

**IMPACT ASSESSMENT OF NREGS IN KERALA  
EVALUATION OF SYSTEMS AND PROCESSES**

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## **EVALUATION OF SYSTEMS AND PROCESSES**

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## Abbreviations

AAP	Annual Action Plan
ACO	Accountant-cum-Computer Operator
ADS	Area Development Society
AE	Assistant Engineer
AS	Administrative Sanction
AXE	Assistant Executive Engineer
BDO	Block Development Officer
BJP	Bharatiya Janata Party
BPL	Below Poverty Line
BPO	Block Programme Officer
CDS	Community Development Society
CPI	Communist Party of India
CPI (M)	Communist Party of India (Marxist)
CRM	Centre for Rural Management
CSO	Civil Society Organisation
DLM	District Level Monitoring
DPC	District Programme Co-ordinator
DPP	District Perspective Plan
DRDA	District Rural Development Agency
EO	Extension Officer
GP	Gram Panchayat
HH	Household
IAY	Indira Awaas Yojana
INC (I)	Indian National Congress (I)
JC	Job Card
JE	Junior Engineer
JGSY	Jawahar Gram Samridhi Yojana
JPC	Joint Programme Co-ordinator
KDP	Kerala Development Programme
LSGD	Local Self Government Department
MIS	Management Information System
MLA	Member of Legislative Assembly
MoRD	Ministry of Rural Development
NFBS	National Family Benefit Scheme
NFFWP	National Food For Work Programme
NOAPS	National Old Age Pension Scheme
NREGA	National Rural Employment Guarantee Act
NREGS	National Rural Employment Guarantee Scheme
PAU	Poverty Alleviation Unit

PD	Project Director
PMGSY	Pradhan Manthri Grameen Sadak Yojana
PNB	Punjab National Bank
PP	Perspective Plan
PPC	People's Plan Campaign
PRI	Panchayati Raj Institution
PWD	Public Works Department
RD	Rural Development
RDD	Rural Development Department
REGS	Rural Employment Guarantee Scheme
RTI	Right to Information
RWSP	Rural Water Supply Programme
SC	Scheduled Caste
SCB	Service Co-operative Bank
SEGC	State Employment Guarantee Council
SGRY	Sampoorna Grameen Rozgar Yojana
SGSY	Swarnajayanthi Gram Swarozgar Yojana
SoR	Schedule of Rates
ST	Scheduled Tribe
TS	Technical Sanction
TSC	Total Sanitation Campaign
VEO	Village Extension Officer
VLC	Village Level Committee
VMC	Vigilance and Monitoring Committee
WEP	Wage Employment Programme

## FOREWORD

The Government of India passed the National Rural Employment Guarantee Act (NREGA) in September 2005, with a broad 'national consensus'. This was hailed as a 'historic piece of legislation' and 'People's Act'. The Act provides for the enhancement of livelihood security of the households in the rural areas 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 labour. It is noted that NREGA envisaged a paradigm shift 'From Programme to Act', compared to the different Wage Employment Programmes (WEP) operating in the country since 1980. The Act came into force initially in 200 districts, and later extended to another 130 districts. It is expected to cover the whole country within five years.

Kerala Rural Employment Guarantee Scheme (KREGS) came into force from February 5, 2006 in the rural areas of two Districts in Kerala - Palakkad and Wayanad. At this juncture, it would be pertinent to make an Impact Assessment of NREGS in Kerala. We feel that only evaluation studies by independent research organisations can provide useful inputs and ground realities of the administrative and delivery aspects of the scheme. The inputs and ground realities may help in making appropriate mid-course corrections, wherever, it is needed for the implementation. It is also important to document the lessons of the implementation of the NREGS. The evaluation study of NREGS was carried out in all the states and districts of the country where the programme has been in operation. As part of all India Study on Impact Assessment of NREGS, we could associate to conduct the study in the state of Kerala.

The evaluation study was carried out in Palakkad and Wayanad Districts of Kerala by the Centre for Rural Management (CRM), Kottayam. The report presents the findings of the study of NREGS for the year 2005-2007.

We hope the report will be useful document for policy makers, administrators, social activists, researchers and social scientists. We would like to welcome suggestions and comments for modification of the report.

*6 October 2007*

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## *EXECUTIVE SUMMARY*

The Government of India have passed the National Rural Employment Guarantee Act (NREGA) in September 2005. It addresses mainly to rural poor and their fundamental right to work with dignity. The Act came into force initially in 200 districts and during 2007-08, it was extended to 330 districts.

Ministry of Rural Development, Government of India entrusted the Centre for Rural Management (CRM), Kottayam to carry out an impact assessment of NREGS and evaluation of systems and processes in Kerala, by covering two districts (Palakkad and Wayanad).

From each District, two blocks were selected to conduct the sample survey. All the 30 Gram Panchayats (GPs) from the selected blocks were chosen for a detailed survey and field visits. A sample of 814 beneficiaries and 102 non-beneficiaries were contacted. In addition, elected members, officials and opinion leaders were also contacted from both the districts, to understand the administrative dynamics of the scheme. The reference period of the study was 2005-06 and 2006-07.

### ***Key findings***

- The Scheme was initiated in both the districts of the State on 5 February 2006. But the real execution in the field was delayed. Hence, no work was undertaken during 2005-06.
- 2,13,840 households were issued with Job cards in the State.
- 1,04,927 households demanded wage employment and 99,450 households received employment (94.78 %).
- Excessive registration of households was noted.
- Analysing the socio-economic profile of beneficiaries clearly indicate that they belong to the target group of the scheme.
- 70.66 percent of total funds received in the State was utilised.
- 88.71 percent of total expenditure was spent for meeting unskilled wages.
- 7871 works initiated and 6050 works completed (76.86 %).
- Flood control and protection, renovation of traditional water bodies, micro irrigation and water conservation and harvesting are the thrust areas of work. Rural connectivity was given the least priority.
- 20.5 lakh person-days of wage employment generated.
- 13.47 lakh person-days of employment generated for women.
- 4.12 lakh person-days of employment generated for SCs.
- 2.54 lakh person-days of employment generated for STs.
- 537 beneficiary households received more than 100 days of wage employment.
- Delay in wage payment for more than 7 days noted in majority cases.
- No unemployment allowance was provided to the eligible non-beneficiaries. Majority of the non-beneficiaries are eligible for either work or unemployment allowance.
- Several 'regulatory measures' were taken to control the demand for job and avoid payment of unemployment allowance.

- Presence of vibrant Panchayati Raj Institutions, particularly, the Gram Panchayats, during the scheme execution has been noted.
- Active involvement of Kudumbasree volunteers during the scheme.
- Average number of work received by a NREGS worker in the State is 39.15 days.
- Considering the improvement of annual family income, 14 percent beneficiary households in Palakkad and 13 percent in Wayanad could cross the limit of Rs.22,000, owing to the intervention of NREGS.
- The results of NREGS on the rural poor in NREGS districts in elevating the income of beneficiary household was easily visible unlike previous wage employment programmes.
- No involvement of contractors during the scheme execution.
- Less use of machinery during the works.
- Quality of work carried out under NREGS is 'Good'.
- Several positive impacts have been noted. The scheme resulted in checking migration, reducing household indebtedness, improving soil/water conservation and enhancing agricultural productivity.
- Less transparency is noted during sanction of works.
- A slight improvement in transparency during the implementation of works.
- Several systems/institutions/procedures were developed to smoothen the scheme execution. However, adequate attempts are not made to sustain them.
- Lack of co-ordination with line departments/agencies during the plan formulation and implementation.
- No synergy with other rural development programmes.
- Preparation and use of District Perspective Plan and Work-Time-Motion study was not undertaken.
- Absence of a scientific and realistic labour budgeting.
- No social audit was undertaken so far.
- A methodology has been developed for ranking the NREGS districts in the State and Wayanad District secured First Rank.
- Efforts are being initiated to implement SGRY in the non-NREGS districts in the State from the current year (2007-08), which could be viewed as contagious effect of NREGS.

#### ***Key Recommendations***

- Initiation of a 'Seasonal Calendar' at GP level, giving priority to the agricultural activities and availability of workforce at specific periods.
- Introduction of 'Wage Subsidy' to the farming community by applying NREGS workforce may be a better strategy. It has two benefits – Dissatisfaction among the peasantry and identification of more works can be addressed.
- Organise capacity building sessions to elected members of various levels, officials and Kudumbasree volunteers through training sessions, exposure visits and sharing of good practices.
- Offices of BPOs and JPC should be strengthened.
- Ensure a minimum tenure for key personnel at various levels.
- Need for more integration between NREGS staff and other department staff.
- Need for establishing a better communication channel among Panchayat, Workers and Bank.

- Need for more publicity to the scheme among the rural poor.
- Need for improving supervision of works by Block/District/State.
- Documentation needs to be improved at GP/Block/District levels.
- Data handling needs to be improved. Great care to be taken during updation of data in MoRD websites.
- Special attention is needed to conduct Social Audit at the GP level.
- Ranking of Districts/Blocks/Gram Panchayats can be done and be made public.
- Independent studies/evaluations should be encouraged at different levels.
- District Perspective Plan should be completed and should be made available to the Panchayats.
- Need for initiating a scientific labour budgeting.
- Urgent need for initiating Work-Time-Motion Study at the Districts.

### **Conclusion**

Major defects identified during previous WEPs are almost absent in the NREGS governance in the State. Provision of equal wages to men and women, non-involvement of contractors, very limited use of machinery, adherence to wage-material ratio, absence of muster roll manipulations, etc. were almost alien during the scheme execution in both the districts. More participation of women in terms of improved number of women workers much beyond the 33 percent provisions, supervisory role exclusively by women through Kudumbasree volunteers, active involvement of Gram Panchayats as implementing agencies, are other salient features of NREGS governance in Kerala. Earlier WEPs in the State have created durable assets mainly at the cost of employment generation. As per the empirical data, introduction of NREGS resulted in shifting of priority from rural connectivity to long-term sustainability projects on land, water and bio-mass. Though the scheme got initiated relatively late in the State, it succeeded to provide 100 days of wage employment to number of households in both the districts. Statistical analysis proved that NREGS turned to be a relatively better strategy to address poverty than its predecessor schemes.

### *NREGS GOVERNANCE IN KERALA - AT A GLANCE*

<b>Sl. No.</b>	<b>Description</b>	<b>District</b>	<b>Block</b>	<b>Gram Panchayat</b>
1.	Average Number of works taken up	3,936	752	100
2.	Average Number of works completed	3,025	657	88
3.	Average Number of households demanded employment	52,464	10,232	1,364
4.	Average Number of households provided employment	49,725	9,318	1,240
5.	Average number of households completed 100 days of employment	269	144	10

6.	Average Fund received (Rs. in lakhs)	1,974.09	302.82	40.38
7.	Average expenditure made (Rs. in lakhs)	1,394.87	272.96	35.75
8.	Average expenditure on unskilled wages (Rs. in lakhs)	1,237.31	251.19	33.18
9.	Average of total employment generated (Person-days)	10,25,038	2,04,239	27,013
10.	Average of employment generated – SCs (Person-days)	2,06,227	23,459	3,128
11.	Average of employment generated – STs (Person-days)	1,27,258	33,149	627
12.	Average of employment generated – Women (Person-days)	6,73,467	1,01,515	16,273
13.	Average of employment generated – Beneficiaries of Land reforms/IAY (Person-days)	5,008	76	10

Source: Data from the selected Districts/Blocks/Gram Panchayats

# *Chapter 1*

## *Introduction*

The Government of India have passed the National Rural Employment Guarantee Act (NREGA) in September 2005. It addresses mainly to rural poor and their fundamental right to work with dignity. It also empowers local citizens to play an active role in the implementation of employment guarantee schemes through Grama Sabhas, social audits, participatory planning and other means. The Act came into force initially in 200 districts and during 2007-08, it was extended to 330 districts. It is expected to cover the whole country within five years.

It is noted that NREGA envisaged a paradigm shift 'From Programme to Act', compared to the different Wage Employment Programmes (WEP) operating in the country since 1980. Different WEPs were implemented in the State starting from National Rural Employment Programme (NREP). Rural Landless Employment Guarantee Programme (RLEGP), Jawahar Rozgar Yojana (JRY), Employment Assurance Scheme (EAS) and Jawahar Gram Samridhi Yojana (JGSY) were executed in the State. The Sampoorna Grameen Rozgar Yojana (SGRY) has been implemented in the State since 2001. National Food for Work Programme (NFFWP) was launched in selected districts in 2004. SGRY was carried on in other Districts.

### ***Purpose and Scope of the study***

NREGA has come into force from February 2, 2006 in the rural areas of two Districts in Kerala - Palakkad and Wayanad. The basic objective of the scheme is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. The work guarantee can also serve other objectives like generating productive assets, protecting the environment, empowering rural women, reducing rural to urban migration and fostering social equity, etc.

According to the instructions from the Ministry of Rural Development (MoRD), Government of India, the Centre for Rural Management (CRM), Kottayam submitted a project proposal to carry out an impact assessment study in Kerala. The proposal was approved by the Ministry which decided to conduct an impact assessment of NREGS and evaluation of systems and processes during the year 2007. The Ministry selected both the NREGS districts in Kerala - Palakkad and Wayanad.

The major objective of the impact assessment study is to analyse the systems and processes emerged during the initiation and execution of the National Rural Employment Guarantee Scheme (NREGS) in the State of Kerala.

Specifically, the study seeks to :

- Examine the systems and processes under the programme execution various fields like registration of workers, issue of job cards, preparation of plans, execution of works, co-ordination with different agencies, fund utilisation, patterns of monitoring, grievance redressal, social audit, etc.
- Examine the implementation of NREGS in improving employment opportunities and living conditions of the rural poor both in terms of qualitative and quantitative parameters.
- Assess the role of the programme in reducing poverty of rural poor and improving the nutritional standard of their families.
- Analyse the impact of implementation of the following activities towards meeting the programme objectives.
  - (i) Water conservation and drought proofing
  - (ii) Land development including afforestation
  - (iii) Flood control/protection measures, including drainage in water logged areas
  - (iv) Rural connectivity and other productive works for economic sustainability.
- Assess and convergence with other rural development programmes and the overall impact on the rural poor.
- To put forward suggestions and recommendations for improving the efficacy and efficiency of the programme implementation.

### **Selection of Districts, Blocks, Gram Panchayats and Households**

Selection of districts for the study was made by the Ministry of Rural Development. Both the NREGS districts from the state were selected. From each District, two blocks were selected to conduct the sample survey. Kollengode and Malampuzha Blocks from Palakkad District and Kalpetta and Mananthavadi Blocks from Wayanad District were selected for the study. All Gram Panchayats (GPs) from the selected blocks were chosen for a detailed survey and field visits – 13 GPs from Palakkad and 17 GPs from Wayanad.

A sample of more than 400 beneficiaries and 50 non-beneficiaries were contacted from each district. Selection of beneficiaries was made in such a way as to include equal number of beneficiaries from the selected GPs, who worked under the scheme during the reference period. Non-beneficiaries were drawn from the list of registered workers, but did not turn up for employment during the period.

From each selected village, a list of beneficiaries was drawn up with assistance of the NREGS staff. From these lists, 24-32 beneficiaries were

approached for interview. In order to ensure adequate representation for different thrust areas during the implementation, a combination of purposive-cum-convenience sampling procedure was adopted.

### **Sample works during 2005-06 and 2006-07**

In each block, more than 75 percent of the works taken up during 2005-06 and 2006-07 was covered under the study. Generally, equal proportion of work was made from the following four identified thrust areas. If any of the activity in the area is not relevant to the block, the proportion was given equally to the remaining areas of the work.

- Water conservation and drought proofing.
- Land development including afforestation.
- Flood control/protection including drainage in water logged areas.
- Rural connectivity and other productive works for economic sustainability.

#### ***Reference Period***

It is noted that no work was initiated during 2005-06 in Palakkad and Wayanad districts. Hence, the sample from both the districts consisted of works taken up during 2006-07 only.

### ***Methodology and Tools of the Study***

Extensive field survey was carried out by the agency by constituting a team of field investigators from multi-disciplinary background and experience. The following tools provided by the Ministry of RD were used for collection of data.

- (a) District level schedule
- (b) Block Panchayat level schedule
- (c) Gram Panchayat level schedule
- (d) Beneficiary schedule
- (e) Non-beneficiary schedule
- (f) Implementing official schedule
- (g) Executing agency schedule
- (h) Opinion leader schedule

Secondary data required for the study was collected from the Poverty Alleviation Unit (former DRDA), Block Programme Offices and Grama Panchayat offices. In most of the GPs, NREGS staff was available to provide the required details.

Collection of data from Palakkad and Wayanad Districts was carried out in June - July of 2007. The data was collected from two Block Panchayats (Kollengode and Malampuzha Blocks from Palakkad District and Kalpetta and Mananthavady Blocks from Wayanad District) and all the Gram Panchayats in the selected blocks of both the districts that constituted the universe of the study.

Table 1.1 give an overview regarding the sample of beneficiaries and non-beneficiaries from different GPs in both the districts.

