$  and  $S_2$  are two sample SDs.

### 2. Test for Equality of Two SDs ( Unknown Means)

Given two independent random samples of sizes  $n_1$  and  $n_2$  from two normal populations with unknown means, we require to test the hypothesis that the population SDs are equal.

So, the null hypothesis can be set as  $H_0 : (\sigma_1 = \sigma_2)$

The estimates variances  $\sigma_1^2$  and  $\sigma^2$  are obtained from samples as follows

$s_1^2 = (n_1/n_1-1)S_1^2$  and  $s_2^2 = (n_2/n_2-1)S_2^2$  where  $S_1$  and  $S_2$  are sample SDs.

Considering the null hypothesis is true the F-Statistic is defined as-

$$F = \frac{s_1^2}{s_2^2}$$

or,  $F = \frac{n_1 S_1^2 / (n_1 - 1)}{n_2 S_2^2 / (n_2 - 1)}$  ; with  $(n_1 - 1, n_2 - 1)$  degrees of freedom.

where  $S_1$  and  $S_2$  are sample Standard deviations ( SDs) as well as the variables taken for the test.

### 3. Diversity Index Measure

A diversity index is a quantitative measure that reflects how many different types there are in a dataset, and simultaneously takes into account how evenly the basic entities are distributed among those types. The value of a diversity index increases both when the number of types increases and when evenness increases. For a given number of types, the value of a diversity index is maximized when all types are equally abundant.

Method: The Shannon's diversity index ( $H$ ) is the proportion of species  $i$  relative to the total number of species ( $p_i$ ) is calculated, and then multiplied by the natural logarithm of this proportion ( $\ln p_i$ ). The resulting product is summed across species, and multiplied by -1:

$$H = - \sum_{j=0}^n p_j \cdot \ln p_j$$

### 4. Analysis of Participation (Probit Model)

To deal with the binary or dichotomous dependent variable the most commonly used model is probit model. The word is a portmanteau, coming from *probability* + *unit*. The purpose of the model is to estimate the probability

that an observation with particular characteristics will fall into a specific one of the categories; moreover, if estimated probabilities greater than 1/2 are treated as classifying an observation into a predicted category, the probit model is a type of binary classification model. The probit function uses cumulative standard normal distribution.

The probit specification takes the following form:

$$P[y=1/x] = \Phi (\beta_0 + \beta_1 x_1 + \beta_2 x_2 + \dots + \beta_k x_k) = \Phi (\beta_0 + \beta x) \quad (1)$$

Here, P represents the probability of an observation being “1” where the dependent variable is coded either 1 or 0. Greek letter  $\Phi$  represents the cumulative standard normal distribution function (CDF) and is defined as

$$\Phi(z) = \int \varphi(v) dv \quad (2)$$

Where  $\varphi(\cdot)$  is the standard normal density

$$\varphi(z) = (2\pi)^{-1/2} \exp (-z^2/2) \quad (3)$$

The function  $\Phi(\cdot)$  in (2) is increasing in z and takes on values strictly between 0 and 1.

It increases most quickly at  $z = 0$ ,  $\varphi(z) \rightarrow 0$  as  $z \rightarrow -\infty$  and  $\varphi(z) \rightarrow 1$  as  $z \rightarrow \infty$ .

If  $x_j$  is a continuous variable, its partial effect on  $p(x) = P[y=1/3]$

$$\frac{\partial p(x)}{\partial x_j} = \varphi(\beta_0 + \beta x) \beta_j, \quad \text{Where } \varphi(z) = \frac{d\Phi(z)}{dz} \quad (4)$$

As  $\Phi(\cdot)$  is the standard normal cumulative distribution,  $\varphi(\cdot)$  is the normal density function,  $\varphi(z) > 0$  for all z. Thus, the partial effect of  $x_j$  on  $p(x)$  depends on x through the positive quantity,  $\varphi(\beta_0 + \beta x)$ , implying that the partial effect always has the same sign as  $\beta_j$ .

In this regression model (on binary outcome) the marginal effect of an explanatory variable x is the partial derivative of the prediction with respect to x and measures the expected change in the response variable as a function of the change in x with the other explanatory variables held constant. In the interpretation of regression model, presenting marginal effects often brings more information than just looking at coefficients. With binary independent

variables, marginal effects measure *discrete change*, i.e. how do predicted probabilities change as the binary independent variable changes from 0 to 1?

## **1.8 Scheme of Chapters**

The plan of the rest of the work is as follows. Chapter 2 makes a review of the existing literature on the Mahatma Gandhi National Rural Employment Guarantee Acts (MGNREGA). Chapter 3 examines and analyses progress of MGNREGA in West Bengal. Chapter 4 focuses on progress of MGNREGA in sample districts Purba Medinipur and Paschim Medinipur of West Bengal. Chapter 5 also does so for the sample blocks in two selected districts Purba Medinipur and Paschim Medinipur. Chapter 6 presents the micro level study and Chapter 7 discusses constrains on progress of MGNREGA. Chapter 8 summarises the discussion made in earlier chapters and makes concluding observations.

## Chapter 2

### REVIEW OF LITERATURE

The purpose of a literature review is “to determine the extent to which the topic under study is covered in the existing body of knowledge” (Babbie & Mouton, 2001). Perusal of the previous literature is essential to identify research problems and provide valuable suggestions in any research. Thus the review of literature not only helps in gaining knowledge about a topic but also arouses the interest in information seeking and critical appraisal of an issue. As such, an attempt has been made in this chapter to review the work already done in respect of MGNREGA.

There has been a dearth of studies designed to assess the performance of National Rural Employment Scheme ever since the Act came into force in the country (Ambasta, P, et. al, 2008, Gopal, 2009, Jha, et. al. 2008, Mehrotra, 2008, Chakraborty, 2007). A number of researchers, various institutions and NGOs conducted, no doubt, studies which looked into the impact of MGNREGA on various aspects such as employment generation, alleviation of poverty, food security, wage rates, out-migration, overall rural development and issues/deficiencies of implementation. Of these, some studies found visible positive impact of MGNREGA on income, curtailing out-migration and ensuring food-security. Some studies reported concern over several issues such as corruption, system defects, monitoring, social audit and way of implementation of the Act.

The existing literature on participatory rural development through MGNREGA is reviewed in this chapter in respect of decentralized planning, people’s participation, participatory and sustainable rural development. It is classified into state level study, district level study, block level study and village level study

## **2.1 National Level & Common Issue Related Study**

Vaidyanathan (2005) put emphasis on strengthening democratic panchayats and empowering them to plan and implement all local development concerned to National Employment Guarantee Scheme (NEGS) and suggested that the campaign for a wider and better funded NEGS must be combined with a campaign to generate strong public opinion and mobilize elected panchayatdars all over the country to bring pressure on the central and state governments to strengthen democratic panchayats and empower them.

Sau (2006) highlighted the approaches to rural development and theoretical bases of rural development in India. Sau (2008) also made a critique of the different development approaches including rural development approaches and examined their relevance to a developing country like India.

Planning Commission (2008) conducted a survey in major 20 states of India to study the impact of MGNREGA in the national level. The results showed a shift of low income groups towards high income category, significant increase in the expenditure on food and non-food items and change in the expenditure pattern with some of the positive impacts of MGNREGA on rural households. The other things they observed were the non-provision of employment within stipulated timeframe and non-payment of unemployment allowances, the utilization of small portion of households for more than 35 days of work and existence of distress migration in sample villages.

Poonia (2012) made a review on the approaches taken in India for social protection since independence and put emphasis on NREGA within the broader social protection discourse and its impact on women's empowerment.

Prasad (2012) made an overview discussion of MGNREGA in the national level and focussed on its role in rural development process through the safety net for the rural unemployment and food security especially during famine and draught.

Shah (2007) delivered Lovraj Kumar Memorial lecture in New Delhi on employment guarantee, civil society and Indian democracy and pointed out that the NREGA had the potential to provide a “big push” in India’s region of distress. For NREGA to be able to realise its potential, the role of civil society organisations was critical, but this called for a new self-critical politics of fortitude, balance and restraint.

Singh (2013) made a detailed study on Impact of MGNREGA on Migration and Asset creation based on 55<sup>th</sup> Round and 64<sup>th</sup> Round NSSO data and found that migration is a complex process, it was not always done due to poverty and desperate situation, but complex factors (facilities, education). People were migrating due to lack of adequate agricultural land, inadequate agricultural production, less irrigation facility, and acute water scarcity. At the meso level analysis, correlation between MGNREGA and Migration was very weak. From the literature as well as supported by the micro-assessment, MGNREGA was helping poor and weaker section of the community by providing employment at critical period of a year (seasonal migration). In principle, NREGA could help reduce temporary migration but was ineffective in the long period, when several factors would change together.

Basu et al. (2007) made an effort to develop a model to analyse the effect of Employment Guarantee Scheme (EGS). Basu (2011) framed a theoretical model to show the rural employment guarantee scheme on seasonal labour market and suggested that the infrastructure created by the EGS programme was used as agricultural inputs because it facilitated agricultural production, so it had a positive impact on casual labour demand in the lean season and expected agricultural output in peak season.

Mukherjee et al. (2011) investigated the adverse effects of target income from NREGS on labour market as well as agricultural productivity and they found that the agricultural output will increase if the favourable effects out ways the adverse effects and labour supply can be increased if the targeted income level is increased.

Aiyar and Salimah (2006) made an attempt to articulate some key design principles that can strengthen the effectiveness of the NREGA. Maulick (2009) examined the nature of NREGS based on its online Knowledge Network, use of smart cards for wage payment to the workers in remote villages and so, its progress marked from a mere wage employment to sustainable development programme. Negi (2010) focused on the role of MGNREGA to ensure the right to work in rural India.

Mehrotra (2008) examined the performance of NREGP in the rural development perspective and highlighted specific weaknesses, described the challenges that ahead and suggested to overcome the problems. The professional support is quite low and it does not distinguish the fact that MGNREGA requires any serious professional support. Therefore if the scheme continues the same approach, it will be having the risk of following the same way of the earlier wage employment programmes. He added that the weaknesses and flaws in the implementation mechanism of the programme if addressed will definitely make the MGNREGA fruitful by rising the stagnate rural wages, increasing productivity and also will minimize the rural-urban migration.

Misra (2014) made a critical study of the Modi government that if Narendra Modi did not believe in a social safety net like MGNREGA, he should repeal the Act or else, reform it.

Hazra (2009) made a brief discussion of the positive impact NREGA on rural development based on its legal status that it was the first ever law internationally guarantees wage employment at an unprecedented scale.

Narayanan and Lokhande (2013) found that the MGNREGA left much to be desired and there was a serious lack of capacities in the agencies tasked with actualising the scheme. Liu and Deininger (2011) studied the impact of NREGA participation on consumption expenditure, calorie consumption, protein intake and asset accumulation.



Tomar and Yadav (2009) made a focus on the process of implementation of NREGA and put a number of suggestive measures for effective implementation of the programme in the rural development process. Murugavel (2009) examined the performance of NREGS in India to create strong rural base besides strengthening the natural resource management and to encourage sustainable rural development in the long run process.

Desai, Vashishtha, and Joshi (2015) made a critical study of MGNREGA and found that it played a vital role in rural transformation. The Act envisaged not only an immediate livelihood (through employing unskilled labour) but also long-term livelihood opportunities by creating sustainable assets in rural areas. This contributed to enhancing natural resources (through water conservation, drought proofing, renovating water bodies, rural connectivity and so forth) and furthering sustainable rural development. Planning process of MGNREGA was unique among India's government programmes. As demand-driven, rights based programme, it began at the village level. In a public meeting of the village community, the Gram Sabha, individuals and households registered their interest in obtaining work. This information was consolidated by the lowest-level governance structure, the Gram Panchayat, which then prepared a list of projects to submit to the intermediate Panchayat at the block level to get project sanction. Thus, the initiative for developing projects rest with local government in response to grassroots demands.

Ghosh (2009) carried a study on women employability and found that women were participating in the MGNREGS much more actively than in all others recorded work. Richard (2010) analysed the impact of MGNREGA on the women workers. Kelkar (2011) examined the change and continuity in gender relations through women participation in MGNREGA generated employment and found credible evidence on women's participation in this programme. Pellissery and Jalan (2011) made a gendered analysis of MGNREGA for transformative social protection and they argued that this programme has no impact on social transformation.

Joshi (2014) focused on women participation in MGNREGS and its impact. Sudarshan (2010) explored, through fieldwork, the reasons behind and the implications of women's participation in NREGA and other, wider impacts.

Jacob *et al.* (2006) examined that NREGS creates a direct incentive for women to choose NREGS work. Kelkar (2009) made an analysis on women empowerment through NREGA and found the close link between gender equality and economic growth. IIM Lucknow (2009) made an analysis on women participation in NREGS and observed reduction of wage gap.

## **2.2 State level Study**

Liu and Barreit (2013) found based on 2009-10 Sample Survey data that: across the states at the national level, self-targeting design MGNREGS leads to greater rates of self-selection into the programme by poorer and scheduled tribe or scheduled caste households. However, the administrative rationing of MGNREGS job is not pro-poor, but exhibits a sort of middle-class bias.

Jha *et al.* (2011) analyzed the transaction into and out of the National Rural Employment Guarantee using a panel data set for 2007-08 and 2009-10 for the state Rajasthan.

Ghosh, and Karmakar, (2012) examined impact of NREGA on wage rates, food security and rural urban migration in Sikkim. Singha *et al.* (2012) made a critical assessment of issues and challenges of MGNREGA with a comparative study of fifteen selected states in India based on both primary as well as secondary data. They found that the programme has proved to be the largest employment programme particularly for the rural India and has contributed towards the increase in purchasing power by being a major source of income for the bottom of the pyramid people in the society.

Mishra, Behera and Nayak (2010) examined the varied impacts of the NREGS as a development delivery institution for the tribal communities vis-a-vis other social groups across the Indian states and suggested institutional reforms and

convergence of the development initiatives of the Ministry of Tribal Affairs with the scheme in order to realise its optimal potential.

Banerjee and Saha (2010) made focus on the progress of NREGA in the Maoists affected backward regions of Jharkhand, Orissa and Chhattisgarh. They examined various issues in this concern and found that the Maoists are active in some of the most backward areas and the government accused them of stalling development.

Khera and Nayek (2009) based on fieldwork in six states Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Rajasthan and Uttar Pradesh examined the socio-economic consequences of the NREGA for women workers and found that significant benefits started accruing to women through better access to local employment at minimum wages, with relatively decent and safe work condition and their barriers in participation based on the qualitative data are also pointed out.

Tata Institute of Social Sciences (2011) studied implementation of the MGNREGA in the state of Kerala and stated that the response from the Kerala state in towards programme implementation was quite remarkable as it capitalised on its achievements in implementing demarcating decentralisation.

Joshi (2010) examined one of the few examples of a legally granted socio-economic right - a limited "right to work" – that existed in one state of India for over 25 years in the form of the employment guarantee scheme and pointed out that legal underpinning did not automatically enable the poor to obtain rights, however legal rights had important indirect effects for pro-poor activist organisations including mobilizing membership, protecting active from arbitrary action, and shifting public discourse.

Ghosh (2011), examined the impact of NREGA on wage rates, food security and rural urban migration in West Bengal. Louis (2006) examined the role of implementation of NREGA in Bihar and pointed out that the present state government, like its predecessor, seems to be strong on rhetoric and weak in

implementation. Datar (2007) made a comparative study between NREGS and MREGS, and put an explanation for why NREGS failed to take off in Maharashtra with field evidence.

Pankaj and Tankha (2010) based on field survey data of four states viz. Bihar, Jharkhand, Rajasthan and Himachal Pradesh found that the empowerment of rural women had emerged as an unintended consequence of MGNREGS and they argued that women workers gained from the scheme because of paid employment opportunity, and benefits realised through income consumption effects, intra-household effects, and enhancement of choice and capability.

Jha et al. (2008) based on pooled household level data for the Indian states of Rajasthan and Andhra Pradesh found that the size of land holdings is a negative predictor of participation in the NREGP. In state level analysis this pattern survives in Rajasthan, but reverses in Andhra Pradesh. So, they examined whether this sign reversal in Andhra Pradesh was indicative of programme capture and better targeting in Rajasthan.

Dreze (2007) stated that corruption in rural employment programs in Orissa even continues in NREGS as well. He further added that there is tremendous potential of NREGA in the survey areas. He was of the opinion that NREGA offers opportunity for the rural poor, and that it is appreciated by casual labourers and other disadvantaged sections of the population also. There is the hope among workers that NREGA would enable them to avoid long-distance seasonal migration and its hardships.

Jha, Gaiha, Shankar and Pandey (2012) focused on targeting accuracy of NREGS in two states in India, Madhya Pradesh and Tamil Nadu, based on household data 2009-10. Reddy (2015) focused on rural growth, structural change and Wage rates in rural India.

Himanshu, Mukhopadhyay, and Sharan (2015) made a critical analysis on NREGS in Rajasthan and found that the scheme was debated for its stupendous performance in the initial years of implementation, but also for the relative

sharp decline after 2010. They argued that the decline in performance is not entirely due to the lack of demand, instead supply-driven top-down nature of programme has led to a “discouraged worker” syndrome with workers showing disinterest in demanding work and passively waiting for availability of NREGS work.

Diego and Chakradhar (2014) highlighted potential of MGNREGA in tribal areas of Andhra Pradesh. Jha, Gaiha, Shankar and Pandey (2011) assessed the impact of NREGS on households using panel data set for 2007-08 and 2009-10 for Rajasthan.

Kanungo (2012) discussed that MGNREGA is landmark legislation for employment guarantee and livelihood support for the rural poor and vulnerable groups and he gave the evidence for the state of Orissa. Jha et al. (2011) brought out the relevance of income from MGNREGS for the poor surveying 1500 households spread over the states of Andhra Pradesh, Rajasthan and Maharashtra and pointed out their income shares from the scheme to the extent of 17%, 10% and 7% respectively.

Akthar, Azeez and Alam (2013) analysed rural women empowerment through MGNREGS work in the state of Kerala. Jha (2011) examined the impact of MGNREGA on generation of employment, development of assets and provision of income to the rural people of Bihar.

Sharma et al. (2011) examined the impact of NREGS on Rubber Block Plantation Scheme (BPS) in Tripura and found that this scheme led labour shortage for BPS due to difference of wage rate.

Gopal (2009) examined the social audit process concerned to NREGA in Andhra Pradesh and found that the process achieved much less than its expected outcome and it ignored many important aspects of implementation of the programme. So the process according to them had a long way to go before it could claim to have contributed to transparency, empowerment and good governance.

Berg et al. (2012) made an analysis of impact of MGNREGA on the change of agricultural wage rate in 19 major states of India considering the official data during 2000- 2011 and found that this scheme led 4.8 percent hike in agricultural wage rate in a year.

Nayak et al. (2008) made a study in six states, namely Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Rajasthan and Uttar Pradesh of India to investigate socio-economic consequences of NREGA for women workers and found low work force participation rates in case of women and most of them are illiterate scheduled Caste and Scheduled Tribes.

Shah and Makwana (2011) made a study to find impact of MGNREGA on wage rates, food security and rural urban migration based on both primary as well as secondary data collected from 5 selected districts in Gujarat and their selected blocks, villages and households. They found that MNREGA not able to generate the kind of employment demand as expected. Average number of person days of employment generation per household varied significantly across districts. Low level operation of programme, delay in preparation and approval of works plans, frequent stoppages/ suspension of works, relatively low wage rate, inadequate fund, non-starting works in beginning of lean seasons etc. were the key contributing factors for low level employment generation in the state.

Sudarshan (2011) examined the impacts of women's participation in NREGS in selected areas in three states – Kerala, Himachal Pradesh and Rajasthan and found that participation rate of women in Kerala and Rajasthan was more than Himachal Pradesh.

Haque (2011) made an analysis of socio-economic impact of NREGS in 23 selected Maoist-affected districts across different states of India and found that the share of NREGS income was higher than that of other sources in some areas and women participation rate of SC and ST is higher than other community.

Chakraborty (2007) examined the effectiveness of NREGS across the states of India and found that the enrolment as a percentage of applicants is abysmally low in Maharashtra, followed by Karnataka, Bihar and Jharkhand and higher per-capita income states used the fund more appropriately.

Ambasta et al. (2008) examined successes of NREGS in question of performing prospect in livelihoods of the poorest and heralding a revolution in rural governance in India and they found the gaps of professionals and staff where they work as additional charge basis and so the project became faulty.

Siddhartha et al. (2008) made an analysis of CAG Report on NREGA and highlighted that its performance was not at par declaration in all states of India and official corruption made the scheme jeopardised.

Sharif (2009) made a study on outreach and benefits of NREGA taking sixteen sample districts from seven states of northern India and found that Rajasthan, Madhya Pradesh, Orissa and Chhattisgarh doing well in reaching out to the deprived household but Bihar, Jharkhand and Uttar Pradesh had reached only a small fraction of the deprived and eligible households.

Sharma (2009) made a critical analysis of the potential and challenges of NREGA in the rural development process and made a comment that the programme reversed the way the Indian states had traditionally dealt with issues and envisaged a complete change in the manner of interaction of the state, the local power elites and the local working classes in rural India.

Johnson (2009) examined NREGA in Andhra Pradesh as the substitutes for weather insurance and found that in times of bad weather more people participate in the scheme, but they did not, on average, work considerably more days or receive considerably more per day.

Afridi (2008) studied the accountability system of NREGA in Rajasthan and Andhra Pradesh and found that civil society and NGOs were the main monitor of NREGS. Poonia (2012) reviewed India's approach to social protection since

independence and places the NREGA within the broader social protection discourse.

Ghose (2011) addressed employment challenges of MGNREGA and found it has a long way to go to reach its stipulated scale and its implementation has been far from perfect. Jha, Bhattacharyya,

Gaiha and Shankar (2009) made an analysis to find the relationship between size of land holding and the participation in NREGP and also they have found evidence of complementarities between NREGP and the Public Distribution System (PDS).

Chakraborty (2007) made a focus on budgetary allocation of NREGA and found that its allocation is only marginally higher than what was spent in the past by the government on various rural employment programmes, and also made a comment that the scheme fallen far short of meeting demand in some states with a widely variation of fund utilisation ratio across states.

Charlas and Velmurugan (2012) highlighted the issues and challenges being faced by the government while implementing MGNREGA and the issues among the people covered under the scheme.

Shankar, Gaiha and Jha (2011) assessed the relationship between possessing information on, gaining access to and the efficacy of delivery of MGNREGA.

Ambasta, Shankar and shah (2008) made a critical study on implementation of NREGA in Madhya Pradesh, Gujarat, Chhattisgarh and Orissa.

Chauhan (2014) critically analysed that the scheme was not much used in the rich states of Punjab or Haryana, but effectively did wonders in poorer states such as Jharkhand or Odisha.

Kumar (2013) made a study to find impact of MGNREGA on wage rates, food security and rural urban migration based on both primary as well as secondary data collected from the selected villages and households in 16 states in India.



The trends in occupation depicted that among the participating households, the proportion of work provided by MGNREGA was only a small proportion of their aggregate employment. Out of the total man days employed per household including all the working members, the share of MGNREGA varied between 12 to 32 per cent among different states. At the aggregate, MGNREGA provided 18 per cent share in the total employment among our selected households. A glance on the household income statistics revealed that the estimated per household income of non-participant households was higher compared to participant households. The dispersion of income across households was highest for agriculture and livestock income for both participant and non participant households while it was comparatively low in MGNREGA activities indicating lesser amount of wage rate differentials in MGNREGA as compared to casual wage rate in agriculture and non agricultural activities. Lastly, this programme contributed marginally to reduce rural urban migration.

Kar (2013) discussed status of women participation in Odisha in comparison to other States and issues and challenges for women's participation in MGNREGS.

Kareemulla et. al., (2009) studied impact of implementation of MGNREGS on rural livelihood and the nature of works related to soil and water conservation in the three leading states of Rajasthan, Andhra Pradesh and Madhya Pradesh. They showed that in the state of Andhra Pradesh, soil and water conservation (SWC) works were the prioritized works which accounted to 80 per cent of the total with 80 per cent share of labour wages under the scheme. The scheme in reality appeared to have resulted a decline from 27 per cent to only 7 per cent in migration levels. As per the linear regression function the number of family members participating in the NREGA they held has been significantly influenced by income from other sources, family size and landholdings. The NREGA earnings were observed to be mainly spent on food, education and health security.

Reddy (2015) made a critical analysis of slow structural change in Indian rural labour market and pointed out that states such as Kerala, Tamil Nadu, Himachal

Pradesh, Punjab and Haryana were on the verge of the Lewis turning point with faster non-farm sector growth, high per capita income, urbanisation, higher agricultural labour productivity, and higher wage rates. On the other hand, states with rapid economic growth such as Gujarat, Andhra Pradesh West Bengal and Maharashtra had lower wage rates and higher rural poverty. But, they too had the potential to pass the Lewis turning point if structural change occurs soon.

### **2.3 District level Study**

Azam (2012) assessed causal impacts (Intent-to-Treat) of NREGA on public works participation, labour force participation, and real wages of casual workers by exploiting its phased implementation across Indian districts.

Singh (2013) focused some of the gaps in implementation of MGNREGA in Bundelkhand region of Madhya Pradesh.

Nayak (2012) made an analysis of the motivating factors to participate in NREGA based on the primary data collected from Mayurbhanj district in Orissa.

Dheeraja and Rao (2010) made a study based on a survey of 600 women workers across five districts of Chhattisgarh and showed that improved access to economic resources and paid work through MGNREGS had a positive impact on the socio economic status of the women.

Ramesh (2009) made a study on role of MGNREGA to empower rural women in Karimnagar District in Andhra Pradesh and found that the programme became a beacon of light in this context and contributed substantially for the increased living and economic conditions by creating equal wages to male and female workers and increasing minimum wages.

Jacob and Varghese (2006) examined the impact of NREGS based on a case study in Palakkad district of Kerala and found that the local body played a vital role with higher participation by women in the scheme and largely fair and corruption-free implementation. Jacob and Varghese (2006) also revealed that

in the process of implementation of the scheme local bodies play vital role in Palakkad district of Kerala in largely fair and corruption free process.

Palanichami (2011) have found that more backward class, Hindu, agricultural labours are the most respondent of NREGS in Thiruvannamalai district of Tamil Nadu and the persons with annual income as less than Rs 5000 decreased to 7 percent from 18 percent after introduction of the scheme.

De and Bhattacharyya (2013) examined the level of participation of women under MGNREGA in Morigaon district of Assam.

Sankaran (2011) cited that NREGS ensured a minimum wage rate allowing sufficient flexibility to account for regional and geographical variation and it brought about true need-based minimum wage for decent work.

Tiwari et al. (2011) assessed the impact of MGNREGA on environment and reduction of vulnerability in Chitradurga district of Karnataka.

Khera (2008) made a study in Badwani and Sidhi district of Madhya Pradesh based on primary data along with work site visits and observed that the NREGS played a vital role in creating durable assets for long run growth and empowerment of rural workers.

IIM, Bangalore (2008) conducted a study in Andhra Pradesh and Karnataka covering four districts so as to make an appraisal of the various processes and procedures of MGNREGA programme. Report emphasized the need of capacity building, more awareness generation and also the strengthening of demand process of the programme. In conclusion, results indicated that the MGNREGA programme has been implemented better in the districts of Andhra Pradesh compared to the districts of Karnataka.

IIM, Calcutta (2009) conducted a study to make an appraisal of the implementation mechanism and the processes of MGNREGA programme in four districts of West Bengal viz; Burdwan, Birbhum, Purulia and Malda. The study focused on the level of awareness regarding the programme amongst the

workforce, various implementation processes like demand for work, registration, work process, wage payment, records, monitoring, social audit and grievances redressal mechanism etc. The study revealed that there has been an increase both in case of income and wages across the four districts of West Bengal and no difference in task rates for male and female workers.

Bhatty (2006) investigated in Dungapur district of Rajasthan to find the scope of crèche facility of NREGA, but it was the matter of black and white. Reddy et al. (2010) examined the role of NREGA in social protection based on six sample districts taking two from each state of Rajasthan, Bihar and Andhra Pradesh and found a number of gaps of implementation of the programme.

Singh (2013) made a critical analysis on the performance and irregularities of implementation of MGNREGA in Bundelkhand area of Madhya Pradesh and found that the scheme did not work properly in favour of the marginalised section of the region.

Borah and Bordolai (2014) focused upon the impact of MGNREGA on the lives of women and identified their barriers to access the programme in Sonitpur District of Assam.

Khosla (2011) made an estimate of caste reservation on the provision of public goods and services based on NREGS data in Telangana and coastal Andhra and found that there is no significant effect of Caste reservation in Telangana, but Backward Caste reservation is statistically significant in the coastal Andhra.

Dey et al. (2010) made a study on NREGA in Birbhum district of West Bengal to find its functioning and their study revealed that in order to serve as an effective employer of the last resort, it should create more jobs during the lean season and wages should be paid in a timely manner.

Raabe et al. (2010) analysed the challenges of the NREGS - the challenge of elite capture and the challenge of managing the fund effectively avoiding leakages

and corruption on two districts in Bihar and found that the scheme was far from its stipulated goals.

Vaniak et al. (2008) made an analysis on Mayurbhanj district of Orissa to discuss the mode of payment of NREGA and revealed that payment through bank account would reduce corruption. Arora, Kulashreshtha and Upadhyay (2013) analysed the relevance of MGNREGS on women empowerment in the Rohtak district of Haryana State.

Centre for Research in Rural and Industrial Development (2009) made an appraisal and impact assessment of NREGA programme in 3 sample districts, Simaur of Himachal Pradesh, Hoshiarpur of Punjab and Sirsa of Haryana to find out the effective management practices, procedures and processes, and also different interventions and strategies for its up scaling and dissemination. The findings that more than 62% of the sample panchayats in district Sirsa and nearly 75% panchayats in district Simaur revealed increase in their agricultural production due to the activities of MGNREGS, in the contrary, more than 87% panchayats of district Hoshiarpur did not have any positive impact on agricultural production and irrigation. There was no change towards the in-migration of the workers (37% panchayats in district Sirsa observed decreased in-migration), but there observed an overall decrease in out-migration due to MGNREGS.

Gopal (2009) examined social audit system of NREGS in Ananthapur district of Andhra Pradesh and found this system fraud in most of the cases. Jha, Gaiha and Shankar (2008) focused on participation of different socio-economic group in NREGP and found that the programme has been far from dismal.

Kadrolkar (2012) examined the impact of MGNREGA and found that it has many flaws. Panda (2015) made a critical study on NREGS based on a survey over five districts of Assam and found that this scheme is in consonance with the idea of sustainable development whose important cardinal components are economic, social and environmental sustainability.

Bhattacharyya (2015) examined the level of economic, social and political empowerment of the participants of the MGNREGA in Morigoan district of Assam by comparing the situation of before and after the implementation of the programme.

Dutta (2009) carried a quick appraisal of MGNREGA in two sample districts, Dangs district from Gujarat and Jalpaiguri district from West Bengal and reported that the mobility and interactions of community increased due to the impact of rural connectivity works. Migrations also get limited to only one member of a family during slack season due to more availability of work locally. Other important observations were that hardly any permanent assets could be created out of NREGS fund due the stipulated norm of 60:40 ratio between labour and material cost and there observed lack of awareness among the participants and lack of coordination with line departments.

Indian Institute of Science (2013) conducted a study in four districts - Medak in Andhra Pradesh, Chitraduga in Karnataka, Dhar in Madhya Pradesh and Bhilwara in Rajasthan and showed that MGNREGS had major environmental benefits for the rural population in the form of improvement of water, land and forest resources.

Ravi and Englar (2009) discussed the impact of NREGA on food security, saving, and health outcomes collecting data from Medhak district of Andhra Pradesh.

Dutta (2009) conducted a case study in North 24 Parganas district of West Bengal to assess the progress of MGNREGA in rural development. In this study several limitations and challenges of the programme were clarified with effective measures of solution for effective implementation.

## **2.4 Block level Study**

Jacob (2009) examined rural-urban migration in the blocks of Kalrayan (Hilly area) and Kallkurichi of Villupuram district in Tamil Nadu based on primary and secondary data and found that there is no unique relation between NREGS wage rate and migration of labour.

Narayanan (2008) made an analysis of eleven villages and fifteen NREGS work sites in two blocks of Viluppuram district and found a problem of childcare in most of the sites.

Vanaik and Siddhartha (2008) made an analysis on payment of wages into bank accounts from some blocks in Orissa for work carried out under the NREGA and suggested that this process was not free from its own problem and it is not the only way to prevent embezzlement of funds.

Gupta and Fearooz (2015) studied the impact & durability of the assets created under MGNREGA in block Sundarbani of district Rajouri. They found that in the study block there seems to be a significant impact on rural households through assets created under MGNREGA programme. They further held that the productive value of assets created under the scheme need to be enhanced & suggested that the officials/functionaries should focus more on (i) community assets and (ii) convergence with other departments so that programme can be made more productive.

Dev (2011) examined the role of NREGA on child well being in Chaksu block in Rajasthan and found child labour had been reduced and nutritional level had been increased.

Banerjee et al. (2010) made a study in some selected backward less developed Maoists dominated blocks of Chhattisgarh, Jharkhand and Orissa to find the relevance of NREGA and their study showed successful implementation of this programme to create permanent assets except construction of rural road connectivity and generating livelihood to the distracted Scheduled Caste and Scheduled Tribe participants.

Adhikari and Bhatia (2010) analysed the mode of payment of NREGS in two blocks, taking one from each of Allahabad district of Uttar Pradesh and Ranchi district of Jharkhand and they probed questions related to payment of wages through this process. They argued that the payment through banks or post offices might be hardly a little bit solution of corruption in wage distribution.

De and Jana (2010), attempted to rank the blocks of West Bengal on the basis of some performance indicators in NREGA and explored the factors of such variations.

Khera (2008) made a block study regarding the implementation of MGNREGA in one of the blocks of Orissa state and found successful scenario that it went beyond the capability of the locals to claim their rights. He also stressed that apart from the primary objective of enhancing social security of the rural poor by providing employment, MGNREGA was also supposed towards gram sabhas, women empowerment and development of the rural areas. In this context studies were also conducted by the author in Madhya Pradesh revealed that hence it fully imbibe the spirit of MGNREGA and looks as an opportunity for the overall development of the villages.

## **2.5 Village level Study**

Hirway et al. (2009) analysed the multiplier impacts of MGNREGS in the village of Nana Kotda by using a social accounting matrix (SAM) model and found the positive impact of this scheme on income, production and employment.

Khan *et al.* (2007) discussed the direct and indirect effects of NREGA on employment generation and poverty reduction based on field survey in a poor agricultural village taking 400 households with about 2500 population and found that the impact of the scheme is insignificant.

Das and Pradhan (2007) based on field observation of Upar Gadala village, Koraput district in Orissa claimed that the NREGA as implemented by the Orissa Government had resulted in grandiose claims of expenditure but very little to show in reality.

Jha et al. (2008) examined the result of NREGS based on pilot survey of three villages in Udaipur district of Rajasthan and found good performance of the scheme in generating employment especially for the beneficiaries belonging to the Scheduled Caste (SC).



Channaver et al. (2011) examined the impact of NREGS on input use pattern, labour productivity and returns of selected crops in five village panchayats in Gulbarga district in Karnataka based on field survey of 120 sample farmers and found that productivity of crops and wage rate differ significantly in the fully-implemented NREGS villages than in the partially-implemented villages.

Hirway et al. (2008) made a study in Nana Kotda village of Sabar Kantha district in Gujarat and found that NREGA had a multiple impacts on village economy.

Das et al. (2007) made a village level study in Koraput, Rayagada and Nawranpur districts in Orissa to examine the reality of NREGA and found a difference between cost and fund sanctioned under the scheme due to negligence and corruption of the government officials.

Sahoo (2007) assessed the performance of the NREGS considering 100 villages in six districts of Orissa and found that the scheme had been hijacked by the responsible officials.

Khan and Saluja (2008) conducted a village level survey on 400 households covering 2,500 respondents of NREGP. Their survey revealed that income and expenditure levels depended on the type of household viz; large, small and marginal farmers, agricultural labour, services, etc. On the basis of their studies, they concluded that production activities undertaken by the inhabitants showing maximum level of impact towards wheat, animal husbandry and education.

Pankaj and Sharma (2008) made an in-depth village level study on the impact assessment of NREGA programme, its processes, institutions & implementation mechanism in 30 villages (18 villages from 6 districts of Bihar and 12 villages from 3 districts of Jharkhand) selecting 900 households with two-thirds beneficiaries and one-third non-beneficiaries from 37 worksites. The study also made an attempt to examine the impact of the programme on individual beneficiaries in terms of income expenditure effects, impacts of community

assets on the local community and their economy and also the changes in their migration.

Vanaik (2008) exposed corruption in the process of implementation of NREGA with respect to village level study in Palamu.

Sharma (2015) explored the hypothesis that information asymmetry implicit in workers poor awareness level about their rights provided to them by the Act and low levels of education of Gram Panchayat sarpanches had been taken advantage the landowning upper caste in preventing the creation of needed persondays based on the primary data collected from field survey of 47 villages located across three districts Amritsar (15), Hoshiarpur (16), and Muktsar (16) in Punjab.

Raina, et al (2008) made a field level study taking 400 beneficiaries under MGNREGA in sixteen villages from eight blocks of four districts Sitapur, Raebareli, Unnao and Barabanki of Uttar Pradesh. Their study revealed a wide appreciation of the NREGA in the rural areas with significant representation of beneficiaries from SCs, STs and OBCs stressed a need for vigorous identification of job opportunity well in advance and strict monitoring of the implementation process by creating greater awareness about the scheme through various local media facilities available in the rural areas on one hand and make vigorous efforts to involve women workers.

The Comptroller and Auditor General (CAG) carried a review of MGNREGA scheme in which it found many loopholes in the implementation of MGNREGA in various parts of the country (CAG, 2008). In 26 states, 558 village panchayats were identified for the survey spread over 68 districts and 141 blocks. The study observed that in as many as 70 per cent of villages checked there were no proper records available on number of households who demanded jobs and the actual number of people who benefited from the job guarantee scheme. In many cases it was found that jobs were allocated on "verbal basis" and no documentation was available with the village body. As per the survey findings, in 340 villages in 24 states, no meetings were conducted for identifying the

households to be registered under MGNREGA. No door-to-door survey was conducted in these villages to identify persons. Some households were not registered despite submitting applications on the ground that their names did not feature in the BPL survey list.

Kadrolkar (2012) made a study on impact of MGNREGA based on secondary data as well as primary data collected from Saraswatipura gram panchayat of Kadur Taluk, Chikmagalur district in Karnataka and found that the dominant castes are taking the benefit of the employment for SCs and STs and the implementation of the Law lagged with flaws.

Vanaik (2008) made a commentary on the death of Tapas Soren, a tribal of Birakhap, in Jharkhand, committed self-immolation, improvised by the constant demand for bribes by local officials for work done under the NREGA. His death soon after the murder of Lalit Mehta who had exposed corruption in the schemes Palamu was a damning comment on how the programme was being implemented in Jharkhand.

Sankari and Murugan (2009) made a case study in 16 villages of Udangudi panchayat union, Thoothukudi district in Tamil Nadu to assess the impact of NREGA as facet of inclusive growth through employment generation. They found that the project held powerful prospect of bringing major changes in lives of women constituting an overwhelming proportion of total workers. For its effective implementation they suggested for village level effective micro planning with sole responsibility of the PRIs.

Verma (2011) undertook a village level study on 34 anicuts (stone bunds) built under MGNREGS in Rajasthan and found that those helped in the rise of the water levels by enhancing ground water recharge.

Khera (2008) made an experiment on the Jagrut Adivasi Dalit Sangathan in Madhya Pradesh to look after the power of grass roots organisational work in activating NREGA and found that the Act can also be an opportunity to promote overall rural development and alter the balance of power in village society.

Patel (2010) focused on the participatory rural development approach accompanied by empowerment and capacity building of gram panchayats and gram sabhas under NREGS and pointed out that the scheme could play the pivotal role in the sustainable rural development process through creation of productive assets, generation of massive employment among poor and disadvantaged group and improvement of productivity.

De and Jana (2013) studied the implementation status of MGNREGA in ten villages of Sonamukhi block of Bankura district in West Bengal to identify the emerging strengths and weaknesses of the programme. They concluded that though the programme has the potential for upliftment of the socioeconomic status of the rural poor by providing guaranteed employment, but because of some irregularities in implementation participants were not satisfied.

## **2.6 Gaps in the Existing Literature**

The brief review of the existing literature on different aspects of the MGNREGA reveals that there are very few works focusing in depth on its effect on rural development. Most of the earlier works have been discussed based on the effects of MGNREGS on agricultural labour market from the theoretical point of view. The factors that account for the differential performances of the states of India including West Bengal in respect of this programme are hardly analysed. The legal guarantee of 100 days of work per year per rural household is not being realised in any state of the country. Therefore the questions that arise in this connection are: what are reasons of this phenomenon? The demand deficiency or supply constraint? An indepth study needs to be done to explain the phenomenon. Besides, whether the performance of the programme is tailored to the justice for different social categories of workers at both aggregative and disaggregative levels is to be analysed. Moreover, to what extent does the programme contribute to rural development also needs to be studied in-depth. The difference that exists between the MGNREGA wage rate and the market casual labour wage rate in the rural areas and its implications needs to be explored in the same area of analysis.

## Chapter 3

### PROGRESS OF MGNREGA IN WEST BENGAL

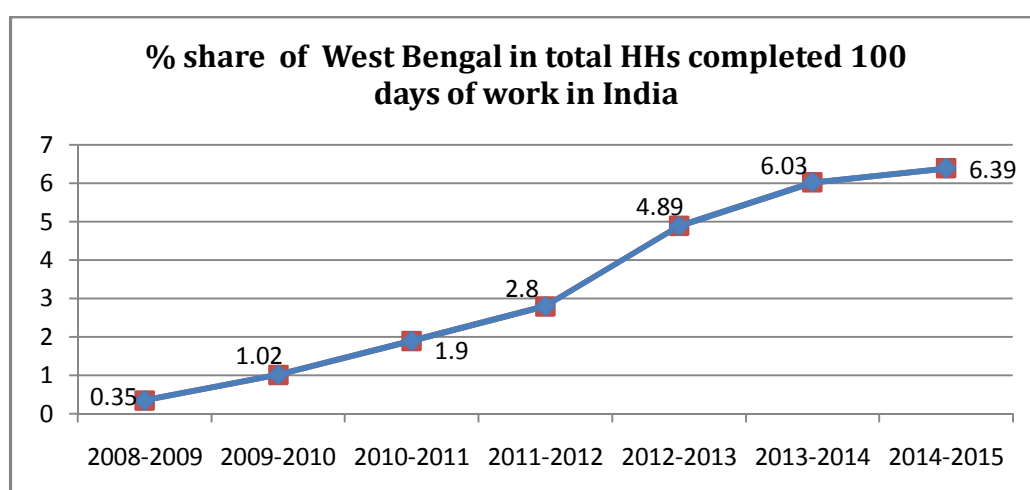
In West Bengal, NREGA became operational from February 2006 with the notification by the Government of West Bengal as West Bengal Rural Employment Guarantee Scheme, 2006. In this state the Rural Employment Guarantee Act (NREGA) came into force in 10 backward districts along with 200 backward districts in India with effect from 2 February, 2006. The NREGA scheme had been introduced in three different phases. The scheme was introduced in 10 districts in the first phase, namely Jalpaiguri, Uttar Dinajpur, Dakshin Dinajpur, Malda, Murshidabad, Purulia, Birbhum, Bankura, Paschim Medinipur and Dakshin 24-Parganas. In the second phase, 7 more districts, namely Coachbehar, Darjeeling, Nadia, Uttar 24-Parganas, Hooghly, Purba Medinipur and Burdwan were brought under its coverage with effect from 1st April 2007. In the last and final phase, Howrah district and Darjeeling Gorkha Hill Council were included in the programme alongwith all other remaining rural districts of India with effect from 1st April 2008 while the scheme became operational in all the districts of the state.

The purpose of this chapter is to examine the progress of West Bengal under MGNREGA in respect of job cards issued, persons employed and persondays of employment generated in general and across social categories, and also funds available, expenditure made, works completed etc.

The plan of this chapter is as follows. Section 3.1 reviews the overall progress of West Bengal vis-à-vis the whole of India in respect of MGNREGA. Section 3.2 does so with reference to different social categories of workers. 3.3 examines the financial progress and the significance of difference between MGNREGS wage rate and market casual worker wage rate. Section 3.4 discusses physical progress of MGNREGS in creation of durable and sustainable assets. Section 3.5 summarises the discussion made in earlier sections of this chapter.

### 3.1 Overall Progress of West Bengal vis-a-vis the Whole of India Under MGNREGA

The overall progress of West Bengal vis-a-vis the whole of India under MGNREGA is reviewed here with respect to (i) total number and percentage share of workers with job cards, (ii) total number and percentage share of individual workers employed, (iii) total number and percentage share of households employed, (iv) total number and percentage share of persondays generated and (v) total number and percentage share of households completed 100 days of work. During the period from 2012-13 to 2014-15 West Bengal's share in the whole of India in respect of (i), (ii), (iii), (iv) and (v) recorded an increase, which indicates that the state's performance here was higher than that in the rest of India. Values of the indicators like percentage of workers to job card holders, average persondays generated and percentage of households completed 100 days of work, however, registered decline in values in both West Bengal and India as a whole during this period. Percentage share of households availed themselves of 100 days employment under MGNREGA in West Bengal to total number of such households was as low as 0.35 in 2008-09, which gradually increased to reach 6.4 in 2014-15 (Figure 3.1). This occurred while there was a fall in absolute values of the variables during 2014-15 compared to those during 2012-13 (Table 3.1 and Figure 3.2).



**Figure 3.1 % Share of West Bengal in total households completed 100 days of work in India, 2008-09 to 2014-15**

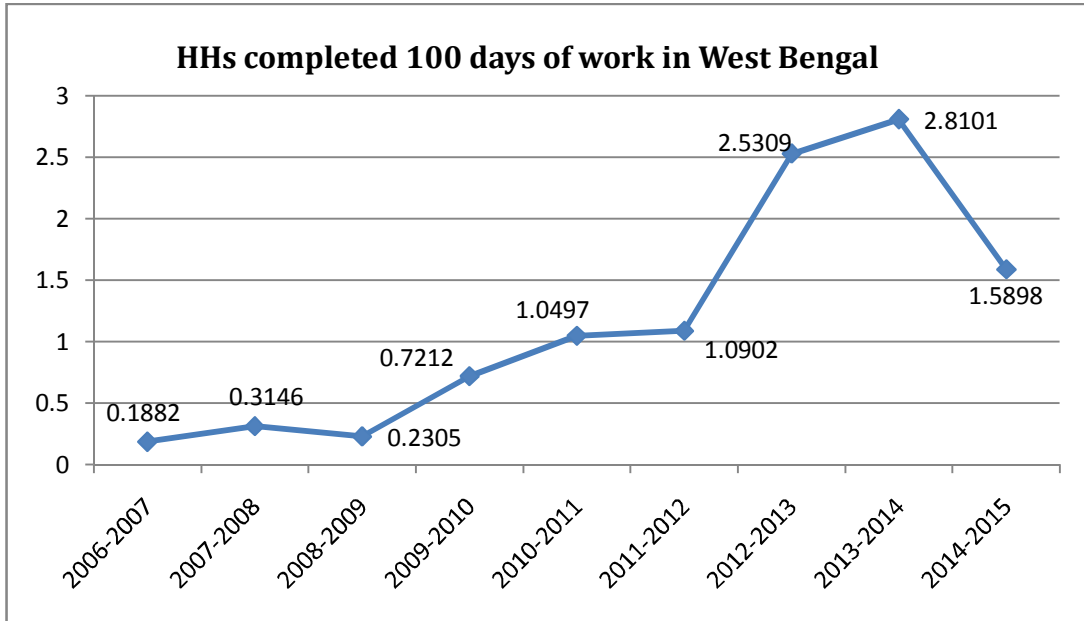
**Table 3.1 Overall progress of West Bengal vis-à-vis the whole of India under MGNREGA, 2012-13 to 2014-15**

Heads	2012-13		2013-14		2014-15	
	W.B.	India	W. B.	India	W. B.	India
Total no. of workers in job card (crores) [% share]	2.65 [9.30]	28.5 [100]	2.65 [9.30]	28.48 [100]	2.65 [9.78]	27.1 [100]
No. of individuals employed (lakhs) [% share]	88.01 [11.06]	796.1 [100]	91.69 [12.41]	739 [100]	73.57 [11.81]	622.9 [100]
% of workers to job card holders	33.17	27.90	12.41	25.95	27.73	22.95
No. of households employed (lakhs) [% share]	58.17 [11.67]	498.3 [100]	61.33 [12.80]	479 [100]	51.19 [12.36]	414 [100]
Persondays generated (crores) [% share]	20.18 [8.76]	230.41 [100]	22.96 [10.42]	220.34 [100]	16.99 [10.22]	166.2 [100]
Average persondays generated	34.7	46.2	37.44	45.97	33.19	40.16
No. and % share of HHs Completed 100 days of work (lakhs)	2.53 [4.89]	51.73 [100.00]	2.81 [6.03]	46.59 [100.00]	1.59 [6.39]	24.87 [100.00]
% of HHs Completed 100 days of work	4.35	10.4	4.58	9.73	3.11	6.01

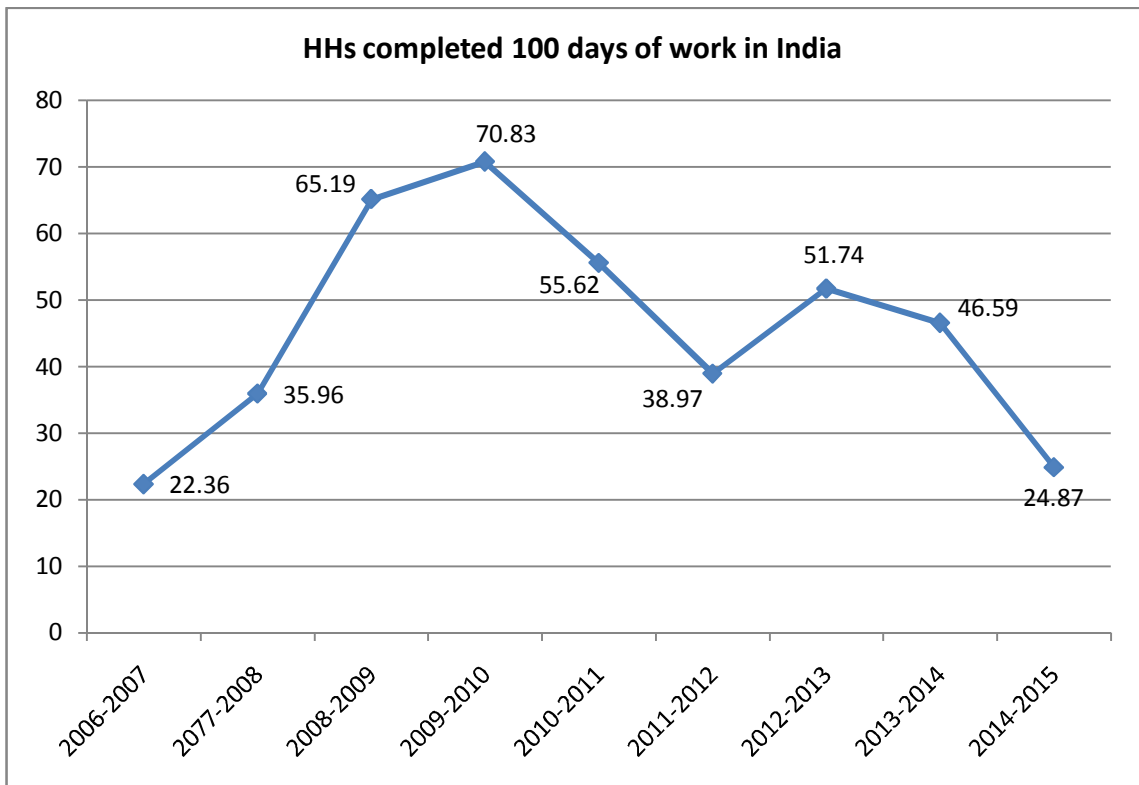
*Note:* HHs = Households.

