

Chapter 3

Performance of Mahatma Gandhi National Rural Employment

Guarantee Act (MGNREGA) across Districts in West Bengal

In West Bengal, MGNREGA became operational from February 2006 with the notification by the Government of West Bengal as in a name West Bengal Rural Employment Guarantee Scheme. In West Bengal, Panchayat and Rural Development Department is responsible for implementing the scheme. The department has been supported by West Bengal State Rural Development Agency from different aspects in implementation of MGNREGA. The programme was introduced in Malda, Puruliya, Uttar Dinajpur, Dakhin Dinajpur, Bankura, Birbhum, Jalpaiguri, Murshidabad, Paschim Midnapore and South 24 Parganas in first phase, followed by Burdwan, Nadia, Purba Midnapore, Hooghly, North 24 Parganas, Darjeeling and Coochbehar from 1st April 2007 and one more district (Howrah) from 1st April 2008.

While some studies have to draw attention to huge leakage in the implementation of the scheme, others are not that critical, rather has been hopeful recognizing that the programme effectiveness will increase with experience. In this backdrop, this study tries to examine the performance of MGNREGA across districts in the state West Bengal with stress on entitlement of households, employment provided, works undertaken

The plan of this chapter is as follows. Section 3.1 discuss about the scope, extent and level of MGNREGA in West Bengal. The generation of employment under MGNREGA across districts of West Bengal is analysed in Section 3.2. Section 3.3 deals with the utilisation of fund in MGNREGA in West Bengal and her districts. Section 3.4 discusses about formation of

productive assets. Section 3.5 discusses about the performance of MGNREGA over time and develops performance index to compare the overall performance across districts of West Bengal. Section 3.6 makes some summing up of the chapter.

3.1 Scope, Extent and Level of MGNREGA in West Bengal

State government immediately initiated the MGNREGA and grabbed the opportunity to create large-scale employment at the rural poor at the cost of the Central Government (which foots about 90 percent of the bill). The programme was spread across 20 districts and 341 blocks with 3347 Gram Panchayet (GP)s in West Bengal. It provided employment to 5.8 million households - the equivalent of 42.11 percent of all rural households- in an average of 34.7 person days of employment per household for the financial year 2012-13. The programme lost its rhythm and household employment decreased to 5.1 million for the year 2014-15 due to Government policy to reduce fiscal deficit and a reduction of allocation under MGNREGA. Then a voice was raised against this kind of decision of Central Government. After that the programme extended and the household employment increased to 6.1 million.

Table 3.1.1: Overview of MGNREGS in West Bengal up to 1st October 2016

Total No. of Districts	20
Total No. of Blocks	341
Total No. of GPs	3,347
I. Job Card	
Total No. of JobCards issued[in million]	12.5
Total No. of Workers[In million]	28.1
Total No. of Active Job Cards[in million]	8.5
Total No. of Active Workers[in million]	14.1

(i)SC worker against active workers[%]	28.37				
(ii)ST worker against active workers[%]	8.1				
II Progress	FY 2016- 2017	FY 2015- 2016	FY 2014- 2015	FY 2013- 2014	FY 2012- 2013
Approved Labour Budget[in million]	187.7	221.9	188.2	226.1	183.3
Persondays Generated so far[In million]	117.7	286.5	169.6	229.6	201.8
% of Total Labour Budget	62.71	129.07	90.09	101.56	110.1
SC persondays % as of total persondays	32.65	32.94	32.25	33.49	32.53
ST persondays % as of total persondays	8.49	8.51	8.42	9.65	9.96
Women Persondays out of Total (%)	46.09	46.28	41.4	35.7	33.71
Average days of employment provided per Household	27.24	46.88	33.14	37.44	34.7
Average Wage rate per day per person(Rs.)	171.27	169.91	164.06	147.09	137.26
Total No of HHs completed 100 Days of Wage Employment	18,221	4,10,869	1,58,066	2,80,627	2,53,088
Total Households Worked[In million]	4.3	6.1	5.1	6.1	5.8
Total Individuals Worked[In million]	5.9	9.1	7.3	9.1	8.8
Differently abled persons worked [in million]	.005	.009	.007	.01	.01
III Works					
Number of GPs with NIL exp	15	7	2	1	7
Total No. of Works Taken up (New+Spill Over)[In million]	1.5	1.6	.8	.5	.4
Number of Ongoing Works[In million]	1.2	1.3	.6	.3	.2
Number of Completed Works [in million]	.02	.03	.01	.01	.02
% of NRM Works(Public + Individual)	37.32	37.65	38.94	44.29	34.76
% of Category B Works	52.83	52.11	33.31	20.48	17.67
% of Expenditure on Agriculture &	69.87	69.07	52.53	46.92	32.18

Agriculture Allied Works					
IV Financial Progress					
Total center Release (Rs. in million)	39452.9	47117.4	37449.5	28943.8	3395.4
Total Availability (Rs. in million)	54547.3	53854.6	39788.5	38244.6	39140.6
Percentage Utilization	83.54	90.02	100.78	97.37	98.39
Total Exp(Rs. in million.)	4,55,67.9	4,84,78.6	4,01,00.1	3,72,40.3	3,85,08.7
Percentage Utilization	83.54	90.02	100.78	97.37	98.39
Wages(Rs. In million)	3,45,01.4	3,64,33.9	2,71,23.4	2,49,37.9	2,54,38.6
Material and skilled Wages(Rs. In million)	1,00,65.2	1,03,43.0	1,08,93.2	1,05,93.7	1,16,58.8
Material(%)	22.58	22.11	28.65	29.81	31.43
Total Admin Expenditure (Rs. in million)	10,01.1	17,01.7	20,83.4	17,08.7	14,11.2
Admin Exp(%)	2.2	3.51	5.2	4.59	3.66
Liability (Wages) (Rs. in million)	98,33.5	13,92.2	11,89.2	6,82.3	1,26.3
Average Cost Per Day Per Person (In Rs.)	232.2	206.71	216.86	193.22	201.26
% of Total Expenditure through EFMS	99.98	99.94	27.57	0.29	0
% payments generated within 15 days	29.9	16.4	4.16	18.69	25.92

Source: www.nrega.nic.in

MGNREGA provides employment to 5.7 million households, in an average over the period 2008-09 to 2015-16. In 2012-13 number of person days created was 20.18 crores which declined to 16.96 crore person days in 2014-15. The scheme has generated 28.65 crore person days during the study period 2015-16. The geographical coverage as well as coverage in various sections of rural disadvantaged increased over the year. In the first five year the main beneficiaries were rural SC & ST with the share of SC & ST families in the work provided under MGNREGA between 41-43 percent. The persondays for SCs/STs families it were 6.89 crore and 11.42 crore respectively for the year 2014-15 and 2015-16. The total availability of funds (including opening balance) was Rs.39140.6 million and Rs. 38244.6 million respectively for the FY 2012-13 and

2013-14 respectively. As against this, an amount of Rs. 39140.61 million and Rs. 38508.7 million have been utilized which constitute 98.39 percent and 97.37 percent of the funds available for the financial year 2012-13 and 2013-14 respectively. The spending was Rs. 48478.6 million as against Rs. 53854.6 million i.e. the percentage of utilization was 90.02 percent in 2015-16.

3.2 Employment Generation under MGNREGA during 2008-09 to 2015-16

3.2.1 Registration of job cards

The percentage of household issued job card in districts of West Bengal during 2012-13 to 2015-16 is shown in Table 3.2.1. Figure 3.2.1 also depicts the percentage of household issued job card.

Table 3.2.1 - Percentage share of Distributed job card among SC/ST in Total Job card

Districts	2012-13	2013-14	2014-15	2015-16
24 Parganas N	34.6	34.6	34.5	34.4
Hooghly	49.5	49.2	48.9	48.3
Burdwan	49	48.7	48.5	48.3
Howrah	25.2	25	24.8	24.3
Midnapore W	38.5	39.3	38.9	38.4
Midnapore E	15.7	15.6	15.7	15.5
Darjeeling	38.2	37.4	37.1	36.8
24 Parganas S	22.8	25.3	16.7	17.8
Nadia	30.7	20.2	17.1	17.2
Dinajpur D	47	46.4	45.6	44.6
Coochbehar	54.1	54	53.7	52.9
Murshidabad	14.6	14.4	14.3	14.1

Jalpaiguri	50.2	51.2	51.4	53.8
Birbhum	41.9	42.3	42	41.8
Bankura	52.8	52.9	52.6	52.2
Dinajpur U	33.3	32.6	32.1	31.4
Maldah	22.5	23.7	23.4	23
Purulia	36.8	36.9	36.6	36.4
Mean	36.5	36.1	35.2	35.1
C. V.	34.54	35.99	38.89	38.99

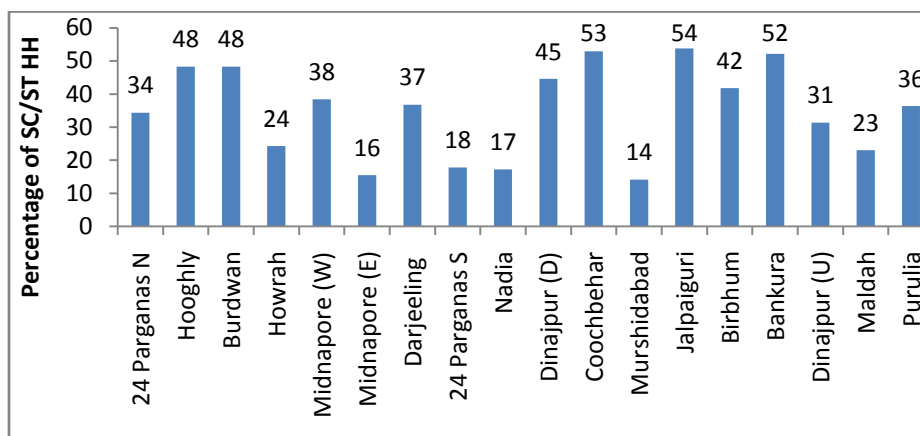
Source: www.nrega.nic.in

Among the eighteen major districts, the less developed districts like Bankura, Coochbehar and Jalpaiguri are the districts which enrolled more than 50 percent of the household among the household issuing job cards to the SC/ST families. The percentage of households issued job card among SC/ST in districts varied between 14.6 and 54.1 in 2012-13 and between 14.1 and 53.8 in 2015-16 (table 3.2). With 52.9 percent Coochbehar stands the first place where the West Bengal as whole is 34 percent. Murshidabad provides job cards only 14.1 percent rural SC/ST household among the total household provided job cards in 2015-16. 24 Parganas (South), Midnapore (East) and Nadia the proportion is below 20 percent. On the other hand proportion of ST household is 7.3 as against proportion of SC household 26.6 for all Bengal level in 2015-16. Hence we can say that the marginalized sections are far behind than the other sections.

