

CHAPTER – I

INTRODUCTION

1.1 Background

Since independence rural development in India has been the biggest challenge to government. For many years the underdevelopment of Indian economy is based upon some reasons and factors, majority of these reasons and factors are interdependent and affect country's economy. The main determinant of Indian economy is agriculture based livelihood. More than 70% population of the country resides in villages and they depend upon agriculture. Another cause of under development is poverty of rural population. Many efforts are going on for reducing and alleviating poverty, like Rural Employment program for those who need it. However, increase in the unemployment status since 1990s, continuous decline in agriculture production, and increased migration from the rural to urban areas were the larger socio-economic factors responsible for low economic growth in last few years.

The Rural Employment Scheme (SGRY, formerly Food for Work) and Employment Assurance Scheme (EAS) aim to provide additional wage employment in rural areas, particularly during 'lean' seasons. The differences between them were stronger emphasis on paying part of the daily wage in the form of food grains under the SGRY, and a stronger provision for materials to allow the creation of durable assets under the EAS. Both schemes are to a large degree self-targeting, since only the poorest will work for the basic minimum wage. However, in both there is scope for politicians to influence the allocations of resources towards their own constituencies. During the drought of the late 1970s, the amount of work provided by Food for Work more closely matched that demanded by rural people than did that provided by the EAS.

The Ministry of Rural Development, Government of India, initiated a holistic and integrated development scheme, viz. National Rural Employment Guarantee Scheme, which came into force during February 2005, in 200 most backward districts of India. During 2007, the scheme was extended to another 130 districts and since April 2008, this scheme covers all other districts of India. This is the largest employment programme ever started in the country with a huge public investment. The focus of the scheme is to provide 100 days wage

employment to rural households who wish to work and ask for work. Panchayats are involved in the planning and implementation of the scheme and creation of durable assets for sustainable development of the rural areas. The guidelines on MGNREGA clearly reflect the importance of social audit and greater emphasis has been placed on transparency and accountability. Use of information technology through online information is encouraged for the stakeholders for proper monitoring and evaluation of the programme.

The MGNREGA is an important step towards realization of the right to work. It is expected to enhance people's livelihood security on a sustained basis, by developing economic and social infrastructure in rural areas. One of the most distinguishing features of the MGNREGA is its approach towards empowering citizens to play an active role in the implementation of employment guarantee schemes, through gram sabhas, social audit, participatory planning and other activities.

About the MGNREGA Act

The **Mahatma Gandhi National Rural Employment Guarantee Act, (MGNREGA)** was notified on September 7, 2005 with the objective to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. The main objective of the scheme is '*to provide for the enhancement of livelihood security of the households in rural areas of the country by providing at least one hundred days of guaranteed wage employment in every financial year to every household whose adult members volunteer to do unskilled manual work*'. Unlike the hitherto prominent poverty alleviation and rural development schemes, this Act ensures the right to work as a statutory right guaranteed and protected by law. The passing of the Act in 2005 signifies a paradigm shift in the strategies of the rural development.

Goals of MGNREGA

1. Strong social safety net for the vulnerable groups by providing a fall-back employment source, when other employment alternatives are scarce or inadequate.

2. Growth engine for sustainable development of an agricultural economy. Through the process of providing employment on works that address causes of chronic poverty such as drought, deforestation and soil erosion, the Act seeks to strengthen the natural resource base of rural livelihood and create durable assets in rural areas. Effectively implemented, MGNREGA has the potential to transform the geography of poverty.
3. Empowerment of rural poor through the processes of a rights-based Law.
4. New ways of doing business, as a model of governance reform anchored on the principles of transparency and grass root democracy.

Thus, MGNREGA fosters conditions for inclusive growth ranging from basic wage security and recharging rural economy to a transformative empowerment process of democracy.

The document on scheme under MGNREGA envisaged that focus shall be on the following works in their order of priority: (i) water conservation and water harvesting; (ii) drought proofing (including afforestation and tree plantation); (iii) irrigation canals including micro and minor irrigation works; (iv) provision of irrigation facility to land owned by households belonging to the scheduled castes and scheduled tribes or to land of beneficiaries of land reforms or that of the beneficiaries under the Indira Awas Yojana; (v) renovation of traditional water bodies, including delisting 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.

Coverage of the Act

The Act was notified in 200 districts in the first phase with effect from 2nd February 2006 and then extended to additional 130 districts in the financial year 2007-2008 (113 districts were notified with effect from 1st April 2007. The remaining districts have been notified under the MGNREGA with effect from April 1, 2008. Thus MGNREGA covers the entire country with the exception of districts that have a hundred percent urban population. The National Rural Employment Guarantee Act, 2005 (MGNREGA) guarantees 100 days of employment in a

financial year to any rural household whose adult members are willing to do unskilled manual work.

The scheme has been universalized for all persons living in rural areas instead of being available only for the families 'below poverty line'. The central government provides 90 percent share of funds for the scheme. It also compensates various states if fund crunch affects employment generation. Various social security measures provided under the scheme are:

- (i) If any injury occurs to any persons employed under the scheme, he or she shall be entitled to free of charge medical treatment.
- (ii) If a person employed under the scheme dies or become permanently disabled by accident arising out of and in course of employment, he shall be paid by the implementing agency an ex-gratia payment at the rate of rupees twenty-five thousand; and
- (iii) Facilities of safe drinking water, shade for children and periods of rest, first-aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being performed shall be provided at the work site.

Salient Features of the Act

- i) Adult members of a rural household, willing to do unskilled manual work, may apply for registration in writing or orally to the local Gram Panchayat.
- ii) The Gram Panchayat after due verification will issue a Job Card. The Job Card will bear the photographs of all adult members of the household willing to work under MGNREGA and is free of cost.
- iii) The Job Card should be issued within 15 days of application.
- iv) A Job Card holder may submit a written application for employment to the Gram Panchayat, stating the time and duration for which work is sought.

- v) The Gram Panchayat will issue a dated receipt of the written application for employment, against which the guarantee of providing employment within 15 days operates.
- vi) Employment will be given within 15 days of application for work, if it is not then daily unemployment allowance as per the Act, has to be paid liability of payment of unemployment allowance is of the States.
- vii) Work should ordinarily be provided within 5 km radius of the village. In case work is provided beyond 5 km, extra wages of 10% are payable to meet additional transportation and living expenses.
- viii) Wages are to be paid according to the Minimum Wages Act 1948 for agricultural labourers in the State, unless the Centre notifies a wage rate which will not be less than Rs. 60/ per day. Equal wages will be provided to both men and women.
- ix) Wages are to be paid according to piece rate or daily rate. Disbursement of wages has to be done on weekly basis and not beyond a fortnight in any case.
- x) At least one-third beneficiaries shall be women who have registered and requested work under the scheme.
- xi) Work site facilities such as crèche, drinking water, shade have to be provided.
- xii) The shelf of projects for a village will be recommended by the *Gram Sabha* and approved by the *Zila Panchayat*.
- xiii) At least 50% of works will be allotted to Gram Panchayats for execution.
- xiv) Permissible works predominantly include water and soil conservation, afforestation and land development works.

- xv) A 60:40 wage and material ratio has to be maintained. No contractors and machinery is allowed.
- xvi) The Central Government bears the 100 percent wage cost of unskilled manual labour and 75 percent of the material cost including the wages of skilled and semi skilled workers.
- xvii) Social Audit has to be done by the Gram Sabha.
- xviii) Grievance redressal mechanisms have to be put in place for ensuring a responsive implementation process.
- xix) All accounts and records relating to the Scheme should be available for public scrutiny.

The Act is an important step towards realization of the right to work. It is also expected to enhance people's livelihood on a sustained basis, by developing the economic and social infrastructure in rural areas. The choice of works seeks to address the causes of chronic poverty such as drought, deforestation and soil erosion. Effectively implemented, the employment guaranteed under the Act has the potential of transforming the incidence of poverty.

MGNREGA is the most significant act in the history of Indian polity in many ways like grass-root level participation of every citizen and beneficiary through democratic process, multi-layered social audit and transparency mechanism by involvement of civil society, comprehensive planning at village level towards sustainable and equitable development etc. Important salient feature of the Act is to improve the quality of life of rural households who are vulnerable to out-migration in search of daily wage employment by channelising the wage workforce towards developmental activities at the village level itself. The scheme is gigantic in nature and in the process of implementation and achieving the desired output, there are many issues which are straddling the implementing agencies right from District to Gram Panchayat.

The National Rural Employment Guarantee Act, besides, the main features mentioned in the above background note, also involves participatory planning and implementation of the scheme through (i) proactive role of Gram Sabha, (ii) rigorous & continuous monitoring by way of social audit, and (iii) involvement of ordinary people at the grass-roots level. It addresses (i) chronic poverty, (ii) drought, (iii) deforestation, (iv) soil erosion, etc. It also aims at (i) generating productive assets, (ii) protecting the environment, (iii) empowering rural women, (iv) arresting rural urban migration.

The scheme is implemented through collaborative partnership right from Gram Sabha to Central Government, Community participation is sought by way of (i) Gram Sabha, (ii) local vigilance & monitoring committees, and (iii) Self Help Groups (SHGs), and ensures active role by Civil Society Organisations. At official level, the scheme was embedded with inbuilt monitoring & evaluation mechanism at every layer of implementation including online monitoring through Monitoring and Information System (MIS).

The scheme is implicitly strengthened by mandatory and active participation of local community, and by complete transparency in all operations and record keeping. Nevertheless, due to massive funding, and extensive coverage of beneficiaries, there is a necessity to identify and assess the ground realities, channelising labour-intensive activities into sustainable assets at village level, besides, studying the impact of the scheme on migration, quality of life etc. Since the scheme is going to be in place for an undefined period of time, and is being enlarged in terms of scope and geographical coverage, there are many challenges like non-homogeneity in its effectiveness, region specific disparities and outcomes etc.

The MGNREGS offer hundred days of work to unemployed families in rural areas. **The two conditions for the adults of a household to apply are:**

1. They must be living in a rural area.
2. They must be willing to undertake unskilled manual labour for which they would receive the minimum wage.

The details that need to be furnished are their name, age and address. These are submitted to the Gram Panchayat, which issues the household their job card, which contains details of adult members of the household. All registered members of the household are then entitled to 100 days employment for the entire household in a given financial year. Applicants who are

provided with employment are informed in writing, by means of a letter sent to the address given in the job card and by a public notice displayed at the Panchayat Offices at the district, intermediate or village level. As far as possible, the work site is to be within a five km radius of the applicant's village- in case it is not, it must be provided within the Block and the labourers must be paid 10 % of their wages as extra wages to meet the additional travel and living expenses. Facilities of safe drinking water, periods of rest, first-aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being performed are to be provided at the work site. In case the number of children below the age of six years accompanying the women working at any site is five or more, provisions shall be made to depute one such woman to look after the children. She will be paid the wage rate. The wages are to be paid within 14 days. Working hours are from 9 a.m. to 5 p.m. with a lunch break from 1 p.m. to 2 p.m.

Key Stakeholders in the implementation are:

- i) Job seekers.
- ii) Gram Sabha.
- iii) PRIs, specially the gram panchayat.
- iv) Programme Officer at the block level.
- v) District Programme Coordinator.
- vi) State Government.
- vii) Ministry of Rural Development (Govt. of India)

The Officials responsible for implementing the MGNREGA are:

1. The District Programme Coordinator who is the Chief Executive Officer of the District Panchayat or the Collector of the District.
2. The Programme Officer-a person who is not below the rank of Block Development Officer. The Programme Officer shall be responsible for matching the demand for employment with the employment opportunities arising from projects in the area under his/ her jurisdiction.
3. The Gram Panchayat shall be responsible for identification of the projects in the Gram Panchayat area; these are to be taken up under a Scheme as per the recommendations

of the Gram Sabha and the Ward Sabhas. Gram Panchayat shall also be responsible for executing and supervising such works. The Gram Panchayat shall make available all relevant documents including the muster rolls, bills, vouchers, measurement books, copies of sanction orders and other connected books of account and papers to the Gram Sabha for the purpose of conducting the social audit.

4. The 'Gram Sabha shall monitor the execution of works within the Gram Panchayat and conduct regular social audits of all the projects under the Scheme taken up within the Gram Panchayat.

Paradigm Shift from Wage Employment Programmes:

MGNREGA marks a paradigm shift from all precedent wage employment programmes. The Significant aspects of this paradigm shift are captured below:

- a) MGNREGA provides a statutory guarantee of wage employment.
- b) It provided a rights-based framework for wage employment. Employment is dependent upon the worker exercising the choice to apply for registration, obtain a Job Card, and seek employment for the time and duration that the worker wants.
- c) There is a 15 days time limit for fulfilling the legal guarantee of providing employment.
- d) The legal mandate of providing employment in a time bound manner is underpinned by the provision of Unemployment Allowance.
- e) The Act is designed to offer an incentive structure to the State for providing employment as ninety percent of the cost for employment provided is borne by the Centre. There is a concomitant disincentive for not providing employment as the States then bear the double indemnity of unemployment and the cost of unemployment allowance.
- f) Unlike the earlier wage employment programmes that were allocation based. MGNREGA is demand driven. Resource transfer under MGNREGA is based on the

demand for employment and this provides another critical incentive to States to leverage the Act to meet the employment needs of the poor.

- g) MGNREGA has extensive inbuilt transparency safeguards.
- (i) Documents: Job Cards recording entitlements (in the custody of workers), written application for employment, Muster Rolls, Measurement Books and Asset Registers.
- (ii) Processes: Acceptance of employment application, issue of dated receipts, time bound work allocation and wage payment, Citizen Information Boards at worksites, Vigilance and Monitoring Committees, regular block, district and state level inspections and social audits.
- h) The public delivery system has been made accountable, as it envisages an Annual report on the outcomes of MGNREGA to be presented by the Central Government to the Parliament and to the Legislature by the State Government. Specifically personnel responsible for implementing the Act have been made legally responsible for delivering the guarantee under the Act.

1.2: Terms of Reference (TOR)

Objective of the study

The main objective of the study is the assessment of the effectiveness of the strategy and impact of Mahatma Gandhi National Rural Employment Guarantee Scheme in three districts of Madhya Pradesh: Chhattisgarh, Shivpuri and Tikamgarh.

1. To study the socio-economic analysis of the districts in relation with the MGNREGA.
2. To identify assessment and effectiveness of the strategy in planning and implementation of the scheme.
3. To study Impact and Assessment of the perception of Beneficiaries, Gram panchayat and district level Officials.
4. To study the overall Impact assessment of MGNREGA in the districts.

Scope of work

The study will assess the effectiveness and impact of Mahatma Gandhi National Rural Employment Guarantee scheme through assessment of the field situation and analysis of primary data vis-a-vis the following:

1. Impact of Awareness generation campaign in terms of dissemination of information amongst the community.
2. Effectiveness of the Role of various stakeholders in the planning process in congruence with their envisaged roles viz. Gram Panchayat, Gram Sabha, Janpad Panchayat, Zila Panchayat, Sarpanch, Sachiv, Patwari, public representatives, NGOs etc.
3. Effectiveness of the planning process at the village level in terms of the following:
 - Mobilization of demand from the community as per the local needs & requirements.
 - Identification of beneficiaries as per the provisions of MGNREGS with respect to the coverage of the poorest & most vulnerable.

- Identification of the appropriate site for the construction of structures.
 - Identification of the appropriate structure as per the suitability of the site.
 - Development of the design, drawing & estimate of the structure as per the site conditions.
4. Effectiveness of the operation of the scheme in terms of Mobilization of application, Registration & verification of application and Issuance of job.
 5. Awareness and role of various stakeholders under the scheme viz. community, especially women & vulnerable sections, PRIs, Government functionaries, line department, NGOs, public representatives.
 6. Effectiveness of the process followed for the development and approval of plan, technical estimates and issuance of work order.
 7. Transparency in the prioritization, sanction/allocation of work under the scheme.
 8. Transparency in the implementation of work under the scheme.
 9. Transparency in maintenance of muster rolls and payment of wages for the works executed under the scheme.
 10. Effectiveness of the system followed for monitoring of physical, financial, quality checks and audit and role of community, Gram Sabha and PRI in Monitoring.
 11. Level of social & economic impact of the assets created under the scheme on the lives of the beneficiaries.
 12. Condition of structure created under the scheme from the point of view of strength, durability and sustenance.
 13. Acceptance of executed works by the people and consequent maintenance of structures.

The study will assess the effectiveness & impact of National Rural Employment Guarantee scheme through assessment of the field situation and analysis of primary data vis-à-vis the following:

1. Extent of Awareness and Effectiveness of Awareness Programme

- Effectiveness of Information, Education and Communication (IEC) Materials
- Dissemination of IEC Materials
- Capacity Building of the Communities.

2. Demand for the employment generated and employment opportunity given.

- Whether job cards have been prepared
- Any difficulty in obtaining job card
- Whether jobs have been given as per demand
- How many households have got job as per demand
- What is the quantum of job given to one household
- **Ratio of Male vs. Female unemployment**

3. Extent of Peoples participation

- Whether peoples aspiration in terms of jobs have been met
- Whether people have been involved in the assessment of the job opportunities
- What is the role of Gram Panchayat in assessing people's needs
- Whether the job distribution mechanism is transparent.
- **Transparency in prioritization, sanction, allocation of works.**
- **Role of Gram Panchayat – Project selection and scope.**

4. Impact of the income generated on the beneficiaries and local economy

- What is the improvement in the income level
- What is the percentage of contribution of MGNREGS to the total income of the household
- What are the evidences in the improvement of the local economy
- What are the new livelihood opportunities created through MGNREGS
- Changes in socio-economic status.

5. Quality of the productive assets and development

- What are the assets created through MGNREGS
- What is the quality of the assets
- What is the contribution of the assets for the livelihood of the households
- To assess the short term and long term impact of the assets on the livelihood of the people.

6. Assessment of implementation / operations

- Transparency in maintenance of muster rolls
- Documentation of records – Awareness of records, Number and types of records, Access to records, Constraints in maintaining the records.

7. Suggestions and Future Strategies

- Suggestions on the basis of findings

Future strategy based on draw backs and feedback of communities

4. Approach and Methodology:

- Key briefing and discussions with State Office at the onset of the assignment to define and agree the final methodology and approach to the evaluation including agreement on the sample size and design.
- Expected that methodology to be used shall be both quantitative and qualitative. Data collection to be based on the agreed methodology.
- To undertake a desk and literature review of relevant government, project and published documents, report and information on the implementation of MGNREGA.
- To develop an agreed approach and methodology including questionnaire, interview schedule etc to evaluate the effectiveness and impact of scheme in generating sustainable livelihoods assets, reducing distress migration, gaining access to employment on demand, right to work, planning, safeguards to promote greater transparency and accountability, opportunities for rural poor and scope for community level improvements in water, agriculture, infrastructure development.
- Draw upon on sampling strategy for selection of districts, villages and respondents for questionnaire survey & FGDs etc.
- Conduct questionnaire survey & focused group discussions with village community.
- Data collection and in-depth analysis and comparisons between project and control villages with detailed tables and graphs.

- Desk review of relevant government reports and documents to understand the programme objective, approach and implementation strategy.
- Discussion with various related Government departments.
- Discussions with Panchayat representatives, SHGs and rural community to access their role in planning, implementation and monitoring process.
- Discussion with NGOs/ Civil Society Organizations to identify their roles in facilitation of MGNREGS implementation, especially in the backdrop of rural community.
- To conduct at least one workshop that involves key stakeholders.
- Qualitative and Quantitative assessment would be done
- Data will be collected from primary and secondary sources.
- Focused group discussion, individual beneficiaries interview will be done and other told of PRA may be applied
- The Sampling design would be as given below:
 - All Blocks will be covered
 - 6 % of Village will be sampled
 - Villages will be chosen on the basis of geographical (physical and socio economic parameters)
 - Villages will be chosen on the basis of distance from the headquarters (inclusive of remote locations)

5. Outputs

An evaluation report that should include the following:

- Assessment of the effectiveness of the strategy and processed followed under the scheme in achieving the desired objectives
- Assessment of the impact of the scheme supported by quantitative and qualitative data.
- Key outcomes of the evaluation on various aspects of implementations viz planning, process, implementation, transparency, livelihood enhancement, etc.
- Documentation of best practices and approaches.
- Recommendations for increasing the effectiveness of the scheme.
- Suggestions on the basis of findings.

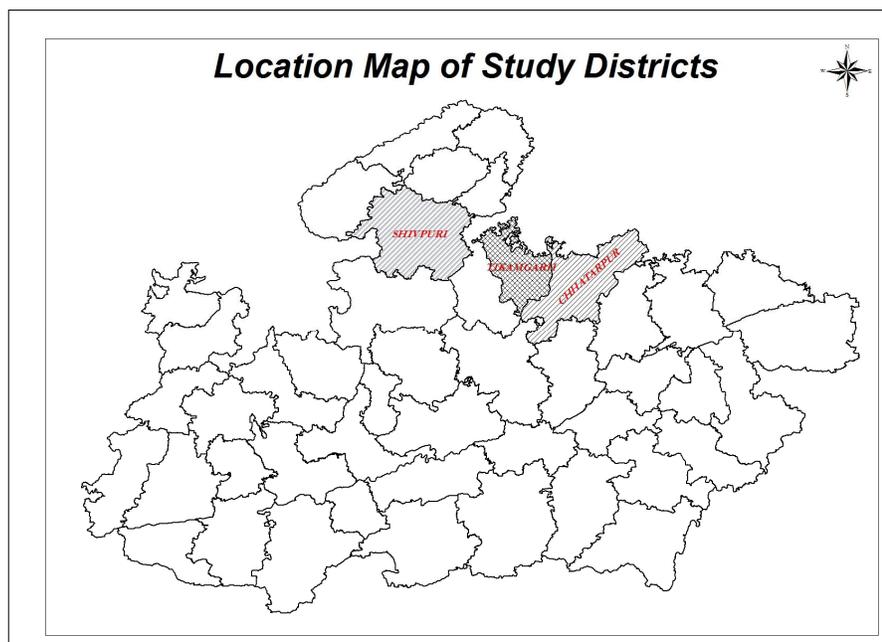
1.3 DISTRICT PROFILE AND AREA OF STUDY

BACKGROUND

In light of the guidelines and salient features of MGNREGA, the scheme has been in the state of Madhya Pradesh

Madhya Pradesh State

In the first phase, MGNREGA was implemented in the 200 districts, which were identified as being among the most backward districts in the country. The Madhya Pradesh state happens to be among the poorer states in the country, with per capita income below

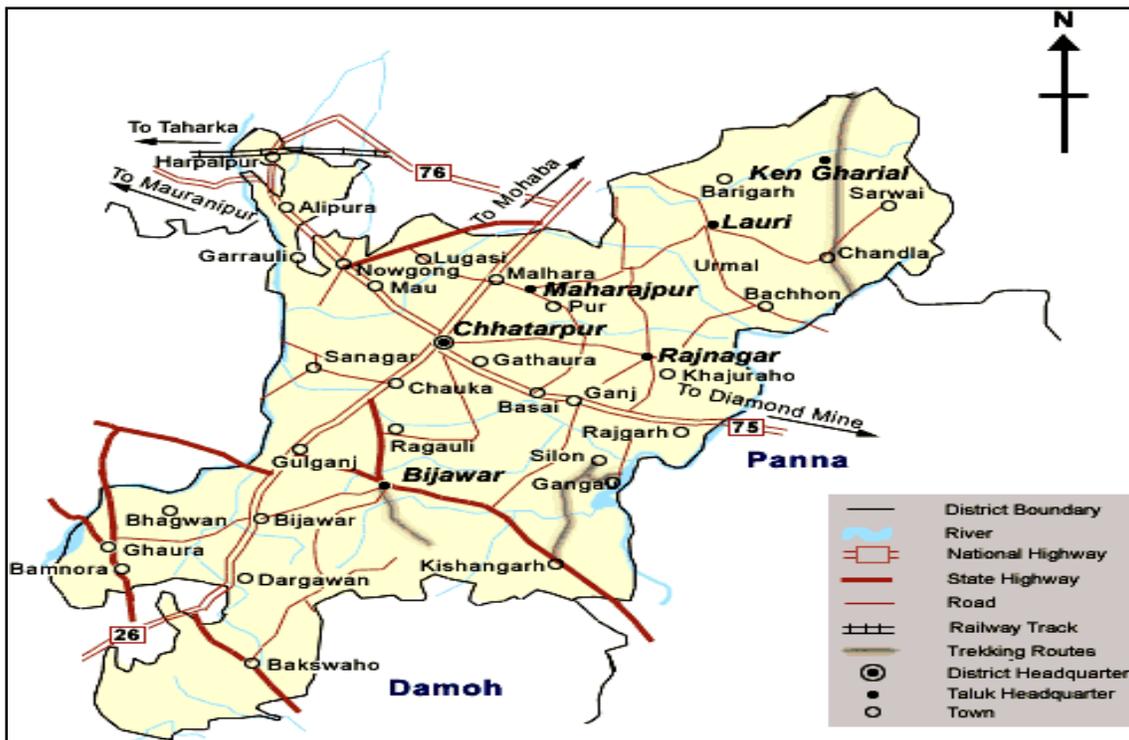


the national average particularly backward in terms of standard development indicators.