**Table I.1: Framework for Selecting Sample of Beneficiaries and Non-Beneficiaries**

Name of the District/ Block	Name of Gram Panchayat	Number of persons interviewed	
		Beneficiaries	Non-beneficiaries
<b>Palakkad District/ Malampuzha Block</b>	Akathethara	31	4
	Elappully	32	4
	Malampuzha	31	4
	Marutharoad	31	4
	Peruvembu	31	4
	Polpully	31	4
	Puduppariyaram	31	3
	Pudussery	31	4
<b>Block Total</b>		<b>249</b>	<b>31</b>
<b>Palakkad District/ Kollengode Block</b>	Kollengode	31	4
	Koduvayur	31	4
	Muthalamada	31	4
	Pudunagaram	31	4
	Vadavannur	31	4
<b>Block Total</b>		<b>155</b>	<b>20</b>
<b>District Total</b>		<b>404</b>	<b>51</b>

<b>Wayanad District/ Kalpetta Block</b>	Kaniyampatta	25	3
	Kottathara	24	3
	Meppadi	24	3
	Muppainadu	24	3
	Muttill	24	3
	Padinjarethara	24	3
	Pozhuthana	24	3
	Thariyode	24	3
	Vengappally	24	3

	Vythiri	24	3
<b>Block Total</b>		<b>241</b>	<b>30</b>
<b>Wayanad District/ Mananthavadi Block</b>	Edavaka	24	3
	Mananthavadi	24	3
	Panamaram	24	3
	Thavinjal	24	3
	Thirunelli	24	3
	Thondarnadu	25	3
	Vellamunda	24	3
<b>Block Total</b>		<b>169</b>	<b>21</b>
<b>District Total</b>		<b>410</b>	<b>51</b>
<b>Total No. of respondents from 2 Districts</b>		<b>814</b>	<b>102</b>

Source: Field survey

**Table I.2 : Number of Elected members, Officials and Opinion leaders contacted**

<b>District</b>	<b>Elected members</b>	<b>Implementing officials*</b>	<b>Executing officials*</b>	<b>Opinion leaders</b>	<b>Total</b>
Palakkad	16	26	29	10	81
Wayanad	20	44	34	10	108
<b>Total</b>	<b>36</b>	<b>70</b>	<b>63</b>	<b>20</b>	<b>189</b>

Source: Field survey

\* Number of implementing and executing officials contacted is more than the schedules canvassed from the field, as from many offices, more than one official was contacted for data collection.

## Chapter 2

### Background and Analysis of District-wise Data

#### A Profile of the Districts

##### Palakkad District

##### Physiography

Hedged all around by Western Ghats, the district opens up at Palakkad gap, the main corridor connecting Kerala state with Tamil Nadu and the rest of India. Benefiting from both the monsoons, the district receives 187 cm of rainfall on an average in a year. The climate is tropical. The soil is mainly laterite, interspersed with virgin forest and black soil. The river Bharathapuzha and its tributaries criss-cross through the district and flow into Arabian Sea. Bhavani and Siruvani, the two tributaries of Cauvery, rise in the district and flow eastward.

##### Demographic Features

With a population of 2617482, Palakkad is the sixth largest district in the State, accounting for eight per cent of its total population. Spread over 4480 square kilometres, it is the second largest district in terms of area and accounts for 11 percent of the total geographical area of Kerala state.

**Table II. 1. Demographic Features – Kerala and Palakkad 2001**

Name of the State /District	Total population '000	Area in KM <sup>2</sup>	Density per KM <sup>2</sup>	Sex ratio	Percent urban population	Literacy rate among aged 7 and above
Kerala	31841	38863	819	1058	26	91
Palakkad	2617	4480	584	1066	14	84

Source: Census of India 2001 – Final Population Tables –District Wise Population

Profile 2001- Kerala Series 33.

The District has higher concentration of schedule caste and schedule tribe population compared to the state as a whole. Schedule Castes and Scheduled Tribes account for 17 and 2 percent of the population in the district respectively. The corresponding percentages for the state are 10 and 1.

##### Land Utilisation and Agricultural Situation

Nearly one third of the land area (31 %) in the District is under forest cover. Close to half of the land is under cultivation. The cultivable

waste land accounts for 5 per cent of the total land area. About 3 per cent of the land remains fallow.

The intensity of cultivation is high. About 62 per cent of the net sown area is double cropped. Paddy is the main crop accounting for 65 per cent of the total cropped area. Next in importance is coconut, which is grown over 18 per cent the cropped area. The other crops cultivated in the district include groundnut, tapioca and cotton.

### **Industrial Development**

Of the 20,000 small-scale industrial units in the state, the district has 1775 units accounting for 8 per cent. The district can boast of 2018 registered factories. When compared to other districts, Palakkad is less industrialised with barely 10 per cent of its workforce finding employment in manufacturing sector.

### **Occupational Structure**

Characteristic of agrarian economy, participation in labour force is quite high among both men and women. They start working early in life and continue working till late in life. At the time of 2001 census, 9 per cent of the economically active people reported themselves as cultivators and another 38 per cent reported themselves to be agricultural labourers. A small segment of workers (3.3 %) are engaged in household industry, and a large segment (53.9 %) of workers are working in various sectors like trade and transport, service, manufacturing, livestock and forestry, construction and mining.

**Table II. 2. Percentage distribution of Total Workers (Main & Marginal)**

-  
**Kerala and Palakkad 2001**

Sl. No.	Occupation	Kerala			Palakkad		
		Total	Male	Female	Total	Male	Female
1.	Cultivators	7.2	8.0	4.7	9.1	10.0	7.0
2.	Agricultural labourers	16.1	14.2	22.0	33.7	23.8	56.7
3.	Workers in HH industry	3.5	2.3	7.3	3.3	3.1	3.6
4.	Other workers	73.2	75.5	66.0	53.9	63.1	32.7

Source: Census of India 2001 –Population Tables – Distribution of Workers and Non-Workers, Table 3 of 2001 - Kerala Series 33.

## Other Development Indicators

Compared to Kerala state as a whole, Palakkad district has larger concentration of registered small factories and small-scale industrial units. Barring this, the district lags behind in most other aspects of development. Compared to the state, Palakkad district has fewer schools and colleges. The numbers of hospital beds available in the district are also lower. Road density is also low. People in the district have fewer telephone connections, motor vehicles and water connections.

## Wayanad District

### Physiography

The terrain in the district is rugged, traversed by lofty ridges and deep gorges in most areas with thick canopy of tropical forest. Kabani and its tributaries like Panamaram River, Mananthavady River and Thirunelly River crisscross the district. The river Kabani is an important east flowing river that merges with Cauvery in Karnataka state. Because of its altitude and nearness to sea coast, the climate is salubrious and equable. During the hot season, the temperature seldom touches 35 degree Celsius and during the cool season it rarely dips below 15 degree Celsius. The annual average rainfall in the district is about 3000 mm.

### Demographic Features

With a population of 780619, Wayanad is the smallest district in the state, accounting for 2.5 per cent of the state's population. Spread over 2131 square kilometres, it is the tenth largest district in terms of area and accounts for about 6 per cent of the total geographical area of Kerala state.

**Table II. 3. Demographic Features - Kerala and Wayanad 2001**

Name of the State / District	Total population '000	Area in KM <sup>2</sup>	Density per KM <sup>2</sup>	Sex ratio	Per cent urban population	Literacy rate among population aged seven and above
Kerala	31839	38863	819	1058	26	91
Wayanad	780	2131	369	1000	4	86

Source: Census India 2001 – Final Population Totals –District Wise Population Table 1 of 2001 - Kerala Series 33.

The percentage of SC population in total population in the district is 4, which is less than half of the state percentage of 10. The percentage of ST population in total population in the District is 17 which are much higher than the state percentage of 1.

### **Land Utilisation and Agricultural Situation**

With forests occupying 37 per cent of the land, Wayanad is one of the few districts in the country endowed with adequate natural vegetation cover. About 55 per cent of the land is cultivated. Only three per cent of the land is put to non-agricultural use. Table No. II.7 shows that paddy is raised over 17 per cent of the cropped area. Much of the cropped area in this district is devoted to raising perennial crops like coffee (43 per cent), Pepper (19 per cent), Tea (4 per cent), Cardamom (4 per cent) Rubber (3 per cent) and coconut (3 per cent).

### **Occupational Structure**

Compared to the state, Wayanad district has recorded higher labour force participation rates both among men and women. The people start working early in life and continue to do so until they become too old to work. At the time of 2001 census, about 17 per cent of the economically active people reported themselves as cultivators and another 31 per cent reported themselves to be agricultural labourers. A large segment (51.6 %) of workers is working in various sectors like livestock and forestry, manufacturing, construction, trade and transport and service. Less than one percent of workers are engaged in household industry.

**Table II.4. Percentage distribution of Total Workers (Main & Marginal)**

#### **Kerala and Wayanad 2001**

Sl. No.	Occupation	Kerala			Wayanad		
		Total	Male	Female	Total	Male	Female
1.	Cultivators	7.2	8.0	4.7	16.9	19.8	9.8
2.	Agricultural labourers	16.1	14.2	22.0	30.6	27.8	37.4
3.	Workers in HH industry	3.5	2.3	7.3	0.9	0.8	1.2
4.	Other workers	73.2	75.5	66.0	51.6	51.6	51.6

Source: Census of India 2001 –Final Population Tables –Workers and Non-Workers, Table 3 of 2001 - Kerala Series 33.

### **Industrial Development**

Wayanad lags behind other districts with regard to industrialisation.

The district has only 39 small-scale industrial units and 18 registered

factories for every one lakh population. The corresponding figures for the state are 63 and 59 respectively.

### **Other Indicators of Development**

An efficient and extensive transport network can reduce the time and cost of flow of goods and services and therefore is a sine-quo-non for economic development. The district has only 0.2 KM long road for every one square kilometre of land and only 385 motor vehicles for every one lakh population. They are much below the state averages. It is one of the few districts in the country not connected by Railways or even National Highway. The nearest railway station to Kalpetta, the district head quarters is 70 K.m. away. The district has 22 post offices for every lakh population. The district has nine commercial banks for every one lakh population and this way it is on par with rest of the state. In terms of water connections, schools and hospital beds per unit of population, the district is way behind the rest of the state.

### **Field Data Analysis**

## **District-wise Data presentation and Comparative Analysis**

### ***Identification Details***

- Though District Collector is the District Programme Co-ordinator of NREGS at the district level, for all practical purposes, Joint Programme Co-ordinator (JPC) is the head of NREGS cell in both the

- districts. NREGS cell at the district is located at Poverty Alleviation Unit (PAU), erstwhile District Rural Development Agency (DRDA).
- JPC is an official from Rural Development Department and his/her designation is equivalent to Deputy Development Commissioner (DDC).
  - PAU of District Panchayat provides the secretarial assistance for NREGS in both the districts.
  - Other than Local Self Government Department, no other line department/agency is involved in the implementation of NREGS so far in both the districts.

### ***Administrative Facts***

- 16 Blocks are available in the selected districts – 13 Blocks in Palakkad and 3 Blocks in Wayanad and all blocks are covered under NREGS during 2006-07.
- 116 GPs are available in the districts – 91 GPs in Palakkad and 25 GPs in Wayanad and all GPs are covered under NREGS during 2006-07.

### ***Population and Poverty Profile***

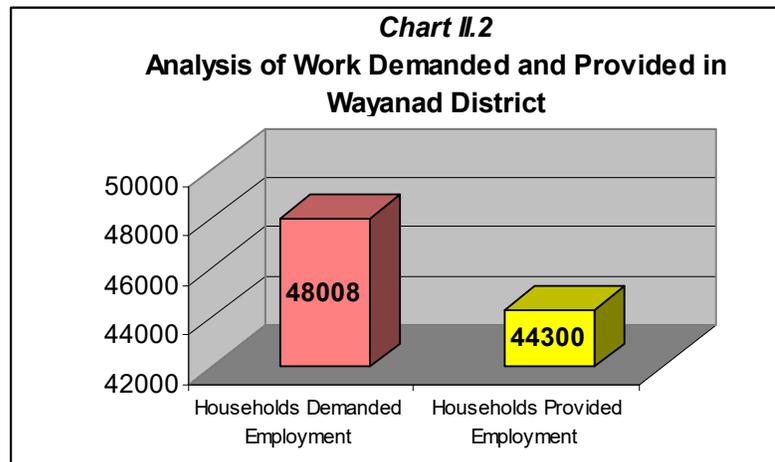
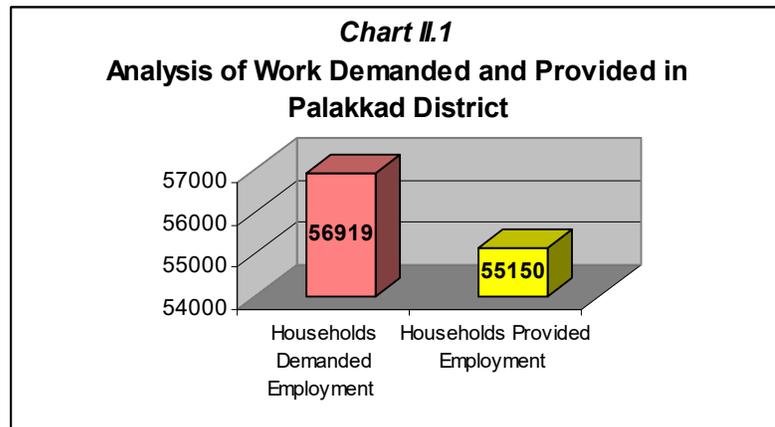
- According to Census 2001, total population in Palakkad and Wayanad Districts is 26.17 lakhs and 7.81 lakhs respectively.
- Rural population in Palakkad and Wayanad district is 22.61 lakhs (86.4 % of the total population in the district) and 7.51 lakhs (96.16 % of the total population in the district) respectively.
- Female population exceeds male in Palakkad – 51.59 percent female and 48.41 percent male.
- Male population exceeds female in Wayanad – 50.12 percent male and 49.88 percent female.
- Total population of SCs in Palakkad and Wayanad Districts is 4.33 lakhs (16.55 % of the total population in the district) and 0.33 lakhs (4.23 % of the total population in the district) respectively.
- Total population of STs in Palakkad and Wayanad Districts is 0.39 lakhs (1.49 % of the total population in the district) and 1.36 lakhs (17.41 % of the total population in the district) respectively.
- As per the information available 38.83 percent households in Palakkad and 39.15 percent households in Wayanad are BPL.

### ***Works Taken Details***

- During 2005-06 in Palakkad and Wayanad Districts no work was initiated.
- 7871 works were taken up and 6050 works were completed during 2006-07.
- On an average, a NREGS district in the State initiated 3936 works and completed 3025 works.

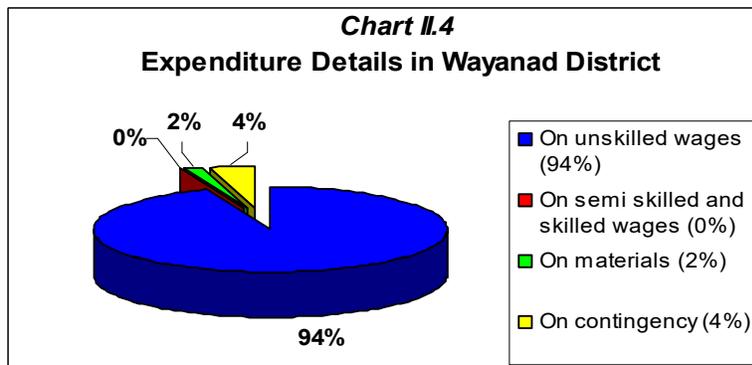
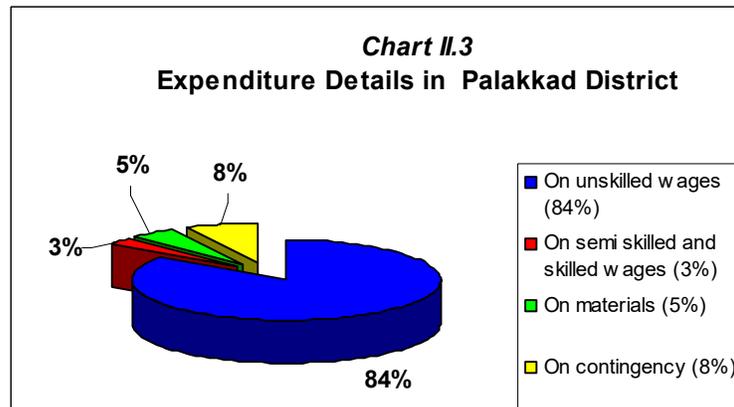
### **Household Details**

- 1.05 lakh households demanded employment during 2006-07 in the State - 56,919 in Palakkad and 48,008 in Wayanad.
- On an average, a NREGS district in the State received demand for employment from 52,464 households.
- 99,450 households were provided employment in the State, out of which 55,150 in Palakkad and 44,300 in Wayanad.
- On an average, a NREGS district in the State provided employment to 49,725 households.
- 537 households completed 100 days of employment during 2006-07 which includes 255 households in Palakkad and 282 households in Wayanad.
- On an average, a NREGS district in the State provided 100 days of employment to 269 households.



## **Funds and Expenditure**

- Rs.39.48 crores received in the State - Rs.25.28 crores in Palakkad and Rs.14.19 crores in Wayanad.
- On an average, a NREGS district in the State received funds to the tune of Rs.19.74 crores.
- Rs.27.89 crores has been spent in the State – Rs.16.19 crores in Palakkad and Rs.11.69 crores in Wayanad.
- On an average, 70.64 percent funds have been spent in the State - 64.04 percent expenditure in Palakkad and 82.38 percent in Wayanad.
- On an average, a NREGS district in the State made expenditure of Rs. 13.95 crores.
- Rs. 24.74 crores has been spent in the State on unskilled wages - Rs.13.73 crores in Palakkad and Rs.11.01 crores in Wayanad.
- On an average, 88.71 percent of expenditure in the State was made on unskilled wages – 84.81 percent in Palakkad and 94.18 percent in Wayanad.
- On an average, a NREGS district in the State made expenditure on unskilled wages of Rs.12.37 crores.