From the table 3.2.1, it is to note that the mean of percentage of households issued job card among SC/ST in 18 districts gradually decreased from 36.5 percent in 2012-13 to 35.2 percent in 2014-15 and further to 35.1 percent in 2015-16. Besides, the variation of issuing job card across districts marginally increased in 2013-14 and 2015-16. The variation of percentage of issuing job card across districts in West Bengal in 2014-15 and in 2015-16 is not however significantly (in

statistical sense) different from the variation in 2013-14 and 2012-13. Besides, the percentage of issuing job card in districts in West Bengal insignificantly (in statistical sense) decreased in 2015-16 as compared with 2012-13 and 2013-14. Thus the percentage of issuing job card to marginalized section remains same over the period and the variation in the percentage did not differ.

Figure 3.2.1- Distribution of job card among SC/ST families (2015-16) in total job card distributed



Source: Author's calculation based on secondary data

3.2.2 Household Employment under MGNREGA

The percentage of household provided employment in districts of West Bengal is shown in Table 3.2.2 and figure 3.2.2 describe the percentage of households provided job in an average 2012-13 to 2015-16. As per the official data, the number of rural households who were provided employment under MGNREGA progressively increased over time from 3 million in 2008-09 to 3.4 million in 2009-10. It is observed that household provided with issued job card was 6.1 million and 5.3 million in 2013-14 and 2015-16 respectively.

Table 3.2.2: Percentage of household get job with issued job card

Districts	2012-13	2013-14	2014-15	2015-16	Change in % (2012-13 to 2015-16)
24 Parganas N	48.4	38	34.6	38.7	-9.7
Hooghly	68.7	73.8	62	71.2	2.5
Burdwan	73.2	79.2	67.5	69.2	-4
Howrah	42.7	38.1	36.7	41.6	-1.1
Midnapore (W)	61.6	66.8	63.8	60.7	-0.9
Midnapore (E)	61.6	60.9	54.5	58.5	-3.1
Darjeeling	79.9	74.6	63.1	70.3	-9.6
24 Parganas S	29.6	32.3	30	44	14.4
Nadia	38.5	47.2	51.7	50.7	12.2
Dinajpur (D)	33	34.7	25.2	42.1	9.1
Coochbehar	41.6	50	44	63.4	21.8
Murshidabad	39.9	47.2	46	30.8	-9.1
Jalpaiguri	63.1	67.4	50.4	60.8	-2.3
Birbhum	68.4	76.3	64.6	72	3.6
Bankura	60.2	62.4	47.2	59.1	-1.1
Dinajpur (U)	18.3	22.8	21.9	28.8	10.5
Maldah	31.8	38.7	27.1	35.7	3.9
Purulia	50.1	55.5	41.7	51.4	1.3
Mean	50.6	53.7	46.2	52.7	2.1
C. V.	34.08	32.21	31.78	27.08	

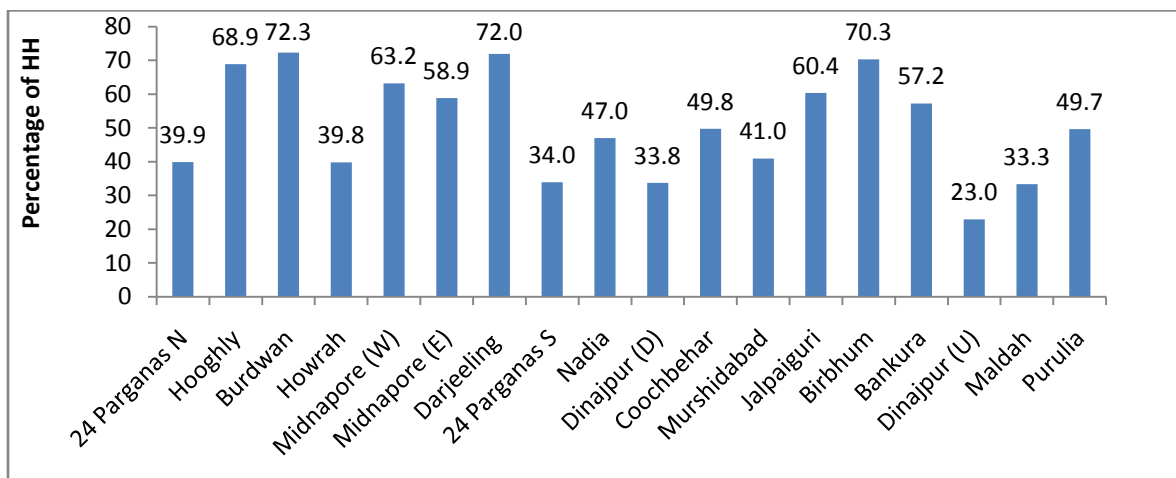
Source: www.nrega.nic.in

The percentage of households provided employment with issued job card varied between 18.3 percent and 79.9 in 2012-13 and between 28.8 percent and 72 percent in 2015-16. In 2012-13, Bankura, Birbhum , Burdwan, Darjeeling , Jalpaiguri, Hooghly and both Midnapore abled to

provide job above 60 percent household with issued job card. In 2014-15, the employment generation decreased and only five districts out of 18 provided above 60 percent household how are enrolled in the programme.

The mean of the percentage of household get job with issued job card in 18 districts increased from 50.6 in 2012-13 to 53.7 percent in 2013-14 and further decreased to 46.2 percent in 2014-15. The percentage finally increased to 52.7 percent in 2015-16. The variation across districts is decreasing. This is clear from the decreasing CV over time.

Figure 3.2.2 Average Percentage of household provided employment under MGNREGA in total job card holders during 2012-13 to 2015-16



Source: Author's calculation based on secondary data

The average percentage of household get job in total job card holder during 2012-13 to 2015-16 under MGNREGA is very low in the districts of Dinajpur (Uttar) (23 percent), Maldah (33.3 percent), 24 Parganas (South) (34 percent) and Dinajpur (Dhakshin) (33.8 percent). The districts like Burdwan (72.3 percent), Darjeeling (72 percent), Birbhum (70.3 percent), Hooghly (68.9 percent) and Jalpaiguri (60.4 percent) have relatively better coverage than all other regions.

3.2.3 Average Person days of Employment under MGNREGA Per household:

The average persondays of employment under MGNREGA per household and percentage of household receiving at least 100 days job in districts of West Bengal are presented in Table 3.2.3.a and Table 3.2.3.b. The figure 3.2.2 depicts districts-wise average persondays of employment per household and percentage of household receiving at least 100 days job in an average 2008-09 to 2015-16.

Table 3.2.3.a: District-wise Average Persondays of Employment per Household

Districts	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	Annual Growth	
									2009-10 to 2012-13	2012-13 to 2015-16
24 Parganas N	42.2	53.7	32.0	34.3	44.9	37.6	34.0	37.3	-5.5	-5.6
Hooghly	19.9	30.0	27.9	30.6	37.4	48.4	25.2	41.7	8.1	3.9
Burdwan	33.5	54.5	55.5	24.4	30.6	36.1	38.1	33.4	-14.7	3.1
Howrah	8.9	15.3	17.8	19.8	32.3	25.7	31.0	35.5	37.2	3.2
Midnapore (W)	27.1	52.0	34.5	23.7	28.5	36.1	33.1	43.3	-15.1	17.3
Midnapore (E)	16.2	39.3	28.8	25.6	36.5	41.4	32.7	32.8	-2.4	-3.3
Darjeeling	0.0	23.9	30.7	47.1	59.8	54.3	44.5	46.0	50.1	-7.7
24 Parganas S	18.9	29.1	20.4	31.7	41.9	37.8	33.2	47.8	14.7	4.7

Nadia	30.1	46.6	20.9	19.1	39.1	56.1	44.8	51.0	-5.3	10.2
Dinajpur (D)	24.7	52.9	25.5	19.4	25.6	18.9	16.3	19.3	-17.2	-8.2
Coochbehar	15.2	31.9	13.6	14.1	16.6	34.2	34.4	44.9	-16.0	56.7
Murshidabad	20.9	29.4	26.3	21.4	25.3	25.3	21.5	27.4	-4.7	2.8
Jalpaiguri	25.4	64.1	22.4	25.6	25.5	28.0	21.6	28.2	-20.1	3.6
Birbhum	37.8	56.0	30.7	35.1	42.1	46.1	27.6	43.4	-8.3	1.0
Bankura	28.4	44.0	49.1	30.4	38.4	35.9	19.8	34.9	-4.3	-3.0
Dinajpur (U)	24.0	33.8	23.8	18.2	19.0	17.4	22.4	38.4	-14.6	34.1
Maldah	16.7	39.6	24.0	27.7	29.3	30.2	24.4	32.3	-8.6	3.3
Purulia	30.6	63.5	46.3	28.3	37.0	42.3	24.4	32.6	-13.9	-4.0
Mean	23.4	42.2	29.5	26.5	33.9	36.2	29.4	37.2	-2.2	6.2
C. V.	43.7	33.4	37.4	29.5	30.4	30.2	27.8	21.8	-	-

Source: www.nrega.nic.in

The average persondays varied widely across districts as shown in the table. In 2009-10, the average persondays varied from 15.3 persondays to 64.1 persondays. The highest and lowest average persondays are witnessed in Jalpaiguri and Howrah respectively. In 2009-10, the districts which secured the top five ranks in terms of average persondays were Jalpaiguri (64.11), Purulia (63.5), Birbhum (55.9), and Burdwan (54.5) and 24 Parganas North (53.6). In 2015-16 the average persondays varied from 19.3 persondays to 51 persondays. All districts changed their position and Nadia shifted to the first position with 51 persondays. Dinajpur Dakshin (19.3), Murshidabad (27.4) and Jalpaiguri (28.2) did not secure 30 persondays in an average.