As per the 2001 census, the literacy rate in 2001 was well below 70 percent, although there is evidence of substantial improvement over the previous decade (1991). Located in the central part of India, Madhya Pradesh is the second largest state of the country. It lies between lat $21^{\circ} 17'$ and $26^{\circ} 52'$ N and long $74^{\circ} 08'$ and $82^{\circ} 49'$ E. The State can be divided into four physiographic regions; the low lying areas in north and north-west of Gwalior, Malwa plateau, Satpura and Vindhyan ranges. The important rivers of the state are *Chambal*, *Betwa*, *Sone* and *Narmada*. The total population of the state is 60.35 million (census 2001) which constitutes 5.87% of the country's population. Of this, rural population is 73.54% and urban 26.46%. The schedule tribe account for 22.3% of the total population of the state.

Location of the districts:

Chhatarpur was named after the great warrior Maharaja Chatrasal. Earlier the district was part of Vindhya Pradesh and it was included in Madhya Pradesh on 1st November 1956. The District is situated at North East border of Madhya Pradesh. The district Chhatarpur is spread over an area of 8687 Square Kms. with latitudes of 24° 6' & 25° 20' on North and longitudes 78° 59' – 80° 26' on East respectively. The District is surrounded by Mohoba District (Uttar Pradesh) in the East, Tikamgarh in West and Sagar in South East. Chhatarpur District occupies a central position in the plateau of Bundelkhand. The rivers Ken and Dhasan form the physical boundaries on east and the west respectively. The rivers Ken and Dhasan separate the district respectively from Panna district in the East and Tikamgarh in the West.



Map 1.1: District Map of Chhatarpur

Shivpuri is bounded on the North by Morena, Gwalior and Datia district, on the East by Jhansi district of Uttar Pradesh, on the West by Kota district of Rajasthan and on the South by Guna district. The district headquarter Shivpuri is located on NH-3 (Agra-Bombay national Highway) at a 113 km from Gwalior and 98 km from Guna. The total geographical area covers 10,278 Sq. Km and it lies between N Latitude $26^{\circ} 05'$ and $24^{\circ} 40'$ and E longitude $77^{\circ} 01'$ and $78^{\circ} 29'$. The district is mostly laid out over small hill tops covered with deciduous forest where the slope is gentle with verdant vegetation and good forests round above, the landscape is generally pleasing.



Fig – 2 Map of District Shivpuri

Tikamgarh lies in the North-Western part of Sagar division of Madhya Pradesh State. The district lies on the Bundelkhand plateau between Jamini, a tributary of Betwa and Dhasan rivers. The district extends between latitude 24° 26' and 25° 34' north and between longitude 78° 26' and 79° 21' east. The shape of the district is triangular and maximum length of the district is about 119 km from north to south and width of about 80 km. The district is bounded by Chhatarpur district to the east, Lalitpur district of Uttarpradesh to the west, Jhansi of U.P. to the north and Sagar of M.P. to the south. As per the district gazetteer, the total geographical area of the district is 5048.00 sq. km., which constitutes 1.19 % of the total geographical area of the State with average relief of 426.7 meter above mean sea level.

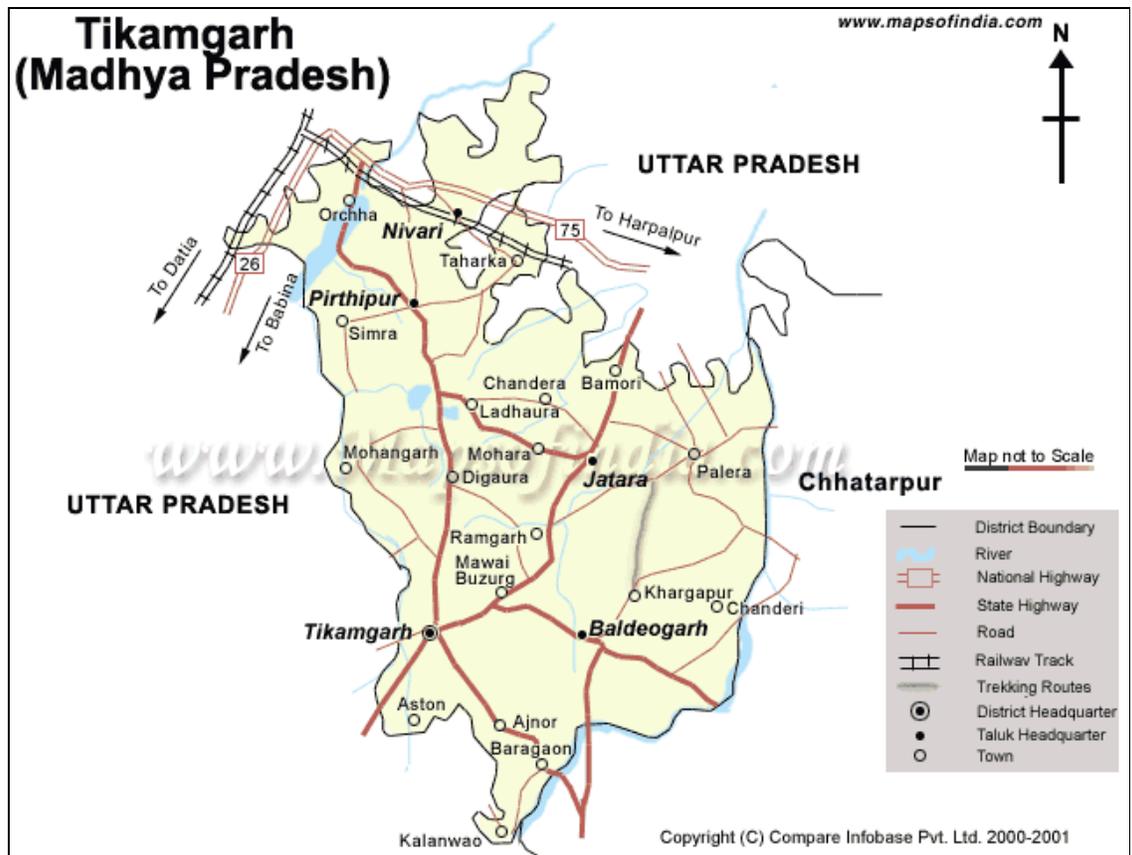


Fig 3: Location map of the district (Source: Maps of India, 2010)

Administrative Unit:

Chattarpur district has been divided into 7 tehsils, 8 Development Blocks and 558 Gram Panchayats. There are 1189 villages in the district, of which 116 villages are deserted. 5 Assembly constituencies and 2 Lok Sabha constituencies fall in the district.

Table: 1. General Administration and PRIs

Sl. No.	Details	Number
1	Area in Sq Kms	8678
2	Revenue villages	1081
3	Habitation	1594
4	Tehsils	07
5	Blocks	08
6	Gram Panchayats	558
7	Gram Sabhas	1046
8	Janpad Panchayat	08

Shivpuri district has been divided into **5 divisions** (Shivpuri, Pohari, Kolaras, Karera & Pichore), **7 Tehsils** (Shivpuri, Pohari, Kolaras, Karera, Narwar, Pichore & Khaniyadana), **8 Blocks** (Shivpuri, Pohari, Kolaras, Badarwas, Karera, Narwar, Pichore & Khaniyadana), **615 Panchayats** and **1459 Villages**. Out of 1459 villages, 133 are deserted and 15 forest villages. The district is divided in **two parliamentary constituencies** of Gwalior and Guna. The district has been divided into five assembly constituencies i.e. Shivpuri, Karera, Pichore, Kolaras and Pohri.

Table: 2 Administrative Divisions, Tehsils and Development Blocks

Administrative Divisions	Tehsils	Development Blocks
1. Shivpuri	1. Shivpuri	1. Shivpuri
2. Pohari	2. Pohari	2. Pohari
3. Kolaras	3. Kolaras	3. Kolaras
4. Karera	4. Karera	4. Karera
5. Pichor	5. Pichor	5. Pichore
	6. Khaniyadhana	6. Khaniyadhana
	7. Narwar	7. Narwar
		8. Badarwas

Source: Gazetteer of India-Madhya Pradesh, Shivpuri

The administrative pattern of Shivpuri district resembles the other districts of the State. The Collector is the Chief Revenue Authority as well as the District Magistrate and he/she is responsible for the maintenance of land and other revenue record, for collection of the revenues on behalf of the Government and for the maintenance of law and order in the

district. Besides being the chief representative of the government, she/he also exercises supervisory control over other departments in the district. Deputy Collectors, Assistant Collectors, Tahsildars, and Naib-Tahsildars assist the Collector. The district as already mentioned is divided into five tehsils. A Tehsil is further divided into Revenues Inspectors (R. I.) circles and Patwari halkas. At the village level a headman called Patel looks after the Government interests and also collects land revenue for which he receives some remuneration.

There are 615 Gram Panchayats, 08 Janpad Panchayats and 01 Zila Panchayat in District Shivpuri. The distribution of Gram Panchayats among the Janpad panchayats is as follows:

Table 3: Numbers of Janpad and Gram Panchayats

S.No.	Janpad Panchayat	No. of Gram Panchayats
1	Shivpuri	74
2.	Narwar	74
3.	Karera	66
4.	Pichhore	76
5.	Khaniadhana	101
6.	Kolaras	68
7.	Badarwas	66
8.	Pohri	90
District Total		615

Source: Zila Panchayat Shivpuri District

Three tier Panchayat elections in the district were held in 2005 for the last time. The elections were held for 615 Gram Panchayats, 08 Janpad Panchayat and 01 Zila Panchayat. The elections for remaining 02 Gram Panchayats could not be held.

Tikamgarh district have the following given tables for the administrative set up. The block of the district formed the unit for assessment of the progress made by respective blocks of the district.

Table 4: Administrative set-up of the district

Sr. No.	Sub-division	Tehsil	Blocks
1	Tikamgarh	Tikamgarh	Tikamgarh
		Baldeogarh	Baldeogarh
2	Niwari	Prithivipur	Prithivipur
		Niwari	Niwari
3	Jatara	Jatara	Jatara
		Palera	Palera

Demography of the districts

As per the 2001 census, the total population of the **Chhattarpur** was 14, 74,723 out of which 7, 88,933 was male population and 6, 85,790 was females. Out of total population 3, 42,990 are scheduled caste and 51,593 are scheduled tribes. The sex ratio of the district was 869. The infant mortality rate and maternal mortality rate per 1000 births was 108 and 8.72 respectively. Total literacy as per census 2001 was 53.44% which was 11% below than national literacy rate which was 64.11%.

Table 5: Decadal Growth and Growth Rate

Sl. No	Sex	Population (1991)	Population (2001)	Decadal Growth (%)
1	Male	623,878	788,933	26.46%
2	Female	534,198	685,790	28.38%
Total		1158,076	1474,723	27.34%

The literacy rate of the rural areas is at 47%. Literacy among women is one of the lowest in the state at 39%. There are 1,964 primary schools, 715 middle schools and 76 High and Higher Secondary Schools in the districts. There are six government colleges in the district. The existing set of infrastructure clearly shows need for improving the required infrastructure for higher level of education. In addition to above, there is a Government college of Education, an ITI and a Central School in Chattarpur block, and a DIET Centre and one Novodaya Vidyalaya in Nowgon block of the district.

Shivpuri is divided into 7 tehsils and 8 blocks and has 1301 villages. Total population of the district is 1441950 (As per census 2001) and density of the population is 140 persons in per sq. km. The total population of the male and female is 776190 and 665760 respectively. As per 2001 Census, the Growth Rate of the District is 30.84% and the population Growth per annum is 2.4%, the rural and urban population is in the ratio of 83.3: 16.6.

Table 6: Total Population of the district

Population				
S. No.	Area	Male	Female	Total
1.	Rural	648319	553958	1202277
2.	Urban	127871	111802	239673
District Total		776190	665760	1441950

Source: Census 2001

Table 7: Block area & Number of villages

S. No	Block	No. of Gram Panchayat	No of villages	No. of sampled villages (6 %)	Area in sq. km
1.	Shivpuri	74	186	11	1956.01
2.	Kolaras	66	99	6	1164.97
3.	Badarwas	74	143	10	1128.78
4.	Karera	68	191	12	1014.67
5.	Narwar	66	140	8	1057.97
6.	Pichor	75	125	9	1077.9
7.	Khaniyadhana	101	181	11	1305.4
8.	Pohri	90	236	13	1572.7
Total		614	1301	80	10,278.4 Sq. km

The overall literacy rate has increased from 20.5% to 26% between 1981-1991. In the year 2001 the literacy rate of the district is 58.9%. The female literacy was 6 % in 1971 to 8 % in 1981 and 12% in 1991 which has shown improvement in 2001. Female literacy in rural area in the year 1991 was only 7% (according to 1991 Census). The female literacy rate of the entire district in the year 2001 is 40.8% is shown in the below table no.8.

Table 8: Literacy Percentage from 1971 to 2001.

Year	Rural			Urban			Total Literacy		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
1971	22.96	3.36	13.9	51.1	27.0	42.4	26.4	5.8	16.86
1981	26.82	4.41	16.9	60.0	33.5	47.8	31.1	8.1	20.50
1991	33.10	7.30	21.3	63.7	39.6	52.6	37.8	12.2	26.02
2001	71.8	36.0	55.4	85.2	63.7	75.2	74.1	40.8	58.9

Source District Statistical Handbook and Census 2001

Table 9: Proportion of SC and ST to Total Population

S. No.	Area	Scheduled Caste	SC % to Total Population	Scheduled Tribe	ST % to Total Population
1	Rural	234019	19.5	154752	12.9
2	Urban	36845	15.4	6641	2.8
3	Total	270864	18.8	161393	11.2

Source District Statistical Handbook and Census 2001

The Sex Ratio for the entire Shivpuri is 858 which has increased marginally but still below State and National average. As per the 2001 Census the total Population and Sex Ratio of the Scheduled Caste and Scheduled Tribe is 270864 and 161393 and 854 and 945 respectively.

In **Tikamgarh** as per the census of 2001, total population of the Tikamgarh was 12, 02,998 (1.99 % of the state total population) with population density of 238 person/ sq.km. About 82.32 percent of the total population of the districts lives in rural areas. The following table gives the block-wise population of the district. As per the census data of the Tikamgarh district, the average sex ratio of the district was 886:1000. Tikamgarh block registered highest sex ratio of 897 and lowest sex ratio registered in Jatara block with 878. The following table shows the sex-ratio in different block along with the population of Scheduled Castes (SC) and Scheduled Tribes (ST).

Table 10: Population in rural areas (Source: Perspective plan of the district)

Sl. No.	Name of Block	Area in sq.km.	Population		
			Male	Female	Total
1	Niwari	606.00	98079	86603	184682
2	Jatara	1008.60	127725	112835	240560
3	Tikamgarh	867.60	131406	117793	249199
4	Prithvipur	958.62	84249	74727	158976
5	Baldeogarh	858.96	102566	90604	193170
6	Palera	748.22	93888	82523	176411
	Total	5048.00	637913	565085	1202998

Table 11: Sex ration and SC / ST Population in different blocks of Tikamgarh

Distt./ Block	Sex Ratio	SC Population	%	ST Population	%
Distt. Tikamgarh	886	2922171	24.29	51957	4.32
Tikamgarh Block	897	53549	21.49	10045	4.03
Block Baldeogarh	884	41233	21.35	9217	4.72
Block Jatara	878	55151	25.79	10211	4.77
Block Palera	880	52371	29.69	8015	4.54
Block Niwari	883	50074	27.11	6418	3.48
Block Prithvipur	887	33811	21.27	7514	4.73

Source: District Statistical Hand Book, 2004.

The Scheduled caste population (24.29%) is higher than the state average (15.2%) and the national average (16.2%). But the schedule tribe population is very low 4.3% as compared to the state average of 20%. The sex ratio is much lower than the national average i.e. 933 as returned in Census of India 2001 (Source: perspective plan Tikamgarh, 2006). The population density of the district is comparatively higher (i.e. 238 per sq. km) than the average population density of the state (i.e. 196 per sq. km.). Among the blocks Niwari block has highest population density (i.e. 305 per sq. Km) making it the most densely populated block of the district. Whereas, Prithvipur block has the lowest density of 166 per sq.km.

Resources of the districts

District : Chhattarpur

The economy in the **Chhattarpur** district can be easily classified as an agrarian economy with operational holding of 2.89 hectare per farmer. Arable land area is 485,019 hectares, of which 206,311 hectare is under irrigation. Agriculture provides basic sustenance to human living beings in the district. It is very important that ecologically, socially and economically sustainable agriculture should become the backbone of the development process of the district. The major crops being produced in the district are such as wheat, barley, gram, etc. Due to very low rainfall in the past few years most of the farmers in the district could not cultivate Kharif crop. There are 90 ponds, 9 dams and 8 big and small rivers flow through the district. Total forest area of the district is 659.52 Sq. Kms. Besides it has 182,695 hectare of forest area (approximately 21%).

Irrigation Facility

The Annual Average Rainfall of the District is 1000-1200 m.m. In the district 44% of total agriculture land is irrigated. Main sources of irrigation are tube wells, wells, canals, ponds and stop dams. Ken, Urmil and Dhasan rivers are the three major river sources of in the district. Tube-well irrigation is not very common due to the continuous decrease in sub-surface water level. Dug well irrigation is more successful here. There are only 7.6 tube wells per 10,000 hectares of land in the district in comparison to an average of 60 tube wells per 10,000 hectares of land in the state of Madhya Pradesh. Ground water level for the district in 2004-05 was at 6.75 meters.

Electricity

It was found from the census figure that 98.79 % of the villages are electrified whereas the state average is 97% and the national average is 86.65%. Though the figure of the district does not look very bad but when the rural and urban consumption of electricity is compared, we can see that the urban consumption of electricity (44.02%) is lower than the rural consumption (55.98%).

Transportation

Transportation infrastructure from village to village and urban centers has immense scope to improve the socio-economic condition of rural population and bring new vistas for development in both rural and urban areas. Chattarpur district is lacking transport infrastructure in rural areas. Public transport system is also lacking in the absence of road connectivity and these all factors are adversely affecting the development of masses.

District : Shivpuri

Number of persons engaged as agricultural labourers is 115644 from the 652270 total workers population. Shivpuri is mainly an agricultural district and so cultivation is the main occupation of the people .The dependence on cultivation can be viewed from the fact that percent of the total workers of district are engaged in agriculture either as cultivators (64.8%) or as agriculture laborers (17.7%). Its growth too has been minimal. Rice, Jowar, Bajra, Maize, Wheat and Barley are the main cereal crops. Gram & Tur (Arhar) are the main pulses grown in the district, Sugarcane, condiments and spices; sesamum (til) and linseed are other crops of the district.

Almost all sections of the local population carry on the agricultural or related activities in the rural sector unless they happen to be engaged in the traditionally followed business or pursuit of their community, the extent of which is usually governed by the exigencies of the local demand. However, among the communities chiefly agriculturists may be mentioned Kachhis, Gujars, Ahirs, besides the traditional landlords, classes of Brahmins and Rajputs. Most of the Scheduled Tribes or Schedule castes have also been cultivators.

Table 12: Major Crops Grown in Shivpuri District

Major Crops grown in the District		
Major Crops	Crops	Area in Hectare
Food Grains	Wheat	111773
	Rice	6368
	Corn	19771
	Other	17020
Pulses	Gram	100988
	Tuwar	900
	Other pulses	11103
	Sugarcane	1027
	Spices	993
Tilhan	Til	4628
	Alsi	1811
	Groundnut	64492
	Mustard	33577
	Soyabean	81106

Source: Agriculture Department -Shivpuri District

Table 13: Rabi Crops grown in Shivpuri

Rabi Crops		
S. No.	Crops	Area in hc
1	Wheat	121.5
2	Barley	1.6
3	Gram	69
4	Peas	1
5	Lentil	4.8
6	Mustard	61.7
7	Linseed	0.3
	Total	259.9

Source: Agriculture Department -Shivpuri District

Table 14: Kharif Crops grown in Shivpuri

Area under Kharif Crops		
S. No.	Crops	Area in 000 hectare
1	Paddy	5.7
2	Jowar	12
3	Maize	25.5
4	Bajra	10.5
5	Arhar	0.5
6	Moong	5.6
7	Urad	17.8
8	Ground Nut	65.5
9	Til	6.6
10	Soyabean	101.3
	Total	251

Source : Agriculture Department -Shivpuri District

Topography

Shivpuri district lies in the northern part of the Vindhyan Plateau. The western half, formed of the Vindhyan Rocks, is the northern extension of the Malwa Plateau, deprived of its trapean cover. A small area in the south -western part of the District is still under the Basalt. The eastern half of the district is comparatively a lower plateau. The general height of the district is about 350 meters above mean sea level. The district is drained by important rivers, namely, the Betwa, the Sindh and the Kuno, which have carved narrow valleys over the plateau. All these rivers flow to the north on low gradient of the Deccan Trap formation and the Bundelkhand granites. Due to the effect of the climate and shallow cover of soft rocks, the rivers are seasonal, with great difference of flow in placid summer streams, and rainy season floods.