### ***System Adapted to Capture Demand – To whom and How?***

- The message of NREGS was conveyed to the community through Grama Sabhas, meetings of Neighbourhood Groups of Kudumbasree Mission, posters, banners, cinema slides, media etc. in both the districts. Political parties and class and mass organisations affiliated to them also played a significant role.
- Annual Action Plans (AAP) is prepared based on the proposals and suggestions from Grama Sabhas in each GP. Block and District level AAPs are prepared considering the AAPs of GPs within their respective geographical boundaries.
- Preparation of a 'Perspective plan' and 'Labour budgeting' through a participatory process among the population would have been other options for capturing demands.
- Preparation of the Perspective Plan (PP) is not yet finalised in Palakkad and the same is not yet initiated in Wayanad. The PP prepared during the National Food For Work Programme (NFFWP) in Wayanad District has generated lot of controversies and the same has not been approved so far.
- Though a format of labour budgeting has been prepared in the middle of scheme implementation, its utilitarian value is doubtful. No scientific and rational analysis seem to have been done while preparing the document.
- It is felt that preparation of a detailed and comprehensive labour budget is a pre-requisite of NREGS execution, particularly to protect the interest and survival of peasantry. Some level of dissatisfaction is noted among the peasantry during the scheme execution due to the potential scarcity of getting agricultural labourers.
- Demand generation has been very low in Palakkad when compared to Wayanad District, which is a prime indicator of poor publicity and other awareness building measure among the rural poor.

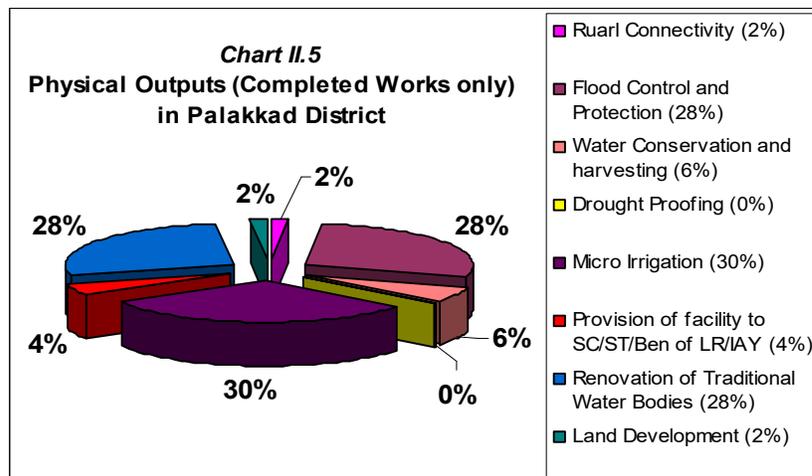
### ***System Adopted to Provide Employment***

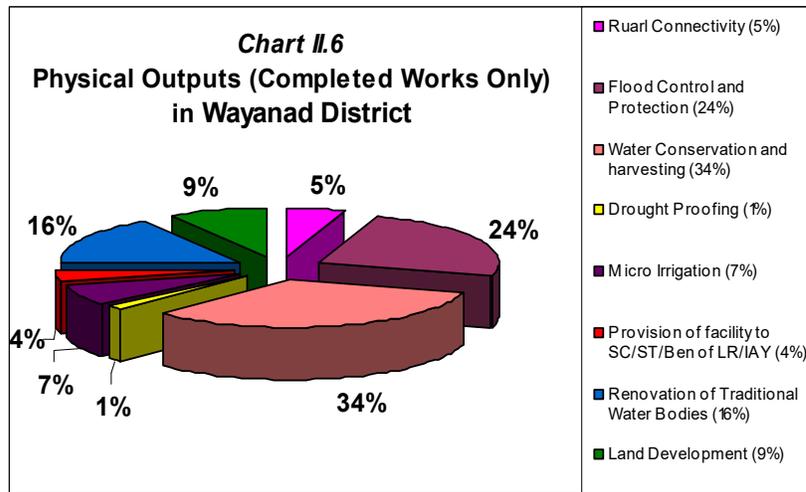
- Applications for employment are collected by the NREGS staff at the GPs only and the intimation for jobs are also despatched by them.
- In some cases, the applications for employment are distributed through the ward members/Area Development Society (ADS) volunteers of *Kudumbasree*.
- One application from one family is generally collected.

### ***Physical outputs***

- 6,052 works completed during 2006-07 in the State – 3324 works in Palakkad and 2726 works in Wayanad.

- 1,571 works completed during 2006-07 in the State in the sector of 'Flood control and protection' – 917 works in Palakkad and 654 works in Wayanad.
- 1,360 works completed in the State in the sector of 'Renovation of traditional water bodies' – 915 works in Palakkad and 445 works in Wayanad.
- 1,214 works completed in the State in the sector of 'Micro irrigation' – 1,012 works in Palakkad and 202 works in Wayanad.
- 1,112 works completed in the State in the sector of 'Water conservation and water harvesting' – 207 works in Palakkad and 905 works in Wayanad.
- 295 works completed in the State in the sector of 'Land Development' – 56 works in Palakkad and 239 works in Wayanad.
- 248 works completed in the State in the sector of 'Provision of irrigation facility to SC/ST/Beneficiaries of land reforms/IAY' – 148 works in Palakkad and 100 works in Wayanad.
- 206 works completed in the State in the sector of 'Rural connectivity' – 59 works in Palakkad and 147 works in Wayanad.
- 44 works completed in the State in the sector of 'Drought proofing' – 10 works in Palakkad and 34 works in Wayanad.

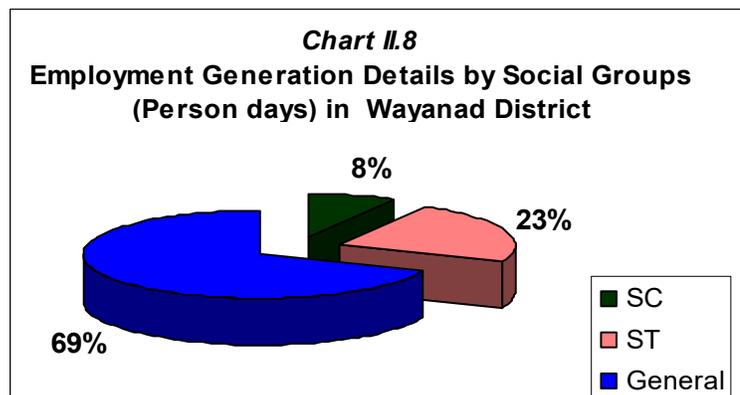
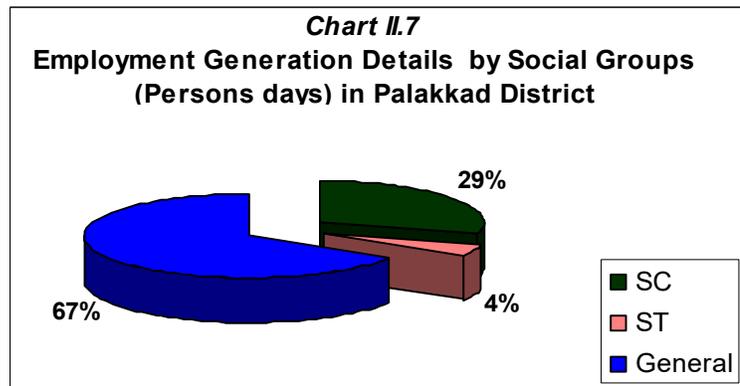


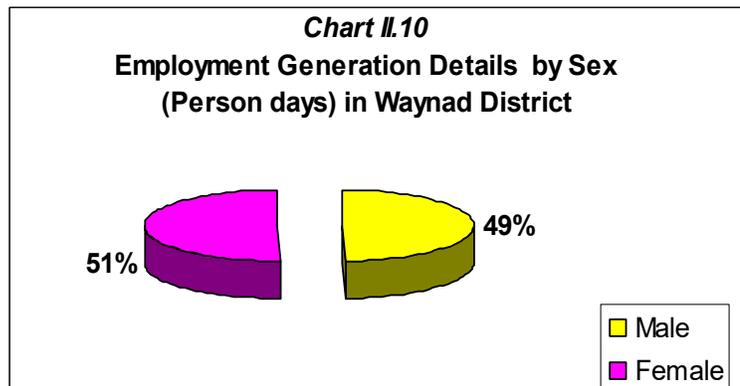
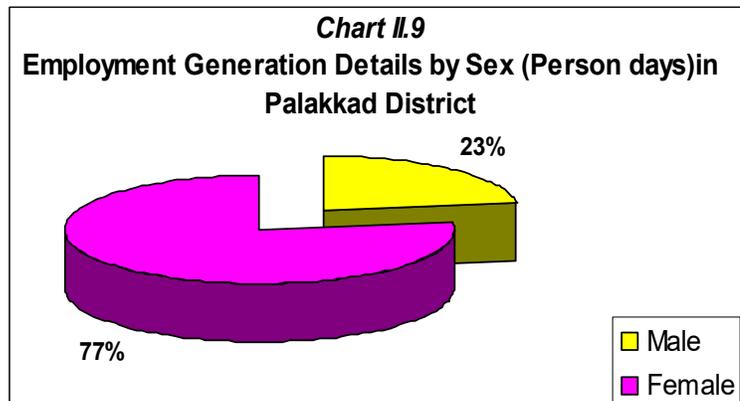


### **Employment Generation Details**

- 20.5 lakh person-days generated during 2006-07 in the State - 11.57 lakhs in Palakkad and 8.93 lakhs Wayanad.
- On an average, a NREGS district in the State generated 10.25 lakh person days of employment.
- 4.12 lakh person-days generated for SCs in the State – 3.40 lakhs in Palakkad and 0.72 lakhs in Wayanad.
- On an average, a NREGS district in the State generated 2.06 lakh person days of employment for SCs.
- 2.55 lakh person-days generated for STs in the State – 0.50 lakhs in Palakkad and 2.05 lakhs in Wayanad.
- On an average, a NREGS district in the State generated 1.27 lakh person days of employment for STs.
- 13.47 lakh person-days generated for women in the State – 8.95 lakhs in Palakkad and 4.52 lakhs in Wayanad.
- On an average, a NREGS district in the State generated 6.73 lakh person days of employment for women.
- 10,016 person-days generated for beneficiaries of land reforms/IAY in the State – 916 in Palakkad and 9,100 in Wayanad.
- On an average, a NREGS district in the State generated 5,008 person-days of employment for beneficiaries of land reforms/IAY.
- 34 person-days generated for disabled beneficiaries – 1 in Palakkad and 33 in Wayanad.
- On an average, a NREGS district in the State generated 17 person-days of employment for disabled beneficiaries.
- On an average, SC, ST and women beneficiaries in the State received 21, 13 and 66 percent of the total employment generated, respectively.

- On an average, SC, ST and women beneficiaries in Palakkad received 30, 4 and 77 percent of the total employment generated, respectively.
- On an average, SC, ST and women beneficiaries in Wayanad received 8, 23 and 51 percent of the total employment generated, respectively.





### ***Role of Programme Co-ordinator***

- Though District Collector is the DPC of NREGS in the districts his/ her role is only nominal, JPC is the head of NREGS cell in both the districts, for all practical reasons. The Poverty Alleviation Unit (DRDA) is acting as the Secretariat of District NREGS Cell.
- JPCs in both the districts played a key role in the planning of activities for the whole district, like mobilisation and estimation of demand and preparation of labour budget.
- Perspective Plan for Palakkad District could not be finalised yet and the same has been not initiated at Wayanad. The formal approval for the District Perspective Plan prepared for Wayanad during NFFWP has not been given yet.
- Communication and publicity for the scheme by preparing and distributing print materials and other measures have been carried out by the JPCs.
- Necessary financial allocations on the AAPs submitted by the Panchayats are done by the DPC.

- Applications for employment are received in GPs only and the applications are entertained even after opening of works. Initially, there was some confusion at the GP level in Palakkad regarding entertaining applications for employment after opening of work, which has been subsequently cleared by the JPC.
- Grievance redressal mechanism is functioning reasonably well in Palakkad. The representations/complaints directly received from several quarters are channelised to the respective BPO for the action and follow-up. A help-line for grievance redressal was operational in Palakkad, which has been functioning actively till April 2007.
- Necessary instructions regarding the constitution of Vigilance and Monitoring Committees (VMC) at GP/Ward level has been given.
- Regarding financial management, different practices are being carried out in the districts. In Palakkad, separate accounts at different nationalised and scheduled banks, numbering 15, are opened by the JPC and the Panchayats are asked to open their NREGS account in any of the banks from the list. As and when the bills are submitted by the Panchayats at the bank, money will be channelised from the controlling bank at the district level. Request for subsequent funds are forwarded through BPO and funds are made available. Understandably, a strict financial monitoring is possible due to this procedure in Palakkad.
- In Wayanad, JPC, is operating only two accounts in the same bank - one each for NREGS execution and training. Fund for scheme execution is provided to the NREGS bank account of the concerned Panchayat, as per the demand and scrutiny.

### ***Training***

- Number of training sessions were organised for elected members of Panchayats, officials and contract staff appointed for NREGS duties.
- State Institute of Rural Development (SIRD), District administration and Kerala Institute of Local Administration (KILA) are the main agencies involved in the training.
- Separate sessions for the Panchayat Presidents and Secretaries were organised at State and District levels in both the districts.
- Since the existing training not adequate there is a demand for more training and expose visits.

### ***Planning and Implementation Details***

- Preparation of District Perspective Plan (DPP) in both the districts is still not complete, though an agency was designated with the task

in Palakkad district with the initial cut-off date for submission of the plan as September 28, 2006. The period was extended by one more month, but still the DPP is in a fluid state only. A draft presentation of the DPP was conducted at the district level recently on June 19, 2007. So far, no initiative was made for the preparation of DPP in Wayanad district. The DPP prepared during the National Food For Work Programme (NFFWP) in Wayanad District has generated lot of controversies and the same has not been approved so far.

- GP-wise shelf of works has been prepared and the Annual Action Plan for the respective Panchayat is made out of that.
- While according Technical Sanction, the provisions of 60 : 40 ratio in wage and non-wage component of total cost of the work is strictly verified by the Technical Committee.

### ***Involvement of other Agencies***

- Local Self Government Department is the nodal department for implementation of the scheme in both the districts.
- During 2006-07, no other department/agency was involved in the implementation of the scheme in both the districts.

### ***Gaps between demand and employment***

- Information regarding the gap between demand and employment generated has been treated with care and necessary efforts are made to reduce it.
- During the periodical reviews, necessary instructions are given to the respective BPOs to check this gap in their territory.

### ***Wage Rate Details***

- Presently the PWD rates of work are being considered in both NREGS districts in the State.
- No work-time-motion study has been carried out in both the districts and a schedule of rates is awaited.
- Wages authorised for unskilled workers under the scheme is Rs.125 and Rs.165 for skilled workers.
- No disparity of wages given to male and female workers has been noted from the field.
- Piece-rate basis is generally adopted. As a result, a worker is paid less than the minimum wages in some cases, after satisfying the measurement of work allotted and done.

- At the start of the work, the technical staff indicates the quantum of work to be carried out towards fulfilling the prescribed wages. In between and at the end of the work, the total work is measured and wages calculated.

### ***Monitoring and Evaluation***

- Village Monitoring Committees (VMC) are set up at GP level. In some GPs, VMCs are formed at Ward level.
- Necessary instruction for including at least one woman and one SC/ST person in the VMC has been given. Kudumbasree volunteers are invariably included in the VMCs.
- In some GPs in Palakkad (for e.g., Akathethara GP), report of VMC is mandatory before approval of the final bills.

### ***Community Process and Grievance Redressal Mechanism***

- Grievance redressal mechanism are functioning at District, Block and GP levels.
- Complaint registers are being maintained and quick action taken on the complaints.
- Mostly oral complaints have been received.
- Social audits have not taken place in both the districts.

### ***Inspection of works by District level officials***

- District level officials make periodical visits to the field in both the districts. Photographs of District Panchayat President, District Collector, JPC and other district level officials could be found in many GPs in Palakkad and Wayanad.
- In Palakkad, a team of three district level monitors (All from Rural Development Department) were designated on September 15, 2006 with a set of functions and responsibilities and area of operation. They are Assistant Development Commissioner (General), Assistant Development Commissioner (P&A), and Assistant Project Officer (P & M). They were asked to make a visit to the fields allotted to them at least once in a week in consultation with BPOs, GP Secretaries and people's representatives and to furnish evaluation reports to the DPC.
- Our field visits and interactions showed that this system is not working as desired due to several reasons. These officials could not find time for this activity, as this is not their major area of concern.

- Being below the rank of JPC, they may not be in a position to make an objective assessment of the field realities and report the same.
- Designating independent monitors is a viable option towards carrying out the monitoring and evaluation of the scheme execution effectively.

## **Block-wise Data presentation and District-wise Comparative Analysis**

### ***Identification Details***

- Block Programme Officer (BPO) is the head of NREGS cell at the blocks in both NREGS districts. NREGS cell at the block level is located at Block Panchayat offices in many cases.
- BPO is an official from Rural Development Department and his/her designation is equivalent to Block Development Officer (BDO).
- Other than Local Self Government Department, no other line department/agency is involved in the implementation of NREGS in both the districts.

### ***Administrative Facts***

- 30 GPs are available in the 4 selected blocks from 2 NREGS districts in the State – 13 GPs from Palakkad and 17 GPs from Wayanad.
- All GPs in the selected blocks were covered under NREGS during 2006-07.

### ***Population and Poverty Profile***

- According to Census 2001, total population in 4 selected blocks from 2 NREGS Districts is 3.47 lakhs and 4.68 lakhs respectively.
- Female population in the selected blocks of NREGS districts exceeds male except in Manathavady Block of Wayanad District.
- Total population of SCs in the selected Blocks of NREGS Districts is 0.57 lakhs (16.44 % of the total population in the district) and 0.21 lakhs (4.37 % of the total population in the selected blocks) respectively.
- Total population of STs in the selected blocks of NREGS Districts is 0.056 lakhs (1.61 % of the total population in the selected blocks) and 0.796 lakhs (16.97 % of the total population in the selected blocks) respectively.
- As per the information available, 43.03 percent households in Kollengode Block and 27.34 percent households in Malampuzha Block in Palakkad District are BPL; 36.82 percent households in Kalpetta Block and 44.88 percent households in Mananthavady Block in Wayanad District are BPL.