It is to note that the mean of the average persondays in 18 districts increased from 23.4 persondays in 2008-09 to 33.9 persondays in 2012-13 and further to 37.2 percent in 2015-16.

Besides, the variation of average persondays across districts over time declined gradually during 2008-09 to 2015-16.

Table 3.2.3.b: Percentage of household receiving at least 100 days of employment among total household provided employment

Districts	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	Change in % Point	
									2009-10 to 2012-13	2012-13 to 2015-16
24 Parganas N	0.5	3.3	2.8	2.8	7.0	4.3	2.7	2.5	3.8	-4.5
Hooghly	0.4	1.7	2.2	2.1	3.5	7.6	0.6	3.5	1.8	0.0
Burdwan	2.2	2.2	6.8	1.0	2.2	2.7	1.4	1.9	0.1	-0.3
Howrah	0.0	0.2	0.4	0.8	3.8	1.3	3.2	2.9	3.6	-0.9
Midnapore W	0.6	3.0	1.7	1.1	1.8	3.4	2.8	6.1	-1.2	4.2
Midnapore E	0.9	1.1	0.7	1.4	4.1	5.5	2.5	1.5	3.0	-2.6
Darjeeling	0.0	1.8	1.6	6.2	13.0	8.1	4.4	6.8	11.2	-6.2
24 Parganas S	0.1	0.5	0.4	3.7	7.0	4.8	3.4	7.9	6.5	0.9
Nadia	0.1	1.6	0.6	0.7	5.5	13.6	8.9	7.5	3.8	2.1
Dinajpur (D)	0.3	2.0	0.6	0.7	1.3	0.7	0.4	0.4	-0.7	-1.0
Coochbehar	0.0	0.1	0.1	0.2	0.2	1.0	0.8	1.9	0.1	1.6
Murshidabad	0.0	0.8	0.8	0.9	1.4	1.3	0.8	1.0	0.7	-0.4
Jalpaiguri	0.3	3.4	0.3	1.1	1.2	0.8	0.7	0.5	-2.2	-0.7
Birbhum	0.4	2.4	1.9	5.2	8.6	9.4	2.3	7.8	6.2	-0.8
Bankura	0.9	2.6	5.9	3.9	6.6	4.3	0.5	3.3	4.0	-3.3
Dinajpur (U)	1.4	1.3	0.4	0.9	0.7	0.5	0.7	3.2	-0.7	2.5
Maldah	0.1	1.2	1.0	2.4	2.2	2.5	1.2	2.5	1.0	0.2
Purulia	2.4	6.1	4.6	3.4	6.0	8.0	0.9	2.5	-0.2	-3.5

Mean	0.6	2.0	1.8	2.1	4.2	4.4	2.1	3.5	2.3	-0.7
C. V.	123.4	72.8	110.2	80.4	79.0	82.6	98.2	71.7	-	-

Source: www.nrega.nic.in

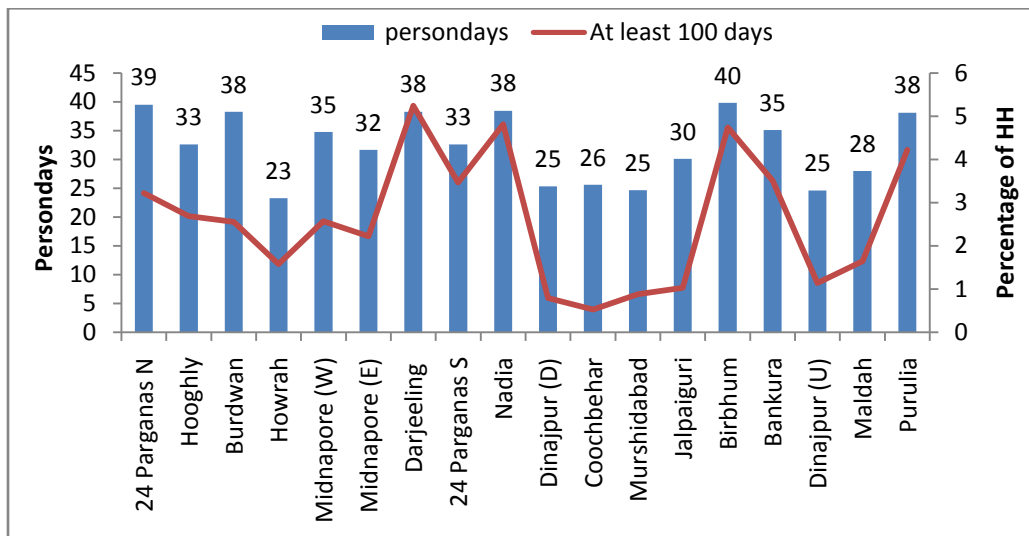
The percentage of household providing at least 100 days in districts varied between 0.2 percent to 6.1 percent in 2009-10 and between 0.4 and 7.9 percent in 2015-16. In 2009-10, among 18 districts, the top five districts in terms of high percentage of household providing at least 100 days job were Purulia (6.1 percent), Jalpaiguri (3.4percent), 24 Parganas South (3.3 percent), West Midnapore (3percent) and Bankura (2.6 percent). In 2015-16, among them, two districts also occupied top five ranks. The percentage of household providing at least 100 days job in 2015-16 was highest in 24 Parganas South (7.9 percent, followed by, Birbhum (7.8 percent), Nadia (7.5 percent), Darjeeling (6.8 percent) and West Medinipore (6.1 percent). This percentage was relatively low (less than one percent) in Dakshin Dinajpur (0.4 percent), Jalpaiguru (0.5 percent) and Murshidabad (1 percent).

The mean of the percentage of household provided at least 100 days job in 18 districts increased from 2 percent in 2009-10 to 4.2 percent in 2012-13 and further decreased to 3.5 percent in 2015-16. Besides, the variation of percentage of household providing 100 days job across districts over time fluctuating but declined over the trend during 2008-09 to 2015-16.

From the figure below we can see that Birbhum (40 percent), 24 Parganas (N) (39 percent), Burdwan (38 percent), Purulia (38 percent) and Nadia (38 percent) are able to provide more than state average of 34 days job per household among the major districts in an average 2008-09 to 2015-16. The most of the districts among major districts provide 100 days of job below 5 percent of household to total household provided employment. In several districts like Darjeeling (6

percent), Birbhum (5 percent) and Nadia (5 percent) in an average (2008-09 to 2015-16) belonged to the category of 5 percent level.

Figure 3.2.3: Districts-wise Average Persondays of Employment per Household and Percentage of Household receiving at least 100 days job in an average during 2008-09 to 2015-16



Source: Author’s calculation based on secondary data

Where all India average is 44.3, the average persondays provide in West Bengal is 34 which is quite low compared to other part of the country. Hence we can say that MGNREGA is unable to provide any support to combat against poverty in West Bengal.

3.2.4 Share of SC & ST as well as Women in Work

MGNREGA was initiated to empower disadvantaged group, specifically women, Scheduled Castes (SCs) and Scheduled Tribes (STs), through the processes of a rights-based legislation in ensuring employment opportunities. So SCs/STs families would be given the priority and from

secondary data it has been observed that the marginalized i.e. SCs/STs families was the highest participation group due to self-targeting nature of the programme.

With regards to the participation of SCs shows a decreasing trend till 2015-16 since 2008-09 from 52.26 percent to 42.32 percent. These specify that both the SCs & STs are not seeing MGNREGA as a very attractive employment option and are finding better employment options than that. This does not indicate a very positive image of MGNREGA as far as social inclusion of both SCs and STs are concerned. The districts wise share of SCs & STs participation is given in Table 3.2.4.a.

Table 3.2.4.a: Percentage of SCs & STs participation in total MGNREGA job

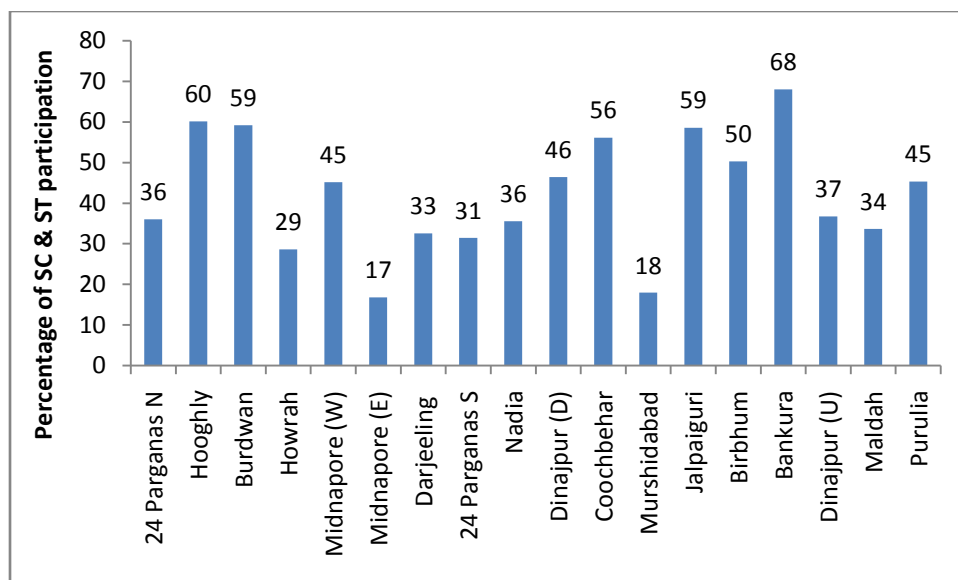
Districts	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	Change in % Point	
									2009-10 to 2012-13	2012-13 to 2015-16
24 Parganas N	30.3	35.2	34.5	34.7	35.7	38.1	39.8	39.7	0.6	3.9
Hooghly	62.4	64.3	63.8	63.4	59.5	57.4	53.9	56.2	-4.8	-3.3
Burdwan	65.4	64.8	64.8	59.5	57.4	54.5	54.0	53.3	-7.4	-4.1
Howrah	39.5	34.7	31.4	24.1	22.7	26.4	25.9	24.5	-11.9	1.8
Midnapore (W)	53.6	54.6	51.5	41.6	41.3	40.4	39.3	39.0	-13.3	-2.4
Midnapore (E)	20.9	18.6	18.5	16.4	15.5	15.5	14.0	15.1	-3.1	-0.4
Darjeeling	0.0	34.6	37.9	37.9	37.4	38.6	37.3	36.9	2.8	-0.5
24 Parganas S	46.8	46.9	42.1	18.8	20.8	19.9	25.1	31.6	-26.1	10.9
Nadia	31.0	33.6	37.6	33.0	35.9	35.6	43.3	34.4	2.4	-1.6
Dinajpur (D)	45.8	51.0	57.7	45.9	45.6	45.0	38.5	41.7	-5.4	-4.0
Coochbehar	51.8	59.7	57.1	59.0	58.2	56.7	53.8	52.9	-1.4	-5.4
Murshidabad	19.5	20.8	17.8	16.9	17.3	16.6	16.4	18.3	-3.5	1.0
Jalpaiguri	74.2	72.4	67.6	49.5	49.7	50.2	51.3	54.0	-22.6	4.3
Birbhum	55.6	52.7	52.0	49.9	50.6	49.0	46.0	46.6	-2.1	-4.0