Climate

The district has a cool and dry climate, the average rainfall being 875mm. Over 90% of rainfall is received during the monsoon from June through September. The temperature shoots up to maximum 42 °C in June and dips to a low of 6.2 °C in January. Winds are generally from the west or South west during South West monsoon.

Forest

The Forest area is 32% (71332 hectares) of the geographical area of which about 48% are under Reserve and 52% under Protected Forest category. The area falls under dry deciduous zone. A range of major and minor forest products is obtained from the forest. These include timber. minor forest products such as tendu leaves, katha, aonla, bahera, satawar Bel, gudmar, gilori, safed musli, gokru, nagarmotha, gums, waxes etc are collected for domestic as well as for marketing related activities.

Land Holding

It is important to know about the land holding pattern and land productivity to get an overview of the agricultural scenario of the district.

Table 15: Land Holding Pattern

S.No	Block	Land Holding Pattern (Area in Acres)									
		0 to 1		1 to 2		2 to 4		4 to 10		More than 10	
		No.	Area	No.	Area	No.	Area	No.	Area	No.	Area
1	Shivpuri	5961	3370	6625	9645	5486	15209	3122	18697	544	8791
2	Pohri	7168	3798	6877	10141	6648	18730	4442	25928	661	9496
3	Kolaras	9330	5411	6458	9105	5858	16578	3415	20114	875	14656
4	Badarwas	10152	5876	9120	12828	4520	13800	3191	18790	530	8881
5	Karera	8357	4339	6765	9642	5191	14145	2253	12835	224	3065
6	Narwar	8988	4715	8032	11406	6177	16773	2945	16900	350	5415
7	Pichore	12004	6817	9447	13412	7223	19948	3377	19451	299	4490
8	Khaniyadhana	9612	4848	6436	9187	5101	13948	2682	15267	365	6069
9	Total	71572	39174	59760	85366	46204	129131	25427	147982	3848	60863

Source : Zila Panchayat -Shivpuri

Irrigation

Table 16: Irrigated Land in the District

Irrigated Land		
S.No	Details	Area
1	Agricultural Land	409518
2	Irrigated Area	195142
3	Non Irrigated Area	214376

Source : Agriculture Department-Shivpuri District

Rainfall

The Annual Rainfall of the district is about 730 mm as per the Record of 2005. Rainfall is the principal source of ground water recharge. The run-off level is quite high. It is imperative to hold the rainwater incite. This is particularly so, as most of the rainfall occurs in brief monsoon period.

Table 17: Block wise Rainfall in Shivpuri District in 2005

Block wise Rainfall		
S. No.	Block	Rainfall in mm
1	Shivpuri	637.8
2	Pohri	317
3	Kolaras	829
4	Badarwas	849
5	Karera	399
6	Narwar	724
7	Pichore	762
8	Khaniyadhana	671.8
9	Total-District	730

Source: Zila Panchayat -Shivpuri District

Table 18: Ground Water Level

Level of Ground water from 2002 to 2005 (in metres)					
S. No.	Block	2002	2003	2004	2005
1	Shivpuri	13.5	18.3	23.1	33
2	Kolaras	14	13.6	13.2	34
3	Badarwas	14	14.8	15.6	35
4	Pichor	13	14.1	14.83	23.26
5	Khaniyadhana	14	16	18.22	23.52
6	Karera	18	15.6	13.2	29.35
7	Narwar	16	15.1	14.4	37.5
8	Pohri	17.5	19.3	21.1	33.1
9	Average of District	15	15.85	16.7	31.19

Source: Zila Panchayat –Shivpuri

Table 19: Occupational Distributions of Main and Marginal Workers

Workers (Main and Marginal) by Category					
S. No.	Area	Cultivators	Agriculture Labourers	Workers in Household industries	Other workers
1	Rural	417405	112722	7582	47576
2	Urban	5374	2922	2023	56666
3	District Total	422779	115644	9605	104242

Source: Census 2001

Health and various Dimensions

Table 20: Comparative Analysis of Health Indicators of India, Madhya Pradesh and Shivpuri

S. No.	Indicators	India	Madhya Pradesh	Shivpuri
1	IMR (per 1000)	68	87	82
2	MMR(per lakh)	407	498	615
3	Birth Rate	25.4	30.8	36.1
4	Fertility Rate	3.2	3.9	5.1

Source: Integrated District Health Plan-Shivpuri 2005-06

District : Tikamgarh

Climate

Tropical climate is prevailing in the district with hot summer and moderate cool weather in winter. The year may be divided into four seasons. The winter season starting from December to February this is followed by the hot summer starting from March to about the middle of June. The period from about mid-June to the end of September is the rainy season. The months of October and November constitute the post monsoon or transition season.

Table 21: Temperature variation in the district (moth wise, degree C)

Sl.No.	Month	Max. Average	Max. in Month	Min. Average	Min. in Month
1	January	20.7	29.8	3.3	2.0
2	February	25.3	34.0	9.9	6.6
3	March	32.9	38.0	14.0	8.0
4	April	39.6	42.0	17.4	14.0
5	May	41.5	43.6	18.1	17.0
6	June	40.7	45.4	21.15	16.0
7	July	34.4	37.0	20.9	18.0
8	August	32.0	35.0	21.7	19.0
9	September	29.6	32.0	22.0	20.0
10	October	31.9	35.0	17.4	14.0
11	November	30.1	33.4	16.5	10.0
12	December	24.1	29.0	10.9	4.8

Source: Superintendent, Metrological Deptt. Tikamgarh.

Forests

The total forest area of the district is 773.050 sq. km, constituting 15.6% of the total geographic area of the district. Out of total forest area, 53.23% is closed forest and remaining 46.77% are open forests. Until the late 18th century once the area was densely forested after the turn of the century rising demands for wood and agricultural expansion led to increasing levels of deforestation. Post independence population growth and the emergence of the green revolution brought larger tracts of land under the plough and further increased wood-based energy needs. Those factors combined with poor land management and ruthless government approved commercial logging, have drastically reduced forest area in the region (District handbook). Forests of the district can be classified as tropical dry deciduous forests, dominated by teak (*Tectona grandis*) associated with tendu (*Diospyros melanoxylon*) *Anogeissus latifolia*, *Lagerstroemia parvifolia*, *Terminalia tomentosa*, *Lannea coromandelica*, *Hardwickia binata* and *Boswellia serata*. The State run agency collects the MFP like Tendu leaves from the forest. In the year 2004-05, the tendu leaves collected by Madhya Pradesh Minor Forest Products Federation Ltd. Was 34,408 standard bags. Other MFPs like Aonla, Chirongi, *cassia tora* seeds, harra, mahua flower & fruits etc are also collected by the community. But those are not much in quantity and free for collection.

Land cover/ land use

The total geographical area of the district is 504800 ha, and can broadly be divided into forest lands, barren lands, wastelands, cultivable lands. The following table gives the break-up of land cover/ land use pattern in the district.

Table 22: Distribution of land use (in hectares)

Year/ District Tikamgarh	Revenue Areas	Forest Lands	Area not available for cultivation	Cultivable waste	Land under cultivation
2000-2001	464499	26195	19891	27916	392441
2001-2002	464499	25464	24921	30159	392441
2002-2003	464499	27813	24757	20738	365871
2003-2004	464499	27813	18782	14188	394131
2004-2005	464499	27813	18782	14188	410015.89
Block					
1. Tikamgarh	86631	4537	1609	2924	2208
2. Baldeogarh	85889	4025	4399	4452	6806
3. Jatara	96601	9001	4739	1337	5679
4. Palera	77815	4389	3758	2196	4948
5. Niwari	61115	3626	2265	1784	2619
6. Prithvipur	56448	2235	2013	1495	2497

Source: District Hand Book 2004.

Rainfall

During summer the rain starts due to south west monsoon from Arabian Sea or Bay of Bengal. The average rainfall of the district is 40 inch or 110 cm. It varies from 33 inch to 54 inch, in different parts of the district. It is seen that rainfall in the district in general increases from north-west to south-west. Parts of the Niwari tehsil and Mohangarh of Jatara tehsil also falls in the low rainfall zone of the district. About 90 percent of the annual rainfall in the district is received during the south- west monsoon season i.e. June – September, and July being the rainiest month. The following table shows the average rainfall in different tehsils/ blocks of the district during 1997-98 to 2002-2003.

Table 23: Average rainfall in district and blocks (in mm)

District/ Block	Year						
	1997-98	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04
District Tikamgarh	1138.0	1028.6	616.6	778.8	821.3	765.0	638.8
Block Tikamgarh	956.0	1085.0	701.0	700.0	743.2	898.8	745.0
Block Baldeogarh	1210.0	1056.5	851.2	605.2	610.6	733.0	708.0
Block Jatara	1036.0	576.0	430.0	643.0	645.0	557.0	653.0
Block Palera	1382.8	1170.0	437.0	766.5	801.7	869.5	701.0
Block Niwari	985.2	1107.1	563.6	1076.4	1037.4	818.0	555.0
Block Prithvipur	1258.0	1177.2	716.8	882.0	884.5	714.0	713.0

Source: District Hand Book, 2004.

From the above table it can be inferred that there is no consistent pattern of rainfall in the district. Erratic rainfall was the cause of runoff and poor agriculture return in the district. More over in the recent-past i.e. from the year 2006 -2010 it is observed that the district has been receiving very low rainfall and the district has been declared as drought effected.

Thus the district has been planned for optimizing rain water harvesting to meet the drinking water and irrigation demand.

Water Resources

The district is the part of Ganga River basin. The river Betwa, sub-basin of River Ganga flows along its north-western boundary of the district and is locally known as Vetravati. The

Dhasan, one of its right bank tributaries and a big stream itself mark the eastern boundary of the district. Another tributary Jamini mark the western boundary. In the ancient period the Dhasan was known as Darshana. It rises from the district Raisen, flowing along the boundary of the district and then ends in Betwa of Uttar Pradesh. The Dhasan shares about 75 percent of the surface water of the district. The tributaries of the Dhasan are Ur, Sukhani, Saprar, Rohini etc. and these of Jamini is Jamdar. All the rivers flowing in the district are seasonal. So far the drinking water, irrigation and fishery purposes, the Chandela Kingdom constructed 962 tanks during their ruling period forming the major groundwater development in the district besides bore wells and dug wells constructed by the individuals. Most of these tanks constructed were small and with low bunds. Out of these tanks 125 were used for tanks based irrigation. The number of tanks once constructed over the years has now been reduced to 421 in number. However, several tanks are of considerable size, particularly these at Baldeogarh, Bamhauri, Barana, Lidhaura, Jatara and Bir Sagar. It is noticeable that more of these tanks with their massive dams built by the Chandela and others were originally intended for irrigation. They were evidently constructed merely adjacent to temples, palace and favorite resorts of the rulers. Their adaptation for irrigation is invariably a modern development. Taking the clue from past water resource development in the district the current plan of rainwater harvesting is very much pertinent and should further be enhanced to optimize it for sustainable irrigation and livelihood generation in the district.

There is massive granite formation found in the beneath at the depth of 4 to 6 meters in the district. The possibility of deep water bearing strata is therefore remote and the groundwater available is only at shallow depth. From the geo-hydrological survey of the district conducted on the 30th June, 2005, the ground water levels have been recorded as follows:

Table 24: Ground Water Level

Distt./ Block	The groundwater level (in meter, depth to the surface)
Distt. Tikamgarh	18 – 20 m
Block Tikamgarh	18 – 20 m
Block Baldeogarh	18 – 20 m
Block Palera	21 – 24 m
Block Jatara	18 – 21 m
Block Prithvipur	24 – 27 m
Block Niwari	24 – 27 m

Source: Office of Executive Engineer, Public Health Engineering Deptt. Collectorate, Tikamgarh District.

Net-ground water availability is 630 mcm/year and gross groundwater draft 540 mcm/ year. The table and water draft it envisages there is still a scope of groundwater development in the district. Based on the specific study conducted at village level the drinking water scheme under the NREGA may further be enhanced to meet the demand.

Livestock

Livestock in the district comprised of cattle, buffaloes, sheep, goats and poultry birds. Following table shows the total livestock in the district and six blocks.

Table 25: Live Stock

Distt./ Blocks	Cattle (above three years ago)	Buffaloes	Sheep	Goats	Poultry units
Distt. Tikamgarh	449314	131392	72488	179593	99168
1.Block Tikamgarh	68042	20029	10597	30488	12347
2.Block Baldeogarh	59497	18568	7365	26423	15214
3. Block Jatara	148520	32846	22462	50867	28096
4. Block Palera	57054	24050	13738	29535	13895
5. Block Niwari	54299	20710	10196	24084	14904
6. Block Prithvipur	61892	15209	8130	18196	14614

(Perspective plan Tikamgarh, 2004)

The total livestock population in the district was 696818.2 units. Out of it more than 60% unit is only from the cattle population. Open grazing is the predominant feeding practice for the livestock. The district has been facing shortage of fodder due to degradation of commons.

Economic resource

Agriculture has been the predominant occupation of the rural areas, which though not among the most fertile, has enough to reward the tradition bound and hard working farming community of the district. Following table shows the land use pattern in agriculture:

Table 26: Land use pattern in agriculture (in Ha)

Year/ District Tikamgarh	Revenue area	Net-sown area	Double cropped area	Total cultivable lands
2000-2001	464499	253167	139274	392441
2001-2002	464499	253167	139274	392441
2002-2003	464499	246132	119739	365871
2003-04	464499	258172	135959	394131
2004-05	464499	274056.89	135959	410015.89
Block				
1. Tikamgarh	86631	48966	25349	74315
2. Baldeogarh	85889	47015	26266	73281
3. Jatara	96601	49844	27748	77592
4. Palera	77815	46652	20402	67054
5. Niwari	61115	33879	18070	51949
6. Prithvipur	56448	31816	18124	49940

Source: District Hand Book, 2004.

Categorization of farmers according to land holding size:

The district has a high percentage of marginal and small farmers with 44.8% and 28.2% respectively. Which indicates the dependency on labour is high in the district. The big farmer category constitutes only 0.5% of the total population but has large land holding size ranging from a minimum of 10 acres to a maximum of 100 acres within an undivided family structure. Following table gives the distribution of land with the categories of households and their share.

Table 27: Categories of farmers, numbers with percentage and total areas under cultivation.

Sl. No.	Types of Farmers	Number of HH	Percentage	Land Holding in (ha.)	Area (in ha.)
1	Marginal	77592	44.8	<1	39202
2	Small	48778	28.2	1 – 2	68776
3	Semi-medium	33496	19.3	2 – 4	70376
4	Medium	12376	7.2	4 – 10	68589
	Big	892	0.5	>10	12295
	Total	173134			279238

Irrigation

Cultivation in the district is mainly rain-fed. The irrigation is mostly met from the wells and old but strongly built tanks. These old tanks also, help to recharge the wells and hand pumps to provide sufficient groundwater for drinking and irrigation purpose. Canals, as a source, have appeared on the district irrigation scene since the mid-fifties and the new projects have laid great stress on the development of better irrigation system for improving the cultivation. The following table shows the area under irrigation on the basis of different type of soil in the district.

Table 28: Irrigation in different soil (in thousand ha.)

S. No.	Particular	Crops Area (000' ha.)			
		Kharif	Rabi	Jayad	Total
1	Shallow soil, un-irrigated	44.90	7.00	-	51.90
2	Medium soil, un-irrigated	83.10	7.20	-	90.30
3	Heavy soil, un-irrigated	41.80	3.40	-	45.20
4	Shallow soil, irrigated	-	74.40	-	74.40
5	Medium soil, irrigated	-	59.60	0.10	59.70
6	Heavy soil, irrigated	-	37.20	0.30	37.50
	Total	169.80	188.80	0.40	359.00

Source: District Agriculture Department, (perspective plan Tikamgarh)

Following table shows the area irrigated through different means of irrigation.

Table 29: Source of Irrigation in '000 hac.

S.No.	Tehsil Name	Canals		Tubewells		Wells		Tanks	
		No.	Area	No.	Area	No.	Area	No.	Area
	Distt. Tikamgarh	175	11161	1646	7471	74593	129281	284	7961
1	Block Tikamgarh	30	4889	178	1137	13624	19984	50	1955
2	Block Baldeogarh	40	452	33	1068	15218	20920	66	1931
3	Block Jatara	33	3441	898	1653	13800	23497	60	2136
4	Block Palera	54	440	23	1003	11580	24906	56	1045
5	Block Niwari	10	1214	378	2497	9704	20089	26	492
6	Block Prithvipur	8	725	136	113	10667	19885	26	402

Source: District Handbook, 2004.

Agriculture

The following table shows the agriculture productivity:

Table 30: Agriculture Productivity

Crops	Productivity in Kg. Per Hac.	Total area in Hac.	Total Production in Ton	Man days generated in per Hac.
Wheat (irrigated)	1704.800	104454	178073	122
Wheat (un- irrigated)	1212.800	1127	1367	87
Paddy (unirrigated)	528.400	19619	10366	72
Jawar	1391.600	5439	7569	58
Makka	654.800	2240	1467	64
Pulses				
Gram (irrigated)	981.600	262.89	25805	64
Tuwar	679.000	331	225	60
Urad	313.200	62964	19720	55
Oilseeds				
Soyabean	567.200	30309	17191	93
Til	295.600	16826	4974	64
Groundnut	1191.200	17321	20632	96
Mustered	466.800	12712	5934	79
Alsi	436.800	452	197	63

Source: College of Agriculture, Tikamgarh

Wheat, mustard and gram are the main crops of the district cultivated in the district during the Rabi season. Crops viz. soybean, Jawar, Bajra, Mong, Urad, Til etc. are sown in the Kharif season. The Kodo, Kutki, Moong, Urad, Arhar are mostly grown in the light type of soil where there is no source of irrigation. The region also has good production of the oil seeds like soybean, alsi and groundnut.

CHAPTER – II : METHODOLOGY

Methodology

The study was conducted with objective of documenting the effectiveness of the scheme in terms of project strategy and benefit. A common methodology was designed to collect the data on sample basis on each aspect as mentioned in the Terms of Reference. The finding is based on the data collected from the secondary sources and also primary sources that are basically beneficiaries of the project. Besides that various tools and techniques were applied to collect the data from the field.

2.1 Data Sources

Secondary data sources were collected from the literature of relevant government project and published documents report and information on the implementation of MGNREGA. The methods followed are briefly given below:

1. *Secondary sources:* Data was collected form

- i) Documents from the MGNREGA offices at State, District & Block Office
- ii) Gram Sabha meeting minutes
- iii) Job Cards and Job Card Panjayan Pustaka
- iv) Grievance & Complaint recorded register
- v) Muster roll & Shelf Of Project

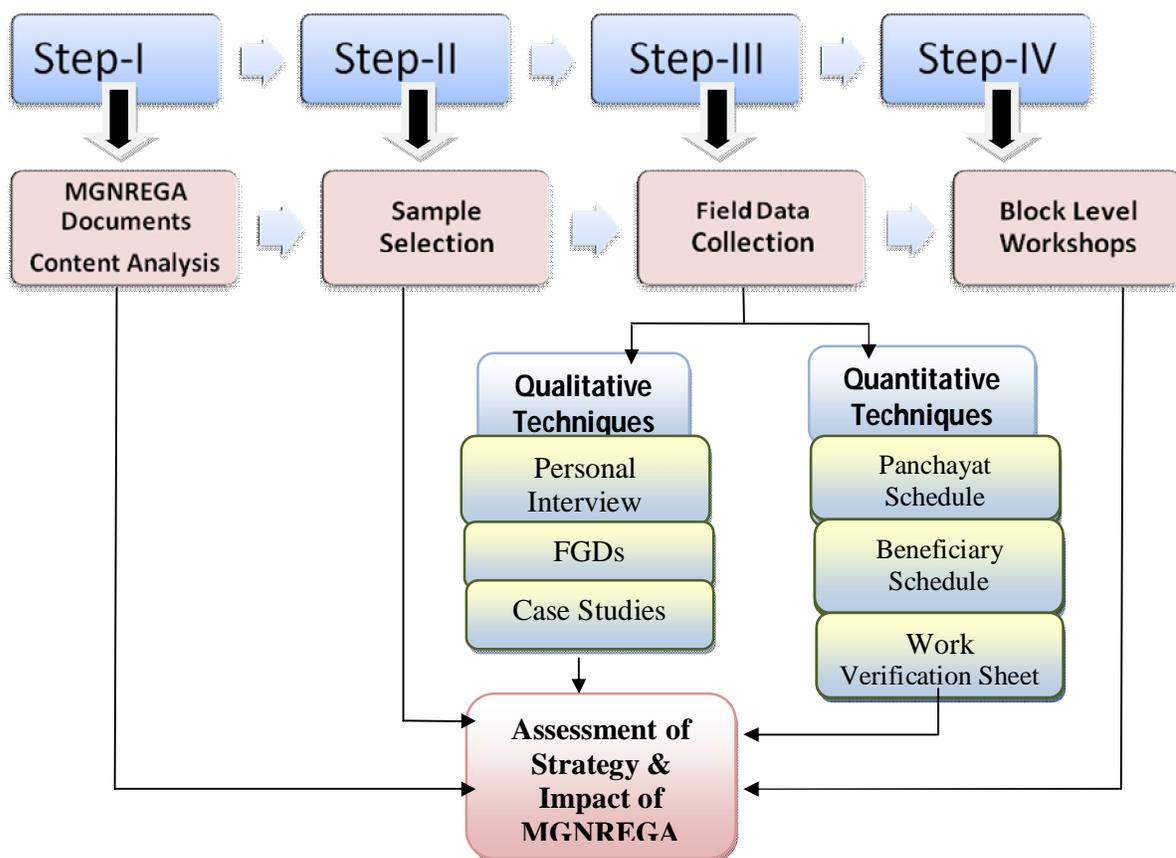
↗ Literature on the right to work scheme was collected from books, government documents, gazetteers, journals, e-journals and websites

2. *Primary sources:*

The primary data was collected through following process (Fig 2.1)

- a) Panchayat Schedule
- b) Beneficiary Schedule
- c) Personal Interviews
- d) Work Verification sheet
- e) Focus Group Discussion
- f) Case Studies

Figure 2. 1: Flowchart of Overall Strategy Adopted for Data



Primary data collection

2.2 Sampling

From the total GP in three districts, 6% of Gram Sabhas (as per TOR) from each block were selected using purposive sampling techniques. The major criteria undertaken were

- i) Geographical location of the block (all direction),
- ii) Distance from the block headquarter and village population. 6 – 10% (not less than 10 and not more than 20 households) and
- iii) Only one village has been selected from each Gram Sabha using stratified sampling technique.