*Source:* nrega.nic.in: MGNREGA at a glance.

In West Bengal 100 days of work generated for the households under MGNREGS during 2006-07 to 2013-14 were initially rising, reached peak and lastly declined in 2014-15. Total number of households completed 100 days of work in West Bengal and the whole of India during 2006-07 to 2014-15 is shown in Figure 3.2 and Figure 3.3 respectively.



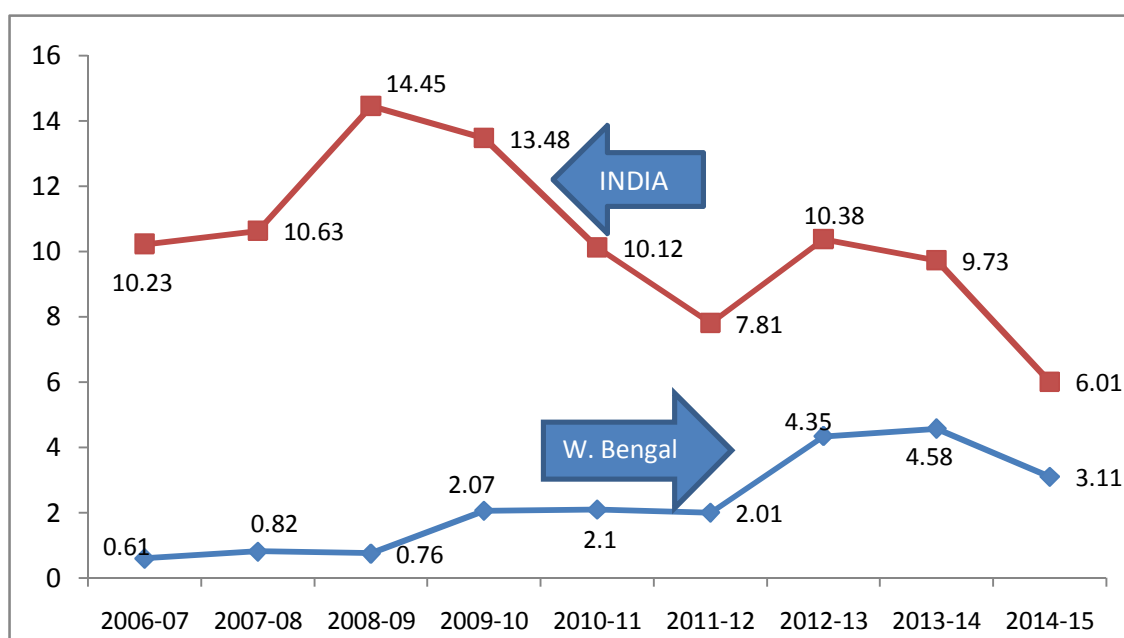
**Figure 3.2** Number of households completed 100 days of work in West Bengal, 2006-07 to 2014-15 (in Lakh)



**Figure 3.3** Number of households completed 100 days of work in India, since 2006-07 (in Lakh)



Percentages of households availed themselves of 100 days employment under MGNREGA during 2006-07 to 2013-14 were very low in West Bengal and it did not exceed 1 per cent in the first three years from 2006-07 to 2008-09 and in the next three years it was above 3 per cent. West Bengal in all these years performed much less and went far behind compared to the whole of India though there was a rising trend during the whole period. Percentage of households availed themselves of 100 days of employment in West Bengal (W.B.) vis-a-vis the whole of India under MGNREGA during 2006-07 to 2014-15 is shown in Figure 3.4.



**Figure 3.4 % of households got 100 days of work in W.B. and in India under MGNREGS, 2006-07 to 2014-15**

Tripura ranked first followed by Kerala, Sikkim, Mizoram, Tamil Nadu and Andhra Pradesh in respect of percentage of households completed 100 days of work under MGNREGA in 2012-13. The rank of West Bengal was low, where only 4 per cent of the households completed 100 days of work in 2012-13 and 3 per cent in 2014-15.

**Table 3.2 Employment under MGNREGA in different states of India, 2012-13 and 2013-14**

Name of states	Average number of days employed		% of HHs completed 100 days		Rural poverty	pcnsdp *	Rural literacy rate
	2012-13	2014-15	2012-13	2014-15	2011-12	2011-12	2011
Andhra Pradesh	55.69	28.04 (8)	17	12	12.7	42710	60.4
Assam	25.43	17.23 (14)	1	1	42.0	22956	69.3
Bihar	45.10	28.30 (7)	9	3	40.1	15368	59.8
Chhattisgarh	45.28	17.06 (15)	9	3	49.2	29635	66.0
Gujarat	41.39	19.79 (13)	8	3	31.4	57493	71.7
Jharkhand	39.93	28.83 (5)	6	7	49.6	22902	61.1
Karnataka	46.48	14.40 (16)	8	4	19.8	41545	68.7
Kerala	54.89	38.91 (2)	22	7	7.3	53427	93.0
Madhya Pradesh	39.73	20.18 (12)	6	6	45.2	23539	63.9
Maharashtra	53.61	28.48 (6)	14	14	22.7	62520	77.0
Odisha	34.14	25.17 (10)	5	6	47.8	26900	70.2
Rajasthan	52.25	32.79 (4)	10	17	21.4	19784	61.4
Tamil Nadu	57.80	38.76 (3)	19	6	24.3	56461	73.5
Tripura	86.92	87.96 (1)	38	43	22.5	40411	84.9
Uttar Pradesh	28.54	27.82 (9)	1	3	38.1	18103	65.5
West Bengal	34.70	23.00 (11)	4	3	30.1	34229	72.1
<b>Mean</b>	<b>46.36</b>	<b>29.8</b>	<b>10.75</b>	<b>8.63</b>	-	-	-
<b>C.V.</b>	<b>328</b>	<b>180</b>	<b>114</b>	<b>89</b>	-	-	-

Notes: Figures in the parentheses show rank. \* at constant 2004-05 prices, pcnsdp = per capita net state domestic product.

Source: *nrega.nic.in*

In respect of generation of average persondays of work under MGNREGA in 2014-15 Tripura ranked first followed by Kerala, Tamil Nadu, Rajasthan,

Jharkhand, Maharashtra, Bihar and Andhra Pradesh. In respect of percentage of households reached the limit of 100 days of employment the state of Tripura ranked first in 2014-15 followed by Rajasthan, Maharashtra, Andhra Pradesh, Jharkhand, Kerala, Tamil Nadu, Madhya Pradesh and Odisha. West Bengal ranked 11<sup>th</sup> among 16 major states in India and was far behind the all-India scenario.

Average persondays of employment and percentage of households completed 100 days of work under MGNREGA varied widely across the selected states of India including West Bengal. This variation in respect of these indicators may be explained by socio-economic and cultural development variables like rural poverty, rural literacy rate and per capita net state domestic product. Progress in respect of the MGNREGA performance indicators in relation to the socio-economic and cultural development variables are shown in Table 3.2 across states of India including West Bengal.

Relevant regression equations concerning average persondays of employment and percentage of households completed 100 days of work are presented in Table 3.3.

**Table 3.3 Regression equations concerning average persondays of employment and percentage of households completed 100 days of work under MGNREGA**

Sl. No.	Regression equations	R-bar square	F
1	Avgpd 2012-13 = 75.59 - 0.41rp + 0.001pcnsdp - 0.423lit (3.49) (-2.21) (1.59) (-1.34)	0.463	5.02 [0.02]
2	% emp 100d 2012-13= 11.23-0.228rp + 0.001 pcnsdp +0.006lit (0.87)(-2.05) (1.26) (0.035)	0.503	5.72 [0.013]
3	% emp 100 2014-15 = 15.51 - .318 rp - 2.17e <sup>-5</sup> pcnsdp (4.2) (-2.38) (1.49)	0.284	3.18 [0.090]
4	Avgpd 2014-15 = 38.13 -0.413rp -2.46e <sup>-5</sup> pcnsdp (6.09) (-1.78) (-0.98)	0.115	1.71 [0.090]

*Notes:* Avgpd 2012-13 = average persondays in 2012-13; Avgpd 2014-15 = average persondays in 2014-15; rp = rural poverty, lit = rural literacy rate;

pcnsdp = per capita net state domestic product; % emp 100 = percentage of 100 days of employment; ( ): Figures within parentheses indicate t-ratios. [ ] indicates level of significance.

Variation in average persondays of employment across states of India including West Bengal in 2012-13 is explained by that in rural poverty, rural literacy rate and per capita net state domestic product to the extent of 46.3 per cent. The whole model is significant at 2 per cent level. Variation in percentage of households completed 100 days of work across states of India including West Bengal in 2012-12 is explained by that in rural poverty, rural literacy rate and per capita net state domestic product to the extent of 50.3 per cent. The whole model is significant at 2 per cent level. Variation in percentage of households completed 100 days of work across states of India including West Bengal in 2014-15 is explained by that in rural poverty and per capita net state domestic product to the extent of 28.4 per cent. The whole model is significant at 10 per cent level. Variation in average persondays of employment across states of India including West Bengal in 2014-15 is explained by that in rural poverty and per capita net state domestic product to the extent of 11.5 per cent. The whole model is significant at 10 per cent level. The coefficients of rural poverty though significant are seen to have negative sign, which implies that the values of dependent variables (Avgpd and % emp 100) rises while rural poverty as independent variable falls. This may be interpreted in the following way. While making distribution of work among the prospective workers under MGNREGA there is hardly any consideration of the poor seeking employment under the programme, rather the non-poor are given larger number of persondays of employment violating the norm of equity. Thus the states with higher rural poverty ratio obtained less percentage of 100 days employment or average persondays of employment. Thus the coefficient of rural poverty has negative sign. It appears that in the era of globalization market forces play the dominant role and there is little scope of judicious and appropriate planning for alleviation of rural poverty which turns out to be secondary objective while acceleration of economic growth is the primary objective and occupies the top most priority in the economic policy under the assumption that benefits of economic growth would percolate even to the lowest ranks of the society

where poverty is intense and pervasive. This reflects the political economy of state policy concerning MGNREGA.

### 3.2 Progress in Respect of Employment Generation for Social Categories

Progress of MGNREGA in West Bengal vis-a-vis the whole of India is an important issue from the point of view of employment generation to the vulnerable sections of people (like scheduled castes, scheduled tribes, disabled persons, widows and women), women empowerment, creation of durable assets, impact on environment and by and large on sustainable rural development. A comparative study is developed here in respect of progress concerning different social categories in West Bengal vis-a-vis the whole of India under MGNREGA during 2012-13 to 2014-15. Percentages of total men employed in both West Bengal and the whole of India were declining during the period from 2012-13 to 2014-15. It is also noted that percentage share of ST persondays in total persondays generated witnessed a fall during this period while that of SCs registered decline during 2013-14 to 2014-15 (Table 3.4).

**Table 3.4 Progress of West Bengal vis-à-vis the whole of India in respect of employment generation under MGNREGA for social categories, 2012-13 to 2014-15**

Status	2012-13		2013-14		2014-15	
	W. B.	India	W. B.	India	W. B.	India
No. of men employed (lakh)	57.19	421.5	58.38	384.7	44.59	309.6
% share of men in total employment	64.98	52.95	63.67	52.06	44.59	49.78
No. of women employed(lakh)	30.82	374.6	33.31	354.3	28.98	312.4
% share of women in total employment	35.02	47.05	36.33	47.94	39.39	50.22
No. of SCs employed(lakh)	29.62	181.3	30.76	155.63	24.56	138.33
No. of STs employed(lakh)	9.09	142.5	9.30	121.86	6.96	114.6
% SC persondays	32.53	22.22	33.49	22.64	32.22	22.36
% ST persondays	9.96	17.79	9.65	17.39	8.45	17.01

Source: *nrega.nic.in, MGNREGA at a glance*

Percentage share of women participating in MGNREGA schemes to total employment generated in West Bengal and the whole of India showed an increasing trend during 2006-07 to 2014-15, the compound annual growth rate (CAGR) being higher in West Bengal (4.29 per cent) than that in India as a whole (1.21 per cent), which is significant at 1 per cent level (Table 3.5). This is partly accounted for by the fact that the state started with a low base in respect of this indicator.

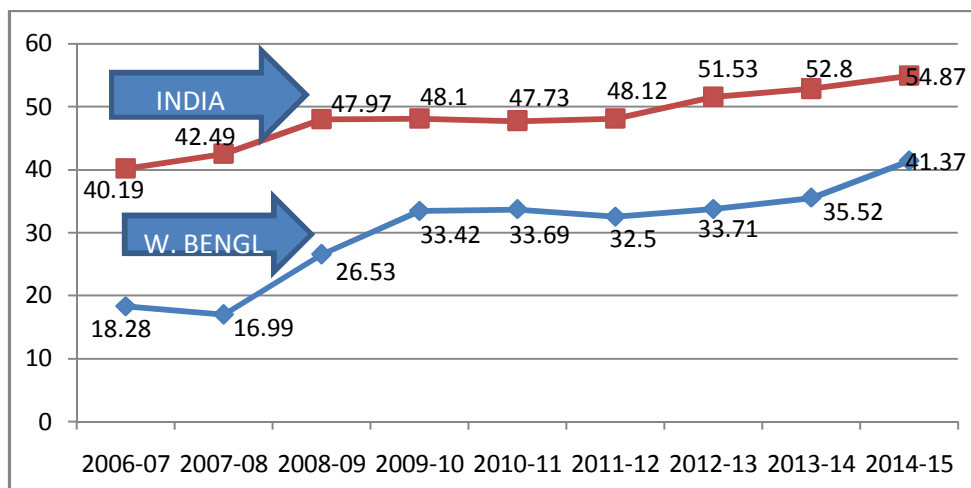
Percentage share of women participated in MGNREGA in West Bengal vis-a-vis the Whole of India during 2006-07 to 2014-15 is shown in Figure 3.5.

**Table 3.5 Percentage share of women participated in MGNREGA to total employment generated in West Bengal vis-à-vis the whole of India, 2006-07 to 2014-15**

Financial year	West Bengal	India
2006-07	18.28	40.19
2007-08	16.99	42.49
2008-09	26.53	47.97
2009-10	33.42	48.10
2010-11	33.69	47.73
2011-12	32.50	48.12
2012-13	33.71	51.30
2013-14	35.52	52.80
2014-15	41.37	54.87
Instantaneous growth rate (%)	4.20	1.20
CAGR (%)	4.29	1.21
't' value	4.8	5.23

*Note:* CAGR = Compound annual growth rate.

*Source:* nrega.nic.in



**Figure 3.5 Percentage share of women participated in MGNREGA in West Bengal vis-a-vis the whole of India, 2006-07 to 2014-15**

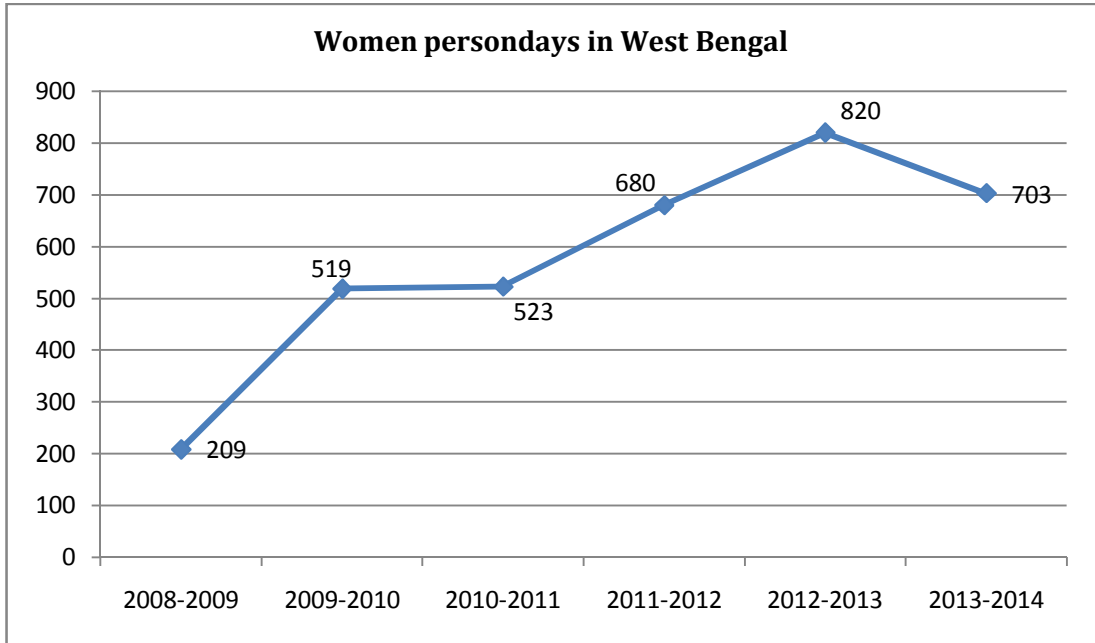
Women persondays in West Bengal recorded an impressive increase during 2008-09 to 2013-14. Absolute number of persondays generated for women, however, registered decline during 2014-15 in both the state and the country as a whole. It is to be noted here that the percentage share of the state to total persondays generated in the whole of India registered an increase from 2.02 in 2008-09 to 7.71 in 2014-15 (Table 3.6, Figures 3.6 and 3.8).

**Table 3.6 Persondays generated for women under MGNREGA in West Bengal vis-a-vis the whole of India and the percentage share of the state during 2008-09 to 2014-15**

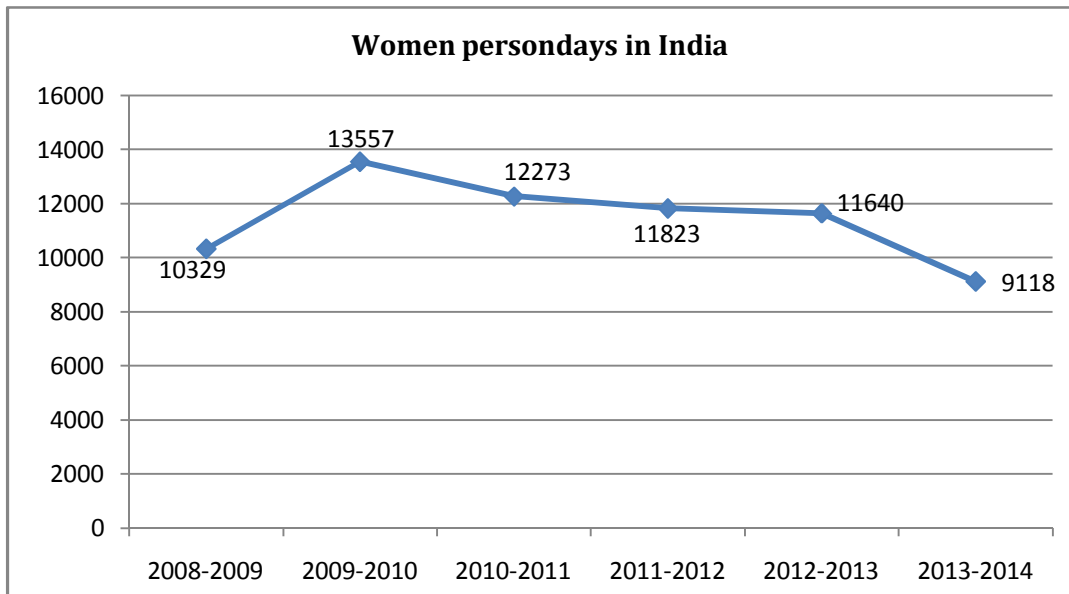
States	(in Lakh)					
	2008-09	2009-10	2010-11	2012-13	2013-14	2014-15
West Bengal	209 (2.02)	519 (3.83)	523 (4.26)	680 (5.75)	820 (7.04)	703 (7.71)
All India	10329 (100)	13557 (100)	12273 (100)	11823 (100)	11640 (100)	9118 (100)

Note: Figures in the parentheses show percentage in total

Source: nrega.nic.in

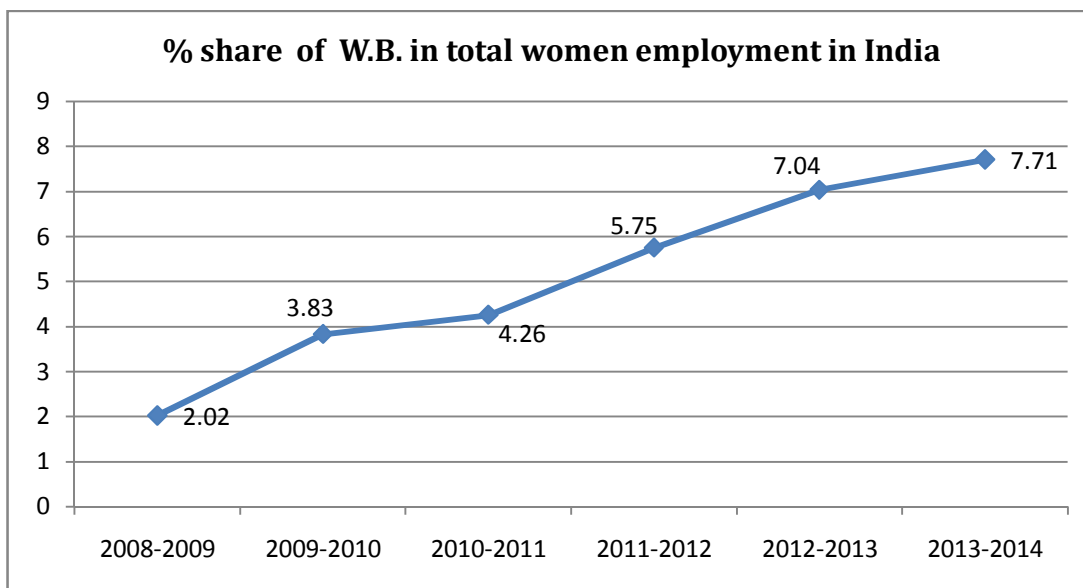


**Figure 3.6 Persondays generated for women under MGNREGA in W. B., 2008-09 to 2014-15 (in Lakh)**



**Figure 3.7 Persondays generated for women under MGNREGA in India, 2006-07 to 2014-15 (in Lakh)**





**Figure 3.8 Percentage share of West Bengal in total women employment in India, 2008-09 to 2014-15**

It is also noteworthy that Kerala like West Bengal attained peak level of women's employment (persondays generated) under MGNREGA in the financial year 2013-14, which fell in 2014-15.

The inter-state variations in women participation can be attributed to a host of factors ranging from socio-cultural norms around female participation in labour force, mobility and intra-household allocation of roles and responsibilities, opportunity cost in terms of wage differentials between private sector and MGNREGA, efficiency of implementing institutions at the State and local government levels and influence of Self Help Groups (SHGs) and NGOs (Ekta Joshi, Accountability Initiatives, India, 2014).

As in respect of employment generation for women West Bengal made notable progress in persondays generated for SCs and STs under MGNREGA during 2008-09 to 2013-14 relative to the whole of India while the absolute number of employment declined in 2014-15. Percentage share of West Bengal in the total persondays generated to SCs and STs in India as a whole recorded impressive increases during 2008-09 to 2014-15 (Table 3.7 and Table 3.8; and Figure 10 and Figure 13).

**Table 3.7 Persondays generated for SCs under MGNREGA in West Bengal vis-a-vis the whole of India and the percentage share of the state, 2008-09 to 2014-15**

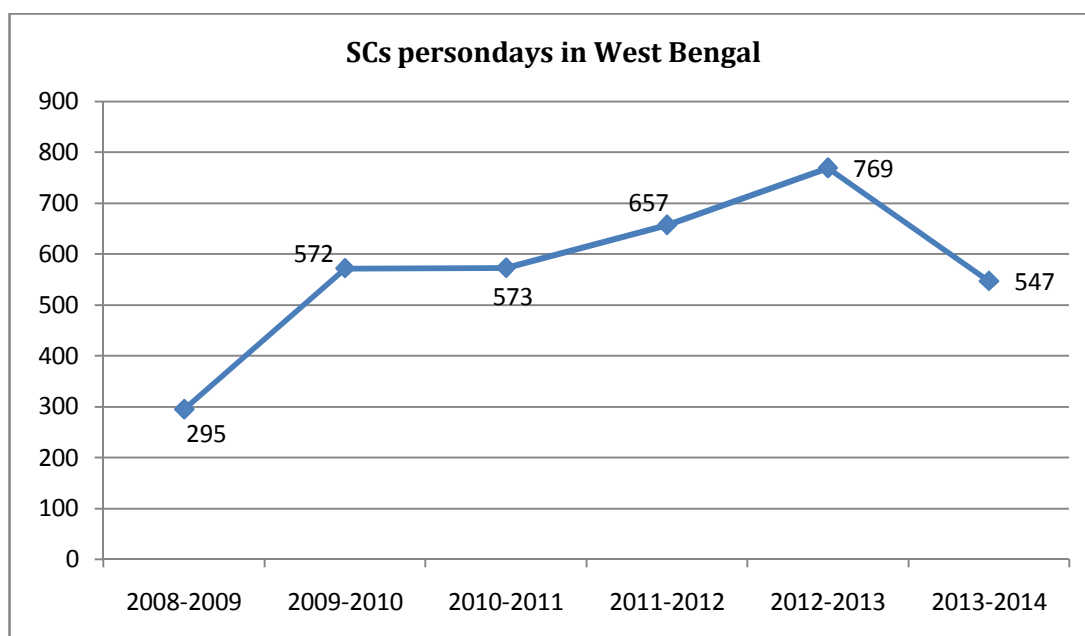
(in Lakh)						
States	2008-09	2009-10	2010-11	2012-13	2013-14	2014-15
West Bengal	295 (4.68)	572 (6.62)	573 (7.28)	657 (12.83)	769 (15.30)	547 (14.72)
All India	6300 (100)	8642 (100)	7876 (100)	5121 (100)	5027 (100)	3716 (100)

Source: *nrega.nic.in*

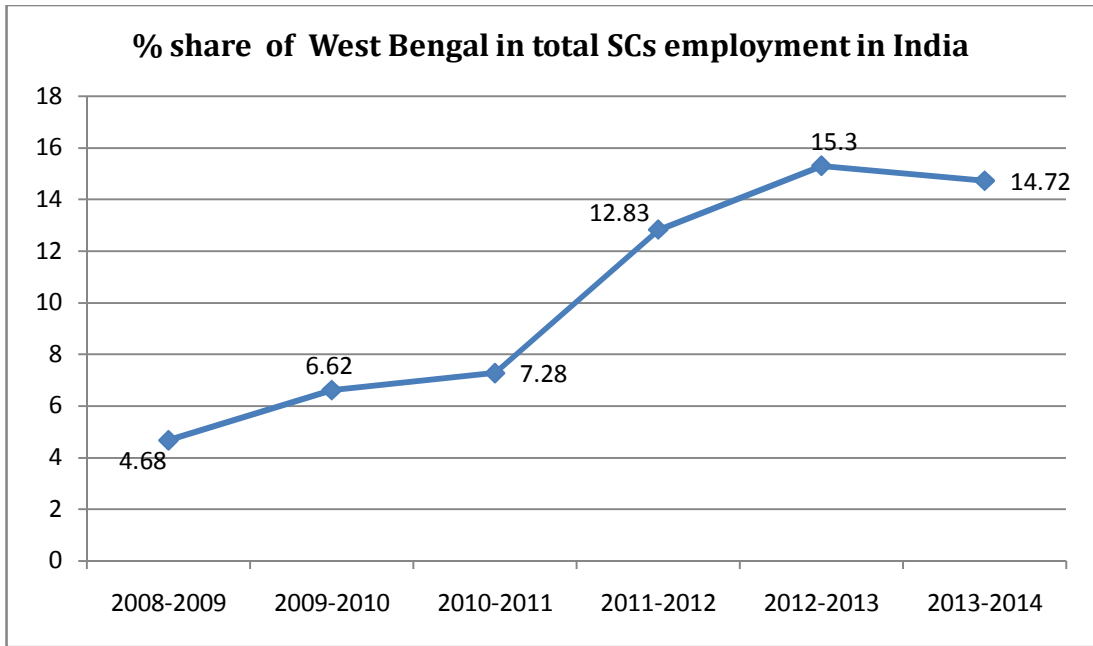
**Table 3.8 Persondays generated for STs under MGNREGA in West Bengal vis-a-vis the whole of India and the percentage share of the state, 2008-09 to 2014-15**

(in Lakh)						
States	2008-09	2009-10	2010-11	2012-13	2013-14	2014-15
West Bengal	117 (2.13)	223 (3.87)	208 (3.88)	201 (4.90)	222 (5.75)	144 (5.09)
All India	5494 (100)	5764 (100)	5360 (100)	4100 (100)	3862 (100)	2827 (100)

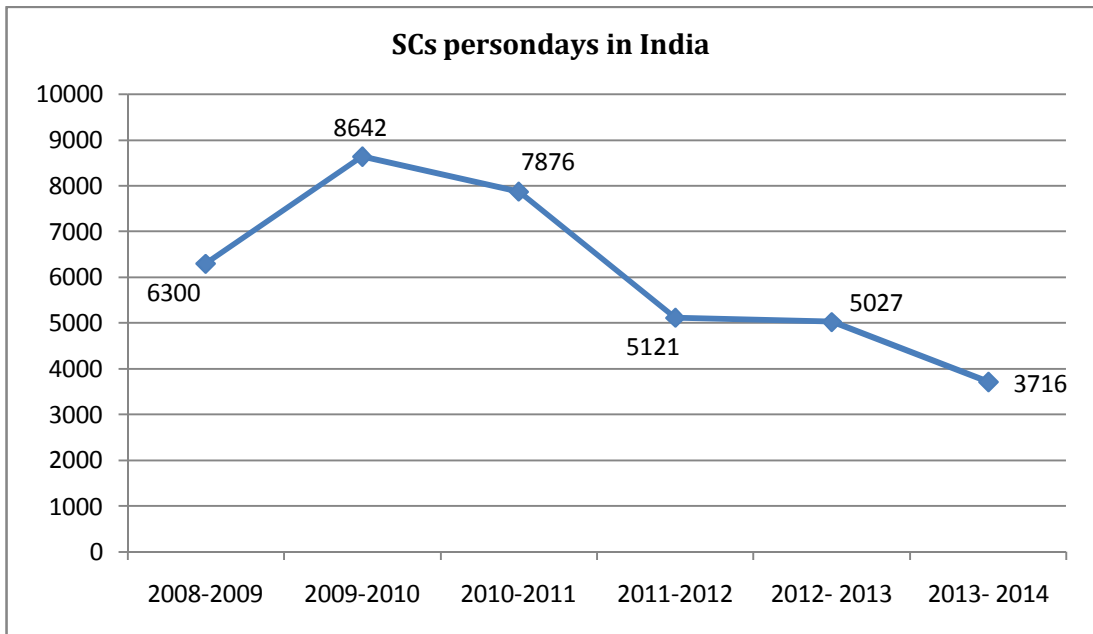
Source: *nrega.nic.in*



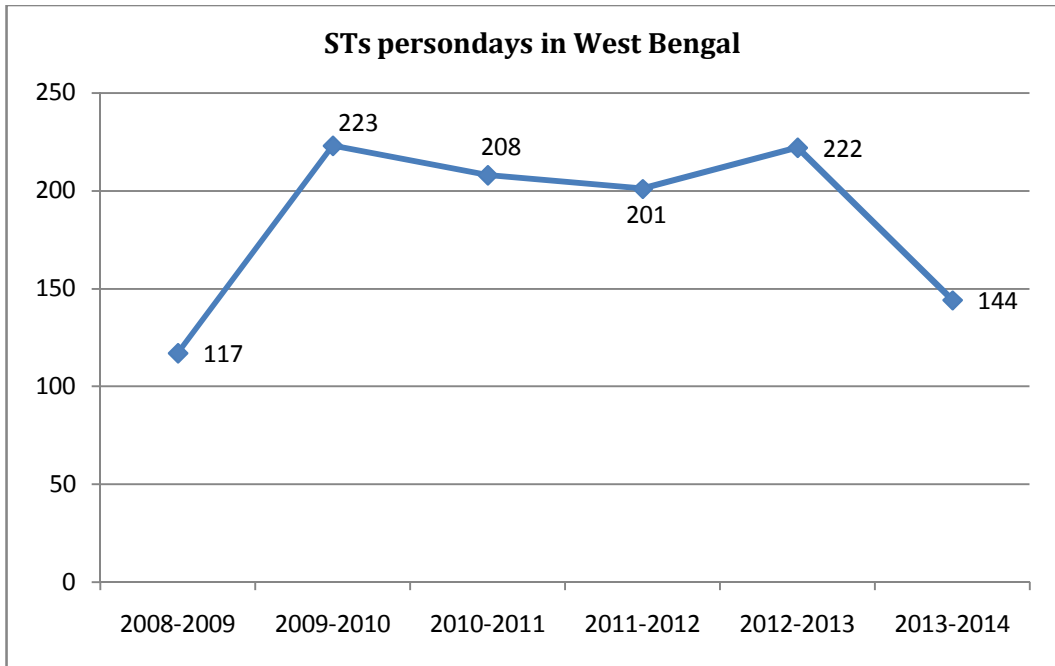
**Figure 3.9 Persondays generated to SCs under MGNREGA in West Bengal, 2008-09 to 2014-15 (in Lakh)**



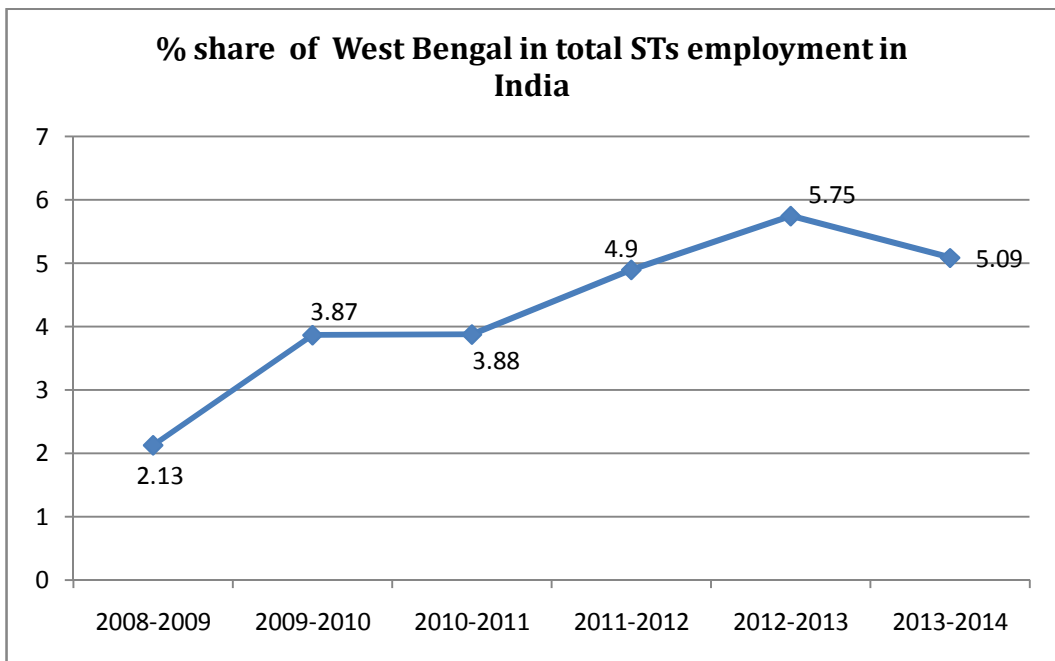
**Figure 3.10 Percentage share of W. B. in total SCs employment in India, 2008-09 to 2014-15**



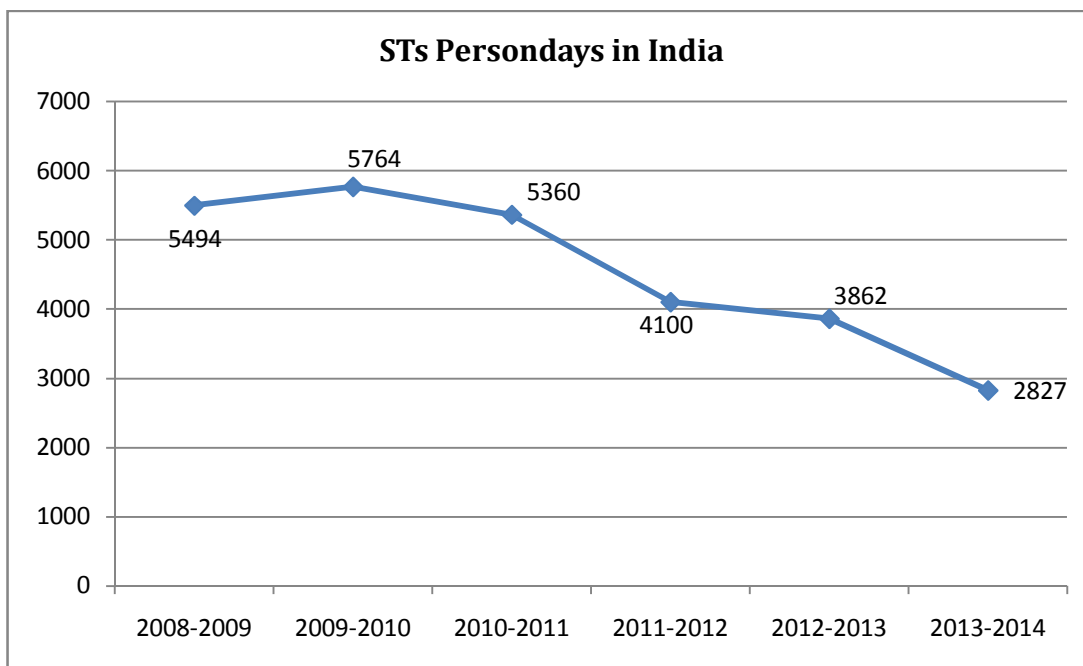
**Figure 3.11 Persondays generated to SCs under MGNREGA in India, 2008-09 to 2014-15 (in Lakh)**



**Figure 3.12 Persondays Generated to STs under MGNREGA in West Bengal, 2008-09 to 2014-15 (in Lac)**



**Figure 3.13 Percentage share of W. B. in total STs employment in India, 2008-09 to 2014-15**



**Figure 3.14 Persondays generated to STs under MGNREGA in India, 2008-09 to 2014-15 (in Lakh)**

Frequency distribution of 20 major states of India by percentage of women persondays generated in MGNREGS for the period from 2009-10 to 2014-15 shows, however, that West Bengal belonged to the class of 30 to 50 percent of women's persondays to total persondays throughout this period, while many other states like Andhra Pradesh, Rajasthan, Himachal Pradesh, Uttarakhand and Punjab belonged to the higher class of 51-70 per cent in 2014-15 and Kerala and Tamil Nadu still higher class of 71 and above throughout the period from 2008-09 to 2014-15 ( Table 3.9).

**Table 3.9 Frequency distribution of 21 major states of India by percentage share of women persons days in MGNREGS, 2009-10 to 2014-15**

%	2009-10	States	2011-12	States	2013-14	States	2014-15	States
1-15	1	Jammu & Kashmir	0	-	0	-	0	-
16-29	3	Assam, Punjab, UP	4	Assam, Bihar, UP, Jammu & Kashmir	3	Assam, UP, Jammu & Kashmir	3	Assam, UP, Jammu & Kashmir
30-50	13	Bihar, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Odisha, Karnataka, Tripura MP, Maharashtra, Uttara Khand, W.B.	12	Chhattisgar, Gujarat, Haryana, Jharkhand, Karnataka, Tripura M.P., Maharashtra, Odisha, Punjab, Uttara Khand, W.B.	12	Bihar, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Odisha, Karnataka, Tripura, Maharashtra, Uttara Khand, W.B.	11	Bihar, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Tripura Karnataka, M.P., Maharashtra, Odisha, W.B.
51-70	2	A.Pradesh, Rajasthan	3	AP, Rajasthan, Himachal Pradesh	4	AP, HP, Punjab, Rajasthan,	5	AP, HP, Punjab, Rajasthan, U. Khand
71 and above	2	Kerala, Tamil Nadu	2	Kerala, Tamil Nadu	2	Kerala, Tamil Nadu	2	Kerala, Tamil Nadu
Total	21	-	21	-	21	-	21	-

Source: *nrega.nic.in*

The percentage of women workers to total workers employed under MGNREGA in 2012-13 was highest in Kerala (93) followed by Goa, Tamil Nadu, Rajasthan, Himachal Pradesh and Andhra Pradesh. In West Bengal share of women in total employment generated under this programme was 34 per cent in 2012-13, which was below the all-India percentage and the state ranked 15 among the 20 major states (Table 3.10).

**Table 3.10 Percentage share of SC, ST and women employment under MGNREGA vis-à-vis their population percentage in states of India, 2012-13**

Name of states	% of SC emp	% of ST emp	% emp of women	Rank	% SC Popn.*	% ST Popn.*
Andhra Pradesh	23	16	58	5	19.2	9.3
Assam	6	21	26	18	<6.8	13.7
Bihar	27	2	31	17	16.6	1.4
Chhattisgarh	9	38	47	7	<12.8	36.9
Gujarat	9	39	43	10	6.6	23.1
Goa						
Haryana	51	0	40	13	22.5	0
Himachal Pradesh	29	7	61	4	26.0	6.1
Jammu & Kashmir	6	15	20	19	<8.2	<15.4
Jharkhand	13	40	33	17	12.6	31.4
Karnataka	17	9	46	8	<20.0	<9.2
Kerala	16	3	93	1	10.4	2.5
Madhya Pradesh	19	29	42	11	15.7	27.2
Maharashtra	9	17	45	9	<12.2	14.6
Odisha	18	38	36	14	17.8	25.7
Punjab	78	0	46	8	37.5	0
Rajasthan	20	24	69	3	18.5	16.9
Tamil Nadu	31	1	74	2	25.5	<1.80
Tripura	18	43	41	12	>16.1	>41.2
Uttar Pradesh	34	1	20	19	23.0	0.70
West Bengal	33	10	34	15	27.5	7.8

Note: \* refers to 2011

Source: nrega.nic.in

We have made an attempt to check for the sake of equity whether there was perfect correspondence between percentage shares of SCs and STs in total employment under MGNREGA and those of SC and ST population in 2012-13. For this we have estimated the correlation coefficient between the two sets across the selected states of India including West Bengal. It is observed that the correlation coefficient between percentage share of SC employment under the

MGNREGA and that of SC population is 0.883 and that for ST is 0.961. However, there are five states, namely Assam, Chhattisgarh, Jammu and Kashmir, Karnataka and Maharashtra where the percentage share of SC employment was lower than that of SC population. Similar situation occurred for STs in three states, namely Jammu and Kashmir, Tamil Nadu and Karnataka, though marginally.

In respect of percentage of persondays generated for women under MGNREGA in 2014-15 Kerala ranked first followed by Tamil Nadu, Rajasthan, Andhra Pradesh, Jharkhand, Karnataka Maharashtra, and Gujarat. In this respect West Bengal ranked 11<sup>th</sup> among 16 major states and performed (41.41 per cent) below the all-India percentage (54.47) [Table 3.11].

**Table 3.11 Percentage share of person-days generated under MGNREGA by caste and sex in 16 major states of India, 2014-15**

States	% of persondays generated to SCs	% of persondays generated to STs	% of persondays generated to Others	% of persondays generated for Women	Rank
Andhra Pradesh	22.77	11.92	65.31	58.65	4
Assam	6.07	15.16	78.77	28.13	15
Bihar	28.09	1.62	70.28	37.32	12
Chhattisgarh	10.81	32.03	57.16	49.87	5
Gujarat	6.94	39.82	53.24	43.24	9
Jharkhand	13.56	35.55	50.89	32.05	14
Karnataka	15.85	8.18	75.97	46.86	6
Kerala	17.48	3.88	78.63	92.16	1
M. Pradesh	15.98	28.71	55.31	43.21	10
Maharashtra	10.12	18.67	71.21	43.47	8
Odisha	15.82	41.56	42.62	33.77	13
Rajasthan	19.71	26.39	53.90	68.25	3
Tamil Nadu	28.94	1.12	69.94	85.35	2
Tripura	17.24	44.37	38.39	49.36	7
U. Pradesh	34.68	0.83	64.15	24.77	16
West Bengal	32.23	8.41	59.36	41.41	11
All-India	22.28	16.89	60.83	54.47	-

Source: nrega.nic.in, Pabic Data Portal.



In respect of generation of 100 days of work per household under MGNREGS in 2014-15 Tamil Nadu ranked first followed by West Bengal, Uttar Pradesh, Rajasthan, Andhra Pradesh, Madhya Pradesh and Chhattishgarh. Majority of the states in India were below 4% households for which 100 days of employment per household were generated in 2014-15 (Table 3.12).

**Table 3.12 Percentage share of households for which 100 days employment generated under MGNREGA in 16 major states of India by caste, 2014-15**

States	% of Scheduled Castes	% of Scheduled Tribes	% of Others	Total Households	% share to total households in India	Rank
Andhra Pradesh	25.15	10.05	64.80	3299729 (100)	8.47	5
Assam	6.36	18.22	75.41	967179 (100)	2.48	14
Bihar	27.03	1.7	71.28	1035447 (100)	2.66	13
Chhattisgarh	10.33	33.53	56.15	1748266 (100)	4.49	7
Gujarat	6.36	44.35	49.29	5131909 (100)	1.32	15
Jharkhand	12.47	38.67	48.85	1111175 (100)	2.85	11
Karnataka	15.95	7.63	76.42	1093906 (100)	2.81	12
Kerala	16.26	3.19	80.55	1380236 (100)	3.54	9
Madhya Pradesh	16.28	31.35	52.36	2794156 (100)	7.17	6
Maharashtra	10.01	18.69	71.30	1159693 (100)	2.98	10
Odisha	16.43	38.28	45.29	1469320 (100)	3.77	8
Rajasthan	20.02	24.03	55.95	3686831 (100)	9.67	4
Tamil Nadu	28.87	1.21	69.92	5657572 (100)	14.53	1
Tripura	16.32	50.59	33.09	251486 (100)	0.65	16
Uttar Pradesh	35.47	0.90	63.63	3914686 (100)	10.05	3
West Bengal	31.68	8.95	59.37	5120407 (100)	13.15	2
All India	22.61	17.04	60.35	38944672 (100)	100	-

*Note: Figures in the parentheses show percentage of all India total*

Source: nrega.nic.in, Public Data Portal.

### 3.3 Financial Progress

Generation of employment is closely related to fund available and its utilisation. Funds available under MGNREGA in West Bengal recorded impressive increase during 2008-09 to 2009-10, but fell sharply after 2011-12 (Figure 3.15). On the other hand, fund utilisation rate of the state recorded consistent improvement from 73 per cent during 2008-09 to 115 per cent during 2013-14 (Table 3.13)

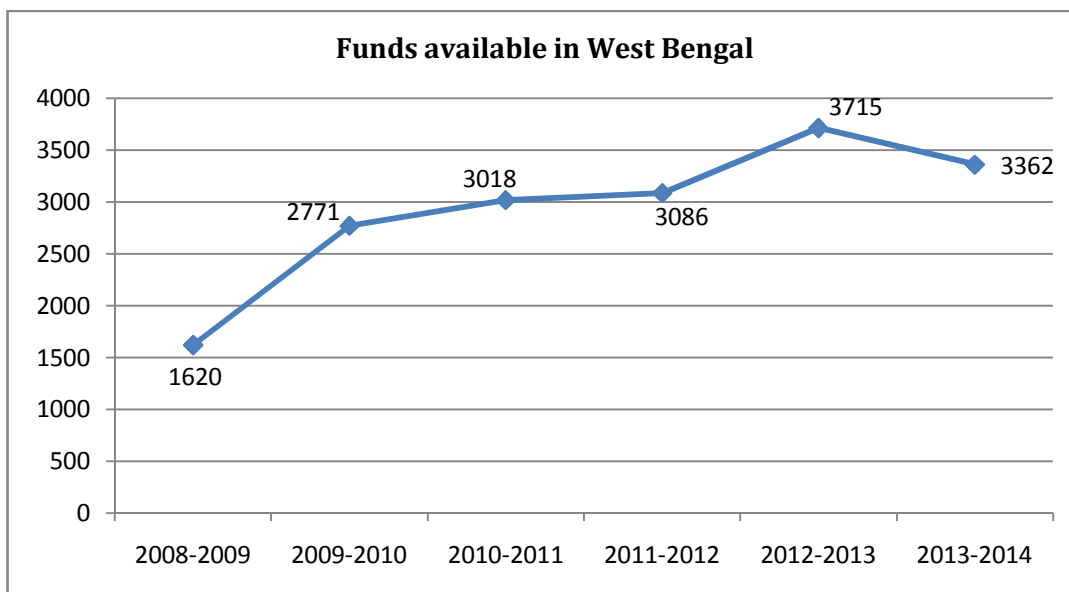
This indicates the states increasing efficiency in utilization of financial resources available under MGNREGA. It is to be noted that the correlation coefficient between persondays of employment and funds available at constant prices is very high (0.896) which is significant at 2% level. Thus the first hypothesis that West Bengal has made noticeable progress in respect of MGNREGA is accepted.