Bankura	75.2	74.8	71.3	66.0	65.7	63.8	64.9	62.4	-9.1	-3.3
Dinajpur (U)	54.2	44.9	45.1	35.6	34.9	28.9	26.7	23.6	-9.9	-11.3
Maldah	42.5	45.6	42.9	26.4	26.8	29.7	26.7	28.9	-18.8	2.0
Purulia	58.3	53.7	52.1	39.3	41.6	39.1	39.9	38.6	-12.1	-2.9
Mean	45.9	47.9	47.0	39.9	39.8	39.2	38.7	38.7	-8.1	-1.1
C. V.	43.1	33.8	33.4	39.7	38.3	36.9	36.3	35.2	-	-

Source: www.nrega.nic.in

The SCs & STs participation varied across districts in West Bengal within 19.5 percent to 75.2 percent in 2007-08 and 15.1 percent to 64.9 percent in 2015-16. The higher ratio indicates the better participation of SCs & STs households. The SCs & STs participation was higher from Bankura (75.2 percent), Jalpaiguri (74.2 percent) and Burdwan (65.4 percent) relative to other districts in 2007-08. The percentage was highest in Bankura (64.9 percent), followed by Hooghly (56.2 percent), Jalpaiguri (54 percent) and Burdwan (53.3 percent). The mean decreased from 45.9 percent in 2007-08 to 39.8 percent in 2012-13 and remained same in 2015-16. The decreasing CV indicates the decrease in variation across districts over time.

Figure 3.2.4.a: Average Percentage share of SCs & STs in MGNREGA during 2006-07 to 2015-16



Source: Author's calculation based on secondary data

If we consider average percentage of SCs & STs participation in total MGNREGA job during 2006-07 to 2015-16, in six districts it was higher than the state average (45.9 percent). The states are Bankura (68 percent), Hooghly (60 percent), Jalpaiguri (59 percent), Burdwan (59 percent), Coochbehar (56 percent) and Birbhum (50 percent). The worst performing districts in this respect are Medinapore East (17 percent) and Murshidabad (18 percent).

Some districts are predominant in SC & ST population and most of the population of these community lives in Jalpaiguri (65 percent total population of the district), Coochbehar (54.1 percent), Dakshin Dinajpur (49.2 percent) and Darjeeling (48.6 percent). So the percentage of SC/ST participation will be higher from these parts. To draw a comparison across districts we have taken share of SC & ST participation in MGNREGA over total SC& ST population in the respective district. The district wise share of SC/ST participation is given in Table 3.2.4.b.

Table 3.2.4.b: Ratio of SC & ST participation in total MGNREGS job over total SC & ST population

Districts	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	Change in ratio	
									2009-10 to 2012-13	2012-13 to 2015-16
24 Parganas N	0.9	1	1	1	1.1	1.1	1.2	1.2	0.1	0.1
Hooghly	1.7	1.7	1.7	1.7	1.6	1.5	1.4	1.5	-0.1	-0.1
Burdwan	1.6	1.6	1.6	1.4	1.4	1.3	1.3	1.3	-0.2	-0.1
Howrah	1.7	1.5	1.4	1	1	1.1	1.1	1.1	-0.5	0.1
Midnapore (W)	1.5	1.5	1.4	1.1	1.1	1.1	1.1	1.1	-0.4	0
Midnapore (E)	1.3	1.2	1.2	1.1	1	1	0.9	1	-0.2	0
Darjeeling	0	0.7	0.8	0.8	0.8	0.8	0.8	0.8	0.1	0
24 Parganas S	1.3	1.3	1.2	0.5	0.6	0.6	0.7	0.9	-0.7	0.3
Nadia	0.9	1	1.1	1	1.1	1.1	1.3	1	0.1	-0.1
Dinajpur (D)	0.9	1	1.2	0.9	0.9	0.9	0.8	0.8	-0.1	-0.1
Coochbehar	1	1.1	1.1	1.1	1.1	1	1	1	0	-0.1
Murshidabad	1.4	1.5	1.2	1.2	1.2	1.2	1.1	1.3	-0.3	0.1
Jalpaiguri	1.1	1.1	1	0.8	0.8	0.8	0.8	0.8	-0.3	0
Birbhum	1.5	1.4	1.4	1.3	1.3	1.3	1.2	1.2	-0.1	-0.1
Bankura	1.7	1.7	1.6	1.5	1.5	1.4	1.5	1.4	-0.2	-0.1
Dinajpur (U)	1.6	1.3	1.3	1	1	0.8	0.8	0.7	-0.3	-0.3
Maldah	1.4	1.5	1.4	0.8	0.9	1	0.9	0.9	-0.6	0
Purulia	1.5	1.3	1.3	1	1	1	1	1	-0.3	0
Mean	1.3	1.3	1.3	1.1	1.1	1.1	1	1	-0.2	-0.1
C. V.	33	20.5	18.2	26.2	24.2	23	22.9	21.4		

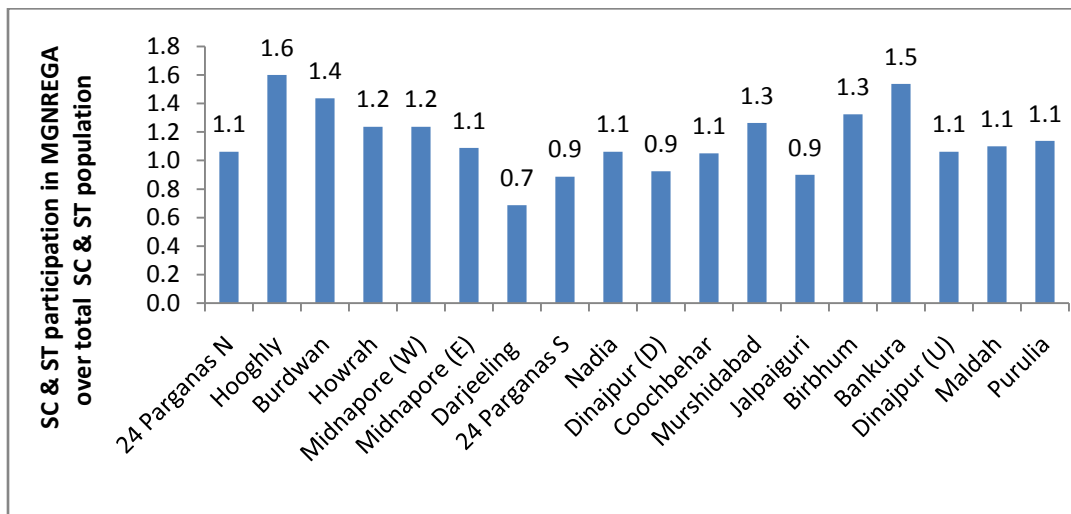
Source: www.nrega.nic.in

The ratio varied across districts of West Bengal ranging from 0.7 to 1.7 in 2009-10 and 0.7 to 1.4 in 2015-16. The higher ratio signifies the better participation of SC/ST households. The SC/ST families from Bankura, Hooghly and Howrah get more jobs relative to other districts. In most of

the district the participation rate were higher than the population ration with respect to total population. Only Darjeeling was failed to provide the job to the SC/ST communities according to its population proportion in 2009-10. The ratio was highest in Hooghly (1.5), followed by Bankura (1.4), Murshidabad (1.3) and Burdwan (1.3). But the districts majority of SC/ST population failed to secure more jobs for this community. The mean and variation are decreasing over time.

If we consider average share of SC & ST participation in total MGNREGA job over total SC and ST population during 2008-09 to 2015-16, in three districts it was higher than the state average (1.3). The districts are Bankura (1.5), Burdwan (1.4) and Hooghly (1.6). The three states are able to provide job more than the districts population share in SC and ST in total population. But the districts those are lagging behind in this respect are 24 Parganas South (0.9), Darjeeling (0.7), Dinajpur Dakshin (0.9) and Jalpaiguri (0.9).

Figure 3.2.4.b: Average of Share of SC & ST in MGNREGA over total SC &ST Population during 2008-09 to 2015-16



Source: Author's calculation based on secondary data, www.nrega.nic.in

MGNREGA made sure in its legislation to absorb at least 33 percent women to total worker. By creating employment for women at decent wages in the village, MGNREGA can play an important role in economically strengthening the women empowerment and laying the basis for greater independence and self-esteem. The percentage of women participation in districts of West Bengal during 2008-09 to 2015-16 as shown in Table 3.2.4.c and Figure 3.2.4.c revealed that participation in MGNREGA in all districts was male dominated.