### ***Works Taken Details (from the selected Blocks)***

- 3,008 works were taken up during 2006-07 in 4 selected blocks from NREGS districts in the State, out of which 2,627 (87.33%) works completed.
- On an average, a Block from both NREGS districts in the State initiated 752 works and completed 657 (87.37%) works.
- On an average, a Block from Palakkad District initiated 427 works and completed 331 (77.52%) works.
- On an average, a Block from Wayanad District initiated 1,077 works and completed 983 (91.27%) works.

### ***Household Details***

- 40,927 households demanded employment during 2006-07 in 4 selected blocks from 2 NREGS districts in the State.
- Kalpetta Block in Wayanad witnessed maximum demand for employment of 16,366 households and in Kollengode Block in Palakkad, the demand was made for 2,565 households only.
- On an average, a Block from the State received demand for employment from 10,232 households.
- On an average, a Block from Palakkad District received demand for employment from 4,690 households.
- On an average, a Block from Wayanad District received demand for employment from 15,774 households.
- 37,273 households were provided employment in 4 selected Blocks of 2 NREGS districts.
- On an average, a Block from the State provided employment to 9,318 households.
- On an average, a Block from Palakkad District provided employment to 4,628 households.
- On an average, a Block from Wayanad District provided employment to 14,009 households..
- 288 households have completed 100 days of employment in 4 selected Blocks from 2 NREGS districts in the State.
- On an average, a Block in the State provided 100 days of employment to 144 households.
- On an average, a Block from Palakkad District provided 100 days of employment to 5 households.
- On an average, a Block from Wayanad District provided 100 days of employment to 140 households.

### ***Funds and Expenditure***

- Rs. 1211.31 lakhs was received in 4 selected blocks from 2 NREGS districts in the State.
- On an average, a Block from the State received funds to the tune of Rs.302.82 lakhs.

- On an average, a Block from Palakkad District received fund of Rs. 135.84 lakhs.
- On an average, a Block from Wayanad District received fund of Rs.469.81 lakhs.
- Rs.1091.82 lakhs have been spent in 4 selected Blocks of 2 NREGS districts.
- On an average, 90.13 percent funds have been spent in 4 selected blocks – 93.19 percent expenditure in 2 blocks of Palakkad and 89.25 percent in 2 blocks of Wayanad.
- On an average, a Block from the State made expenditure of Rs. 272.96 lakhs.
- On an average, a Block from Palakkad District spent Rs.126.59 lakhs.
- On an average, a Block from Wayanad District spent Rs.419.32 lakhs.
- Rs. 1004.79 lakhs have been spent in 4 selected Blocks on unskilled wages - Rs.210.71 lakhs in 2 Blocks of Palakkad and Rs.794.08 lakhs in 2 Blocks of Wayanad.
- On an average, a Block from the State made expenditure on unskilled wages of Rs.251.19 lakhs.
- On an average, a Block from Palakkad District spent Rs.105.36 lakhs on unskilled wages.
- On an average, a Block from Wayanad District spent Rs.397.04 lakhs on unskilled wages.
- On an average, 92.03 percent of expenditure in 4 selected Blocks was made on unskilled wages – 83.22 percent in 2 Blocks of Palakkad and 94.69 percent in 2 Blocks of Wayanad.

### ***Physical Outputs***

- 2,627 works were completed during 2006-07 in 4 selected blocks from 2 NREGS districts in the State – 662 works in Palakkad and 1965 works in Wayanad.
- 558 works were completed in 4 selected blocks from 2 NREGS districts in the sector of 'Water conservation and water harvesting' – 131 works in Palakkad and 427 works in Wayanad.
- 558 works were completed in the sector of 'Micro irrigation' – 378 works in Palakkad and 180 works in Wayanad.
- 564 works were completed in the sector of 'Flood control and protection' – 34 works in Palakkad and 530 works in Wayanad.
- 495 works were completed in the sector of 'Renovation of traditional water bodies' – 93 works in Palakkad and 402 works in Wayanad.
- 221 works were completed in the sector of 'Land development' – 6 works in Palakkad and 215 works in Wayanad.
- 149 works were completed in the sector of 'Rural connectivity' – 17 works in Palakkad and 132 works in Wayanad.

- 69 works were completed in the sector of 'Provision of irrigation facilities to beneficiaries of land reforms/IAY' – No work in Palakkad and 69 works in Wayanad.
- 13 works were completed in the sector of 'Drought proofing' – 3 works in Palakkad and 10 works in Wayanad.

### ***Employment Generation Details***

- 8.17 lakh person-days generated during 2006-07 in 4 selected blocks from 2 NREGS districts in the State – 1.73 lakhs in Palakkad and 6.44 lakhs in Wayanad.
- On an average, a Block from the State generated employment of 2.04 lakh person-days.
- On an average, a Block from Palakkad District generated employment of 0.87 lakh person-days.
- On an average, a Block from Wayanad District generated employment of 3.22 lakh person-days.
- 0.94 lakh person-days generated for SCs – 0.37 lakhs in Palakkad and 0.57 lakhs in Wayanad.
- On an average, a Block from the State generated employment of 23,459 person-days to SCs.
- On an average, a Block from Palakkad District generated employment of 18,536 person-days to SCs.
- On an average, a Block from Wayanad District generated employment of 28,383 person-days to SCs.
- 1.33 lakh person-days generated for STs – 0.068 lakhs in Palakkad and 1.26 lakhs in Wayanad.
- On an average, a Block from the State generated employment of 33,149 person-days to STs.
- On an average, a Block from Palakkad District generated employment of 3,420 person-days to STs.
- On an average, a Block from Wayanad District generated employment of 62,878 person-days to STs.
- 4.06 lakh person-days generated for women – 1.35 lakhs in Palakkad and 2.71 lakhs in Wayanad.
- On an average, a Block from the State generated employment of 1.02 lakh person-days to women.
- On an average, a Block from Palakkad District generated employment of 0.67 lakh person-days to women.
- On an average, a Block from Wayanad District generated employment of 1.35 lakh person-days to women.
- 305 person-days generated for beneficiaries of land reforms/IAY – 47 in Palakkad and 258 in Wayanad.
- On an average, a Block in the State generated 76 person-days of employment for beneficiaries of land reforms/IAY.
- On an average, a Block from Palakkad District generated 24 person-days of employment for beneficiaries of land reforms/IAY.

- On an average, a Block from Wayanad District generated 129 person-days of employment for beneficiaries of land reforms/IAY.
- 13 person-days generated for disabled beneficiaries – none in Palakkad and 13 in Wayanad.
- On an average, a Block in the State generated 7 person-days of employment for disabled beneficiaries.

### ***Role of Programme Officer***

- During the planning phase, all the Block Programme Officers (BPOs) of Palakkad and Wayanad Districts have played their role in mobilisation of demand and preparation of labour budget, whereas BPOs of Wayanad District were involved in activity selection also.
- All BPOs played a significant role in communication and publicity regarding the scheme.
- Regarding training, all BPOs were involved in training of stakeholders, training on Right to Information(RTI)/Social Audit and organising training programmes. However they did not develop any training module/material nor were involved in training of trainers in both the districts.
- During the operations, all BPOs from Palakkad and Wayanad were involved verification of applications and issue of job cards at the initial periods. However, both the BPOs from Wayanad were engaged in annual updation of employment seekers register and played a partial role in mobilisation and registration of applications.
- Regarding the system of wage rate, piece rate was preferred in both the districts. The periodicity for payment of wages varied from 7 days to 21 days.
- Numbered muster rolls were issued by the BPOs in both the districts. However, the entries in muster rolls were not tallied with the job cards and employment register.
- BPOs played a key role in giving publicity to the key features of the scheme through the GPs.
- No social audit could be organised in both the districts so far. However, regular monitoring of registration, employment demanded and employment provided have been closely monitored by BPOs.
- Most of the complaints/grievances are received orally and they are disposed off, with all the seriousness. Written grievances are forwarded to the concerned GPs and followed up subsequently.
- No help line for grievance redressal is established at Block level in both the districts.
- Regarding monitoring and evaluation, report of local vigilance committee has been seriously looked into and wherever available, they are kept for public scrutiny.
- No publicity of district schedule rate in vernacular language is made so far.

### ***Involvement of other agencies***

- Local Self Government Department is the nodal department for implementation of the scheme in the State.
- During 2006-07, no other department/agency was involved in the implementation of the scheme.

### ***Key staff details***

- Block Programme Officer (BPO) is the responsible person at the for the scheme implementation at Block level. He/She is from the Rural Development Department of State, who holds an equal rank of the Block Development Officer (BDO).
- One contract staff each from Technical side and administrative side has been posted at Block level. Assistant Engineer (AE) looks after the technical side and the Accountant-cum-Computer Operator (ACO) looks after the administrative aspects.
- It is observed that in the absence of any one or more posts at the block level, some internal re-organisation of manpower from the Block Panchayat has been cited.

### ***Infrastructure Available***

- All Block Programme Offices have one computer system with internet facility.
- MIS software package is supplied for the day-to-day operations and reporting and the same is being used in all the blocks.
- A trained computer operator (ACO), well verse to maintain data base and generation of reports is available in all the blocks.

### ***Information and Monitoring***

- On-line data entry has not commenced in any of the blocks.
- Data flow for recording and furnishing returns to upward channel is off-line in all the blocks. A prescribed data/information is available for furnishing periodic returns.
- The data from the Block Programme Offices are not straightaway put on websites.
- Village level Monitoring Committees are set up in most of the GPs.
- District level official make an occasional visit to the fields.
- So far, no independent evaluation/assessment was ever conducted in both the districts.

### ***Community Participation and Grievance Redressal***

- Community participation during various stages of the scheme in both the districts is satisfactory. Large scale involvement of community members during planning, implementation and monitoring activities has been noted.
- On a comparative framework, it is observed that community participation in Wayanad is better than Palakkad.

- Structured grievance redressal mechanisms are set up at both Block and Gram Panchayat levels in Palakkad, but not yet established in Wayanad. A complaint register has kept at Block and GPs. During the field visits and interactions with the officials, it is known that generally oral complaints are received by them. Even then, they take keen interest to investigate and find solutions. Written complaints from various quarters are being attended seriously and reply furnished to the complainant at the earliest with all facts and figures.
- Grievance redressal mechanism is working better in Palakkad than Wayanad.

### ***Inspection of works by Block level officials***

- BPOs make regular visits to the fields, though no tour programme was found in any of the Blocks in both the districts.
- In addition, other officials of Rural Development Department (RDD) like Block Development Officers (BDO), Extension Officers (EO) and Village Extension Officers (VEO) also undertake field visits along with their routine works to ascertain the progress of scheme execution.

## **Gram Panchayat-wise Data Presentation and District-wise Comparative Analysis**

### ***Identification Details***

- All the GPs in Palakkad opened their accounts in nationalised banks, whereas 65 percent GPs in Wayanad opened their NREGS accounts at Co-operative banks.
- 77 percent of the banks in Palakkad are located beyond 5 K.m. from the village, whereas 71 percent in Wayanad are located within 5 K.m.

### ***Demographic Profile***

- 62 percent GPs in Palakkad have a population more than 25,000 whereas in Wayanad, 53 percent GPs have a population less than 25,000.
- 62 percent GPs in Palakkad have the SC population beyond 4,000 whereas in Wayanad, all the GPs have less than 4,000.
- 59 percent GPs in Wayanad have the ST population more than 4000 whereas in Palakkad, there is none.

### ***Details of Work Taken up under NREGS and System of Approval***

- Gram Panchayats are implementing the works in both the NREGS districts in Kerala.

- Separate works are initiated through the Annual Action Plans of Gram Panchayats, Block Panchayats and District Panchayat.
- Only Gram Panchayats are implementing all the works – including those works of Block Panchayat and District Panchayat in their geographical territory.
- According to the available information, so far, no work of Block Panchayat and District Panchayats from both the districts cutting across more than one GP is initiated.
- On an average, a GP from the State initiated 100 works and completed 88 works.
- On an average, a GP from Palakkad District initiated 66 works and completed 51 works.
- On an average, a GP from Wayanad District initiated 127 works and completed 116 works.

### ***Registration Issues and Process***

- During the interactions with the functionaries of Gram Panchayats in both the districts, it is noted that a list of all possible Household that might seek registration was prepared in most of the GPs (84.62) in Palakkad, whereas in Wayanad, it was not mentioned by any one.
- All the GPs replied that the first registration was done in a Gram Sabha, specially constituted for the purpose.
- 77 percent of the GPs in Palakkad and 29 percent in Wayanad indicated that the list of persons was read out for verification in the Grama Sabha.
- All the GPs in both the districts remarked that the registration is still kept open.
- All the GPs in Wayanad admitted that there are more persons to be registered, none in Palakkad indicated so.

### ***Job Card Details***

- 31 percent GPs in Palakkad and 24 percent of GPs in Wayanad agreed that all jobseekers were issued with job cards.
- All the GPs in Palakkad and most of the GPs in Wayanad indicated that the job cards are issued transparently.
- 69 percent GPs in Palakkad replied that the job cards were issued within one month of registration, whereas in Wayanad, only one GP indicated so.
- Only 8 percent GPs in Palakkad and 6 percent in Wayanad indicated that the JCs were regularly updated and put up on the notice board.
- 88 percent GPs in Wayanad indicated to maintain a file containing photocopies of all job cards for inspection, whereas none in Palakkad claimed so.
- During the interactions with the beneficiaries from both the districts, it is noted that the job cards are neither updated nor put up on the notice board as claimed by the GPs. And field visits revealed that no photocopies of job cards issued is actually being maintained.

- 41 percent GPs in Wayanad and 31 percent in Palakkad reported to bear the cost of photographs affixed in the card.

### ***Application of Work***

- 18 percent GPs in Wayanad and 15 percent in Palakkad indicated that NREGS workers are receiving dated receipt for application of work. About 69 percent of the GPs in Palakkad and 18 percent in Wayanad mentioned that the applicants are getting work in time.
- Number of cases (15 % in Palakkad and 12 % in Wayanad) of allocating work outside the 5 K.m. radius has been reported.
- The quota for women (33 %) in the allotment of works from both the districts has been achieved beyond the expected levels.

### ***Unemployment Allowance Details***

- None of the GPs in both the districts paid the unemployment allowance to the eligible non-beneficiaries.
- No due publicity has been given about the provisions of unemployment allowance to the workers, in the event of not receiving works within 15 days of demand.
- Hardly any one was aware of such a provision in the scheme in both the districts and hence they did not make any effort for getting it.
- It is seen that towards avoiding payment of unemployment allowance, several regulatory measures are taken up in both the districts. Some of them are:
  - (i) Delay in issue of job cards to the registered persons.
  - (ii) Non-issue of dated receipt on application for work.
  - (iii) Reluctance to receive applications for work, citing work load.
  - (iv) Intimating the applicants that only after completion of the present list of applications, new applications will be collected.
  - (v) Informing the intended applicants that only after all the previous applicants have been given with 100 days work, new applications would be collected.
  - (vi) Not providing the prescribed form of application for work to the intended beneficiaries.
  - (vii) No publicity regarding the provision of unemployment allowance during the scheme.

### ***Employment Details***

- On an average, a GP from the State generated employment of 27,013 person-days.
- On an average, a GP from Palakkad District generated employment of 12,830 person-days.
- On an average, a GP from Wayanad District generated employment of 37,856 person-days.
- On an average, a GP from the State generated employment of 3,128 person-days to SCs.

- On an average, a GP from Palakkad District generated employment of 2,852 person-days to SCs.
- On an average, a GP from Wayanad District generated employment of 3,339 person-days to SCs.
- On an average, a GP from the State generated employment of 4420 person-days to STs.
- On an average, a GP from Palakkad District generated employment of 526 person-days to STs.
- On an average, a GP from Wayanad District generated employment of 7,397 person-days to STs.
- On an average, a GP from the State generated employment of 16,273 person-days to women.
- On an average, a GP from Palakkad District generated employment of 10,319 person-days to women.
- On an average, a GP from Wayanad District generated employment of 20,825 person-days to women.
- On an average, a GP from the State generated employment of 10 person-days to beneficiaries of land reforms/IAY.
- On an average, a GP from Palakkad District generated employment of 4 person-days to beneficiaries of land reforms/IAY.
- On an average, a GP from Wayanad District generated employment of 15 person-days to beneficiaries of land reforms/IAY.

### ***Household Details***

- 40,927 households demanded employment during 2006-07 in 30 Gram Panchayats from 4 selected blocks of 2 NREGS districts in the State.
- On an average, a GP from the State received demand for employment from 1,364 households.
- On an average, a GP from Palakkad District received demand for employment from 721 households.
- On an average, a GP from Wayanad District received demand for employment from 1,856 households.
- On an average, a GP from the State provided employment to 1,240 households.
- On an average, a GP from Palakkad District provided employment to 692 households.
- On an average, a GP from Wayanad District provided employment to 1,659 households.
- On an average, a GP from the State provided 100 days of employment to 10 Households.
- On an average, a GP from Palakkad District provided 100 days of employment to 5 Households.
- On an average, a GP from Wayanad District provided 100 days of employment to 16 households.

### ***Transparency - Sanction of Works***

- The shelf of projects was prepared in a Special Grama Sabha as indicated by all GPs in Palakkad and 18 percent GPs in Wayanad.
- 82 percent GPs in Wayanad and 62 percent in Palakkad declined that the technical estimate was prepared by the JE in consultation with the residents of the village.
- Updation of GP board with the list of works is not satisfactory in both the districts.
- Minutes of Grama Sabha in which approval of works obtained are maintained at majority of the GPs.