The basis of stratified sampling for selecting household was number of Caste group (SC, ST, OBC, General), Economic status (including landless), Number of Job cards issued, remote villages of the district or block and involvement in MGNREGA work.

Selection of Gram Panchayat and Households Criteria :

The beneficiaries were randomly selected, only those having their Job Cards and have worked under the MGNREGA scheme. From each selected village, minimum of 10 and maximum of 20 beneficiaries were interviewed in order to ensure adequate representation of different category of respondents during the implementation of MGNREGA and its impact in the villages and Gram Panchayat.

Table 2.1: Sampled villages and respondents at district level.

Sl. No.	Districts	Total number of sampled villages	Total number of respondents (GP Members)	Total number of respondents (Beneficiaries)
1	Chhattarpur	62	150	792
2	Shivpuri	80	208	1085
3	Tikamgarh	52	87	704

The present study is an attempt to assess the effectiveness of the strategy and impact of the MGNREGS in three districts namely Chhattarpur, Shivpuri and Tikamgarh of Madhya Pradesh State. There was a team of 7 Investigators accompanied by 3 consultants carried out following exercises:

1. A survey of minimum 10 households and maximum 20 household per village to assess the socio-economic characteristics., details and awareness of MGNREGA.
2. Work site surveys and verifications to capture the type of work, nature of working conditions, and the wages paid and whether the MGNREGA guidelines are being followed.
3. Muster roll verification exercise for ongoing and completed work under MGNREGA
4. Every sampled village was visited by the survey team for intensive data collection.

2.3 Tools and Techniques:

- a. **Questionnaire survey:** Data collection schedule was developed based on the TOR and objectives of the study. Two sets of data collection schedules were prepared to interact with GP officials (Secretary, Sarpanch, Panch), beneficiaries separately. Thus three questionnaires from each sampled GP level and 10-20 number questionnaires at beneficiaries level of each sampled village.
- b. **Focused group discussions:** FGD were held at two levels in the sampled GPs. First one was in the presence of Secretary, Sarpanch and Panchs to understand the Strategy of implementation of the scheme at GP level. Another FGD was held in the presence of beneficiaries to understand the implementation and common benefit of the scheme along with wisdom of the beneficiaries. One more FGD was held in the presence BCEO to understand the implementation and execution of the sanctioned work, feedback mechanism, reporting system, difficulties in implementation of the scheme, suggestions for further increase in the efficiency of the project etc.
- c. **Participatory observation:** Trans walk in the sampled village along with the beneficiary was another approach followed to collect primary data. This has facilitated to understand the physical progress of the scheme, location of the village assets, its impact and future requirement and optimization of the scheme.
- d. **Physical Verification of assets created work done and documents:** Visit to the identified village assets created and under construction structures was successfully done. Cross checked with the reported and actual created assets under the scheme.
- e. **Database creation and analysis:**
All the data collected from secondary and primary sources were entered into the computer and analyzed with the help of statistical tools. Data were tabulated based on the criteria and inferences were drawn and compared it with the field situations.

f. **Field level workshop:**

The primary observations and inferences drawn from the data analysis were shared in the block and district level workshop. The suggestions and recommendations of the participating officers were documented and incorporated in the report

2.4 Data Analysis:

Data collected from all the selected Panchayat were tabulated and analysed by using Quantitative as well as qualitative methods. MS-Excel and SPSS (Statistical Package for Social Sciences) were used for analysing the data.

Plan of Presentation

The findings of the study conducted in the districts along with recommendations are documented under six chapters. Chapter – I, Introduction is providing details on the background, Terms of References (TOR) objectives and profile of the study area. Chapter – II, Methodology of the study comprises of data sources, sampling, tools and techniques, data analysis and results and field workshops. Chapter – III, Review of project implementation strategy methods followed by the implementation agency related to execution of the project at GP level, strategy for area development, and wisdom of the beneficiary on the project giving their understanding on the project progress and their participation. Implementation efficiency explains the various aspects of approaches and achievements at GP level. Chapter - IV, Review of Impact of the Project helped in improving the social capital, socio-economic conditions, ecological and environmental benefit to the community due to the project intervention. Chapter - V, Major issues of conflict highlighting the various issues like job cards, allotment of work, wage payment, location of the structure and welfare means for the labour. Conclusion and recommendation gives various suggestions received from the field and executive agency, conclusion drawn from the primary and secondary data and few recommendations for further improvement in the project execution.

Chapter - III

Review of Project Implementation Strategy

The districts have been implementing the scheme as per the guideline provided by the State head quarter. However, some deviation was seen in the districts from the guideline provided by the State/ Centre. There were some incidences, which created confusion among the block level officers. The evaluators successfully interacted with the block CEOs and other officials and tried to understand the approach by the district government machinery and the village level institutions. The focused group discussion and secondary data collected from the blocks were documented and drawn the inferences to correlate with the success of the project/ scheme in the district. The strategy followed/ applied by the agency is discussed under following headings;

3.1 Flow of Financial Resources

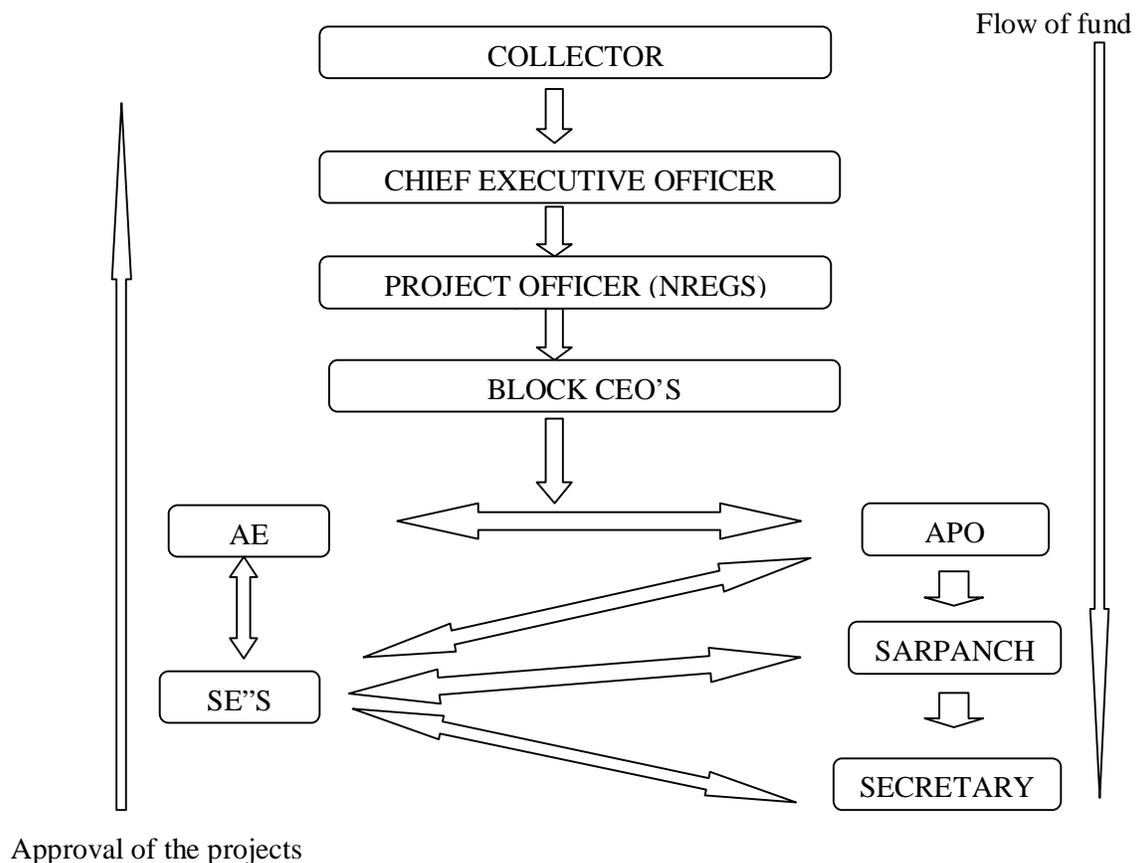
The state government has created a fund called the State Employment Guarantee Fund, which would receive the grant from the Centre. As per the guideline the State Government has to supplement the grant from the Centre for implementing the scheme. Thus the states have to provide 10% of the total amount sanctioned for implementation of the schemes.

3.2 Project infrastructure / institutional approach

Administrative structure of the NREGA implementation

The administrative structure applicable in MGNREGA implementation is headed by the administrative head of the district i.e. the collector, who is being assisted by the Chief Executive Officer (CEO) Zila Panchayat who is further assisted by the district project officer of MGNREGS programme. The project officer coordinates all the work at district level and allots and monitors the works carried out under the MGNREGS schemes to the different blocks according to the Shelf of Projects (SOPs) as received from the respective gram panchayats. PO works in close association with the Block CEOs and the heads of the line departments to get the works implemented under the respective scheme. The block CEO in

turn assisted by the Assistant project officers (APO) and the assistant engineers of the line departments mainly Rural Engineering Services (RES). In each Block, average 4-6 sub-engineers works under the Assistant Engineer who are responsible for the implementation of MGNREGS. They also work in close association with the gram panchayats institutions. Each Panchayat is headed by Sarpanch, who is assisted by secretary to carry all the works related to MGNREGS and others. The approval of the project from a gram sabha /or a gram panchayats follows the channel from the bottom –up i.e. lower end to the upper end of the channel and the flow of fund in the opposite direction i.e. down the channel. The process of MGNREGS institution arrangement and flow of information and approvals, sanction is briefed in following flow diagram;



3.3 Project planning and mobilization

Role of Panchayats in MGNREGA

Gram Panchayats are the focal institution for the implementation of MGNREGS at the grass root level. The National Employment Guarantee Act envisages that at least 50% of the total works are to be executed by the Gram Panchayats. Remaining 50% jobs may be executed by other agencies such as the higher tier of panchayats, government departments or voluntary organizations. As mentioned above the Project officer at the block level coordinates the activity with the Gram Panchayat for facilitating the implementation of MGNREGS at the grass root level. The act ensures that Gram Panchayats have maximum control over the planning and resources since Gram Panchayats take decision on the 50% of jobs. In any case the panchayats remain an important institution as the jobs are demanded from the panchayat and employment is generated at the Panchayats. (1st Monitoring report: Samarthan PACS Progress)

Envisaged role of Gram Panchayat in the execution of MGNREGA

1. Make a development plan of the Panchayat and list out projects to be undertaken as MGNREGS in accordance with the Gram Sabah's sanction.
2. Registration of families and distribution of job cards.
3. Receiving application for work and providing employment.
4. Executing the work from amongst the development plan of Panchayat which is sanctioned by the project office.
5. Maintaining muster roll and distribution of wages from the funds received under NREGS

As mentioned earlier the Panchayat account for at least 50% of works from the sanctioned one, and will execute the same through Gram Panchayat while the remaining 50% will be undertaken by the other execution agencies like Janpad Panchayat, District Panchayat, Government department and NGOs.

In all three districts, the following processes are working simultaneously at the block level with respect to the execution of MGNREGS at the Panchayat:

- (i) Panchayat makes plan and build a shelf of the project (SOP) to be taken up in MGNREGS.
- (ii) Villagers demand work from Panchayats under employment guarantee.
- (iii) Gram Panchayat acts as an implementing agency and provides employment as well as wages to workers.

Gram Panchayats though plays an important role; however, it is not acting totally as independent institution, though it supposes to execute the projects in close coordination of other institutions, individuals and processes. These may be related to the States preparedness in handling the ambitious national scheme or interface of technical staff for technical approvals with the panchayats. Each of these factors has influenced the institutional performance of the panchayats in the MGNREGS. (1st Monitoring report: Samarthan PACS Progress)

Process adopted by administrative structure for sanctioning a project under MGNREGS

Following discussion is based on the visits to the project area and interactions with the implementing officers at block and district level. It is seen that after a SOP is formed at the gram panchayat level the technical staff of the rural engineering service makes the estimates of the various schemes/ activities on the technical and the financial guidelines and the project is forwarded for obtaining a Technical Sanction (TS) and Administrative Sanction (AS) from the Sub Divisional Officer. Who then recommends the project after evaluating it on his end to the Executive Engineer for obtaining the technical sanctions? After receiving the technical sanctions the project is forwarded to the Zila Panchayat i.e. to the CEO Zila Panchayat, which calls an expert committee meeting involving the heads of the respective line departments i.e. the technical committee who recommends the project to the collector. The Collector finally gives the approval and administrative sanction to the projects. After getting the AS and the TS the project is sent back through the same channel to the Gram Panchayat for the implementation of the project. Here it is observed that if the project is upto 5 lakhs it can be directly approved by the gram panchayat itself, but if the project cost more than 10 lakhs then it comes to the executive engineer for obtaining the technical and the administrative sanction.

The whole process is supported by the technical staff of the line departments which act as executing agencies of the MGNREGA along with the gram panchayats. Following line departments work in close association of the gram panchayats and block implementing officers:

1. WRD (Water resource Department)
2. PHE (Public health engineering)
3. RES (Rural engineering services)
4. Soil conservation department
5. Agriculture department
6. DPIP (District poverty initiative project)
7. Forest Department

In all three districts mainly eight types of works are being executed which can be complied in five broad areas based on its nature of work by the line departments. These works are categorized into following category based on its objective and nature;

1. Plantation.
2. Drought proofing.
3. Rural road connectivity.
4. Micro irrigation.
5. Flood control.

Funds for implementing the specific projects related to the line departments are allocated directly by the Zila Panchayat to the Janpad Panchayats account from where they are transferred to the line departments for the implementation of certain projects under MGNREGS.

3.4 Audit process

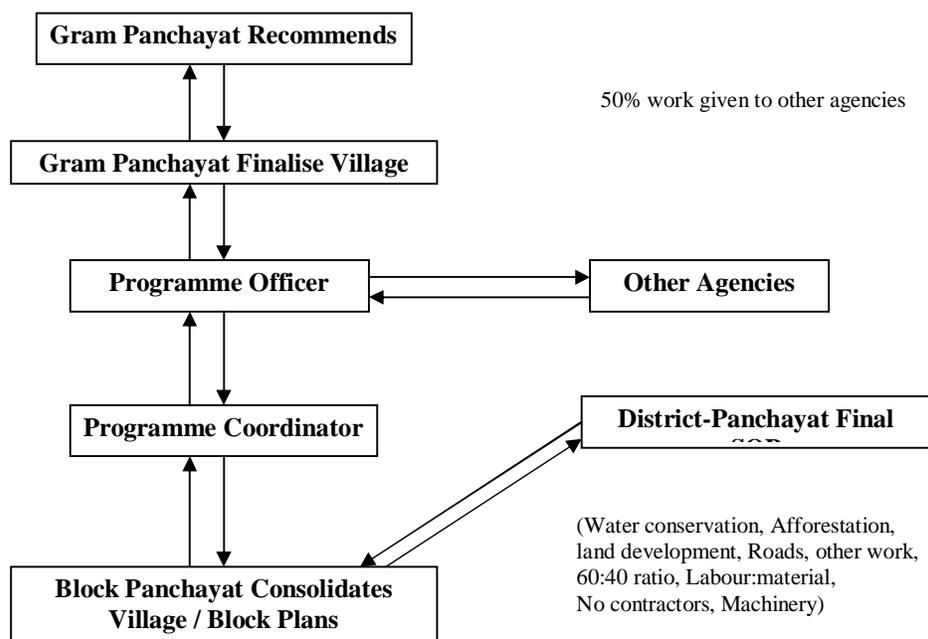
Social audit process is adopted at grassroots level for checking any discrepancies at panchayat level. After which a proper audit is done at the panchayat and block level for all the works undertaken by panchayat for which the documents have to be deposited by panchayat at block office. It is understood that for the projects up to 10 lakhs no cross checking is required but for the projects over 10 lakhs, cross checking of the account is supposed to be undertaken at block level.

3.5 Monitoring and evaluation

The monitoring of the works at the ground level is done by the sub engineers of the line departments under which the MGNREGA works are being carried out which in turn are monitored by the Assistant Engineers (AE) and the APO's of the concerned block. The block CEO also inspects the work of the panchayats once in a month. It is mandatory for them besides the visits by higher officials of respective district to project area. Nearly 2% of the total works carried out in the blocks are inspected by concerned district CEO and the equal percent (2%) of the works are inspected by the Collectors of the district. The executive engineer has to provide monitoring report to the Collector of 100% works carried out under the scheme.

Apart from this departmental monitoring, physical verification of the work and documentation is also done by the National level Monitors (NLM) and State Quality Monitors (SQM) & District Quality Monitors (DQM). Any discrepancies noted by them are reported to the higher officials of the MNREGS council in the form of a written report and an FIR is lodged against the defaulters.

Key Process: Selection of Works



3.6 Constraints and issues related in Implementation

Based on our observations and interaction with the Officials, Sarpanch and Panchayats Secretaries, we found some genuine shortcomings in the present system of implementation. Following factors influence the performance of panchayats in implementing MGNREGS in the evaluated district:

1. Timely availability of the fund at the panchayats for the implementation of the MGNREGS.
2. Timely availability of the technical approval to the Gram Panchayats from the concerned authorities.
3. Timely technical evaluation of the completed projects by the concerned departments so that the wages can be distributed in time.
4. Limited flexibility to the panchayats in choosing the project, so that Panchayats undertake work as per the priority of the community.
5. Climatic, geographical and topographical features posing difficulties to the panchayats in undertaking the earthwork or work 'directed' in the national and state priorities.
6. Panchayat can initiate work in its Gram Panchayats only when funds are made available to the gram Panchayats account.
7. Lack of coordination with the forest department and unutilized/ unspent amount under the respective head.

It is also seen that there is delay in starting of the project works at the ground level as the process of obtaining AS/TS is a cumbersome process and many time it takes too long time to get a project approval and by the time the funds are received by GPs account for execution it is too late and there becomes shortage of labour at the time due to either clash with the sowing or the harvesting season (It is also mentioned in the 1st Monitoring report: Samarthan PACS Program).

Issues related to MGNREGS implementation in the districts

1. Top-Down decision and impact on local planning

The effect of top-down implementation drive on local planning was highlighted in the earlier evaluation study also. The same was observed by the current evaluator and felt that the success of MGNREGS depends on two important factors;

- a. Creation of employment for poor and needy,
- b. Creation of required infrastructure and productive assets under the scheme.

This scheme probably provided the first ever, such a big opportunity to gram panchayats for creating capacity and empowering the community. Panchayat has freedom to plan large and labour intensive work and execute the same by themselves with adequate resources provided under the National Employment Guarantee Act. The legal provisions in the Act strengthen the Gram Panchayats for their control over the planning, implementation as well as resources.

There is certain conditionality fixed in the National guidelines, the act envisages that ratio between material and labour in the total cost of the project should not exceed **40** and **60** percent respectively. The directive is to undertake the earthwork under the MGNREGS. Top priority was given to water conservation, water harvesting and drought proofing in the districts of Chhattarpur, Shivpuri and Tikamgarh. As mentioned earlier, the Panchayats are supposed to make a perspective plan of a larger time frame and prepare a SOP, which is to be executed under the MGNREGS. However, in practice Panchayats autonomy to plan according to their need was to some extent curtailed by state led top down campaigns or uniform guideline for the mechanical intervention.

More over due to too many guidelines and instructions either from the national or at the state level, Gram Panchayat remains the “follow-up body for national decisions”. Recommendation is given by the chief executive/project officer of the block to Panchayat heads to prepare project proposals in line with the state priorities. Examples to be quoted like, MGNREGS in Madhya Pradesh was merged with state wide water conservation campaign and plantation drive. Though well intended in approach, these campaigns have jeopardized the Panchayat autonomy in planning. Many indigenous plans of the panchayat are sacrificed

for the state-wide directives for the success of the state led campaigns. Thus the immediate and essential needs of the people were compromised. Small things like repair of drains couldn't be undertaken, as Panchayats in MGNREGS districts do not have any flexibility to take such works. In entire Madhya Pradesh, "*Jal Abhishek*" campaign during the summer for water conservation was followed with "*Hariyali*" drive for the plantation during monsoon, took away every opportunity of Panchayat centered planning. A little later, Panchayats were once again asked to make a six monthly plan under the name of "*Kapil Dhara*" for undertaking construction work like wells and ponds. (This was earlier highlighted by 1st Monitoring report: Samarthan PACS Progress.)

2. Constraints of technical clearance in Gram Panchayat projects

Before initiating a job, village panchayat is supposed to take technical approval from the Rural Engineering Service or other competent authorities. Further there is a need for technical estimates of the work and technical evaluation of the completed projects, for fixing the value of the project. This seems to be good for technicality and sustainability of the structure created under the scheme. But this approach is not giving cognition to the indigenous knowledge and community wisdom, which is the basis of sustainability of the project. Thus the Panchayats remain dependent on following technical support rendered by the government agencies:

1. Getting technical permission for initiating any project under MGNREGS
2. Preparing technical estimates for the project to be executed by the panchayat.
3. Measurements of the project executed and its final technical evaluation.

3. Inadequate support in developing sound technical estimates of civil works

As reviewed by the earlier monitoring agency, the Panchayat is required to have sanction on a technical estimates prepared by the relevant authority. Therefore, panchayats performance is dependent on the efficiency at which the estimates are expedited as well as sincere approach in preparing the estimates. Thus, for the last several months of the implementation of the MGNREGS, panchayats have faced difficulties in technical estimates of the civil work undertaken by them to undertake the job. Based on the current study and review of earlier assessment, following difficulties faced by panchayats in technical support are listed below;

1. Delay in getting guidance of concerned agency in preparation of technical estimates. This might be due to limited number of persons entrusted with the project work: at block level.
2. Over estimation and underestimation of costs of individual structures. This is due to the common/ thumb rule or standard norms and rate followed by the authority without taking the field conditions into consideration, which may promote corruption.

This resulted that some Panchayats, fail to complete the works at the standardized rate and made them to manipulate within the available budget estimate by compromising the technical specification. The current study endorsed the observation of earlier study as wage payments on piecework basis is disproportionate to the labour put in.