Table 3.2.4.c: Percentage of women participation in total MGNREGA job

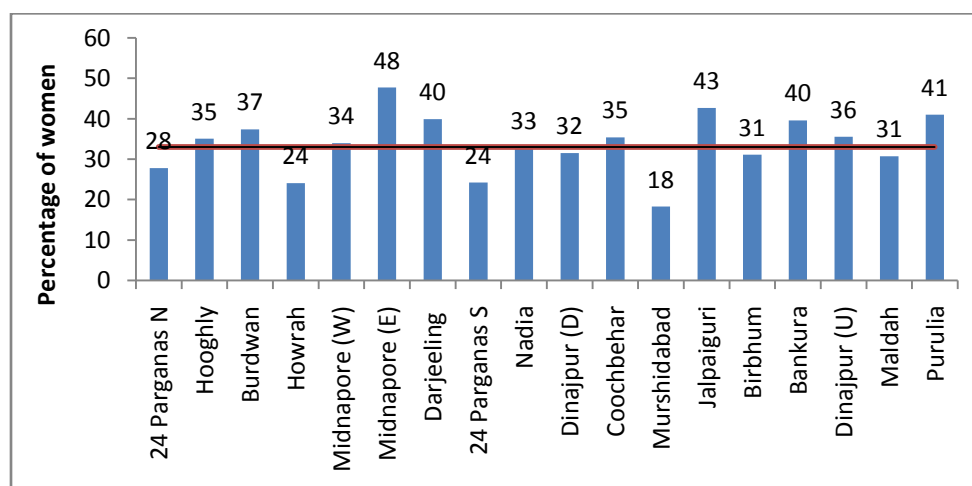
Districts	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	Change in % Point	
									2009-10 to 2012-13	2012-13 to 2015-16
24 Parganas N	5.72	15.14	26.27	33.02	31.85	30.72	34.4	45.45	16.7	13.6
Hooghly	26.41	31.45	34.02	34.21	36.27	37.03	40.79	40.53	4.8	4.3
Burdwan	34.84	46.16	45.06	29.36	29.16	31.42	39.6	43.33	-17.0	14.2
Howrah	8.69	21.32	19.01	21.75	23.35	28.44	33.21	36.8	2.0	13.5
Midnapore (W)	25.52	30.04	30.43	33.61	35.86	37.08	38.61	40.42	5.8	4.6
Midnapore (E)	32.35	43.56	44.58	49.52	49.41	51.76	54.01	56.57	5.8	7.2
Darjeeling	0	42.22	42.31	45.23	44.22	45.19	50.03	49.8	2.0	5.6
24 Parganas S	9.77	10.78	15.38	24.2	26.53	30.79	33.57	42.87	15.8	16.3
Nadia	13.99	23.02	31.05	26.81	29.81	34.62	49.99	52.67	6.8	22.9
Dinajpur (D)	26.44	37.73	31.56	29.11	28.95	29.41	27.54	41.43	-8.8	12.5
Coochbehar	20.76	24.43	23.93	23.92	24.32	36.73	57.14	72.1	-0.1	47.8
Murshidabad	10.59	9.56	13.23	15.72	16.51	21.43	29.45	29.9	7.0	13.4
Jalpaiguri	40.19	46.6	44.99	39.78	41.11	41.9	43.7	42.82	-5.5	1.7
Birbhum	24.7	37.01	31.17	24.79	27	27.16	30.48	46.7	-10.0	19.7
Bankura	35.57	43.21	37.99	40.25	40.23	38.92	35.94	44.61	-3.0	4.4

Dinajpur (U)	36.71	42	33.62	31.76	35.68	33.02	28.96	42.52	-6.3	6.8
Maldah	20.43	31.8	30.41	28.89	30.12	31.99	31.68	40.69	-1.7	10.6
Purulia	37.04	41.08	38.93	43.35	42.32	41.19	41.61	42.7	1.2	0.4
Mean	22.76	32.06	31.89	31.96	32.93	34.93	38.93	45.11	0.9	12.2
C. V.	53.83	37.91	30.39	27.86	25.46	20.59	23.08	19.71		

Source: www.nrega.nic.in

In 2009-10, the percentage of women participation in districts of West Bengal varied between 9.56 percent and 46.16 percent. The districts occupied the top 5th position were Jalpaiguri (46.6 percent), Burdwan (46.16), East Mednapore (43.56 percent), Bankura (43.21 percent) and Darjeeling (42.22 percent) and the districts with less than 20 percent were 24 Parganas North (15.14 percent), 24 Parganas South (10.78 percent) and Murshidabad (9.56 percent). For women, the mean of percentage participation over the period increased from 22.76 percent in 2008-09 to 32.93 percent in 2012-13 and further increased to 45.11 percent to 2015-16. The decreasing CV signifies the decrease in variability across districts over time.

Figure 3.3.4.c: Average of Percentage of Women Participation during 2008-09 to 2015-16



Source: Author's calculation based on secondary data, www.nrega.nic.in

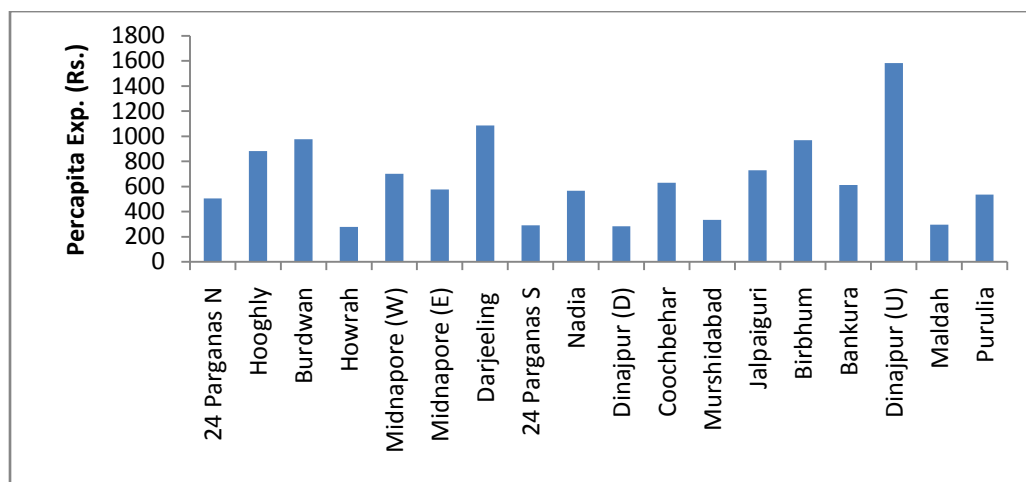
									to 2012- 13	2015-16
24 Parganas N	149	445	511	626	752	577	491	484	0.2	-0.1
Hooghly	99	248	500	732	1086	1485	1350	1555	1.1	0.1
Burdwan	323	564	862	746	1063	1290	1544	1419	0.3	0.1
Howrah	30	80	112	192	431	293	435	656	1.5	0.2
Midnapore (W)	209	456	515	467	680	948	1044	1281	0.2	0.3
Midnapore (E)	115	262	266	391	805	906	931	932	0.7	0.1
Darjeeling	0	187	387	1026	1870	1789	1482	1939	3.0	0.0
24 Parganas S	49	87	78	223	382	439	348	723	1.1	0.3
Nadia	94	293	246	275	486	1077	852	1209	0.2	0.5
Dinajpur (D)	117	245	216	204	414	359	287	429	0.2	0.0
Coochbehar	244	367	306	330	328	746	843	1884	0.0	1.6
Murshidabad	92	238	333	306	387	488	407	418	0.2	0.0
Jalpaiguri	256	717	450	823	977	1215	990	415	0.1	-0.2
Birbhum	286	586	828	998	1230	1344	1016	1458	0.4	0.1
Bankura	250	425	736	633	804	835	605	612	0.3	-0.1
Dinajpur (U)	65	136	131	160	127	150	11435	468	0.0	0.9
Maldah	70	208	147	313	347	460	356	470	0.2	0.1
Purulia	172	548	552	464	679	820	581	471	0.1	-0.1
Mean	146	338	399	495	714	846	1389	935	0.5	0.2
C. V.	65.4	54.5	60.3	56.3	59.1	53.7	182.7	57.3	-	-

Source: www.nrega.nic.in

The percapita expenditure across districts of West Bengal varied between Rs. 80 to Rs. 717 in 2009-10 and Rs. 415 to Rs. 1939 in 2015-16. The percapita expenditure was highest in Jalpaiguri (Rs. 717), followed by Birbhum (Rs. 586), Burdwan (Rs. 564) and Purulia (Rs. 548) in 2009-10. The districts lagging behind with the expenditure of below Rs. 200 were Howrah (Rs. 80)

followed by 24 Parganas South (Rs. 87), Dinajpur Uttar (Rs. 136) and Darjeeling (Rs. 187). Form the lowest strata Darjeeling secured the first position (Rs. 1939) in 2015-16, followed by Coochbehar (Rs. 1884) and Hooghly (Rs. 1555). The average of the percapita expenditure of 18 districts increased from Rs. 338 in 2009-10 to Rs. 714 in 2012-13 and further to Rs. 935 in 2015-16. The variation in the percapita expenditure across the districts was more or less remaining same except in 2014-15 as shown by the coefficient of variation (CV) of percapita expenditure were remaining fluctuating over the period in a minor scale.

Figure 3.3.1.a: Average of Percapita Expenditure during 2008-09 to 2015-16



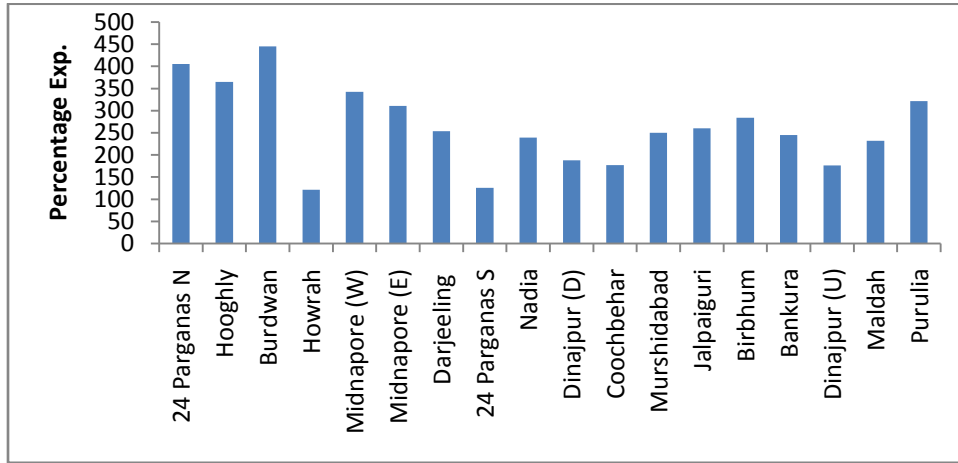
Source: Author's calculation based on secondary data, www.nrega.nic.in

Few districts like Birbhum, Burdwan, Darjeeling, Dinajpur Uttar, Hooghly and Jalpaiguri are above the all India level among major districts. On the other hand, both 24Parganas, Dinajpur Dakshin, Howrah, Maldah and Murshidabad are far behind in this respect.