### ***Transparency - Implementation of Works***

- 69 percent GPs in Palakkad conducted an open project meeting before commencement of the work, whereas in Wayanad, it did not happen at 64 percent GPs.
- Muster rolls were available for public scrutiny as indicated by majority of GPs (94 % in Wayanad and 85 % in Palakkad).
- 69 percent GPs in Palakkad and 59 percent in Wayanad reported to carry out daily measurements.
- All GPs in Palakkad and 94 percent in Wayanad remarked that the final measurement of work was done by JE transparently.
- 23 percent GPs in Palakkad and 6 percent in Wayanad indicated regarding the conduct of project meeting after work completion.
- None of the GPs indicated that the work was assigned to a contractor.

### ***Wage Payment Details***

- No GP from both the districts claimed to make the payment to the workers within 7 days.
- Payments to the workers were made through bank accounts only and no cash transaction took place in both the districts.
- 85 percent GPs in Palakkad and 76 percent in Wayanad indicated that no copy of muster roll was displayed in the notice board.
- No compensation was given to the workers in both the districts for late payment.
- 88 percent GPs in Wayanad and 54 percent of GPs in Palakkad conceded that there were instances of workers earning less than minimum wages.

### ***Status of V & MC***

- 69 percent GPs in Palakkad and 18 percent in Wayanad (18 %) indicated that members of VMC made regular visits to the worksite.
- All the complaints received by GPs in Palakkad were addressed whereas it was only one-fourth of the complaints in Wayanad.
- VMCs in all GPs of Wayanad and 85 percent in Palakkad submitted their report. However, field visits revealed that this claim as incorrect.

### ***Audit Records and Accounts Details***

- 62 percent GPs in Palakkad and 53 percent in Wayanad keep all the required documents regarding the work in a file/record.
- None of the GPs claimed to provide the documents for public display and scrutiny, as no social audit is initiated so far.
- All GPs in Palakkad kept documentation of photos at different stages of work unlike Wayanad where this activity was poor.

### ***Worksite Facilities***

- Drinking water was available in all the GPs in both the districts.
- 54 percent GPs in Palakkad and 24 percent in Wayanad provided First Aid kits.
- Period of rest during the work was ensured by 54 percent GPs in Palakkad and 6 percent GPs in Wayanad.
- Shade for resting by workers was provided by 31 percent GPs in Palakkad and none in Wayanad.
- GPs in Palakkad district provided better work site facilities than Wayanad.

## **Beneficiaries Data Presentation and District wise Comparative Analysis**

### ***Identification details***

- 87 percent beneficiaries in Palakkad and 69 percent in Wayanad are women.
- Beneficiaries in the age-group of 36 to 60 years accounted for the largest group – 58 percent in Palakkad and 53 percent in Wayanad.
- Hindus, Muslims and Christians make up about 95 percent, 4 percent and 1 percent of the beneficiaries respectively in Palakkad District where as in Wayanad, the corresponding figures are 70, 19 and 11.
- SC Beneficiaries constitute 29 percent in Palakkad and 15 percent in Wayanad.
- ST beneficiaries constitute 31 percent in Wayanad and 3 percent in Palakkad.
- Nearly 85 percent of the beneficiaries in both the districts are married. The beneficiaries from Wayanad District included one unwed mother also.
- Regarding educational status, illiterates formed a sizeable number in both the districts – 25 percent in Palakkad and 16 percent in Wayanad. At the same time, 28 percent beneficiaries in Wayanad and 23 percent in Palakkad have the qualification of matriculation or more.
- Agricultural labourers formed the major category among the beneficiaries (74 % in Palakkad and 60 % in Wayanad).

- Analysing the identification details of beneficiaries from both the districts, it can be seen that the scheme is, by and large, able to attract the target group as perceived in its objectives.

### ***Household Details***

- Majority of the beneficiary households in both the districts consist of less than 4 members – 58 percent in Wayanad and 54 percent in Palakkad.
- Persons listed in BPL list, 2002 accounted for the majority of the beneficiaries in both the districts – 72 percent in Wayanad and 61 percent in Palakkad. The scheme could attract a significant section of population outside 'BPL' as well – 37 percent in Palakkad and 26 percent in Wayanad. Though they may be just above the 'threshold level of poverty', they also could be covered.
- 58 percent beneficiaries in Wayanad and 42 percent in Palakkad possess 'Red' colour ration card, indicating poor economic status.
- Our field reflections realised that BPL list, 2002 is more reliable source than the colour of ration card, to assess the economic status of beneficiaries.

### ***Landholdings, Electricity, Drinking Water Facilities, etc.***

- Majority of the beneficiaries (83.17 %) in Palakkad own 10 cents and less, whereas in Wayanad, about 56 percent of the beneficiaries own 10 cents and more.
- Majority of the beneficiary households in both the districts are electrified – 62 percent in Palakkad and 59 percent in Wayanad.
- Sanitary facilities are available in 79 percent of beneficiary households in Wayanad and 66 percent in Palakkad.
- Most of the beneficiary households in both the districts (75 % in Palakkad and 60 % in Wayanad) indicated the availability of water within half a Kilo metre.
- Presence of electricity, sanitary facilities and water is a reflection of the welfare schemes of the State/Central Governments and do not necessarily reflect their 'non-poor' status.

### ***Household Income***

- Analysis of annual family income (2005-06) of the beneficiary households indicate that only 32 percent in Palakkad and 15 percent in Wayanad earn more than Rs.22,000.
- Without considering the income from NREGS with the annual family income (2006-07) from the sample beneficiaries, it is noted that 35 percent families in Palakkad and 17 percent in Wayanad earn more than Rs.22,000.
- By considering the income from NREGS along with the annual family income (2006-07) of the sample beneficiaries, it is noted that 49 percent of beneficiary households in Palakkad and 30 percent of households in Wayanad could cross the magic figure of Rs.22,000.

This shows that there is an improvement of annual family income of beneficiary households by 14 percent in Palakkad and 13 percent in Wayanad due to the intervention of NREGS. It is significant to mention that unlike previous wage employment programmes, the result of NREGS on the rural poor in elevating the income of beneficiary household was easily visible.

### ***Awareness and Opinions***

- After NREGS, TSC, IAY and SGSY are the popular programmes in both the districts.
- 17 percent of beneficiaries in Palakkad and 19 percent of beneficiaries in Wayanad received benefits from IAY.
- 15 percent of beneficiaries in Palakkad and 18 percent in Wayanad indicated to receive benefits from TSC.
- Beneficiaries from other schemes like SGSY, RWSP, NOAPS and NMBS are quite low in both the districts.
- Schemes like JGSY, PMGSY, Watershed and NFBS could not even reach any of the beneficiaries in the districts.
- It is noted that NREGS could benefit the rural poor who are generally left out by other RD programmes in both the districts.
- Regarding the immediate requirement, work for wages (43.56 %) has been put forward by the largest group of beneficiaries in Palakkad, followed by sanitation (16.09 %) and house (14.6 %). However in Wayanad, demand for house (29.27 %) is on the top, followed by work for wages (24.39 %) and sanitation (10 %). This indicates that most of the prime needs of the rural poor in Palakkad could be addressed so far, due to the interventions of Government schemes and by other means. But in Wayanad, there is a prime requirement to address the housing needs of the rural poor. The projection of 'work for wages' by the beneficiaries indicates the aptness of initiation of NREGS in the districts.
- Majority of the beneficiaries in both the districts indicated to attend two or more Grama Sabhas (GS) during the last year – 77 percent in Wayanad and 74 percent in Palakkad.
- 87 percent beneficiaries from both the districts expressed satisfaction with the functioning of Gram Panchayat (GP).
- In case of any problem/complaint, majority of them preferred to approach the functionaries of GP - President, members and officials of the local government than other power centres, indicating the these institutions are viewed as 'power centres' by the rural population with increased accessibility and efficiency.

### ***Issues relating to Registration***

- 66 percent beneficiaries in Palakkad and 65 in Wayanad indicated that the first registration was done in a special Grama Sabha.

- 57 percent beneficiaries in Palakkad and 46 percent in Wayanad indicated that the list of persons registered under NREGS was not read out at Grama Sabha.
- 52 percent beneficiaries from both the districts indicated that the registration is still kept open.
- 33 percent beneficiaries in Palakkad and 31 percent in Wayanad mentioned that there are many remaining in their area, yet to be registered. This highlights that despite keeping the registration of persons under NREGS open, there is room for more registration of the rural poor in both the districts. Lack of adequate publicity to the scheme at the rural areas could be a reason.

***Issues relating to Job Cards***

- 74 percent beneficiaries in Palakkad and 72 percent in Wayanad indicated that the Job Cards (JC) were prepared, issued and updated in a transparent manner.
- 41 percent beneficiaries in Wayanad and 26 percent in Palakkad replied that the cards were made available to them within one month of registration.
- Only a very small segment of the beneficiaries (8 % in Wayanad and 1 % in Palakkad) indicated that the JCs were regularly updated.
- 62 percent of the beneficiaries in Palakkad and 38 percent in Wayanad had to bear the cost of photographs affixed in the card.
- A significant segment of persons registered in the scheme (27 % in Palakkad and 13 % in Wayanad) did not receive the cards yet. This could be due to the undue pressure exerted by elected members, officials, political parties and others at the time of registration on non-interested persons.
- ST Applicants in Palakkad and SC/ST applicants in Wayanad are exempted from bearing the cost of photograph, though there are exceptions.
- Our field interventions revealed that the scheme took off in both the districts many months after its official launching, due to various confusions. Initially, the job cards were issued to only those personnel who reached at the worksite for the job. During the field visits, we have come across most of the job cards with no information regarding the date of applying for job, details of work done, number of days worked, etc., implying that it fails to fulfil the intended objective.

***Application for Work Norms and Details***

- Only a small segment of beneficiaries (17 % in Wayanad and less than 1 percent in Palakkad) indicated that the list of works allotted was put on the notice board.
- Receipt of dated receipts for application of works in both the districts is not satisfactory. In most of the places, dated receipt is given only when the work is scheduled. Non-issue of dated receipts

is one of the regulatory measures employed in both the districts towards avoiding payment of unemployment allowance.

- 87 percent of beneficiaries in Wayanad and 43 percent in Palakkad indicated to get work within 15 days of demand. However, it is seen that no receipt is given at the time of submitting the application for work, resulting in virtually impossible to ascertain whether they have received work within the stipulated period.
- Majority of the beneficiaries (87 % in Palakkad and 69 % in Wayanad) from both the districts were women, much beyond the minimum provisions of 33 percent work force from women.
- Only 23 percent beneficiaries in Wayanad and 9 percent in Palakkad indicated that a roaster system on date of application was followed while allocating the works.
- Only a small segment of beneficiaries got the opportunity to work outside the 5 K.m. radius of their village. However, no transport facility was available to majority of them. No additional allowance (10 percent of the minimum wage rate) was provided to them.

#### ***Unemployment Allowance Details***

- Though a large segment of the beneficiaries in the districts (53 % in Palakkad and 11 % in Wayanad) indicated not to receive work within 15 days of demand, none of them received the unemployment allowance.
- None of them were even aware of such a provision and hence they did not make any effort for getting it.

#### ***Transparency - Sanction of Works***

- 51 percent beneficiaries in Wayanad and 43 percent in Palakkad indicated that the works initiated in their village was taken up from the shelf of projects prepared in the Grama Sabha.
- 62 percent beneficiaries in Wayanad and 45 percent in Palakkad indicated that they attended the special Grama Sabha.
- 67 percent beneficiaries in Palakkad and 61 percent in Wayanad indicated that preference/suggestions of Panchayat members were taken into account at the time of plan preparation. However, we have not come across any instance where local MLA/MP was involved in the plan preparatory stage.
- Only a small section of the beneficiaries (23 % in Wayanad and 3 % in Palakkad) indicated that the Junior Engineer (JE) prepared the technical estimate in consultation with the residents of the village.
- Only a very small segment of beneficiaries (6 % in Wayanad and 2 % in Palakkad) mentioned that the GP notice board was updated with the list of works sanctioned.
- Transparency in sanction of works in both the districts has not been achieved to the desired level. However, the element of transparency in sanction of work has been more visible in Wayanad than Palakkad.

### ***Transparency - Implementation of Works***

- Only a small segment of beneficiaries (19 % in Palakkad and 14 % in Wayanad) mentioned about the presence of boards at the worksites with details.
- An open project meeting before the commencement of work was conducted at the worksites as indicated by 40 percent beneficiaries in Wayanad and 18 percent in Palakkad.
- 86 percent beneficiaries Wayanad and 68 percent in Palakkad indicated about the availability of muster rolls at the worksites.
- 53 percent beneficiaries in Wayanad and 31 percent in Palakkad mentioned about the conduct of daily individual measurements at the worksites.
- 65 percent beneficiaries in Wayanad and 46 percent in Palakkad indicated about the conduct of final measurement of work by Junior Engineer (JE) transparently.
- Vigilance and Monitoring Committee (VMC) was constituted at 64 percent in Wayanad and 14 percent in Palakkad. However, visits by the committee members were not made regularly and the committee could not make any tangible impact during the scheme execution.
- Conduct of open project meeting after the work completion was not done properly in both the districts and hardly improved the transparency.
- No contractor involvement was found in both the districts.
- Use of limited machinery was noted (20 % in Wayanad and 3 % in Palakkad) during the work execution.
- Elected members of GPs (42 % in Wayanad and 33 % in Palakkad) played a major role in monitoring and supervision of works.
- Photographs were taken prior to, during and after the work completion in Palakkad (82.43 %) and in Wayanad (35 %).
- It is noted that the transparency in implementation of works is relatively better when compared to erstwhile wage employment programmes. The level of transparency in the implementation of work has been improved when compared to sanction of work in both the districts.

### ***Wage Payment Details***

- On an average, a NREGS worker in Palakkad received 41 days of employment, whereas his/her counterpart in Wayanad received 38 days.
- Only 3 percent beneficiaries in Palakkad and 1 percent in Wayanad received more than 100 days of work.
- The scheme objectives of achieving wage employment of 100 days to all beneficiary households could not be achieved in both the districts mainly due to the delay in initiating the scheme.

- Wage payment could not be paid within a period of 7 days to the workers in both the districts.
- Wage payment in both the districts was made through bank account of the beneficiary only. Delays in conducting valuation, submission of bills and other administrative hurdles caused the delay in both the districts.
- Provision of part-bill payments were not encouraged by most of the engineering staff, resulting in serious hardships to the workers.
- Instances of earning less than minimum wage rate by the workers were reported from both the districts (24 % in Palakkad and 13 % in Wayanad).
- Some banks, officials and Kudumbasree volunteers made laudable efforts to ease the wage payment schedule to the workers (More details are given as cases in 'Key innovations' section in Chapter 6).

### **Non-Beneficiaries Data Presentation and District wise Comparative Analysis**

#### ***Identification Details***

- 80 percent non-Non-Beneficiaries in Palakkad and 45 percent in Wayanad were women.
- Non-Beneficiaries in the age-group of 18 to 35 years are the largest segment (51 %) in both the districts.
- Hindus, Muslims and Christians make up about 82 percent, 12 percent and 6 percent of the non-beneficiaries respectively in Palakkad District where as in Wayanad, the corresponding figures are 65, 25 and 10.
- Non-beneficiaries from SC accounted for 43 percent in Palakkad and 14 percent in Wayanad.
- Non-beneficiaries from ST accounted for 39 percent in Wayanad and 2 percent in Palakkad.
- 78 percent non-beneficiaries in Wayanad and 75 percent in Palakkad are married.
- 22 percent non-beneficiaries in Wayanad and 14 percent in Palakkad are illiterates.
- 55 percent non-beneficiaries in Wayanad and 51 percent in Palakkad are agricultural labourers.
- Analysing the identification details of non-beneficiaries from both the districts, absence of a seasonal calendar for agriculture - NREGS activities, low publicity to the scheme, delay in wage payment, low wage rate when compared to the market rate (for men), poor attractability among the tribal, etc. could be some of the deterrent factors.

### ***Household Details***

- 63 percent non-beneficiary households in Palakkad consist of 4 members, whereas 51 percent of the households in Wayanad consist of 5 to 8 members.
- 67 percent non-beneficiaries in Wayanad and 55 percent in Palakkad find their place in the BPL list, 2002.
- 55 percent non-beneficiaries in Wayanad and 33 percent of the non-beneficiaries in Palakkad possess Red colour ration card, indicating poor economic status.

### ***Landholdings, Electricity and Drinking Water Facilities***

- 84 percent Non-Beneficiaries in Palakkad and 55 percent in Wayanad own 10 cents and less.
- 67 percent non-beneficiary households in Palakkad and 55 percent in Wayanad are electrified.
- 98 percent non-beneficiary households in Palakkad and 96 percent in Wayanad) get drinking water within half Kilo metre.

### ***Household Income***

- Analysis of annual family income (2005-06) of the non-beneficiary households indicate that 53 percent in Palakkad and 73 percent in Wayanad earn less than Rs.22,000.
- The annual income of families earning less than Rs.22,000 during 2006-07 show a reduction in the figures of Wayanad (70.59 %) whereas it remained the same in Palakkad.

### ***Awareness and Opinions***

- After NREGS, TSC, IAY and SGSY are the popular programmes in both the districts.
- 57 percent of Non-Beneficiaries in Palakkad and 43 percent of Non-Beneficiaries in Wayanad received benefits from TSC.
- 21 percent of Non-Beneficiaries in Palakkad and Wayanad indicated to receive benefits from IAY.
- Most of the other schemes could not even reach them.
- 98 percent non-beneficiaries in Palakkad and 94 percent in Wayanad are aware of NREGS.
- Regarding the immediate requirement, work for wages (18 %) has been put forward by the largest group of Non-Beneficiaries in Palakkad, followed by drinking water (16 %), whereas in Wayanad, the priority sectors are house (24 %) and work for wages (14 %).
- 69 percent Non-Beneficiaries in Wayanad and 61 percent in Palakkad indicated to attend two or more Grama Sabhas (GS) during the last year.
- 90 percent of the non-beneficiaries in Palakkad and 65 percent in Wayanad responded that the selection of works under NREGS was done as per the need of local area.