4. Unfair technical evaluation of the civil works done

As shared informally by the beneficiaries that there is a shortage of staff as well as vested interests normally delay the evaluation of completed projects of Panchayats. In all the three districts (Chhattarpur, Shivpuri and Tikamgarh) on an average there are 5 to 6 Sub-Engineers (SE), posted in a block, managing 60 to 80 panchayats on an average making each SE to handle 10–13 Panchayats. Due to large geographic extent of the district, these engineers have to cover a large area. This is further limiting them to visit the project area not more than one or twice in a month. This could be the reason the villagers are getting little technical guidance/ support by the sub-engineers of the block. This resulting some time the projects keep pending at the Panchayat level for final evaluation reports and submission for payments. These delays have bearing on the wage disbursement to the laborers. The delay in payment to the people is proportional to the time taken in completion of technical evaluation of the work done. Another aspect which is common in the state and it is also true for the district is adjustment made to equalize the actual cost evaluated with the wage rate since the rate is fixed. Another aspect came for the discussion was that evaluation report prepared based on the views and reports made by the secretary and sarpanch of the respective Panchayat without visiting the field by the sub-engineers. It was also shared by them that the delay made them to bribe the authority to get the work done and dispersing the wage to the beneficiary without further delaying. Because the delay in making the payment by the Sarpanch/ Secretary creates confusion among the beneficiary and more over the Sarpanch was hard pressed to get the

labour in time. This further motivates them to increase the number of man days and meeting the demand of additional expenses other than the genuine one.

Strategy for area development

As mentioned in the earlier heading on the eight types of area development activities undertaken by the agency, which was at the discretion of the government machinery and uniform policy adopted by the State government. As per the guideline at GP level, Shelf of Project (SOP) initiative to be undertaken, for prioritizing the number of activities under MGNREGS. The Secretary and Sarpanch share the information with the members of the gram sabha on various schemes of MGNREGS. Accordingly suggestions are invited and documented by the Secretary. The requirement of the community is kept in mind while prioritizing the work under various categories of area development. However in most of the cases, water harvesting was the priority of works under the scheme as emphasized by the department. The list of activities earmarked and communicated to the Sub Engineer, further the Sub-Engineer along with the secretary develop an action plan which includes the TS for the structures and financial outlay for the work. Here arises the non involvement of the beneficiary in cost estimation of the earmarked activities. It is also understood that the low awareness level and ignorance on the part of sarpanch hindering the level of participation by them in action plan preparation.

The technical proposal prepared by the AE is forwarded to the block CEO for future endorsement. The block CEO discusses the proposal in the meeting called and attended by departmental heads of the line departments.

3.7 Implementation efficiency of the scheme

It was found that following are major impediments factors for sustainability of the project in the district of the scheme.

1. Lack of beneficiary involvement in the planning
2. Non-involvement of experts in evaluating the thematic works.

Examples to be quoted are the non-involvement of irrigation department in locating the water harvesting structures which are meant for meeting the minor irrigation demand. Non-involvement of horticulture and forestry persons in plantation i.e. especially for identifying the suitable species as per the edaphic factors and agro-climatic regions are something worthwhile to be quoted with respect to the district. There are many other thematic areas which need the involvement of experts for optimizing the development work and also to achieve the desired output of the village assets created under the scheme. Thus it would be ideal if a district level watershed development teams be involved for increasing the number of structures, strategic location of major structures for rain water harvesting and irrigation.

Procedural gap

1. Improper documentation
2. Improper record keeping of
 - a. Muster rolls
 - b. Job cards.

It is observed that the main implementers of the scheme at the grassroots are the sarpanch and the secretaries. But these persons are not qualified enough to understand the proper process of documentation and hence this part lags behind as there is too much of paper work involved and they largely get confused as to and what papers are required for proper maintenance of the files project. Hence it is seen that in most of the cases all the project files are incomplete at panchayat level. It is worthwhile to mention here that there should be sequential documents needed to be maintained at the Panchayat level such as SOP, TS, AS, Contract, Musters, and MB. But in many cases these documents are not found in order and incomplete. This might be due to the low level of understanding and capacity of the secretary who is responsible for record keeping.

Generally the musters are not kept/present at work site; they are generally filled by the secretaries (Panchayat) afterwards to avoid any over writing. The attendance is generally taken on a register or a copy/paper which is then filled in the musters according to their convenience.

The job cards are not properly maintained by the beneficiaries. They sometimes are in a very bad shape and some cases it was in the possession of the secretary / sarpanch or with the Janpad members with the pretext of completing the attendance. Moreover the entries in the job cards are not done on a regular basis, hence found it incomplete / non-updated. It was shared by the villagers that the effort is only taken to maintain them when any inspection team is about to come to the panchayat for the monitoring and evaluation of the projects, which is completed / undergoing. Village Monitoring Committee constituted in each Panchayat suppose to monitor the work progress. The team is comprised of villagers who are literate or educated. But in some cases it was found that they are not much enthusiastic in their duty since there is no provision of honorarium to them. In few cases the report of the VMC was manipulated and used to support the project work evaluation report. In some of the cases many enrolled members are not aware of existence of such team in the village.

Chapter - IV

Impact of the scheme

The MGNREGA is an important step towards realization of the right to work. It is expected to enhance people's livelihood security on a sustained basis, by developing economic and social infrastructure in rural areas. One of the most distinguishing features of the MGNREGA is its approach towards empowering citizens to play an active role in the implementation of employment guarantee schemes, through gram sabha, social audit, participatory planning and other activities.

Thus, MGNREGA fosters conditions for inclusive growth ranging from basic wage security and recharging rural economy to a transformative empowerment process of democracy. The impact of MGNREGS focuses on the following works in their order of priority:

- (i) Water conservation and harvesting;
- (ii) Drought proofing (including afforestation and tree plantation);
- (iii) Irrigation canals including micro and minor irrigation works;
- (iv) Provision of irrigation facility to land owned by households belonging to the scheduled castes and scheduled tribes or to land of beneficiaries of land reforms or that of the beneficiaries under the Indira Awas Yojana (IAY);
- (v) Renovation of traditional water bodies, including desilting 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.

To realize and document the district (Chhattarpur, Shivpuri and Tikamgarh) level overall impact of MGNREGA on beneficiaries, perception of village officials impact on out migration, impact on assets creation (durability), impact on agriculture and impact on socio-economic conditions of the beneficiaries etc are provided.

WISDOM OF BENEFICIARY AND GP MEMBERS

4.1 Social Impact

The success of any programme depends on the level of disseminating the information among the general masses about that programme, as this constitutes the base of success. It is an accepted fact that if we are to launch any thing in the market with grand success, it must be properly timed at various fronts, be it information, size or the place.

One of the main constituents of this study was to know the level of awareness in the community about this scheme, as proper knowledge will definitely have a bearing on the minds of people which will mould their behavior and consequently their attitude. This also has a great bearing on the perception of the people towards the scheme.

Level of awareness, attitude and participation towards the scheme

Objective of discussing the level of awareness is to assess the level of community participation in the program. The questionnaire was prepared in a way so that it could be tasked out to know the awareness of the people regarding the scheme. The main source of awareness about this scheme is Panchayat members that too, only to the extent that they (workers) come for work on their call which they consider the awareness, it was found that in disseminating the awareness there was no direct role of block officials. However it is true that the block officials discussed the scheme with Sarpanch / Secretary of the panchayat.

Sources of Information

As per the panchayat members, it was emphasized that starting from information, registration, preparation of muster roll and other paper work pertaining to maintenance of records of MGNREGA is very time consuming and require lot of time and effort. So it was highlighted by the panchayat members that secretary should be provided one assistant to carry out such the task for proper record keeping and documents of the work.

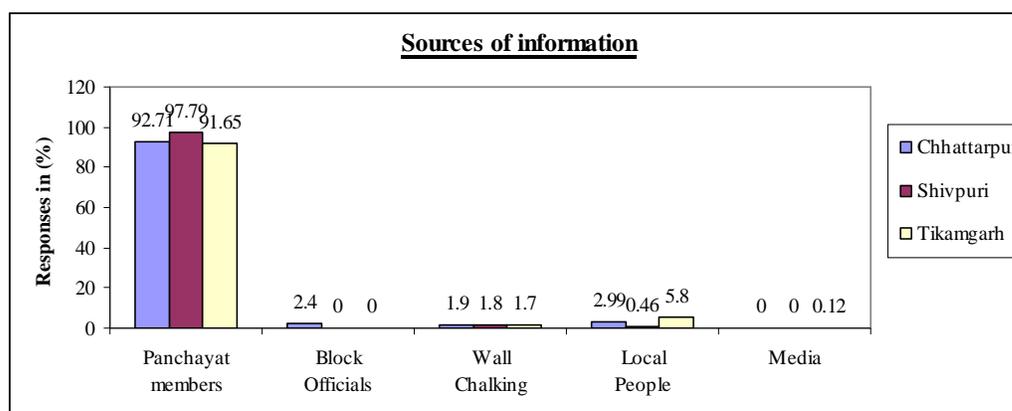
Only a marginal percentage of awareness reflects due is wall chalking and from local people i.e. 1.7% in Tikamgarh and 0.46% in Shivpuri. The data is found in conformity with the inspection team’s view as there was hardly any wall graffiti in the villages are reported. So consequently the objective of that wall chalking is not known to any informant while the villagers were asked about purpose of painting walls of houses. So they could not say anything to them. This was not understandable as they were either just literates or illiterates. So, most of the information was given orally to the beneficiaries by the panchayat members in all the three districts as given in table No.1. Hence, it can be interpreted from the table that there is still a scope of awareness generation campaigns in the districts.

Table 1: Sources of information (Responses of beneficiary in percentage)

District Name	1)Panchayat Members	2) Block Officials	3) Wall Chalking	4) Local People	5) Media
Chhattarpur	92.71	2.4	1.9	2.99	0
Shivpuri	97.79	0	1.8	0.46	0
Tikamgarh	91.65	0	1.7	5.8	0.12

Source : Field data collection

Fig 1: Sources of information (District wise comparison of responses in %)



Since most of the population in the villages did not receive even basic education and hence they do not pay any attention to the information provided to them other than oral. Hence the main source of information is Panchayat. Similarly the highest percentage of beneficiaries in all the three districts said that they get information through direct communication from the

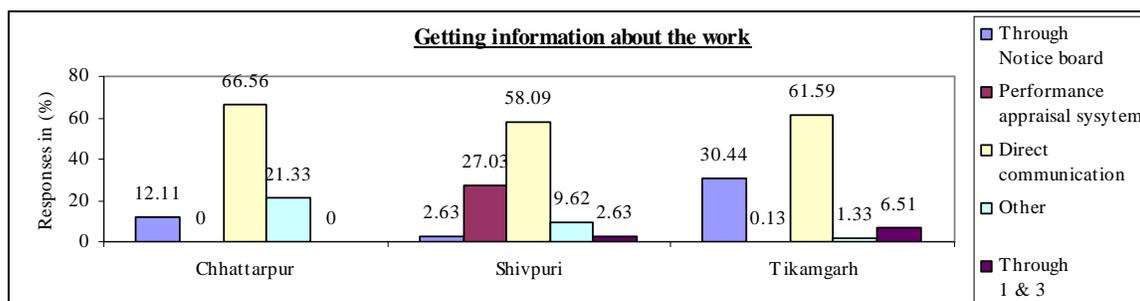
Panchayat officials. This was found highest in Chhattarpur which is 66.56% and lowest, that is in Shivpuri with 58.09% only which is shown in the following table.

Table 2: Getting information about the work (Responses of beneficiaries in %).

District Name	1=Through Notice board	2=Performance appraisal system	3=Direct communication	4=Others	1 & 3
Chhattarpur	12.11	0	66.56	21.33	0
Shivpuri	2.63	27.03	58.09	9.62	2.63
Tikamgarh	30.44	0.13	61.59	1.33	6.51

Source : Field data collection

Fig 2: Getting information about the work (District comparison of responses in %).



The highest percentage of beneficiaries have informed that through village Notice Board as the source of information dissemination was found to be in Tikamgarh district which is 30.44% and very low in Shivpuri district which is 2.63% only. Again it is pertinent to mention here that those who had already worked with the Panchayat got more chances of work and their performance remains satisfactory which are contradictory to the legislation. This also created the problem that those who has not got work, do think that Panchayat provides work to their supporters only. This means that the scheme has ample scope to aware people of the scheme and its various provisions and facilities, while using different means of communication.

Registration and Issue of Job Card

One of the sole tools on which this scheme depends is Job Card which is also considered important documents. This also facilitates a convenient way of checking the eligibility of a person, whether he is eligible to work or not and how much he is supposed to do etc. in this

scheme. This is also considered the first step of the big ladder, so is the importance of the registration for the Job Card. The statistics of concerned districts pertaining to all these issues are given in the following table.

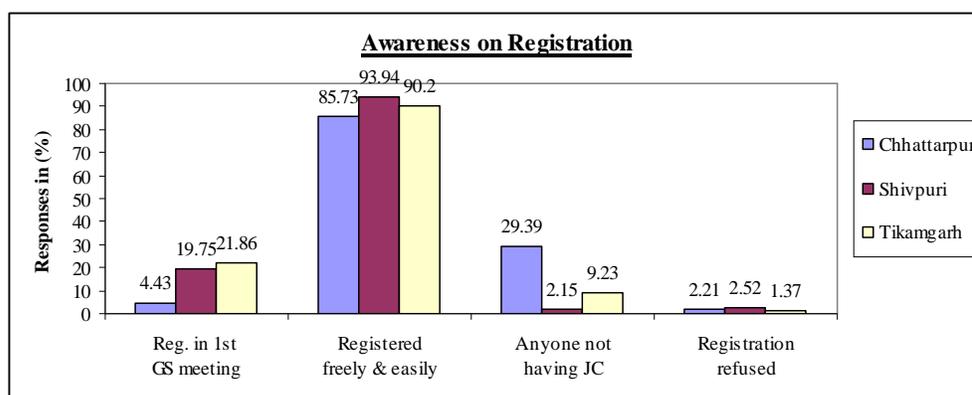
Table 3: Awareness on registration (Responses of beneficiary in %)

District Name	Registration in first GS meeting for NREGS	Able to get registered Freely and easily for job cards	Anyone is not having job card in the village	Is registration refused
Chhattarpur	4.43	85.73	29.39	2.21
Shivpuri	19.75	93.94	2.15	2.52
Tikamgarh	21.86	90.20	9.23	1.37

Source : Field data collection

Although a least percentage i.e. 4.43 was found in the district Chhattarpur and highest percentage of 21.86 in Tikamgarh, who have applied for the registration in the first GS meeting for MGNREGA. But there was hardly any written application found in the Gram Panchayat. As per the Panchayat officials most of the job cards had come readymade and were distributed among the beneficiaries, as it was the opinion of the beneficiaries. **However, it was highly praiseworthy to see that almost no respondent said that they face any problem in getting their job card.** People have been kept unfamiliar with the fact that the process of registration is open for them throughout the year. So it was the necessity on the part of the officials to impart knowledge among the general masses about this fact. In district Chhattarpur a highest percentage i.e. 29.39% of people are not having job cards, while going deeply in to the study it was found that these were the cases of newly divided (nuclear) families particularly in case of STs.

Fig 3: Awareness on registration (District wise comparison of responses in %)



It is important to have a photograph on the job card of all those who are above 18 years of age so in a particular family, so that every one of them have equal chance of getting work and also it would be easy for the Mate or those who implement the work to identify the person coming for the work. However, it was found in concerned three districts that there were various cases in which people were not having photographs on their job cards. On the other hand it was wholly the responsibility of the implementers to provide this facility to the beneficiaries. But in many people have pasted photo on their own expenses on the job card. This can be revealed in the table No4.

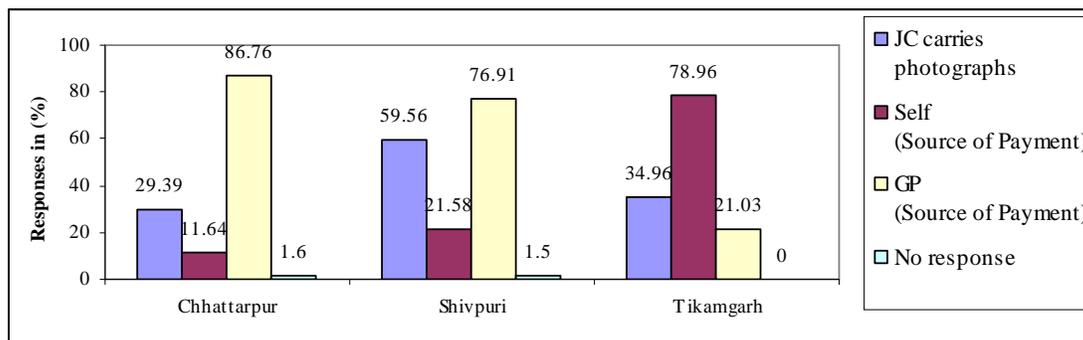
Table 4: Job card carries photograph and source of payment (Beneficiary responses in %)

District Name	Job card carries a photograph	Source of Payment for Photograph		
	Yes	Self	GP	No response
Chhattarpur	29.39	11.64	86.76	1.60
Shivpuri	59.56	21.58	76.91	1.50
Tikamgarh	34.96	78.96	21.03	0

Source: Field data collection

The percentage of job cards which were having photographs pasted on them was high in the district Shivpuri with a percentage of 59.56% and found low in Chhattarpur (29.39%). It may be pertinent to mention here that as high as 78.96% of beneficiaries in Tikamgarh district have made the payment for the photographs out of their own pockets. According to the beneficiaries most of the payments for the photographs were made at Gram Panchayat level in the districts Chhattarpur and Shivpuri i.e. 86.76% and 76.91% respectively. Beneficiaries did not know any thing about the importance of photographs in the job card for their identification.

Fig 4: Job card carries photograph and source of payment (District comparison in %)



Work Application and Employment

Since MGNREGA is demand driven scheme in which the workers have to ask for work allotment, then they could be provided with work. However, flexibility has been granted while considering the educational level of the workers that they can apply either in writing or orally. Although facility was given but neither workers nor officials took care of it.

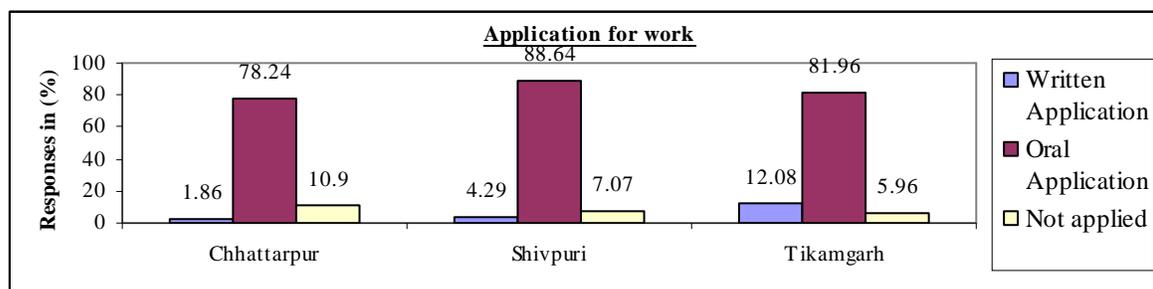
Table 5: Applications for work (Beneficiary responses in %).

District Name	Written Application	Oral Application	Not applied
Chhattarpur	1.86	78.24	10.90
Shivpuri	4.29	88.64	7.07
Tikamgarh	12.08	81.96	5.96

Source : Field data collection

While asked as to how did the villagers apply for the work looking into the above table, it becomes apparent that only a marginal percentage of some 12.08% in Tikamgarh district said that they had applied for work through written application, while on the other hand we see that most of the respondents had applied orally in the concerned districts. The normal procedure of application for work by the villagers was by way of inviting them to participate in the work by Panchayat members. The process of applying through written applications was generally not observed in any of the gram panchayats during the present investigation. Even if workers are not in a position to write an application still it was found that those who have some sense of literacy or some education they do not help them in writing an application for work. **On the other hand workers were not aware of the importance of demanding work through written application.** However, there was certain percentage which even did not apply for the job, this means that they were quite well off and need not to work in this scheme.

Fig 5: Application for work (District wise comparison of responses in %)



While those who either applied orally or in writing the frequency of getting work, it remained subjected to decision as to whether they were entitled to get unemployment allowance or not. However, the actual time gap which was found by the research team can better be explained with the help of below given table no 6.

Table 6: Time gap between work application and allotment of work (Beneficiary responses in %).

District Name	Within 15 days	16 to 30 days	More than 30 days	No response
Chhattarpur	17.6	45.75	31	5.65
Shivpuri	33.84	21.47	16.55	28.14
Tikamgarh	51.07	41.43	3.45	6.96

Source: Field data collection

The degree of work provision is ways of people are getting work and measure of its frequency can be depicted from the above table. In the 15 days category high percentage of respondents was in the district Tikamgarh i.e. 51.07% and a low percentage in Chhattarpur 17.6% respectively. Whereas, in the 16 to 30 day category highest percentage was found in the district Chhattarpur i.e. 45.75% and low percentage was found in Shivpuri i.e. 21.47% but in categories 'More than 30 days' and were not having 'any idea' that is time gap after which they are getting the job, the percentage of Shivpuri was found highest i.e. 16.55% and 28.14% respectively as compared to other two districts. It infers that the administration is very much prompt in Tikamgarh district in comparison to other districts.

The importance of the receipt against an application for work was not a matter of concern for the workers, as they said that work is provided on the basis of availability and not on the basis of date of application. However the percentage of people who were aware of such a provision, is very low and it is not satisfactory. One of the biggest facilities to the workers in this scheme is that work is being provided within 5 km's and if at all work is provided outside 5 kms workers are provided extra facilities like transport and extra 10% allowance on wages.

Table no. 7 depicts that the percentage of respondents who have got receipt once applied for a job is low. Now if we look into the comparison wise dispersal the dated receipt was provided to the job seekers was highest in Tikamgarh district with 55.72% and lowest in Chhattarpur

with 5.68%. It was also found by the research team that the Panchayat officials and other implementers were also not in favour of providing receipts to them; otherwise they had to pay them unemployment allowance if work is not provided within 15 days.

Table 7: Dated receipt and worked outside 5 km radius (Beneficiaries responses in %).

District Name	Receive a dated receipt for job work	Worked outside 5 km radius	Transport facility was arranged	Additional allowance of 10% of MWR was paid
Chhattarpur	5.68	0	0	0
Shivpuri	10.25	7.68	0.23	0.15
Tikamgarh	55.72	0	0	0

Source : Field data collection

It is pertinent to mention here that even if some workers were found working outside 5 Kms particularly in the district Shivpuri (7.68%) still the transport and extra allowance was not provided. Even if some of the respondents said that they have got allowance but there was no such record available in Panchayat. So here is ample scope for the higher officials to look deeply into the scheme and resolve the issues.

Women Participation and Awareness of Minimum Wages

MGNREGA indicates that the programme can have positive impact on the social and economic well-being of rural labourers especially for women. MGNREGA holds powerful prospects of bringing major changes in the lives of women and their empowerment. The participation of women is of great importance as they constitute almost half of population in the country and also as a result of increased concern for the women empowerment. However, the actual position of women in the whole affair can be explained in table no. 9.

Table 8: Women participation and their wages (Beneficiaries responses in %).