Due to unavailability of data about fund utilization we considered up to 2010-11 from 2008-09. Though the Table A6 given in the appendix indicates the better utilization of fund and the districts were sometimes spent more than the fund allocation. But the absence of data after a

period raised the question about the fairness of the programme. Figure 3.3.1.b elucidated about the fund utilization of the programme.

Figure 3.3.1.b: Average of Percentage Expenditure against total Fund Available during 2008-09 to 2010-11



Source: Author's calculation based on secondary data, www.nrega.nic.in

The actual release to a state government will depend upon its actual utilization of funds released (Mehrotra, 2008). So utilization of available fund is very crucial. To consider the performance of utilization of fund across districts, we will consider in percentage term due to variability of size and population of the districts. It is noticed that in the financial year 2008-09, fund utilization against the availability of fund in West Bengal was 70.57 percent and there was a positive trend of better fund utilization. It increases to 412.82 percent in the 2010-11 as against 339.47 percent in 2009-10. It is surprising to us that the percentage of fund utilization is above hundred percent which signify that the expenditure is excess of transfer from central government i.e. the role of West Bengal increases over the showing her faith on the programme. 24 Parganas (North),

Burdwan, Hooghly, Midnapore East and West make expenditure over available allocation in an average (2008-09 to 2010-11).

From the Table A 8 given in the appendix, it is observed that the coefficient of variation decreases over the period across districts and the mean of percentage utilization of fund increases. The average of percentage utilization of fund increased from 67.59 percent in 2008-09 to 337.14 percent in 2009-10 and further to 385.61 percent in 2010-11.

3.3.2 Distribution of expenditure among wage, material and administrative cost

The share of wage and material in total assets creation cost should be 60:40 for the works taken by Gram Panchayet or other agencies through MGNREGA. It is also recommended not to apply labour displacing machinery or contractor for any kind of work under MGNREGA. Since the programme was introduced to provide wage employment to the weaker section of the society, it was emphasized on the maximum sharing from wage costs. So we have paid an attention to the percentage of wage expenditure in any kind of work under MGNREGA in table 3.3.2 to justify whether it is above the stipulated (60 percent) ratio or below the ratio.

Table 3.3.2: Percentage Expenditure on Wage

Districts	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	Change in % Point	
									2009-10 to 2012-13	2012-13 to 2015-16
24 Parganas N	77.3	66.8	66.1	63.4	70.0	63.6	68.0	79.0	3.3	9.0
Hooghly	69.8	67.2	70.5	72.0	61.8	67.9	73.9	76.5	-5.4	14.7
Burdwan	72.9	65.8	64.9	68.5	68.6	66.8	73.8	78.9	2.8	10.2
Howrah	60.6	60.3	60.6	61.6	66.3	65.2	64.1	72.6	6.0	6.3
Midnapore (W)	66.7	67.6	68.7	68.9	71.3	75.6	78.5	79.2	3.8	7.9

Midnapore (E)	70.0	70.3	71.1	68.7	68.8	65.0	68.5	73.4	-1.5	4.6
Darjeeling	0.0	55.3	55.8	53.8	49.9	51.1	65.2	65.6	-5.4	15.7
24 Parganas S	72.4	73.4	69.9	71.5	67.7	64.0	63.3	80.2	-5.7	12.5
Nadia	79.1	71.6	69.8	66.9	66.3	68.5	75.6	83.2	-5.3	16.9
Dinajpur (D)	86.3	72.9	71.8	73.3	61.5	65.6	61.0	71.1	-11.4	9.6
Coochbehar	47.2	69.4	66.0	69.1	68.6	82.1	85.1	79.4	-0.8	10.8
Murshidabad	61.3	71.9	75.3	64.4	77.0	69.9	68.4	74.0	5.1	-3.0
Jalpaiguri	66.8	74.6	72.5	71.9	64.6	71.9	77.2	91.0	-10.0	26.4
Birbhum	67.0	69.0	61.2	71.2	73.1	76.4	82.1	91.7	4.1	18.7
Bankura	62.4	65.2	69.8	69.0	70.7	70.1	73.1	90.5	5.5	19.9
Dinajpur (U)	71.7	64.4	63.8	63.6	70.4	62.0	0.9	70.1	6.0	-0.2
Maldah	70.9	68.2	64.1	66.8	66.8	70.6	68.5	74.2	-1.4	7.4
Purulia	76.2	74.0	73.4	74.3	74.1	71.5	76.4	95.5	0.1	21.4
Mean	65.5	68.2	67.5	67.7	67.6	68.2	68.0	79.2	-0.6	11.6
C. V.	28.1	7.3	7.5	7.4	8.8	9.8	26.5	10.5	-	-

Source: www.nrega.nic.in

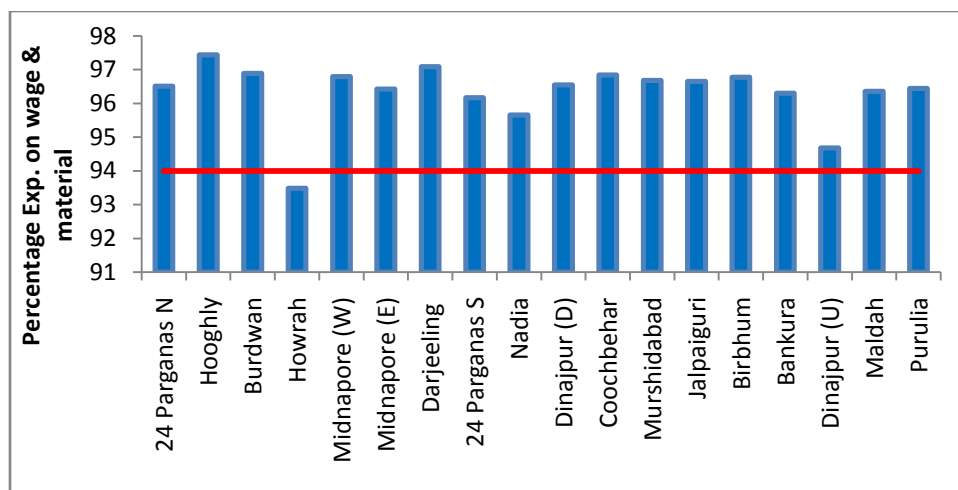
The percentage expenditure on wage across districts of West Bengal varied between 55.3 to 74.6 percent in 2009-10 and 65.6 to 91.7 in 2015-16. The percentage expenditure on wage was highest in Jalpaiguri (74.6 percent), followed by Purulia (74 percent), 24 Parganas South (73.4 Percent) and Dinajpur Dakshin (72.9 percent) in 2009-10. The districts lagging behind with the percentage expenditure on wage below 60 percent was Darjeeling (55.3 percent). From the lowest strata Darjeeling secured the first position (65.6 percent) in 2015-16, followed by Dinajpur Uttar (70.1 percent) and Dinajpur Dakshin (71.1 percent). There was no district to spend below 60 percent on wage cost in 2015-16. The average of the percentage expenditure on wage of 18 districts decreased from 68.2 percent in 2009-10 to 67.6 percent in 2012-13 and later increased to 79.2 percent in 2015-16. The variation in the percentage expenditure on wage across

the districts was more or less remaining same except in 2008-09 and 2014-15 as shown by the coefficient of variation (CV) of percentage expenditure on wage were remaining fluctuating over the period in a minor scale.

It is observed from the Table A9 given in the appendix that the percentage of wage and material expenditure remains more or less same for last five years. For most of the major districts the average of percentage expenditure on wage and material during 2008-09 to 2015-16 is above 97 percent. But 6 percent administrative expenditure is treated as efficiency. So the states below the expenditure of 94 percent in wage and material together are treated as efficient.

From the table A9 we can see that Howrah spend 10 percent of its allocation as administrative charge in 2009-10. And three districts namely 24 parganas South, Bankura and Nadia spent over 5 percent of their allocation as administration charge. Over the period the administrative charged reduced due to improved administration with proper planning. About 2 percent was spent for administration in 2015-16. The table A 9 it is evident that average expenditure on wage and material increased over time and the variation about the fund allocation decreased with decreasing CV. The CV decreased from 5.38 percent in 2008-09 to 1.01 percent in 2011-12 and further decreased to 0.63 percent in 2015-16.

Figure 3.4.2: Average of Percentage Expenditure on Wage and Material during 2008-09 to 2015-16



Source: Author's calculation based on secondary data

Share of wage and material remains more or less same. But it is positive to us that MGNREGS average wage cost increases continuously since the initiation of programme. The average wage cost was Rs 137.26 in 2012-13, Rs. 147.09 in 2013-14, Rs. 164.06 in 2014-15 and Rs. 169.91 in 2015-16 in West Bengal. Most of the districts are able to expense 97 percent of its budget in wage and material with exception of Dinajpur Uttar, Howrah and Nadia.