- 84 percent Non-Beneficiaries in Palakkad and 67 percent in Wayanad expressed satisfaction with the functioning of GPs.

### ***Issues relating to Registration***

- Due to the composite efforts of political parties, officials and the campaign managers at various levels, increased registration was witnessed in both the districts.
- Many of the registered workers in both the districts did not collect their job cards indicating that they were not serious about the activity.
- 59 percent non-beneficiaries in Palakkad and 51 percent in Wayanad indicated that the first registration was done in a special Grama Sabha.
- 37 percent non-beneficiaries in Wayanad and 33 percent in Palakkad mentioned that the registration is still kept open.
- 41 percent non-beneficiaries in Palakkad and 35 percent in Wayanad indicated that many persons in their area yet to be registered.
- There is no serious issue observed in both the districts regarding registration.

### ***Issues relating to Job Cards***

- Job cards were not issued immediately after verification of the applications, as there were several confusions at the initial period in both the districts. Only when the confusions got cleared, the job cards were issued.
- Initially the job cards were issued to only those personnel who reached at the worksite for the job.
- Non-issue of job cards by number of registered persons is an issue observed in both the districts, especially among the members of tribal community in Wayanad District. State Minister for Panchayati Raj and Rural Development issued special instructions to the District Collector, Wayanad to provide job cards to members of tribal community on priority and comply.
- Delay in providing job cards is one of the regulatory measures adopted to regulate demand for work and check payment of unemployment allowance in both the districts.
- 65 percent non-beneficiaries in Palakkad and 35 percent in Wayanad indicated that the JCs were issued transparently.
- 24 percent non-beneficiaries in Wayanad and 14 percent in Palakkad mentioned that the Cards were issued within one month of registration.
- 69 percent non-beneficiaries in Palakkad and 39 percent in Wayanad reported to bear the cost of photographs affixed in the card.

### ***Application of Work Norms and Details***

- 14 percent non-beneficiaries in Wayanad and 4 percent in Palakkad indicated that their application for work was received by GP.
- 16 percent non-beneficiaries in Wayanad and none in Palakkad indicated to receive dated receipt for application of work.

### ***Unemployment Allowance Details***

- None of the non-beneficiaries in both the districts indicated to receive the unemployment allowance.
- It is noted that none of them were even aware of such a provision and hence they did not make any effort for getting it. It is seen that towards avoiding payment of unemployment allowance, several regulatory measures are taken up in the districts.

### ***Transparency - Sanction of Works***

- 22 percent non-beneficiaries in Palakkad and 16 percent in Wayanad indicated that the works initiated in their village was taken up from the shelf of projects prepared in the Grama Sabha.
- 35 percent non-beneficiaries in Palakkad and 25 percent in Wayanad indicated that preference of Panchayat members were taken into account at the time of plan preparation.
- Only a very small segment of the non-beneficiaries (4 % in Palakkad and 2 % in Wayanad) hinted about updation of GP notice board with the list of works sanctioned in the area.

### ***Transparency - Implementation of works***

- Presence of boards with the details at the worksites was indicated by none of the non-beneficiaries in Palakkad and about 6 percent in Wayanad.
- Conduct of an open project meeting before work started was indicated by 14 percent non-beneficiaries in Wayanad and 8 percent in Palakkad.
- 29 percent of non-beneficiaries in Palakkad and 24 percent in Wayanad indicated about the availability of muster rolls at the worksites.
- 14 percent non-beneficiaries in Wayanad and 8 percent in Palakkad were aware about the presence of VMC for the Panchayat.
- No contractor involvement was noted during the work execution.
- 29 percent non-beneficiaries in Palakkad and 20 percent in Wayanad indicated about the role of GP functionaries in monitoring and supervision of works.
- 25 percent non-beneficiaries in Palakkad and 12 percent in Wayanad indicated that photo documentation was carried out.

### ***Wage Payment Details***

- 82 percent non-beneficiaries in Palakkad and 76 percent in Wayanad were aware of minimum wage rate fixed by the Government.
- Most of the non-beneficiaries expressed their ignorance about any instance of workers earning less than minimum wage.

### **Implementing Officials Data Presentation and District-wise Comparative Analysis**

#### ***Identification Details***

- Only Gram Panchayats are implementing the works in both the NREGS districts in Kerala. Though, separate works are initiated by Gram Panchayats, Block Panchayats and District Panchayats, all works are implemented by the Gram Panchayats.
- GP implement the works of Block Panchayat and District Panchayat also, falling in their geographical territory.
- Gram Panchayat Secretary, Assistant Engineer, Overseer, Accountant-cum-Computer Operator (ACO) are the officials contacted for canvassing the schedule. In some cases, clerical staff at the GPs looking after the plan works are also contacted.

#### ***Capacity Building and Training Issues and Details***

- Training/workshops were organised in both the districts for orientation of field functionaries on various components like salient features of NREGS, system of registration, issue and updation of job cards, norms for application of work, etc.
- All the implementing officials contacted in Wayanad and majority of them in Palakkad attended the sessions.

#### ***Percentage of Job Seekers employed***

- 40,927 households demanded employment from 4 selected blocks of 2 NREGS districts in the State, out of which 37,206 households were provided during 2006-07.
- On an average, a NREGS district in the State provided employment to 90.91 percent of the households demanded.
- In Palakkad District, 95.97 percent of the demanded households received employment.
- In Wayanad District, 89.4 percent of the demanded households received employment.
- On an average, a beneficiary in Palakkad District received 40.67 days of wage employment during 2006-07.
- On an average, a beneficiary in Wayanad District received 37.65 days of wage employment during 2006-07.

### ***Planning and Implementation Details***

- Only Gram Panchayats are implementing the works in both the NREGS districts in Kerala.
- Separate works are initiated through the Annual Action Plans of Gram Panchayats, Block Panchayats and District Panchayat.
- Only Gram Panchayats are implementing all the works – including those works of Block Panchayat and District Panchayat in their geographical territory.
- District Perspective Plan is not available so far to the Panchayats, though the process has been going on for a long time.
- A special Grama Sabha was called in both the districts to prepare the shelf of works for NREGS for one year. Subsequently, the Panchayats prepared the shelf of works for a period of 5 years to provide to the agency assigned with the preparation of DPP.
- The shelf of works for one year and 5 years have been approved by Panchayats in both the districts.
- After the Administrative Sanction (AS) by the respective GP, it is submitted for Technical Sanction (TS) to the Technical committee at Block level. In some GPs in Palakkad District, the Technical Committees were constituted at GP level itself.
- However, in a large segment of the Panchayats (70.59 %) in Wayanad and a small segment (7.69 %) in Palakkad, the works are taken haphazardly.
- Long-run utility of the works taken in Palakkad District has been satisfactory, whereas it is not so in Wayanad.
- Norms for wage and non-wage component of total cost of works (60 : 40 ratio) has been adhered to in both the districts.
- Cross-entry system of wages paid with the entries in the muster rolls, job cards and employment register has been satisfactory in Palakkad, the same is not properly done in Wayanad, as opined by majority of officials (58.8 %).
- Employment registers and work-wise muster rolls are maintained in majority of the Panchayats in both the districts.
- No work was executed by the contractors in both the districts.
- Use of machinery to accomplish the task was not reported from Palakkad district, whereas a significant (47.05 %) segment of implementing officials reported machinery use during execution.
- Officials from both the districts were unanimous in telling that the Schedule of Rates (SOR) is not conducive for payment of full wages.
- No work-time-motion study is initiated in both the districts.
- No month-wise labour turn over cycle has been prepared in both the districts.
- Regarding utility of assets created during the scheme execution, majority of the officials (53.8 %) from Palakkad indicated that the assets are durable and useful, whereas none from Wayanad indicated so. All officials from Wayanad indicated that the assets created are durable only.

### ***Wage Rate Details for Skilled/Unskilled/Male/Female***

- Wages authorised for unskilled workers under the scheme is Rs.125 and Rs.165 for skilled workers.
- No disparity of wages given to male and female workers has been noted from the field.
- Piece-rate basis is generally adopted. As a result, a worker is paid less than the minimum wages in some cases, after satisfying the measurement of work allotted and done.

### ***VLC Monitoring Information***

- Village Monitoring Committees are constituted in all the Panchayats of both the districts. In Palakkad, ward level committees are also started (for e.g. Akathethara GP).
- According to the officials, VMCs are constituted before the work started.
- However, some of the officials from Palakkad expressed ignorance regarding the composition of the VMC.
- All officials from Wayanad remarked that report of VMC is mandatory along with the completion reports, majority of the officials (76.9 %) in Palakkad indicated otherwise.
- Completed works are reportedly inspected by BPOs and BDOs. Visit by state level officials and District Collector were also reported by some of the officials from Palakkad District.
- No independent evaluation was ever undertaken in both the districts, except one Panchayat in Palakkad district.

### ***Fund release and Systems adopted***

- Regarding fund release to the Panchayats, different practices are being carried out in both the districts.
- In Palakkad, separate accounts at 15 banks are being operated by the JPC and Panchayats are asked to open their NREGS account in any of the banks from the suggested list. As and when the bills are submitted by the Panchayats at the bank, money will be channelised from the controlling bank at the district level. Request for subsequent funds are forwarded through BPO and funds are made available. Understandably, a strict financial monitoring is possible due to this procedure in Palakkad.
- In Wayanad, funds for scheme execution is provided to the NREGS bank account of Panchayat at the beginning itself.

### ***Redressal Mechanisms and Transparency***

- Grievance redressal mechanism are constituted in all Panchayats in Palakkad and most of them (76.5 %) in Wayanad.
- Complaint registers are maintained at the NREGS cells.
- During field visits, it is noted that due follow-up on the complaints received is being carried out. For example, complaint regarding

delay in non-payment of wages to the tribal in a colony at Muthalamada GP of Palakkad by the ex-MLA has been investigated and reply sent at the earliest.

- However, mostly oral complaints are being received at the Panchayats.

### ***Social Auditing Details***

- No social audit has been initiated in any of the Panchayats in both the districts so far.

## **Executing Agency Data Presentation and District-wise Comparative Analysis**

### ***Identification Details***

- Gram Panchayats are executing the works in both NREGS districts in Kerala.
- GP execute the works of Block Panchayat and District Panchayat also, falling in their geographical territory.
- Panchayat Secretary and Superintendent are the officials contacted for canvassing this schedule. In some cases, senior clerical staff at the GPs looking after the plan works are also contacted.

### ***Works Taken Details***

- PRIs are executing the works in both the NREGS districts in Kerala. Separate works are initiated through the Annual Action Plans of Gram Panchayats, Block Panchayats and District Panchayat.
- Only Gram Panchayats are executing all the works – including those works of Block Panchayat and District Panchayat in their geographical territory.
- On an average, a Panchayat from the State initiated 100 works and completed 88 works.
- On an average, a Panchayat from Palakkad District initiated 66 works and completed 51 works.
- On an average, a Panchayat from Wayanad District initiated 127 works and completed 116 works.
- On an average, a Panchayat from the State provided employment to 1240 households.
- On an average, a Panchayat from Palakkad District provided employment to 692 households.
- On an average, a Panchayat from Wayanad District provided employment to 1659 households.

### ***Household Details***

- Prospective workers submit their demand at the Gram Panchayats only in the State. No demand for application of work is entertained at Block Panchayat/District Panchayat.
- 40,927 households demanded employment during 2006-07 in 30 Gram Panchayats from 4 selected blocks of 2 NREGS districts in the State.
- On an average, a Panchayat from the State received demand for employment from 1,364 households.
- On an average, a Panchayat from Palakkad District received demand for employment from 721 households.
- On an average, a Panchayat from Wayanad District received demand for employment from 1,856 households.
- On an average, a Panchayat from the State provided 100 days of employment to 10 households.
- On an average, a Panchayat from Palakkad District provided 100 days of employment to 5 households.
- On an average, a Panchayat from Wayanad District provided 100 days of employment to 16 households.

### ***Funds and Expenditure***

- On an average, a Panchayat from the State received funds to the tune of Rs.40.38 lakhs.
- On an average, a Panchayat from Palakkad District received fund of Rs.20.89 lakhs.
- On an average, a Panchayat from Wayanad District received fund of Rs.55.27 lakhs.
- On an average, a Panchayat from the State made an expenditure of Rs. 35.75 lakhs.
- On an average, a Panchayat from Palakkad District spent Rs. 18.45 lakhs.
- On an average, a Panchayat from Wayanad District spent Rs. 48.98 lakhs.
- On an average, a Panchayat from the State made expenditure on unskilled wages of Rs. 33.18 lakhs.
- On an average, a Panchayat from Palakkad District spent Rs.15.49 lakhs on unskilled wages.
- On an average, a Panchayat from Wayanad District spent Rs.46.71 lakhs on unskilled wages.

### ***Work taken Details with Physical Outputs***

- On an average, a Panchayat from the State completed 18.8 works in the sector of 'Flood control and protection'.
- On an average, a Panchayat from the State completed 18.6 works in the sector of 'Water conservation and harvesting'.
- On an average, a Panchayat from the State completed 18.6 works in the sector of 'Micro irrigation'.

- On an average, a Panchayat from the State completed 16.5 works in the sector of 'Renovation of traditional water bodies'.
- On an average, a Panchayat from the State completed 7.4 works in the sector of 'Land development'.
- On an average, a Panchayat from the State completed 4.9 works in the sector of 'Rural connectivity'.
- On an average, a Panchayat from the State completed 2.3 works in the sector of 'Provision of irrigation facilities to beneficiaries of land reforms/IAY'.
- On an average, a Panchayat from the State completed 0.43 works in the sector of 'Drought proofing'.

### ***Employment Generation Details***

- On an average, a Panchayat from the State generated employment of 27,013 person-days.
- On an average, a Panchayat from Palakkad District generated employment of 12,830 person-days.
- On an average, a Panchayat from Wayanad District generated employment of 37,856 person-days.
- On an average, a Panchayat from the State generated employment of 3,128 person-days to SCs.
- On an average, a Panchayat from Palakkad District generated employment of 2,852 person-days to SCs.
- On an average, a Panchayat from Wayanad District generated employment of 3,339 person-days to SCs.
- On an average, a Panchayat from the State generated employment of 4,420 person-days to STs.
- On an average, a Panchayat from Palakkad District generated employment of 526 person-days to STs.
- On an average, a Panchayat from Wayanad District generated employment of 7,397 person-days to STs.
- On an average, a Panchayat from the State generated employment of 16,273 person-days to women.
- On an average, a Panchayat from Palakkad District generated employment of 10,319 person-days to women.
- On an average, a Panchayat from Wayanad District generated employment of 20,825 person-days to women.
- On an average, a Panchayat from the State generated employment of 10 person-days to beneficiaries of land reforms/IAY.
- On an average, a Panchayat from Palakkad District generated employment of 4 person-days to beneficiaries of land reforms/IAY.
- On an average, a Panchayat from Wayanad District generated employment of 15 person-days to beneficiaries of land reforms/IAY.

### ***Role of executing agencies on different tasks***

- During the implementation, estimates are prepared by the Panchayat officials in both the districts.

- Applications for employment are collected by the NREGS staff at the Gram Panchayats. Job applications from all wage seekers are received even after opening of works in both the districts.
- Piece rate is generally followed in both the districts.
- Periodicity of wage payment is made within a fortnight in most of the Panchayats in Palakkad, whereas the officials from Wayanad reported the payment were delayed more than 21 days.
- Numbered muster rolls received from BPO is being used during the works.
- Cross-entry system of tallying with the entries made in the muster roll and employment register are verified before approving the final bills. Report of the VMC is also a mandatory provision before clearing the final payment in some Panchayats.
- As Job cards are not updated regularly in both the districts, tallying with the information on muster roll and employment register could not be tallied.
- Publicity of key features of the scheme like fixation of wages and wage rate have been given in both the districts, whereas periodicity of payment has been conveniently overlooked in some Panchayats in both the districts.

#### ***Administration and Technical Staff available***

- One contract staff each from Technical side and administrative side has been posted. Assistant Engineer/Overseer looks after the technical side and the Accountant-cum-Computer Operator (ACO) looks after the administrative aspects.
- In some GPs, an additional post of NREGA Co-ordinator has been created for a period of six months, by redeployment of the GP staff.
- It is noted that in some places, the staff appointed for NREGS duties and the regular staff from the PRIs/Rural Development Department has not been properly integrated.

#### ***Infrastructure and Facilities***

- All Panchayats in both the districts have one computer system for use (though not dedicated for NREGS activities) and most of them are with internet facility.
- Though MIS software package is supplied for the day-to-day operations, the same is not being used in most of the Panchayats in both the districts due to non-availability of dedicated system at the disposal of NREGS staff.
- A trained computer operator (ACO) is available in all the Panchayats for data entry, generation of outputs and other administrative works.
- Though internet facility is available at the Panchayats, data flow for recording and furnishing returns to upward channels are in off-line mode only.

### ***Capacity building/Training of Staff***

- Number of capacity building/training sessions were organised in both the districts.
- Separate training sessions for elected members, officials and NREGS staff were organised at Block/District levels.
- Training sessions for technical staff has been organised at District level.
- Separate session for the President and Secretaries of Panchayats were organised at District/State levels.
- However, necessary training to Kudumbasree volunteers, working as field supervisors, has not been organised in both the districts.