District Name	Whether women are participating Under NREGS at worksite?	If 'Yes' whether the wage rate are same for both?	Whether they are Allowed to check Muster roll?	Awareness of minimum wage rate
Chhattarpur	93.56	45.07	10.22	45.07
Shivpuri	88.49	76.52	38.76	86.90
Tikamgarh	89.82	89.33	38.36	16.7

Source : Field data collection

Almost high percentage was found in all the three districts in participation of women under the scheme with the highest of 93.56% in Chhattarpur district. However the response about their equity in wage rate was having some fluctuation in responses as it was lowest in Chhattarpur with 45.07% where as it was highest in Tikamgarh with 89.33%. The response about the right of women to check the muster roll is highly dwindling as it was as low as 10.22% in Chhattarpur and as high as 38.76% in Shivpuri. Most of the respondents said that they were signing only till they were getting wages in cash but not beyond that. Hence the percentages vary accordingly and this information is highly significant whether the workers are getting wages to their full or not. Although in almost all the districts same response was received from the respondents regarding awareness about wages, but **this was not worthwhile as the wage rate was varying between 61 to 100 rupees, hence it could be concluded that people are not aware about it properly.**



According to panchayat members, for those women who have participated in the MGNREGA, it has been the only source of income for the household in the past few months because in the absence of the alternative livelihood option MGNREGA was the only option. The wages earned from MGNREGA enabled them to accomplish a number of things-ranging from paying their debts apart from meeting day to day needs. They no longer have to go place to place looking for work as it is right here at their village.

Despite the beneficial role of the MGNREGA, women face some difficulties in participation in MGNREGA and thus participation of women according to the panchayat members of Chhattarpur, Shivpuri and Tikamgarh districts has improved now to some extent but it is still low. Child care remains the chief issues in this regard as mentioned earlier.

On an average the women took active participation in MGNREGA works which is found respectable responses from panchayat officials in Chhattarpur, Shivpuri and Tikamgarh districts.

Frequency of Work and Wage Payments

MGNREGA guarantees 100 days of unskilled jobs per rural household. More importantly, the Act aims at eradication of extreme poverty and at making villages self-sustaining through productive assets creation (such as water tanks, soil conservation works and road connectivity). Although this scheme guarantees 100 days of work to every person who is ready to work, but there are instances where it has been found that quantum of this work has been provided only on paper and the ground reality is far from the reality. This can be justified by going through the following table which gives the frequency of days of work that has been provided to the people over a period of time.

Table 9: Number of days working under MGNREGA (Beneficiaries responses in %).

District Name	Less than 7 days	Days (8 - 15)	Days (16 - 45)	Days (46 - 75)	Days (76 - 100)	More than 100 days	No entry / No idea
Chhattarpur	6.13	17.39	9.74	10	54.24	2.5	0
Shivpuri	29.09	6.68	10.76	7.89	3.46	14.57	27.54
Tikamgarh	28.29	9.7	23.18	15.35	12	3.6	9.03

Source : Field data collection

The above table no.9 shows how long a particular labourer has worked in the scheme, the highest percentage of respondents falls in Chhattarpur district in the (76-100) days category which is 54.24%. **But it was surprisingly found that there are instances where people had worked for more than 100 days in which the highest percentage of responses is 14.57% for the Shivpuri district and lowest in Chhattarpur with 2.5%.** However, as is apparent from the above table that there were some cases in which either there is no recorded entry on the job cards or respondents do not know how much they have worked; in this case highest percentage was found in Shivpuri to be 27.54% and zero (0%) in Chhattarpur district. So we may conclude that steps should be taken with utmost care so that these gaps could be met up which would make lesser exploitation to the rural population. However, the problem is not over, it is equally fueled by **untimely wage payments that become main constraints even to those who want to work on the existing low wages**, as a result of not being in a position, even after day's hard work, to feed their families.

The main motivation for workers to work is to get timely payments. Although this scheme offers guarantee of 100 days work, but at times it has been made subject to the provision of work in its strict sense and at the same time provision of wages is taken for granted. It has been found that workers are not taken into confidence on this front as they are made to wait to get their wages for the time which is beyond their capacity to bear as these labourers are mainly daily wage labourers. Sometimes people eat and feed their family only if they earn in the day, taking this reality into consideration it must be the priority of both implementing and administrative agencies and other line departments to make provisions for timely payments so that neither work nor the worker should suffer.

Table no.10 shows that how people received the wages with the frequency of disbursement. While it is clear that almost half of the respondents claim that they have received their wages within 7 days in the district Shivpuri with 51.52% and Tikamgarh with 44.77%. But in Chhattarpur district most of the wages received in (16-45) category i.e. 61.12% and very low percentage of 1.53% is found in receiving wages within 7 days. Those **who claim that they have received their wages beyond 7 days constitute almost half of the sample with** varied percentages within different ranges; however there were few instances in all the three concerned districts in which people have received their wages in more than 100 days. It is pertinent to mention here that although if the highest percentage of respondents who had received their wages within 7 days is in Shivpuri district and the highest percentage of respondents who said that they have received their wages in more than 100 days is in Tikamgarh district with 12.09%.

Table 10: Receipt of wages under MGNREGA (Beneficiaries responses in %).

District Name	Less than 7 days	Days (8 - 15)	Days (16 - 45)	Days (46 - 75)	More than 100 days
Chhattarpur	1.53	6.98	61.12	12.35	1.99
Shivpuri	51.52	38.03	4.69	3.85	1.92
Tikamgarh	44.77	21.6	8.69	11.9	12.09

Source : Field data collection

Another barrier which comes in the way of success of the scheme is the daily wage and task rate and the harshest is the task rate which made the workers raises their finger against the

Panchayat and the scheme as a whole. The current system of task rate wage payment by its very nature leads to underpayment of wages to the workers, this happens at every stage of the work. Firstly, task rates in all blocks were so harsh that despite working for ten hours a day, an able bodied adult worker was not able to complete a task which is meant to be done in one day. Secondly, in all blocks the task rates are uniform irrespective of the season of work that is summer and winter and also quality of soil. So work done in the scorching heat under fierce sunlight is paid at the same rate as work done in normal temperature.

However, **the real reason why workers are underpaid is due to the system of measurement, this does not take into account either the number of days worked or number of persons worked, rather work done.** It is essentially this lacuna in the system which is mostly prevalent in every block. Hence this needs a deep eye so that these labourers could not suffer because of the apathy of the administration.

Transparency in sanction and implementation of work

In the success of any initiative taken by any agency will depend on local participation, this aspect has ample scope in this scheme as the main focus of this scheme is socio-economic development of rural people, hence we can say that this is a scheme which is ‘by the people, of the people, and for the people’. The SOP is prepared by the gram panchayats for taking up development work in the villages. So each work should be done with the consent of local people and should be selected while taking the view of every stakeholder. Accordingly an attempt was made to know whether people are involved in the preparation of Shelf of Projects (SOP) and other things or not, this can be explained with the help of the table no.11 as given below.

Table 11: Transparency in sanction of work (Beneficiaries responses in %).

District Name	Aware about preparation of SOP	List of NREG work were read out loudly	Maintenance of Muster roll at Worksite	Respondents check the Muster roll	Open meeting was held within 7 days of completion of work
	(%)	(%)	(%)	(%)	(%)
Chhattarpur	10.47	9.84	14.23	10.22	4.79
Shivpuri	6.14	10.61	60.63	24.67	6.57
Tikamgarh	26.24	13.81	33.38	38.36	1.27

Source : Field data collection

In this table it shows the percentage of awareness about the rights of the labourers. At first instance when people were asked whether they know any thing about the preparation of SOP. It was highest percentage with 26.24% in Tikamgarh district and while looking into lowest percentage which is only 6.14% in Shivpuri district, that is highly insignificant. On the other hand most of respondents were of the opinion that no work was read out loudly, it was lowest in district Chhattarpur with 9.84% and highest in district Tikamgarh with 13.81% is again highly insignificant. Again percentage of respondents who were in favour that muster rolls are maintained at work site was high in district Shivpuri with 60.63% and lowest in Chhattarpur with 14.23% which is not satisfactory with other concerned districts. But on an average percentage of respondents in concerned three districts is low i.e. Chhattarpur (10.22%), Shivpuri (24.67%) and Tikamgarh (38.36%) respectively about the right to check the muster rolls. However, it was found by the research team that **hardly any work was selected after due consultation with the people and most of the works were done as per the serial number in SOP. So there was no question of carrying meetings and selecting task after the discussion.**

Table 11.1: Transparency of work (Beneficiaries responses in %).

District Name	Material register is verified by 5 workers at worksite on arrival of materials	Measurement of work done by JE in presence of group of workers
Chhattarpur	11.86	15.27
Shivpuri	6.64	51.82
Tikamgarh	9.15	65.59

Source : Field data collection

In almost all the three concerned districts, the response with respect to verification of material register is highly insignificant. Although measurement of works to be done by the sub engineer is a must for the release of wages of workers and other things, but as per this the response it was not 100%. Even though no machine work is allowed, still there are some glimpses where machine work is done particularly in the district Shivpuri as compared to the districts Chhattarpur and Tikamgarh there were no sign of machine work found which is shown in the table no 11.1. But when the same information was cross checked with the Panchayat officials they totally deny it and also no record was found with the Panchayat of such work. There are instances of using dynamites (blasting means) has been used for the

Kapildhara wells due to hard rock formation. This has been endorsed by most of the beneficiaries since the use has eased them and for the timely completion of the work.

Unemployment Allowance

Unemployment allowance is another crucial item that needs special attention, it was found by the research team that there was not even a single instance in which any beneficiary has been provided unemployment allowance, although work was provided beyond 15 days as earlier discussed, there could be so many causes of not getting it. One of the causes that were confronted is the illiteracy of workers, but it was equally substituted by the officials discouraging them to apply for it, some were also of the opinion that it has lengthy process to be followed. As people who work in MGNREGA are mainly daily wage earners, so they have to earn if they have to feed their family, hence they could not devote too much time for getting unemployment allowance. On the other hand, if the implement officials are not in favour of providing it then it becomes impossible for a common man to even think of it. The table no. 12 explains the reasons of not getting household allowances.

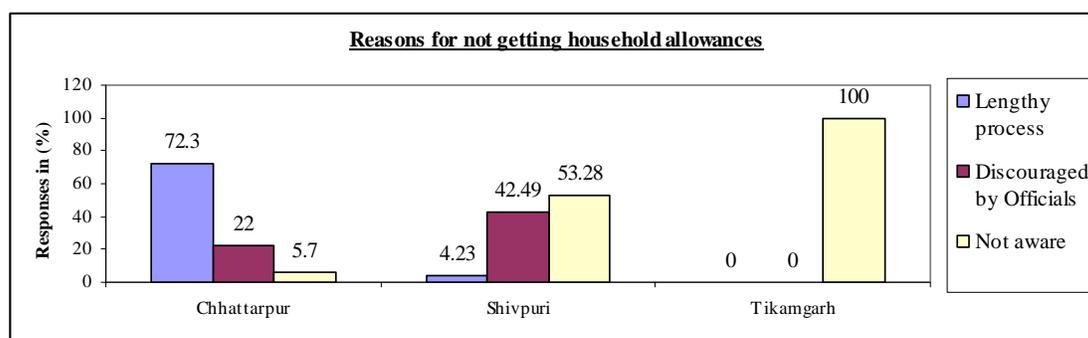
Table 12: The reasons of not getting household allowances (Beneficiaries responses in %)

District Name	HH got unemployment allowances	If 'No' Reasons		
	Yes	Lengthy process	Discouraged by officials	Not Aware
Chhattarpur	0	72.3	22	5.7
Shivpuri	0	4.23	42.49	53.28
Tikamgarh	0	0	0	100

Source : Field data collection **Note :** The percentage is of those who have not got work within 15 days.

As is apparent from the table, that 100% of the respondents in Tikamgarh district are not aware of unemployment allowance as compared to the district Shivpuri (53.28%) and Chhattarpur with only 5.7%. The highest percentage of 72.3% in Tikamgarh district and very low percentage in Shivpuri (4.23%) said that the process is too lengthy. Now if we look at districts comparison in 'discouraged by officials' we see that highest percentage is in Shivpuri followed by Chhattarpur but it may also be seen in the exhibit that in case of lengthy process percentage is highest in Tikamgarh district.

Fig 7: Reasons for not getting household allowances (District comparison in %)



Facilities Provided

Since MGNREGA is an act which not only provides work but also advocates for some measures which are significant for improving the working conditions and capacity of workers. This includes provision of shade, drinking water, first aid etc. in this respect the perception of GP was that these services have been provided to them. But when the same was asked to the beneficiaries the result was different. The response of the beneficiaries was totally in contradiction of the GP.

Also the research team while checking the work site saw that there was hardly any facility of them available at the work site. At most of the sites the nearby tree shade was considered as shade which has nothing to do with the arrangement of the panchayat, on the other hand earthen pots were used for the provision of water and when asked to the workers they said that they have arranged it at their own. The research team did not have any chance to see whether Panchayat provides the facility for children like crèche etc. as they did not come across such a work site. However, the first aid box was arranged at certain sites. It was surprisingly found that the beneficiaries hardly knew about these facilities; utmost care should be taken to make them aware of it. Its details have been shown in the table no.13.

Table 13: Facilities provided at worksite under MGNREGA (District comparison in %).

District Name	Shade	Drinking water	First Aid	Childcare Facilities
Chhattarpur	17.14	78.1	5.76	0
Shivpuri	12.65	19.85	8.40	4.88
Tikamgarh	49.26	90.61	19.49	6.87

Source : Field data collection

The percentage of facilities of drinking water and shade was provided highest in Tikamgarh district with 90.61% and 49.26% respectively and lowest in Shivpuri district with 19.85% and 12.65% only. It is very apparent that zero (0%) percentage and 6.87% of childcare facilities were found in Chhattarpur and Tikamgarh districts. This indicates that there is negligence in child care facility and other inadequate welfare means available in the worksite except drinking water facility.

Delay in Wage Payment

At the inception of the scheme workers used to work for the whole week, as they used to receive wages from the Panchayat officials, but after the system of payment from banks it was reduced to six day week in order that the workers could get their wages on weekly basis in order to support their family. This has only worsened the system rather improving it. As it has not become a single man's affair, so many line departments have been involved; payments also get delayed because of the delay in clearing. Banks also create problem (deny) in opening new accounts of the workers which creates another problem, since those who do not have accounts are not in a position to work in the scheme as wages would not be credited unless they have an account.

Another problem is that of lack of staff; research team came to know that the bank instructs the MGNREGA account holders to come for the payment on a particular day. That day the bank branch is flooded with the customers and hence they are not able to handle them because of lack of staff. This results in wastage of time of these daily wage owners on one hand and on the other hand wastage of hard earned money on fair and other things.

Another major reason for **delay in wage payments was due to the delay in getting the work measured by the junior engineers.** The junior engineers often take months to visit the actual worksites due to heavy work load. The shortage of engineers, especially at the junior level, had a number of other adverse effects as well, in planning works, assessing the quantum of work performed and so on. It is therefore an acute problem in MGNREGA implementation which must be addressed at central and state government levels.

Grievance Redressal

The grievance redressal mechanism in all three districts is not up to the mark or absent. Since man is a social animal, he faces problems in one or the other way. Same is case here, while on work, worker may face problem in a number of ways, so whom they approach and how the problem was solved can be traced. In almost all the concerned districts, most of the problems (if any) are reported at Gram Panchayat level with negligible glimpses of Program officer and others. However the percentage was highest in the district Shivpuri with 86.52% and zero (0%) in Tikamgarh district who approach Gram Panchayat for this purpose. But the percentage of respondents in Chhattarpur district with 34.90% found in Program Officer Category. But it may be pertinent to mention here that **none of the complaints were registered as there was no record of complaints though register was available.** This has been shown in the table no.14.

Table 14: Grievance redressal (Beneficiaries responses in %).

District Name	GP	PO	Other
Chhattarpur	46	34.90	19.10
Shivpuri	86.52	1.34	12.14
Tikamgarh	0	0	0

Source : Field data collection

Although most of the respondents approach Panchayat if they face a problem but the percentage of respondents who said that their complaints are registered and made in the VMC is only in Shivpuri district with 15.78% and 8.18% respectively and get it solved within 7 days or in the worksite itself. There were no complaints was found registered and even made in the VMC in Chhattarpur and Tikamgarh districts which can also be seen in the table no.15.

Table 15: Complaints gets registered (District comparison of responses in %).

District Name	Whether your complaints get registered?	Whether complaint was made in the VMC?
Chhattarpur	0	0
Shivpuri	15.78	8.18
Tikamgarh	0	0

Source : Field data collection

Constitution of Vigilance and Monitoring Committee and its working

Another issue was of Vigilance Monitoring Committees (VMC), very important aspect of maintaining the transparency is the monitoring of the sanctioned works. For the proper monitoring of the MGNREGS work, there is a provision of forming a VMC at the Panchayat level. The VMC keeps track of the work and checks any discrepancy and reports the same to the competent authority. It also helps to handle the primary level grievances related to the execution of the work. The research team found that the members who were the part of VMC were not even aware of such committee and their membership. It was further reported that the signature on the certificate is not by them. This proves that the constitution of VMC in the Gram panchayats itself is only on paper and not in function. Another issue was found by the research team that the number of respondents who were of the opinion that VMCs are in existent and operation in the Panchayats was negligible that also to the tune that the members of these VMCs were mostly the relatives of the Panchayat members. Then these people were contacted by the research team they were hardly conversant with their role and hardly had taken any steps to increase the standard of work in the scheme. The fate of the open project meetings was also similar and the Panchayat machinery was not conducting any open project meetings after the completion of the project is probably due to the non-availability of guideline at panchayat level.

Level of Social Audit

The process of social audit is one of the most important features for the implementation of MGNREGA and helps to monitor the expenses. It requires the involvement of the villagers along with the implementers so that if any discrepancy exists would be taken care at the Panchayat level. Thus it is considered as a valuable tool to maintain the transparency for the implementation of works done. Panchayat Officials prepare the work file or records which have all the required documents and also documents are made available for the scrutiny at least 15 days before social audit. It is found that district Shivpuri have the maximum percentage of 86.57% and Tikamgarh have minimum percentages of 77.32% for social audit by way of making documents available for the scrutiny before 15 days for the social audit. It is clear from the table that 73.89% in Shivpuri and 70.09% in Tikamgarh district respondents confirm that the district panchayat officials were reading out summary of the bills and

measurement books loudly respectively. But it reflect that district Shivpuri has minimum percentage 19.33% of respondents have confirmed the social audit by the measurement book summary at the time of wage payments and read out loudly that means Sub Engineers does not carry the measurement book summary or might have not completed the record documents. The highest percentage of 88% found in district Chhattarpur has work file / record have all required documents as shown in the table no 16.

Table 16: Responses on social audit (District comparison of GP level in percentage)

6. Social Audit : (Percentage)						
District Name	Has social audit of all works have been done	Whether the GS and workers are involved for social audit	Whether work file / record have all required documents	Whether all the documents available for scrutiny	Whether summary of bills read out loudly	Whether measurement book summary read out loudly
Chhattarpur	83	66	88	63	58	61
Shivpuri	86.57	86.60	85.57	78.02	73.89	19.33
Tikamgarh	77.32	72.6	74.82	74.55	65.56	70.09

Source : Field data collection

4.2 Verification of Assets

The asset creation in the villages of districts Chhattarpur, Shivpuri and Tikamgarh under MGNREGA helped the overall development in the villages and also generated the employment to the unskilled labourers. As is apparent from the table No.17, assets created in the villages of Chhattarpur, Shivpuri and Tikamgarh districts has almost 14 types of works been done under the scheme. These types of works have helped the village life to a great extent in number of ways like water conservation. On the one hand it has helped in increasing the productivity of land, while on other; it has helped the villagers to get good market price for their commodities. Murram roads has no doubt increased the village accessibility, where as works related to agriculture has increased the productivity as well as production. The team has made onsite observation of the assets created in this scheme and found that the condition of all the structures were fairly good except plantation / roadside plantation in all districts. The documentation of the completed work was poor in most of the Panchayats as the

Panchayat secretaries complained that they are having high work load this could be overcome if we are provided with support staff.

Table 17: Number of Assets verified

Sl. No.	Name of Assets	District Name			Total
		Chhattarpur	Shivpuri	Tikamgarh	
1	Agriculture Pond	4	24	21	49
2	Pond	21	22	1	44
3	Boundary Wall	5	13	0	18
4	Causeway	36	34	6	76
5	Check Dam	59	38	10	107
6	Stop Dam	0	0	25	25
7	Community (Well)	59	27	8	94
8	Kapildhara (Well)	5	190	133	328
9	Kharanja Road	93	158	0	251
10	Murram Road	26	172	47	245
11	Med Bandhan	14	15	2	31
12	Plantation	6	12	8	26
13	Plantation (Roadside)	2	18	0	20
14	Contour Trenches	13	13	0	26

Source : Field data collection (Physical verification)

Comparatively the perception of Panchayat members in all the districts was good so far as the condition and durability of the assets is concerned; this was also in conformity with the inspection of research team. However the notion of the beneficiaries about the durability of assets was less favouring particularly in Chhattarpur district. This notion was particularly in case of Muram



road and roadside plantation. So far as the Kapildhara wells are concerned, it was hailed from all corners. The onsite inspection of all the works as done by the research team also came to

the conclusion that some Kharanja and road side plantations were totally dilapidated and destroyed as if they not created at all. Hence utmost care should be taken about these constituents, which are very sensitive from the view point of development and environmental concern.

Table 18 : Responses on durability of assets (District comparison of GP level in %)

District Name	Good	Poor
Chhattarpur	89.14	10.86
Shivpuri	83.76	12.72
Tikamgarh	91.95	8.04

Source : Field data collection

Fig 8: District comparison on durability of assets (GP level in %)

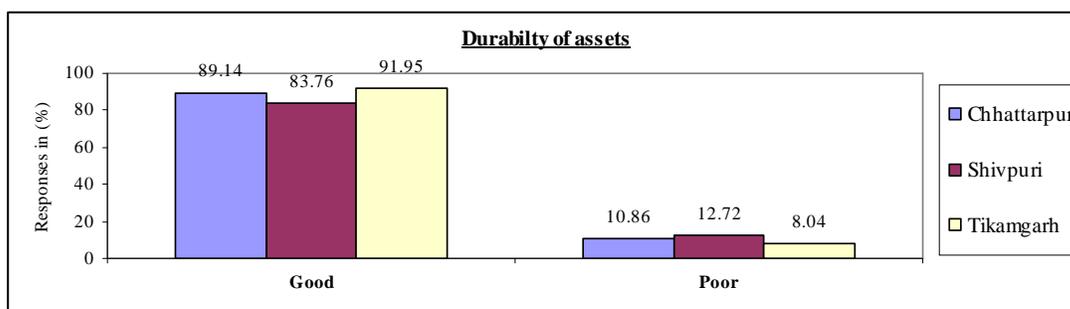
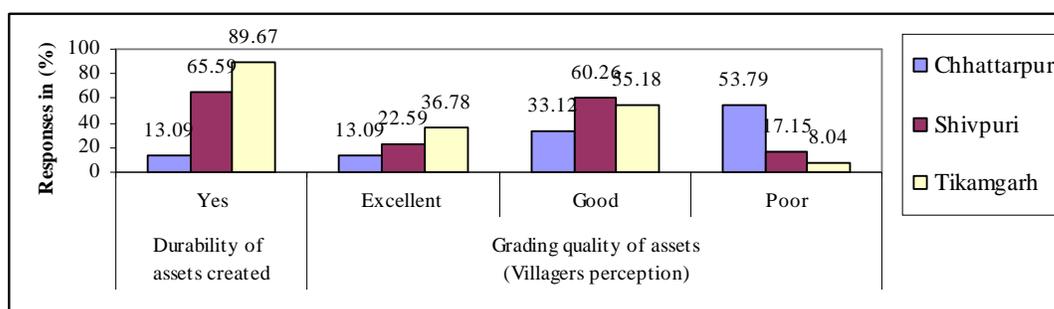


Table 19: Responses of beneficiaries on durability of assets (District comparison in %).