**Table 3.13 Fund availability and employment generation under MGNREGA in West Bengal, 2008-09 to 2013-14**

Indicators	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Persondays (crores)	7.87	15.52	15.53	14.33	20.18	22.96
Funds Available (Rs. cr)	1279.19	2324.86	2769.44	3086.21	3990.53	3854.36
Funds Available at constant 2011-12 prices (Rs. cr)	1619.71	2770.94	3017.75	3086.21	3715.41	3361.70
Index	100	171	186	191	229	208
Annual growth of funds in 2011-12	-11.64	71.08	8.91	2.27	20.39	-9.5
Expenditure (Rs. cr)	940.39	2108.98	2532.46	3004.04	4280.05	3856.05
Percentage of expenditure to fund available	73	91	91	97	107	115

*Note: OB = Outstanding Balance*

*Source: NREGA bulletin and official website (mgnrega.nic.in) and Derived from MoRD Report, 2013*



**Figure 3.15 Total funds available in West Bengal (including OB) at constant 2011-12 prices (Rs. crore)**

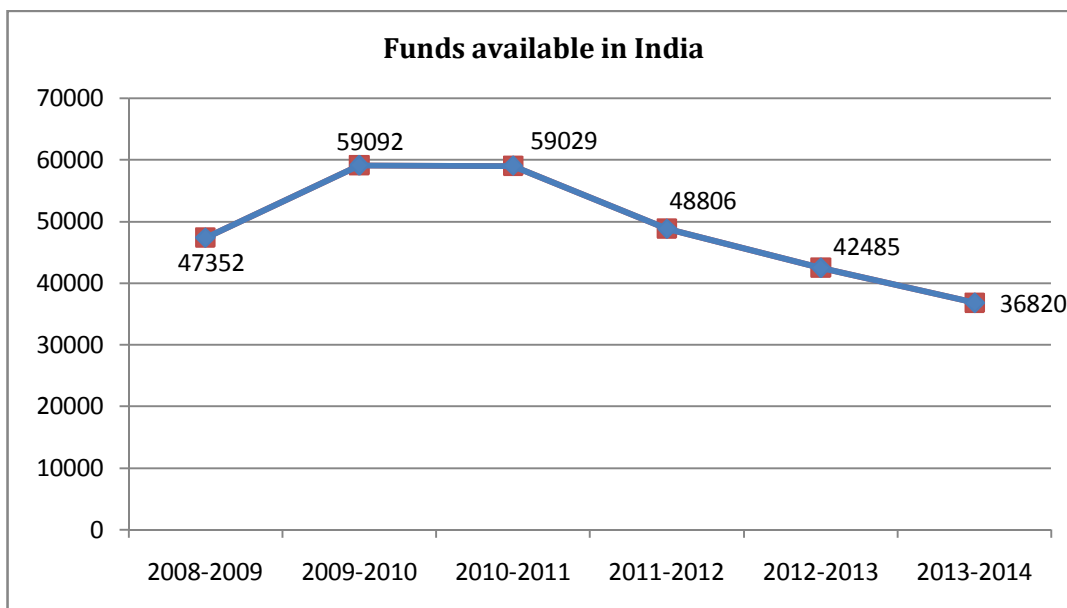
We see that the funds available under MGNREGA in India increased about 31% from 2008-09 to 2009-10, but fell sharply after 2010-11 (Figure 3.16). On the other hand, fund utilisation recorded consistent improvement from 73 per cent during 2008-09 to 92 per cent during 2013-14 (Table 3.14). The correlation coefficient between persondays generated and funds available at constant prices is estimated to be 0.885. It may be noted also here that annual growth rate of employment to household and also that of persondays fluctuated during 2008-09 to 2013-14. Along with fluctuation in the annual growth rate in funds available at constant 2011-12 prices. This reflects the supply-led character, not demand-driven nature, of the progress under MGNREGA.

**Table 3.14 Fund availability and employment generation under MGNREGA in India, 2008-09 to 2013-14**

Indicators	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
No. of districts	615	619	626	626	648	648
Employment to HHs(cr)	4.51	5.25	5.50	5.06	4.99	4.79
Annual growth rate (%)	33.04	16.41	4.76	-8.00	-1.38	-4.01
Persondays (cr)	216.32	283.59	257.15	211.42	210.80	206.22
Annual growth rate (%)	50.47	31.10	-9.32	-17.78	-0.29	-2.17
Total fund including OB (Rs. cr)	37397	49579	54172	48806	45631	42216
Total funds available (including OB) at constant 2011-12 prices(Rs. crore)	47352	59092	59029	48806	42485	36820
Index	100	125	125	103	89	78
Annual growth of funds available in 2011-12 prices(%)	78.2	24.8	-0.1	-17.3	-13	-13.3
Expenditure (Rs. cr)	27250	37905	39377	37037	39778	38672
% of expenditure to fund available	73	76	73	76	87	92
Expenditure on wages (Rs. cr)	18200	25579	25687	24405	28159	28282
Percentage of wage expenditure to total expenditure	67	67	65	66	71	73

*Note: Number in the parantheses showing percentage value, OB = Outstanding balance*

*Source : NREGA bulletin and official website (mgnrega.nic.in) and derived from MoRD Report, 2013*



**Figure 3.16 Total funds available in India (including OB) at constant prices 2011-12 (Rs. crore)**

After the change in the political scenario at the Central level in 2013-14, the passive political will of the central government led to curtailment of the labour budget for this scheme and the work completion rates also witnessed a sharp fall from 95.62% in 2008-09 to 69.51% in 2012-13 for India and from 96.19% to 86.02% for West Bengal during the same period. Budget constraints as well as supply led character of the scheme, long drawn process of its application, delay in payment and local ground level selfish politics jeopardised the progress of MGNREGS.

Thus third hypothesis that in reality MGNREGA does not generate demand-driven wage employment; employment generated is actually supply-led given the budgetary allocation and various institutional constraints on the progress of the Scheme. This theme is also presented and elaborated in chapter 7 of this work.

Rural population in West Bengal was more than 7% (both in 2001 and 2011) of total rural population in India, but budget allocation was less than proportion of population share upto 2012-13 in the Congress led UPA II government regime (Table 3.15). So, it indicates clear bias in MGNREGA fund allocation

against West Bengal during the Left Front regime and the Congress lead UPA II government at the centre, which turned out to be favourable during the NDA period at the centre and TMC period at the state, which is reflected while considered against the share of rural population of the state in 2001 and 2011. During 2006-07 the share of West Bengal in total fund available in India as a whole was only 3.57 per cent while the population share of the state was above 7 per cent. During 2008-09 the former was only 2.7 per cent, which increased to 6.3 per cent which was still below the population share. It is only in 2012-13 and after that the share of West Bengal in total fund available in India as a whole exceeded the population share (7.44 per cent as per Census of India 2011). During 2013-14 the fund share of India was 10.47 per cent which was substantially higher than the population share of 7.44 (Table 3.15).

**Table 3.15 Percentage Share of rural population and that of fund under MGNREGS in West Bengal vis-a-vis the whole of India, 2006-07 to 2013-14**

	Rural population (Cr.)		Fund available for MGNREGA							
			2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
	2001	2011								
W.B.	5.77 (7.77)	6.2 (7.44)	630.23 (3.57)	1331.49 (5.0)	1279.19 (2.7)	2324.86 (3.9)	2769.44 (4.7)	3086.21 (6.3)	3990.53 (9.39)	3854.36 (10.47)
India	74.25 (100)	83.3 (100)	17655 (100)	26578 (100)	47352 (100)	59092 (100)	59029 (100)	48806 (100)	42485 (100)	36820 (100)

Note: In West Bengal vis-a-vis in India 68.13% and 68.84% are rural population respectively (Census 2011)

Sources: NREGA bulletin and official website ([mgnrega.nic.in](http://mgnrega.nic.in)) and derived from MoRD report, 2013 and Census of India, 2001 and 2011

### 3.4 Physical Progress

MGNREGA seeks the creation of community assets that are managed by it (Mehrotra, 2008). For creation of such assets using the guaranteed employment, the Act has codified the following nine types of works:

- (i) Water conservation and water harvesting;
- (ii) Drought proofing (including afforestation and planting of trees);
- (iii) Irrigation canals (including micro and minor irrigation works);
- (iv) Provision of irrigation facility to land owned by households of Scheduled Castes (SCs) and Scheduled Tribes (STs) [formerly lower

castes and indigenous peoples] or land of beneficiaries of land reforms and the Indira Awas Provision of irrigation facility to land owned by households of Scheduled Castes (SCs) and Scheduled Tribes (STs) [formerly lower castes and indigenous peoples] or land of beneficiaries of land reforms and the Indira Awas Yojna ( the house-building programme of the Government of India);

- (v) Renovation of traditional water bodies (including de-silting of tanks);
- (vi) Land development;
- (vii) Flood control and protection works (including drainage in water-logged areas);
- (viii) Rural connectivity to provide all-weather access; and
- (ix) Any other work which may be notified by the central government in consultation with the state government.

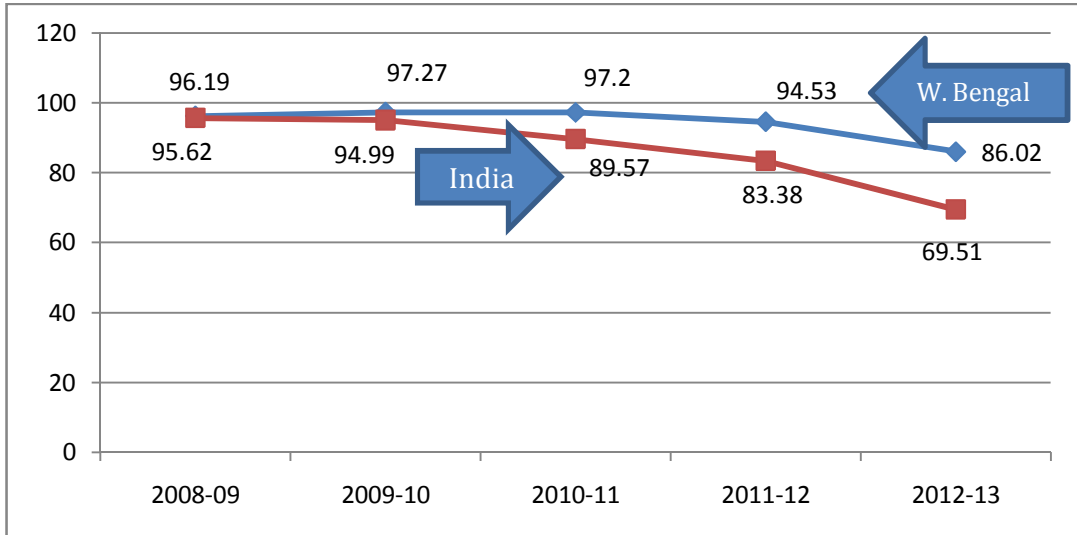
From Table 3.16 and Figure 3.17 we observe that work completion rates under MGNREGA were above 80 per cent in West Bengal during 2008-09 to 2012-13 and in India as a whole during 2008-09 to 2011-12.

**Table 3.16 Work completion rate under MGNREGA, 2008-09 to 2012-13 (%)**

Financial Year	West Bengal	India
2008-09	96.19	95.62
2009-10	97.27	94.99
2010-11	97.20	89.57
2011-12	94.53	83.38
2012-13	86.02	69.51
Instantaneous Gr. rate	-2.32%	-2.21%
CAGR	-2.44%	-2.23%
't' value	-1.23	-1.19

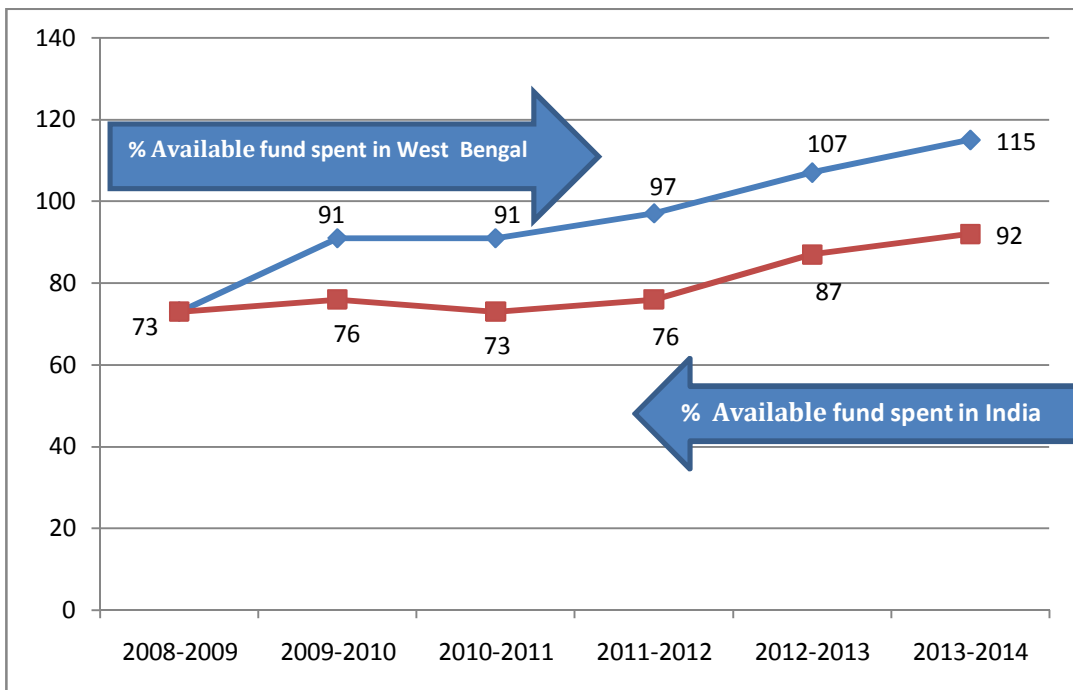
*Note: Work completion rate = (work completed/work started) x 100*

Source: *nrega.nic.in*



**Figure 3.17 Work completion rate in West Bengal and in India, 2008-09 to 2012-13**

From Figure 3.18 it is evident that percentages of available funds spent in West Bengal lie above than that of all India during 2008-09 to 2013-14.



**Figure 3.18 % of available fund spent in West Bengal vis-a-vis in India, 2008-09 to 2013-14**



Creation of sustainable assets that strengthen the livelihood resource base of rural areas is one of the key objectives of MGNREGA. To provide for inter-state and regional variations, the design of MGNREGA lists a wide range of permissible works. Types of works under MGNREGA are highly diversified. The Entropy diversification index is estimated to be 0.88. In this connection, 74 per cent of total works, directly or indirectly “Sustainable Works,” are related to “Green Jobs” or broadly defined as decent job that contributes to preventing or restoring the quality of environment relate to water conservation, water-harvesting, restoration, renovation and desilting of water bodies, drought-proofing, plantation & afforestation. Improvement in ground water, livelihood diversification in rural areas, improved agricultural productivity & cropping intensity are the major impacts of the programme which create the pave of sustainable rural development.

### **3.5 Difference between MGNREGA Wage Rate and Average Casual Wage Rate**

Under MGNREGA, the provision of equal wage rate for men and women has been creating a better socio-economic scenario for the rural development. This may explain to an assured extent, the higher women participation. According to NSSO 66<sup>th</sup> round data there is a clear gender wage gap in unskilled wages (Table 3.17).

In Table 3.17 we have inter-state vaiation in MGNREGS wage rate and average casual wage rate. In any state uniform wage rate is offered under MGNREGS for male and female, but the casual wage rates differs between male and female. There are also differences between the MGNREGS wage rate and the casual overall and male wage rates. In this context we may test statistical significance of these differences and their cause and effect relations. In Table 3.18 we have shown the calculations of the mean differences. We see there are significant differences between MGNREGS wage rate and the casual overall, male and female wage rates.

**Table 3.17 Average MGNREGA wage rate and average casual wage rate**

States	Average MGNREGA wage rate (Rs /day)	Average casual wage rate (Rs /Day)			
		Overall	Male	Female	Difference
Andhra Pradesh	91.9	98.5	115.4	75.7	39.7
Assam	87	90.1	94.4	74.9	19.5
Bihar	97.5	79.4	81	65.8	15.2
Chhattisgarh	82.3	68.8	70.8	65.5	5.3
Gujarat	89.3	83.3	87.3	71	16.3
Haryana	150.9	139.6	146.1	99.1	47
Himachal Pradesh	109.5	139.6	141.4	110.2	31.2
Jammu & Kashmir	93.3	158.3	157.5	n.a.	n.a.
Jharkhand	97.7	101.2	103.6	82.2	21.4
Karnataka	86	84.5	96.9	62.8	34.1
Kerala	120.6	206.5	226.6	119.3	107.3
Madhya Pradesh	83.7	69	74.5	58.1	16.4
Maharashtra	94.3	75.2	86	58.2	27.8
Odisha	105.9	75.6	81	59.1	21.9
Punjab	123.5	130.4	133.5	91.8	41.7
Rajasthan	87.4	125.7	132.3	94.3	38
Tamil Nadu	71.6	110.8	132.1	72.6	59.5
Uttar Pradesh	99.5	94.3	97	69.2	27.8
Uttarakhand	99	118.7	122.1	96.7	25.4
West Bengal	90.4	85.3	87.8	65.9	21.9
All India	90.2	93.1	101.5	68.9	32.6

Notes: (1) Average MGNREGA wages per day are based on unskilled expenditure and total person-days, and not on the official notified MGNREGA wages.

(2) Union Territories and some States are not included.

(3) All India includes all States. Source: NSSO, Government of India, 2009-10 and MGNREGA (Official websites), <http://www.mgnrega.nic.in>.

Adapted from P Dutta, R Murgai, M Ravallion and W.V. Dominique, 'Does India's Employment Guarantee Scheme Guarantee Employment', Policy Research Paper, Washington, D C: World Bank, 2012.

**Table 3.18 Mean differences of wage rates across states**

Wage rates	Mean wage	SD	Unbiased estimator of	Difference of means of	Level of significance
MGNREGS wage	$\bar{x}_1 = \mathbf{98.1}$	$S_1 = \mathbf{16.96}$	$S_1 \& S_2 = \mathbf{30.56}$	$\bar{x}_1 \& \bar{x}_2;$ $(t = \mathbf{-2.34})$	5%
Casual wage (Overall)	$\bar{x}_2 = \mathbf{105.25}$	$S_2 = \mathbf{38.55}$	$S_1 \& S_3 = \mathbf{29.06}$	$\bar{x}_1 \& \bar{x}_3;$ $(t = \mathbf{-5.25})$	1%
Casual wage (Male)	$\bar{x}_3 = \mathbf{113.36}$	$S_3 = \mathbf{36.29}$	$S_1 \& S_4 = \mathbf{17.84}$	$\bar{x}_1 \& \bar{x}_4;$ $(t = \mathbf{10.64})$	1%
Casual wage (Female)	$\bar{x}_4 = \mathbf{78.54}$	$S_4 = \mathbf{17.81}$	$S_3 \& S_4 = \mathbf{29.58}$	$\bar{x}_3 \& \bar{x}_4;$ $(t = \mathbf{11.45})$	1%

*Notes: Calculations are made based on the data obtained from NSSO, Government of India, 2009-10 and MGNREGA (Official websites), <http://www.mgnrega.nic.in>.*

Such gender market casual wage gaps are high across the country and among the highest in Kerala and Tamil Nadu. So, this gap is self-explanatory to lead to higher female participation in MGNREGA (as it happens for Kerala and Tamil Nadu). The gender wage differentials are largely found in non-farm employment in low levels of occupation like unskilled and semi-skilled work, low level management work and other related production work (Kelker 2011). Women's participation is negatively correlated with the existing gender wage gap in unskilled agricultural labour. This implies that where women's actual wages as a share of men's is lower in the private sector, women are flocking to work in this government administered programme. This inevitably raises women's bargaining power, and is potentially a critical factor in reducing gender disparities in the labour market.

Thus, the impressive participation of women in MGNREGA is a harbinger of social change and it will lead to decline in distress migration and improvement in food consumption among certain families. Importantly, a majority of the women workers under MGNREGA programme say that such employment has brought a significant change in their communities and in their own lives; the MGNREGA wages are higher than the market wages and it has improved their spending capacity. Women are able to use their earning for household food and consumption needs, healthcare and education of children. More important, earlier they "used to be dependent on their husbands for any expenses", but

now with some cash in their hands, women have greater degree of economic independence and self-confidence, “feel empowered”, as they are also earning members of the family (Jandu, 2008:5). In many worksites, women have control rights to their wages in bank deposits. A 2008 survey showed that 79% of women employees in MGNREGA works collect their own wages, and 68% keep their own wages (FRONTLINE, 2009: 13).

It may be noted that not only nominal wage rate but also real wage rate for works under MGNREGA recorded an increase not only in West Bengal but also in the whole of India (Table 3.19).

**Table 3.19 Nominal and real wage rate under MGNREGA in West Bengal and the whole of India, 2012-13 to 2014-15**

Financial years	2012-13		2013-14		2104-15	
	India	W. B.	India	W. B.	India	W. B.
Average wage rate/day (Rs) nominal	121.4	138	132.7	153	143.92	169
Average wage at 1986-87 price level (Real)	18.04	20.51	19.67	22.68	21.34	25.06

Source: *nrega.nic.in*

Improved access to economic resources and paid work has had a positive impact on the socio-economic status of women studies; it is indicated that women exercise independence in collection and spending of MGNREGA wages, indicating greater decision-making power within the households. The mandatory transfer of wage payment through bank accounts has ensured a greater financial inclusion of women. Implementation of MGNREGA has given rise to alertness among the rural poor and rural women on a continuous basis for their all round development to support a faster and sustainable growth of rural sector all over India. Despite these improvements, certain factors such as non-availability of work-site facilities like crèches, long work hours, gender relations, implementation challenges continue to occlude women’s full participation. Functional and safe mobile crèche services, flexibility in terms of women’s working hours and provision for gender-specific life cycle needs are likely to provide women with more time and opportunity to participate actively

in MGNREGA. This would be an important step in narrowing down the prevalent gender gap in rural India (Ekta Joshi, Accountability Initiatives, India, 2014)

### **3.6 Summary**

West Bengal's share in the whole of India in respect of total number of workers with job cards, total number of individual workers employed, total number of households employed, total number of persondays generated and total number of households completed 100 days of work recorded an increase, which indicates that the state's performance in these respects was higher than that in the rest of India the period from 2012-13 to 2014-15. Values of most of these indicators were, however, fluctuating and low in this state compared to those of the whole of India and these registered decline in values in both West Bengal and India as a whole during this period.

Average persondays of employment and percentage of households completed 100 days of work under MGNREGA varied widely across the selected states of India including West Bengal. This variation in respect of these indicators was significantly explained by socio-economic and cultural development variables like rural poverty, rural literacy rate and per capita net state domestic product.

Percentage shares of West Bengal in the total persondays generated to women, SCs and STs in India as a whole recorded an impressive increase during 2008-09 to 2014-15. Absolute numbers of persondays generated for women, SCs and STs registered decline during 2014-15 in both the state and the country as a whole. While making distribution of work among the prospective workers under MGNREGA there is hardly any consideration of the poor seeking employment under the programme, rather the non-poor are given larger number of persondays of employment violating the norm of equity.

Percentage of women participating in MGNREGA schemes to total employment generated in West Bengal and the whole of India showed an increasing trend during 2006-07 to 2014-15, the CAGR being higher in West Bengal than that in

India as a whole, which are significant at 1 per cent level. There were significant differences between the MGNREGS wage rate and the casual overall and male wage rates. The lower (even zero) opportunity cost of the women and significantly higher MGNREGS wage rate compared to their casual wage rate are attributed to higher participation of women.

Funds available in West Bengal recorded an increase during 2008–09 to 2012–13, but fell sharply after 2012–13. On the other hand, fund utilisation after 2010-11 recorded consistent improvement. Share of the state in total fund available under MGNREGA was low during 2006-07 to 2010-11, which turned out to be favourable after that, i.e., during the NDA period at the centre and the present government at the state. Given the budget constraint the planning and implementation of the MGNREGA turns out to be supply-led, not a demand-driven one. The fluctuation in respect of generation of 100 days of work for the households under MGNREGS during 2006-07 to 2014-15 in West Bengal as well as the whole of India confirms the supply-led character of the MGNREGS. There is a falling tendency of the proportion of SCs and STs in West Bengal as well as India as a whole after 2012-13 and onwards (in contrast to the rising participation of women workforce) due to the delay of wage payment, long-drawn process of generation of employment. This occurred while work completion rates under MGNREGA during 2008-09 to 2012-13 was high in both West Bengal and India.

Under MGNREGA, the provision of equal wage rate for men and women has been creating a better socio-economic scenario for the rural development. This may explain, to an assured extent, the higher women participation.

## Chapter 4

### PROGRESS OF DISTRICTS UNDER MGNREGA

The purpose of this chapter is to discuss various issues of MGNREGA in relation to participatory rural development, particularly employment generation, poverty alleviation, women empowerment, etc. at the district level of West Bengal.

The rest of this chapter is organized as follows. Section 4.1 analyses overall progress of the districts under MGNREGS. Section 4.2 presents a brief profile of the sample two districts of the state covering demography and information about MGNREGS being implemented through three-tier panchayat system. Section 4.3 reviews progress of the sample districts in respect of social categories. Section 4.4 discusses physical progress of MGNREGS. Section 4.5 sums up the whole discussion of this chapter.

#### 4.1 Overall Progress of MGNREGA

Districts of West Bengal varied widely in respect of generation of total persondays of work under MGNREGA during 2014-15. Number of total persondays of work generated was highest in Burdwan followed by Paschim Medinipur, Nadia, Purba Medinipur and Birbhum. Frequency distribution of districts of West Bengal by average persondays of work during 2014-15 shows that DGHC achieved the highest average persondays of work followed by Coochbehar, North 24 Paraganas, South 24 Paraganas, Paschim Medinipur, Purba Medinipur, Burdwan, Uttar Dinajpur, Nadia, Jalpaiguri, Maldah, Howrah, Siliguri Mahakuma Parisad, Hoogly, Jalpaiguri, Dakshin Dinajpur and Maldah, Bankura achieving the least led by Birbhum (Table 4.1).

**Table 4.1 Frequency distribution of districts of West Bengal by average persondays under MGNREGA in districts of West Bengal, 2014-15**

Average Persondays	Number of districts	Name of districts
Less than 10	1	Bankura,
11-20	5	Birbhum, Hooghly, Purulia, Murshidabad, Dakshin
21-30	11	North 24 Paraganas, South 24 Pararaganas, Paschim Medinipur, Purba Medinipur, Burdwan, Uttar Dinajpur, Nadia, Jalpaiguri, Maldah, Howrah, Siliguri M P, Hoogly, Jalpaiguri, Maldah
31-40	1	Coochbehar
41-50	1	DGHC
Total	19	19

*Notes:* DGHC = Darjeeling Gorkha Hill Council,  
*Source:* nrega.nic.in, Pubic Data Portal

Average persondays of work under MGNREGA varied widely across the districts of West Bengal. This variation in respect of this indicator may be explained by socio-economic and cultural development variables like rural poverty, rural literacy rate and per capita district domestic product (Table 4.2).



**Table 4.2 Average persondays generated in relation to literacy rate, poverty ratio and per capita district domestic product**

Districts	Total person-days generated (Lakh)	Average persondays 2014-15	Percentage of literates 2011	Rural poverty ratio (%) 2005	Pcddp 2004-05
North 24-Paraganas	82.87	28.52	76.6	29.3	19819
South 24-Paraganas	91.61	25.96	76.6	34.1	16497
Bankura	49.92	8.08	71	28.9	15970
Birbhum	120.20	19.83	70.9	42.3	15141
Burdwan	258.55	23.97	77.2	33.5	22747
Coochbehar	108.59	33.02	75.5	51.8	15395
DGHC	47.57	41.83	79.9	24.4	22486
Dakshin Dinajpur	13.50	14.42	73.9	31.7	15163
Uttar Dinajpur	22.49	20.86	47.9	40	11832
Hooghly	101.33	19.73	82.6	21.7	20034
Howrah	27.96	27.92	87.1	14.9	19306
Jalpaiguri	81.31	20.58	73.8	35.5	17874
Maldah	40.01	20.31	62.7	39.2	15972
Murshidabad	83.78	19.26	67.5	39.9	15946
Nadia	162.96	29.8	75.6	37.2	17123
Paschim Medinipur	208.06	23.43	79	36.4	15614
Purba Medinipur	143.46	25.74	87.7	32	24957
Purulia	43.44	14.89	65.8	32.8	14019

Note: Pcddp = per capita district domestic product

Source: Government of West Bengal, *Statistical Abstract*, various issues

Relevant regression equations concerning average persondays of work are presented in Table 4.3.

**Table 4.3 Regression equations concerning average persondays of employment**

Sl. No.	Regression equations	R-bar square	F
1	Avgpd = - 8.66 + 0.244rp + 0.001pcddp (-0.55) (1.04) (2.36)	0.174	2.79 [0.093]
2	Avgpd = 4.76 + 0.001pcddp (0.53) (2.12)	0.170	4.48 [0.050]
3	Avgpd = - 0.67 + 0.323lit (-0.05) (1.71)	0.101	2.92 [0.107]

*Notes:* Avgpd 2014-15 = average persondays in 2014-15; rp = rural poverty, lit = rural literacy rate; pcddp = per capita *district domestic product*.

( ): Figures within parentheses indicate t-ratios. [ ] Figures within indicates level of significance.

Variation in average persondays of employment across districts of West Bengal in 2014-15 is explained by that in rural poverty and per capita district domestic product to the extent of 17 per cent. The whole model is significant at 10 per cent level.

The coefficient of per capita district domestic product (pcddp), though significant, is seen to have positive sign, which implies that the value of the dependent variable (Avgpd) increases while pcddp as independent variable falls. This may be interpreted in the following way. While making distribution of work among the prospective workers under MGNREGA there is hardly any consideration of the poor seeking employment under the programme, rather the non-poor are in fact given larger number of persondays of employment violating the norm of equity. Thus the states with higher pcddp obtained higher average persondays of employment. It appears that in the era of globalization market forces play the dominant role and there is little scope of judicious and appropriate planning for alleviation of rural poverty which turns out to be the secondary objective while acceleration of economic growth is the primary objective and it occupies the top most priority in the economic policy under the assumption that benefits of economic growth would percolate even to the

lowest ranks of the society where poverty is intense and pervasive. This reflects the political economy of state policy concerning MGNREGA.

**Table 4.4 Percentage of persondays generated by caste and sex under MGNREGA in districts of West Bengal, 2014-15**

Districts	% SC popn. 2011	% ST Popn. 2011	% of Person-days generated to SCs	% of Person-days generated to STs	% of Person-days generated to Others	% of Person-days generated to Women
24 Parag (N)	21.67	2.64	34.36	5.49	60.15	34.78
24 Parag (S)	31.19	1.19	>29.20	13.68	69.44	34.11
Bankura	32.65	10.25	50.40	14.37	35.22	35.99
Birbhum	29.50	6.92	38.09	7.62	54.29	30.60
Burdwan	27.41	6.34	44.54	8.56	46.9	39.52
Coochbehar	50.17	0.64	>45.43	9.59	44.98	58.56
DGHC	17.18	21.52	>6.64	31.16	62.20	49.86
Dinajpur (D)	28.80	16.43	>24.88	>13.59	61.53	27.54
Dinajpur (U)	26.87	5.41	>24.35	>2.83	72.82	29.67
Hoogly	24.35	4.15	45.88	7.82	46.29	40.77
Howrah	14.82	0.31	24.92	>0.29	74.79	33.36
Jalpaiguri	37.65	18.89	>30.97	20.35	48.68	43.97
Maldah	20.94	7.87	>19.84	>5.96	74.20	31.51
Murshidabad	12.63	1.28	13.97	1.80	84.22	29.28
Nadia	29.93	2.72	33.83	3.09	63.04	50.79
Medinipur (W)	19.08	14.88	23.17	15.42	61.42	38.77
Medinipur (E)	14.63	0.55	>14.48	>0.40	85.12	53.88
Purulia	19.38	18.45	>18.25	20.60	61.15	41.45
Siliguri MP	-	-	48.70	26.42	24.88	60.80
West Bengal	23.51	5.8	<32.23	<8.41	59.36	41.41

Foot Note: DGHC = Darjeeling Gorkha Hill Council,

Source: nrega.nic.in, Pubic Data Portal

We have observed in Chapter 3 that at the aggregate level of the state of West Bengal percentage shares of SC and ST workers to the total workers were higher than those of the respective population. But at the disaggregate level of the districts there are nine districts out of total 18 rural districts, namely South 24- Paraganas, Coochbehar, DGHC, Dakshin Dinajpur, Uttar Dinajpur, Jalpaiguri, Maldah, Purba Medinipur and Purulia in which the percentage shares of SC workers to total workers under MGNREGA were less than their shares of total

population. Similarly, there are five districts, namely Dakshin Dinajpur, Uttar Dinajpur, Howrah, Maldah and Purba Medinipur where the percentage shares of ST workers under MGNREGA were less than their shares in total population. It is also seen that five districts, namely Birbhum, Dakshin Dinajpur, Uttar Dinajpur, Maldah and Murshidabad failed to maintain the norm of at least 1/3 women (minimum 33.3 per cent) employment in 2014-15 (Table 4.4).

As in the case of states of India including West Bengal we have made here for the districts an attempt to check for the sake of equity whether there was perfect correspondence between percentage shares of SCs and STs in total employment under MGNREGA and those of SC and ST population in 2012-13. For this we have estimated the correlation coefficient between the two sets across the selected districts of West Bengal. It is observed that the correlation coefficient between percentage share of SC employment under the MGNREGA and that of SC population is 0.680 and that for ST is 0.859. However, there are nine districts, namely South 24 Paraganas, Coochbehar, DGHC, Dskshin Dinajpur, Uttar Dinajpur, Jalpaiguri, Maldah, Purba Medinipur and Purulia where the percentage share of SC employment was lower than that of SC population. Similar situation occurred for STs in five districts, namely Dakshin Dinajpur, Uttar Dinajpur, Howrah, Maldah and Purba Medinipur though marginally.

Number of households worked under MGNREGA by caste and percentage of these households reached 100 days limit of employment in districts of West Bengal in 2014-15 are shown in Table 4.5.

**Table 4.5 Number of households worked under MGNREGA and % of households reached 100 days limit of employment in districts of West Bengal, 2014-15**

Districts	Number of households worked under MGNREGS			Percentage of households reached 100 days limit		
	SC	ST	Total	SC	ST	Total
24 Parag (N)	76725	12089	235989	3.89	2.87	3.29
24 Parag (S)	66209	2849	251637	6.57	8.0	4.84
Bankura	118023	32120	246279	0.71	0.81	0.64
Birbhum	154707	31742	399274	2.82	2.36	3.16
Burdwan	288726	63034	671752	1.68	1.56	1.56
Coochbehar	146406	2516	270921	1.64	1.75	1.79
DGHC	6035	27632	90173	8.20	9.46	8.66
Dinajpur (D)	19219	11324	74542	0.35	0.13	0.49
Dinajpur (U)	26574	2918	90290	1.23	1.06	1.41
Hoogly	179070	36290	389456	0.75	0.41	0.81
Howrah	21334	229	83670	4.97	5.68	4.31
Jalpaiguri	103750	69918	336023	0.95	1.00	1.01
Maldah	33639	11013	154819	1.48	0.82	1.62
Murshidabad	52483	6920	344109	1.12	1.00	1.41
Nadia	95705	8686	348051	15.61	1.56	10.37
Medinipur (W)	127052	93471	557070	5.30	3.66	4.65
Medinipur (E)	55809	1828	371260	4.16	3.17	4.74
Purulia	32578	34223	167577	0.96	1.14	1.30
Siliguri MP	18220	9424	37515	0.24	0.15	0.21
West Bengal	1622264	458208	5120507	3.05	2.51	3.09

*Note;* DGHC = Darjeeling Gorkha Hill Council,

*Source:* nrega.nic.in, Public Data Portal

Percentage distribution of districts by percentage of households worked under MGNREGA and reached 100 days limit of employment in 2014-15 shows that Nadia district belonged to the highest group of percentage of households (10 per cent and above) obtained 100 days of employment for SCs and STs. South 24 Parganas, DGHC, Purba Medinipur were included in the group of 5-10 per cent in case of SCs, and DGHC, Howrah, South 24-Parganas in this group for STs. The relatively backward districts belonged to the relatively low class of percentage of households availed themselves of 100 days employment (Table 4.6).

**Table 4.6 Frequency distribution of districts by percentage of households worked under MGNREGA and reached 100 days limit of employment in districts of West Bengal, 2014-15**

% of HHs reached 100 days	SCs		STs		Total	
	Number of districts	Name of districts	Number of districts	Name of districts	Number of districts	Name of districts
Less than 2	11	Bankura, Burdwan, Coochbehar, Dakshin Dinajpur, Uttar Dinajpur, Siliguri MP, Hoogly, Jalpaiguri, Maldah, Murshidaba, Purulia	12	Bankura, Burdwan, Nadia, Coochbehar, Dakshin Dinajpur, Uttar Dinajpur, Siliguri MP, Hoogly, Jalpaiguri, , Purulia, Murshidabad, Maldah	11	Bankura, Burdwan, Coochbehar, Dakshin Dinajpur, Uttar Dinajpur, Siliguri MP, Hoogly, Jalpaiguri, Purulia, Maldah, Murshidabad,
2 - 5	4	North 24 Parganas, Birbhum, Howrah, Purba Medinipur	4	North 24 Parganas, Birbhum, Paschim Medinipur, Purba Medinipur	6	North 24-Parganas, South 24-Parganas, Birbhum, Howrah, Paschim Medinipur, Purba Medinipur
5 - 10	3	South 24 Parganas, DGHC, Purba Medinipur	3	DGHC, Howrah, South 24-Parganas	1	DGHC
10 and Above	1	Nadia	0	-	1	Nadia
Total	19	-	19	-	19	-

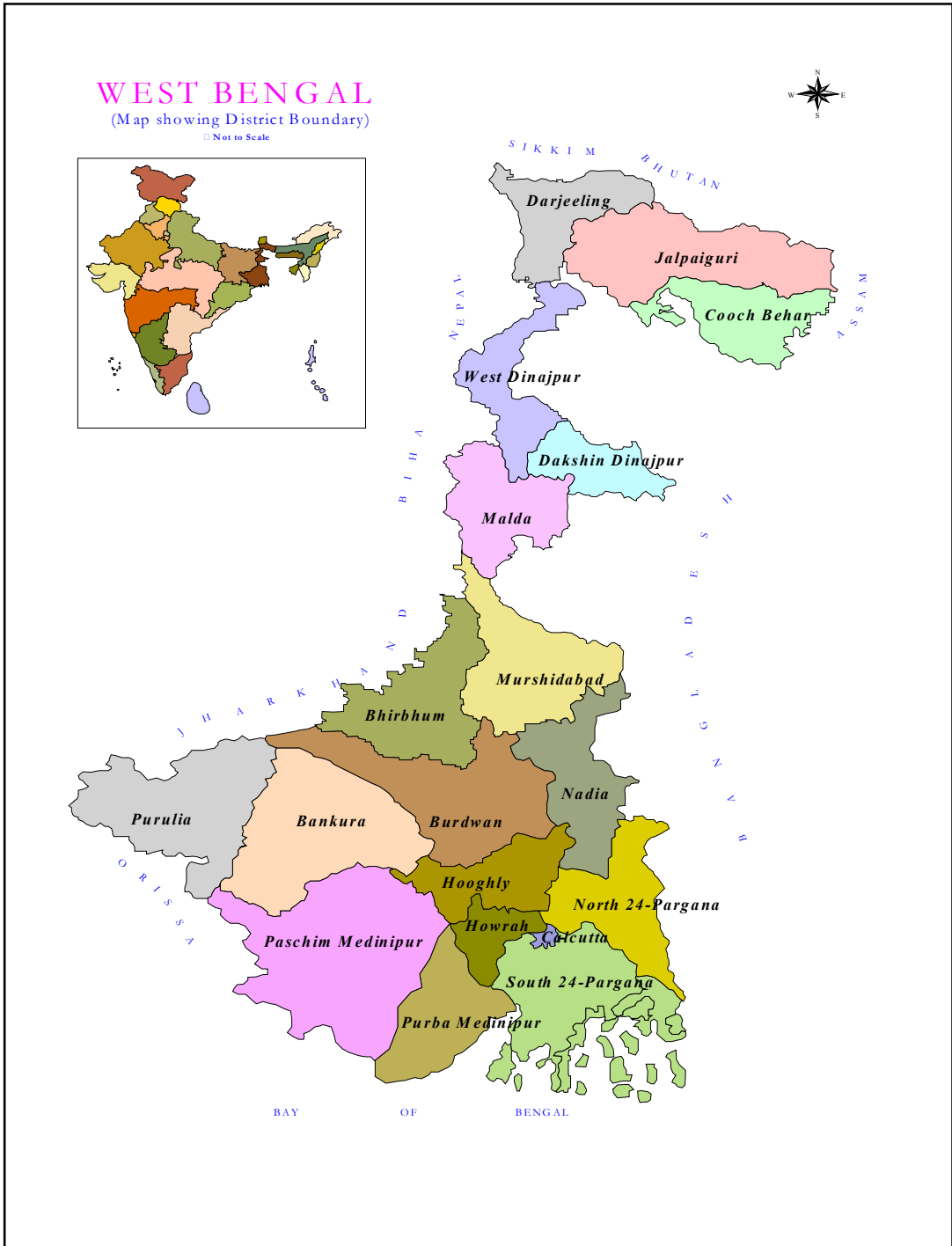
*Note:* DGHC = Darjeeling Gorkha Hill Council,

*Source:* nrega.nic.in, Pubic Data Portal

With a view to discussing in details different issues of MGNREGA we resort to the analysis at the sample two districts of West Bengal. Before we do that we present the brief profile of these two sample districts in the Section that follows.

## **4.2 Brief Profile of Two Sample Districts of West Bengal**

The two districts of West Bengal, namely Paschim Medinipur and Purba Medinipur (See Map 4.1) vary in respect of area, population, density of population, literacy, SCs and STs Population and main and marginal workers. Paschim Medinipur district is larger in respect of population and area (almost double) than Purba Medinipur. Total population in the Census year 2011 was 59.13 lakh in Paschim Medinipur while 50.96 lakh in Purba Medinipur district. Density of population in Purba Medinipur (1081, and it is 8<sup>th</sup> position in the state) is much higher than that of Paschim Medinipur (681, and it is 15<sup>th</sup> position in the state). Paschim Medinipur is relatively backward district with 19.08% scheduled castes (9<sup>th</sup> position in the state) and 14.88% scheduled tribes population (the highest Scheduled Tribes Population in the State) compared to 14.63% scheduled castes (14<sup>th</sup> position in the state) and 0.55% scheduled tribes (16<sup>th</sup> position in the state) in Purba Medinipur district. Literacy rate was much higher in Purba Medinipur district (87 percent, and it is 1<sup>st</sup> in the state) as compared to Paschim Medinipur district (76.23 percent, it is 7<sup>th</sup> position in the state). In respect of percentage of rural population in 2011, Purba Medinipur (88.37%) led the selected other district, i.e., Paschim Medinipur (87.78%). Work participation rate in Paschim Medinipur district was higher (42.43 % of total workers, and it is 2<sup>nd</sup> in the state) than that of Purba Medinipur district (Table 4.7)



Map 4.1: Map of West Bengal Including Sample Districts



**Table 4.7 Demographic features of two sample districts vis-à-vis the whole of West Bengal, 2011**

Features	Purba Medinipur	Paschim Medinipur	West Bengal
Total Population	50,95,875	59,13,457	9,12,76,115
Total Male	26, 29,813 (51.61%)	30, 07,885 (50.84%)	4, 68, 09,027 (51.28%)
Total Female	24, 66,041 (48.39%)	29, 05,572 (49.14%)	4, 44, 67,088 (48.72%)
Sex Ratio	938	966	950
Rural Population	45, 03,161 (88.37%)	51, 90,771 (87.78%)	6, 21, 83,113 (68.13%)
Rural Male	23,22,562	26,41,721	3,18,44,995
Rural Female	21,80,599	25,49,050	3,03,38,168
Rural Sex Ratio	939	965	953
Area (Sq. KM)	4,713	9,368	88,752
Density of Population	1,081	631	1,028
Literacy rate	87.00	78.00	76.30
No. of Villages	2994	8694	40,203
No. of Households	11,12,041	12,97,640	2,03,09,872
% of SC	14.63	19.08	23.51
% of ST	0.55	14.88	5.8
% of Total Workers	37.49	42.43	38.08
% of Male workers	57.65	58.43	57.07
% of Female workers	15.99	25.87	18.08
% of Main Workers	22.12	25.54	28.14
% of Main Male workers	38.03	41.63	46.31
% of Main Female workers	5.15	8.89	9.01
% of Agricultural Labours	36.76	44.05	29.32
% of cultivators	18.07	22.81	14.72
% of non-agricultural workers	45.1	55.96	33.14

*Source: Census figures 2011, Govt. of India*

#### *Paschim Medinipur District*

Paschim Medinipur, located in the southern part of West Bengal, has been carved from the erstwhile Medinipur district, the then largest district of India, and came into existence in the present from 1<sup>st</sup> January 2002. It is situated between 22° 57' 10" and 21° 36' 35" North latitude and between 88° 12'

40 and 86° 33' 50" East longitude. Paschim Medinipur is bounded by Bankura district from the northern side and Purba Medinipur district from the south-eastern side. The southern boundary of the district is merged with Balasore and Mayurbhanj district of Orissa and western boundary is merged with Singhbhum and east district of Jharkhand (See Map 4.1).

The present population of the district is 59 lakh with 19.08 % SC and 14.88 % ST population. Sex ratio of this district is 966 (it is 965 in rural area) with 49.16% of female and 50.84% of male population. Geographical area of the district is 9295.28 Sq. Km. The district is further divided into four Sub-divisions, 29 blocks and 8 municipalities. Paschim Medinipur district represents regional diversity in terms of physiographic, agro-climatic characteristics, economic development, social composition etc. Geo-morphologically, the district can be sub-divided into three parts, viz. Chhotonagpur Flanks with hills, mounds and rolling lands in the westernmost part, Rahr Plain with lateritic uplands in the middle part and Alluvial plain of the east with recent deposits. It is hilly in the north-west but represents low basins in the south-east and east. It has drought-affected dry areas in the west but highly wet flood-affected in the east. Dense dry deciduous forest in the west is replaced by semi-aquatic vegetations of marsh lands in the east. It has barren lateritic, nonarable lands in the west and north-west, which gradually changes with highly productive alluvial soil areas in the central and eastern part of the district. It is the abode of tribes and primitive tribes in the western blocks while most of the other areas are inhabited by all castes of the mass society. It represents cultural diversity across blocks.

The general appearance of the district is that of a large and well-cultivated plain, but towards the north and west gently undulations appear, with ridges covered by a thick growth of sal trees and other scrub jungle, while the intervening depression produces rich crops of rice. Partly from the poor fertility of the soil, and also from the ruthless way forest have been cut down in past, large forest trees are scares, but still in the neighborhood of some of the villages, a few fine tamarind, sal and mahua trees still do remain. The western

boundary is more broken and picturesque, for the lower ranges of the Chhotanagpur Hills line the horizon, the jungle assumes the character of forest, and large trees begin to predominate. The soil, however, is lateritic, a considerable area is unproductive, almost uninhabited, especially in the extreme north-west where there are several hills over 1000 feet in height.

The remainder of the country is an almost level plain broken only by the sand hills. Broadly speaking, there are two natural divisions of the district. The metalled road from Raniganj and Bankura, which traverses the district from north to south, passing through the station of Medinipur and onwards to Balasore and Cuttack, may be generally taken as a dividing line between them. To the east of this road, the soil is purely alluvial, the country is flat, and the land is fertile and fully cultivable. To the west, the country is undulating, the high lands of Central India here terminating in long rolling waves of laterite rock, and most of the surface consists of alternative ridges and depressions. The characteristic formation of the district is laterite, which occupies nearly the whole country in the north and west, but in the south and the east it gradually gives way to the ordinary alluvium of the Gangetic delta. The alluvial portion may be subdivided into two divisions; first, there is a strip of purely deltaic country bordering Hooghly, intersected by numerous river and water-courses, which are subject to tidal influence. These water-streams are usually connected with one another, thereby rendering it to travel by water. This low-lying tract extends for about 20 miles inland from the Rupnarayan and Hooghly. The alluvial deposits seem to cover the final swells of the laterite formation. None of this formation as yet appeared on the surface, but the watersheds between the streams are distinct, and the general elevation of the country is higher. The second division consists of the alluvial tract constituting the remainder of the eastern half of the district. This is monotonous rice plain intersected by numerous waterways and tidal creeks, which are lined with embankments to protect the fields from flood water. Much of the area is waterlogged, and this is particularly the case with the tract bounded by the Kasai River on the south and the Silai River on the north. This latter tract is a low laying depression formed of the combined details of the Kasai and Silai rivers and intersected by

numerous Khals. The river beds have been raised by the constant deposit of silt above the level of the surrounding country; the latter has to be protected from inundation by a complicated system of embankments. Many of these unfortunately obstruct the natural drainage of the country with the result that the soil being deprived of its increment of deposit is permanently depressed, while the waterways have become choked with silt and the land below them is waterlogged. The river system of Paschim Medinipur district consists of the Rupnarayan, the Kansai and the Subarnarekha which enters this district from Singbhum and passes into the Balasore district, where it falls into the Bay of Bengal. The principal tributary of the Rupnarayan is the Silai or Silabati. This river enters Midnapore from the Manbhum district on the north, and follows a tortuous course. It runs fast in an easterly direction through the north of the Medinipur (Sadar) Sub-division, and then turns to the south east and south through the Ghatal Sub-division. Near Narajole it takes a sharp turn to the north, and eventually it falls into the Rupnarayan at Bhandar, 4 miles below Ghatal. The Silai is navigable throughout the year for a short distance in its lower reaches, which are within tidal influence. It is fed by two small streams from Bankura district on the north, the Purandar and Gopa, and by the Chandur and Kubai in Medinipur its rise in the north-west of the district and flows east till it empties itself into the Silai near Narajole. The Kasai enters the district in the north-west from Bankura. It flows an exceedingly tortuous course, running first south and south-west and then eastwards past the town of Medinipur, which is situated on its north bank. Below Medinipur the channel contracts rapidly, till at Kapastikti, 13 miles lower down, it bifurcates, one small branch going north and eventually into the Rupnarayan, while the main channel runs south-east. The Subarnarekha is the only other river of Paschim Midnapore requiring notice. It enters the district on the north-west from Dhalbhum and pass through the south-west of Medinipur (Sadar) sub-division intersecting Gopiballavpur thana. To the South of Dantan it enters Balasore district and finally falls into the Bay of Bengal. The Subarnarekha has a rapid stream with a sandy bed, and its banks are generally high and well defined. In seasons of high flood the river overflows it's left bank about 4 miles above the point where it

leaves Paschim Medinipur district to enter Balasore district. The Dulongs is also an important river of the district. The experiences of drought and flood are common in the district. The flood prone area is about 142647 ha. (Ghatal & part of Kharagpur sub-divisions). Draught prone area is about 335248 ha (Jhargram and Sadar sub-divisions). Ghatal and the Southern parts of Kharagpur sub-divisions are affected by water logging during the rainy season. As a result, there is frequent loss of crop. Sabang, Pingla and Narayangarh block in Kharagpur sub-division often suffer from such losses. Many areas in Jhargram sub-division have an undulating topography and laterite soil, which is unsuitable for large-scale cultivation. Drought affects the population here frequently and causes damage to the limited agriculture in the area, affecting food security of the people living here. Though the district does not have a coastline, it is affected frequently by the cyclones during the months of October and November and untimely rains during April and May. The climate is tropical and the land surface of the district is characterized by hard rock uplands, lateritic covered area, and flat alluvial and deltaic plains. Extremely rugged topography is seen in the western part of the district and rolling topography is experienced consisting of lateritic covered area. These rolling plains gradually merge into flat alluvial and deltaic plains to the east and south east of the district.