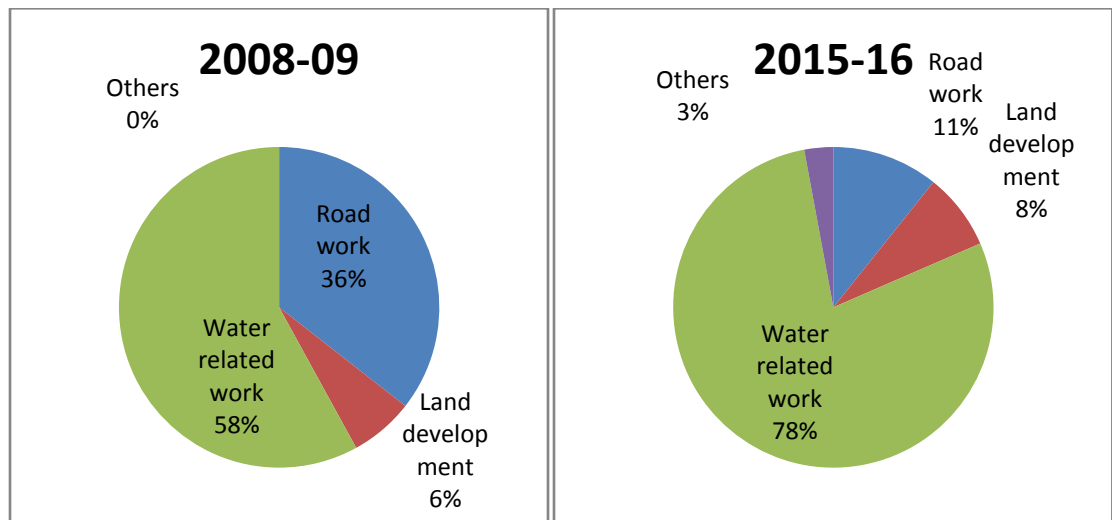
3.4 Formation of Productive Asset:

MGNREGA works have the possibility to help rural families by enhancing irrigation facilities, improving land productivity and linking remote villages to input and output markets. Agricultural productivity has been enhanced due to large number of irrigation, water harvesting and land-development works undertaken under MGNREGA (Haque, 2012). But MGNREGA has faced some criticism in question of quality and sustainability of the assets created under it. Critics of the programme argue that since employment creation is the major goal of the Act, the works taken up are labour-intensive, these works tend to be non-durable and have limited use (Bassi et al., 2010). So the number of works undertaken and percentage of work completed over

total work taken up are the two good parameters to justify how far the programme is reachable to common people with multiple aspects.

From the inception of the programme up to FY 2015-16, about 38.17 lakhs works were completed. For the FY 2015-16, 78 percent related to water, with a focus on rain water harvesting and desilting and digging and renovation of ponds, tanks and wells. Another 11 percent relate to rural connectivity, but this is no longer emphasised because MGNREGA is not the most appropriate programme for road works. Finally, 8 percent relate to land owned by SC/ST/BPL/SMF/IAY and land reform beneficiary households.

Figure 3.4.1: Share of different type of work under MGNREGA for FY 2008-09 and FY 2015-16



Source: Author's calculation based on secondary data

To assess the effective asset creation, we will consider total works taken up and per centage of work completed over total work taken. Because if we take total work only then there may be some districts those who takes more work relative to other with out execution. On the other hand

if we take percentage of work completion, then there is a possibility of variation of completion of work over work taken.

The total work taken up and percentage of work completion over total work taken up for districts of West Bengal is shown in Table 3.4.1 and Table 3.4.2 respectively. Total work will consider the extent of asset creation where as the percentage of work completion indicates the intensity of performance of true asset creation.

Table 3.4.1: Total works taken up

Districts	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	Annual Growth	
									2009-10 to 2012-13	2012-13 to 2015-16
24 Parganas N	6652	19690	62112	114178	96018	72005	44385	84010	1.3	0.0
Hooghly	3893	6480	9588	16685	20224	27256	25496	54783	0.7	0.6
Burdwan	18312	17970	21164	27987	30501	41055	39524	164700	0.2	1.5
Howrah	637	1758	1911	2523	4979	3836	5820	18063	0.6	0.9
Midnapore (W)	13865	29347	34151	48756	52766	77830	76967	127472	0.3	0.5
Midnapore (E)	11503	17894	16564	24608	40445	76362	94184	152091	0.4	0.9
Darjeeling	0	665	1442	4056	6718	5046	6068	10044	3.0	0.2
24 Parganas S	3980	4401	3638	28040	34549	52457	51681	172463	2.3	1.3
Nadia	1934	7544	7789	9049	12675	26206	35243	72187	0.2	1.6
Dinajpur (D)	695	2777	1947	3690	5017	5667	5205	86789	0.3	5.4
Coochbehar	2765	4572	5118	7709	6114	11789	14803	96447	0.1	4.9
Murshidabad	2814	7908	9517	14198	12760	20779	18223	27849	0.2	0.4
Jalpaiguri	6108	14068	11155	20853	20164	24779	26040	25321	0.1	0.1
Birbhum	10022	15061	19355	29521	28662	36722	36348	71941	0.3	0.5
Bankura	7473	9767	15251	20828	17972	18293	16657	34392	0.3	0.3

Dinajpur (U)	1415	2625	1720	3994	2898	3719	24672	67330	0.0	7.4
Maldah	1649	2862	3562	10976	10271	27100	24212	42633	0.9	1.1
Purulia	5848	17556	19402	19472	17602	24128	21478	44201	0.0	0.5
Mean	5531	10164	13633	22618	23352	30835	31500	75151	0.6	1.6
C. V.	92	79	110	114	97	79	75	67		

Source: www.nrega.nic.in

The total work taken up varied widely across districts. In 2009-10, the total work taken up was highest in West Midnapore (29347), followed by 24 Parganas North (19690), Burdwan (17970), East Midnapore (17894) and purulia (17556). It was very low for Darjeeling (665) and Howrah (1758). In 2015-16, the work taken was highest in 24 Parganas South (172463), followed by (164700), East Midnapore (152091) and West Midnapore (127472). The mean of work taken up of 18 districts increased from 10164 in 2009-10 to 23352 in 2012-13 and further increased to 75151. The CV increased in 2011-12 and after that it decreased gradually and became 67 in 2015-16. So there was variability for two period and it decreased from 2012-13 onwards.

Table 3.4.2: Percentage of work completed over total work taken

Districts	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	Change in % Point	
									2009-10 to 2012-13	2012-13 to 2015-16
24 Parganas N	42.4	66.0	33.0	40.8	47.2	56.9	33.1	23.4	-18.8	-23.8
Hooghly	38.8	82.8	78.4	46.0	40.6	36.7	11.3	20.9	-42.2	-19.7
Burdwan	64.3	74.9	68.0	31.1	32.1	36.1	11.9	6.9	-42.9	-25.1
Howrah	29.0	71.7	67.0	81.5	83.1	26.7	18.4	14.2	11.5	-68.9
Midnapore (W)	64.3	67.4	70.8	30.6	26.3	18.6	5.0	9.6	-41.0	-16.8
Midnapore (E)	41.2	56.3	67.8	42.3	35.0	19.8	18.9	23.0	-21.3	-12.0
Darjeeling	0.0	39.6	41.9	28.1	13.5	29.3	1.4	4.5	-26.1	-9.0

24 Parganas S	55.7	69.8	64.8	22.3	27.9	19.5	3.8	28.1	-41.9	0.2
Nadia	51.4	75.1	54.2	49.6	36.7	37.8	30.3	36.1	-38.4	-0.6
Dinajpur (D)	45.6	60.8	64.5	17.6	27.5	28.7	8.5	0.6	-33.3	-26.8
Coochbehar	47.6	50.2	39.5	17.1	33.6	17.1	6.2	9.5	-16.6	-24.1
Murshidabad	68.3	67.9	69.7	24.4	40.7	15.6	5.9	7.6	-27.2	-33.1
Jalpaiguri	69.8	84.4	65.6	42.2	30.8	18.4	5.2	3.3	-53.6	-27.5
Birbhum	55.9	58.2	72.2	73.7	68.4	37.2	17.8	10.8	10.2	-57.5
Bankura	52.7	59.1	65.5	47.5	36.4	36.8	13.5	6.3	-22.7	-30.0
Dinajpur (U)	87.6	74.7	85.9	48.6	47.8	20.9	1.0	4.4	-27.0	-43.4
Maldah	36.0	86.7	67.7	51.7	27.2	11.8	5.9	18.7	-59.5	-8.4
Purulia	31.9	53.1	57.5	44.7	32.7	29.9	33.6	0.8	-20.4	-31.9
Mean	49.0	66.6	63.0	41.1	38.2	27.7	12.9	12.7	-28.4	-25.5
C. V.	39.5	18.9	21.3	42.4	42.0	40.6	81.6	79.8		

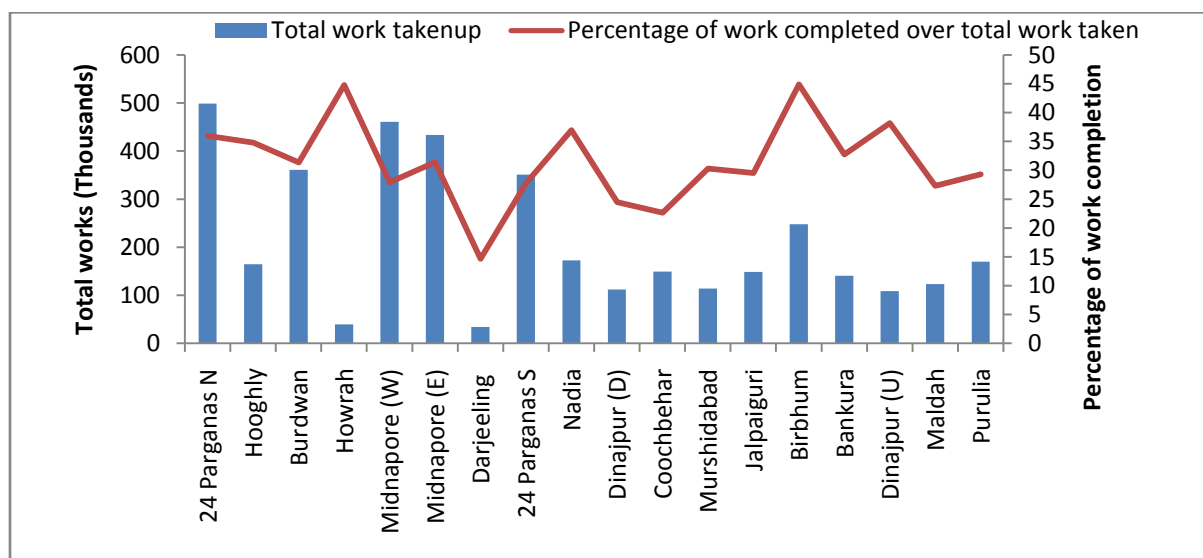
Source: www.nrega.nic.in

In 2009-10, the percentage of work completed over total work taken up in districts of West Bengal varied between 86.69 percent and 39.55 percent. The districts occupied the top 5th position were Malda (86.69 percent), Jalpaiguri (84.35 Percent), Hooghly (82.78 percent), Nadia (75.09 percent) and Burdwan (74.91 percent) and the districts with less than or just 50 percent were Darjeeling (39.55 percent), Coochbehar (50.15 percent) and Purulia (53.1 percent). The percentage of work completed varied between 0.63 percent to 36.09 percent in 2015-16 across districts in West Bengal. In 2015-16, the percentage of work completed was highest in Nadia (36.09 percent), followed by 24 Parganas South (28.14 percent), 24 Parganas North (23.44 percent), East Midnapore (22.98 percent) and Hooghly (20.93 percent). It was very low for Dinajpur Dakshin (0.63 percent) and Purulia (0.78 percent). The mean of percentage of work completed over the period decreased from 66.58 percent in 2009-10 to 38.18 percent in 2012-13

and further to 12.72 percent to 2015-16. The increasing CV signifies the increase in variability across districts over time.