District Name	Durability of assets created under MGNREGA	Grading of quality of assets. (Villagers perception)		
	Yes	Excellent	Good	Poor
Chhattarpur	13.09	13.09	33.12	53.79
Shivpuri	65.59	22.59	60.26	17.15
Tikamgarh	89.67	36.78	55.18	8.04

Source: Field data collection

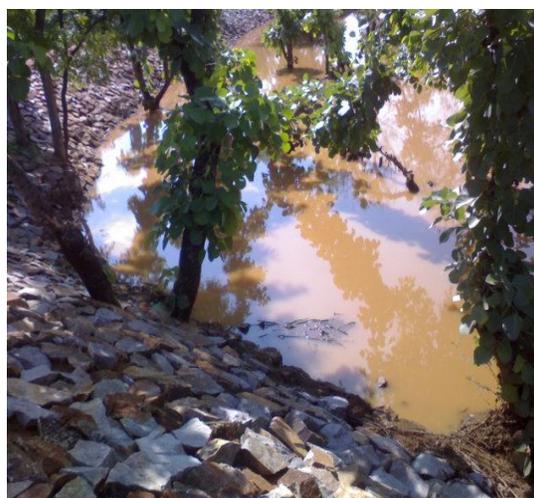
Fig 9: Responses of beneficiaries on durability of assets (District comparisons in %).



Durability of assets created in the villages of district Shivpuri



Durability of assets created in the villages of district Tikamgarh



Durability of assets created in the villages of district Chhattarpur



4.3 Socio-economic impact

One of the main objectives of MGNREGA is to provide 100 days wage employment to the jobs card holders. It has been reported that MGNREGS has been major contributor to the employment and income throughout the country. This Scheme has been very effective in reducing out migration due to availability of work in the local area. People get MGNREGS work when other sources of income are not available. Agriculture production has also increased due to this scheme. Some think that this scheme is biased and it should be totally organized by authorities which have no direct bearing on the village. The wages under MGNREGA should be increased as it does not fulfill their basic needs in this era of inflation.

The gram panchayat plays an important role in the implementation of MGNREGA which not only covers infrastructural development activities but also livelihood issues and sustainability of natural resources at the village level.

Under MGNREGA many infrastructure development activities have been under taken to improve the infrastructure, connectivity and overall development of the villages. It was also highlighted that water conservation activities like construction of dam, check dams and ponds done under MGNREGA help villages during drought season. Sanitation facilities in the village have also improved.

On the other hand, irregular availability of fund affects the completion of work on time. There should be regularity in the availability of work to the beneficiaries and funds for the same should be released to the panchayat on time.

Keeping in mind the labour and time required for the work to be done under MGNREGA, wages given to the beneficiaries should be increased under this scheme. As this particular scheme has been initiated to ameliorate the condition of the villages and reduce the poverty, the number of work day should be increased in a year (particularly to land less households).

Sources of Income

It is found that district average contribution of NTFP to the total sources of income is negligible. The highest contribution to income is been the labour-work in Shivpuri district i.e. 53.52%. On the other hand percentage of people thriving on agriculture out of the total sample respondents ranges from 48.06 % in Tikamgarh district to the lowest of 22.76% in Chhattarpur district. Correspondingly the contribution of MGNREGA to the total living in the districts is 13.19% in Shivpuri as compared to Chhattarpur (26.76%) which is lower than labour work as shown in the table no.20.

Table 20: Sources of annual income (District comparison of responses in percentage)

District Name	Agriculture	NTFP	Labour (Private work)	NREGS	Others
Chhattarpur	22.76	0	42.20	26.76	8.29
Shivpuri	25.09	0.03	53.52	13.19	8.18
Tikamgarh	48.06	0.03	17.53	25.45	8.93

Source: Field data collection

While looking into monetary terms it clearly portrays that average income from all sources to the concerned districts is rupees 28564 in Chhattarpur, 19656 in Shivpuri and 14750 in Tikamgarh respectively. Again if we look into the table no. 20.1, we see that the contribution of agricultural income is highest in Tikamgarh while as least in Shivpuri, contrary to this, the contribution of MGNREGA is least in Shivpuri and highest is in Chhattarpur district. Of all the sources the highest percentage is from labour work (private) particularly in Chhattarpur and Shivpuri. A close gaze on the table reveals that in Tikamgarh, NREGA proved to be highest source of income.

Table 20.1 : Sources of annual income (District comparison of responses in rupees)

District Name	Agriculture	NTFP	Labour (Private work)	NREGS	Others	Total
Chhattarpur	6500	0	12054	7643	2367	28564
Shivpuri	4932	5	10519	2593	1608	19656
Tikamgarh	7089	5	2586	3754	1317	14750

Source : Field data collection

Sources of drinking water

In table no. 21 various sources of safe drinking water have been portrayed. It may be worthwhile to mention here that Chhattarpur leads in Private Well category where as Shivpuri in Community Hand pump, on the other hand, in Tikamgarh highest source of safe drinking water is again Community Hand Pump followed by Community Well in all the districts. Hence it can be concluded that in all the districts no ready and natural source of water is available. Hence this scheme has ample scope to play its role so far as this important constituent of human existence is concerned.

Table 21 : Distribution of source of drinking water (District comparison in %).

District Name	A	B	C	D	E	F	(C, D & E)
Chhattarpur	0	0.5	15.6	52.5	31.4	0	0
Shivpuri	0.2	0.0	17.3	8.4	68.6	1.1	4.5
Tikamgarh	0	0	32.4	14.8	35.25	3.02	14.8

Source : Field data collection

A = Pond, lake, canal or dam,
D = Private well, or borehole

B = River or spring,
E = Community hand pump

C = Community well, or borehole
F = Private hand pump

Impact on Migration

Although Migration creates vast economic opportunities but it has both negative as well as positive impact on the migrants. Migration helps in improving the socio-economic condition of the migrant's family on the other hand they have to face many problems. MGNREGA is a positive step to address the issue of out migration (emigration). Data shows that MGNREGA has helped to reduce the out migration of workers with the highest percentage of 74.71% found in district Tikamgarh followed by districts Shivpuri and Chhattarpur with 43.21% and 36.79% respectively as shown in table no. 22. **All the blocks in the concerned districts, reported that out migration from their village has decreased due to MGNREGA work at the region according to the Gram Panchayat Officials. However this is not in line with the perception of villagers.**

Table 22: Role of NREGA in reduction of Emigration (District comparison of the responses of GP officials)

District Name	Reduction in Emigration (%)
Chhattarpur	36.79
Shivpuri	43.21
Tikamgarh	74.71

Source : Field data collection

But when beneficiaries were asked about the migration status, they informed that still there is case of migration to the urban area in search of work – the migration rate were 27.32%, 31.25% and 15.61% in district Chhattarpur, Tikamgarh and Shivpuri respectively.

One of the reasons behind the migration in all the concerned districts is that the private contractors are paying higher wages as compared to the MGNREGS wage rate and it is also found that most of the household members in Shivpuri district are working in the mines where private contractors of mines are paying rupees 250 per person which is very high as compared to MGNREGA rate. **Secondly** the labourers wanted the payment on a daily basis that is fulfilled by the private contractors and in MGNREGS the wage payments are delayed by the banks and workers are receiving the payment in a fortnight or more. **Thirdly**, most of the labourers out migrate in season specific for the higher wages which is a habitual routine for them.

Fig 10: Member of household goes out of village in search of work in urban areas.

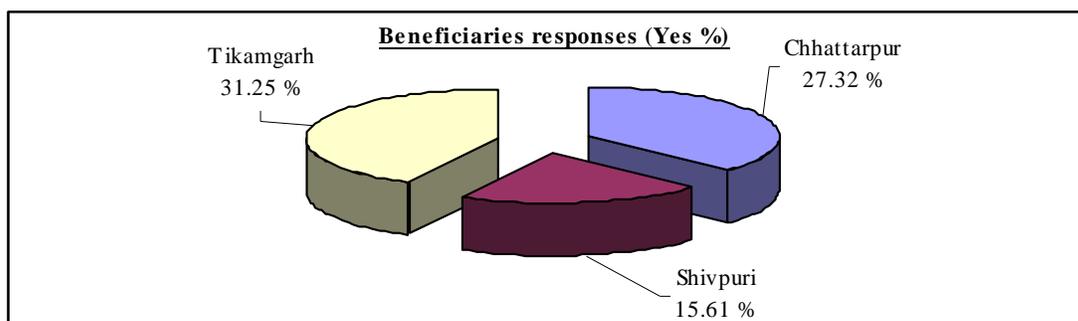
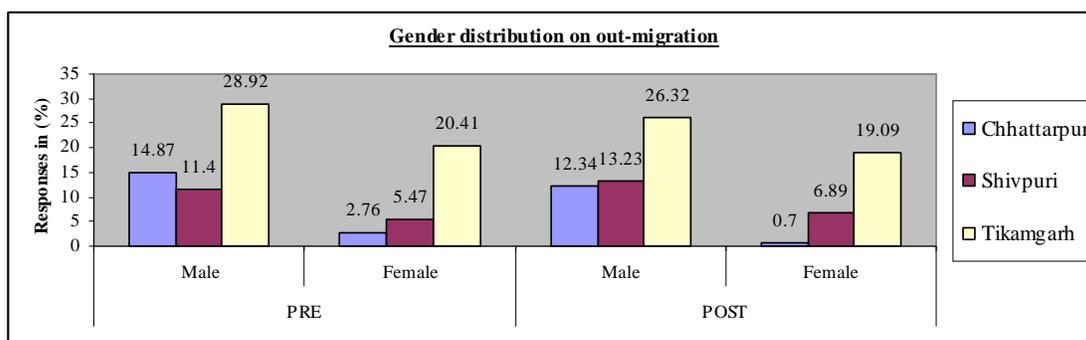


Table 23: District comparison of responses on Out-migration of household (in general)

District Name	Pre NREGS (%)		Post NREGS (%)	
	Male	Female	Male	Female
Chhattarpur	14.87	2.76	12.34	0.7
Shivpuri	11.4	5.47	13.23	6.89
Tikamgarh	28.92	20.41	26.32	19.09

Source : Field data collection

Fig 11: District comparison of response on Out-migration of household (in general)



As revealed from the table 25 and figure 25 it is evident that the migration in Shivpuri district has increased in case of male and female both after MGNREGA for the same reasons quoted above. On contrary, it has declined in rest of the districts – Chhattarpur and Tikamgarh in case of both male and female after this scheme.

Achievement of Social Indicators

The data revealed that MGNREGA has improved the relationship among the fellow villagers within and with the Panchayat, but this effect has been neutral so far as higher officials of Panchayati raj are concerned. It may be inferred that there is ample scope to higher officials to revive their relations with the general rural people. This change is most apparent in Shivpuri district in case of Panchayat members' relation with local people. This can better be understood with the help of following table:

The percentage is highest in district Shivpuri with 93.55% followed by lowest in district Chhattarpur with 69.3% who contend that there was no change in relationship with the block officials. If people are motivated by block officials by taking special sessions of training regarding this scheme and other schemes will revive the relationship among them.

Table 24: Impact on relationships (District comparison of responses in percentage)

District Name	Relationship with fellow villagers			Relationship with Panchayat members			Relationship with block officials		
	Percentage			Percentage			Percentage		
	Improved	Unchanged	Worsened	Improved	Unchanged	Worsened	Improved	Unchanged	Worsened
Chhattarpur	75.7	17.6	6.7	45.9	8.2	45.9	16.3	69.3	14.4
Shivpuri	78.34	20.55	1.11	72.72	26.36	0.92	4.70	93.55	1.75
Tikamgarh	67.42	31.05	1.08	59.06	39.61	0.93	23.11	75.94	0.93

Source : Field data collection

The implementation of MGNREGA has made a miraculous increase in the number of school going children in the villages where it was only 22.95% before the inception of the scheme in the Shivpuri district has increased to exorbitant level of 67.00% as per the respondents. It is clear from the table that in Chhattarpur and Tikamgarh districts, it has marginally increased; the percentages of the status of the school going children in the districts are 51.37% and 58.44% respectively. But it was also seen that the number of students pursuing higher education goes on falling as a very low percentage of students opt for college level education

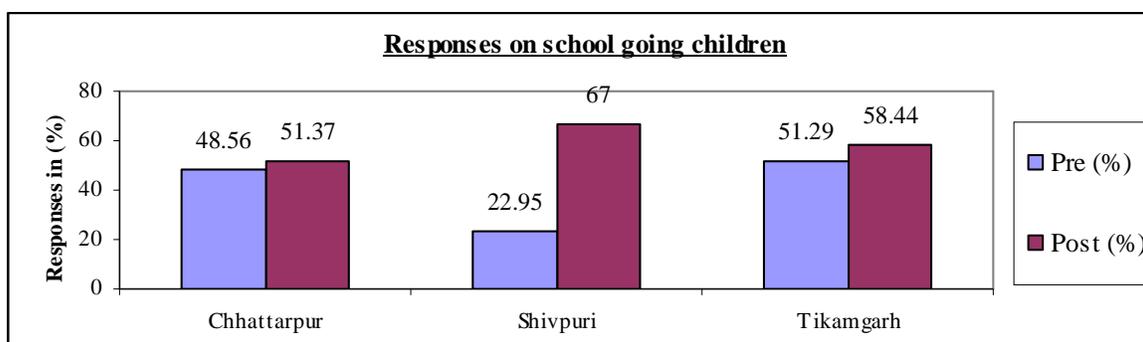
in the villages. Table no. 25 is showing the increasing trend on the status of school going children before and after MGNREGA implementation.

Table 25: Responses of beneficiaries on School going children in percentage.

District Name	Pre (%)	Post (%)
Chhattarpur	48.56	51.37
Shivpuri	22.95	67.00
Tikamgarh	51.29	58.44

Source: Field data collection

Fig 12 : Responses of beneficiaries on School going children in percentage.



Achievement of Economic Indicators

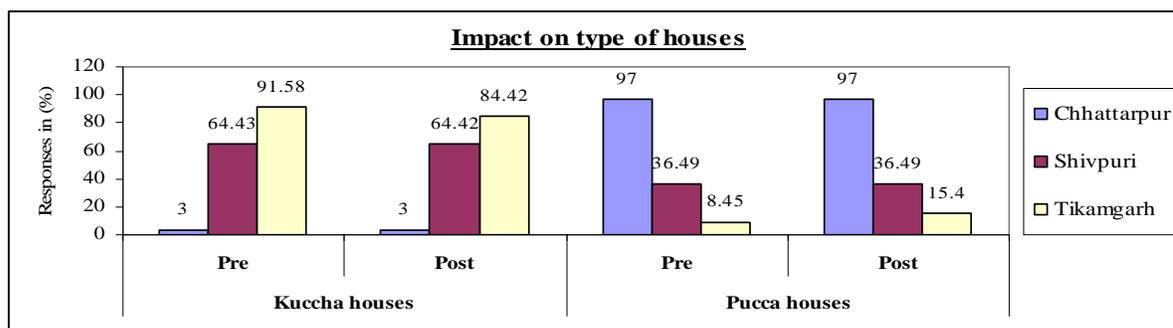
There is no considerable impact on the housing of the villagers as per the respondents; there seems no fluctuation in this pursuit. However one can conclude that people in villages still do not afford a good living that too in the hot season. However while looking deeply into the table one can see that there were no changes in the districts Chhattarpur and Tikamgarh in the houses both pre and post scheme but in Shivpuri district marginal change in percentage was found in both the category. The highest percentage of thatch houses are found in Shivpuri with 91.58% as compared to other two districts and again the highest percentage of 97% found in Chhattarpur district as shown in the table no 26.

Table 26: Impact on Type of house (Beneficiaries responses in percentage)

District Name	Kuccha=Thatch/Grass (%)		Pucca=Tiles / Khapra/RCC (%)	
	Pre	Post	Pre	Post
Chhattarpur	3	3	97	97
Shivpuri	64.43	64.42	36.49	36.49
Tikamgarh	91.58	84.42	8.45	15.4

Source : Field data collection

Fig 13: Impact on Type of houses (District comparison in percentage)



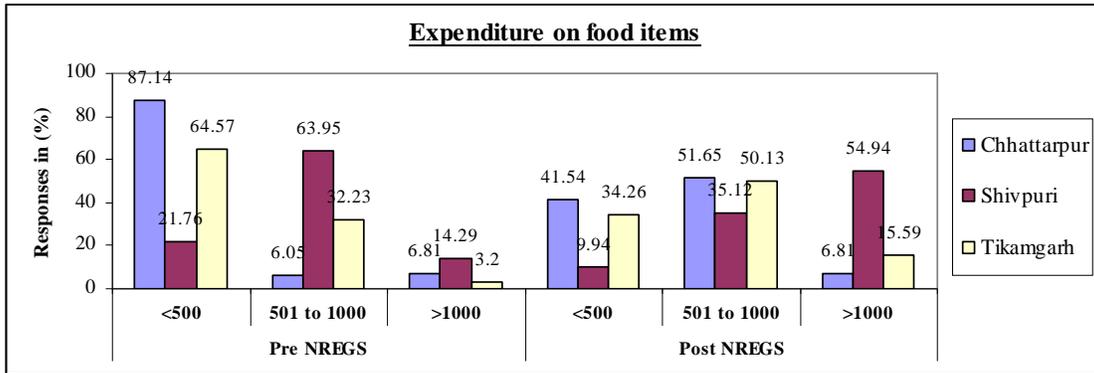
The implementation of the MGNREGA helped in food consumption pattern of people in countryside however it is low as revealed by the respondents in Shivpuri district with 63.95% consumed on food items worth Rs 501 – 1000 and Chhattarpur with 87.18% in <500 category, but after this scheme district Shivpuri has found the highest percentage of change with 54.94% consumption on food items worth more than Rs1000 category as per the respondents and also the percentage of changes found in Chhattarpur and Tikamgarh district in Rs 501 to 1000 category. Hence, **this scheme has increased the standard of living of the people on this front at districts level also.** However, the consumption of food items has been increased in all the three concerned districts. Same is followed in case of non food items including Clothing, Education and others which are apparent in the given below table 27.

Table 27: Responses of beneficiary on Consumption of food items in percentage

District Name	Pre NREGS			Post NREGS		
	< 500	501 to 1000	>1000	< 500	501 to 1000	>1000
Chhattarpur	87.14	6.05	6.81	41.54	51.65	6.81
Shivpuri	21.76	63.95	14.29	9.94	35.12	54.94
Tikamgarh	64.57	32.23	3.2	34.26	50.13	15.59

Source : Field data collection

Fig 14: Responses of beneficiary on Consumption of food items (District comparison in %)



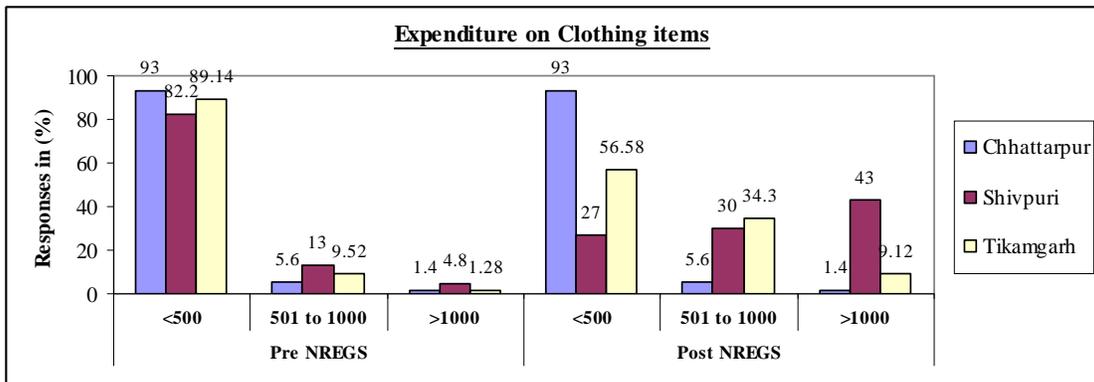
The expenditure on **Non food items (Clothing)** has **highly improved after the implementation of MGNREGA in the region**. It has been found that the districts level consumption on clothing in the category of 501 to 1000 has increased from 13.00% to 30.00% and 9.52% to 34.3% in the district Shivpuri and Tikamgarh respectively. The impact of MGNREGA in this respect was found higher in Shivpuri with 43.00% in the category of above Rs1000 as shown in the table no 28.

Table 28 : Responses of beneficiary on Consumption of Clothing items in percentage.

District Name	Pre NREGS			Post NREGS		
	< 500	501 to 1000	>1000	< 500	501 to 1000	>1000
Chhattarpur	93	5.6	1.4	93	5.6	1.4
Shivpuri	82.20	13.00	4.8	27.00	30.0	43.0
Tikamgarh	89.14	9.52	1.28	56.58	34.3	9.12

Source : Field data collection

Fig 15 : Responses on Consumption of Clothing items (District comparison in %)



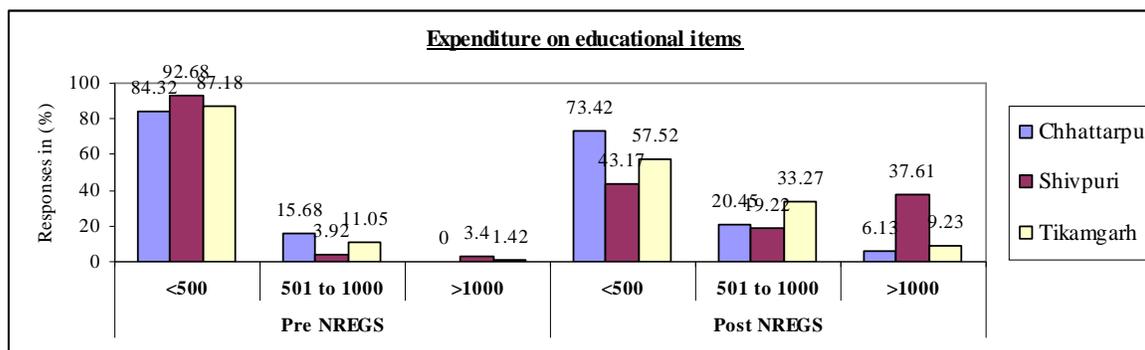
Education is one of the basic needs of the children in the rural areas in order to transform the economy of rural India. The impact of MGNREGA implementation helped in the improvement of expenditure pattern on education in most of the regions in the district. It is found that the change in percentage of consumption on education in district Shivpuri is high as compared to other concerned districts is from 3.40% to 37.61% in the category of more than 1000 category, consequently the level of educational attainment has also gone up. After MGNREGA implementation, the percentages of change have been found as 33.27% in Tikamgarh district followed by 20.45% in Chhattarpur district respectively in 501 – 1000 category. This overall change is might be due to economic sustainability and level of awareness in the villages. Table no 29 shows district percentage of the impact on education expenditure in the region.