The soil is fairly fertile. Normal rainfall in the district is around 1400 - 1500 mm. However, for the last few years, it has been highly erratic in nature. Average temperature of the district varies widely across seasons, varying between maximum of 39 degree Celsius and minimum 10 degree Celsius in 2006. The climate is characterized by hot summer, cold winter, abundant rainfall and humidity. Rainfall fluctuates widely over years and concentrates over a few months of a year under monsoon. Normal rainfall estimated over 21 years during 1994 to 2005 is 1549 mm.

### *Paschim Medinipur*

Paschim Medinipur is the second largest district in West Bengal with a total population of 59 lakh. It has 29 blocks, 290 Gram Panchayats, 3086 Gram sansads, 8735 mouzas and 10 lakh households. SC and ST consist of 1/3 of total population. 45% of total households are below poverty line and half of total population is either small or marginal farmer. National Rural Employment Guarantee Act, 2005 was launched in the district on 02. 02. 2006. In the initial year there were two major challenges - IEC, i.e. making people aware of their right to employment and the other was scheme implementation part. Paschim Medinipur district has a rich heritage of SHG movement. There are 28,000 SGSY groups and 20,000 NABARD groups in the district. This huge workforce was deployed for MGNREGA. Thus, 3086 groups were selected. Instruction was given to Blocks and GPs that 1st April, 2009 onwards each and every scheme in the district should be supervised by SHG members. At the initial stage there was doubt in many corners whether SHG members would be able to shoulder this responsibility. So, they were emphasized on training for capacity building and duties assigned for SHG members as job supervisor. Management of schemes under MGNREGA by SHG members was an experiment which was made for the first time in the state.

### *Purba Medinipur District*

The district of Purba Medinipur falls under the southernmost district of Burdwan Division of West Bengal and is situated between 22°57'10"North and 21°36'35"North latitude and 88°12'40"East and 86°33'50" East longitude. The district of Purba Medinipur has been in the limelight ever since it came into existence. Carved out of erstwhile or rather undivided "Midnapore" on the 1st of January, 2002, this district is a rare combination of agricultural wealth, industrial development and tourist attraction. The present population of the district is 51 lakh with 14.63 % SC and 0.55 % ST population. Sex ratio of this district is 938 with 48.39 % of female and 51.61% of male population.

Geographical area of the district is 4713 Sq. Km. The district is further divided into four Sub-divisions, 25 blocks and 5 municipalities.

The economy of this part of our State has shown an uncommon and interesting historical inclination to be portcentric. During ancient times, Tamralipta, presently known as Tamluk, had been one of the main ports on the Eastern coast and was responsible for the rather better economy of the then Gaud-Banga kingdom or region. Later, Hijli gained prominence as Tamralipta became a victim of siltation. The English, the Dutch, the Portuguese and the French frequented this port prior to establishment of British supremacy in Bengal and Orissa. Now, Haldia which also happens to be a port is the hub of industrial activities and the economic headquarter of the region. However, the gradual expansion of the industries in Haldia, especially the petroleum and petrochemical units are indicating a major shift from being port-centric to becoming petrochem-centric. This relatively new district with its nearness to the sea and gradual opening to the Bay of Bengal holds a tremendous potential for further development in future. For the past five decades, there is a kindle of hope to host a second port which may be a mini-port or a deep-water port, depending upon the overall situation. Surveys and visits have been made including that of the Assembly Standing Committee on Industries. Of late, the Union Government has accorded its approval to the setting up of a Petroleum, Chemicals and Petrochemical Investment Region (PCPIR) in Haldia comprising of the present petrochem zone and the recent-emerged Nayachar Island (Agunmari Char), one of the three such regions to be established in the country. The realisation of this mega project is likely to place our State on the top of the Industrial map in India. There is also a plan to build a wind-driven power plant in Dadanpatrabar which once housed Bengal Salt, a major industrial entrepreneurship activity in the pre-Independence period. This will, to a certain extent, complement the Kolaghat Thermal Power Plant. This relatively new district with its nearness to the sea and gradual opening to the Bay of Bengal holds a tremendous potential for further development in future. For the past five decades, there is a kindle of hope to host a second port which may be a mini-port or a deep-water port, depending upon the overall situation. Surveys and visits have been made

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The district is surrounded by Ghatal Sub-division of Paschim Medinipur District in the north, Bay of Bengal in the south, Paschim Medinipur district in the west and Hoogly-Rupnarayan river in the East (Rupnarayan river separates this district from Howrah). Tamluk, Haldia, Contai and Egra are its 4 Subdivisions. The district comprises of 25 Blocks and 5 Municipalities, namely Panskura, Tamluk, Egra, Contai and Haldia. The climate of the district is tropical. Average temperature varies from 25.5° Celsius to 38.6° Celsius. Rainfall occurs regularly and unevenly during the monsoon. The normal rainfall is 1752.6 mm. five coastal Blocks, namely, Khejuri-II, Deshapran, Contai-I, Ramnagar-I and II, are affected by cyclones and tornadoes occasionally. Tidal floods are quite regular in these five Blocks. Normally floods hamper the normal lifestyle in 21 Blocks. There are nearly flat rolling plains in the East, Alluvial and Deltaic plains along the rivers and the coastal plains in the South. This district has a variety of soil-alluvial along the rivers and sandy saline soil in the coastal belt. As mentioned earlier, the Hoogly-Rupnarayan flows between Howrah and this district. Other rivers running through this district are Haldi, Keleghai, Cossey, Kangsabati and Rasulpur. The southern coastal area of the district is traversed by tidal creeks and narrow channels like the Talpati Khal, Sola Khal and Pichhabani Khal. This district houses one of the most important industrial clusters of West Bengal namely Haldia where Petro-Chemical Refineries, Chemicals, Petro-Chem, downstream industries and Haldia Port exist. Handloom weaving, marine fishing, floriculture, betel vine cultivation and cashew producing small scale



industries are located here. One Thermal Power Plant is located at Kolaghat. A considerable working population is spread over the length and breadth of this district. Purba Medinipur, which was part of Midnapore district, has an illustrious history of literature, culture and trade. The composer of Bengali version of the epic Mahabharata, Mukundaram Chakraborti did his work in the parlour of Zamindar Bankura Roy of Ahrah village of the undivided Midnapore district. The district also gave shelter to another great poet Kashiram Das. The tradition was carried forward by another great stalwart of 19th Century- Iswarchandra Vidyasagar, who pioneered primary education in Bengali Language through his book Varnaparichaya. The literary tradition was carried throughout 19th and 20<sup>th</sup> centuries by numerous writers, who wrote in well known literary magazines at that time and promoted the literary environment of the district. The district of Midnapur was also involved in freedom struggle of India. Famous names like Kshuidram Bose, Matangini Hazra and Biren Sasmal evoke emotional response from Bengalis throughout the State even today. Residents of Contai and Tamluk participated actively in Gandhiji's Quit India and Salt Act violation movements. In fact, parallel governments were formed there and were disbanded only under the request of Gandhiji in 1944 (Chakraborty, 1997). Purba Medinipur had a glorious past in terms of external trade through its old Tamralipta port (now extinct). According to the district Gazeteer of O'Malley, Tamluk is historically the most important place in the whole undivided Midnapore district. The glory of Tamralipta port is mentioned in writings of Ptolemy (150 A.D.), Fa-Hian (405-11 A.D.), Hiuen Tsiang (seventh century A.D.) and it was the main port used by emperor Ashoka for Magadh kingdom. According to Hiuen Tsiang (O'Malley, 1911, p.25)" The land was regularly cultivated and produced flowers and fruits in abundance. The people were rich and prosperous owing to their trade, gems and wonderful articles of value being plentiful." The port lost its importance for too much siltation around 8th century A.D. Hijili shot into fame in the 16th century A.D. It flourished as a Sea port and the colonial powers like Portuguese, Dutch and the English were attracted to this port. A major war broke out around Hijili when Charnock had sent forces to capture the place in 1687. Ultimately the Mughal

General there established truce there after about 4 months of hostility. The present Purba Medinipur district was under the rule of Oriya kings for about four and a half centuries and was constantly exposed to raids and invasions (O'Malley, p.26). The district witnessed intense rivalry among Afghans, Pathans and Mughals during 16th to 18th centuries, which imposed unfriendly rules on the general populace time and again. The great Apostle of Vaishnava sect Chaitanya passed through the district on his way to Puri in 1509. According to O'Malley (p.26-27), cultivation declined at that time and so was trade. Interestingly, Tamluk appeared to be a slave market in the 17th century (O'Malley, p. 32). In the district, Contai and Tamluk were famous for manufacture of salt which became a cottage industry since the 18th century. In fact, the Faujdari (an administrative and territorial division) of Hijili was subdivided into two salt divisions of Tamluk and Hijili in late 18th century. Sutahata became famous since this was the place where artisans sold their handloom products. The present Haldia block, where the Haldia industrial complex is located, was carved out of Sutahata block in 1960s. The creation of Haldia port and Haldia Petro-chemical complex put the district in the industrial map of not only West Bengal, but also of India. Digha- Sankarpur can very well claim to be the most popular sea beach in West Bengal. The original sea beach which is precursor to the present sea beach in Digha is Birkul, which was discovered by Warren Hastings (gathered from [www.contai.info](http://www.contai.info) website). Although the original place is no more there, present Digha was created nearby with new infrastructure built since 1947. Tamarisk trees were planted to prevent the encroaching sea and modern amenities, including a state general hospital was established. Digha is now connected to Kolkata by rail also, which has increased its accessibility to the common man.

### *Purba Medinipur*

Purba Medinipur is the 8<sup>th</sup> largest district in West Bengal with a total population of 51 lakh. It has 25 blocks, 210 Gram Panchayats, 2994 villages, and 11, 12,041 households lakh households. SCs and STs consist of less than 1/6 of total population. 32% of total households are below poverty line and half of

total population is either small or marginal farmer. National Rural Employment Guarantee Act, 2005 was launched in the district in the second phase of implementation on 1<sup>st</sup> April 2007. In the initial year there were two major challenges - IEC, i.e. making people aware of their right to employment and the other was scheme implementation part. In this district huge workforce from Self-help group (SHGs), SGSY group and NABARD group was deployed for MGNREGA. Instruction was given to Blocks and GPs that 1st April, 2009 onwards each and every scheme in the district should be supervised by SHG members. At the initial stage there was doubt in many corners whether SHG members would be able to shoulder this responsibility. So, they were emphasized on training for capacity building and duties assigned for SHG members as job supervisor. Management of schemes under MGNREGA by SHG members was an experiment which was made for the first time in the state.

#### **4.3 Progress in Respect of Social Categories**

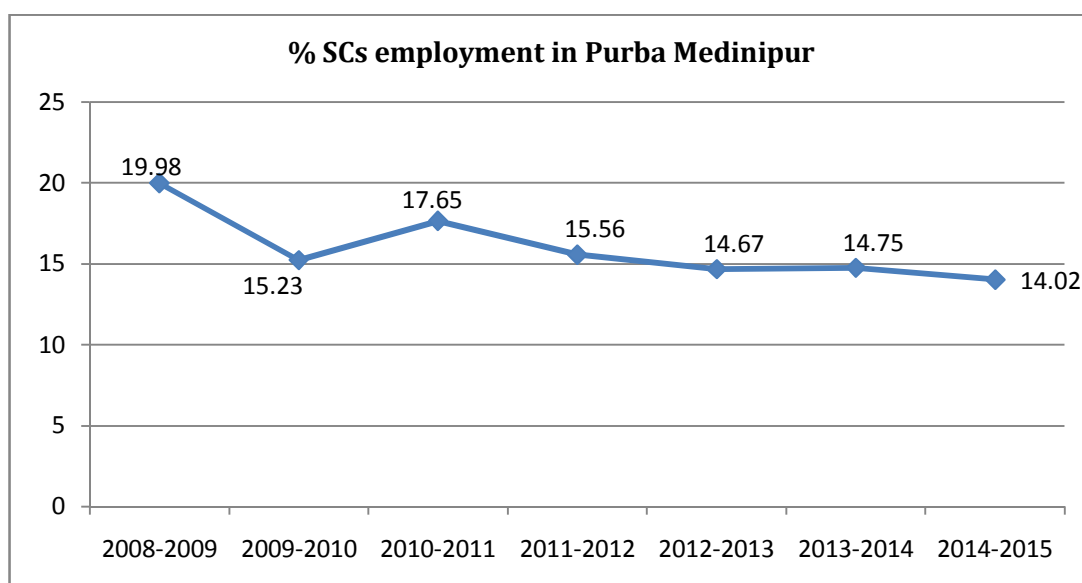
We review here the nature of progress of the two sample districts of Purba Medinipur and Paschim Medinipur in respect of percentage share of SCs, STs and women in total employment generated under MGNREGA.

From Table 4.8 and Figures 4.1 and 4.2 we observe that there are negative growth rates of percentage share of employment for SCs and STs under MGNREGS in Purba Medinipur district during 2008-09 to 2014-15. The instantaneous growth rate and cumulative annual growth rate (CAGR) for SC during the period were -4.7% and - 4.88% respectively and these were statistically significant. The instantaneous growth rate and cumulative annual growth rate (CAGR) during the period were -13.2% and -14.11% respectively for STs and these were statistically significant. The employment growth rates for other castes, women and total employment were positive with CAGRs 1.11%, 7.14% and 22.38% respectively during this period for this district and those were statistically significant.

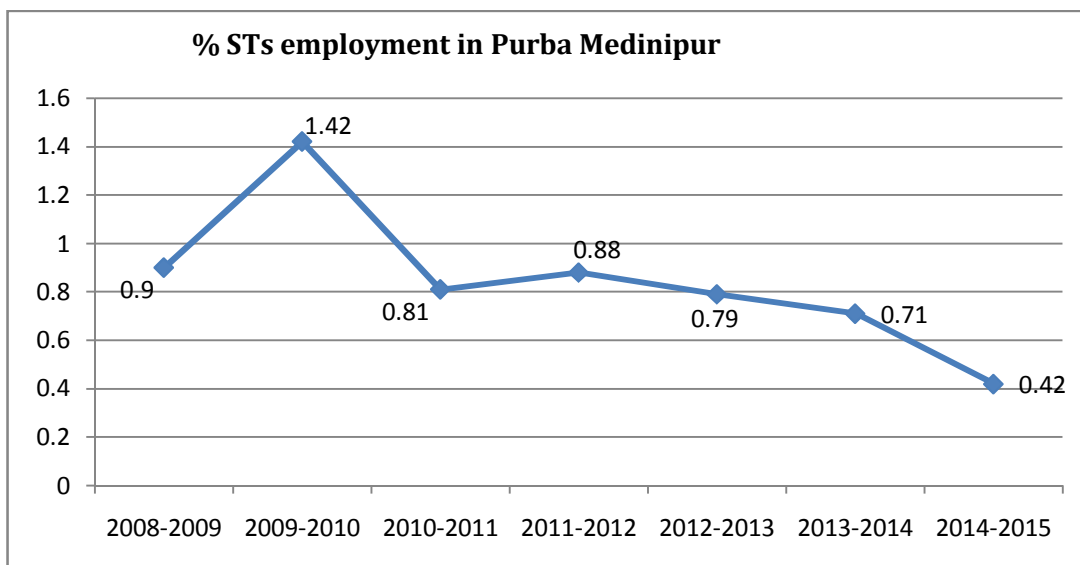
**Table 4.8 Percentage distribution of employment by caste in Purba Medinipur district, 2008-09 to 2014-15**

Year	S.C.	S.T.	Others	Total	Women
2008-09	19.98	0.90	79.12	100 (42.39)	32.34
2009-10	15.23	1.42	83.35	100 (85.71)	44.61
2010-11	17.65	0.81	81.53	100 (79.91)	44.58
2011-12	15.56	0.88	83.57	100 (85.69)	49.52
2012-13	14.67	0.79	84.54	100 (147.70)	49.41
2013-14	14.75	0.71	84.54	100 (170.33)	51.56
2014-15	14.02	0.42	85.57	100 (143.41)	53.90
Instantaneous Gr. rate	-4.7%	-13.2%	1.11%	20.2%	6.9%
CAGR	-4.88%	-14.11%	1.11%	22.38%	7.14%
't' value	-3.11	-2.88	3.91	4.67	3.95

*Note:* Figures in the parentheses showing total employment (in Lakh)  
*Source:* MGNREGA Home Page, [nrega.nic.in](http://nrega.nic.in)



**Figure 4.1 Percentage employment of SCs in Purba Medinipur district, 2008-09 to 2014-15**



**Figure 4.2 Percentage employment of STs in Purba Medinipur district, 2008-09 to 2014-15**

Table 4.9, Figures 4.3 and 4.4 show that there were negative growth rates of percentage share employment of SCs and STs under MGNREGS in Paschim Medinipur district during 2008-09 to 2014-15. The instantaneous growth rate and cumulative annual growth rate (CAGR) for SCs during this period were - 5.0% and -5.1% respectively and these were statistically significant. The instantaneous growth rate and cumulative annual growth rate (CAGR) during this period for STs were - 8.0% and - 8.3% respectively and these were statistically significant.

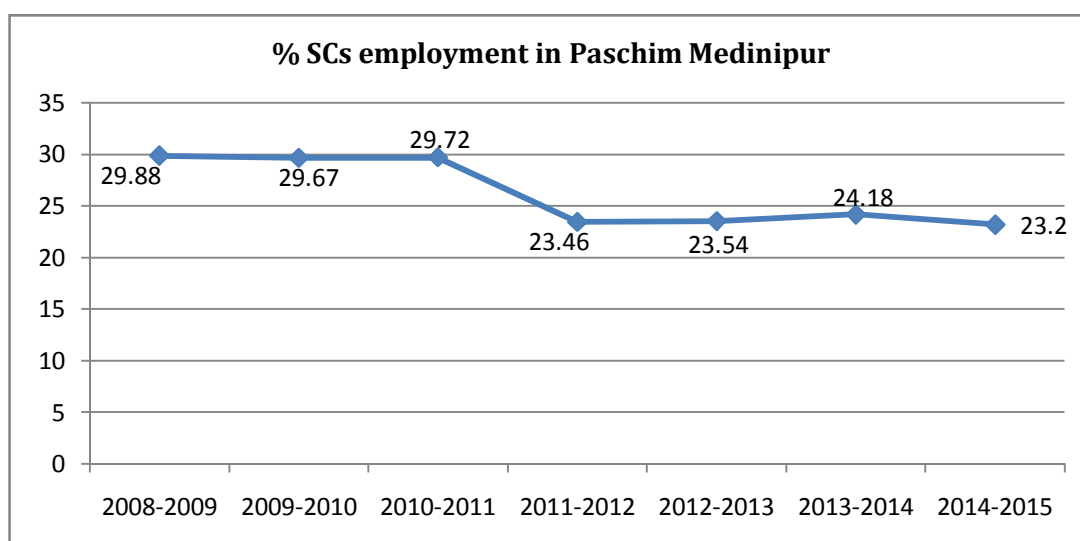
The employment growth rates for other castes, women and total employment were positive during this period in this district with CAGRs of 5.7%, 6.8% and 10.7% respectively and those were statistically significant. There is a tendency of the castes other than SCs and STs to capture higher percentage of works under MGNREGA while there was limited persondays of works offered under the budget constraint put on MGNREGA.

**Table 4.9 Percentage share of employment by Caste in Paschim Medinipur district, 2008-09 to 2014-15**

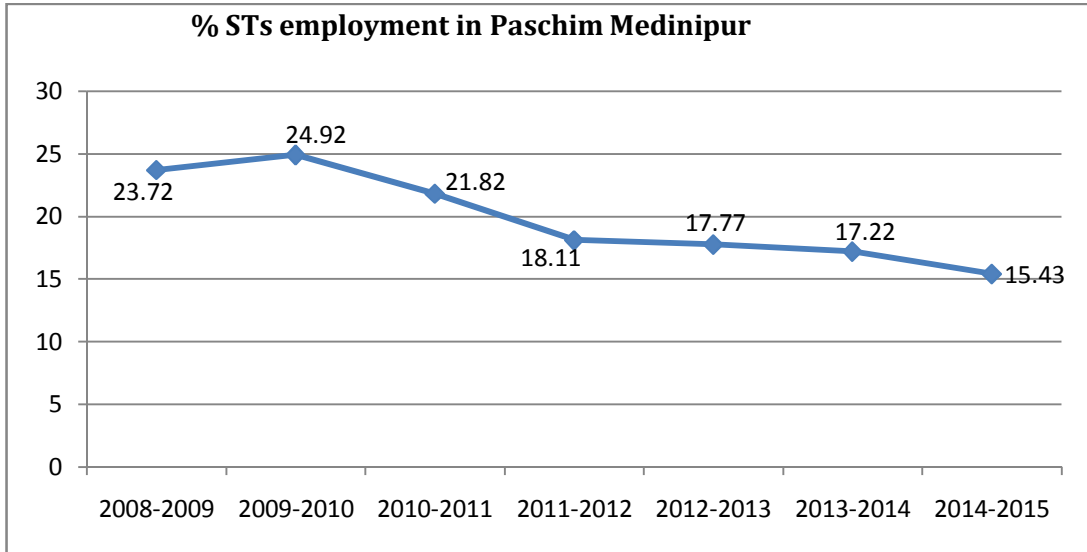
(in Lakh)					
year	S.C.	S.T.	Others	Total	Women
2008-09	29.88	23.72	46.40	100(86.69)	25.52
2009-10	29.67	24.92	45.40	100(178.12)	30.04
2010-11	29.72	21.82	48.46	100(171.73)	30.43
2011-12	23.46	18.11	58.43	100(118.64)	33.61
2012-13	23.54	17.77	58.70	100(151.22)	35.86
2013-14	24.18	17.22	58.60	100(213.08)	37.08
2014-15	23.20	15.43	61.37	100(208.65)	38.76
Instantaneous Gr. rate	-5.0%	-8.0%	5.5%	10.2%	6.6%
CAGR	-5.1%	-8.3%	5.7%	10.7%	6.8%
't' value	-3.89	-7.22	5.2	2.1	9.3

Note: Figures in the parentheses showing total employment generated under MGNREGS (in Lakh).

Source: MGNREGA Home page, nrega.nic.in

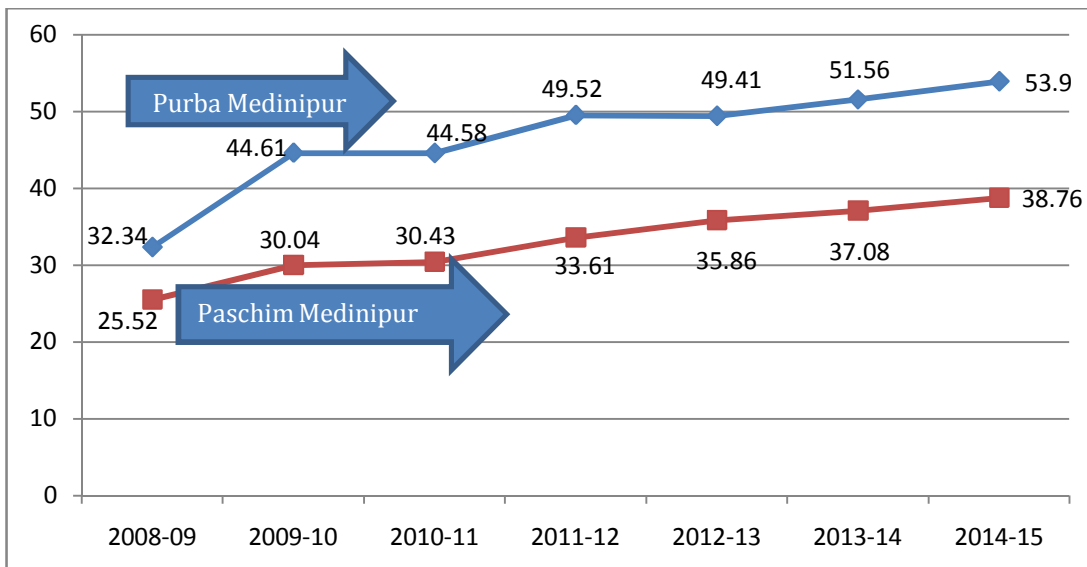


**Figure 4.3 Percentage employment of SCs in Paschim Medinipur district, 2008-09 to 2014-15**



**Figure 4.4 Percentage share of employment of STs in Paschim Medinipur district, 2008-09 to 2014-15**

From Figure 4.5 we see that percentage share of women workers under MGNREGA was increasing in both Paschim Medinipur and Purba Medinipur districts during the period from 2008-09 to 2013-14. Purba Medinipur district generated higher women's share of employment than Paschim Medinipur during these years.



**Figure 4.5 %Women's participation in MGNREGA in two sample districts 2008-09 to 2014-15.**

Tables 4.10 reveals that percentage share of SC and ST households provided work under MGNREGS in two sample districts Purba Medinipur and Paschim

Medinipur and in West Bengal as a whole declined during 2014-15 as compared to 2013-14. The percentage share of women increased for Purba Medinipur district and West Bengal as a whole, but it declined marginally for the district of Paschim Medinipur during this period.

**Table 4.10 Percentage share of households provided employment by caste in sample districts vis-à-vis West Bengal, 2013-14 and 2014-15**

	Year	SC	ST	Others	Total	Women
Purba Medinipur	2013-14	15.29	0.07	84.01	100 (411898)	76.94
	2014-15	14.62	0.05	84.86	100 (370998)	77.77
Paschim Medinipur	2013-14	3.07	17.52	59.41	100 (589270)	62.13
	2014-15	2.84	16.80	60.36	100 (558961)	61.86
West Bengal	2013-14	31.80	9.33	58.88	100 (6132613)	54.33
	2014-15	31.90	8.99	59.11	100 (5119136)	56.61

*Note: Figures in the parentheses showing total*

*Source: MGNREGA Home Page, nrega.nic.in*

Similar pattern is observed case of percentage of persondays generated for SCs, STs. The percentage share of women, however registered for the sample districts and West Bengal as a whole (Table 4.11). Thus the second hypothesis that MGNREGA being general in nature the vulnerable sections of workers, particularly SCs and Sts tend to suffer in obtaining due share of employment at the district level.

**Table 4.11 Percentage of persondays generated in sample districts vis-à-vis West Bengal, 2013-14 and 2014-15**

	Year	SC	ST	Others	Total	Women
Purba Medinipur	2013-14	15.00	0.70	84.30	100 (17047994)	51.77
	2014-15	14.01	0.42	85.57	100 (14341390)	53.90
Paschim Medinipur	2013-14	24.18	17.22	58.60	100 (21307931)	37.08
	2014-15	23.20	15.43	61.37	100 (20864680)	38.77
West Bengal	2013-14	33.49	9.65	56.86	100 (229634013)	35.70
	2014-15	32.22	8.45	59.32	100 (169894248)	41.37

*Note: Figures in the parentheses showing total*

*Source: MGNREGA Home Page, nrega.nic.in*



Percentages of families belonging to scheduled castes and scheduled tribes who completed 100 days of work under the MGNREGS decreased during 2014-14 compared to 2013-24 in both Purba Medinipur and West Bengal as a whole while those for other castes registered increase. In case of Paschim Medinipur district percentage share of scheduled caste families completed 100 days of work under the scheme increased while that of scheduled tribes decreased during this period (Table 4.12).

**Table 4.12 Percentage share of families by caste completed 100 working days in sample districts vis-à-vis West Bengal, 2013-14 and 2014-15**

	Year	SC	ST	Others	Total
Purba Medinipur	2013-14	13.59	0.05	85.93	100 (22698)
	2014-15	12.92	0.03	86.75	100 (17652)
Paschim Medinipur	2013-14	24.90	18.87	56.23	100 (20118)
	2014-15	26.02	13.21	60.77	100 (25934)
West Bengal	2013-14	36.22	10.48	53.30	100 (280627)
	2014-15	29.65	7.26	63.08	100 (158864)

*Note: Figures in the parentheses showing total*

*Source: MGNREGA Home page, nrega.nic.in*

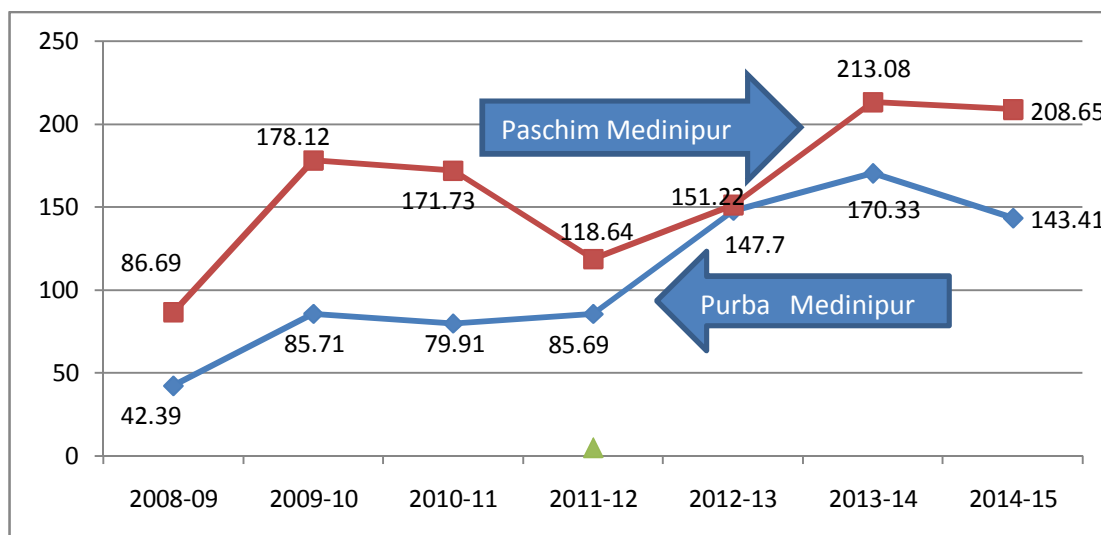
From table 4.13, we observe that during 2013-14 and 2014-15 persondays per household, average person days and percentage of households completed 100 days of work decreased in Purba Medinipur district and in West Bengal as a whole during 2014-15 compared to 2013-14. But, in case of Paschim Medinipur district persondays per household, average person days under the Scheme and percentage of households completed 100 days of work increased under the Scheme during this period. During the same period percentage share of women persondays increased in both sample districts as well as West Bengal as a whole.

**Table 4.13 Employment provided in sample districts vis-à-vis in West Bengal, 2013-14 and 2014-15**

	Year	Average persondays	Persondays per HH	% Women persondays	% HHs completed 100 days
Purba Medinipur	2013-14	27.72	41.39	51.77	5.52
	2014-15	25.75	38.66	53.90	4.76
Paschim Medinipur	2013-14	22.04	36.16	37.08	3.42
	2014-15	23.37	37.33	38.77	4.64
West Bengal	2013-14	25.04	37.44	35.70	4.45
	2014-15	23.09	33.19	41.37	3.10

Note: HH = household, HHs = households

Source: MGNREGA Home Page, nrega.nic.in



**Figure 4.6 Persondays generated under MGNREGS in the sample districts of West Bengal, 2008-09 to 2014-15 (Thousands).**

#### 4.4 Physical Progress

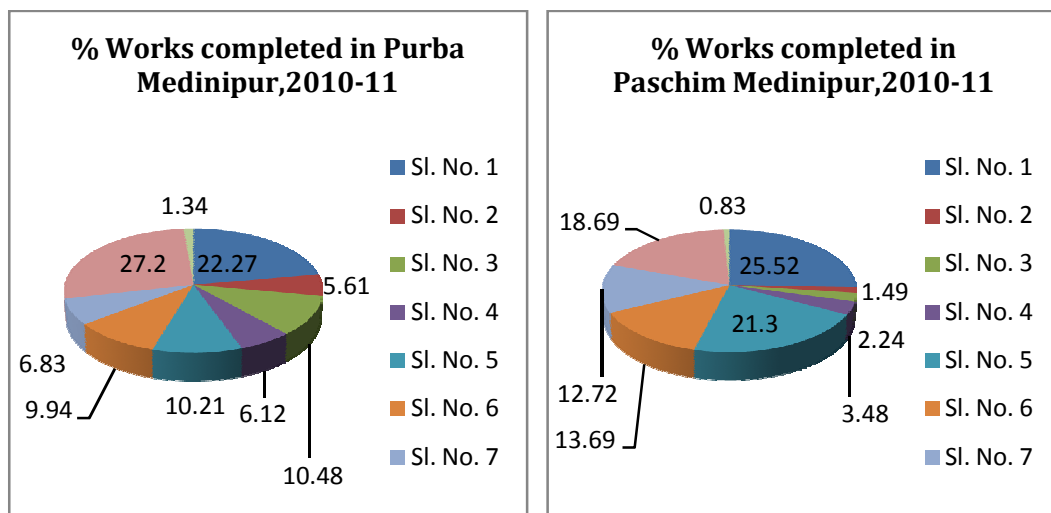
We observe that the works completed under MGNREGA in two sample districts and West Bengal as a whole are mostly water conservation and water related works (sum of 1 to 5 above) in 2010-11. The percentages of these works were 54.69, 54.53 and 56.19 in Purba Medinipur, Paschim Medinipur and West Bengal respectively. Considering percentages of all types of work completed in Purba Medinipur in 2010-11, we see rural connectivity (e.g. village roads etc. 27.2%) ranked first followed by water conservation and water harvesting (e.g. farm ponds, percolation tank, etc. 22.7%), drought proofing (e.g. afforestation/tree plantation, agro-forestry, etc. 10.21%) and renovation of traditional water bodies (e.g. desilting of tanks, etc. 10.21%). In Paschim Medinipur among the works completed in 2010-11 the first position was occupied for water conservation and water harvesting (e.g. farm ponds, percolation tank, etc. are 25.52%) followed by renovation of traditional water bodies (e.g. desilting of tanks, etc. 21.3%), Rural Connectivity (e.g. village roads etc. 18.69%) and land development (e.g. contour bunds, field bunds etc. 12.72%). In case of West Bengal as a whole among the works completed under MGNREGA in 2010-11, rural connectivity (e.g. village roads etc. 28.89%) ranked first followed by water conservation and water harvesting (e.g. farm ponds, percolation tank, etc. 27.72%) and renovation of traditional water bodies (e.g. desilting of tanks, etc. are 14.92%) [Table 4.14 and Figure 4.7].

**Table 4.14 Percentage of works completed/ under progress (or suspended) under MGNREGA in two sample districts vis-à-vis in West Bengal, 2010-11**

Types of Work	Puba Medinipur		Paschim Medinipur		West Bengal	
	Completed	Under progress/suspended	Completed	Under progress/suspended	Completed	Under progress/suspended
1. Water conservation and water harvesting (e.g. farm ponds, percolation tank, etc.)	22.27	12.44	25.52	20.46	27.72	20.97
2. Flood control and protection (e.g. check dams, culverts, etc.)	5.61	6.27	1.49	2.42	4.23	4.53
3. Drought proofing (e.g. afforestation/tree plantation, agro-forestry, etc.)	10.48	20.07	2.24	7.18	4.63	21.03
4. Irrigation canals (macro and micro irrigation works, etc.)	6.12	7.66	3.48	3.67	4.69	3.99
5. Renovation of traditional water bodies (e.g. desilting of tanks, etc.)	10.21	6.58	21.30	14.46	14.92	8.13
<b>Total water conservation and water related works (sum of 1 to 5 above)</b>	<b>54.69</b>	<b>53.02</b>	<b>54.53</b>	<b>48.19</b>	<b>56.19</b>	<b>58.65</b>
6. Works on lands of SC/ST/BPL/SMF and IAY and land reform beneficiaries	9.94	7.46	13.23	5.75	4.09	2.94
7. Land development (e.g. contour bunds, field bunds etc.)	6.83	6.92	12.72	8.30	9.88	7.10
8. Rural connectivity (e.g. village roads etc.)	27.20	32.05	18.69	35.53	28.98	29.72
9. Others approved by MoRD (e.g. Bharat Nirman Kendras etc.)	1.34	0.55	0.83	2.23	0.865	1.59
Total	100 (6849)	100 (12897)	100 (10375)	100 (34890)	100 (85673)	100 (258317)

*Note: Figures in the parentheses showing total number of works*

*Source: nrega.nic.in*



**Figure 4.7 % of works completed under MGNREGA in two sample districts, 2010-11**

We observe that money spent in 2010-11 for works completed under MGNREGA in two sample districts and West Bengal as a whole were largely for water conservation and water-related works (sum of 1 to 5 above). The percentages of the amount were 53, 65.65 and 60.88 in Purba Medinipur, Paschim Medinipur and West Bengal respectively. Considering percentages of money spent for all types of works completed in Purba Medinipur in 2010-11, we see that rural connectivity (e.g. village roads etc. 29.07%) ranked first followed by water conservation and water harvesting (e.g. farm ponds, percolation tank, etc. 25.6%) and renovation of traditional water bodies (e.g. desilting of tanks, etc. 14.20%). For the same financial year, in Paschim Medinipur the highest expenditure was made for water conservation and water harvesting (e.g. farm ponds, percolation tank, etc. 34.82%) followed by renovation of traditional water bodies (e.g. desilting of tanks, etc. are 24.98%), rural connectivity (e.g. village roads etc. 17.79%) and works on lands of SC/ST/BPL/SMF and IAY and land reform beneficiaries (9.61%). In West Bengal as a whole total amount of money spent in 2010-11 was Rs 48663 lakhs for the works completed under MGNREGA.

**Table 4.15 Percentage of amount of money spent on works completed/ under progress (or suspended) under MGNREGA in two sample districts vis-à-vis in West Bengal, 2010-11**

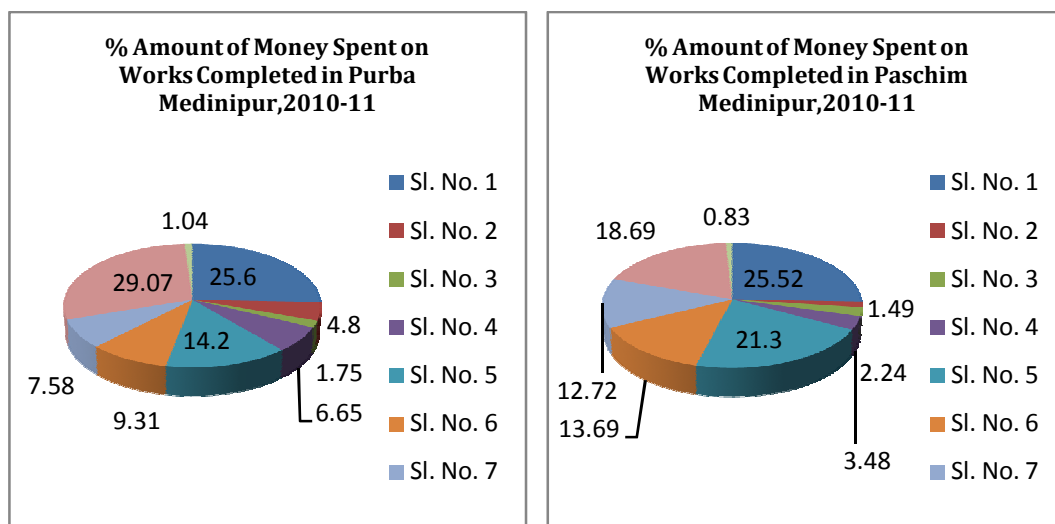
Types of Work	Purba Medinipur		Paschim Medinipur		West Bengal	
	Completed	Under progress/suspended	Completed	Under progress/suspended	Completed	Under progress/suspended
1. Water conservation and water harvesting (e.g. farm ponds, percolation tank, etc.)	25.60	12.17	34.82	18.03	29.36	24.64
2. Flood control and protection (e.g. check dams, culverts, etc.)	4.80	14.57	1.55	4.04	5.08	7.43
3. Drought proofing (e.g. afforestation/tree plantation, agro-forestry, etc.)	1.75	4.48	0.69	2.93	1.28	4.20
4. Irrigation canals (macro and micro irrigation works, etc.)	6.65	6.34	3.61	4.41	4.48	4.64
5. Renovation of traditional water bodies (e.g. desilting of tanks, etc.)	14.20	8.63	24.98	22.43	20.68	13.03
<b>Total water conservation and water related works (sum of 1 to 5 above)</b>	<b>53.00</b>	<b>46.19</b>	<b>65.65</b>	<b>51.84</b>	<b>60.88</b>	<b>53.94</b>
6. Works on lands of SC/ST/BPL/SMF and IAY and land reform beneficiaries	9.31	12.20	9.61	5.58	2.31	1.70
7. Land development (e.g. contour bunds, field bunds etc.)	7.58	5.25	6.62	5.53	5.91	5.31
8. Rural connectivity (e.g. village roads etc.)	29.07	35.04	17.79	35.81	29.26	38.18
9. Others approved by mord (e.g. bharat nirman kendras etc.)	1.04	1.32	0.33	1.24	1.64	0.87
Total	100 (3876.26)	100 (3913.65)	100 (5302.38)	100 (10467.55)	100 (48662.8)	100 (98764.96)

*Note: Figures in the parentheses showing total amount of money spent (in Lakh)*

*Source: nrega.nic.in*

In this regard, 29.36%, 29.26% and 20.68% money were spent for water conservation and water harvesting (e.g. farm ponds, percolation tank, etc.), rural Connectivity (e.g. village roads etc.) and renovation of traditional water bodies (e.g. desilting of tanks). Considering total amount of money spent in

West Bengal for works completed in 2010-11 the shares for Purba Medinipur and Paschim Medinipur are 8% and 10.9% respectively (Table 4.15 and Figure 4.8).



**Figure 4.8 % of total money spent on works completed under MGNREGA in two sample districts, 2010-11**

#### 4.5 Summary

Average persondays of work under MGNREGA varied widely across the districts of West Bengal. This variation in respect of this indicator may be explained by socio-economic and cultural development variables like rural poverty, rural literacy rate and per capita district domestic product. Percentage shares of both scheduled castes (SCs) and scheduled tribes (STs) workers employed under MGNREGA declined during 2014-15 compared to 2013-14.

At the aggregate level of the state of West Bengal percentages of SC and ST workers to total workers were higher than those of the respective population shares. But at the disaggregate level of the districts there were 9 districts out of total 18 rural districts where the percentage shares of the SCs and STs workers under the Scheme were less than those of their respective population. The works completed under MGNREGA in two sample districts and West Bengal as a whole were mostly water conservation and water related works during 2010-11.

## Chapter 5

### PROGRESS OF MGNREGA IN SAMPLE BLOCKS

The purpose of the present chapter is to analyse diverse issues of MGNREGA in details and depth at the level of 16 sample blocks of two selected districts of West Bengal. The selected blocks of two sample districts differ based on agro-climatic, demographic and socio-economic characteristics. An indepth analysis at this stage bears paramount importance in understanding the role of MGNREGS in rural development.

The rest of this chapter is organized as follows. Section 5.1 presents a brief profile of sample blocks of Pura Medinipur and Paschim Medinipur districts of West Bengal covering demography and information about MGNREGS. Section 5.2 examines the overall progress of MGNREGS in sixteen sample blocks of two districts. Section 5.3 analyzes the same in respect of social categories. Section 5.4 makes summary of the whole discussion of this chapter.

#### **5.1 Brief Profile of Sample Blocks of Purba Medinipur and Paschim Medinipur Districts**

##### *Purba Medinipur District*

There are 4 sub-divisions comprising 25 blocks of Purba Medinipur district. To analyse the role of MGNREGA in Purba Medinipur district we have selected 8 sample blocks (2 from each sub-division) as our study area. The selected sample blocks are: Contai-I and Bhagwanpur-II from Contai sub-division, Egra-I and Egra-II from Egra sub-division, Panskura-I and Kolaghat from Tamluk sub-division and Mahishadal and Sutahata from Haldia sub-division.





Map 5.1: Map of Purba Medinipur District

The demographic features of these sample blocks of Purba Medinipur district are shown in Table 5.1 below.

**Table 5.1 Demographic features of eight sample blocks of Purba Medinipur district, 2011**

Features	Bhagwanpur -II	Contai - I	Egra -I	Egra -II	Kolaghat	Mahishadal	Panskura	Sutahata
Total Population	192162	170894	167163	178763	290124	206277	283303	123784
Total Male	99060	88105	86458	92578	150246	106391	145563	63509
Total Female	93102	82189	80705	86185	139878	99886	137740	60275
Sex ratio	940	933	933	931	931	939	946	949
No. of rural HHs	45285	37073	35273	39034	62519	43433	62854	26936
Rural area (Sq. Km.)	180.2	155.27	197.90	184.71	131.73	144.84	227.14	76.22
No. of villages	168	225	133	117	113	76	229	81
Rural population	192162	170894	167163	178763	239646	199613	283303	118629
Rural literacy (%)	80.8	79.9	73.5	77.0	75.2	76.4	73.99	74.7
% of SC	17.65	13.79	9.25	20.35	8.48	11.25	10.30	31.10
% of ST	0.08	0.05	1.57	0.24	0.33	0.09	4.42	1.64
% of Total workers	37.79	36.10	43.66	37.51	37.50	35.88	45.93	32.43
% of Male workers	57.41	58.05	62.76	59.27	59.44	57.32	60.58	54.03
% of Female workers	16.91	12.83	23.19	14.14	13.95	13.04	30.56	9.66
% of Main workers	15.75	21.96	28.27	24.34	26.26	19.53	27.89	15.98
% of Main M workers	27.74	38.57	48.26	42.49	45.02	34.06	44.58	28.24
% of Main F workers	3.01	4.35	5.89	4.85	6.10	4.05	10.25	3.05
% of non-agricultural rural workers	6.96	12.0	5.99	8.24	7.13	6.85	4.88	10.49

Notes: M= Male, F= Female

Source: Census of India, 2011

There are 14.63% SC and 0.55% ST population in Purba Medinipur district as a whole. In our study areas of Bhagwanpur II, Egra-I and Sutahata blocks there are 17.65%, 20.35%, and 31.10% SC population respectively, which are higher than the district SC population share. Egra I, Sutahata and Panskura blocks have higher share of ST population than sample blocks. Bhagwanpur-II (80.8% rural literacy rate), Contai-I (79.9% rural literacy rate), Egra-I (77% rural literacy rate) and Mahishadal (76.4 rural literacy rate) are relatively developed sample blocks in Purba Medinipur district. Other four sample blocks are marginally less developed.

### *Paschim Medinipur District*

There are 4 sub-divisions comprising 29 blocks in Paschim Medinipur district. To analyse the role of MGNREGA in Paschim Medinipur district we have selected 8 sample blocks (2 from each Sub-division) as our study areas. The selected sample blocks are: Midnapore and Keshpur from Midnapore Sadar sub-division, Daspur-I and Daspur-II from Ghatal sub-division, Jhargram and Gopiballavpur-I from Jhargra sub-division and Kharagpur-I and Debra from Kharagpur sub-division. The demographic features of these sample blocks of Paschim Medinipur district are shown in Table 5.2.

**Table 5.2 Demographic features of eight sample blocks of Paschim Medinipur district**

Features	Daspur -I	Daspur -II	Debra	Gopiballavpur- I	Jhargram	Keshpur	Kharagpur -I	Mid. Sadar
Total population	203987	238529	288619	108254	170097	339248	258040	191705
Total male	103757	121742	145559	55475	85970	173504	131073	97490
Total female	100230	117187	143060	52779	84127	165744	126967	94215
Sex ratio	966	963	983	951	979	955	969	966
No. of villages	162	87	478	216	604	634	270	271
No. of rural HHs	44090	50053	66456	22934	37864	68756	58335	42326
Rural area (Sq. Km.)	216.05	165.46	337.75	275.83	515.12	483.16	278.77	323.64
% of SC	24.34	12.54	12.99	27.18	14.83	26.45	17.97	19.53
% of ST	2.79	0.25	20.48	34.01	22.71	5.78	16.45	17.67
Rural population	203987	238529	274835	108254	170097	339248	165961	191705
Rural literacy (%)	74.6	76.5	72.7	57.5	63.6	67.6	65.2	60.9
% of Total workers	41.12	38.64	45.70	43.40	46.07	29.19	37.93	41.23
% of male workers	61.57	61.78	60.44	55.86	58.14	18.83	55.50	57.29
% of female workers	19.95	14.47	30.70	30.30	33.74	40.03	19.79	24.66
% of main workers	29.82	29.07	27.63	22.91	22.55	25.41	28.58	28.01
% of main M workers	51.19	51.83	42.47	36.09	35.32	43.53	45.80	43.64
% of main F workers	7.69	5.34	12.53	9.06	9.50	6.44	10.81	11.84
% of non-agricultural rural workers	13.03	17.61	9.83	4.71	6.91	4.97	30.20	10.54

*Note: M = Male, F = Female*

*Source: Census of India, 2011*



Map 5.2: Map of Paschim Medinipur district

Paschim Medinipur is one of the most backward districts in India with 19.08% SCs and 14.88% STs Population. In our study areas: four sample blocks Dashpur-I, Gopiballavpur-I, Keshpur and Midnapore Sadar have more than district SCs population share and other four selected sample blocks have less than that. In case STs population five sample blocks of Debra, Gopiballavpur I, Jhargram, Kharagpur-I and Midnapore Sadar have higher than the district's share of STs population and other three sample blocks have less than that. Daspur-I (24.34% SC, 2.79% ST and 74.6% rural literacy rate), Daspur-II (12.54% SC, 0.25% ST and 76.5% rural literacy rate) and Debra (12.99% SC, 20.48% ST and 72.7% rural literacy) are relatively developed blocks than other five blocks in Paschim Medinipur district. Gopiballavpur I is the most backward sample block in Paschim Medinipur having more than 61% SC and ST population and 57.5% rural literacy rate.

## **5.2 Overall Progress of MGNREGS**

Participation of households of sample blocks of Purba Medinipur and Paschim Medinipur districts in MGNREGS are discussed in respect of percentages of employment of SCs, STs and women, average persondays generated to workers as well as to the households and percentage of families completed 100 days of work.

Percentage distribution of households by working days under MGNREGA in sample blocks of Paschim Medinipur district for 2014-15 is shown in Table 5.5. We observe from this distribution that a large section of households (at least 47% for Contai-I and Egra-I and at most 78% for Sutahata and more than 61% for Purba Medinipur as a whole) in Purba Medinipur as well as its sample blocks do not have 40 days of work and a small proportion of them exceed 80 working days (in this connection Contai I, Egra I and Egra-II have moderately better achievement). There is a small proportion of total households who have completed 100 Days of employment under MGNREGA (Contai-I ranked the first position followed by Egra I, Egra II and Mahishadal). The average persondays for most of the sample blocks of Purba Medinipur district are below 40 (except,

Contai-I and Egra-I) and it was around 39 days for the district as a whole in 2014-15 (Table 5.3)

**Table 5.3 Percentage distribution of households by working days under MGNREGA in sample blocks of Purba Medinipur district, 2014-15**

Working days of HHs	Bhagwanpur - II	Contai -I	Egra -I	Egra -II	Kolaghat	Mahishadal	Panskura	Sutahata	Purba Medinipur
1-20	44.1	1.6	21.2	34.2	35.7	45.1	46.6	42.1	33.2
21-40	31.2	7.5	25.7	27.1	31.7	31.4	30.4	35.7	28.5
41-60	13.5	8.7	20.2	17.3	16.9	11.5	13.7	15.2	17.3
61-80	5.7	9.7	14.5	8.5	10.0	5.0	4.2	4.7	9.5
81-99	3.6	9.8	9.7	9.0	4.6	3.4	1.9	2.0	6.9
100 & Above	1.8	3.0	8.9	4.0	1.1	3.8	1.0	0.5	4.8
Total	100	100	100	100	100	100	100	100	100

Source: *nrega.nic.in, Pubic Data Portal*

It is to be noted, in contrast to the above that work completion rate in all sample blocks of Purba Medinipur district and the district as a whole has been very high in most of the years and for most of the blocks (above 85 per cent) (Table 5.4).