### ***Work, Wage and Unemployment allowance details***

- The message about the commencement of work to the workers is generally given by the Ward Members or Kudumbasree volunteers in both the districts. In some GPs, NREGS staff also conveyed the information to the prospective workers.
- Wage payment is made through bank account only. Opening of a bank account for all prospective workers is mandatory, before issue of job cards.
- All payments to the workers are made through bank account only.
- Generally, payment to the workers are made once in a fortnight. But there are several instances, when the wage payment is delayed more than a month in both the districts.
- No unemployment allowance was provided to any non-beneficiaries so far in both the districts.
- It is seen that towards avoiding payment of unemployment allowance, several 'regulatory measures' are taken up in both the districts.

### ***Monitoring Information***

- Monthly progress reports are despatched to BPO regularly, which are consolidated and submitted to JPC (NREGS) at the district level.
- The reports are furnished in a specified format (Annexure B-12) as prescribed in NREGS guidelines in Palakkad District, whereas the same is not being followed by some Panchayats in Wayanad.
- It is noted that handling of data at various levels right from the progress report submitted by the GP to the information put on the website of Ministry of Rural Development has been very poor.
- Serious differences have been observed in the Data received from JPC's office and information put on the NREGA website of MoRD.
- Many Panchayats in both the districts did not keep the copy of the progress reports forwarded to the BPO.
- Handling of data has been relatively better in Palakkad District.
- No independent evaluation was undertaken by third party in Wayanad, whereas some officials reported about independent assessments.

## **Opinion Leaders' Data Presentation and District-wise Comparative Analysis**

### ***Identification Details***

- Political leaders from different levels, Trade Union activists, functionaries of Padasekhara Samithis (Federation of farmers), Community Development Society (CDS) Chairpersons, social workers, etc. were included in this category from both the districts.
- Majority of the opinion leaders from both the districts were from different national and state political parties acting as office bearers at various levels.

### ***Registration Issues and Process***

- All respondents from Wayanad and 80 percent from Palakkad replied that the first registration was done in a special Grama Sabha.
- 60 percent opinion leaders from Wayanad and 40 percent from Palakkad indicated that the list of persons was read out for verification.
- 60 percent respondents from both the districts remarked that the registration is still kept open.
- 60 percent respondents from Wayanad and 50 percent from Palakkad opined that there are still persons to be registered.

### ***Job Card Issues and Details***

- 80 percent and 70 percent opinion leaders from Wayanad and Palakkad respectively indicated that the job cards are issued transparently.
- Issue of job cards within one month was indicated by 70 percent opinion leaders from Palakkad and 40 percent from Wayanad.
- 30 percent respondents from both the districts indicated that the JCs are issued free of cost.
- 70 percent opinion leaders from Wayanad and 40 percent from Palakkad mentioned that there are still persons yet to receive job cards.

### ***Application of Work***

- 90 percent respondents from Wayanad and 70 percent from Palakkad mentioned that the applications for work are being received in GP.
- None of the opinion leader from Palakkad and 70 percent from Wayanad declined that NREGS workers are receiving dated receipt for application of work.
- 80 percent GPs in Palakkad and 70 percent in Wayanad mentioned that the applicants are getting work in time.

- None of the respondents was aware of any instance of payment of unemployment allowance.
- 33 percent quota for women in the allotment of works from both the districts has been achieved, much beyond the expected levels.
- Though some of the respondents in Wayanad were aware of allocation of works outside the 5 K.m. radius from the village, neither any transport facility was arranged for the workers nor any additional allowance was paid to them.

***Unemployment Allowance Details***

- No unemployment allowance was paid to the eligible non-beneficiaries in both the districts.

***Transparency - Sanction of Works***

- 90 percent GPs in Palakkad and 80 percent in Wayanad indicated that the shelf of projects was prepared in the special Grama Sabha.
- 70 percent respondents from Wayanad and 40 percent respondents from Palakkad indicated that the technical estimate was prepared by the JE in consultation with the residents of the village.
- 70 percent respondents from Wayanad and 60 percent from Palakkad remarked that the work was taken up from the shelf of projects.
- 30 percent of respondents from both the districts indicated that the GP board was updated with the list of works painted on it.

***Transparency - Implementation of Works***

- 90 percent GPs in Wayanad and 30 percent in Palakkad conducted an open project meeting before commencement of the work.
- Muster rolls were available for public scrutiny at all times at the worksite as indicated by 90 percent GPs in Wayanad and 60 percent in Palakkad.
- 30 percent respondents from Wayanad and 10 percent from Palakkad indicated about the verification of unloading of materials by the group of workers.
- 80 percent respondents from Wayanad indicated that the measurements were carried out transparently, whereas equal number of respondents from Palakkad disagreed.
- 70 percent respondents from Wayanad replied that the final measurement of work was done transparently, whereas equal number of respondents from Palakkad did not agree.
- Regarding the constitution of V & MC, all the respondents from Wayanad and 50 percent from Palakkad responded positively.
- 20 percent respondents from Wayanad and none from Palakkad indicated that an open project meeting was held after work completion.
- None of the opinion leaders noticed the involvement of contractors.

***Wage Payment Details***

- All respondents from Palakkad and 70 percent from Wayanad remarked that the wage payments could not be made within 7 days.
- 50 percent respondents from Wayanad and 40 percent from Palakkad indicated that the muster roll was available for scrutiny at all times.
- No compensation was given to the workers in both the districts for late payment.
- 60 percent respondents from Palakkad and 50 percent from Wayanad highlighted that payments to the workers are still due.
- 50 percent respondents from Wayanad and 40 percent from Palakkad noticed instances of workers earning less than minimum wages.

***Post-Facto Audit Records and Accounts Details***

- 70 percent respondents from Wayanad and none from Palakkad replied that the documents are maintained properly.
- 80 percent GPs in Palakkad and 40 percent in Wayanad made documentation of photographs of different stages of work.
- 70 percent opinion leaders from Wayanad and 30 percent from Palakkad indicated that the V & MC submitted its report. However, all the reports are not available in the records in both the districts, as revealed by the respondents.
- No social audit is initiated so far in both the districts.

## Chapter 3

### *Quantitative Assessment and Impacts*

In this chapter, an attempt has been made to present the quantitative assessment and impact of NREGS in two districts of Kerala.

#### **Physical progress**

- 2,13,840 households issued with job cards in 2 NREGS districts in the State.
- 94.78 percent of households in the State demanded wage employment were provided during 2006-07.
- 96.89 percent of households in Palakkad District demanded wage employment were provided.
- 92.82 percent of households in Wayanad District demanded wage employment were provided.
- 64.32 percent of the applicants provided with employment in the State during 2006-07 were women.
- 537 households in the State completed 100 days of employment during 2006-07.
- 20.5 lakh person-days of wage employment generated in the State.
- SC beneficiaries received 20.12 percent of total employment generated in the State.
- ST beneficiaries received 12.41 percent of total employment generated in the State.
- Women beneficiaries received 65.7 percent of total employment generated in the State.
- Beneficiaries of land reforms/IAY received 0.49 percent of total employment generated in the State.
- Disabled beneficiaries received 34 person-days of employment.
- 76.86 percent of works initiated in the State during 2006-07 got completed.
- 68.39 percent of works initiated in Palakkad District during 2006-07 got completed.
- 90.53 percent of works initiated in Wayanad District during 2006-07 got completed.
- 'Flood control and protection' topped the list of completed works in the State, followed by 'Renovation of traditional water bodies', 'Micro irrigation' and 'Water conservation and harvesting'.
- 'Micro irrigation' topped the list of completed works in Palakkad District, followed by 'Flood control and protection' and 'Renovation of traditional water bodies'.
- 'Water conservation and harvesting' topped the list of completed works in Wayanad District, followed by 'Flood control and protection' and 'Renovation of traditional water bodies'.

**Table No. III.1: Physical Performance as on 31 March 2007**

<b>Sl. No.</b>	<b>Description</b>	<b>Palakkad</b>	<b>Wayanad</b>	<b>Total</b>
1.	Number of households issued job cards	1,39,684	74,156	2,13,840
2.	Number of households who have demanded wage employment	56,919	48,008	1,04,927
3.	Number of households provided employment	55,150	44,300	99,450
4.	Total Number of applicants provided employment	57,038	56,195	1,13,233
(a)	No. of women provided employment	42,575	30,253	72,828
5.	Total employment generated (in lakh person-days)	11.57	8.93	20.50
(a)	Employment generated (SC)	3.40	0.72	4.12
(b)	Employment generated (ST)	0.49	2.05	2.54
(c)	Employment generated (Others)	7.67	6.16	13.83
(d)	Employment generated (Women)	8.95	4.52	13.47
6.	Number of households which have completed 100 days of employment	255	282	537
7.	Total Number of works initiated	4,860	3,011	7,871
8.	Total Number of Completed Works	3,324	2,726	6,050
(a)	Water conservation & water harvesting	207	905	1,112
(b)	Drought proofing	10	34	44
(c)	Micro irrigation	1,012	202	1,214
(d)	Provision of irrigation facility to land owned by SC/STs, land reforms beneficiaries, IAY beneficiaries, etc.	148	100	248
(e)	Renovation of traditional water bodies	915	445	1,360
(f)	Land development	56	239	295
(g)	Flood control and protection	917	654	1,571
(h)	Rural connectivity	59	147	206

Source: Progress reports from JPCs – Palakkad and Wayanad.

### **Financial progress**

- 70.66 percent of total funds received in the State was utilised during 2006-07.
- 64.07 percent of total funds received in Palakkad District were utilised.
- 82.39 percent of total funds received in Wayanad District were utilised.
- 88.71 percent of total expenditure in the State was spent for meeting unskilled wages.
- 84.81 percent of total expenditure in Palakkad District was spent for meeting unskilled wages.
- 94.09 percent of total expenditure in Wayanad District was spent for meeting unskilled wages.
- 3.46 percent of total expenditure in the State was spent for materials.
- 4.79 percent of total expenditure in Palakkad District was spent for materials.
- 1.61 percent of total expenditure in Wayanad District was spent for materials.
- 25.09 percent of total expenses in the State were made in the field of 'Water conservation and harvesting', followed by 'Flood control and protection' (24.6 %) and 'Renovation of traditional water bodies' (20.64 %) and 'Micro irrigation' (16.24 %).
- 29.56 percent of total expenses in Palakkad District were made in the field of 'Flood control and protection', followed by 'Renovation of traditional water bodies' (24.79 %) and 'Micro irrigation' (23.27 %) and 'Water conservation and harvesting' (12.51 %).
- 41.38 percent of total expenses in Wayanad District were made in the field of 'Water conservation and harvesting', followed by 'Flood control and protection' (17.98 %), 'Renovation of traditional water bodies' (15.11 %) and 'Land Development' (9.5 %).

**Table No.III.2: Financial Performance as on 31 March 2007**

<b>Sl. No.</b>	<b>Description</b>	<b>Palakkad (Rs. in lakhs)</b>	<b>Wayanad (Rs. in lakhs)</b>	<b>Total (Rs. in lakhs)</b>
1.	Total funds received	2528.32	1419.87	3948.19
2.	Total expenditure made	1619.85	1169.88	2789.73
(a)	On Unskilled wage	1373.79	1100.84	2474.63
(b)	On semi-skilled and skilled wages	41.41	1.19	42.6
(c)	On material	77.60	18.83	96.43
(d)	On contingency/Administrative expenses	127.05	49.03	176.08
3.	Total Expenditure : Sector-wise	1492.80	1119.66	2612.46
(a)	Expenditure - Water conservation &	186.77	468.91	655.68

	water harvesting			
(b)	Expenditure - Drought proofing	30.87	14.94	45.81
(c)	Expenditure - Micro irrigation works	347.35	76.89	424.24
(d)	Expenditure - Provision of irrigation facility to land owned by SC/STs, land reforms beneficiaries, IAY beneficiaries, etc.	49.60	23.57	73.17
(e)	Expenditure - Renovation of traditional water bodies	370.18	169.13	539.31
(f)	Expenditure - Land development	39.98	106.39	146.37
(g)	Expenditure - Flood control and protection	441.35	201.32	642.67
(h)	Expenditure - Rural connectivity	26.88	58.48	85.36

Source: Progress reports from JPCs – Palakkad and Wayanad.

### ***Annual plan – District, Block and GPs***

- Separate Annual Action Plan (AAP) is prepared by the Gram Panchayats, Block Panchayats and District Panchayat from each district.
- Demands/projections from the Grama Sabha have been the source of shelf of works at the GP Plans and the Block and District levels have prepared their AAPs out of them only. In addition, certain works cross-cutting number of GPs and Blocks were included in the Block Plans and the District Plan.
- Details like type of work, financial estimate, expected person-days generated, wage component and material component of each work has been prepared in the Action Plan.
- Only Gram Panchayats are implementing the works in both the NREGS districts in Kerala, though separate works are initiated through the Annual Action Plans of Gram Panchayats, Block Panchayats and District Panchayat.
- AAP for Palakkad District Panchayat included two categories of works – Block level works and District level works. It is noted that 284 Block level works and 30 District level works are included in the AAP (2006-07) of Palakkad District Panchayat. Wayanad District Panchayat included 1047 works in the AAP (2006-07).
- AAP of an average Block Panchayat in Wayanad included 2557 works.
- AAP (2006-07) of an average Gram Panchayat in Wayanad included 267 works.

### ***Amount planned for shelves of works***

- A special Grama Sabha was called in both the districts to prepare the shelf of works for NREGS for one year.
- As per the demand of the agency assigned with the task of preparing the District Perspective Plan (DPP), the Panchayats prepared the shelf of works for a period of 5 years also.

- The shelf of works for one year and 5 years has been approved by Panchayats in both the districts.
- AAP (2006-07) of Palakkad District Panchayat took up works at an estimated cost of Rs.31.96 crores.
- AAP (2006-07) of an average Gram Panchayat in Wayanad took up works at an estimated cost of Rs.6 crores.

#### ***Amount planned for person days***

- The Annual Plans prepared by the Panchayats included the projected estimate of employment generation per work also.
- Labour budgeting, prepared in a participatory and scientific manner, would have been the ideal tool for assessing the demand from the people, period of work and availability of manpower as required for this dimension.
- AAP (2006-07) of Palakkad District Panchayat is expected to generate 18.09 crore person-days of wage employment.
- AAP (2006-07) of an average Gram Panchayat in Wayanad is expected to generate 4 lakh person-days of wage employment.

#### ***Wage-material ratio***

- During the initial period, works which gave more priority to wages were taken up for execution in both the districts.
- Norms for wage and non-wage component of total cost of works (60 : 40 ratio) has been generally adhered to in both the districts.
- This aspect has been carefully looked into by the Technical Committee before giving the Technical Sanction to the work.
- Ratio between wage and non-wage component of total cost of works in the State is to the tune of 89 : 11.
- Ratio between wage and non-wage component of total cost of works in Palakkad District is 85 : 15.
- Ratio between wage and non-wage component of total cost of works in Wayanad District is 94 : 6.

#### ***Payment of wages***

- 98.76 percent beneficiaries in Palakkad District indicated that wage could not be received within 7 days.
- 87.07 percent beneficiaries in Wayanad District remarked that wages could not be received within 7 days.

#### ***Payment of unemployment allowance***

- No instance of payment of unemployment allowance to the eligible non-beneficiary has been reported from both the districts during the reference period.

#### ***MBook and payment records***

- The practice of taking daily measurements at the worksite in a transparent manner has been reported by 53.41 percent

- beneficiaries in Wayanad District and 30.69 percent in Palakkad District.
- Majority of the beneficiaries (65.37 %) in Wayanad reported that final measurement of Junior Engineer has been conducted in a transparent manner. The corresponding figures for Palakkad District are 46.04 percent.
- District Schedule rate in a vernacular language has not been published in both the districts.

***Social audit reports***

- No social audit has been initiated in any of the Panchayats in both the districts so far.

**Type of benefits accrued**

***Assessment by the implementing agencies***

- So far, no quantitative assessment has been carried out by the implementing agencies in both the district. Hence, this aspect could not be covered.

***Assessment by District Technical Agencies***

- As no District Technical Agency has been constituted at both the districts in the State, this aspect could not be provided.

***Assessment by the beneficiaries***

- Most of the beneficiaries (91 % in Palakkad and 74 % in Wayanad) interacted replied that the quality of work under NREGS is satisfactory.
- The assets created under the scheme were found durable by 51 and 50 percent beneficiaries from Palakkad and Wayanad respectively.
- A large segment of beneficiaries (48 % in Wayanad and 32 % in Palakkad) commented that the quality of work taken up under NREGS is 'Good/Very Good'. Only less than 1 percent of the beneficiaries in both the districts indicated that the quality of work is 'Poor'.
- 76 percent beneficiaries from Wayanad and 66 percent from Palakkad remarked that the scheme interventions resulted in generating income and employment on a sustainable basis.
- The scheme has resulted in reducing household indebtedness as revealed by 86 percent from Wayanad and 66 percent from Palakkad.
- It is interesting to note that the scheme could check migration of workers from rural to urban area or to other states, as mentioned by 20 percent beneficiaries in Wayanad and 13 percent in Palakkad.
- 58 percent beneficiaries in Palakkad and 53 percent in Wayanad mentioned that the scheme execution influenced in improving water conservation to a great extent.

- A significant segment of beneficiaries (26 percent in Wayanad and 22 percent in Palakkad) opined that the water table of the area has increased after the interventions under NREGS.
- Soil conservation activities in the area have resulted positively as shown by 37 percent beneficiaries from Wayanad and 22 percent from Palakkad.
- Several afforestation works have been taken up in both the districts, as indicated by 14 percent beneficiaries in Palakkad and 6 percent in Wayanad.
- About 29 percent of the beneficiaries from Palakkad and 20 percent from Wayanad highlighted that the scheme made a positive influence on agricultural productivity, which is an important aspect.
- The scheme resulted in achieving overall development of the village as opined by 83 percent beneficiaries in Wayanad and 69 percent in Palakkad.