Table 29: Responses of beneficiaries on Consumption on Education items in percentage

District Name	Pre NREGS			Post NREGS		
	< 500	501 to 1000	>1000	< 500	501 to 1000	>1000
Chhattarpur	84.32	15.68	0	73.42	20.45	6.13
Shivpuri	92.68	3.92	3.40	43.17	19.22	37.61
Tikamgarh	87.18	11.05	1.42	57.52	33.27	9.23

Source : Field data collection

Fig 16: Responses on Consumption on Education items (District comparisons in %)



Livestock plays an important role in the rural economy. Here again, the percentage do not vary to a considerable extent. Status of live stock before the inception of scheme is same even after the implementation of the scheme with some rise particularly in Milch animals from 10% to 14% in Shivpuri district but was reverse order in Tikamgah district. However, there was no change found in the Chhattarpur district as it shows the same trend as shown in the table no 30. The reason behind the whole affair may due to the draught condition in the last

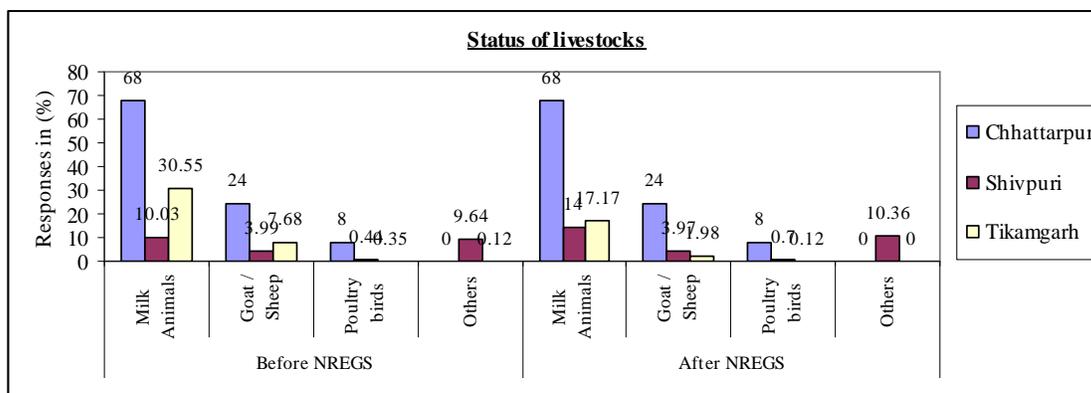
couple of years and also as the structures are in the stage of erection with no or very less contribution from plantations and other agriculture related schemes, but it may be expected that in near future out will come out of these steps and it will definitely increase the live stock in the respective areas.

Table 30: Responses of beneficiary on status of livestock in percentage.

District Name	Pre NREGS				Post NREGS			
	Milk Animals	Goat / Sheep	Poultry birds	Others	Milk Animals	Goat / Sheep	Poultry birds	Others
Chhattarpur	68	24	8	0	68	24	8	0
Shivpuri	10.03	3.99	0.44	9.64	14.00	3.97	0.70	10.36
Tikamgarh	30.55	7.68	0.35	0.12	17.17	1.98	0.12	0

Source : Field data collection

Fig 17: Responses on status of Livestock (District comparison in percentage)



Assessment of Block and District Officials

According to the block and district level officials in the concerned districts (Chhattarpur, Shivpuri and Tikamgarh), Technical Staff should be given freedom to a certain points like choosing 40:60 ratio between labor and material in the construction work i.e. reverse of the scheme norms. Technical staff should be increased / deputed for better implementation and documentation. Higher officials were in favor of reducing the burden of supervision. (Technical and administrative wing should be there to look into the whole affair.)

Impact on asset creation

As per the officials of PRI's, this scheme has become a panacea for rural economy. It not only helped in creation of employment for rural economy, but also physical infrastructure like roads, dams etc. On the other hand it has also helped in increasing both production and productivity of agriculture and allied sectors.

The assessment of the block and district officials' in grading quality of assets is almost good in all the sectors. The officials were also content with the durability of the assets in all the districts, but on the other hand they do confirm that assets like plantation were not successful in these regions due to non availability of water and also due to the apathy of villagers.

Impact on Awareness

This parameter has significant impact at the village level; it was found in the field that most of the officials were in favour that MGNREGA has imparted awareness among the general masses particularly about their rights to work, process of banking etc. it has also helped them to make savings. People have also become aware of demanding work and have also become conscious of health.

Impact on socio-economic

This scheme has increased the standard of living of people to a great extent as there has been increase in the food intake and also increase in the income. This scheme has also impacted the people as it has created certain assets which have helped them in increasing agriculture production like assets under Kapildhara scheme, construction of Pond etc.

Impact on migration

Migration has been an issue of concern particularly in these districts and particularly in the drought hit years where people were not in a position to feed their family at their native places which ultimately led them to move to other areas where chances of livelihood opportunities are more, either permanently or seasonally. As soon as this scheme was introduced, it has created a hope among people and also a sense of belongingness which persuaded them to refrain from migration. Hence this scheme has helped a lot in this pursuit.

Impact on women empowerment

One of the burning issues these days is women empowerment and it has got somewhat strengthened because of this scheme, as this scheme has provided equal chances of employment to women as men. This scheme has improved the economic conditions of women and has also enhanced the position of women in the society; they have become active participants in the decision making process both at household level as well as at social level.

Impact on Employment and Income

This scheme has been introduced at a time when the whole country was reeling under the drought that has shut every hope particularly to the rural populace. As a result of this scheme the hope of life was rejuvenated and people have started living a normal life. This has not only provided employment to the rural poor but also their food staple was guaranteed in a time where there was no other option.

Impact on agriculture

One of the biggest obstacles which come in the way of agriculture production is the untimely and scarce availability of water, particularly in the districts of Chhattarpur, Shivpuri and Tikamgarh which is also most droughts hit areas of the nation. The Kapildhara scheme has been a panacea for irrigation and most of the beneficiaries consider it a blessing from God. It is not only solved the problem of irrigation but also helped in increasing agricultural production.

CHAPTER – V

5.1 Issues Emerged in Chhattarpur, Shivpuri and Tikamgarh districts

- Difficulties in opening of zero balance account or new account.
- Beneficiaries have to visit frequently to the banks for the wage payment.
- The major issues encountered are delay in wage payments from banks.
- On several occasions, NREGS workers brought forward complaints of poor services by the banks.
- Job cards were not issued immediately after verification of the applications.
- Non-issue of job cards to a number of registered persons is an issue observed.
- Delay in providing job cards is one of the measures adopted to regulate demand for work and check payment of unemployment allowance in the district.
- 20 % of the beneficiaries have paid themselves for the photographs in the job card.
- 40 % of the job cards were without photographs.
- No proper acknowledgement is being provided for work applications (Written / Oral).
- Work is not provided to the beneficiaries within 15 days time.
- An unemployment allowance has not been provided to the beneficiaries.
- 50 % of the respondents were unaware of unemployment allowance.
- No guidance / training have been conducted to local community for preparation of SOP.
- List of beneficiaries / works were not displayed on notice board.
- Roadside plantations were totally destroyed in most of the villages.
- Complaint register in most of the gram panchayats were not found.
- Work is not provided on regular basis.
- Availability of work facilities like Shed & First Aid was not found.
- In peak seasons workers are not ready to work on minimum wages as they are getting more in private works than under this scheme.

Impact assessment and Effectiveness of MGNREGA in three districts of MP: Chhattarpur, Shivpuri and Tikamgarh

- The ratio of 40:60 of material and labour could not be maintained in the construction of Check Dams, Raptas and Causeways etc. most of the officials were in favor of repealing of this ratio.
- In reasonable number of cases, the Job Cards were found in the possession of either Secretary or Sarpanch (Ex / present).
- Muster rolls are not maintained at the worksite in most of the gram panchayats.
- Overwriting on muster roll was found in most of the cases.
- Some of the works were incomplete due to one or other reasons.

क्र. सं.	मजदूरी करने वाले सदस्य का नाम	रोजगार हेतु आवेदन की तिथि	निर्दिष्ट दिन दिक्कतों में कार्य किया गया	कुल कार्य दिवस	कार्य का नाम	संकेत को संख्या	रोजगार गांठी योजना रोजगार एवं मजदूरी भुगतान का विवरण	विगीत वर्ष 2007-08			
(1)	(2)	(3)	(4)	(5)	(6)	(7)	क्रियमाण पत्रों का नाम	मजदूरी भुगतान की राशि	कुल राशि	मजदूरी प्रत्येक क्रमांक	क्रियमाण पत्रों द्वारा प्रतिकूल अधिकारी परीक्षण के हस्ताक्षर
(8)	(9)	(10)	(11)	(12)	(13)						
1	राजेश्वर	5-4-07	26-4-07	7	रस्ता	101	राजेश्वर	469	0044	515	राजेश्वर
2	राजेश्वर			7			राजेश्वर	469	0044	515	राजेश्वर
3	राजेश्वर			7			राजेश्वर	469	0044	515	राजेश्वर
4	राजेश्वर			7			राजेश्वर	469	0044	515	राजेश्वर
5	राजेश्वर	10-3-07	24/3/07	7			राजेश्वर	469	0044	515	राजेश्वर
6	राजेश्वर			7			राजेश्वर	469	0044	515	राजेश्वर
7	राजेश्वर	5-7-07	22-7-07	7	रस्ता	101	राजेश्वर	469	0044	515	राजेश्वर
8	राजेश्वर			7			राजेश्वर	469	0044	515	राजेश्वर
9	राजेश्वर			7			राजेश्वर	469	0044	515	राजेश्वर
10	राजेश्वर			7			राजेश्वर	469	0044	515	राजेश्वर

नोट :- 1. एक विगीत वर्ष में 100 दिवस का रोजगार प्राप्त होने के उपरान्त तब तक 2. कोई भी पंजीक विवरण नहीं जोड़ी जायेगा। 3. प्रत्येक माह के उपरान्त माह के अंत में उपलब्ध बचाने वाले रोजगार का माह 4. परिवार के प्रत्येक सदस्य को प्रुष्टि पुस्तक प्रकृ को जायेगी।

क्र. सं.	मजदूरी करने वाले सदस्य का नाम	रोजगार हेतु आवेदन की तिथि	निर्दिष्ट दिन दिक्कतों में कार्य किया गया	कुल कार्य दिवस	कार्य का नाम	संकेत को संख्या	रोजगार गांठी योजना रोजगार एवं मजदूरी भुगतान का विवरण	विगीत वर्ष 2007-08			
(1)	(2)	(3)	(4)	(5)	(6)	(7)	क्रियमाण पत्रों का नाम	मजदूरी भुगतान की राशि	कुल राशि	मजदूरी प्रत्येक क्रमांक	क्रियमाण पत्रों द्वारा प्रतिकूल अधिकारी परीक्षण के हस्ताक्षर
(8)	(9)	(10)	(11)	(12)	(13)						
1	राजेश्वर	5-4-07	26-4-07	7	रस्ता	101	राजेश्वर	469	0044	515	राजेश्वर
2	राजेश्वर			7			राजेश्वर	469	0044	515	राजेश्वर
3	राजेश्वर			7			राजेश्वर	469	0044	515	राजेश्वर
4	राजेश्वर	2-5-07	14-5-07	7			राजेश्वर	469	0044	515	राजेश्वर
5	राजेश्वर			7			राजेश्वर	469	0044	515	राजेश्वर
6	राजेश्वर			7			राजेश्वर	469	0044	515	राजेश्वर
7	राजेश्वर			7			राजेश्वर	469	0044	515	राजेश्वर
8	राजेश्वर			7			राजेश्वर	469	0044	515	राजेश्वर
9	राजेश्वर			7			राजेश्वर	469	0044	515	राजेश्वर
10	राजेश्वर			7			राजेश्वर	469	0044	515	राजेश्वर
11	राजेश्वर			7			राजेश्वर	469	0044	515	राजेश्वर

नोट :- 1. एक विगीत वर्ष में 100 दिवस का रोजगार प्राप्त होने के उपरान्त तब तक 2. कोई भी पंजीक विवरण नहीं जोड़ी जायेगी। 3. प्रत्येक माह के उपरान्त माह के अंत में उपलब्ध बचाने वाले रोजगार का माह 4. परिवार के प्रत्येक सदस्य को प्रुष्टि पुस्तक प्रकृ को जायेगी।

5.2 Conclusion and Recommendations

This chapter has been spread in 6 parameters of search in the districts (Chhattarpur, Shivpuri and Tikamgarh). These are respondent's profile, Awareness to MGNREGA and Participation, Provisions at Worksite. Monitoring and Redressal, Impact of the Programme and Recommendations.

1. Respondents Profile:

Most of the respondents were small and marginal farmers possessing both irrigated and un-irrigated land. Some of them were possessing fallow land. It was found that people were not in a position to cultivate twice on un-irrigated land. The population comprised of SCs, STs, OBCs, and general. In this way, there was fair representation of every caste group. People were mainly living in Kuchha houses whereas some respondents were also living in concrete and semi concrete houses. The main source of drinking water in almost concerned districts is Community well as well as community hand pump. A gradual increase in the income has been seen which has ultimately resulted in increase in consumption on food and other allied items which is a significant indicator of development.

2. Awareness to MGNREGA and Participation:

The main source of information about MGNREGA to the villagers is Panchayat with some glimpses of wall chalking in Chhattarpur, Shivpuri and Tikamgarh districts. People's interest in attending gram Sabha over time has increased. It has also been revealed that most of the respondents are employed in this scheme since its inception. No trainings or workshops were conducted by the MGNREGA officials / executives for disseminating information on MGNREGA and its provisions among general masses. This needs special attention. It was also found that all the job cards were made in advance and were distributed among the prospective beneficiaries by the Panchayat. It has been found that no one had applied for the job card at the inception of the scheme. Even today, there is hardly any respondent, who knows that registration for the job card is open throughout the year. However, every house hold has been provided with one job card as per the scheme. Till date only those do not have job cards that have been recently

separated from their family. In some of the job cards work has not been shown, but wages have been mentioned and also withdrawal from the account. During the discussion with the respondents it has been clarified that no knowledge of provision of registration of job card throughout the year, has led them to say that they were refused for registration. A reasonable number of job cards were found under the possession of Ex-Sarpanchs, Secretaries or even New Sarpanchs.

There was hardly any role of the Mate in the registration process as most of the job cards were made available even before recruiting the mates, however, they have played some role in providing work or making aware people of the availability of work. Turning to another important enquiry, whether job cards were carrying a photograph or not, almost 60% of the job cards were carrying photographs.

Out of this, 20% of the job cardholders reported that they have paid the price of the photograph. This fact has been accepted by the officials concerned also during the workshops held for the comments of involved officials / beneficiaries on the findings. In most of the cases it was found that people because of their illiteracy do not apply for job in writing but they request orally, for which Panchayat hardly care to provide them acknowledgement. It has been found that some of the respondents could get the work many after 15 days from the date of their request to the MGNREGA authority because of which they should have been given unemployment allowance but this allowance has not been given. It was also found that either they were not aware of the provision of unemployment which in case of award of the work after 15 days from the request date, or were discouraged by officials or were frightened of lengthy process.

Under the MGNREGA scheme, it has been stressed that SOP (Self of Projects) will be prepared in consultation with local people through Gram Sabha but it was not followed in spirit and action. Most of people were considering it a total higher official's affair; they did not know any thing about it and its preparation.

3. Provisions at Worksites:

The research teams in the concerned districts have found that muster rolls are usually maintained at Panchayat, hardly there was any case in which it was maintained at worksite. However, a provisional attendance paper was found at work site based on which entries are made in muster roll. It was found that some of the muster rolls were full of over writing. Similar types of thumb impressions were found on many muster rolls. Some of the columns of muster rolls were also blank. For the purpose of work, seven days week have been found continuing till date whereas 6 day week provision is prevalent as per the Act. There were some cases in which wages were delayed because of the late measurement by concerned Junior Engineer (JE). It was also found that the measurement book remains in the possession of JEs.

Although machine work has not been allowed in this scheme, but it has been revealed that in some part, Machine has been used as reported by the sample respondents in the district Shivpuri. In response to this, the MGNREGA Officials clarified during the districts level consultative workshops held to invite the comments of officials and beneficiaries on the findings that the use of machine is possible but that may be in other schemes like BRGF and not the MGNREGA.

With reference to the availability of different facilities at the worksite like shade, drinking water, first aid etc. although there was conflicting responses from the beneficiaries and the Panchayat members in the concerned districts but as per research teams observations it was found that these facilities were hardly available on the worksites, where ever work was in progress.

4. Monitoring & Redressal:

Vigilance / Monitoring Committee including the beneficiaries was found in some of the Panchayats in the concerned districts but their activity was highly limited, even some of them were not knowing that they are members of such a committee, because they were totally ignorant of it.

Most of the respondents (mainly illiterates) were recording their attendance for the work through thumb impression but a reasonable number of muster rolls were having similar types of thumb impressions as said earlier. As some places, it was also found that the size of the impression was smaller than the size of thumb. Hardly had it confirmed that meetings of Gram Sabha for the selection of the new works took place within 7 days after the completion of work.

On an average it has been found that people have worked in this scheme for 40-60 days in a year but it has also been found that in some cases people have worked for more than 100 days.

It has been observed that 50% to 80% of respondents from various Pachayats have received their wages between 10 to 15 days after the work is over. In some cases wages has been received much after 15 days for which no compensation was given to the beneficiaries. Both daily wage and task rate has been used as and when needed depending upon the nature of the work. Confusion and a sense of distrust was found among the workers because of task rate, as some times measurement was less than what workers consider they have done. There was a good sign that women are working in this scheme with greater enthusiasm and vigor, their percentage ranges from 30 to 45% in the total workforce. It was also seen that in general they are paid at par with male members. In few cases female respondents were paid less as reported.

Although at the inception of the scheme wages were paid in cash, but later it was made mandatory that payments are made through bank accounts. But this change provision has created problem. Those who did not have bank accounts could find it in convenient to work. Some times bank officials at their own discretion refused to open account of intended workers. The main complaint of every stake holder of this scheme was non cooperation from banks on one ground or the other like scarcity of staff, non availability of stationery, work load etc. Even those who have accounts in the banks said that they faced varied problems while en-cashing their wages like they are made to visit the bank more than once for a single payment, even if invoice has been sent from the Panchayat for payment, on

reaching of workers they deny deliberately that invoice is yet to come; Money is yet to get credited into your account etc.

While interacting with the panchayat officials it was found that there was no grievance redressal system of the beneficiaries because when workers wanted basic amenities and facilities as per provision of the Act there was no initiative at the level of MGNREGA officials / Panchayat people. In the same way, for late payment, main culprit pointed out was only bank officials and not the MGNREGA/ Panchayat personnel. Some of the workers were also feeling that the task mainly measurement based was beyond their capacity.

5. Impact of the Programme:

There is no ambiguity about the assets created by the scheme that the thrust should have been on such assets which are useful from the environmental point of view like afforestation, Plantation, Road Side Plantation, Soil & Moisture Conservation etc. But thrust was seen more on connectivity of rural areas to urban area which is required for smooth traveling / transport but not directly backing the rural economy for increasing agricultural productivity. It was also seen that this scheme has also proceeded for raising the irrigation facilities in the form of sub-scheme like Kapildhara but sad part of this is that every community does not get benefit of this scheme. While assessing the performance and the grading of the assets created the research team has reached to the conclusion that the quality was of average standard.

The other direct benefit of this scheme would have been a substantial decrease in out-migration but this was not realized to its fullest, as the frequency of the work some times remained at low level which could not stop the workers from migrating to urban areas. This scheme has made people to feel a sense of belongingness for the village as a whole; a team spirit has evolved among the people of rural areas.

6. Recommendations for future improvement:

The above elaborated impact of MGNREGS could have been more quantitative and qualitative but the illiteracy of people, the apathy of local administration it could not be realized with full swing. One of the reasons was the minimal role of the general masses also in GP and other functions and decision making etc. To know the various parameters regarding MGNREGA – from Job Guarantee to Implementation, from fund availability to disbursement of wages, from provision of work to various facilities to be provided at the worksite etc. each and every thing has been studied with due care. Based on various findings from the survey conducted intensively in District Shivpuri, the following recommendations have been made as given below in order to improve the implementation strategies and impact:

Following are recommendations at District level:

- Block officials have to be given regular training and keep updated with the latest happenings changes in the scheme.
- Success stories should be demonstrated before block officials through Power Point Presentation in Hindi.
- The inter district success stories should be made public and should be given rewards and certificate for their excellence achievement.
- Fund allotment should be less time consuming.
- There should be regular checks and work should be done under close observation of technical officials at district level.

Following are the recommendations at the Block level:

- Block officials should conduct workshops and make consultations in order to inundate the most efficient way to work in close coordination with the local people.
- More awareness campaigns should be conducted by the block officials.
- Confidence building measures should be taken by the block officials.

- Need for more integration between MGNREGS and GP staff.
- Need for developing maximum synergy with different stakeholders like nongovernmental organizations, educational institutions, academicians, etc.
- In some cases, specially construction oriented it was difficult to perform the task by following a norm of 60% labour component and 40% material component in total expenditure and moreover the scope of works where maintaining this 60:40 ratio was / is easy, is declining overtime. Hence it is recommended to allow conditional relaxation from 60:40. Till it is done the 60:40 ratio can be allowed over all works together in a year in the district.
- Banks should be motivated to cooperate in providing timely payments and opening new accounts. Lead Bank officials have to take a strong definite and clear step in this direction.

Following are the recommendations at GP level:

- Work should be made available on regular basis preferably within the Panchayat.
- Beneficiaries should be selected through consultation and with the consent of whole population.
- Steps should be taken to get work measured in time for timely payment of wages.
- Every work should be selected not necessarily on the basis of SOP serial number but on the basis of need and effectiveness in consultation with the villagers so that maximizing benefit could be realized.
- Proper timely and frequently affective arrangements should be made for the maximum awareness among the general masses.
- Major thrust should be on soil and water conservation, afforestation, agriculture and such allied activities so that at very low material cost, maximum man days work are generated.