**Table 5.4 Work completion rate in sample blocks of Purba Medinipur district, 2009-10 2012-13 (%)**

Sample blocks	2009-10	2010-11	2011-12	2012-13
Bhagwanpur -II	98.413	99.245	99.79	91.875
Contai -I	99.237	90.141	96.714	76.311
Egra -I	98.262	100	96.547	91.743
Egra -II	91.821	99.672	99.757	84.736
Kolaghat	94.178	100	97.634	85.814
Mahishadal	94.585	94.959	97.433	81.951
Panskura	89.967	96.029	96.868	77.429
Sutahata	99.864	100	99.841	89.52
Purba Medinipur	95.679	98.331	98.125	87.379

Note: *Work completion rate = (work completed/work started)\* 100*

Source: *Department of Rural Development, MoRD, Govt. of India*

Percentage distribution of households by working-days under MGNREGA in the sample blocks of Paschim Medinipur district for 2014-15 shows that a sizeable proportion of households in Paschim Medinipur as well as its sample blocks have person-days of work below 40 and a small proportion of them have working days below 80 (Table 5.5).

**Table 5.5 Percentage distribution of households by working days under MGNREGA in sample blocks of Paschim Medinipur district, 2014-15 (%)**

Working days of HHs	Daspur -I	Daspur -II	Debra	Gopiballavpur -I	Jhargram	Keshpur	Kharagpur-I	Midnapore	Paschim Medinipur
1-20	23.0	22.6	37.0	40.8	42.3	33.5	48.0	4.05	33.6
21-40	29.5	26.2	30.7	26.2	30.6	31.4	26.5	33.0	0.1
41-60	22.3	19.7	16.8	13.1	14.0	17.3	12.0	13.3	16.9
61-80	12.8	14.0	8.5	7.8	6.9	8.3	5.9	6.3	9.0
81-99	7.3	11.2	4.5	5.9	3.8	5.2	3.3	4.0	5.7
100 & Above	5.1	4.3	2.5	5.9	2.6	4.2	4.5	7.1	4.6
Total	100	100	100	100	100	100	100	100	100

Source: nrega.nic.in, Pubic Data Portal

In contrast to the above it is also noteworthy that work completion rate for most of the sample blocks of Paschim Medinipur district and the district as a whole was fairly high (above 70 per cent) (Table 5.6).

**Table 5.6 Work completion rate in sample blocks of Paschim Medinipur district, 2009-10 2012-13 (%)**

Sample Blocks	2009-10	2010-11	2011-12	2012-13
Daspur -I	98.967	95.354	94.692	91.125
Daspur -II	94.42	92.576	86.105	56
Debra	94.541	95.741	87.5	54.24
Gopiballavpur- I	72.626	67.178	57.82	57.04
Jhargram	72.294	76.643	80.94	65.18
Keshpur	97.905	98.564	94.319	94.402
Kharagpur -I	95.233	98.647	95.232	59.934
Mid. Sadar	98.387	96.62	94.234	70.734
Pas. Medinipur	93.28	93.665	89.441	70.714

Note: Work completion rate = (work completed/work started)\* 100

Source: Department of Rural Development, MoRD, Govt. of India

We further observe that 4.76% and 4.64% of households have completed 100 days of work in Purba Medinipur and Paschim Medinipur respectively in financial year 2014-15. Among the 8 sample blocks in Purba Medinipur district Contai-I performed the best with respect to percentage of households completed 100 days of work during this financial year followed by Egra-I and Mahishadal (see Tables 5.12 and 3.15).

#### *Comparative Study of Sample Blocks of Two Districts*

In case of Paschim Medinipur district, Daspur-II performed the best with respect to percentage of households completed 100 days of work during 2014-15 and followed by Daspur-I and Kharagpur I (see Table 5.15). Egra-II block under Purba Medinipur district, and Gopiballavpur-I block under Paschim Medinipur district ranked first and showed 103.38 and 105.19 average working days respectively. Considering the mean difference of percentage of households completed 100 days of work in sample blocks of Purba Medinipur and Paschim Medinipur districts, we see the difference is not statistically significant.

While comparing the performance of the sample blocks of the two districts we find that Contai block and Egra I block of Purba Medinipur district ranked 1<sup>st</sup> and 2<sup>nd</sup> respectively while Daspur II block and Daspur I block ranked 3<sup>rd</sup> and 4<sup>th</sup> respectively during 2014-15. Considering the mean difference of percentage of households completed 100 days of work in sample blocks of Purba Medinipur and Paschim Medinipur districts, we see that the difference was not statistically significant (Table 5.7).



**Table 5.7 Percentage of households completed 100 days of work and their average persondays in sample blocks of two sample districts, 2014-15**

Sample blocks	% of households	Average persondays	Sample blocks of Paschim Medinipur	% of household	Average persondays
Bhagwanpur -II	1.84	102.46	Daspur -I	5.09	100.69
Contai -I	13.03	100.86	Daspur -II	6.27	100.92
Egra -I	8.89	101.03	Debra	2.52	101.39
Egra -II	3.99	103.38	Gopiballavpur -I	3.90	105.19
Kolaghat	1.04	102.19	Jhargram	2.58	103.01
Mahishadal	3.76	101.14	Keshpur	4.15	101.43
Panskura	1.00	100.80	Kharagpur -I	4.47	101.68
Sutahata	0.47	101.98	Midnapore	2.87	103.10
Purba Medinipur	4.76	101.64	Paschim Medinipur	4.64	101.99
<b>Mean</b>	$\bar{x}_1 = 4.25$	-	<b>Mean</b>	$\bar{x}_2 = 3.98$	-
<b>SD</b>	$S_1 = 4.18$	-	<b>SD</b>	$S_2 = 1.23$	-
<b>Unbiased Estimator of <math>S_1</math> &amp; <math>S_2 = 0.88</math></b>			<b>t = 0.61, Not Statistically Significant</b>		

Source: MGNREGA Home page, nrega.nic.in

Considering the mean difference of percentage of households completed 100 days of work in sample blocks of Purba Medinipur and Paschim Medinipur districts, we see that that difference is not statistically significant.

During 2014-15 average number of working days generated to the households in Purba medinipur and Paschim Medinipur were 38.66 and 37.33 respectively. Contai-I block, among the 8 sample blocks of Puba Medinipur, created the highest number of working days per household followed by Egra-I, Egra-II and Mahishadal. Among the 8 sample blocks of Paschim Medinipur district Daspur II had the highest working days per household in the same year followed by Daspur-I, Keshpur and Gopiballavpur I (see Table 5.7). Considering the mean difference of average persondays of work in sample blocks of Purba Medinipur and Paschim Medinipur districts, we see that the difference is not statistically significant.

**Table 5.8 Average persondays provided in sample blocks of two sample districts, 2014-15**

Sample blocks of Purba Medinipur	Average persondays	Sample blocks of Paschim Medinipur	Average persondays
Bhagwanpur -II	29.71	Daspur -I	43.44
Contai -I	48.33	Daspur -II	46.61
Egra -I	48.16	Debra	34.15
Egra -II	38.61	Gopiballavpur -I	36.31
Kolaghat	34.83	Jhargram	31.15
Mahishadal	30.34	Keshpur	36.62
Panskura	27.17	Kharagpur -I	30.46
Sutahata	28.40	Mid. Sadar	31.92
Purba Medinipur	38.66	Paschim Medinipur	37.33
<b>Mean</b>	$\bar{x}_1 = 35.69$	<b>Mean</b>	$\bar{x}_2 = 36.33$
<b>SD</b>	$S_1 = 8.04$	<b>SD</b>	$S_2 = 5.52$
<b>Unbiased Estimator of <math>S_1</math> &amp; <math>S_2</math> =1.97</b>		<b>t = 0.65, Not Statistically Significant</b>	

Source: MGNREGA Home page, nrega.nic.in

### 5.3 Progress in Respect of Social Categories

#### *Purba Medinipur*

Among the total workers registered under MGNREGA 14.94% and 0.68% were scheduled castes and scheduled tribes with 14.63% and 0.55% of total population respectively in Purba Medinipur district (Table 5.9). From the block level study we see that Bhagwanpur II, Contai I and Egra-II blocks had less proportion of registered SCs workers under MGNREGA than their corresponding population percentages though Purba Medinipur as a whole had the reverse. In case of STs for most of blocks had lower percentage of registered workers under MGNREGA than the corresponding population percentages.

Women registered workers under MGNREGA in this district as a whole was 43.33% and in most of the sample blocks more than 40% women participated in this scheme, except Egra-I.

There was also a very small proportion of total households who have completed 100 days of employment under MGNREGA.

**Table 5.9 Percentage of persondays by caste and sex in sample blocks in Purba Medinipur district, 2014-15**

Sample blocks	% of population 2011		% Registered workers under MGNREGA			% of Persondays generated under MGNREGA			
	SC	ST	SC	ST	Women	SC	ST	Others	Women
Bhagwanpur –II	17.65	0.2	>16.86	0.19	43.44	>15.59	>0.12	84.29	57.41
Contai –I	13.79	0.60	>12.56	0.52	40.90	>10.54	>0.48	08.90	40.80
Egra –I	9.25	1.46	9.38	1.43	39.58	>08.30	>0.81	90.89	47.22
Egra –II	20.35	0.37	>20.22	0.37	43.00	21.04	0.50	78.46	37.13
Kolaghat	8.48	0.41	9.73	0.41	42.93	10.89	0.49	88.61	54.38
Mahishadal	11.25	0.13	12.18	0.12	44.33	11.85	0.23	87.93	74.67
Panskura	10.30	5.14	14.25	5.17	43.40	14.71	>3.84	81.45	55.41
Sutahata	31.10	2.08	32.58	2.14	43.35	>27.27	>0.29	72.45	68.02
Purba Medinipur	14.63	0.55	14.94	0.68	43.33	>13.93	>0.41	85.04	53.57

*Note: Figures in the Parentheses Showing Total Value  
Source: MGNREGA Home page, nrega.nic.in*

Among the total households provided work under MGNREGA in Purba Medinipur district we observe that four sample blocks, namely Kolaghat, Mahishadal, Panskura and Sutahata and the district as a whole the percentage shares of SC households provided work under MGNREGA are less than their corresponding registered percentage shares. For the case of ST households, most of the sample blocks (except Kolaghat and Mahishadal) including Purba Medinipur district as a whole the percentage shares of ST households provided work under MGNREGA were less than their corresponding registered percentage shares (Table 5.10). So, in most of the cases there arises an unmet demand (assuming that % of registered households under MGNREGA denoting demand and there % of work provided as supply).

**Table 5.10 Percentage of households provided work by caste in sample blocks in Purba Medinipur district, 2014-15**

Sample blocks	% Registered HHs under MGNREGA		% of HHs provided work under MGNREGA			Unmet demand % of HHs	
	SC	ST	SC	ST	Others	SC	ST
Bhagwanpur -II	16.34	0.2	15.37	0.16	84.47	0.97	0.04
Contai -I	12.63	0.60	11.27	0.48	88.25	1.36	0.12
Egra -I	9.23	1.46	9.21	0.93	89.86	0.02	0.53
Egra -II	20.4	0.37	20.22	0.34	79.45	0.18	0.03
Kolaghat	9.21	0.41	10.28	0.50	89.22	-1.07	-0.09
Mahishadal	11.96	0.13	14.24	0.15	85.61	-2.28	-0.02
Panskura	13.53	5.14	15.83	4.09	80.08	-2.30	1.05
Sutahata	32.50	2.08	32.94	0.39	66.67	-0.44	1.69
Purba Medinipur	14.56	0.72	14.62	0.52	84.86	-0.06	0.20

*Note: Unmet demand means excess demand for work*

*Source: MGNREGA Home page, nrega.nic.in*

In most of the sample blocks except Egra-II, Kolaghat and Panskura in Purba Medinipur district and the district as whole percentage shares of SC households completed 100 days of work under MGNREGA were lower than their corresponding registered shares (Table 5.11). In case of ST households the same picture is seen under MGNREGA. So, the backward community do not get their due opportunity of work as mentioned in the Act.

**Table 5.11 Percentage share of households by caste in total households completed 100 days of work in sample blocks in Purba Medinipur district, 2014-15**

Sample Blocks	% Registered households under MGNREGA		% of Households completed 100Days of Work Under MGNREGA			
	SC	ST	SC	ST	Others	Total
Bhagwanpur -II	16.34	0.2	>11.73	>0	88.27	100 (307)
Contai -I	12.63	0.60	>10.91	>0.53	88.55	100 (1494)
Egra -I	9.23	1.46	>06.99	>0.65	92.36	100 (1073)
Egra -II	20.4	0.37	22.81	>0.29	76.90	100 (342)
Kolaghat	9.21	0.41	14.39	0.72	84.89	100 (1343)
Mahishadal	11.96	0.13	>09.11	0.59	90.30	100 (510)
Panskura	13.53	5.14	15.86	7.49	76.65	100 (227)
Sutahata	32.50	2.08	>2.44	>0	97.56	100 (41)
Purba Medinipur	14.56	0.72	>12.92	>0.33	86.75	100 (17652)

*Note: Figures in the parentheses showing total value*

*Source: MGNREGA Home Page, nrega.nic.in*

We see that overall 4.76% of the households completed 100 days of work in Purba Medinipur district and the same were 4.20%, 3.07% and 4.86% for SCs, STs, and other castes respectively in financial year 2014-15. Among the sample blocks of Purba Medinipur district Contai I ranked first followed by Egra I, Egra II and Mahishadal (Table 5.12). In most of the blocks of Purba Medinipur and the district as a whole SCs and STs face problems in attaining 100 days of work under MGNREGA.

**Table 5.12 Percentage of households by caste completed 100 days of work in total households provided work under MGNREGA in sample blocks of Purba Medinipur district, 2014-15**

Sample blocks (1)	% SC HHs completed 100 days of work (2)	% ST HHs completed 100 days of work (3)	% Other HHs completed 100 days of work (4)	% Total HHs completed 100 days of work (5)	Whether SC & ST are in better-off position or not			
					SC	To what extent (2) - (5)	ST	To what extent (3) - (5)
Bhagwanpur -II	1.41	0	1.93	1.84	No	-0.43	No	-1.84
Contai -I	12.6	14.55	13.07	13.03	No	-0.43	Yes	+1.52
Egra -I	6.75	6.25	9.14	8.89	No	-2.14	No	-2.64
Egra -II	4.50	3.45	3.86	3.99	Yes	+0.51	No	-0.54
Kolaghat	1.46	1.49	0.99	1.04	Yes	+0.42	Yes	+0.45
Mahishadal	2.40	15.00	3.97	3.76	No	-1.36	Yes	+11.24
Panskura	1.01	1.84	0.96	1.00	Yes	+0.01	Yes	+0.84
Sutahata	0.03	0	0.69	0.47	No	-0.44	No	-0.47
Purba Medinipur	4.20	3.07	4.86	4.76	No	-0.56	No	-1.79

*Notes: HHs = households, The '+' and '-' signs denoting 'better-off' and 'worse' position respectively.*

*Source: MGNREGA Home Page, nrega.nic.in*

#### *Paschim Medinipur*

Among the total workers registered under MGNREGA 22.41% and 19.52% were scheduled castes and scheduled tribes with 19.08% and 14.88% of total population shares respectively in Paschim Medinipur district. From the block level study we see that all the sample blocks have more than proportion of registered SCs and STs workers under MGNREGA than their corresponding population shares, except the Jhargram block. Women registered workers under MGNREGA in this district as a whole was 40.21% and in most of the sample blocks more than 40% women, except Dashpur-I, Keshpur and Midnapore Sadar blocks participated in this Scheme.

In Paschim Medinipur district among the total registered workers taking part in the programme 22.41% and 19.52% were SCs and STs with the shares of 23.20% and 15.43% of total working days respectively in the financial year 2014-15 (Table 5.13). It is clear that percentage shares of persondays generated to SCs in all blocks (except Jhargram) including the district as a whole were higher than their corresponding registered percentages. But the case was opposite for STs in most of the sample blocks, except Jhargram and Kharagpur I.

From table 5.13, considering the percentage of persondays generated to the women in the financial year 2014-15, we see, except Keshpur block, all sample blocks of Paschim Medinipur generated more than 33% working days to the women and it was 38.77% for the district as a whole.

**Table 5.13 Percentage share of persondays generated by caste and sex vis-à-vis population shares in sample blocks of Paschim Medinipur district in 2014-15**

Sample blocks	% of population 2011		% Registered workers under MGNREGA			% of Persondays generated under MGNREGA			
	SC	ST	SC	ST	Women	SC	ST	Others	Women
Daspur -I	24.34	2.79	<32.13	4.46	37.13	>31.48	>03.35	65.16	41.36
Daspur -II	12.54	0.25	<12.91	0.39	41.04	15.71	>0.23	84.06	59.75
Debra	12.99	20.48	<16.66	29.28	44.69	17.61	>24.92	57.47	49.82
Gopiballavpur -I	27.18	34.01	<29.36	34.25	42.86	>27.89	>32.49	39.62	34.40
Jhargram	14.83	22.71	13.66	19.6	44.46	13.74	18.22	68.04	39.89
Keshpur	26.45	5.78	<35.77	7.76	34.09	>35.01	>04.81	60.18	25.46
Kharagpur -I	17.97	16.45	<28.11	26.53	45.04	30.54	27.54	41.91	51.93
Mid. Sadar	19.53	17.67	<25.79	20.07	39.40	26.09	>18.58	55.33	41.80
Paschim Medinipur	19.08	14.88	<22.41	19.52	40.21	23.20	>15.43	61.37	38.77

Source: MGNREGA Home page, nrega.nic.in

From table 5.14, we observe that among the total households provided work under MGNREGA in Paschim Medinipur district most of the sample blocks (except Gopivallabpur), and the district as a whole the percentage shares of SC households provided work under MGNREGA were more than their

corresponding registered percentage shares. For the case of ST households the picture was opposite. So, in most of the cases for the STs there arose an unmet demand (assuming that % of registered households under MGNREGA denotes demand and % of work provided is supply).

**Table 5.14 Percentage of households provided work by caste in sample blocks of Paschim Medinipur district, 2014-15**

Sample blocks	% Registered HHs under MGNREGA		% of HHs provided work under MGNREGA			Unmet demand % of households	
	SC	ST	SC	ST	Others	SC	ST
Daspur -I	28.99	3.87	32.45	3.50	64.05	-3.46	0.37
Daspur -II	11.62	0.44	15.19	0.23	84.59	-3.57	0.21
Debra	15.79	26.20	17.44	26.16	56.40	-1.65	0.04
Gopiballavpur -I	28.76	31.50	27.31	34.83	37.85	1.45	-3.30
Jhargram	13.50	19.05	13.51	18.40	68.09	-0.01	0.65
Keshpur	32.66	6.50	35.94	5.27	58.79	-3.28	1.23
Kharagpur -I	27.39	25.86	29.65	25.36	44.99	-2.26	0.50
Mid. Sadar	22.77	17.52	27.10	18.71	54.19	-4.33	-1.19
Paschim Medinipur	21.03	17.66	22.80	16.80	60.36	-1.77	0.86

Notes: HHs = households; 'Unmet demand' means excess demand for work

Source: MGNREGA HomePage, nrega.nic.in

From Table 5.15 we observe that in four the sample blocks of Paschim Medinipur district, namely Daspur-I, Debra, Gopivallabpur and Keshpur percentage shares of SC households completed 100 days of work under MGNREGA were lower than their corresponding registered counterparts and other four sample blocks and the district as a whole showed the opposite result. In case of ST households most of the sample blocks, except Jhargram, Kharagpur-I and Midnapore Sadar and the district as a whole had less percentage shares of households completed 100 days of work under MGNREGA in 2014-15 than their registered share under the Scheme. So, the backward community did not get their due opportunity as mentioned in the Acts.

**Table 5.15 Percentage share of households by caste in total households completed 100 days of work in sample blocks of Paschim Medinipur districts, 2014-15**

Sample blocks	% Registered households under MGNREGA		% of Households completed 100 days of work under MGNREGA			
	SC	ST	SC	ST	Others	Total
Daspur -I	28.99	3.87	>25.16	>03.25	66.88	100 (954)
Daspur -II	11.62	0.44	16.72	>0.32	82.96	100 (939 )
Debra	15.79	26.20	>14.22	>22.32	63.46	100 (654 )
Gopiballavpur -I	28.76	31.50	>28.19	>29.33	42.08	100 (713)
Jhargram	13.50	19.05	14.69	21.73	63.58	100 (497)
Keshpur	32.66	6.50	>30.15	>03.07	66.79	100 (1370)
Kharagpur -I	27.39	25.86	35.71	32.22	32.06	100 (574)
Mid. Sadar	22.77	17.52	23.12	19.63	57.25	100 (1344)
Paschim Medinipur	21.03	17.66	26.02	>13.21	60.77	100 (25934)

*Note: Figures in the parentheses showing total value*

*Source: MGNREGA Home Page, nrega.nic.in*

From table 5.16, we see that overall 4.64% of the households completed 100 days of work in Paschim Medinipur district and the same were 5.29%, 3.65% and 4.67% for SCs, STs, and other castes respectively in the financial year 2014-15. In this regard, Daspur-II ranked first followed by Gopiballavpur I, Daspur I and Kharagpur I among the sample blocks of Paschim Medinipur district in respect of overall result. Considering the position of the sample blocks in creating 100 days of work to the SCs, we see that Daspur-II ranked first followed by Gopiballavpur-I, Kharagpur-I and Daspur-I.

**Table 5.16 Percentage of households completed 100 days of work by caste in total households provided work under MGNREGA in sample blocks of Paschim Medinipur district, 2014-15**

Sample blocks (1)	% SC HHs completed 100 days of work (2)	% ST HHs completed 100 days of work (3)	% Other HHs completed 100 days of work (4)	% Total HHs completed 100 days of work (5)	Whether SC & ST are in better position or not			
					SCs	To what extent (2) -(5)	STs	To what extent (3)- (5)
Daspur -I	3.95	4.73	5.69	5.09	No	-1.14	No	-0.36
Daspur -II	6.90	8.8	6.15	6.27	Yes	+0.63	Yes	+2.53
Debra	2.06	2.15	2.84	2.52	No	-0.46	No	-0.37
Gopiballavpur- I	6.09	5.04	6.56	5.90	Yes	+0.19	No	-0.86
Jhargram	2.80	3.05	2.41	2.58	Yes	+0.22	Yes	+0.47
Keshpur	3.49	2.42	4.72	4.20	No	-0.71	No	-1.78
Kharagpur -I	5.39	5.69	3.19	4.47	Yes	+0.92	Yes	+1.22
Mid. Sadar	2.5	3.01	3.04	2.87	No	-0.37	Yes	+0.14
Pas. Medinipur	5.29	3.65	4.67	4.64	Yes	+0.65	No	-0.99

*Notes: The '+' and '-' signs denoting 'better' and 'worse' position respectively; HHs = households*

*Source: MGNREGA Home Page, nrega.nic.in*



## 5.4 Summary

All sample blocks in Paschim Medinipur district ( also the district as a whole) and most of the sample blocks of Purba Medinipur except Contai-I and Egra-II and Purba Medinipur as a whole had more than the proportion of registered SCs workers under MGNREGA than their corresponding registered households MGNREGA and population percentage. But, in case of STs the situation was opposite in Purba Medinipur, while in Paschim Medinipur except Dashpur-II all other sample blocks including the district as a whole had more than proportion of registered ST workers under MGNREGA than their corresponding registered households under MGNREGA and population shares.

Participation rates of SCs and STs in MGNREGS for most of the sample blocks of two districts declined in 2014-15 compared to 2013-14.

In most cases for STs and some cases for SCs there arose an unmet demand in both sample districts (assuming that % of registered households under MGNREGA denote demand and there % of work provided to them is supply).

Completion rates of works under MGNREGA were fairly high in the sample blocks of both Purba Medinipur and Paschim Medinipur districts.

Considering the mean differences of percentage of households completed 100 days of work and average persondays of work in sample blocks of Purba Medinipur and Paschim Medinipur districts, we see that the differences were not statistically significant.

In most of the blocks of Purba Medinipur and the district as a whole SCs and STs have relatively low share of 100 days of work under MGNREGA. In case of the sample blocks of Paschim Medinipur district most of STs and in some of cases SCs face problems in attaining the requisite and due share of 100 days of work under MGNREGA.

## Chapter 6

### **MICRO LEVEL STUDY: AN ANALYSIS**

We have so far discussed different issues of Mahatma Gandhi National Rural Employment Guarantee Act at the national, state, district and block levels based on secondary data. The previous chapters presented a comprehensive analysis of the progress at state, district and block levels of implementation the Act. But, the novel elements of the MGNREGA are realised appropriately on the ground; at the cutting-edge level of its implementation. To examine various issues relating to benefits out of the schemes being implemented by panchayats and through participation of people in decentralized planning and to capture qualitative information there is a need for disaggregate level analysis at the grass root level and this is done in this chapter based on primary data collected from 800 participant households and 1478 workers, and 200 non-participant households and 291 non-participant workers from two sample districts.

The plan of this chapter is as follows. Section 6.1 deals with the issue of participation of households in MGNREGA works. Section 6.2 examines the impact of MGNREGA on rural development. Section 6.3 analyzes the factors determining the workers' participation in the Scheme.

#### **6.1 Participation of Households**

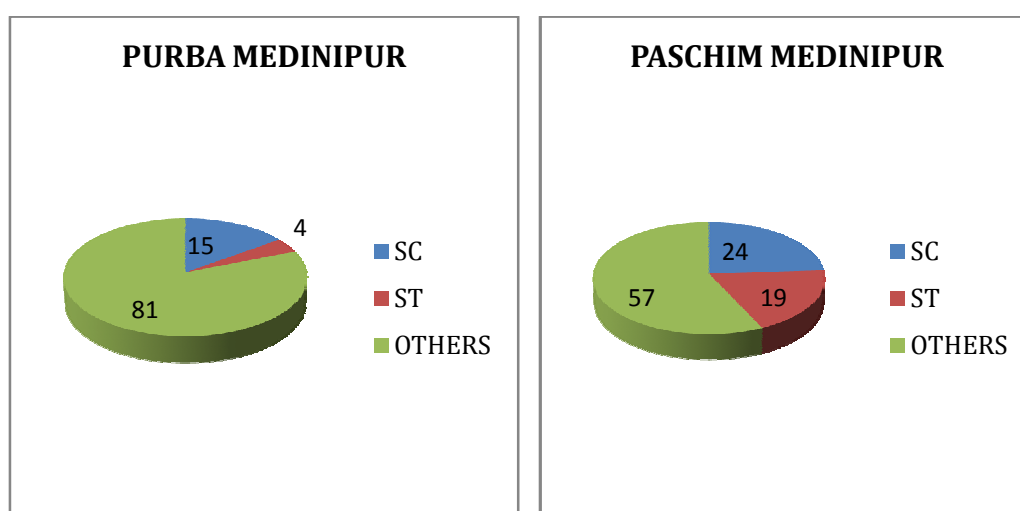
As noted in chapter 1, to make a focus on the micro-level study of the role of MGNREGA in rural development a field study was conducted in sample gram panchayats and among beneficiaries to understand the objectives of our study based on the process of implementation and impacts of the programme in rural development from below. Primary data relate to two sample districts of West Bengal - Purba Medinipur and Paschim Medinipur which comprise our study area. The distribution of sample participant households by sex in two sample districts by block is given in the following Table 6.1.

**Table 6.1 Distribution of MGNREGS sample participant households by caste and block of sample districts**

Purba Medinipur					Paschim Medinipur				
Sample blocks	S.C	S.T	Others	Total	Sample blocks	S.C	S.T	Others	Total
Bhagwanpur -II	12	01	37	50	Daspur -I	22	06	22	50
Contai -I	10	02	38	50	Daspur -II	16	04	30	50
Egra -I	06	03	41	50	Debra	05	08	37	50
Egra -II	10	01	39	50	Gopiballavpur -I	10	22	18	50
Kolaghat	04	01	45	50	Jhargram	07	15	28	50
Mahisadal	04	01	45	50	Keshpur	16	03	31	50
Panskura	05	06	39	50	Kharagpur -I	08	08	34	50
Sutahata	09	01	40	50	Mid. Sadar	12	10	28	50
Total	60 (15)	16 (04)	324 (81)	400 (100)	Total	96 (24)	76 (19)	228 (57)	400 (100)

Note: ( ) Figures in parentheses show percentages to total

Source: Field Survey



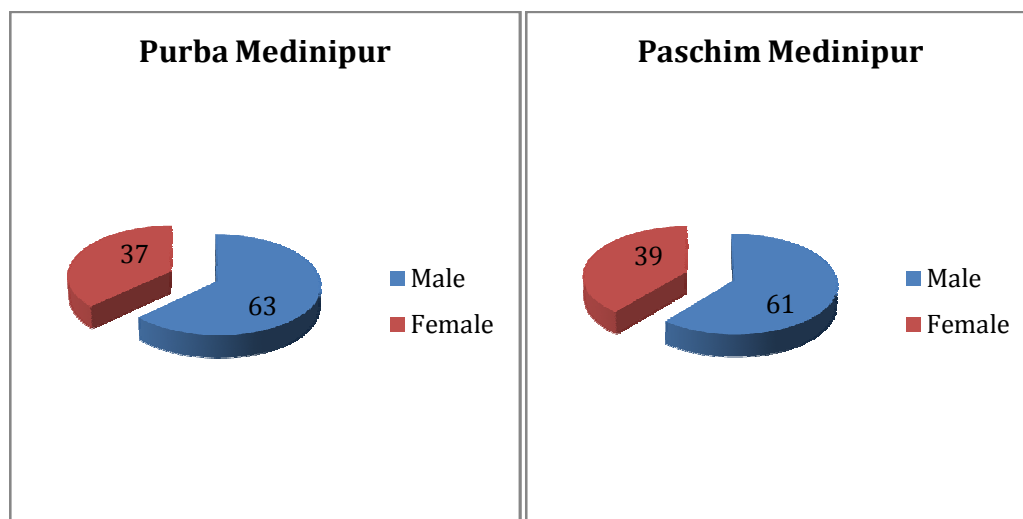
**Figure 6.1 Distribution of MGNREGS sample participant households by caste**

From Table 6.1 we see that out of 800 MGNREGS participant sample households 15% and 24% belong to scheduled castes, 4% and 19% belong to scheduled tribes and 81% and 57% belong to other castes in Purba Medinipur and Paschim Medinipur districts respectively. In Purba Medinipur district most of the sample households belong to the other castes, whereas a large section of the sample households in Paschim Medinipur belong to the vulnerable groups. In both the sample districts MGNREGS non-participation rates of SCs and STs are considerably less than their corresponding counterpart of MGNREGS participants.

**Table 6.2 Distribution of MGNREGS sample participant workers by caste and sex**

Caste	Purba Medinipur			Paschim Medinipur		
	Male	Female	Total	Male	Female	Total
S.C.	54 (12.2)	48 (18.5)	102 (14.6)	103 (21.7)	118 (38.9)	221 (28.4)
S.T.	08 (1.8)	20 (7.7)	28 (4.0)	93 (19.6)	103 (34.0)	196 (25.2)
Others	379 (86.0)	191 (73.8)	570 (81.4)	279 (58.7)	82 (27.1)	361 (46.4)
Total	441[63*] (100)	259[37*] (100)	700[100] (100)	475 [61*] (100)	303[39*] (100)	778[100] (100)

Notes: 1) ( ) Figures in parentheses show percentages to total  
 2) [ ] Figures in parentheses show percentages according to sex  
 Source: Field survey.



**Figure 6.2 Distribution of sample participant workers by sex under MGNREGA**

Active participation of any community in any development process is recognised as a tool for its empowerment. In Indian social set up, the participation of women in the development process has become ensured through MGNREGA in 2005. From Table 6.2 we see that in Purba Medinipur district 259 (37%) are women out of 700 MGNREGS participant sample workers and in Paschim Medinipur district out of 778 MGNREGS participants sample workers 303 (39%) are women. Among 1478 MGNREGS participants sample workers 931(63%) belong to the 'other' castes and the rest belong to the vulnerable groups of the society. The participation rate of the scheduled castes and schedule tribes among the

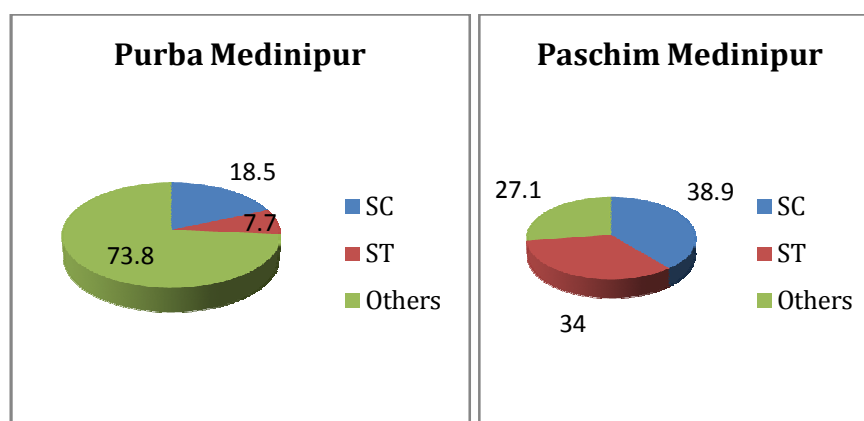
total sample workers are 21.8% and 15.2% respectively. The MGNREGS participation rates of both SCs and STs are higher in Paschim Medinipur than those in Purba Medinipur. In both districts MGNREGS participation rates of women, SCs and STs are higher than their corresponding counterparts in MGNREGS non-participants.

Among the MGNREGS sample participant workers female participation rate is higher in Paschim Medinipur than that in Purba Medinipur district and most of them in Paschim Medinipur belong to SC and ST communities. From the primary survey we observe that education, primary occupation and age have negative impact on physical work under MGNREGS and at the same time education, distance of the work site and panchayat centre have negative impact on participation of the workers in decision making in respect of work.

**Table 6.3 Distribution of MGNREGS sample participant women workers by caste and sub-division of districts**

Purba Medinipur					Paschim Medinipur				
Sub-division	S.C.	S.T.	Others	Total	Sub-division	S.C.	S.T.	Others	Total
Contai	12 (17.9)	05 (7.5)	50 (74.6)	67 (100)	Midnapore Sadar	36 (41.9)	29 (33.7)	21 (24.4)	86 (100)
Tamluk	13 (20.3)	06 (9.4)	45 (70.3)	64 (100)	Jhargram	32 (30.2)	53 (50.0)	21 (19.8)	106 (100)
Egra	11 (17.5)	04 (6.3)	48 (76.2)	63 (100)	Kharagpur	26 (45.6)	11 (19.3)	20 (35.1)	57 (100)
Haldia	12 (18.5)	05 (7.7)	48 (73.8)	65 (100)	Ghatal	24 (44.4)	10 (18.5)	20 (37.1)	54 (100)
Total	48 (18.5)	20 (7.7)	191 (73.8)	259 (100)	Total	118 (38.9)	103 (34.0)	82 (27.1)	303 (100)

Note: ( ) Figures in parentheses show percentages of total  
Source: Field survey.



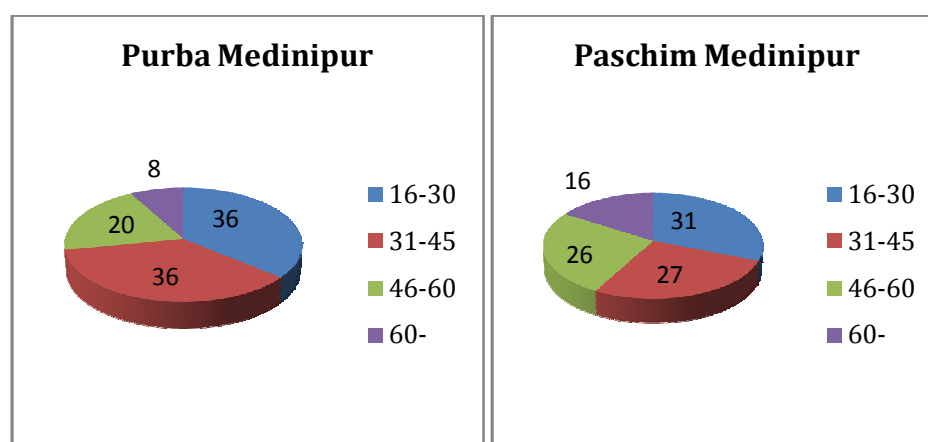
**Figure 6.3 Distributions of MGNREGS sample participant women workers**

Among the MGNREGS sample participant women workers Midnapore Sadar sub-division and Jhargram Sub-division show larger participation of women workers in Paschim Medinipur district, but their participation in Purba Medinipur district is almost uniform throughout its four sub-divisions. Table 6.4 shows distribution of MGNREGS sample participant women workers according to their age. It shows that around 36% and 31 % sample participant women workers belong to the age group 16-30 years and around 8% and 16% of them are 60 years and above in Purba medinipur and paschim Medinipur respectively. Midnapore Sadar sub-division and Jhargram sub-division of Paschim Medinipur district show larger participation of women of 60 years and above where most of the women participants belong to the SC/ST community (Table 6.4).

**Table 6.4 Distribution of MGNREGS sample participant women workers by age and sub-division of districts**

Age group	Purba Medinipur					Paschim Medinipur				
	Contai	Tamluk	Egra	Haldia	Total	Mid. Sadar	Jhargram	Khragpur	Ghatal	TOTAL
16 - 30	24 (35.8)	26 (40.6)	21 (33.3)	22 (33.8)	93 (35.9)	25 (29.1)	28 (26.4)	21 (36.8)	20 (37.0)	94 (31)
31 - 45	22 (32.8)	20 (31.3)	26 (41.3)	25 (38.5)	93 (35.9)	22 (25.6)	23 (21.7)	19 (33.3)	17 (31.5)	81 (27)
46 - 60	14 (20.9)	13 (20.3)	12 (19.0)	13 (20.0)	52 (20.1)	26 (30.2)	32 (30.2)	11 (19.3)	10 (18.5)	79 (26)
60 & Above	07 (10.4)	05 (7.8)	04 (6.3)	05 (7.7)	21 (8.1)	13 (15.1)	23 (21.7)	06 (10.5)	07 (13.0)	49 (16)
Total	67 (100)	64 (100)	63 (100)	65 (100)	259 (100)	86 (100)	106 (100)	57 (100)	54 (100)	303 (100)

Note: ( ) Figures in parentheses show percentages to total  
Source: Field survey



**Figure 6.4 Distributions of MGNREGS sample participant women workers by age**

Table 6.6 shows the distribution of sample male workers under MGNREGA according to their age. It is evident that 17% and 19% sample male workers belong to the age group 16-30 years and around 33% and 30% of them are 60 years and above in Purba Medinipur and Paschim Medinipur respectively. In this portfolio, Midnapore Sadar subdivision and Jhargram subdivision of Paschim Medinipur district and Contai subdivision and Haldia subdivision of Purba Medinipur district show larger participation of male workers 60 years and above where most of the participants belong to the SC and ST communities in Paschim Medinipur district while most of them are from SC community in Purba Medinipur district. It is also seen that the young generation male workers show least interest in this programme mainly due to delay in payment and there are other constraints like long drawn process of implementation of the programme and supply led character of the programme. At the same time, the majority of the participants (e.g, large proportion of women workers and a part of male workers aged 60 years and above) are having low or even zero opportunity cost.

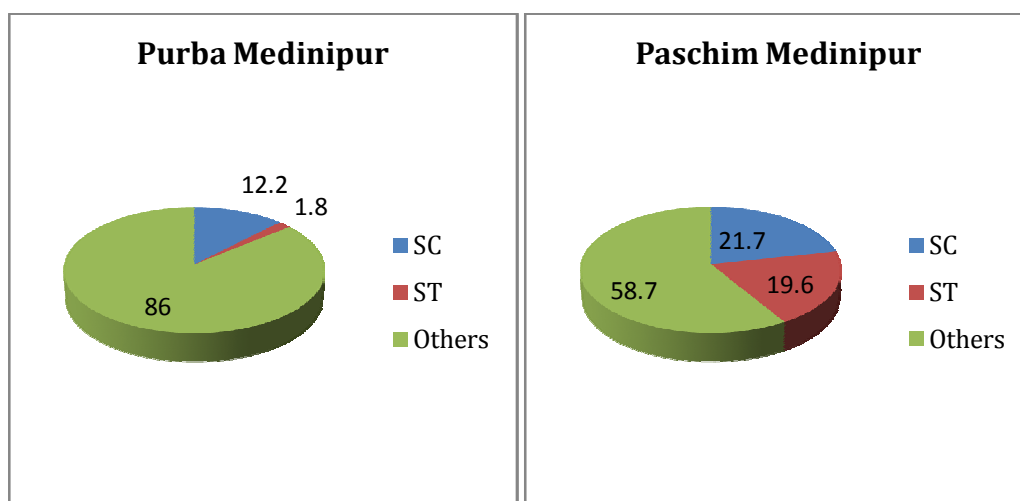
**Table 6.5 Distribution of MGNREGS sample participant male workers by caste in sub-divisions of districts**

Purba Medinipur					Paschim Medinipur				
Sub-division	S.C.	S.T.	Others	Total	Sub-division	S.C.	S.T.	Others	Total
Contai	20 (17.9)	01 (0.9)	91 (81.2)	112 (100)	Midnapore Sadar	31 (26.7)	18 (15.5)	67 (57.8)	116 (100)
Tamluk	08 (7.4)	03 (2.8)	97 (89.8)	108 (100)	Jhargram	18 (13.7)	41 (31.3)	72 (55.0)	131 (100)
Egra	14 (12.6)	02 (1.8)	95 (85.6)	111 (100)	Kharagpur	15 (13.2)	21 (18.4)	78 (68.4)	114 (100)
Haldia	12 (10.9)	02 (1.8)	96 (87.3)	110 (100)	Ghatal	39 (34.2)	13 (11.4)	62 (54.4)	114 (100)
Total	54 (12.2)	08 (1.8)	379 (86.0)	441 (100)	Total	103 (21.7)	93 (19.6)	279 (58.7)	475 (100)

Notes: (1) Same as in Table 6.4.

(2) Figures in the parentheses showing percentage of total

Source: Field survey.



**Figure 6.5** Distribution of MGNREGS sample participant male workers

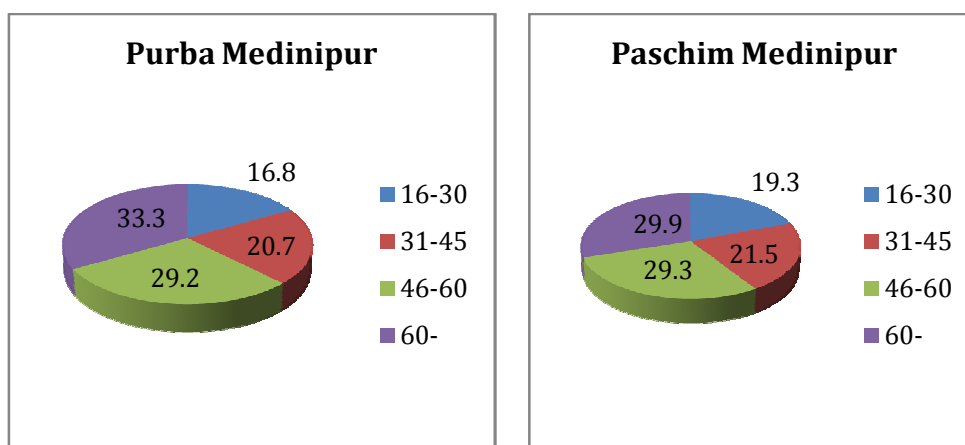
**Table 6.6** Distribution of MGNREGS sample participant male workers by age and sub-division of districts

Age group	Purba Medinipur					Paschim Medinipur				
	Contai	Tamluk	Egra	Haldia	TOTAL	Mid. Sadar	Jhargram	Khargpur	Ghatal	TOTAL
16 - 30	19 (17.6)	19 (16.5)	18 (16.2)	18 (16.8)	74 (16.8)	20 (17.2)	26 (19.8)	24 (21.1)	22 (19.3)	92 (19.3)
31 - 45	22 (20.4)	25 (23.1)	21 (18.9)	23 (21.5)	91 (20.7)	23 (19.8)	29 (22.1)	24 (21.1)	26 (22.8)	102 (21.5)
46 - 60	35 (32.4)	30 (26.1)	33 (29.7)	31 (29.0)	129 (29.2)	36 (31.0)	37 (28.2)	32 (28.0)	34 (29.8)	139 (29.3)
60 & Above	32 (29.6)	41 (35.7)	39 (35.1)	35 (32.7)	147 (33.3)	37 (31.9)	39 (29.8)	34 (29.8)	32 (21.1)	142 (29.9)
Total	108 (100)	115 (100)	111 (100)	107 (100)	441 (100)	116 (100)	131 (100)	114 (100)	114 (100)	475 (100)

Notes: (1) Same as in Table 6.4.

(2) Figures in the parentheses showing percentage of total

Source: Field survey.



**Figure 6.6** Distributions of MGNREGS sample participant male workers by age



**Table 6.7 Frequency distribution of sample participant households by caste and land holding**

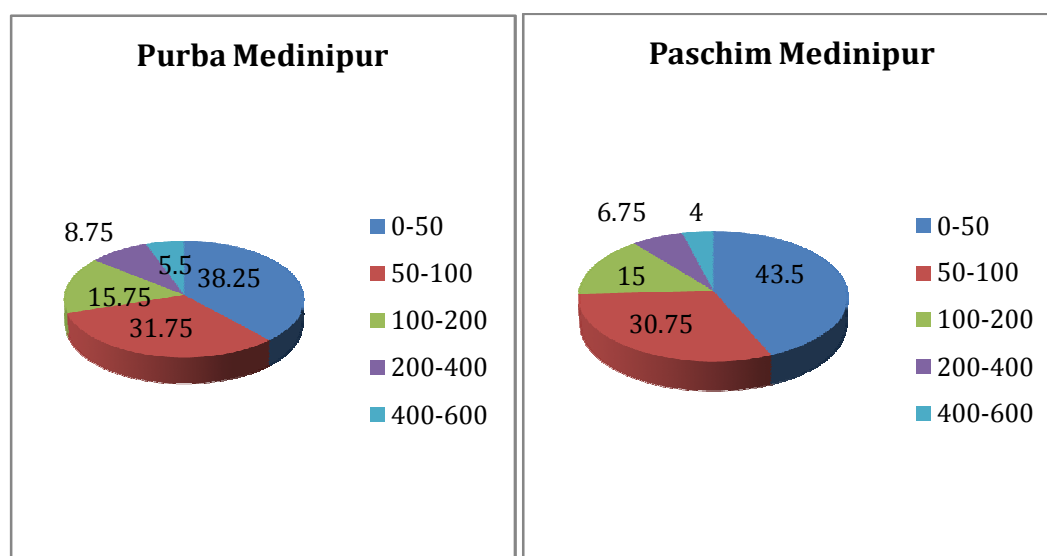
Land holding (decimal)	No. of HHs in Purba Medinipur				No. of HHs in Paschim Midinipur			
	SC	ST	Others	Total	SC	ST	Others	Total
0- 50	25 (42)	8 (50)	120 (37)	153 (38.25)	42 (44)	40 (52)	92 (40)	174 (43.5)
50-100	18 (30)	5 (31)	104 (32)	127 (31.75)	31 (32)	24 (33)	68 (30)	123 (30.75)
100-200	9 (15)	2 (13)	52 (16)	63 (15.75)	13 (14)	8 (10)	39 (17)	60 (15)
200- 400	5 (8)	1 (6)	29 (9)	35 (8.75)	6 (6)	3 (4)	18 (8)	27 (6.75)
400 -600	3 (5)	0 (0)	19 (6)	22 (5.50)	4 (4)	1 (1)	11 (5)	16 (4)
Total	60 (100)	16 (100)	324 (100)	400 (100)	96 (100)	76 (100)	228 (100)	400 (100)

Notes: (1) Same as in Table 6.4.

(2) Figures in the parentheses showing percentage of total.

Source: Field survey

Most of the MGNREGS sample participants are marginal farmers in both Purba Medinipur and Paschim Medinipur districts. The means of land holding of all sample participant households in Purba Medinipur and Paschim Medinipur districts are 111 and 97 decimals respectively. Means of land holding of SC, ST and other castes in Purba Medinipur district are 105, 73 and 114 decimals and those of Paschim Medinipur are 95, 71 and 106 decimals respectively (Table 6.7).



**Figure 6.7 Landholding among MGNREGS participants in two sample districts**

Literacy rates among sample MGNREGA participants and non-participants in Purba Medinipur district are better than those in Paschim Medinipur district.

From table 6.8 it is observed that there is a negative correlation between level of education (middle school and above) and rate of participation as well as non-participation in main workforce in rural areas. Only 6% and 4% households higher secondary and above participate in MGNREGS in Purba Medinipur and Paschim Medinipur respectively. The corresponding figures secondary and above for Purba Medinipur and Paschim Medinipur are 19% and 13% respectively (Table 6.8).

**Table 6.8 Distribution of sample participant workers by sex and level of education**

Educational level	Purba Medinipur		Paschim Medinipur	
	Male	Female	Male	Female
Illiterate	84 (19)	62 (24)	103 (22)	75 (25)
Primary education	123 (28)	80 (31)	147 (31)	97 (32)
Middle school	137 (31)	89 (34)	148 (31)	103 (34)
Secondary education	62 (14)	23 (9)	54 (11)	21 (7)
Higher Secondary & above	35 (8)	05 (2)	23 (5)	07 (2)
Total	441 (100)	259 (100)	475 (100)	303 (100)

*Note:* Same as in Table 6.4.

*Source:* Field survey

## 6.2 Impact of MGNREGA on Rural Development

MGNREGA renders two types of impacts on rural development: Initial direct impact which arises in the short run and indirect impact that appears in the long run. Direct impact involves generation of employment and income. On the other hand, indirect impact refers to reduction of poverty, women's empowerment, education, improvement of health etc. The implementation of MGNREGS has gained momentum and some positive economic outcomes emerge out of it. It has led to the multi-level impact on the economy with hope. MGNREGA fosters conditions for inclusive growth which covers basic wage security and protecting rural households from poverty and hunger.