The Figure 3.4.1 consider the total work taken up and percentage of work completed over total work taken up during 2008-09 to 2015-16. 24 Parganas (North) was the leading district to under take the work and the work completion rate was also good (42.8 percent) in relative to other district. West Midnapore secured the second position of total work taken up and the work completion rate was 36.6 percent. The lower work under taken and higher percentage of job completion was the general feature for all India. But it is quite different for West Bengal. 24Parganas (South), Burdwan, Midnapor East and West reach the mile stone of 3 lakhs of work under taken and their work completion rate were also above 40 percent. On the other hand for Dinajpur Dhakshin and Darjeeling the total work taken up were below one lakh and work completion rate were 19.8 percent and 27.6 percent respectively.

Figure 3.5.1: Total Work Taken up and Percentage of Work Completed during 2008-09 to 2015-16



Source: Author's calculation based on secondary data, www.nrega.nic.in

3.5 Performance of MGNREGA over Time and Across Districts

MGNREGA is a world largest employment guarantee programme so far. The programme is running over 12 years. So we will evaluate the performance of MGNREGA with respect to indicators relating to the programme. Though we have discussed about the indicator in our previous section, now we have done t-test of the indicators to justify the significant change of the indicators over the period. On the other hand to analyze the performance across districts we have developed a performance index taking the indicators in an average over the period to neutralize the fluctuation in a particular year.

Table 3.5.1: Analysis of Performance of Different Attribute over Time for West Bengal

Sl. No.	Attribute	2009 -10 to 2012-13		2012-13 to 2015-16	
		Mean Diff.	t-Value	Mean Diff.	t-Value
1	Average Persondays of Employment Per Household	-8.334	-2.026**	3.365	1.090
2	Percentage of household receiving at least 100 days of employment among total household provided employment	2.272	2.649***	-0.706	-0.714
3	Percentage of women participation in total MGNREGS job	0.866	0.249	12.178	4.227***
4	Percentage of SC & ST participation in total MGNREGS job	-8.098	-1.545*	-1.072	-0.222
5	Percentage expenditure on wage and material	0.721	1.385*	0.968	2.879**
6	Per capita expenditure	375.431	0.001***	220.871	0.089*
7	Percentage of work completed over total work taken	-28.402	-5.918***	-25.464	-5.694***
8	Average wage cost	81.475	3.286***	64.759	2.374***

Source: Author's calculation based on MGNREGA Secondary data

Table 3.5.1 presents t statistics and mean differences of different indicators on MGNREGA. The prime objective of the programme was to provide employment to the rural households in agricultural lean season to get rid of poverty. So, average persondays determine the provision of direct benefits from the programme. The mean differences of average persondays were -8.33 and 3.365 in 2009-10 to 2012-13 and 2012-13 to 2015-16 respectively. The negative mean difference was statistically significant and implies that the average persondays decreased from 2009-10 to 2012-13. There was no significant change in average persondays from 2012-13 to 2015-16. Percentage of households receiving at least 100 days employment among total households provided employment changed significantly by 2.27 percent from 2009-10 to 2012-13 and after that it remains more or less same. So after 2012-13 the direct benefits or employment opportunities did not extent. The participation of women increased significantly from 2012-13 to 2015-16 by 12.17 percent. On the other hand participation of SC/ST households decreased over time. The percentage expenditure on wage and material increased over time. The fact proved the administrative improvement over time. Per capita expenditure also increased gradually from the initiation of the programme. But the percentage of work completed decreased by 28.4 percent from 2009-10 to 2012-13 and further decreased by 25.46 percent from 2012-13 to 2015-16. So there was a wide gap between actual asset creation and fund realisation. Average wage cost increased over the period. But the lack of creation of strong asset base with the of MGNREGA make the programme ineffective in future.

To make the performance index (PI) using the Fuzzy Set Theory (Zadah, 1965), we have taken 12 indicators across 18 districts of West Bengal. The indicators of PI are work availability per households, participation in MGNREGS, and percentage of household get at least 100 days of job in total household employed in MGNREGS, per capita fund expenditure, utilization of

available fund and success of completeness of work. Most of the indicators are in percentage term. We take the percentage in an average for 2008-09 to 2015-16 for each indicator separately. We construct a weight set using the formula proposed in the methodology of performance index. The value of PI lies between zero and one. Where one indicates high PI, zero indicates low PI.

Table 3.5.2: Indicators Taken to Calculate TFA

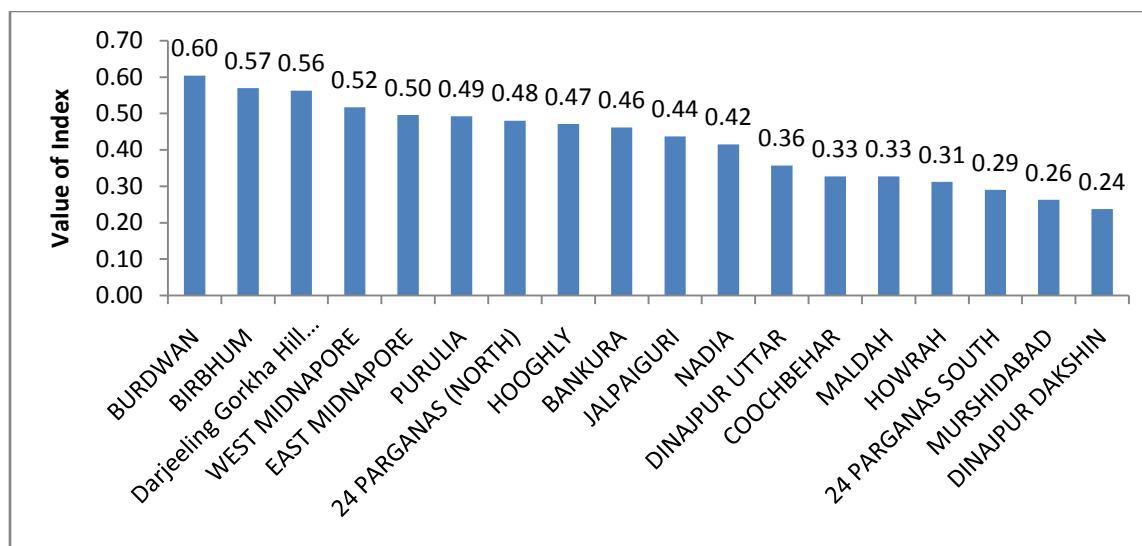
Indicators	Sub-Indicators	minimum	maximum
Employment	Percentage share of job card among SC/ST	14.36	53.67
Generation	Percentage of household get job with issued job card	22.96	72.27
	Average person days per household	23.27	39.83
	Percentage of household receiving at least 100 days of employment under MGNREGS	0.53	5.99
	Share of SC & ST participation in total MGNREGS job	0.7	1.6
	Percentage of women participation in total MGNREGS job	18.30	47.72
Utilisation of Fund	Percentage expenditure against total fund available	121.07	444.80
	Per capita expenditure	278.57	1583.94
	Percentage expenditure on wage & material	93.48	97.48
	Average wage cost	139.45	188.85
Productive Asset Creation	Total works taken up	34039	499050
	Percentage of work completed over total work taken	19.77	49.27

Source: Author's calculation

The ranking of the districts according to the value of performance index (calculation given in appendix by Table A8) is shown in Figure 3.6.1 below.

Figure 3.6.1: Rank of Districts as per their Performance in an Average over the Period

2008-09 to 2015-16



Source: Author's calculation

Only four districts are above the average level of performance. These top four districts according to overall performance of MGNREGS are Burdwan, Birbhum, Darjeeling and West Medinipur. But the performance is relatively lagging behind in the districts namely, Dinajpur (Dakshin), Murshidabad, 24 Parganas (South), Howrah, and Maldah. The last seven districts PI value is below 0.4 out of 18 districts. Only one districts secured 0.6 PI value and four districts lies within 0.6 to 0.5 ranges. So this indicates poor performance of the districts in respect of MGNREGA implementation.

3.6 Summing up:

The variation of average persondays across districts over time declined gradually during 2008-09 to 2015-16. Less developed districts performed better in respect of providing at least 100 days employment. The women participation was below 33 percent stipulated by the government in some of the less developed districts. But apparently it might be opposite for less developed

districts. It is surprising to us that the percentage of fund utilization is above hundred percent which signify that the expenditure is excess of transfer from central government. The number of works under taken increased and percentage of work completed over total work taken up decreased over the study period. The negative mean difference was statistically significant and implies that the average persondays decreased from 2009-10 to 2012-13. Percentage of households receiving at least 100 days employment among total households provided employment changed significantly during 2009-10 to 2012-13 and after that it remains more or less same. So after 2012-13 the direct benefits or employment opportunities did not extent. The participation of women increased significantly during 2012-13 to 2015-16. On the other hand participation of SC/ST households decreased over time. The percentage expenditure on wage and material increased over time. The fact proved the administrative improvement over time. Percapita expenditure also increased gradually from the initiation of the programme. But the percentage of work completed decreased over the study period. So there was a wide gap between actual asset creation and fund realisation and the programme would be ineffective in future. Only five districts has secured the value of PI over 0.5 among the 18 districts which indicates a flaw full implementation of the programme and the indicators of the programme has not perform in satisfactory level.