### 6.2.1 Rural Economic Livelihood

Distribution of sample family members of participant and non-participant households by occupation is shown in Table 6.9. Economic activities include agriculture and related activities, secondary and tertiary sector activities.

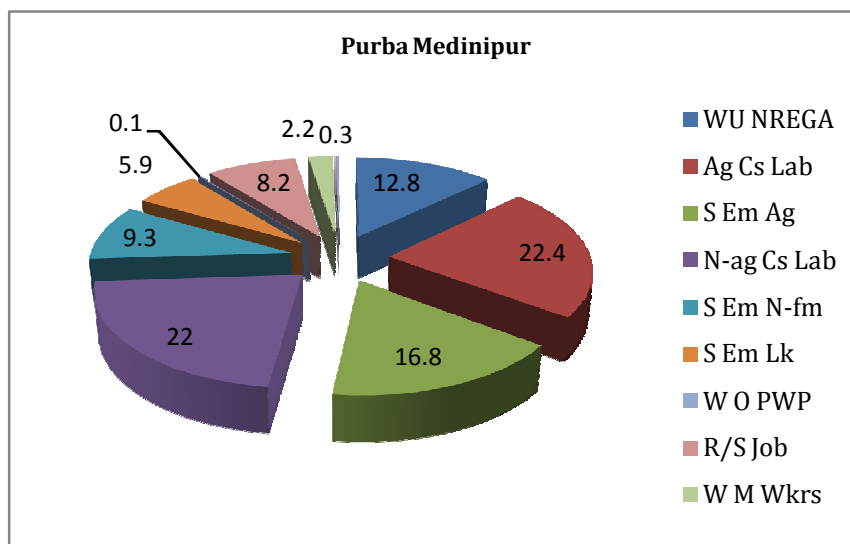
**Table 6.9 Percentage distribution of total persondays of main occupation per sample household**

Occupation	Purba Medinipur		Paschim Medinipur	
	Participants	Non-participants	Participants	Non-participants
Work under MGNREGA	12.8	00	12.3	00
Agricultural casual labour	22.4	28.3	24.5	31.6
Self-employment in agriculture	16.8	18.7	15.7	13.4
Non-agricultural casual labour	22.0	24.5	18.8	21.3
Self-employment in non-farming	9.3	9.9	5.6	8.2
Self employed in livestock	5.9	5.6	8.3	9.6
Work for PWP other than MGNREGA	0.1	0.2	0.1	0.2
Regular/salary Job	8.2	10.5	6.8	8.3
Migrant worker	2.2	1.9	7.7	6.9
Any other work	0.3	0.4	0.2	0.5
Total	100	100	100	100

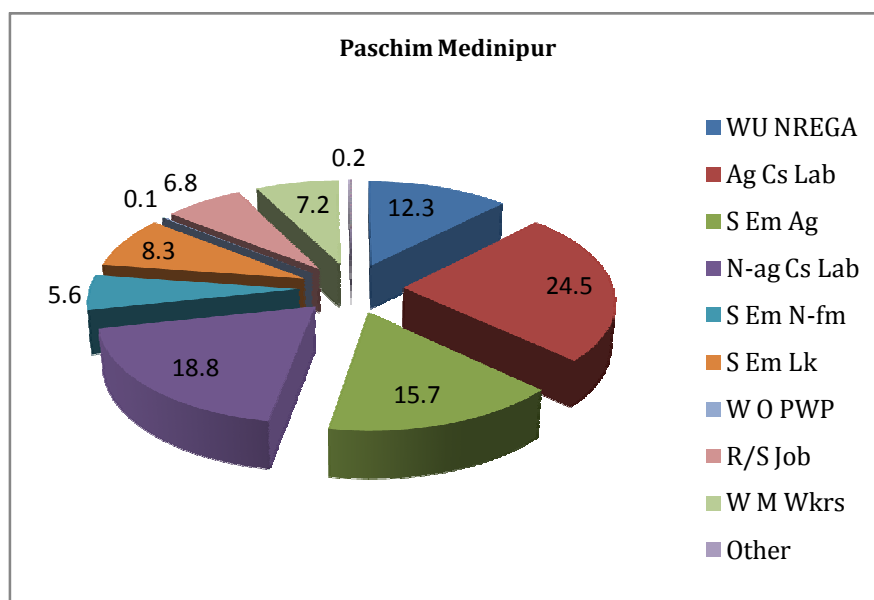
*Source: Field survey*

The pattern of occupation depicts that among the participating households the proportion of work provided by MGNREGA was only a small proportion of their aggregate employment. Glancing through the employment pattern it is evident from the Table that participating households had their highest share in employment as casual labour in agriculture and the non-agricultural sector in two sample districts. At the aggregate level, casual labour in agriculture and non-agricultural sectors constituted above 44% of employment in Purba Medinipur and above 43% employment in Paschim Medinipur. Self-employment in

agriculture and livestock accounted for above 22% and 24% per cent of total in Purba Medinipur and Paschim Medinipur respectively. Self-employment in business and regular salary constituted around 8 and 7 per cent of total employment respectively among the selected participants of two sample districts.



**Figure 6.8** % Distribution of total man-days by main occupation for sample households in Purba Medinipur



**Figure 6.9** % Distribution of total man-days by main occupation for sample households in Paschim Medinipur

Among non-participating households also the majority (around 53 %) was engaged as casual workers in agriculture and non-agricultural sector in both the sample districts. Self-employment in agriculture and allied activities including animal husbandry contributed around 24 % and 23% of total mandays in Purba Medinipur and Paschim Medinipur districts respectively. Regular salaried jobs accounted for 10.5% and 8.3% of total mandays in the sample districts. Self-employment in non-farming contributed respectively around 10% and 8%. The MGNREGA programme provided only around 1/8<sup>th</sup> share of the total employment to the participating households. The values of occupation diversification index for participants in Purba Medinipur and Paschim Medinipur are 0.93 and 0.97 respectively and those for non-participants are 0.75 and 0.82.

### **6.2.2 Rural Income and Expenditure**

The pattern of distribution of income from MGNREGA is one of the most important aspects of micro level analysis. The distribution of income is made from three different angles: (i) Income of the sample workers by caste, (ii) Income of the sample workers by sex and (iii) Income of the sample households by caste. Averages of income from MGNREGA in the financial year of 2014-15 for sample SC, ST and other workers by sex as well as households of Purba Medinipur district are higher than those of Paschim Medinipur district.

It is observed that the participants earn less than Rs 4 thousand in both sample districts, which are earned mostly by the SCs and STs. Paschim Medinipur district is one of the most backward districts with a large section of backward community people, but the sample study shows that they get the least benefit from MGNREGS. Merely 3% workers of Purba Medinipur and 2.5% of Paschim Medinipur earn Rs 12 to 16 thousand annually from this scheme (Table 6.10). This reflects deprivation of the vulnerable section of the society in both the sample districts. The workers belonging to 'other' castes get benefitted more from this scheme. The annual average wage incomes of the sample participant SC, ST and Other workers from MGNREGS in 2014-15 in Purba Medinipur district are Rs 3686, Rs 4000 and Rs. 4070 respectively. The respective figures for Paschim Medinipur are Rs 3195, Rs 3163 and Rs 3440.

**Table 6.10 Percentage distribution of sample participant workers by caste and annual wage income accrued from MGNREGS**

Income (Rs '000)	Purba Medinipur				Paschim Medinipur			
	SC	ST	Others	Total	SC	ST	Others	Total
Below 4	67	64	62	63	76	78	70	73.5
4-8	25	25	27	26	19.5	17	19	19
8-12	6	7	8	8	3	3.5	7.5	5
12-16	2	4	3	3	1.5	1.5	3.5	2.5
Total	100	100	100	100	100	100	100	100

*Source: Field survey*

In earlier sections we have observed that there is increasing trend of women's participation at the national, state as well as district levels. It is seen that in both sample districts the percentage of female workers is less than that of male workers in the wage annual income group below Rs 4 thousand but higher than that of male in the earning group Rs 12-16 thousand from MGNREGS. The annual average wage incomes from MGNREGS in 2014-15 of the sample participant male and female workers in Purba Medinipur district calculated are Rs. 3690 and Rs. 5050 respectively. The respective figures of Paschim Medinipur district are Rs 2994 and Rs 3782.

**Table 6.11 Percentage distribution of sample participant workers by sex and annual wage income accrued from MGNREGS**

Annual wage income from MGNREGS (Rs '000)	% of workers in Purba Medinipur			% of workers in Paschim Medinipur		
	Male	Female	Total	Male	Female	Total
Below 4	69.1	51.7	62.7	80.8	65.3	75
4-8	23.8	31.7	26.7	14.1	26.4	19
8-12	5.2	12.4	7.9	4.4	6.6	5
12-16	1.8	4.2	2.7	0.6	1.6	1
Total	100	100	100	100	100	100

*Source: Field survey*

The analysis of annual wage income from MGNREGS of the sample participant households is the most important aspect of the micro-level study. Percentage distribution of sample participant households by annual income accrued from MGNREGS is shown in Table 6.12 below. The annual average wage incomes of the sample participant households belonging to SC, ST and Other communities

from MGNREGS in Purba Medinipur district are Rs 6333, Rs 6000 and Rs 6481 respectively. The respective figures in Paschim Medinipur are Rs. 6125, Rs. 5789 and Rs. 5982. The annual average wage incomes of all sample participant households of Purba Medinipur district and Paschim Medinipur district from MGNREGS are Rs. 6440 and Rs 5980. These incomes constitute 10.3% and 10% of aggregate annual income of sample participant households in Purba Medinipur district and Paschim Medinipur district respectively (shown in Table 6.14). The wage income from MGNREGS makes the participant households better-off than the non-participant households for making expenditure on consumption and savings, and capital expenditure.

**Table 6.12 Percentage distribution of sample participant households by caste and annual wage income accrued from MGNREGS**

Wage income (Rs '000)	% of HHs in Purba Medinipur				% of HHs in Paschim Medinipur			
	SC	ST	Others	Total	SC	ST	Others	Total
Below 4	28.3	31.3	18.8	20.75	25.0	30.3	26.8	27.0
4-8	43.3	43.7	56.2	53.75	52.1	50.0	50.9	51.0
8-12	20.0	18.7	19.1	19.25	17.7	14.5	18.4	17.5
12-16	8.3	6.3	5.9	6.25	5.2	5.3	3.9	4.5
TOTAL	100	100	100	100	100	100	100	100)

*Source: Field survey*

To increase the family income of the poor households in the rural areas is the direct benefit from the MGNREGS. From Table 6.13 we observe that around 50% of total sample households in both sample districts get more than 1/10<sup>th</sup> of their annual income from MGNREGA. There are also 6.5% and 9.5% total sample households deriving 1/5<sup>th</sup> of their annual income from MGNREGA. Around 57% of scheduled castes sample households in both sample districts get more than 1/10<sup>th</sup> of their annual income from the Scheme. There are around 13% and 15% Scheduled Caste sample households getting above 1/5<sup>th</sup> of their annual income from MGNREGA.

In case of scheduled tribes sample households around 56% and 63% get more than 1/10<sup>th</sup> of their annual income from MGNREGA in Purba Medinipur and Paschim Medinipur respectively. There are around 12% and 15% these

households in getting above 1/5<sup>th</sup> of their annual income from this scheme. Thus MGNREGA bears great importance for the large section of beneficiaries in both sample districts to meet their daily needs.

**Table 6.13 Percentage distribution of households by caste and percentage of MGNREGS wage income**

MGNREGS wages as % of HHs' Annual income	% of HHs in Purba Medinipur				No. of HHs in Paschim Medinipur			
	SC	ST	Others	Total	SC	ST	Others	Total
1-5	18.3	12.5	17.3	17.2	12.5	10.5	18.0	15.2
6-10	25.0	31.3	36.1	34.3	30.2	26.3	37.3	33.5
11-15	35.0	31.3	32.3	32.8	25.0	28.9	33.3	30.5
16-20	10.0	12.5	9.0	9.2	17.7	19.7	5.7	11.2
21-25	6.7	6.2	3.4	4.0	9.4	9.2	2.6	5.5
25-30	5.0	6.2	1.9	2.5	5.2	5.3	3.1	4.0
TOTAL	100	100	100	100	100	100	100	100

*Source: Field survey*

#### *Annual Income of Sample Households*

The main sources of earnings of the selected participant and non-participant households were agricultural income also known as farm business income; Income from livestock activities, namely dairy and poultry farming; self-employment in non-agricultural activities, such as small business, shop or factory etc.; earning through casual labour including that from MGNREGS; regular salary or pension. Besides, there were also minor inflows of income in terms of sale or renting out assets or land and remittances obtained from outside. These earnings were mostly intermittent in nature and were sighted among very few households. Table 6.14 presents distribution of household income by activity for participant and non-participant households. All earnings from different activities are in terms of net income obtained by subtracting material cost from the gross earnings for each activity. This Table also presents the percentage share of each activity in the total household income. The data on household income pertains to the financial year 2014-15. A glance on the household income statistics reveals that by and large estimated income of participant and non-participant households was on expected lines. The



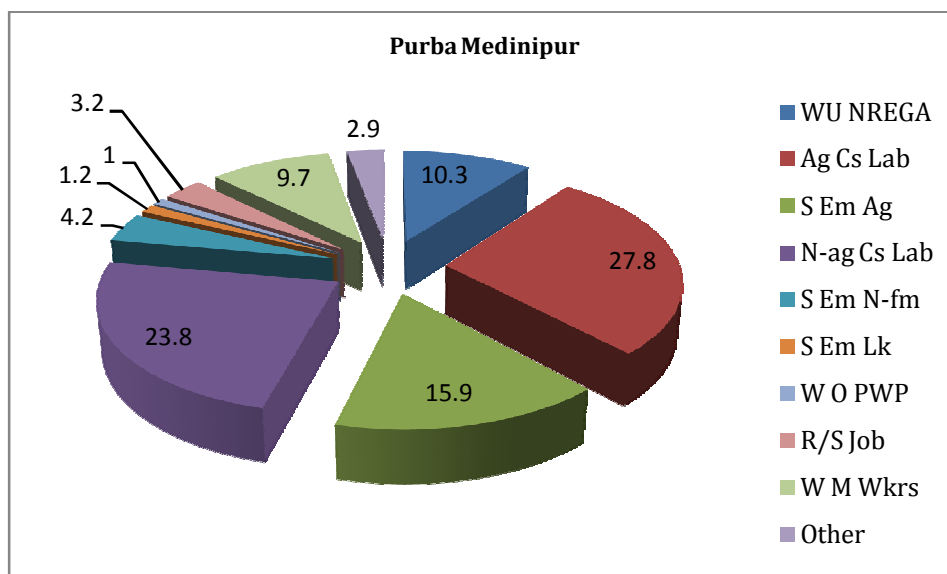
estimated per non-participant household income was higher compared to participant households. On an average, the selected participant households earned Rs 62,450 and Rs 59,790 per annum compared to Rs. 58400 and Rs. 56510 earned by the non-participating households in Purba Medinipur and Paschim Medinipur respectively.

Comparing the sources of income across different activities, it is clearly evident from the Table that wage income constituted a lion's share in the income of both participating as well as non-participating households. It was observed that casual labour was the prominent occupation among the selected households. Looking at the share of income obtained from different wage earning activities among the participants, it is evident that wage earnings in agriculture contributed highest share followed by wage earnings in non-agricultural activities, while wage earnings from MGNREGS contributed around 10% of the total household income of participants in both the sample districts. It is to be noticed that the share of income of migrant workers is still higher in Paschim Medinipur district than that of MGNREGS.

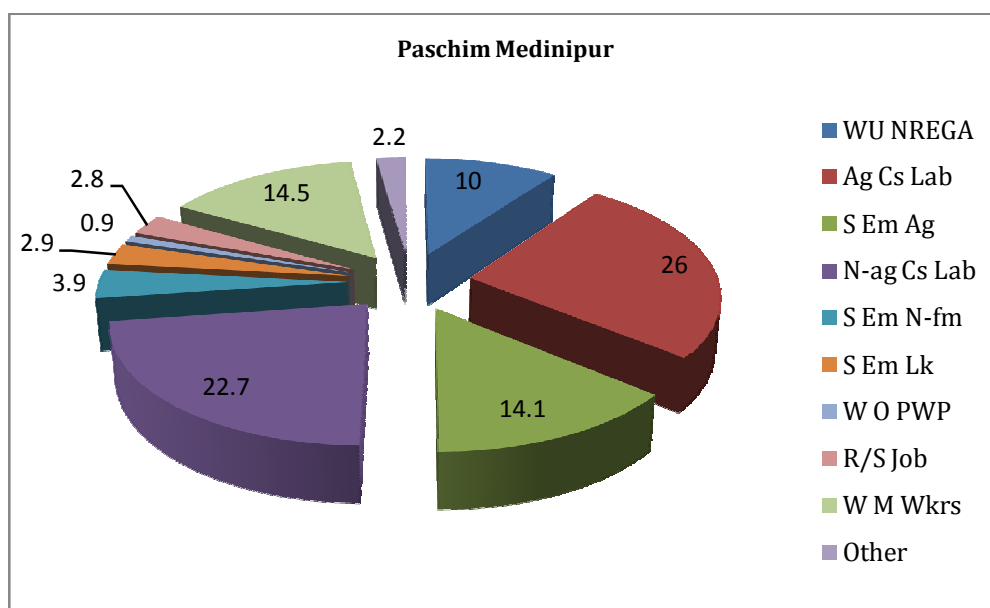
**Table 6.14 Total annual income per sample household by source**

Sources of income	Purba Medinipur		Paschim Medinipur	
	Participants	Non-participants	Participants	Non-participants
MGNREGA	6440 (10.3)	00	5980(10.0)	00
Agricultural casual labour	17360 (27.8)	23130 (39.6)	15550 (26.0)	21810 (38.6)
Self-employment in agriculture	9930 (15.9)	9110(15.6)	8430 (14.1)	6780(12.0)
Non-agricultural casual labour	14860(23.8)	15770(27.0)	13570 (22.7)	12600 (22.3)
Self-employment in non-farming	2620 (4.2)	2280 (3.9)	2330 (3.9)	2090 (3.7)
Self-employment in livestock	750 (1.2)	640 (1.1)	1730(2.9)	1640 (2.9)
Work for PWP other than MGNREGA	620 (1.0)	290 (0.5)	540 (0.9)	340 (0.6)
Regular/salary job	2000 (3.2)	1750(3.0)	1670(2.8)	1190 (2.1)
Work of migrant worker	6060(9.7)	3910 (6.7)	8670(14.5)	8700 (15.4)
Any other work	1810 (2.9)	1520 (2.6)	1320 (2.2)	1360 (2.4)
Total	62,450(100)	58,400 (100)	59,790(100)	56,510 (100)

*Source: Field survey*



**Figure 6.10** Distribution of annual income for participant sample households in Purba Medinipur



**Figure 6.11** Distribution of annual income for participant sample households in Paschim Medinipur

In addition to wage earnings, income from self-employment in agriculture and livestock constituted around 17% of their household income while regular salaried job contributed 3.2% and 2.8% to the household income of the participating households in Purba Medinipur and Paschim Medinipur districts respectively.

The relative importance of various sources of income was somewhat similar in the case of non-participating households. Self-business in agriculture and livestock constituted 16.7% and 14.9% of total household income while wages in agriculture and non- agricultural sectors constituted more than 66% and 60% per cent of their total income in Purba Medinipur and Paschim Medinipur districts respectively.

The third most important source of their income was wages as migrant workers; it contributed 6.7% and 15.4% to total income in Purba Medinipur and Paschim Medinipur districts respectively. Income from self-employment in non-farming including that of business sector constituted around 4 per cent of their total household income in both sample districts. As MGNREGA mandates only 100 days of employment provision per household (that target is also rarely achieved) and in many cases there are two to three members working per household, thereby MGNREGA ensures only partial employment provision and households ought to depend on alternative employment avenues either in agricultural sector or in other casual activities. In the case of non-participants, pattern of household income was also similar to that of participant households.

Expenditure pattern of rising income of the sample households accrued from MGNREGA may be one of the important indicators of rural development through rural empowerment. In this regard, we have classified major five types of expenditure heads: (i) Health, (ii) Education, (iii) Entertainment, (iv) Food including cloth and (v) Others.

The diversification of consumption from cereals and pulses towards edible oils, milk and high value products was visible from our primary data. The quantity of high value commodities like milk and milk products, fruits and vegetables was higher for participant households compared to non-participant households. Monthly consumption expenditure per capita on food and non-food items for participant and non-participant households in our selected districts are given in Table 6.15. Monthly per capita food expenditure was measured as Rs 1075 and

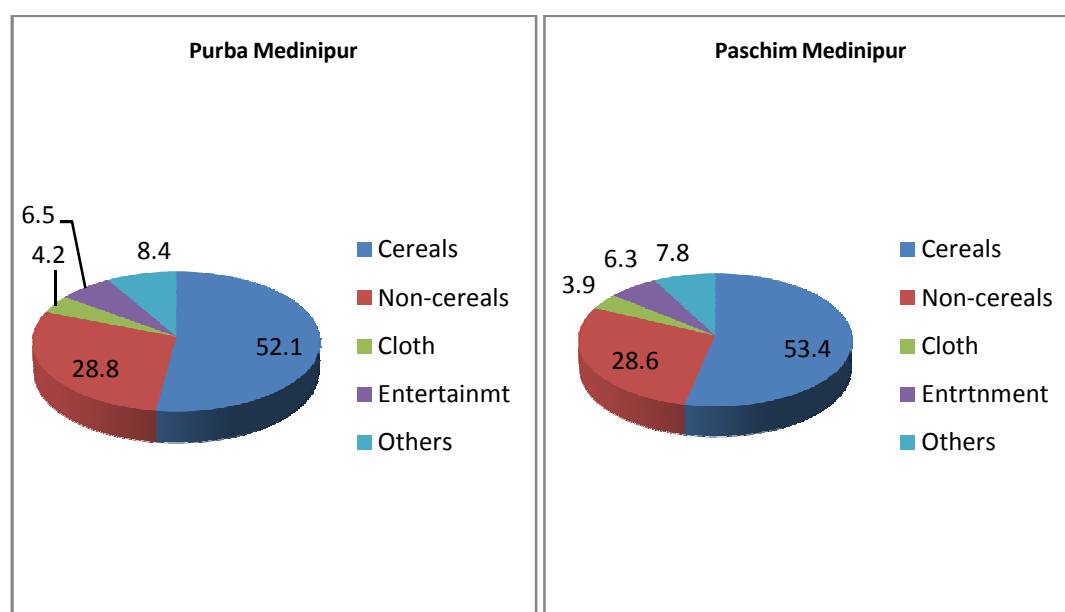
Rs 1030 for participant and Rs 930 and Rs 855 for non-participant households in Purba Medinipur and Paschim Medinipur respectively.

**Table 6.15 Per capita per month consumption expenditure of households**

Items	Purba Medinipur		Paschim Medinipur	
	Participants	Non-participants	Participants	Non-participants
Food (Total cereals)	560(52.1)	545 (58.6)	550(53.4)	525 (59.3)
Food (Non-cereals)	310(28.8)	240 (25.8)	295(28.6)	225(25.4)
Cloth	45 (4.2)	35 (3.8)	40 (3.9)	30 (3.4)
Entertainment	70 (6.5)	40 (4.3)	65 (6.3)	40 (4.5)
Others	90 (8.4)	70 (7.5)	80 (7.8)	65 (7.3)
Total (Rs.)	1075 (100)	930 (100)	1030 (100)	885 (100)

*Note: Figures in the parentheses indicate percentages of total*

*Source: Field survey*



**Figure 6.12 Consumption expenditure of participant households (Rs per capita per month)**

The difference of non-food expenditure, especially clothing, entertainment and other items between participants and non-participants was high. The overall per capita per month non-food expenditure was Rs 205 and Rs 185 among the

participants compared to Rs 145 and Rs 135 among the non-participants in Purba Medinipur and Paschim Medinipur respectively. Comparing food and non-food expenditure, we observe that the proportion of food in total expenditure was 80.9% and 82% among the participants and 84.4% and 84.7% among the non-participants in Purba Medinipur and Paschim Medinipur respectively.

### 6.2.3 Rural Savings and Capital Formation

After the implementation of the Scheme the average family income of the participants is found to have increased, which leads to the increase in saving and capital formation of individual households. From Table 6.16 we observe that per capita per month capital expenditure of the sample beneficiary participant households under MGNREGS is much higher than that of the non-participant households. For the sample participant households per capita per month capital expenditure are Rs 170 and Rs 150 and that of non-participant households are Rs 130 and Rs 120 in Purba Medinipur and Paschim Medinipur respectively. The difference of capital formation between participants and non participants was much higher in housing and other assets expenditure.

A part of annual income of the participant households to the tune of Rs 70 and Rs 60 per capita per month are spent to create family assets like livestock (sheep, goat, cow, hen and duck etc. including small cash saving) in Purba Medinipur and Paschim Medinipur respectively. The respective figures are Rs 50 and Rs 45 for the non-participant households.

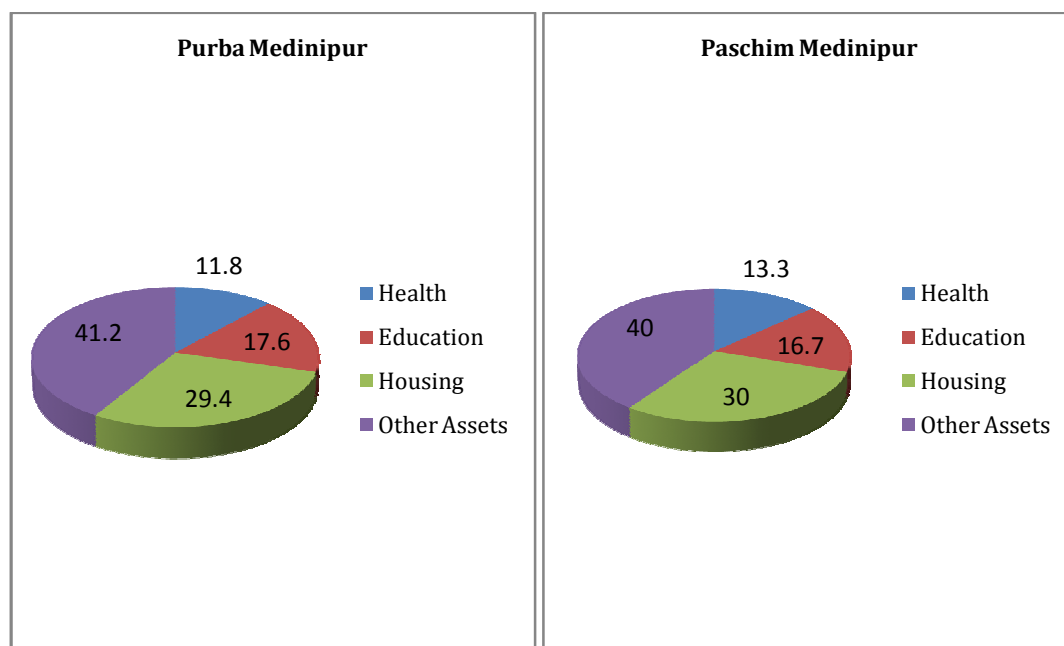
**Table 6.16 Capital expenditure of sample participant and non-participant households**

Items	(Rs per capita per month)			
	Purba Medinipur		Paschim Medinipur	
	Participants	Non-Participants	Participants	Non-Participants
Health	20 (11.8)	15 (11.5)	20 (13.3)	15 (12.5)
Education	30 (17.6)	25 (19.2)	25 (16.7)	20 (16.7)
Housing	50 (29.4)	40 (30.8)	45 (30.0)	40 (33.3)
Other Assets	70 (41.2)	50 (38.5)	60 (40.0)	45 (37.5)
Total (Rs.)	170 (100)	130 (100)	150 (100)	120 (100)

Notes: 1) Figures in the parentheses showing percentages of total,

2) Other Assets include small cash saving in hand or deposited otherwise (Saving is an activity while savings are assets).

Source: Field survey



**Figure 6.13 Capital expenditure of participant households (Rs per capita per month)**

Most of the MGNREGA beneficiary families utilized their income for accessing children’s education or supplementing with additional facilities to improve the quality of education. This long-term investment of MGNREGS wage income will build capacity of the families for their upward mobility. From Table 6.17 we observe that around 74% and 71% participant households have more than Rs 100 per capita per month capital expenditure in Purba Medinipur and Paschim Medinipur respectively. The respective figures are 72% and 69% for non-participants. Thus MGNREGS has a positive impact on rural development.

**Table 6.17 Percentage distribution of sample households based on per capita per month capital expenditure**

Per capita per month capital expenditure (Rs)	% of HHs in Purba Medinipur		% of HHs in Paschim Medinipur	
	Participants	Non-participants	Participants	Non-participants
Below 50	12.50	13.0	14.0	15.0
51 - 100	13.75	15.0	15.75	16.0
101 - 150	29.75	29.0	28.50	28.0
151 - 200	27.25	25.0	26.25	24.0
201 and Above	16.75	18.0	15.50	17.0
Total	100	100	100	100

*Source: Field survey*

### 6.2.4 Rural Poverty

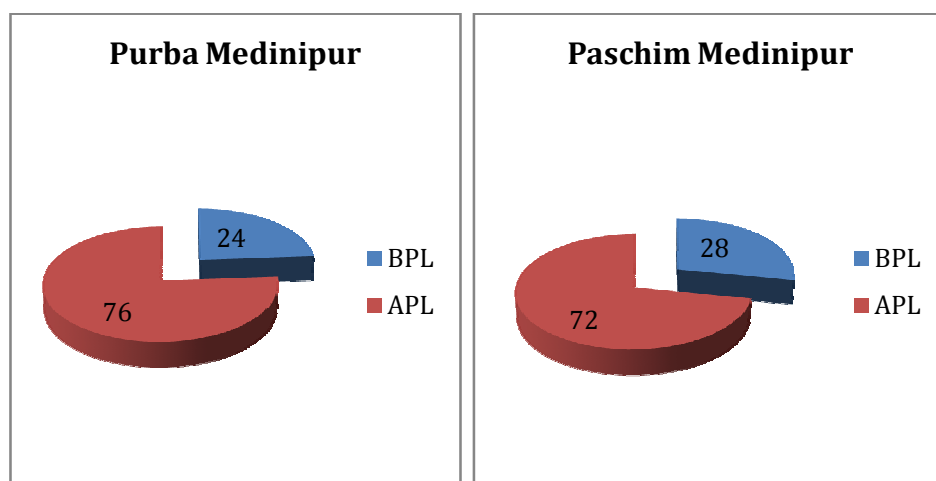
Food consumption expressed in Kilocalories (K. Cal) per capita is used for measuring the level of nutrition. In defining poverty, the Planning Commission used the calorie requirement norm of 2400 Kcal per capita for the rural areas (Planning Commission 1977). It further emphasized 50 per cent of calories to be derived from carbohydrate and the remaining from the protein and fat with 25 per cent each. Fifty per cent of the required calorie means drawing 1200 calorie from cereals in rural India. Considering the market price of 2014-15 the estimated per capita per month consumption expenditure is Rs 783 which is just enough to fulfil per capita daily need of 2400 Kcal food energy for a rural people. So, this per capita monthly consumption expenditure is to be considered 'Poverty Line' and person who is unable to attain this income is to be considered BPL. From our field level study we have estimated the poverty line to classify the sample households of two sample districts. Such distribution is shown in Table 6.18 where we observe that there are 24% and 28% BPL sample participant households in Purba Medinipur and Paschim Medinipur respectively. The respective figures are 31% and 34% for the non-participant households.

**Table 6.18 Percentage distribution of sample households based on per capita per month consumption expenditure**

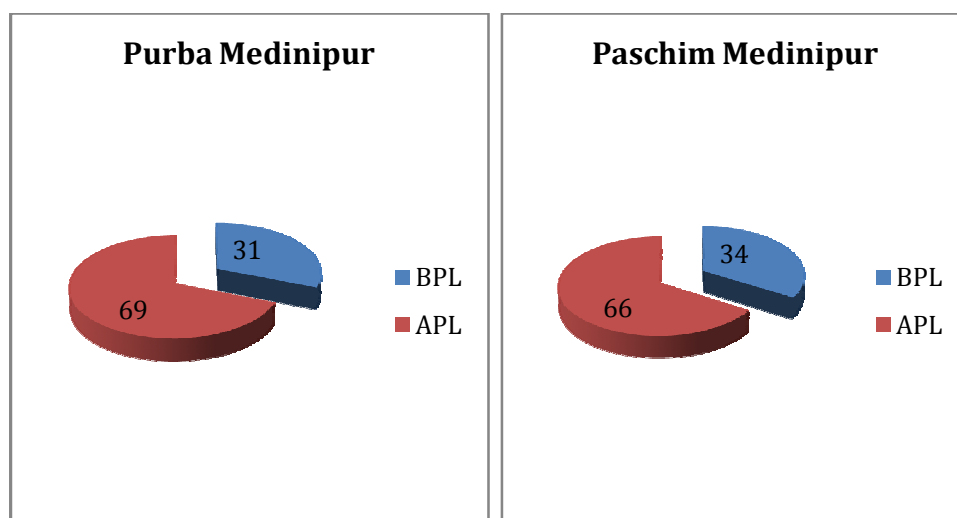
Per capita per month consumption expenditure (Rs)	% of HHs in Purba Medinipur		% of HHs in Paschim Medinipur	
	Participants	Non-participants	Participants	Non-participants
Below 650	10.5	14.0	12.25	16.0
651 - 782	13.5	17.0	15.75	18.0
.....	.....	.....	.....	.....
<b>783 - 850</b>	31.5	28.0	30.0	27.0
851 - 950	23	22.0	21.75	21.0
951 and Above	21.5	19.0	20.25	18.0
Total	100	100	100	100

*Note: The dotted Line showing the BPL cut off*

*Source: Field survey*



**Figure 6.14a Percentage of MGNREGS participant households based on estimated poverty line**



**Figure 6.14b Percentage of MGNREGA non-participant households based on estimated poverty line**

Among both sample participant and non-participant household percentages of BPL are the highest (32% and 38%) in Jhargram sub-division of Paschim Medinipur followed by Midnapore Sadar sub-division (29% and 34%) of Paschim Medinipur district and Egra sub-division (28% and 33%) of Purba Medinipur district (Table 6.19) These sub-divisions are habituated by backward sections (SCs, STs and OBCs) of people. Considering aggregate sample BPL participants and aggregate sample BPL non-participants of both Purba Medinipur and Paschim Medinipur districts, we see that the mean difference



between the sample participant BPL and sample non-participant BPL percentages is statistically significant at 1% level. Thus it is established that the sample participants are economically better off than the sample non-participants because of the contributing share of MGNREGS wage (about 10%) to their annual income. Thus the fourth hypothesis that MGNREGA plays a positive role in rural development is accepted.

**Table 6.19 Percentage of MGNREGS BPL and APL participants and non-participant households by sub-division of Purba Medinipur and Paschim Medinipur districts**

Purba Medinipur					Paschim Medinipur				
Sub-division	Participants		Non-participants		Sub-Division	Participants		Non-participants	
	%BPL	%APL	%BPL	%APL		%BPL	%APL	%BPL	%APL
Contai	25	75	30	70	Mid. Sadar	29	71	34	66
Tamluk	20	80	32	68	Jhargram	32	68	38	62
Egra	28	72	33	67	Kharagpur	27	73	33	67
Haldia	23	77	29	71	Ghatal	24	76	31	69
Total	24	76	31	69	Total	28	72	34	66
<b>Mean BPL of sample participants in both districts</b>				$\bar{x}_1 = 26$	<b>Mean BPL of sample non-participants in both Districts</b>				$\bar{x}_2 = 32.5$
<b>SD of BPL sample participants in both districts</b>				$S_1 = 3.54$	<b>SD of BPL sample non-participants in both districts</b>				$S_2 = 2.6$
<b>Unbiased estimator of <math>S_1</math> &amp; <math>S_2 = 0.89</math></b>					<b><math>t = -14.61</math>, Statistically significant at 1% level</b>				

*Note: Figures in the parentheses showing percentages of total*

*Source: Field survey*

### 63. Factors Determining Participation

We have so far analysed data collected from participant as well as non-participant sample households to assess the role of MGNREGA in rural development in two sample districts of West Bengal. The criterion followed for the selection of non-participant households was that these households should not have participated in MGNREGS, but constitute occupation characteristics and socio-economic characteristics similar to selected participant households as to maintain the uniformity, to avoid the selection bias and to facilitate a comparative study on the impact of MGNREGA on rural development.

To assess the profile of a participant under the MGNREGS we construct a participation equation. This offers more definitive insights into individual, household and village characteristics that influence participation. In the model equation dependent variable is a dummy (dichotomous / binary) variable refers to participation in the MGNREG scheme that takes the value 1 for participation and 0 otherwise. The explanatory variables include age (computed in year), marital status (married or unmarried), education level (reckoned in number of years), social group (SC, ST, all relative to others), land owned (in decimals), number of adult males and females in household, ratio of MGNREGS wage to agricultural wage in the village, average distance of worksite from the village (in Kilometre), percentage of households in the village having cell phone (Table 6.20). This equation is estimated using a probit specification.

The equation of Probit model (or Normit model)

$$Y = \beta_0 + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + \beta_4 X_4 + \beta_5 X_5 + \beta_6 X_6 + \beta_7 X_7 + \dots + \beta_{12} X_{12} + U_i$$

Where, Y= Binary or dichotomous dummy dependent variable takes only two values 1 or 0,  $X_i$ = Explanatory variables ( $i = 1, 2, \dots, 12$ ) and  $U_i$  = Error terms.

**Table 6.20 Definition of the variables used in probit analysis**

VARIABLES	Notation	DEFINITION
<i>Dummy dependent variable is</i> MGNREGS' participation	Y	MGNREGS' participation (=1 if participated in MGNREGS; 0 otherwise)
<i>Explanatory variables are</i>	$X_i$	<i>Explanation of the variable</i>
Gender (Dummy)	$X_1$	=1 if male, 0 for female
Age	$X_2$	Computed in year
Marital status (Dummy)	$X_3$	=1 if married, 0 otherwise
Education level	$X_4$	Reckoned in year of learning
Scheduled caste (Dummy)	$X_5$	=1 for SC, 0 otherwise
Scheduled tribe (Dummy)	$X_6$	=1 for ST, 0 otherwise
Land owned	$X_7$	Recorded in decimal
Number of adult male	$X_8$	Number of adult male in the household
Number of adult female	$X_9$	Number of adult female in the household
MGNREG wage : Alternative wage	$X_{10}$	Ratio of MGNREG wage rate to alternative wage rate (e.g. Agricultural wage)
Average distance of site	$X_{11}$	Average distance in K.M. of work site
% of HHs with cell phone	$X_{12}$	% of HHs with cell phone in the village

**Table 6.21 Estimates of MGNREGS participation equation (probit model analysis)**

District	Purba Medinipur		Paschim Medinipur	
	Coefficients	Z	Coefficients	Z
Gender	0.0352	2.15*	0.0259	2.56*
Age	0.0174	2.23*	0.0185	2.43*
Marital status	0.0131	1.99*	0.0253	2.05**
Education level	-0.0254	-3.28**	-0.0125	-2.58**
Scheduled caste	0.0124	1.98*	0.0165	2.31*
Scheduled tribe	0.0045	0.39	0.0391	2.09*
Land owned	-0.0163	-2.65**	-0.0219	-2.24*
Number of adult male	0.0052	0.63	0.0259	0.49
Number of adult female	0.0114	1.12	0.0225	1.63
NREG wage : Agrl wage	0.0329	2.03**	0.0254	1.98**
Av. distance of site	-0.053	-0.756	-0.045	-0.634
% of HHs with cell phone	0.014	0.495	0.015	0.573
Constant	-5.48	-	-3.42	-
number of observations	834	-	935	-
Pseudo R <sup>2</sup>	0.318	-	0.323	-
Log pseudo-likelihood	-232.5	-	-423.2	-

*\*\* and \* refer to level of significance at the 1%, and 5% respectively*

Strength of association is measured by pseudo R-square. This value tends to be smaller than R-square and values of 0.2 to 0.4 are considered highly satisfactory. In our analysis it is more than 0.3 in both cases. So, results are highly satisfactory. The estimated results of the probit model concerned to the MGNREGS participation for Purba Medinipur and Paschim Medinipur districts of West Bengal are shown in Table 6.21 The result show that in Purba Medinipur district the likelihood of participation in the scheme is significantly higher for females, the opposite is true in Paschim Medinipur district. For both the districts, the probability of participation is higher for the middle age and it is weaker for older persons (except for some of the scheduled tribes), implying that the old are less likely to participate in manual labour. In the same context, the youthful persons belong to the age group of 16-30 years are reluctant to take part in this scheme because of their higher opportunity cost or transfer earning arise due to high expectation and mobility of seeking alternative jobs.

The probability of participation is higher for married individual in both districts implies that they are with family responsibilities and family burden, so they get much interest to earn from MGNREGS in local arrangements. Illiterates tend to participate more than those with higher level of education, and the probability of participation reduces with each higher level of education in both the districts. This implies that the educated persons are with social prestige, so they avoid such manual works concerned with the casual workers. In the same time they face higher opportunity cost or transfer earning arise due to high expectation and mobility of seeking alternative jobs. Such factors are largely affected in Purba Medinipur district because of high rural literacy rate than that of Paschim Medinipur district.

In both the districts, the extent of participation of SCs significantly differs from that of others, because they mostly belong to the vulnerable section of the society. In this connection, Paschim Medinipur district performs significantly better because of her large part of backward SCs and STs rural population than that of Purba Medinipur district. There is an inverse relationship between the amount of land owned and participation in the scheme in both the districts means that higher the land holding of household results lower participation in the scheme, so the landless workers and the marginal as well as small farmers do take part mostly in this scheme. In both districts neither the number of adult males nor the number of adult females in a household has a significant effect on participation in the scheme.

The agricultural wage rate gets momentum and becomes much higher in the peak agricultural season in some areas of Paschim Medinipur district and almost everywhere in Purba Medinipur district, so there is a direct effect of lower ratio of MGNREGS wage to agricultural wage and probability of participation in the scheme that higher alternative wage rate, especially higher agricultural wage rate leads to lower participation under MGNREGS in both the sample districts. In neither district, average distance of the NREGS worksite from village has a significant effect on participants that means the workers are willing to participate in a reachable distance, no matter how far the work site is.

From this discussion we find that illiteracy, the vulnerable section of the people such as SCs and STs, landless workers or marginal farmers are associated with higher probabilities of participation under MGNREGS in both the sample districts. In the same time higher alternative wage rate, especially higher agricultural wage rate leads to lower participation under MGNREGS in both the sample districts, although the poor self-select themselves into MGNREGS.

#### **6.4 Summary**

In Purba Medinipur district most of the sample households belong to the other castes, whereas a large section of the sample households in Paschim Medinipur belong to the vulnerable group. Among the MGNREGS participants sample workers female participation is higher in Paschim Medinipur than in Purba Medinipur district and most of them in Paschim Medinipur belong to SCs and STs communities.

The mean differences of income (in real sense the mean difference of working days, as the wage rate in MGNREGA is constant) of the workers by sex, belonging to other caste and that of households accrued from MGNREGA between two sample districts Paschim Medinipur and Purba Medinipur are statistically significant at 5% level. But, the variation of income among the workers by caste, by caste and amongst the households between two sample districts from the scheme is not statistically significant.

The expenditure of income of the sample households accrued from MGNREGA is classified into health, education, entertainment, food and cloth and others. In this spectrum 38.2% and 32% of the said income are spent for food and cloth in Paschim Medinipur and Purba Medinipur districts respectively and this accrued income makes a positive impact on their family welfare.

The pattern of economic livelihoods depicts that among the participating households, the proportion of work provided by MGNREGA was only a small proportion (about 12%) and casual labour in agriculture and non-agriculture sector constituted more than 40% share in their employment. Self-employment in agriculture and livestock constituted 1/5 share and self-employment in

business and regular salary had considerable shares in total employment of the selected participants.

A glance on the household income statistics reveals that the estimated per household income of participant households was higher than that of non-participant households. Comparing the sources of income across different activities, wage income constituted a lion's share in income of both participating and non-participating households. Considering aggregate sample BPL participants and aggregate sample BPL non-participants of both Purba Medinipur and Paschim Medinipur districts, we see that there is a substantial mean difference between the sample BPL participants and sample BPL non-participants and the difference is statistically significant at 1% level. Thus it is established that sample participants are economically better off than the sample non-participants because of the contributing share of MGNREGS wage income (about 10%) to their annual income.

## Chapter 7

### CONSTRAINTS ON PROGRESS OF MGNREGA

We have observed in the previous chapters that the whole of West Bengal and her constituent districts and blocks have made commendable progress under MGNREGA in generation of rural wage employment which has made considerable impact on rural development. These districts and blocks vary considerably in respect of performances under MGNREGA. There are various factors which explain this variation. Many of the objectives of MGNREGA are, however, seen to have remained unfulfilled, particularly with regard to 100 days employment to all workers who demand it and sufficient generation of average persondays of employment. What are the factors that explain the same? In other words, what are the important constraints on the way of optimum progress under MGNREGA so as to maximise benefits rendered to the workers who were willing to participate in this Scheme? The present chapter seeks to find answers to this and allied questions.

The plan of the rest of the chapter is as follows. Section 7.1 discusses the major problem in the form of 'unmet demand' of the workers seeking for employment (Dutta, et.al., 2012), which is experienced while implementing the Act. The variation in this respect across the states including West Bengal is analysed here. Section 7.2 discusses the constraints at the stages of planning and implementation of the MGNREGA based on secondary data and primary field level survey. Section 7.3 makes the summary of the discussion made earlier in this chapter.

#### **7.1 'Unmet Demand' for Employment**

The NSSO 66<sup>th</sup> Round data for 2009-10 indicated that for India as a whole 25 per cent rural households were provided work under the Scheme and around 19 per cent of the total rural households sought work but did not get employment. In states of India it varied from below 10 per cent in Himachal Pradesh and Tamil Nadu to above 30 per cent in Bihar (Table 7.1).

**Table 7.1 Frequency distribution of states by percentage of households who sought, but did not get MGNREGS work**

% HHs who sought but did not get MGNREGS work	No. of states	Name of states
Less than 10	2	Himachal Pradesh, Tamil Nadu
10 - 14.9	7	Andhra Pradesh, Gujrat, Haryana, Karnataka, Kerala, Rajasthan, Uttarakhand
15-19.9	2	Uttar Pradesh, Jammu & Kashmir
20-24.9	5	Assam, Chhattishgarh, Madhya Pradesh, Maharastra, West Bengal
25-29.9	3	Jharkhand, Odisha, Punjab
30 & Above	1	Bihar
Total	20	20

Source: Author's calculation based on the data of NSSO 66th Round, 2009-10

Percentage of households who sought but did not get work under MGNREGA in states of India in 2009-10 is shown by caste in Table 7.2. It is revealed that the most vulnerable sections of the society, i.e., SC and ST suffered the most in respect of 'unmet demand' in states of India. For instance, in Bihar over 52 per cent of ST households sought but did not get MGNREGA work in 2009-10, the corresponding figures for SC being 36.1 per cent, 34.0 per cent for OBC and 30.0 per cent for others. In West Bengal the respective figures were 19.3 per cent, 25.2 per cent, 19.5 per cent and 22.5 per cent. In India as a whole the highest percentage of 'unmet demand' occurred for SC (22.2%) followed by ST (19.7), OBC (18.3%) and Others (18.1).

Thus it is found that the relative deprivation in respect of MGNREGA (though it introduced a right-based framework) has been highest for SC followed by ST, OBC and others. It has been possible because MGNREGA has been planned and implemented as a general approach to wage employment, not as a target group one, where the incidence of 'capture' (Rabbe et. el. 2010) by the upper caste is visible to the denial of due employment (as per MGNREGA) for the so-called lower castes. There is latent inter-caste rivalry in getting employment under this Scheme, particularly when there is limited budget for the same for employment,



which leads to socially unfavourable situations / lack of justice or equity for the vulnerable sections of the society.

**Table 7.2 Percentage of households who sought but did not get MGNREGA work by caste in states of India, 2009-10**

States	ST	SC	OBC	Others	All
Andhra Pradesh	18.1	14.8	10.7	9.1	11.7
Assam	28.2	22.7	22.8	20.1	22.4
Bihar	52.2	36.1	34.0	30.0	34.4
Chhattisgarh	23.3	24.1	15.0	35.7	21.1
Gujarat	9.6	29.0	11.9	15.8	14.1
Haryana	6.0	20.4	12.1	12.1	14.4
Jharkhand	24.5	33.6	27.5	27.1	27.5
Karnataka	9.8	12.8	17.4	13.0	14.8
Kerala	6.2	15.7	11.3	12.4	12.0
Madhya Pradesh	23.6	20.7	21.5	17.9	21.5
Maharashtra	21.8	27.4	21.8	23.5	23.2
Odisha	25.5	31.6	31.8	24.4	28.7
Punjab	32.2	28.5	24.3	23.8	26.0
Rajasthan	8.2	12.5	10.0	14.2	10.8
Tamil Nadu	1.1	8.0	7.8	10.9	7.8
Tripura	3.9	7.3	6.2	14.5	7.7
UP	30.4	21.6	19.0	13.7	18.7
WB	19.3	25.2	19.5	21.8	22.5
All India	19.7	22.2	18.3	18.1	19.3

*Source: NSS 66<sup>th</sup> Round Report No. 543: Employment and Unemployment Situation among Social Groups in India, 2009-10*

The variation in overall percentage of households who sought but did not get MGNREGA work may be related to that in percentage of BPL households, per capita income and literacy rate in states of India (Table 7.3)

**Table 7.3 Percentage of households who sought but did not get MGNREGA work in relation to percentage of BPL households, per capita net state domestic product and literacy rate in states of India**

States	Percentage of households who sought but did not get MGNREGA work	Head count index of poverty (%BPL)	Per capita net state domestic product* 2009-10	Rural literacy rate 2011
Andhra Pradesh	117	22.8	37061	60.4
Assam	224	39.9	20193	69.3
Bihar	344	55.3	12012	59.8
Chhattisgarh	211	56.1	24690	66.0
Gujarat	141	26.7	48511	71.7
Haryana	144	18.6	54834	71.4
Him. Pradesh	85	9.1	57458	81.9
Jammu & Kashmir	197	8.1	26344	63.2
Jharkhand	275	41.6	20646	61.1
Karnataka	148	26.1	38646	68.7
Kerala	120	12	45908	93.0
Madhya Pradesh	215	42	21095	63.9
Maharashtra	232	29.5	57458	77.0
Odisha	287	39.2	24275	70.2
Punjab	260	14.6	42727	71.4
Rajasthan	108	26.4	23653	61.4
Tamil Nadu	78	21.2	46692	73.5
Uttarakhand	105	14.9	16374	76.3
Uttar Pradesh	187	39.4	16374	65.5
West Bengal	225	28.8	30372	72.1
All India	193	33.8	33843	67.8

*Notes:* (1) Poverty rates are based on Tendulkar poverty estimates, as on 1 March 2010.

(2) Only major states have been included in the Table above

(3) All India level includes all the States and Union Territories.

- At 2004-05 constant prices.

*Sources:* NSSO 66th Round 2009-10 and Press Note on Poverty, Planning Commission, March 2012.

The following regression equation shows that the variation in percentage of households who sought but did not get MGNREGA work (or unmet demand = ud) is explained by that in percentage of BPL households, per capita net state domestic product and literacy rate to the extent of 32 per cent, the whole model being significant at 5 per cent level. The only significant independent variable is bpl per cent which is significant at 5 per cent level, the other independent variables are statistically insignificant.

The coefficients of all the independent variables have the desired signs – the BPL per cent is positively related to the dependent variable, unmet demand (ud), which indicates that as BPL % rises the ud also rises and vice versa. Per capita income and literacy rate are negatively related to ud, which indicates that the increase in these variables would lead to fall in ud and vice versa, though these factors are not statistically significant.

$$ud = 145.45 + 2.9 \text{ rbpl} - 0.001 \text{ pcnsdp} - 0.38 \text{ lit} \quad \text{Adj R}^2 = 0.320, F = 3.98 [0.027]$$

$$(0.89) \quad (2.31) \quad (-0.04) \quad (-0.17)$$

Where, *ud* = percentage of unmet demand, *rbpl* = percentage of rural population below poverty line, *pcnsdp* = per capita net state domestic product.

( ) Figures within parentheses indicate t-ratio, [ ] Figures within syntheses indicate level of significance.

It is pertinent here to mention that a study<sup>14</sup> while analysing the NSSO data observed that some of the poorest states had low participation rates and high levels of unmet demand in states like Bihar (34 per cent), Odisha (29 per cent) and Jharkhand (28 per cent). This posed a paradox for implementation of MGNREGA since it was these states which arguably required effective social safety nets the most for the poor. Potential benefits of the Scheme to poor people were almost certainly undermined by such rationing.<sup>15</sup> The higher rationing in these states, as per this study, might be due to:

- ❖ Larger proportion of demand in these states to begin with,
- ❖ Low institutional capacity to administer the Scheme that could not match this demand,
- ❖ Lower levels of awareness and empowerment,
- ❖ Weak PRIs, which had a key role to play in MGNREGA implementation.

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14. See Dutta, Murgai, Ravallion and Dominique, (2012)

15. *ibid.*

16. *ibid.*

The rationing rate varied from one state to another (see Table 7.2). Rationing also exists with regard to households who would have liked more days of work but still had fewer than the 100 days stipulated by the Act.<sup>16</sup> The NSSO survey at the national level, 66th Round, did not take into account this aspect.

In Rajasthan, however, 41 per cent said that work was not available or the worksite was not open; 5.4 per cent said work was not available even though the worksite was open and 35 per cent households noted other reasons.

There is no doubt several limitations of NSSO data on unmet data. Some of these limitations are mentioned here.

#### *Recall of 365 Days*

It is important to note that NSSO data may not be entirely accurate in its estimation of the extent of rationing since:

- ❖ The calculation is based on a recall of 365 days, i.e., the beneficiaries were asked if they have sought employment under MGNREGA in the last 365 days. It may not be possible for the beneficiaries to be accurate in recalling information over a period of one year.
- ❖ It would also be difficult for them to observe a strict time period of 365 days in their response, particularly since the 365 day period does not coincide either with a calendar year or with the financial year.
- ❖ The survey period is different from the financial year, which is the basis of calculation under MGNREGA.

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16. See Dutta, Murgai, Ravallion and Dominique, (2012)

Despite these and other weaknesses in NSSO data on 'unmet demand' it is well recognised that this problem does really exist. From the data available from Government source on MGNREGA, which is also used by Kumar (2013) in his study in connection with unemployment allowances due and actually paid in major states (see Table 7.4) it is fairly evident that the problem of 'unmet demand' exists, in other words, unemployment allowances are due to workers for not being provided employment on demand as per MGNREGA, though paid only a very small fraction of what is due.

**Table 7.4 Unemployment allowances paid for not providing employment in major states of India, 2007-08 to 2013-14**

States	Unemployment allowance due	Unemployment allowance paid	
	No. of Days	No. of Days	Amount (Rs)
Assam	37064	0	0
Bihar	1270148	0	0
Gujarat	692117	19	1820
Hariyana	18930	0	0
Himachal Pradesh	621270	12	1320
Karnataka	745276	322	10836
Kerala	775611	31	1038
Madhya Pradesh	627763	21	1214
Maharashtra	413621	0	0
Odisha	226004	0	0
Punjab	3358232	71	6238
Rajasthan	680690	15	1200
Tamil Nadu	862564	282	99924
Tripura	74405	6	600
Uttar Pradesh	690635	218	24620
West Bengal	18409904	759	16575
Total	48361667	2478	180019

Source: Kumar (2013).

## 7.2 Constraints on Progress of MGNREGA

MGNREGA is basically centrally sponsored rural wage employment guarantee programme which is shown as rights-based. Workers on demand are given job cards and on their demand for work again they are provided work after the master roll for the same is prepared. On the basis of this master roll labour budget is prepared by the government, which incorporates not only wage cost but also material cost at the 60:40 ratio. This labour budget is prepared being

agreed upon by the central government and state government. In this sense, MGNREGA is shown to be demand-based.

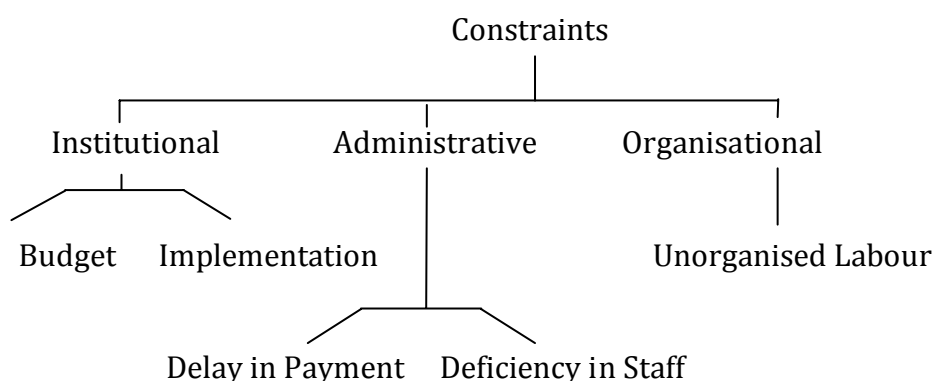
How far is it so? What is the real scenario while the Act is being implemented and there is large scale rural unemployment or underemployment?

Demand for employment is in fact generated by the government, for which budget provisions are made. On the other hand, supply of labour is given by the potential workers who are agreed to work on schemes at the given wage rate approved by the government, the wage rate being equal for both male and female. With MGNREGA fixed wage rate (for male and female alike) which is conceded by the workers the labour supply curve in the government sector is perfectly elastic. The demand for labour (by the government) curve also starts with perfect elasticity and coincides with the perfectly elastic supply curve on the assumption that there is no excess labour supply. But given the budget (as decided politically) labour demand turns out to be fixed at the fixed wage rate.

Against this brief conceptual backdrop of the problem we may now present schematically the constraints on progress of MGNREGA.

#### *Schematic Presentation of the Constraints*

The major constraints on progress of MGNREGA may be presented as follows.



**Figure 7.1 Schematic presentation of the constraints**

These constraints are briefly discussed in the following way.

i) Budget on MGNREGA

Issues of financial allocation, funds available and expenditure have been discussed in Chapter 3. It is also noted earlier that budget for MGNREGA is prepared centrally by the central government in consultation with the state government. Given the budget the demand for labour becomes fixed at the fixed wage rate for the financial year.

The supply-led character (Himanshu et.al., 2015) of this programme also becomes clear from the budgetary allocation of the government. The level of budget allocation has stayed this way for a few years now and as such in real terms the allocation has actually declined. This constitutes 0.3% of India's gross domestic product (GDP) [Misra 2014]. Consequently, survey report reveals that no unemployment compensation is claimed and so is paid in our sample panchayats. The scenario is almost same in Paschim Medinipur district as well as in the West Bengal. It is, in another way, means that, the beneficiaries are either not at all aware or not well aware about the provision of MGNREGA.

ii) Implementation

As regards implementation of MGNREGA, our micro level study reveals that it runs through a long drawn process. It involves four phases with multiple steps in each phase,

*Phase I: It has four steps which make a person enable to get work*

1. An adult person or a number of adult persons of a household can apply in form no. 1 to the panchayat pradhan to get a job card.
2. The application gets an entry in form no. 2 in the panchayat office by the panchayat officials.
3. Job card is issued within 15 days of application in form no. 3.
4. The applicant(s) must have individual bank/ postal/cooperative A/C number and it is connected with MGNREG programme.

In these stepladders the worker gets ready to get (not to demand) work under MGNREGA.

*Phase II: It involves three steps, application for job, its 'on line' entry and approval*

1. Application form no. 4a is filled up for job by the member(s) of the self-help group (SHG)/NGO/ a member specified by Gram Unnayan Samity (generally, comes from ruling political fold), who is approved and training is conducted by the programme officer (PO). It is filled up collectively for a pre-determined specified project.
2. The prepared form is sent to the panchayat office and then it is sent on line to the programme officer for approval.
3. In the means of approval, master roll is prepared and sent back to the concerned panchayat by the programme officer.

*Phase III: It runs through five steps, viz. work specified, provided and proceeds.*

1. Having master roll, the panchayat pradhan specifies work and work place and then work order is given based on synopsis of plan and estimate prepared by the Gram Unnayan Samity of the concerned Gram Samsad.
2. Work starts with sign board and photo copy of work site and daily attendance of the worker is taken by the trained supervisor.
3. Day to day work done is measured by the technical panchayat employee (Nirman sahayak) with the help of the job assistant/ gram rojgar sebak/additional gram rojgar sebak and in same time work progress with photo copy is submitted.
4. Finally, at the end of the specified work, master roll is made complete with final photo of the work site.
5. After completion of the work, the master roll comes back to panchayat office from work site and then it is copied there in employment register no.

3

*Phase IV: Comprises four stages, viz. data entry and bill claim, cheque received, pay order and finally, cash received by the suppliers and workers*

1. After completion of employment register no. 3, the panchayat makes on line data entry on volume and type of work, persondays created and



accordingly, wage and material bills are claimed there through the pipe line.

2. Through the pipe line payment is made in a time lag of at least 16 days (at most 180 days) on cheque to the panchayat account.
3. Having cheque, panchayat makes pay order to the concerned bank/post office/cooperative in favour of the accounts of workers and suppliers.
4. Finally, the workers and suppliers collect cash with a great effort in maintaining long queue and huge gathering, in addition to exercise of patience and passion through lapsing at least one working day in every payment.

The process of implementation, no doubt, is very lengthy and so, the workers are 'discouraged' (Himanshu et.al., 2015) to get job in this scheme. In the grass root level the political local leaders mostly take decisions: what to do, how to do and for whom to do and thus project get shaped and implemented through a complicated long-drawn jeopardized manner.

The supply-led character of the programme is substantiated by the limited government budget allocation, the process of application and process of implementation. In the process of application there is no scope of a worker to reveal his true demand for seeking job. The specified form No. 4a for job application is not filled up and submitted by the job card holder himself (or herself), rather it is done collectively for a pre-determined specified project by the member(s) of the self-help group (SHG) /NGO/ a member specified by Gram Unnayan Samity (generally, comes from ruling political fold). Effect of political affiliation of local leader appears on the supply side and is more pronounced in Gram panchayats. So, the scope (availability) of work in the locality and the bureaucratic nod based on budget constraint makes the demand realised to some extent and so, clearly the MGNREGA results in supply-determined Scheme. Moreover, the flow of resources from higher levels of the government to the panchayats is not assured according to the demand, rather the clear mechanism of flow of funds as needed according to the demand is constrained through the bureaucratic procedures (i.e, supply side constraints). There arise big gaps of

both vertical and horizontal coordination across levels of governments within the states which make the Scheme supply-led.

At the same time, the unmet demand analysis from the micro level study (shown in Table 7.5) is one of the instances of the supply-led character of the programme. Our study reveals that the annual average demand for persondays of the sample households from the scheme in Purba Medinipur and Paschim Medinipur districts are 106 and 121 respectively, but they are supplied 35.5 and 33 respectively for the corresponding districts in the financial year 2014-15. So, there arises unmet demand of 70.5 and 88 persondays in Purba Medinipur and Paschim Medinipur respectively. The decision of supply of works to the households as well as the choice of the working sites are mostly determined by the local ruling political leaders and it depends on his or her will and wish, not on the demand or choice made by the person or household independently. The widest gap is seen in the Jhargram sub-division of Paschim Medinipur district where most of the participants belong to the vulnerable group of the society, then followed by Midnapore sadar subdivision, Kharagpur sub-division and Ghatal sub-division of the same district. The gaps are moderately low in all subdivisions of Purba Medinipur district which is relatively developed. The percentages of unmet demand are 67 and 73 for Purba Medinipur and Paschim Medinipur respectively. In the same manner, percentages of gap to job supplied are 199 and 267 for Purba Medinipur and Paschim Medinipur respectively. These gaps arise due to the delay in wage payment, long-drawn process of implementation of the scheme and also budgetary constraints of centralized plan decision (because, there is no reflection of decentralized parameters in budgetary allocation). All these matters make the Scheme clearly 'supply-led', not the 'demand-driven' one. So, our third hypothesis is satisfied from our micro level study of 16 sample blocks of two selected districts.

**Table 7.5 Unmet demand analysis in sample districts by sub-division under MGNREGA, 2014-15**

Purba Midnapore						Paschim Midnapore					
Sub-division	Average persondays demanded (1)	Average job supplied (2)	unmet demand (3)	% of unmet demand (3)/(1)	% of gap to job supplied (3)/(2)	Sub-division	Average persondays demanded (1)	Average job supplied (2)	Unmet demand (3)	% of unmet demand (3)/(1)	% of gap to job supplied (3)/(2)
Contai	107	36.5	70.5	66	193	Mid. Sadar	125	35	90	72	257
Tamluk	108	37	71	66	192	Karagpur	115	33.5	81.5	71	243
Egra	106	34.5	71.5	67	207	Jhargram	136	31	105	77	243
Haldia	103	34	69	67	203	Ghatal	108	32.5	75.5	70	232
Average	106	35.5	70.5	67	199	Average	121	33	88	73	267

*Source: Field survey*

People's efforts to get jobs have been stymied by the fact that Governments have done nothing to encourage people to register demands. Sometimes even the officials deliberately do not give information as to unemployment allowance because they fear punishment for not providing jobs. There is also the problem of poor management of the Scheme and thus true potential of the MGNREGA is not being realised (Chaarlas, L. and Velmurugan, J. IJPSS, Vol. 2, Issue 6, p 259, June 2012). Alternatively, one would make an assertion that there might have socio-political threat upon the beneficiaries, which is the most likely outcome of the narrow politics and power politics exercised on behalf of the Government in most of the less developed countries like India.

The nature of works under this programme shows that most of them are conducted between the months of December and May (6 months) and the rest of the year very few schemes come into the scenario. The peak season of application is December to February. So, distribution of job is not evenly done throughout the year and clearly, there is a seasonal variation of working days.

*(iii) Delay in Payment*

The Ministry of Rural Development also admits and shows an alert on delay payment in this discourse (nrega.nic.in: state level analysis, MoRD, West Bengal). A recent report of the Comptroller and Auditor General (CAG) has pointed to issues such as a decline in employment generation, irregularities in work completion, wage payment, and unemployment allowance, and poor utilisation of funds, which threaten the effectiveness and sustainability of the Scheme (TOI 2013; IE 2013). The reasons cited for this include a low awareness among people regarding their entitlements under the Act (Bhatia and Dreze 2006); the arbitrariness of work measurement (Sankaran 2011); inadequate capacities at the panchayat level, which hamper implementation (Reddy and Upendranadh 2010); limitation of the social audit process (Gopal 2009); and deeply institutionalised corruption, inefficiency and non-accountability in governance (Ambasta, Shankar and Shah 2008).

As per our field survey, delay in payment varied from 16 days to 6 months for the sample workers who worked under MGNREGA (Table 7.6).

**Table 7.6 Percentage distribution of sample workers by delay in payment of MGNREGS wages**

Number of days	Purba Medinipur					Paschim Medinipur				
	Contai	Tamluk	Egra	Haldia	TOTAL	Mid. Sadar	Jhargrm	Khragpur	Ghatal	TOTAL
16-30	16	19	21	22	78 (19.5)	15	16	16	12	59(15)
31-60	14	16	16	18	64 (16)	13	12	14	10	49 (12)
61-90	15	22	14	19	70 (17.5)	13	14	14	11	52 (13)
91-120	12	17	17	18	64 (16)	20	22	18	24	84 (21)
121-180	43	26	32	23	124 (31)	39	36	38	43	156 (39)
Total HHs	100	100	100	100	400 (100)	100	100	100	100	400 (100)

*Notes: Figures in the parentheses showing percentage in total; HHs = households*

*Source: Field survey*

From our micro level study it is observed that 31% and 39% of the households face 121-180 days delay in payment of MGNREGS wage in Purba Medinipur and Paschim Medinipur districts respectively. No case is observed that payment is

made within 15 days of completion of work. In aggregate more than 80% households in Purba Medinipur and more than 85% households in Paschim Medinipur get payment after at least one month of delay due to long-drawn process of implementation of the scheme.

Delayed payment of wages to the workers is the most noticeable shortcoming of this Programme, which arises due to the long drawn process of implementation of the programme. Our field report shows that there remain considerable delays in making available the MGNREGA funds, leading to delays in initiating works, delays in closing of muster rolls, delays in work measurement, delay in data-entry and generation of pay order, bottleneck in flow of funds, delay in issuing cheque for wage-payments, delay in transfer of cash to sub-agency, delay in end-point wage disbursement, improper record-keeping (non-maintenance of muster rolls and job cards), hurdles related to bank payments, abandoning continuing works already started and sometimes, in delays of payment to workers. The shortage of staff is also one of the reasons of delay in execution of works and payment of wages.

Unemployment allowance is not disbursed. Under the stipulations of the Act the state government will be responsible for the payment of the unemployment allowance. Almost all states in India have not taken any interest in the disbursement of unemployment allowance or have tried to effectively scuttle it.

The fate of the workers is not in their hand (though the system sought to be decentralized and participatory in nature), rather led by visibly invisible hands: the so called multiple top to bottom (centralized) budgets and 'will with wish' of the decision makers (bottom to top).

### iii) Deficiency in staff

Most of the Panchayats in our study areas have been suffering from problems of under-staff. Thus, the whole process of planning and design of work, implementation, measurement and payment is marked with poor attention to quality and long delays. Without providing them requisite technically qualified and experienced staff to formulate and implement plans genuinely bottom-up,

replacing top-down legacy the capabilities of PRIs can't be upheld. The CAG report points out that besides affecting the implementation of the scheme and the provision of employment, this also impacted adversely on transparency.

iv) Unorganised labour.

MGNREGA workers are mostly poor not only economically but also educationally and organisationally, which forbade them to demand compensation on ground of non-availability of work under MGNREGA while they are willing to work.

### **7.3 Summary**

Percentage of unmet demand to total demand under MGNREGA varies across the states of India depending on budgetary provision and other supply constraints. In the same time, unmet demand analysis from the micro level study is one of the instances of the 'supply-led' character of the programme. Our study reveals that there arises a huge unmet demand in the sample households from the scheme in Purba Medinipur and Paschim Medinipur districts. All these matters make the project clearly 'supply-led', not the 'demand-driven' one.

Our micro level study involving the workers, panchayat and block office bearers and the stakeholders bears paramount importance to identify the real problems of implementation of the programme. In the process of Implementation of NREGA, our micro level study reveals that it runs through a long drawn process. It involves four phases with multiple steps in each phase. The process of implementation, no doubt, is very lengthy and so, the workers get discouraged to join the work under MGNREGA.

In the grass root level the political local leaders mostly take decisions: what to do, how to do and for whom to do and thus Scheme gets shaped and implemented through a complicated long-drawn jeopardized manner. The fate of the workers is not in their hand (though the system sought to be decentralized and participatory in nature), rather led by visibly invisible hands: the so called multiple top to bottom (centralized) budgets and 'will with wish' of the decision makers (bottom to top).

## Chapter 8

### CONCLUDING OBSERVATIONS

#### 8.1 Conclusion

Rural development has come out as a distinctive field of policy and practice, and research. The expression 'Rural Development' denotes all aspects of development that occur in a rural society. Different approaches to rural development have, however, developed among which decentralised planning and participatory development are prominent in recent years of academic discourse. Besides Tagore approach and Gandhi approach to rural development, there are general economic development approach, neoclassical approach, structural approach, target group approach, decentralised planning approach, system approach, integrated rural development approach, participatory decentralised planning and participatory development approach and micro-finance/self help group approach are available in the existing literature on rural development for the less developed countries like India.

West Bengal's share in the whole of India in respect of total number of workers with job cards, total number of individual workers employed, total number of households employed, total number of persondays generated and total number of households completed 100 days of work recorded an increase, which indicates that the state's performance in these respects was higher than that in the rest of India the period from 2012-13 to 2014-15. Values of most of these indicators were, however, fluctuating and low in this state compared to those of the whole of India and these registered decline in values in both West Bengal and India as a whole during this period.

Average persondays of employment and percentage of households completed 100 days of work under MGNREGA varied widely across the selected states of India including West Bengal. This variation in respect of these indicators was significantly explained by socio-economic and cultural development variables like rural poverty, rural literacy rate and per capita net state domestic product.

Percentage shares of West Bengal in the total persondays generated to women, SCs and STs in India as a whole recorded an impressive increase during 2008-09 to 2014-15. Absolute numbers of persondays generated for women, SCs and STs registered a decline during 2014-15 in both the state and the country as a whole. While making distribution of work among the prospective workers under MGNREGA there is hardly any consideration of the poor seeking employment under the programme, rather the non-poor are given a larger number of persondays of employment violating the norm of equity.

Percentage of women participating in MGNREGA schemes to total employment generated in West Bengal and the whole of India showed an increasing trend during 2006-07 to 2014-15, the CAGR being higher in West Bengal than that in India as a whole, which are significant at 1 per cent level. There were significant differences between the MGNREGS wage rate and the casual overall and male wage rates. The lower (even zero) opportunity cost of the women and significantly higher MGNREGS wage rate compared to their casual wage rate are attributed to higher participation of women.

Funds available in West Bengal recorded an increase during 2008-09 to 2012-13, but fell sharply after 2012-13. On the other hand, fund utilisation after 2010-11 recorded consistent improvement. Share of the state in total fund available under MGNREGA was low during 2006-07 to 2010-11, which turned out to be favourable after that, i.e., during the NDA period at the centre and the present government at the state. Given the budget constraint the planning and implementation of the MGNREGA turns out to be supply-led, not a demand-driven one. The fluctuation in respect of generation of 100 days of work for the households under MGNREGS during 2006-07 to 2014-15 in West Bengal as well as the whole of India confirms the supply-led character of the MGNREGS. There is a falling tendency of the proportion of SCs and STs in West Bengal as well as India as a whole after 2012-13 and onwards (in contrast to the rising participation of women workforce) due to the delay of wage payment, long-drawn process of generation of employment. This occurred while work



completion rates under MGNREGA during 2008-09 to 2012-13 was high in both West Bengal and India.

Under MGNREGA, the provision of equal wage rate for men and women has been creating a better socio-economic scenario for the rural development. This may explain, to an assured extent, the higher women participation.

Average persondays of work under MGNREGA varied widely across the districts of West Bengal. This variation in respect of this indicator may be explained by socio-economic and cultural development variables like rural poverty, rural literacy rate and per capita district domestic product. Percentage shares of both scheduled castes (SCs) and scheduled tribes (STs) workers employed under MGNREGA declined during 2014-15 compared to 2013-14.

At the aggregate level of the state of West Bengal percentages of SC and ST workers to total workers were higher than those of the respective population shares. But at the disaggregate level of the districts there were 9 districts out of total 18 rural districts where the percentage shares of the SCs and STs workers under the Scheme were less than those of their respective population. The works completed under MGNREGA in two sample districts and West Bengal as a whole were mostly water conservation and water related works during 2010-11.

All sample blocks in Paschim Medinipur district ( also the district as a whole) and most of the sample blocks of Purba Medinipur except Contai-I and Egra-II and Purba Medinipur as a whole had more than the proportion of registered SCs workers under MGNREGA than their corresponding registered households MGNREGA and population percentage. But, in case of STs the situation was opposite in Purba Medinipur, while in Paschim Medinipur except Dashpur-II all other sample blocks including the district as a whole had more than proportion of registered ST workers under MGNREGA than their corresponding registered households under MGNREGA and population shares.

Participation rates of SCs and STs in MGNREGS for most of the sample blocks of two districts declined in 2014-15 compared to 2013-14.

In most cases for STs and some cases for SCs there arose an unmet demand in both sample districts (assuming that % of registered households under MGNREGA denote demand and there % of work provided to them is supply).

Completion rates of works under MGNREGA were fairly high in the sample blocks of both Purba Medinipur and Paschim Medinipur districts.

Considering the mean differences of percentage of households completed 100 days of work and average persondays of work in sample blocks of Purba Medinipur and Paschim Medinipur districts, we see that the differences were not statistically significant.

In most of the blocks of Purba Medinipur and the district as a whole SCs and STs have relatively low share of 100 days of work under MGNREGA. In case of the sample blocks of Paschim Medinipur district most of STs and in some of cases SCs face problems in attaining the requisite and due share of 100 days of work under MGNREGA.

Young generation, particularly male workers are 'discouraged' to work under MGNREGA due to the delay in payments and other constraints like long drawn process of implementation of the programme and supply-led character of the programme. At the same time, the majority of the participants (a large part of women workers and a part of male workers aged 60 years and above) have low or even zero opportunity cost. This explains higher participation of women in schemes implemented under MGNREGA over years.

The supply-led character of the programme is substantiated by the limited government budget allocation and in the same time unmet demand analysis from the micro level study is one of the instances of the same character of the programme. Percentage of unmet demand to total demand under MGNREGA varies across the states of India depending on budgetary provision and other supply constraints. At the same time, unmet demand analysis based on both secondary data and primary data reflect the 'supply-led' character of the programme. There arises a huge unmet demand in the sample households from

the scheme in Purba Medinipur and Paschim Medinipur districts. All these matters make the project clearly 'supply-led', not the 'demand-driven' one.

There are extensive unmet demands of the sample households from the scheme in both sample districts. The widest gap is seen in the Jhargram sub-division of Paschim Medinipur district where most of the participants belong to the vulnerable group of the society, then followed by Midnapore sadar subdivision, Kharagpur sub-division and Ghatal sub-division of the same district. The gaps are moderately low in all sub-divisions of Purba Medinipur district.

The 'supply-led' character of the programme is also substantiated by the process of application and process of implementation. In the grass root level the political local leaders mostly take decisions: what to do, how to do and for whom to do and thus project get shaped and implemented through a complicated long-drawn jeopardized manner. The fate of the workers is not in their hand (though the system sought to be decentralized and participatory in nature), rather led by visibly invisible hands: the so called multiple top to bottom (centralized) budgets and 'will with wish' of the decision makers (bottom to top). Moreover there arise big gaps of both vertical and horizontal coordination across levels of governments within the states which make the scheme 'supply-led'.

Panchayat and block office bearers and other stakeholders bears paramount importance to identify the real problems of implementation of the programme. Implementation of NREGA runs through a long drawn process. It involves four phases with multiple steps in each phase. The process of implementation, no doubt, is very lengthy and so, the workers are 'discouraged' to get job in this scheme.

MGNREGA has made an ample opportunity in generating employment for the rural women. MGNREGA is an important work employment programme aiming at poverty alleviation, durable productive asset creation and thus sustainable rural development.

The financial and physical progress of MGNREGA is halting and is getting statistically insignificant given the budget allocation and long-drawn process and

unsound management. But the qualitative progress in terms of employment for women, SCs and STs, productive asset creation and environmental improvement is substantial.

It has substantial role in women's empowerment given the higher emphasis on women's employment and their participation in the programme as per their rising demand. The wage paid to the beneficiaries in this programme is equitable across gender and castes, and the real wage rate has been rising over years of its implementation. Major limitation of this programme arises out of the long-drawn process from planning to implementation. Performance differential across the regions / districts is explained by differential level of their economic and cultural development.

## **8.2 Policy Recommendations**

The policy recommendations that emerge from the discussion on different issues of MGNREGA are briefly stated as follows.

- i) Since the number of persondays and 100 days employment generation crucially depends upon the budget allocation and availability of funds the budgeted funds needs to be enhanced in real terms for ensuring higher participation of workers in the scheme.
- ii) MGNREGA aimed at creation and guarantee of employment for all workers in a general way. Since the vulnerable sections of the society face the problem of high 'unmet demand' relative to the other sections of the society its general character needs to be reviewed. It may be turned into the target group-oriented programme, particularly in the relatively backward states, districts and blocks where the incidence of rural poverty as well as 'unmet demand' is relatively high.
- iii) In the relatively backward region the limit to maximum 100 days' employment needs to be enhanced so that larger impact on rural development is ensured.
- iv) Since the number of persondays and 100 days' employment depends upon not only funds available but also wage rate the real wage rate needs to be

kept constant to ensure higher persondays of employment and larger participation of workers, to contain inflation and casual real wage.

- v) Every expenditure under MGNREGS must be productive so that rural development is facilitated and inflation is checked.
- vi) There needs to be the simplification of the procedure of employment of workers willing to work under MGNREGA. The shortening and simplification of the procedure of its implementation will reduce the extent of 'discouraged workers'.
- vii) Regional disparity that still exists needs to be curbed and diminished for the sake of larger impact of this centrally sponsored scheme on rural development.

### **8.3 Limitations of the Study**

Some of the limitations of the present study are as follows.

- (i) Voluntary contribution of people to create assets and resource mobilization under MGNREGS as the components of participatory development could not be examined.
- (ii) A comparative study of political intervention in relation to participatory development through MGNREGA of rural areas could not be elaborately done.
- (iii) The political identity of the participants in the MGNREGS could not be taken into consideration while analyzing the factors determining people's participation.

### **8.4 Scope of Future Study**

The following are the areas of MGNREGS as the participatory rural development process in which future research may be conducted.

- (i) A comparative study on all kinds of benefits accruing to different sections of people through development programmes including MGNREGS ought to be

undertaken so that participatory development also turns into and transcends to be inclusive development.

- (ii) An in-depth study on political parties and political identities of the beneficiaries in relation to MGNREGS as participatory development may be undertaken at the micro level.

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## APPENDIX : A

### A1. Legal Enabling Environment for People's Participation

Philippines	:	Local Government Code (1990)
India	:	73 <sup>rd</sup> and 74 <sup>th</sup> Constitutional Amendments 1993-94
Honduras	:	Municipal Law (1990)
Bolivia	:	Popular participation Law (1992)
Namibia	:	Local Authority Act (1992)
Uganda	:	Local Government Act (1997)
Tanzania	:	Local Authorities Act (1992)

### A2. Selected Examples of Institutional Channels for People's Participation

Tanzania	:	Ward Development Committee
Zimbabwe	:	Village Development Committees
Uganda	:	Resistance Councils and Committee
Nepal	:	Village Development Council
Colombia	:	Overseeing Committees
Bolivia	:	Village Committees
India	:	Gram Sabha and Ward Committees <sup>1</sup>

### A.3 Stakeholders of the Programme

The MGNREGA is implemented as a Centrally Sponsored Scheme on a cost-sharing basis between the Centre and the States as determined by the Act. Implementation of the Mahatma Gandhi NREGA (MGNREGA) involves roles and responsibilities of a large number of stakeholders from the village to the national level. The key stakeholders are: wage seekers, gram sabha, three-tier panchayati raj institution (PRIs), programme officer (PO), District Programme Coordinator (DPC), state government, ministry of rural development (MoRD), Civil Society and Other stakeholders [viz. line departments, convergence departments, Self-Help Groups (SHGs), etc.].

1. Wage seekers: Wage seekers are the primary stakeholders of the Programme. Their exercise of rights and demand for work are the main triggers of key processes.
2. Gram Sabha (GS): The Gram Sabha (GS) is the principal forum for wage seekers to raise their voices and make demands.
3. Three-tier Panchayati Raj Institutions (PRIs) Viz., Gram Panchayat (GP), Block Panchayat (BP) and District Panchayat (DP)  
Gram Panchayat (GP): The GP is the pivotal body for planning and implementation of MGNREGA. Where Part IX of the Constitution does not apply, local councils/authorities as mandated by the State concerned will be invested with corresponding responsibilities. Programme Officer (PO) is required to allot at least 50 per cent of the works in terms of cost to the GPs for implementation.
4. Programme Officer (PO): The PO acts as a coordinator for Mahatma Gandhi NREGS (MGNREGS) at the Block level. The primary responsibility of the PO

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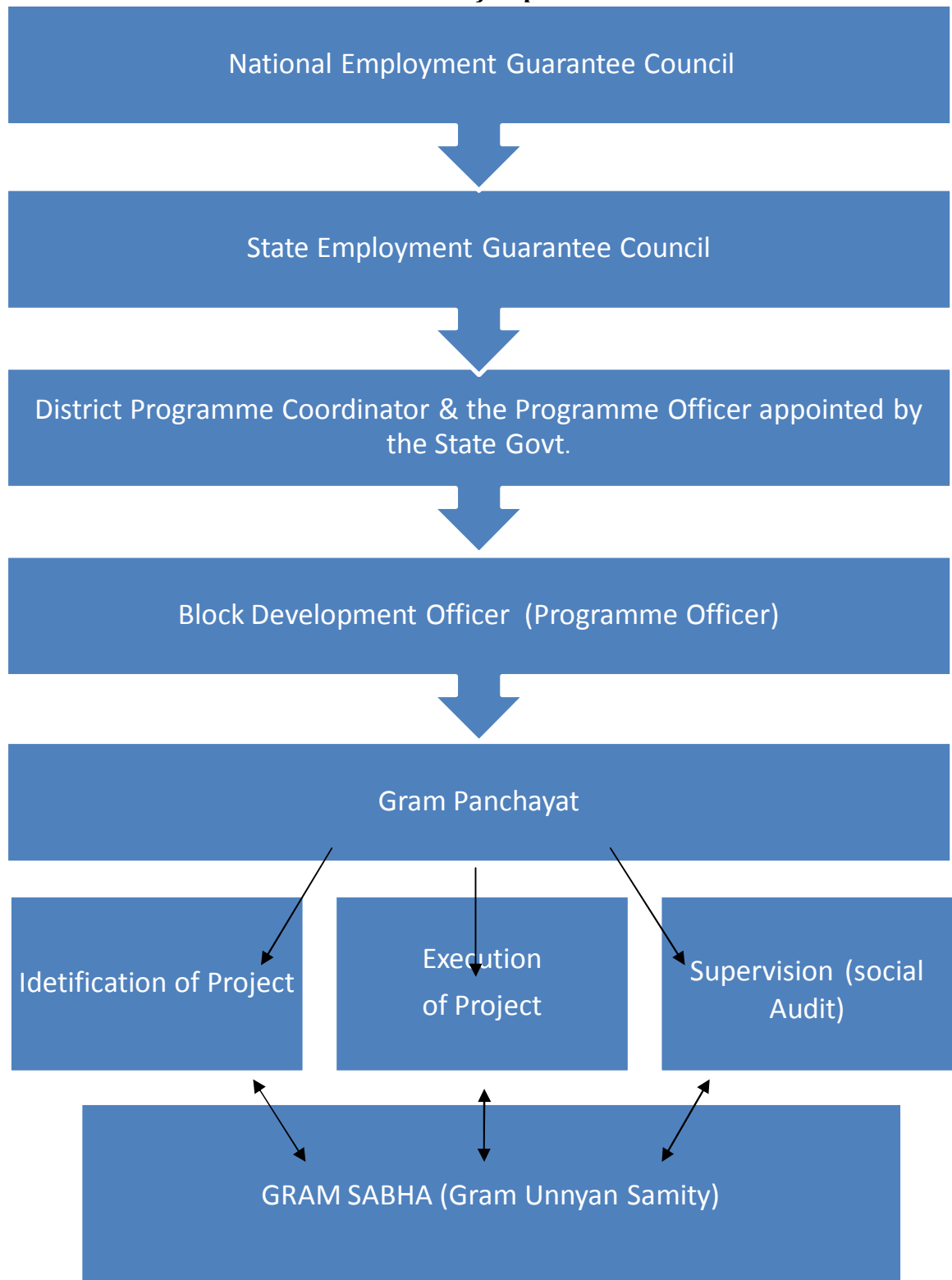
<sup>1</sup> Dutta, P (2005), *ibid*

- is to ensure that anyone who applies for work gets employment within 15 days. The PO is the overall in-charge of all MGNREGS works in the Block.
5. District Programme Coordinator (DPC): The State Government designates a DPC, who can be either the Chief Executive Officer of the District Panchayat (DP), or the District Collector (DC), or any other District-level officer of appropriate rank. The DPC is responsible for the implementation of the scheme in the district, in accordance with the provisions made in the MGNREGA 2005 and rules and guidelines made there under.
  6. State Employment Guarantee Council (SEGC): A State Employment Guarantee Council (SEGC) (or 'State Council') is to be set up by every State Government under Section 12 of MGNREGA.
  7. Central Employment Guarantee Council (CEGC): The Central Employment Guarantee Council (CEGC) (or 'Central Council') has been set up under the Chairmanship of the Union Minister of Rural Development.
  8. Ministry of Rural Development (MoRD): The Ministry of Rural Development is the nodal Ministry for the implementation of MGNREGA.
  9. Civil Society: Civil Society Organisations (CSOs) working at the grass-roots can play a very significant role in awareness generation among wage-seekers and in supporting and building capacities of GPs and State Governments in planning, implementation and social audit of MGNREGA. Self Help Groups (SHGs) can play a direct role in spreading awareness, organizing work, accessing entitlements and ensuring social accountability.
  10. Other stakeholders: The members of line departments and convergence departments, so, this includes:
    - (i) Members of Social Audit Unit, Vigilance and Monitoring Committees,
    - (ii) Technical Staff of implementing agencies,
    - (iii) Departments with whom MoU has been signed for convergence with MGNREGA, viz, Ministry of Agriculture, Ministry of Forest & Environment, Ministry of Water Resources, Department of Rural Development, Department of Land Resources and Ministry of Drinking water and Sanitation,
    - (iv) Departments which stand to benefit from MGNREGA like Agriculture, Water Resources/Irrigation, and Forest etc.

*[Source: Various Notification of Govt. of India on NREGA; nrega.nic.in]*

#### A.4 Multi-tier Structure and Key Funfionaries of MGNREGA

##### *Multi-tier Structure of Implementation*



**Table A.5 Roles and Responsibilities of Key Funfionaries of MGNREGA**

Institutions/Personalities	Activities Performed
<p>Central Government, Central Employment Guarantee Council, Ministry of Rural Development (MoRD), Civil Society.</p>	<p>Set up National Employment Guarantee Fund and Ensures fund flow            Make Rules under the Act            Establish a central evaluation and monitoring system            Advise the Central Government on all matters concerning the implementation of the Act            Promote the widest possible dissemination of information about the Schemes            Set up employment guarantee council for advisory            Independent monitoring and evaluation            Facilitate technical support and capacity building to improve outcomes            Empowered rural development ministry( nodal Ministry)</p>
<p>State Government, State Employment Guarantee Council.</p>	<p>Evolve regulations            Set up employment guarantee council            Establish and operationalise a State Employment Guarantee Fund (SEGF).            Advise the State Government on the implementation of the Scheme            Evaluate and monitor the Scheme within the State            Promote widest possible dissemination of information about this Act and the Schemes under it            Establish a network of professional agencies for training, technical support and for quality control measures.            Regular review, research, monitoring and evaluation of MGNREGS processes and outcomes            Generate widest possible awareness about MGNREGA across the State</p>
<p>District Panchayat (Zilla Parisad), District Programme Coordinator (DPC), Additional District Programme Coordinator.</p>	<p>Prepare district annual plan            Preparation of District Labour budget            Implement works (not mandatory)            District level coordination of activities            Monitoring and supervision of the MGNREG Scheme in the District            Ensure timely release and utilization of funds            Carry out responsibilities related to grievance</p>



Block Panchayat (Panchayat Samity), Intermediate Panchayat, Programme Officer (PO), Technical Assistant, Computer Operators-cum-Accounts Clerk, Block Resource Centre (BRC),	Coordinate block level plan Identify possible works based on village plan Design and implement works (not mandatory) Support in formation of Labour Groups Supervise and monitor the projects taken up at the Gram Panchayat and Block level Ensuring baseline surveys to assess work demand Facilitating technical support to Gram Panchayats by CFTs
Gram Panchayat (GP), Gram Rozgar Sahayak or Employment Guarantee Assistant, Mates of GP, Panchayat Development Officer (PDO), Cluster Facilitation Teams, Junion Engineer (works), Village Level Entrepreneurs (VLEs)	Registering households. Issuing Job Cards (JCs) Prepare village plan Maintaining records as specified Support in the formation of Labour Groups Identify, design and implement 50% works Set up local institutions to facilitate implementation Evaluate and monitor implementation Awareness generation and social mobilization. Convening the Gram Sabha for planning & social audit Prepare annual report containing the facts and figures and achievements

Sources: 1. Roles and Responsibilities of Key Funfionaries, MoRD, New Delhi; and CWEPA, NIRD, Hyderabad: June 2014 and 2. *Centre for Science and Environment, New Delhi.*

### **A.6 Extent of Participatory Rural Development Approach**

Inspired by the revolutionary work of Paulo Freire (1968), participatory process has been 'in vogue' in the development discourse since the seventies and the literature in the subject has grown dramatically since. Used enthusiastically by academics, social workers, aid agencies and politicians alike, and applied to a number of public issues since the nineties, participation has evolved into a panacea for a range of human maladies by ostensibly allowing development processes to become more inclusive, more transparent, more equitable, and more responsible. The interest of national governments and multilateral institutions such as the World Bank and the United Nations agencies in applying the concept is telling, and vouches for its mass appeal despite the fact that this attention has also given rise to claims that such agencies have 'depoliticized' participation. Even though discourse on participation has been generally positive in mainstream analysis, the rapid proliferation of the term and its myriad applications have sparked a great deal of debate and controversy and served as an impetus for more critical analyses of the concept in recent times. Despite the lack of consensus on the importance of and a conceptual framework for participation it has remained a key theme in development dialogue for few

decades.<sup>2</sup> In the 1970s and 1980s there was widespread institutionalization of the rhetoric of participatory development in response to evidence of the failure of large numbers of expensive large-scale, top-down projects in both capitalist and socialist countries. In the 1980s this emphasis on participatory development was also part of the move to 'role back the state' and to put greater emphasis on non-governmental organizations as providers of services previously supplied by the state. By the end of the 1980s participatory development had become an established umbrella term for a new style of development. There is a plethora of manuals on techniques for range of organizations.<sup>3</sup>

Kurian (1997) put the evolution and emergence of participatory approach differently. According to him, participatory development, its emergence and evolution have been a movement of development debate from its focus on goods and services to highlight the prime role that public participation plays in the process. Participation has been added as a fresh ingredient of development. Phrases such as planning from below, involving the people, incorporating people's knowledge, are part of the emerging common orthodoxy of development. A sharp sense of distrust and scepticism about the all top down process of development, particularly, that by the State has been the common thread with this new approach to development. It also hardly spares the bureaucracy, which is being viewed with strong suspicion, and western knowledge and technology. Truly it is a strategy working through non-government organizations or micro level interventions to empower people, which is expected to effect a macro change in the economy.<sup>4</sup>

The most serious issue, according to UN experts on participatory development, is related to the structural relationships and the importance of developing people's capacities and skills to negotiate in a rational manner and seek the resources and changes that improve their lives. This is most important from the point of view of securing a sustainable and long-term development for the people. Unless the capacities of the local people are enhanced, the programme itself loses its sustainability. Literacy, awareness on the local development issues and civic duties, responsibilities and rights are the necessary pre-conditions as the background for creating such a capacity. Most of the social engineers and activists of the campaign in Kerala were eloquent on these issues in the focus group discussion sessions.

Apart from and along with the macro environment for participation, certain micro level realities also contribute and encourage, sometimes discourage and batter, participation. They are categorized as personal factors, social and

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<sup>2</sup> Shaikh, A (2006), "Participatory Development", *Working Paper* No. 06/01, the Australian National University.

<sup>3</sup>.([http://www.lindaswebs.org.uk/page1\\_Development/Participation?Participation.htm](http://www.lindaswebs.org.uk/page1_Development/Participation?Participation.htm)) 10/06/2009

<sup>4</sup> Kurian (1997), "On Development and Public Action: A Reflection on the Kerala Experience", in Bastian and Bastian (Eds) (1997), *Assessing Participation: A Debate from South Asia*, New Delhi: Konark.

economic factors and environmental factors. The personal aspects like age, sex, marital status, motives for participation, social and economic factors such as income, education, employment, and political association of the individual were found to be influencing participation, while the most significant factors were the environmental factors like awareness and interest.

Sustaining the tempo of participation is much more difficult than mobilizing people for the participatory development. Empty chairs at the Grama Sabha venues are often seen at many places. However, thick audience and spontaneous crowds were not uncommon scenes. Participation in the Grama Sabha also serves as a vigilant check on the evils of corruption and nepotism. The high income people as well as the highly educated abstained from participating in the programme for their own reasons. This may be perhaps because the sensitizing efforts were focused on a particular group or the programme has created an impression that participatory development is the business of the poor or the illiterate. The concern for participation has led development planners, experts and academicians to conceptually elaborate the meaning of participation and its various connotations.

In spite of the disagreement on various aspects of participation like meaning and definition, most of the analysts emphasise on the decision making role of community as an essential ingredient of participation (Fleming, 1991). As Cornie (Cornie et al, 1987) observes, such participation, where there is a voice in crucial decisions, helps to influence the design of policies, so that they correspond to the needs and conditions of the people. Participation is also defined as sharing of the benefit of projects, development economists view it, and as community's contribution to decision making as social planners view it (Fenstar, 1993).

Some relevant questions pertaining to participation are now briefly presented as follows.

### ***What Participation?***

It is a crucial question: who will participate or whose participation is essential for regeneration? For this it is necessary to identify the stakeholders of that project. Stakeholder is any person who is directly related to the project or group or institution and who will act as the interest group for the project. Thus, it includes intended beneficiaries, intermediaries, witnesses and losers. According to their significance stakeholders can be categorized into two groups:

Primary Stakeholders: Who are expecting to get benefit from or to be adversely affected by the project intervention?

Secondary Stakeholders: Those with some intermediary roles.

### ***Participation to What Extent?***

Community people must be involved in the activities of project formulation, which affect every stage of a project. They should participate in the –

decision making (problem identification)  
planning and implementation  
monitoring and evaluation  
sharing the benefits of development

So people must be at the centre of development. Development has to rotate around people, not people should dance surrounding the development.

### ***Participation in Which Way?***

Participation of people cannot be understood without its proper context. As every task involving people has various dimensions, participation of people has to be visualized in the context of different aspects of developmental tasks. They could be as follows:

### ***Participation as Contribution***

The dominant interpretation of participation in development projects in the Third World sees participation as implying voluntary or other forms of contributions by rural people to pre-determined programmes and projects. It is indeed the fundamental tool for success. There are, of course, a whole variety of ways whereby these contributions are forthcoming and managed but, whatever the guise under which they are presented, they form the core of the participatory element in the project.

### ***Participation as Organization***

There has been an argument across the range of development literature and practice that organization is a fundamental instrument of participation. The distinction lies between the origins of the organizational form which will serve as the vehicle for participation.

### ***Participation as Empowerment***

The notion of participation as an exercise of empowering rural people has gained wide support. Some see empowering as the development of skills and abilities to enable rural people to manage better, to have a say in or negotiate with existing development delivery systems, while others see it as more fundamental and essentially concerned with enabling rural people to decide upon and to take the actions which, they believe, are essential to their development. Whatever the disagreement in perspective, the relationship between participation and power is now widely recognized.

It is now relevant to note that decentralized planning is the order of the day, where people's participation and individual freedom form the basis for social decision-making. It is an approach to bring the planning process closer to the people so that they can decide their development priorities and participate in planning and implementation. It may be noted here that the idea of decentralized planning has developed as a reaction to centralized planning which, in its turn,

had emerged in the context of market failures to achieve social objectives, particularly in developing economies and these market failures relate to externalities and public goods such as infrastructural facilities (e.g., irrigation, roads, rural electrification etc.) and there is need for social action at the appropriate level. In situations where both markets and governments fail to realize the social development goals decentralized planning is emphasized by social scientists and international institutions like the World Bank and the United Nations in its UNDP, which would, it is held, achieve efficiency along with social equity. The decentralized decision-making in economic activities enhances efficiency in various ways. In the first place, the involvement of the people reduces the project cost by utilizing the resources more efficiently than a bureaucratic system does. If the local people feel that it is their money being spent, they are likely to keep a tighter lid on expenditure and to utilize resources efficiently.<sup>5</sup> Local involvement as mentioned earlier also opens up the opportunity to add voluntary contributions to amplify a programme or project's impact where structural, technological, institutional and organizational obstacles to overall growth are there, and the equitable spread can also be better identified when viewed in the proximity of the specific area and the people.

Community participation, being one of the strong features of decentralized planning, is important to achieve socio-economic uplift for all sections of people because of the following reasons:

- (i) Active involvement of the community helps in the preparation and execution of effective development action plans by making assessment of the felt needs and constraints of the people easier.
- (ii) Participation of community members in the development planning process helps in mobilizing resources for effective plan implementation. Besides, it also minimizes the cost of implementation of the developmental programme by reducing the cost of supervision and by eliminating irrelevant components in the action plan. Apart from these, people's participation steps up the speed of implementation of the programmes by mobilizing popular support and cooperation between groups having diversified objectives and interests.
- (iii) Community participation in developmental activities makes the tasks of monitoring and supervision more effective. This ultimately reduces the amount of leakages of resources, both material and human, in the delivery system and in this process minimizes the "distortion effect" in the implementation of the plan.
- (iv) Involvement of people in the process of development planning also acts as a "Pressure Group" from below, thereby creating conducive environments for formulation of effective plans and its better implementation.
- (v) Finally, the most important agenda for community participation in the process of development, plan formulation and its implementation is that it is primarily required to reduce unequal distribution of power and means of production between groups so as to "positively restructure" out existing society in favour of the so far deprived sections, since generation of

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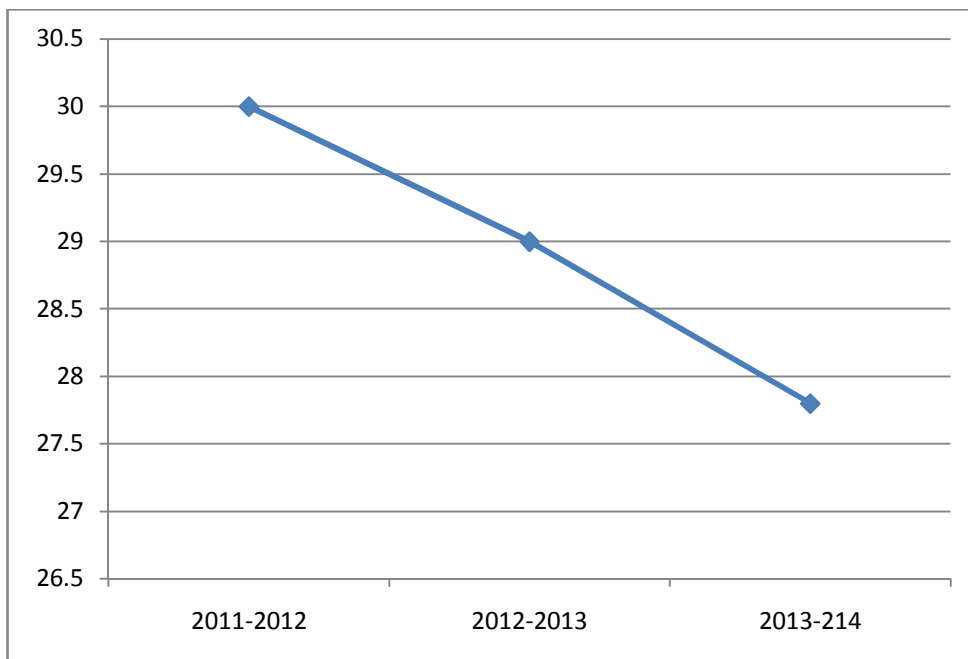
<sup>5</sup> UNDP (1993), *Human Development Report*, New Delhi: Oxford University Press.

poverty is a function of concentration of power in a few privileged classes or groups in our society and poverty acts as a major obstacle to achieve the objective of development effort.

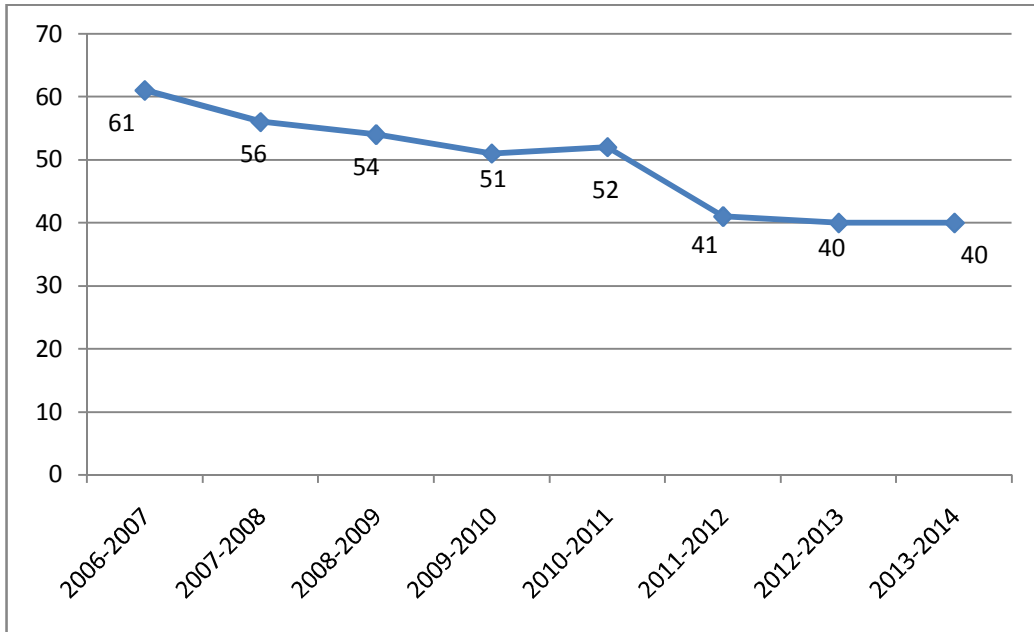
It may be noted that enabling legal frameworks and institutional channels for citizen participation at the local level have been developed in many developing countries like Philippines, Honduras, Bolivia, Namibia, Uganda and Tanzania (See, Appendix –A.2)

It is now pertinent to discuss some issues relating to participatory development in India including the state of West Bengal, which is done in the sections that follow.

### A.7 Decline in SCs and STs national participation rate in MGNREGA



*Figure A1 Decline in SCs and STs participation rate in India under MGNREGA, 2011-12 to 2013-14*



*Figure A2 Percentage share of scheduled castes and scheduled tribes in MGNREGA employment declined in India, 2006-07 to 2013-14*

According to the official data, table B34 shows that overall MGNREGA participation has declined over recent years, from 30.0% in 2011–12 to 27.8% in 2013–14 (Figure A1). The number of individuals who worked in MGNREGA has fallen from 5.06 crores in 2011–12 to 4.79 crores in 2013–14. In the same time Share of scheduled castes and tribes in MGNREGA employment declined since 2006-07 (Figure A2)

## APPENDIX : B

### List of Tables

**Table B1 Number of households completed 100 days of work in major 16 states in India, 2006-07 to 2014-15**

States	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
AndhPradesh	57946	432357	483058	1395537	964213	870048	1014092	752617	375426
Assam	185160	239473	176778	130457	45490	17009	9807	15505	10378
Bihar	60310	52825	102097	282797	208463	153088	180613	123485	33097
Chhattisgarh	130302	256071	251674	160857	184497	215395	244431	346292	48020
Gujarat	12208	11416	49160	103752	67653	41442	52316	29323	16477
Jharkhand	51065	49836	93838	133296	131149	57163	86656	68861	82419
Karnataka	133713	23081	27009	445930	131575	45129	104364	117725	41079
Kerala	537	59443	14344	43596	67970	124317	340483	406614	98430
Madh. Pradesh	531556	922107	979026	678717	467119	259390	196329	175651	158075
Maharashtra	00	8349	32510	22630	28240	155526	231211	122629	165534
Odisha	154118	35619	52459	82710	204229	47664	75085	156781	81959
Rajasthan	639219	911248	2631892	1514420	495830	326514	421436	446095	281036
Tamil Nadu	1824	77053	508122	760689	112076	601747	134872	920784	329866
Tripura	19577	1772	56930	214218	81422	202459	226293	285695	251486
Uttar Pradesh	154953	436032	647525	796929	600559	302736	70545	160598	109791
West Bengal	18817 (0.8)	31460 (0.9)	23050 (0.35)	72123 (1.02)	104967 (1.9)	109019 (2.80)	253088 (4.89)	281007 (6.03)	158982 (6.39)
All India	2236227 (100)	3596076 (100)	6519068 (100)	7083236 (100)	5561741 (100)	3896589 (100)	5173796 (100)	4659447 (100)	2486967 (100)

Source: *nrega.nic.in*

**Table B2 Persondays generated to women under MGNREGA in 16 major states of India, 2006-07 to 2014-15 (in Lakh)**

States	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
Andhra Pradesh	365	1153	1591	2350	1912	1600	1910	1758	909
Assam	178	146	204	203	125	88	82	74	59
Bihar	93	209	278	341	457	180	289	302	135
Chhattisgarh	269	545	590	513	540	549	561	630	277
Gujarat	48	38	91	278	218	141	121	101	78
Jharkhand	195	192	210	289	278	188	185	139	145
Karnataka	201	96	145	737	505	321	286	335	204
Kerala	12	42	131	300	434	587	779	809	542
MP	842	1131	1275	1161	976	671	594	524	507
Maharashtra	0	67	194	109	92	299	389	226	267
Odisha	276	117	163	201	385	175	196	239	181
Rajasthan	668	1153	3241	3009	2068	1458	1519	1246	1150
Tamil Nadu	146	525	959	1982	2218	2231	3026	3087	2284
Tripura	37	80	179	189	144	189	213	246	253
Uttar Pradesh	125	183	411	771	717	455	278	389	324
West Bengal	76	154	209	519 (3.83)	523 (4.26)	465 (4.56)	680 (5.76)	820 (7.04)	703 (7.71)
All India	3578	5927	10329	13557 (100)	12273 (100)	10198 (100)	11823 (100)	11640 (100)	9118 (100)

Source: *nrega.nic.in*



**Table B3 Persondays generated to scheduled caste under MGNREGA in 16 major states of India (in Lakh)**

States	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
Andhra Pradesh	202	557	715	998	815	747	765	693	353
Assam	50	37	78	89	52	20	19	20	13
Bihar	281	390	467	515	728	154	259	251	102
Chhattisgarh	84	196	204	160	162	117	108	117	60
Gujarat	7	5	37	87	72	24	24	18	12
Jharkhand	122	155	130	135	112	77	73	56	61
Karnataka	132	60	80	335	177	110	104	114	69
Kerala	4	10	30	57	78	90	133	146	103
Madhya Pradesh	313	492	425	485	425	333	264	212	187
Maharashtra	0	34	69	70	44	38	78	51	62
Odisha	189	91	88	106	177	79	96	116	85
Rajasthan	160	323	1390	1194	772	353	433	365	332
Tamil Nadu	102	370	725	1412	1550	871	1280	1091	774
Tripura	8	38	82	83	67	88	91	90	88
Uttar Pradesh	468	733	1217	2008	1807	837	478	615	450
West Bengal	159	351	295	572 (6.62)	573 (7.28)	484 (10.38)	657 (12.83)	769 (15.30)	547 (14.72)
All India	2335	3936	6300	8642 (100)	7876 (100)	4661 (100)	5121 (100)	5027 (100)	3716 (100)

Source: *nrega.nic.in*

**Table B4 Persondays generated (in Lakh) to scheduled tribe under MGNREGA in 16 major states of India, 2006-07 to 2014-15**

States	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
Andhra Pradesh	88	257	354	595	537	508	505	440	184
Assam	265	191	259	227	128	81	65	48	32
Bihar	19	21	21	25	34	11	18	18	06
Chhattisgarh	319	545	514	398	405	456	459	521	178
Gujarat	65	59	108	231	203	125	109	95	72
Jharkhand	210	311	298	362	350	235	229	162	162
Karnataka	87	38	40	172	102	58	55	57	36
Kerala	03	10	14	18	15	15	22	25	22
Madhya Pradesh	959	1342	1380	1190	955	432	400	402	336
Maharashtra	0	71	185	91	51	111	147	102	115
Odisha	394	136	155	201	347	173	206	291	222
Rajasthan	643	779	1123	1012	705	517	534	481	445
Tamil Nadu	04	17	21	60	59	39	54	48	30
Tripura	31	76	159	189	163	206	222	226	227
Uttar Pradesh	26	25	45	53	70	33	14	18	11
West Bengal	82	134	117	223 (3.87)	208 (3.88)	147 (3.8)	201 (4.90)	222 (5.75)	144 (5.09)
All India	3277	4136	5494	5764 (100)	5360 (100)	3862 (100)	4100 (100)	3862 (100)	2827 (100)

Source: *nrega.nic.in*

**Table B5 Percentage of women person-days under MGNREGA in 21 states of India, 2006-07 to 2014-15**

States	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
Andh. Prad	55	58	58	58	57	58	55	55	59
Assam	32	31	27	28	27	25	29	29	28
Bihar	17	28	30	30	28	29	33	36	37
Chhattisgarh	39	42	47	49	49	45	47	48	50
Gujarat	50	47	43	48	44	45	45	46	43
Haryana	31	34	31	35	36	36	41	42	42
Him. Prad.	12	30	39	46	48	60	57	58	61
Jam. & Kash.	4	1	6	7	7	18	24	26	25
Jharkhand	39	27	29	34	33	31	36	35	32
Karnataka	51	50	50	37	46	46	46	47	47
Kerala	66	71	85	88	90	93	85	86	92
Madh.Prad.	43	42	43	44	44	43	44	44	43
Maharashtra	37	40	46	40	46	46	45	45	43
Odisha	36	36	38	36	39	39	39	36	34
Punjab	38	16	25	26	34	43	48	52	57
Rajasthan	67	69	67	67	68	69	63	62	68
Tamil Nadu	81	82	80	83	83	74	66	74	85
Tripura	75	45	51	41	39	39	41	48	49
Ut. Pradesh	17	15	18	22	21	17	22	25	25
Uttarakhand	30	43	37	40	40	45	47	48	51
West Bengal	18	17	27	33	34	32	35	36	41
All India	40	43	48	48	48	48	51	53	55

Note: (1) Union Territories and some States are not included in the table. (2) All India total is for all States and Union Territories.

**Table B6 Households worked under MGNREGA in 16 major states of India, 2014-15**

States	Scheduled Castes	Scheduled Tribes	Others	Total Households	Households Reached 100 Days Limit
A. Pradesh	8,29,856	3,31,777	21,38,056	32,99,729	3,82,545
Assam	729383	61537	176259	967179	10449
Bihar	279843	17519	738085	1035447	30850
Chhattisgarh	180545	586137	981584	1748266	48087
Gujarat	32636	227611	252943	513190	16476
Jharkhand	138618	429771	542786	1111175	82423
Karnataka	174433	83485	835988	1093906	41315
Kerala	224464	43977	1111795	1380236	98648
M. Pradesh	454776	876147	1463233	2794156	158784
Maharashtra	116139	216712	826842	1159693	165378
Odisha	241391	562471	665458	1469320	82022
Rajasthan	738436	885950	2062445	1686831	281273
Tamil Nadu	1633516	68291	3955765	5657572	333005
	102613	239784	239424	581821	251486
U. Pradesh	1388695	35120	2490871	3914686	109955
West Bengal	1622264	458208	3039935	5120407	158261
All India	8803790	6636632	23504250	38944672	2332399

Source: nrega.nic.in, Pubic Data Portal

**Table B7 Persondays generated under MGNREGA in 16 major states of India, 2014-15**

States	Person-days Generated to SCs	Person-days Generated to STs	Person-days Generated to Others	Total Person-days Generated	Total Persons Worked	Person-days Generated to Women
A. Pradesh	35505148	18576111	101823206	155904465	5559493	91437826
Assam	1279966	3197651	16617005	21094622	1224345	5934459
Bihar	9907112	570908	24782410	35260430	1245986	13160805
Chhattisgarh	6011554	17805541	31773257	55590352	3259044	27724837
Gujarat	1260713	7228178	9664558	18153449	917310	7849000
Jharkhand	6148456	16117904	23075850	45342210	1572853	14533587
Karnataka	6865799	3545435	32916855	43328089	3008352	20303691
Kerala	10292722	2286102	46293103	58871927	1513152	54258410
M. Pradesh	18779967	33750097	65014316	117544380	5826054	50793021
Maharashtra	6214233	11461468	43711096	61386797	2155601	26682184
Odisha	8471828	22250971	22817473	53540272	2126813	18085406
Rajasthan	33234327	44495026	90889349	168618702	5142525	115097162
Tamil Nadu	77554270	2992800	187418084	267965154	6913415	228733223
Tripura	8823079	22706687	19645978	51175744	1101480	25262839
U. Pradesh	45510016	1083449	84618480	131211945	4716499	32502719
West Bengal	54698261	14274558	100735024	169707843	7354452	70274456
All India	347344098	263263775	948275042	1558882915	57819433	849082780

Source: nrega.nic.in, Pubic Data Portal

**Table B8 Persondays generated under MGNREGA in districts of West Bengal, 2014-15**

Districts	Person-days Generated to SCs	Person-days Generated to STs	Person-days Generated to Others	Total Person-days Generated	Total Persons Worked	Person-days Generated to Women
24 Parag (N)	2847128	455343	4984261	8286732	90590	2882477
24 Parag (S)	2674620	125332	6361015	9160967	352895	3124977
Bankura	2516144	717551	1758204	4991899	617480	1796555
Birbhum	4578023	916034	6526080	12020137	606311	3678740
Burdwan	11516808	2470256	11868417	25855481	1078560	10218902
Coochbehar	5873080	101603	4884699	10859382	328868	6359671
DGHC	316029	1482367	2958921	4757317	113743	2372133
Dinajpur (D)	335811	183369	830379	1349559	93590	371698
Dinajpur (U)	547581	63711	1637895	2249207	107849	667438
Hoogly	4649577	792906	4690812	10133295	513532	4131228
Howrah	696961	8020	2091270	2796251	100157	932714
Jalpaiguri	2518046	1654977	3957720	8130743	394994	3574836
Maldah	793866	238476	2968869	4001211	196968	1260911
Murshidabad	1170326	151093	7056651	8378070	434965	2453434
Nadia	5512226	504245	10279733	16296204	546825	8277514
Medinipur (W)	4820263	3207232	12778219	20805714	888101	8065673
Medinipur (E)	2077845	56854	12210200	14344899	557247	7729190
Purulia	792765	895035	2656056	4343856	291702	1800675
Siliguri MP	461162	250134	235623	946919	40075	575690
West Bengal	54698261	14274558	100735024	169707843	7354452	70274456

DGHC = Darjeeling Gorkha Hill Council,

Source: nrega.nic.in, Pubic Data Portal

**Table B9 Households worked under MGNREGA in the districts of West Bengal, 2014-15**

Districts	Total HHs Worked	Total HHs Reached 100 Days Limit	SC HHs Worked	SC HHs Reached 100 Days Limit	ST HHs Worked	ST HHs Reached 100 Days Limit
24 Parag (N)	235989	7761	76725	2980	12089	346
24 Parag (S)	251637	12185	66209	4350	2849	228
Bankura	246279	1566	118023	837	32120	260
Birbhum	399274	12601	154707	4368	31742	750
Burdwan	671752	10505	288726	4850	63034	993
Coochbehar	270921	4845	146406	2403	2516	44
DGHC	90173	7806	6035	495	27632	2614
Dinajpur (D)	74542	366	19219	68	11324	15
Dinajpur (U)	90290	1271	26574	328	2918	31
Hoogly	389456	3146	179070	1345	36290	150
Howrah	83670	3608	21334	1060	229	13
Jalpaiguri	336023	3400	103750	989	69918	669
Maldah	154819	2508	33639	498	11013	90
Murshidabad	344109	4862	52483	588	6920	69
Nadia	348051	36081	95705	14938	8686	1351
Medinipur (W)	557070	25881	127052	6740	93471	3421
Medinipur (E)	371260	17615	55809	2324	1828	58
Purulia	167577	2174	32578	312	34223	390
Siliguri MP	37515	80	18220	44	9424	14
West Bengal	5120507	158261	1622264	49517	458208	11506

DGHC = Darjeeling Gorkha Hill Council,  
Portal

Source: nrega.nic.in, Pabic Data

**Table B10 Number of households provided employment in West Bengal Vis-a Vis Pura Medinipur and Paschim Medinipur districts, 2013-14 and 2014-15**

	Year	SC	ST	Others	Total	Women
Purba Medinipur	2013-14	62960	2888	346050	411898	316931
	2014-15	54236	1920	314842	370998	288538
Paschim Medinipur	2013-14	135967	103227	350076	589270	366088
	2014-15	127640	93929	337392	558961	345763
West Bengal	2013-14	1950163	571784	3610666	6132613	3331577
	2014-15	1632777	460284	3026075	5119136	2898082

Source: MGNREGA Home page, nrega.nic.in

**Table B11 Number of person days generated in West Bengal Vis-a-Vis Pura Medinipur and Paschim Medinipur districts, 2013-14 and 2015-16**

	Year	SC	ST	Others	Total	Women
Purba Medinipur	2013-14	2556544	121192	14370258	17047994	8826003
	2014-15	2009674	59721	12271995	14341390	7730227
Paschim Medinipur	2013-14	5151605	3669732	12486594	21307931	7901210
	2014-15	4840264	3220452	12803964	20864680	8088395
West Bengal	2013-14	76900993	22154936	130578084	229634013	81983183
	2014-15	54744873	14360871	100788504	169894248	70278528

Source: MGNREGA Home page, nrega.nic.in

**Table B12 Number of families completed 100 working days in West Bengal Vis-a Vis Pura Medinipur and Paschim Medinipur districts, 2013-14 and 2014-15**

	Year	SC	ST	Others	Total
Purba Medinipur	2013-14	3084	110	19504	22698
	2014-15	2280	59	15313	17652
Paschim Medinipur	2013-14	5009	3796	11313	20118
	2014-15	6749	3426	15759	25934
West Bengal	2013-14	101641	29417	149569	280627
	2014-15	47108	11537	100219	158864

Source: MGNREGA Home page, nrega.nic.in

**Table B13 Employment in Paschim Medinipur district, 2008-09 to 2014-15 (in Lakh)**

year	S.C.	S.T.	Others	Total	Women
2008-09	25.9	20.57	40.22	86.69	22.12
2009-10	52.85	44.40	80.87	178.12	53.50
2010-11	51.03	37.48	83.22	171.73	52.26
2011-12	27.83	21.49	69.32	118.64	39.87
2012-13	35.59	26.87	88.76	151.22	54.23
2013-14	51.52	36.70	124.87	213.08	79.01
2014-15	48.40	32.20	128.04	208.65	80.88

Source: MGNREGA Home page, nrega.nic.in

**Table B14 Employment in Purba Medinipur district, 2008-09 to 2014-15  
(in Lakh)**

year	S.C.	S.T.	Others	Total	Women
2008-09	8.47	0.38	33.54	42.39	13.71
2009-10	13.05	1.22	71.44	85.71	38.24
2010-11	14.11	0.65	65.15	79.91	35.62
2011-12	13.33	0.75	71.61	85.69	42.43
2012-13	21.67	1.16	124.87	147.70	72.98
2013-14	25.13	1.20	144.00	170.33	88.16
2014-15	20.10	0.60	122.72	143.41	77.30

Source: MGNREGA Home page, nrega.nic.in

**Table B15 Demographic features of eight sample blocks of Purba Medinipur district**

Features	Bhagwanpur -II	Contai -I	Egra -I	Egra -II	Kolaghat	Mahisadal	Panskura	Sutahata
Total Population	192162	170894	167163	178763	290124	206277	283303	123784
Total Male	99060	88105	86458	92578	150246	106391	145563	63509
Total Female	93102	82189	80705	86185	139878	99886	137740	60275
Sex Ratio	940	933	933	931	931	939	946	949
No. of Villages	168	225	133	117	113	76	229	81
No. of Households	45285	37073	35273	39034	62519	44970	62854	26936
No. of SC	33911	23562	15461	36376	24593	23201	29183	37826
No. of ST	147	92	2617	428	945	193	12531	47
No. of Total Workers	72615	61698	72979	67057	108809	74017	130131	40143
No. of Male workers	56872	51146	54263	54868	89300	60987	88178	34319
No. of Female workers	15743	10552	18716	12189	19509	13030	41953	5824
No. of Main Workers	30274	37543	47262	43516	76176	40279	79007	19775
No. of Main Male workers	27478	33988	42526	39335	67642	36238	64894	17938
No. of Main Female workers	2796	3555	4736	4181	8534	4041	14113	1837

Source: Census of India, 2011

**Table B16 Demographic features of eight sample blocks of Paschim Medinipur district**

Features	Daspur -I	Daspur -II	Debra	Gopiballavpur-I	Jhargram	Keshpur	Kharagpur -I	Midnapore
Total Population	203987	238529	288619	108254	170097	339248	258040	191705
Total Male	103757	121742	145559	55475	85970	173504	131073	97490
Total Female	100230	117187	143060	52779	84127	165744	126967	94215
Sex Ratio	966	963	983	951	979	955	969	966
No. of Villages	162	87	478	216	604	634	270	271
No. of Households	44090	50053	66456	22934	37864	68756	58335	42326
No. of SC	49651	29922	37503	29423	25220	89726	46431	37445
No. of ST	5695	585	59122	36819	38625	19616	42435	33869
No. of Total Workers	83878	92171	131890	46985	78368	99031	97883	79078
No. of Male workers	63882	75210	87977	30991	49979	32676	72751	55848
No. of Female workers	19996	16961	43913	15994	28389	66355	25132	23230
No. of Main Workers	60828	69347	79743	24800	38357	86195	73753	53703
No. of Main Male workers	53121	63095	61820	20019	30365	75519	60028	42546
No. of Main Female workers	7707	6252	17923	4781	7992	10676	13725	11157

Source: Census of India, 2011

**Table B17 Number of households provided employment in the sample blocks in Purba Medinipur district, 2010-11 to 2014-15**

Blocks	2010-11			2011-12			2012-13			2013-14			2014-15		
	SC	ST	Total	SC	ST	Total	SC	ST	Total	SC	ST	Total	SC	ST	Total
Paskura	2720	969	18767	3896	1710	28122	4171	1741	30873	4563	1571	30100	3580	926	22616
Kolaghat	1784	76	14209	2038	89	15447	2437	119	20624	1811	87	16470	1370	67	13333
Mahasadal	1974	16	12023	2069	16	12570	2307	21	14591	2351	22	14484	1913	20	13432
Sutahata	3268	139	8391	3758	177	9617	3494	128	9474	3628	120	10242	2910	32	8745
Bhagwanpur- II	2301	24	12114	2785	30	15690	3456	41	19552	3270	38	19132	2556	26	16645
Contai- I	1107	17	6156	1195	34	6536	1985	91	13303	1855	80	14145	1293	55	11468
Egra -I	728	90	6245	957	139	8960	1215	174	11993	1188	166	12104	1111	112	12066
Egra- II	1015	14	5321	1198	8	5567	2040	22	9160	2080	19	9630	1735	29	8582
Pur. Medinipur	47177	2013	294577	54811	2930	342020	64583	3190	418121	62960	2888	411898	54271	1918	370998

Source: MGNREGA Home page, nrega.nic.in

**Table B18 Numbers of pesondays generated in the sample blocks in Purba Medinipur district, 2010-11 to 2014-15**

Blocks	2010-11			2011-12			2012-13			2013-14			2014-15		
	SC	ST	Total	SC	ST	Total	SC	ST	Total	SC	ST	Total	SC	ST	Total
Paskura	48137	18192	380085	106798	44283	844812	150977	68280	1198648	181894	70146	1228970	90391	23615	614459
Kolaghat	47548	1715	380763	54504	1940	400601	100132	5989	850438	66216	2119	570073	50582	2290	464363
Mahasadal	54979	461	352447	55406	556	326062	85024	949	554822	90548	1461	580521	48276	927	407502
Sutahata	99701	4802	259138	172245	8907	406351	120176	5266	370938	144589	4302	401995	67727	715	248398
Bhagwanpur-II	42338	359	164296	59994	546	340739	132446	1541	700651	117329	1123	687182	77074	582	494444
Contai-I	27557	402	182446	39259	867	234844	115112	4039	757109	93331	4339	788713	58404	2636	554270
Egra-I	20444	2762	173550	34384	4690	306047	60024	9221	601705	47619	7308	510284	48225	4729	581101
Egra-II	27233	451	138967	29512	148	120625	98829	1062	432709	82405	787	376121	69718	1670	331358
Purba Medinipur	1055782	45055	6962373	1437162	80066	9138518	2384947	121897	16183038	2556544	121192	17048021	2009674	59721	14341390

Source: MGNREGA Home page, nrega.nic.in

**Table B19 Number of households completed 100 Days of work in the sample blocks of Purba Medinipur and Paschim Medinipur districts, 2014-15**

Sample Blocks of Purba Medinipur	2014-15			Sample Blocks of Paschim Medinipur	2014-15		
	Household	Persondays	Average		Household	Persondays	Average
Bhagwanpur - II	307	31455	102.46	Daspur -I	954	96060	100.69
Contai -I	1494	150690	100.86	Daspur -II	939	94767	100.92
Egra -I	1073	108400	101.03	Debra	654	66309	101.39
Egra -II	342	35356	103.38	Gopiballavpur -I	713	75003	105.19
Kolaghat	139	14205	102.19	Jhargram	497	51194	103.01
Mahisadal	505	51074	101.14	Keshpur	1370	138957	101.43
Panskura	227	22841	100.80	Kharagpur -I	574	58366	101.68
Sutahata	41	4181	101.98	Midnapore	545	56190	103.10
Purba Medinipur	17652	1794061	101.64	Paschim Medinipur	25934	2644976	101.99

Source: MGNREGA Home page, nrega.nic.in



**Table B20 Number of households completed 100 days of work in the sample blocks in Purba Medinipur and Paschim Medinipur districts, 2014-15**

Sample Blocks of Purba Medinipur	No. of Households Employed	No. of HHs Completed 100 days	% of HHs Completed 100 days	Sample Blocks of Paschim Medinipur	No. of HHs Employed	No. of HHs Completed 100 days	% of HHs Completed 100 days
Bhagwanpur -II	16645	307	1.84	Daspur -I	18739	954	5.09
Contai -I	11468	1494	13.03	Daspur -II	14980	939	6.27
Egra -I	12066	1073	8.89	Debra	25905	654	2.52
Egra -II	8582	342	3.99	Gopiballavpur -I	12078	713	3.90
Kolaghat	13333	139	1.04	Jhargram	19273	497	2.58
Mahisadal	13432	505	3.76	Keshpur	32973	1370	4.15
Panskura	22616	227	1.00	Kharagpur -I	12828	574	4.47
Sutahata	8745	41	0.47	Midnapore	18971	545	2.87
Purba Medinipur	370998	17652	4.76	Paschim Medinipur	558961	25934	4.64

Source: MGNREGA Home page, nrega.nic.in

**Table B21 Employment provided in the sample blocks in Purba Medinipur and Paschim Medinipur districts, 2014-15**

Sample Blocks of Purba Medinipur	Household	Person	Person days	Sample Blocks of Paschim Medinipur	Household	Person	Person days
Bhagwanpur -II	16645	26503	494444	Daspur -I	18739	26271	813950
Contai -I	11468	18277	554270	Daspur -II	14980	19074	698171
Egra -I	12066	19973	581101	Debra	25905	41685	884720
Egra -II	8582	12137	331358	Gopiballavpur -I	12078	19353	438608
Kolaghat	13333	15996	464363	Jhargram	19273	30818	600386
Mahisadal	13432	17210	407502	Keshpur	32973	50718	1207609
Panskura	22616	28554	614459	Kharagpur -I	12828	19745	390712
Sutahata	8745	10310	248398	Midnapore	18971	30511	605510
Purba Medinipur	370998	556861	14341390	Paschim Medinipur	558961	892631	20864680

Source: MGNREGA Home page, nrega.nic.in

**Table B22 Number of households and workers registered under MGNREGA in the sample blocks of Paschim Medinipur districts**

Sample Blocks	Registered Households				Registered Workers				
	SC	ST	Others	Total	SC	ST	Others	Total	Women
Dasपुर -I	9324	1244	21591	32159	21492	2986	42412	66890	24837
Dasपुर -II	3910	149	29588	33647	8871	266	59562	68699	28196
Debra	6734	11174	24746	42654	17205	30229	55819	103253	46139
Gopiballavpur -I	9560	10470	13208	33238	23676	27616	29348	80640	34561
Jhargram	5032	7101	25151	37284	13262	19032	64819	97113	43172
Keshpur	15771	3138	29373	48282	41651	9036	65758	116445	39698
Kharagpur -I	7405	6990	12639	27034	17939	16926	28941	63806	28728
Midnapore	7331	5642	19229	32202	19643	15283	41233	76159	30008
Pas.Medinipur	198379	165779	574693	938851	504689	439699	1307767	2252155	905548

*Source: MGNREGA Home page, nrega.nic.in*

**Table B23 Number of persondays by caste and sex enerated in the sample blocks in Paschim Medinipur district, 2014-15**

Sample Blocks	SC	ST	Others	Total	Women
Dasपुर -I	256266	27301	530383	813950	336633
Dasपुर -II	109657	1610	586904	698171	417155
Debra	155833	220449	508438	884720	440783
Gopiballavpur -I	122335	142504	173769	438608	151057
Jhargram	82486	109389	408511	600386	239512
Keshpur	422832	58086	726691	1207609	307495
Kharagpur -I	119338	107613	163761	390712	202885
Midnapore	157958	112494	335058	605510	253112
Paschim Medinipur	4840264	3220452	12803964	20864680	8088395

*Source: MGNREGA Home page, nrega.nic.in*

**Table B24 Number of households by caste provided work in the sample blocks in Paschim Medinipur district, 2014-15**

Sample Blocks	SC	ST	Others	Total
Daspur -I	6081	655	12003	18739
Daspur -II	2275	34	12671	14980
Debra	4518	6776	14611	25905
Gopiballavpur -I	3299	4207	4572	12078
Jhargram	2604	3546	13123	19273
Keshpur	11850	1739	19384	32973
Kharagpur -I	3804	3253	5771	12828
Midnapore	5141	3550	10280	18971
Paschim Medinipur	127640	93929	337392	558961

Source: MGNREGA Home page, nrega.nic.in

**Table B25 Number of households by caste completed 100 days of work in the sample blocks in Paschim Medinipur districts, 2014-15**

Sample Blocks	SC	ST	Others	Total
Daspur -I	240	31	683	954
Daspur -II	157	03	779	939
Debra	93	146	415	654
Gopiballavpur -I	201	212	300	713
Jhargram	73	108	316	497
Keshpur	413	42	915	1370
Kharagpur -I	205	185	184	574
Midnapore	126	107	312	545
Paschim Medinipur	6749	3426	15759	25934

Source: MGNREGA Home page, nrega.nic.in

**Table B26 Number of households by caste provided work and completed 100 days of work under MGNREGA in the sample blocks of Paschim Medinipur district, 2014-15**

Sample Blocks of Paschim Medinipur	SCs HHs Provided Work	SCs HHs Completed 100 Days of Work	STs HHs Provided Work	STs HHs Completed 100 Days of Work	Others HHs Provided Work	Others HHs Completed 100 Days of Work	Total HHs Provided Work	Total HHs Completed 100 Days of Work
Daspur -I	6081	240	655	31	12003	683	18739	954
Daspur -II	2275	157	34	03	12671	779	14980	939
Debra	4518	93	6776	146	14611	415	25905	654
Gopiballavpur -I	3299	201	4207	212	4572	300	12078	713
Jhargram	2604	73	3546	108	13123	316	19273	497
Keshpur	11850	413	1739	42	19384	915	32973	1370
Kharagpur -I	3804	205	3253	185	5771	184	12828	574
Midnapore	5141	126	3550	107	10280	312	18971	545
Paschim Medinipur	127640	6749	93929	3426	337392	15759	558961	25934

Source: MGNREGA Home page, nrega.nic.in

**Table B27 Number of households and workers registered in MGNREGA in the sample blocks of Purba Medinipur district.**

Sample Blocks of Purba Medinipur	Registered Households				Registered Workers				
	SC	ST	Others	Total	SC	ST	Others	Total	Women
Bhagwanpur -II	4707	58	24603	29368	13179	151	64841	78171	33959
Contai -I	2906	138	19968	23012	8146	335	56374	64855	26525
Egra -I	2179	344	21074	23597	5087	777	48381	54245	21469
Egra -II	4639	85	18016	22740	11612	215	45603	57430	24697
Kolaghat	3997	176	39242	43415	9942	418	91812	102172	43858
Mahisadal	3746	42	27540	31328	8929	91	64303	73323	32503
Panskura	6485	2463	38982	47930	16241	5893	91834	113968	49458
Sutahata	6019	386	12117	18522	14585	958	29218	44761	19405
Purba Medinipur	106338	5228	618873	730439	279618	12717	1579897	1872232	811175

Source: MGNREGA Home page, nrega.nic.in

**Table B28 Number of persondays by caste and sex generated in the sample blocks in Purba Medinipur district, 2014-15**

Sample Blocks	SC	ST	Others	Total	Women
Bhagwanpur -II	77074	582	416788	494444	283874
Contai -I	58404	2636	493230	554270	226117
Egra -I	48225	4729	528147	581101	274387
Egra -II	69718	1670	259970	331358	123026
Kolaghat	50582	2290	411491	464363	252504
Mahisadal	48276	927	358299	407502	304273
Panskura	90391	23615	500453	614459	340494
Sutahata	67727	715	179956	248398	168950
Purba Medinipur	2009674	59721	12271995	14431390	7730227

Source: MGNREGA Home page, nrega.nic.in

**Table B29 Number of households by caste provided work in the sample blocks in Purba Medinipur district, 2014-15**

Sample Blocks of Purba Medinipur	SC	ST	Others	Total
Bhagwanpur -II	2558	26	14061	16645
Contai -I	1293	55	10120	11468
Egra -I	1111	112	10843	12066
Egra -II	1735	29	6818	8582
Kolaghat	1370	67	11896	13333
Mahisadal	1913	20	11499	13432
Panskura	3580	926	18110	22616
Sutahata	2881	34	5830	8745
Purba Medinipur	54236	1920	314842	370998

*Source: MGNREGA Home page, nrega.nic.in*

**Table B30 Number of households by caste completed 100 days of work in the sample blocks in Purba Medinipur district, 2014-15**

Sample Blocks	SC	ST	Others	Total
Bhagwanpur -II	36	0	271	307
Contai -I	163	8	1323	1494
Egra -I	75	7	991	1073
Egra -II	78	1	263	342
Kolaghat	20	1	118	139
Mahisadal	46	3	456	505
Panskura	36	17	174	227
Sutahata	1	0	40	41
Purba Medinipur	2280	59	15313	17652

*Source: MGNREGA Home page, nrega.nic.in*

**Table B31 Number of households by caste provided work and completed 100 days of work under MGNREGA in the sample blocks of Purba Medinipur district, 2014-15**

Sample Blocks of Paschim Medinipur	SCs HHs Provided Work	SCs HHs Completed 100 Days of Work	STs HHs Provided Work	STs HHs Completed 100 Days of Work	Others HHs Provided Work	Others HHs Completed 100 Days of Work	Total HHs Provided Work	Total HHs Completed 100 Days of Work
Bhagwanpur -II	2558	36	26	0	14061	271	16645	307
Contai -I	1293	163	55	8	10120	1323	11468	1494
Egra -I	1111	75	112	7	10843	991	12066	1073
Egra -II	1735	78	29	1	6818	263	8582	342
Kolaghat	1370	20	67	1	11896	118	13333	139
Mahisadal	1913	46	20	3	11499	456	13432	505
Panskura	3580	36	926	17	18110	174	22616	227
Sutahata	2881	1	34	0	5830	40	8745	41
Purba Medinipur	54236	2280	1920	59	314842	15313	370998	17652

Source: MGNREGA Home page, nrega.nic.in

**Table B32 Frequency distribution of working days of households under MGNREGA in sample blocks of Purba Medinipur district, 2014-15**

Working Days of HHs	Bhagwanpur -II	Contai -I	Egra -I	Egra -II	Kolaghat	Mahisadal	Panskura	Sutahata	Purba Medinipur
<b>1-20</b>	7346	2480	2561	2937	4762	6064	10542	3684	123002
<b>21-40</b>	5191	3149	3105	2323	4226	4211	6864	3120	105719
<b>41-60</b>	2247	2145	2436	1482	2248	1544	3088	1328	64059
<b>61-80</b>	946	1111	1720	725	1337	674	954	414	35325
<b>81-99</b>	592	1120	1171	776	619	458	423	174	25494
<b>100 &amp; Above</b>	307	1494	1073	342	143	510	227	41	17652
<b>Total</b>	16645	11468	12066	8582	13333	13432	22616	8745	370998

Source: nrega.nic.in, Pubic Data Portal

**Table B33 Frequency distribution of households by working-days under MGNREGA in sample blocks of Paschim Medinipur district, 2014-15**

Working Days of HHs	Daspur -I	Daspur -II	Debra	Gopiballavpur -I	Jhargram	Keshpur	Kharagpur-I	Midnapore	Paschim Medinipur
<b>1-20</b>	4308	3381	9579	4922	8163	11031	6157	7676	187966
<b>21-40</b>	5529	3931	7943	3160	5892	10363	3397	6263	168488
<b>41-60</b>	4187	2949	4352	1580	2693	5699	1542	2515	94491
<b>61-80</b>	2400	2102	2201	942	1337	2751	757	1200	50423
<b>81-99</b>	1361	1678	1174	716	736	1727	427	759	31712
<b>100 &amp; Above</b>	954	939	654	713	497	1370	574	1344	25881
<b>Total</b>	18739	14980	25905	12075	19273	32973	12828	18971	558961

Source: nrega.nic.in, Pubic Data Portal

**Table B34 Decline in national participation rate in MGNREGA since 2011-12**

Year	Total rural households (crore)	Total rural households worked in MGNREGA (crore)	Participation rate (%)*
2011-12	16.86	5.06	30.0
2012-13	17.19	4.99	29.0
2013-14	17.23	4.79	27.8

\*\* Participation rate = Total rural households worked in MGNREGA ÷ Total rural households. Total rural households in 2011-12 per 2011 Population Census. For other years, the compound annual growth rate of rural households for the period 2001-11 was used to estimate total rural households.

Source: India Human Development Survey.

**Table B35 Frequency distribution of households based on percentage of MGNREGS wage in their annual income**

MGNREGS Wages as % of HHs' Annual Income	No. of HHs in Purba Medinipur				No. of HHs in Paschim Midinipur			
	SC	ST	Others	Total	SC	ST	Others	Total
1-5	11	02	56	69	12	08	41	61
6-10	15	05	117	137	29	20	85	134
11-15	21	05	105	131	24	22	76	122
16-20	06	02	29	37	17	15	13	45
21-25	04	01	11	16	09	07	06	22
25-30	03	01	06	10	05	04	07	16
<b>TOTAL</b>	<b>60</b>	<b>16</b>	<b>324</b>	<b>400</b>	<b>96</b>	<b>76</b>	<b>228</b>	<b>400</b>

*Source: Field Survey*

**Table B36 Frequency distribution of sample households based on per capita per month consumption expenditure**

Per Capita Per Month Consumption Expenditure (Rs)	No. of HHs in Purba Medinipur		No. of HHs in Paschim Medinipur	
	Participants	Non-Participants	Participants	Non-Participants
Below 650	42	14	49	16
651 - 782	54	17	63	18
783 - 850	126	28	120	27
851 - 950	92	22	87	21
951 and Above	86	19	81	18
<b>Total</b>	<b>400</b>	<b>100</b>	<b>400</b>	<b>100</b>

*Source: Field Survey*

**Table B37 Frequency distribution of sample households based on per capita per month capital expenditure**

Per Capita Per Month Capital Expenditure (Rs)	Purba Medinipur		Paschim Medinipur	
	Participants	Non-Participants	Participants	Non-Participants
Below 50	50	13	56	15
51 - 100	55	15	63	16
101 - 150	119	29	114	28
151 - 200	109	25	105	24
201 and Above	67	18	62	17
<b>Total</b>	<b>400</b>	<b>100</b>	<b>400</b>	<b>100</b>

*Source: Field Survey*



**Table B38 Frequency distribution of sample participant workers by caste and income accrued from MGNREGS, 2014-15**

Annual Wage Income from MGNREGA (Rs.'000)	No. of Workers in Purba Medinipur				No. of Workers in Paschim Midinipur			
	SC	ST	Others	Total	SC	ST	Others	Total
0-4	69	18	354	441	168	152	252	572
4-8	25	07	153	185	43	34	70	147
8-12	06	02	47	55	07	07	27	41
12-16	02	01	16	19	03	03	12	18
Total	102	28	570	700	221	196	361	778

Source: Field Survey

**Table B39 Frequency distribution of sample participant workers by sex and income accrued from MGNREGS, 2014-15**

Annual Wage Income from MGNREGA (Rs.'000)	No. of Workers in Purba Medinipur			No. of Workers in Paschim Midinipur		
	Male	Female	Total	Male	Female	Total
0-4	305	134	439	384	198	582
4-8	105	82	187	67	80	147
8-12	23	32	55	21	20	41
12-16	08	11	19	03	05	08
Total	441	259	700	475	303	778

Source: Field Survey

**Table B40 Frequency distribution of sample participant households and income accrued from MGNREGS, 2014-15**

Annual Wage Income from MGNREGA (Rs.'000)	No. of HHs in Purba Medinipur				No. of HHs in Paschim Midinipur			
	SC	ST	Others	Total	SC	ST	Others	Total
0-4	17	05	61	83	24	23	61	108
4-8	26	07	182	215	50	38	116	204
8-12	12	03	62	77	17	11	42	70
12-16	05	01	19	25	05	04	09	18
TOTAL	60	16	324	400	96	76	228	400

Source: Field Survey

## QUESTIONNAIRES

### **A. Questionnaire for the Participant Households under MGNREGA**

Name of the head of the household (HH):

..... Vill.....

Gram Panchayat.....

P.O..... Block.....

Dist.....

Family status: APL / BPL; Caste/Community:

SC/ST/OBC(A)/OBC(B)/General/Minority

#### **1. Details of members of the family:**

Sl.No	Name	Age	Sex	Education	Occupation	Income /M

#### **2. Assets of the HH:**

Sl. No.	Type of assets		Amount/Number	Value
1	Land	Irrigated		
		Non- Irrigated		
2	Building			
3	Pond			
4	Cycle			
5	Motor Cycle			
6	Mobile/ Tel. phone			
7	Livestock			
8	Hen/ Duck			
9	Other, if any			

#### **3. Agriculture a. Crops grown with area:**

Crops	Gross Area	No. of times	Variety
paddy			
Jute			
Potato			
Wheat			
Oil seeds			
Pulses			
Vegetable			
Flower			
Misc.			

b. Net crop area..... c. Gross crop area..... d. Cropping intensity.....

**4. Sources of family income:** Annual income from:

- a. Agriculture..... b. Non-Agriculture.....  
 c. Annual family income: .....; d. Income from MGNREGA: .....

**5. Details of MGNREGA:**

- a. Date of registration of Job Card :..... Under G.  
 P.....  
 b. No. of workers under MGNREGA : ..... Male.....Female.....Child labour  
 ?.....  
 c. Types of work done :  
 .....  
 d. No. of days worked 2013-14 : .....  
 e. Daily average working hours.....  
 f. How is the work demand submitted ?.....  
 g. Distance of working place & average duration of work/ relation, if any?.....  
 h. What is the present wage rate ? ..... ; Other facility offered if any ?.....  
 i. How long delay is made for payment ? ..... ; made from:  
 Bank/P.O./Coopt./Others.  
 j. Problems faced :  
 .....  
 k. Whether deprived from the job allocation ?.....  
 l. Any political pressure faced ?  
 .....  
 m. Is the decision taken Independently ?  
 .....  
 n. Any compensation claimed ?.....  
 o. How far is MGNREGA helpful? .....  
 p. Peak working season of MGNREGA ?.....  
 q. Are you satisfied with quality & quantity of the work? .....  
 r. Did you enjoy any of the following facilities ?  
 Drinking Water      Crèche service      Medical facilities  
 s. Do you remember during the last financial year i) payment for how many days of  
 work you have received..... ii) for how many days you have actually worked  
 ?.....  
 iii) if there is gap between (i)&(ii) ; what factor is account for that?.....  
 t. Make your comment on role of MGNREGA on rural poverty alleviation & creation of  
 rural infrastructure :  
 .....  
 .....

**6. How many days of work would you demand in a year from MGNREGA ?**

Demand	Av. Supply	Unmet Demand

**7. Job card at a glance:      Whether Updated or Not      Yes/No**

Date of entry														
No. of Man Days														

**8. a. Alternative job(s) opportunity in the locality and outside, if any?.....**

b. Wage rate (s) offered for that job(s)?.....

**9. a] Distribution of working days ( yearly)**

Types of Occupations	Working Days ( Annually)
1.Worked under GMNREGA	
2. Agricultural Casual Labour	
3. Self Employed in Agriculture	
4. Non-agricultural Casual Labour	
5. Self Employed in Non-farming	
6. Self Employed in Livestock	
7. Work for PWP other than MGNREGA	
8. Regular/Salary Job	
9. Worked as Migrant Worker	
10. Any other Works	

**10. Expenditure pattern of the HH: (Rs. Annual)**

a. For present consumption.

Food (Cereals)	Food (Non-cereals)	Cloth	Education	Health	Mobile	Entertainment	Donation	Misc.

b. For future consumption/ Investment made under

Com. Banks	Postal	Unit Trust	L.I.C.	Bond	Share	Debenture	Live stocks	Med. Claims	Misc.

**11. Deposit Entry of S.B. A/C from MGNREGA :**

Dates	Amount Deposited	No. of Working Days

**12. Some other related questions:**

1. In what way NREGA has impacted the children education?
2. After NREGA have you witnessed more children are now going to the school?
3. In what way NREGA has impacted the trends of attached labour in agriculture?
4. In what way NREGA has improved villagers awareness towards Government Schemes?
5. Have you suggestions to improve the implementation of NREGA for the benefits of both labourers as well as cultivators?
6. Do you think your family standard of living improved since the introduction of NREGA? If yes, how?

7. Do you feel better off to take decision in family? (for female labour)?
8. Is there any change in wages of casual labour during the last 5 years after NREGA?
9. Has there been a shortage of agriculture labour? if yes, in which years /months?
10. Was there a shortage of agricultural wage labour at some point during last year. If so in which months?
11. After implementation of NREGA have the labour migration trends affected (yes/No)?
12. After implementation of NREGA labour who migrated earlier to town /city are coming back to work in the village ?
13. After NREGA change in wages of casual labourers has increased?
14. After NREGA, have you witnessed change in trend of attached labour in agriculture?
15. After NREGA have villagers awareness towards Government Schemes increased?

**13. Remark, if Any.....**  
 .....  
 .....  
 .....  
 .....  
 .....

**B. Questionnaire for the MGNREGS Non-participant Households**

Name of the head of the household (HH):

..... Vill.....

Gram Panchayat.....

P.O..... Block.....

Dist.....

Family status: APL / BPL; Caste/Community:

SC/ST/OBC(A)/OBC(B)/General/Minority

**1. Details of members of the family:**

Sl.No.	Name	Age	Sex	Education	Occupation	Income /M

**2. Assets of the HH:**

Sl. No.	Type of assets		Amount/Number	Value
1	Land	Irrigated		
		Non- Irrigated		
2	Building			
3	Pond			
4	Cycle			
5	Motor Cycle			
6	Mobile/ Tel. phone			
7	Livestock			
8	Hen/ Duck			
9	Other, if any			

**3. Agriculture:**

a. Crops grown with area:

Crops	Gross Area	No. of times	Variety
paddy			
Jute			
Potato			
Wheat			
Oil seeds			
Pulses			
Vegetable			
Flower			
Misc.			

b. Net crop area..... c. Gross Crop area..... d. Cropping Intensity.....

**4. Sources of family income:** Annual Income from:

a. Agriculture..... b. Non-Agriculture.....

c. Annual family income: .....; d. Income from MGNREGA: .....

**5. a) Distribution of working days (yearly)**

Types of Occupations	Working Days (Annually)
1. Agricultural Casual Labour	
2. Self Employed in Agriculture	
3. Non-agricultural Casual Labour	
4. Self Employed in Non-farming	
5. Self Employed in Livestock	
6. Work for PWP other than MGNREGA	
7. Regular/Salary Job	
8. Worked as Migrant Worker	
9. Any other Works	

**6. Expenditure pattern of the HH: (Rs. annually)**

a. For present consumption.

Food (Cereals)	Food (Non-cereals)	Cloth	Education	Health	Mobile	Entertainment	Donation	Misc.

b. For future consumption/ Investment made under

Com. Banks	Postal	Unit Trust	L.I.C.	Bond	Share	Debenture	Live stocks	Misc.

**7. Reasons for not to Participate under MGNREGA ( if any)**

a].

b].

c].

**8. Remark, if**

**Any**.....

.....

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