***Observation***

- Due to non-availability of District Perspective Plan in both the districts, the quantitative aspects regarding Annual Plan, Shelf of works, expected person-days, etc. for the District, Block and GPs could not be estimated in a scientific manner. It resulted in data gaps at various levels and an element of exaggeration in the projections by the panchayats.

## Chapter 4

### Qualitative Assessment and Impacts

#### **NREGA management at different levels - State, district, block, GP levels**

- *At the State level, a State Employment Guarantee Council (SEGC) has been set up headed by the Minister for Local Self Government Department (LSGD). Generally the meetings at the State level are convened by the Principal Secretary, LSGD to review the progress and take necessary steps ahead. Principal Secretary, LSGD is acting as the State Employment Guarantee Commissioner, who also functions as the Member-Secretary of SEGC.*
- *At the District level, District Collector is designated as the District Programme Co-ordinator (DPC) of NREGS. An official in the rank of a Deputy Development Commissioner (DDC) from the Rural Development Department (RDD) is appointed as the Joint Programme Co-ordinator (JPC), who is responsible for planning, implementation and monitoring of the scheme at the District level.*
- *At Block level, a Block Programme Officer (BPO), in the rank of Block Development Officer (BDO), is responsible for the scheme execution.*
- *At the Gram Panchayat level, the Gram Panchayat Secretary is responsible for implementation of the scheme.*

#### **Planning**

- *A special Grama Sabha was called in both the districts to prepare the shelf of works for NREGS for one year.*
- *On demand from the agency assigned with the preparation of District Perspective Plan (DPP), the Panchayats prepared the shelf of works for a period of 5 years also.*
- *The shelf of works for one year and 5 years has been approved by Panchayats in both the districts.*
- *Demands/projections from the Grama Sabha have been the source of shelf of works at the GP Plans and the Block and District levels have prepared their AAPs out of them only.*
- *Separate AAPs are prepared by Block Panchayats and District Panchayats, considering the plans from the GP plans. In addition, certain works cross-cutting number of GPs and Blocks were included in the Block Plans and the District Plan.*
- *Different steps involved in preparation of AAP, through People's Planning, is conveyed to the Panchayats through guidelines from the Local Self Government Department, Government of Kerala.*

- Several varying instructions regarding the preparation of AAP was sent to the Panchayats by the State Government in the initial period of launching of the scheme in the State, which resulted in delay in taking up the implementation.
- District Perspective Plan is not available with the Panchayats in both the districts, so far.
- In Palakkad, an agency was selected on May 24, 2006 for the preparation of Five Year Perspective Plan for Palakkad District and it was asked to submit the DPP within 3 months (by September 28, 2006). The agency requested to extend the period of agreement for further period of 2 months for submitting DPP. The period for submission of DPP has been extended for a period of one month from September 28, 2006. A draft presentation of the DPP was conducted at the district level recently on June 19, 2007. Interactions with the elected members during the field visits gave an impression that they are not happy with the draft plan submitted for their verification. The final DPP is yet to come.
- No initiative was made for the preparation of DPP in Wayanad district. The DPP prepared during the National Food For Work Programme (NFFWP) in Wayanad District has generated lot of controversies and the same has not been approved so far.
- *Our reflection is that the delay in formulation of a DPP is going to be a major weakness in the scheme execution in both NREGS districts in Kerala. Likely to come up in the midst of the scheme execution in the second year, the document may not bring the expected benefits.*

### **Registration and Employment Details**

- Due to the composite efforts of political parties, officials and the campaign managers at various levels, increased registration was witnessed in both the districts.
- Many of the registered workers in both the districts did not collect their job cards indicating that they were not serious about the activity.
- Verification of applications and issue of job cards delayed in both the districts.
- Only ST population is exempted from bearing the cost of photographs in Palakkad district. In Wayanad, both SC/ST applicants were exempted from bearing the cost of photograph, though there are exceptions.
- Job cards were not issued immediately after verification of the applications. Only when the confusions regarding the AAP got over, the job cards were issued. Initially the job cards were issued to only those personnel who reached at the worksite for the job.
- Applications for employment are collected by the NREGS staff at the GPs only and the intimation for jobs are also despatched by them. In some cases, the applications for employment are distributed

through the ward members/Area Development Society (ADS) functionaries of Kudumbasree. One application from one family is generally collected. Date of application for employment is conveniently omitted in most of the GPs in both the districts. This is one of the regulatory measures taken to check the demand of workers for job.

***Type of works and their execution***

- All the works in the AAP (2006-07) was taken as per the sectoral priorities under NREGS.
- Considering expenditure was made in the State in totality, maximum expenses were made in the field of 'Water conservation and harvesting', followed by 'Flood control and protection', 'Renovation of traditional water bodies' and 'Micro irrigation'.
- In Palakkad, maximum expenditure was made in the field of 'Flood control and protection', followed by 'Renovation of traditional water bodies', 'Micro irrigation' and 'Water conservation and harvesting'.
- In Wayanad District, maximum expenditure was made in the field of 'Water conservation and harvesting', followed by 'Flood control and protection', 'Renovation of traditional water bodies' and 'Land Development'.
- Before commencement of the work, a gathering of prospective workers is convened at the worksite/GP/at a convenient place and they were given a brief about the scheme, work and other aspects.
- Area Development Society (ADS) volunteers of Kudumbasree Mission is assigned the task of a supervisor in the worksites, though enough capacity building was not provided to most of them.
- Kudumbasree volunteers fetch the materials to the worksite every day, maintain the muster rolls, make entries in the job cards, keeping of first aid kit, provide water/tea to the workers, make a note on their daily diary about the details of works and number of persons employed and collect the materials at the end of the day. They are responsible for the safe custody of muster rolls and other materials. Generally they keep the job card of each worker also until a work is completed. In some cases, ADS volunteer carried the worker injured at the worksite to the Primary Health Centre/Private hospitals.

### ***Payment of Wages***

- Payment to the workers is made through banks only. A consolidated cheque with the roll of workers with their entitlement and their bank account number is forwarded to the bank.

### ***Periodicity of Wages***

- Generally the payment is made after 14 days only. In some cases, the payment was delayed even upto 25-30 days (For example, in Parambikkulam area of Muthalamada GP, Kollengode Block, Palakkad District, considerable delay in making the payments to the tribal workers was brought to the notice of the DPC by an ex-MLA).
- Delay in taking measurements, submission of muster roll and other work records, approval of final bills and forwarding the cheque to the concerned banks, etc. are the major reasons for delay in payment of wages.
- Delay in receipt of wages is the major complaint among the workers, especially among the tribal, in Wayanad District.
- Generally, tribal demand daily wages for carrying out the work, as they rarely get items on credit due to various factors. This issue could not be properly settled so far in both the districts. In general, a kind of 'insensitivity to the tribal community' during the scheme execution has been noted.

### ***Mode of Payments***

- Payment to the workers is made through banks only in both the districts.
- Number of bank-related issues came up in both the districts during the initial period like non-availability of the notified bank in the GP area, difficulties to open a zero balance account by the GPs, and dishonouring of cheques presented. Timely interventions by JPC and BPOs resulted in settling the issues with bank.
- It is felt that non-availability of information to the workers regarding the 'amount of wages authorised to each person' before they approach the bank is a problem with the bank payment.
- Illiteracy of workers also figures in creating minor difficulties, though most of them are settled with the support of ward members, Kudumbasree volunteers and the bank staff.

### ***Unemployment allowances***

- None of the GPs in both the districts paid the unemployment allowance to the eligible non-beneficiaries.
- Number of regulatory measures is being put to use in both the districts to avoid payment of unemployment allowance to the workers.
- Some of the regulatory measures are:
  - (i) Delay in issue of job cards to the registered persons.
  - (ii) Non-issue of dated receipt on application for work.

- (iii) Reluctance to receive applications for work, citing work load.
- (iv) Intimating the applicants that only after completion of the present list of applications, new applications will be collected.
- (v) Informing the intended applicants that only after all the previous applicants have been given with 100 days work, new applications would be collected.
- (vi) Not providing the prescribed form of application for work to the intended beneficiaries.
- (vii) No publicity regarding the provision of unemployment allowance during the scheme.

***Measurement Books for works***

- One overseer/engineer is appointed on contract basis at the GP/Block level for taking estimates, supervise the progress of work and taking its measurements.
- Engineering staff from the GP/Block carry out the check-measurement. Upto works costing Rs.50,000, overseer carry out the measurement and Assistant Engineer (AE) carry out the check-measurement; in works more than Rs.50,000, AE carry out the measurement and the Assistant Executive Engineer (AXE) carry out the check-measurement.
- At the start of the work, the technical staff indicates the quantum of work to be carried out towards fulfilling the prescribed wages. In between and at the end of the work, the total work is measured and wages calculated. In some places, Kudumbasree volunteers, acting as the work supervisor, is also trained for conveying of measurement of works expected from a worker on each day.
- Reluctance of the technical staff in providing TS and other follow-up activities was a major obstacle faced in the initial period causing delays.
- In many PRIs of Wayanad District, the cost of each work was limited to less than Rs.50,000 by splitting into number of reaches, to avoid the delay in TS and clearance. In one case, a major work has been split into 71 reaches (small works with less than Rs.50,000) to avoid the cumbersome procedures for getting TS from the AXE.
- A special sanction was obtained by number of GPs/Blocks in Palakkad District by constituting Technical Committee at the GP/Block level itself, with the approval of the DPC and District Collector.
- In many GPs, additional technical staff has been appointed on contract basis to facilitate the scheme execution, with a fixed percentage of the fund utilisation as their consultancy charge.
- One technical staff from a GP in Wayanad District received more than Rs.1.2 lakhs from NREGS fund as consultancy charges.

### ***Schedule of Rates (SoR)***

- Presently the PWD rates of work are being considered in both the districts.
- It is noted that there is a need for updation of SoR in both the districts. SoR to be updated for different type of works taken up under NREGS, keeping the productivity norms and measurement norms and also considering the local conditions of soil, slope and geology.
- While devising SoR, special considerations to women and handicapped also be given.

### ***Minimum wage rates***

- Wages to an unskilled worker authorised under the scheme is Rs.125 and there is no disparity of wages given to male and female noted from the field.
- Piece-rate basis is generally adopted in both the districts. As a result, in some cases, a worker is getting wages between Rs.110 – 125, after satisfying the measurement of work allotted and done.

### ***Revision of wages and Time and Motion study for the works and wages***

- There is an urgent need for revision of wages in both the districts, based on a scientific and rational study, keeping the type of works taken up under NREGS at different spatial locations and conditions.
- However, no work-time-motion study has been initiated in both the districts and a schedule of rates is awaited. Attempts are being made to initiate work-time-motion study in NREGS districts in the State.

### ***Overall Impact on income with pre and post-assistance scenario***

- Analysis of annual family income (2006-07) of the beneficiary households with pre and post-assistance scenario indicate that there is a significant improvement in the annual income of beneficiary households (Considering the number of beneficiary households earned more than Rs.22,000) in both the districts.
- In Palakkad District, there is an improvement in the number of beneficiary households crossed the magic figure of Rs.22,000 by 14 percent due to the intervention of NREGS.
- In Wayanad, 13 percent increase in the number of beneficiary households has been noted.
- It is significant to mention that unlike previous wage employment programmes, the result of NREGS on the rural poor in elevating the income of beneficiary household was easily visible.

***Comparison with market and minimum wages and actual wages being paid under NREGS and its impact on demand for work***

- Market wage rates for unskilled wages for men in Palakkad District is in the range of Rs.140 – 200, whereas in Wayanad, it is Rs.110 – 150.
- Market wage rates for women in Palakkad is in the range of Rs.60 – 80 and in Wayanad, it is Rs.60 – 90.
- Minimum wage rate for men in Palakkad and Wayanad Districts is Rs. 140 and Rs.110 respectively.
- Minimum wage rate for women in both the districts is Rs.60.
- Actual wages paid under NREGS in both the districts is Rs.125, with some cut in the wages at some places, depending upon the type of work and measurement practices.
- As the minimum wage rate for men in Palakkad is higher than the NREGS rate, the scheme has less attractability among men in the district.
- NREGS rate has a better standing in Wayanad District when compared to the minimum prevailing wage rate for men, results in attractability of the scheme among men too in the district.
- Demand for work under NREGS among women in Palakkad and Wayanad are very high, keeping in view that the low market and minimum wage rates in the districts.

***Impact of NREGS outside NREGS districts – its impact for demand for work***

- Impact of NREGS outside its functional area could be gauged from the responses of beneficiaries from both the districts in checking migration to urban area and other states.
- A significant reduction in the number of migration has been reported from both the districts, as indicated by 20 percent beneficiaries in Wayanad and 13 percent in Palakkad.
- A marginal rise in prevailing wage rates also have been reported in non-NREGS districts due to the check in migrated labour from NREGS districts.
- Another significant development on the State/District administration is that efforts are initiated to implement SGRY in the non-NREGS districts in the State from the current year (2007-08). This could be viewed as a contagious effect of NREGS in the implementation of other Rural Development Programmes.
- The results of NREGS on the rural poor in NREGS districts in elevating the income of beneficiary household was easily visible unlike previous wage employment programmes, which may be an important factor considered by other Districts in the State.

### ***Gender issues – Key observations on issues related to women participation***

- Women participation during the scheme execution in both the districts of Kerala has been very high, considering the provisions of earmarking a minimum of 33 percent of employment generated to them.
- Out of total employment generated in the State, 65.8 percent of women beneficiaries were included.
- In Palakkad, 77.35 percent women received wage employment, whereas in Wayanad, 50.61 percent women received employment.
- Significantly, Kudumbasree volunteers (all women) are assigned with the task of work supervisor at the worksites. This resulted in improving their managerial, technical and soft skills, marginally.
- No gender consideration seems to have adopted in both the districts for providing work site facilities.
- Provision of keeping a maid for looking after children below 5 years of age at the worksite was rarely seen in both the districts. Mostly the workers used to keep the children at home itself, under the custody of aged relatives. However, in Pudukkottai GP of Malampuzha Block, an 'Aya' was kept for some days, when the workers used to bring small children to the worksites.

### ***Efforts of the district to encourage women participation and its impact***

- Kudumbasree volunteers are actively involved in registering workers in both the districts.
- In most of the parts, the message of work is being sent to the prospective workers through Kudumbasree volunteers.
- Area Development Society (ADS) volunteers of Kudumbasree Mission are assigned to work as a supervisor in each worksite.
- Presence of women work supervisors also was a positive factor in attracting more women workers in various ways.
- Strict adherence to the norms of equal wages for men and women, probably for the first time in the history of implementation of wage employment programmes in Kerala, has resulted in improving the attractability of scheme among women.
- Involvement of women during the scheme execution resulted in many ways (Refer Chapter 6 for more details).

### ***Impact on distress migration***

- A significant reduction in the number instances of migration has been reported from both the districts in the State owing to NREGS interventions.
- Analysing the responses of beneficiaries from Palakkad District showed that 13 percent of them highlighted that the scheme resulted in checking migration to urban areas and other States.

- In Wayanad, about 20 percent beneficiaries remarked that the scheme had a positive influence in checking migration.

### ***Fund management and Accounts***

- Regarding financial management, different practices are being carried out in the districts.
- All Panchayats have an individual bank account for NREGS dealings in both the districts.
- In Palakkad, 15 separate bank accounts at different nationalised and scheduled banks are being operated by the JPC. Panchayats are asked to open their NREGS account in any of the banks from the list. As and when the payment bills are submitted by the Panchayats at the bank, money will be channelised from the controlling bank at the district level.
- Request for subsequent funds from the GPs are forwarded through BPO and funds are made available to them with no delay. Understandably, a strict financial monitoring is possible due to this procedure in Palakkad.
- In Wayanad, JPC is operating only two accounts in the same bank - one each for NREGS execution and training.
- Funds for scheme execution is provided to the NREGS bank account of the concerned Panchayat, as per the demand and scrutiny.
- Due to shortage of funds during the scheme execution in Wayanad districts, funds from NFFWP (Rs.3.19 crores) has been transferred as loan to NREGS account. The money is to be returned to NFFWP funds to settle the various pending payments of NFFW works.
- ACO, a contract staff appointed at the GP/BPO/JPC levels, is responsible for updation and maintenance of accounts, records and registers.
- It is noted that handling of data at various levels right from the progress report submitted by the GP to the information put on the website of Ministry of Rural Development has been very poor.
- Handling of data has been relatively better in Palakkad District.
- Differences have been observed in the Data received from JPC's office and information put on the NREGA website of MoRD.

### ***Monitoring and evaluation systems outcomes***

- Monitoring of the NREGS activities is carried out by conduct of review sessions, seeking periodical progress reports, perusal of documents and undertaking field visits.
- Weekly/Monthly progress reports from each GP is generally sent to the BPO's office, by phone or by mail.
- The system of keeping the progress of work in PRIs of Wayanad District is fairly better. In Wayanad, a proper record of number of days each worker has worked in the field is maintained at most of the GPs.

- Village Extension Officers (VEO), Extension Officers (EO), Block Development Officers (BDO), BPOs and JPC undertake field visits to ascertain the progress of scheme execution. District Panchayat President and DPC also have undertaken visits to the work sites at several parts.
- Regular review meetings are conducted at Block/District/State levels to understand the progress of scheme execution and take necessary measures.
- However, it is felt that the existing monitoring and evaluation is not at all effective.

### ***Transparency and Accountability***

- Vigilance and Monitoring Committees (VMC) are constituted at ward levels, to monitor the work execution in a 'micro approach', with more transparency. The Committee mostly includes the ward member, ADS volunteer and representatives of the local community.
- 'Checks and balance principle' is not adopted in the composition of VMC and its functions are not appreciable.
- Discussions with some of the GP Secretaries in Palakkad indicated that report from VMC is treated as a mandatory provision before clearing the final bills.
- Performance of VMC is not satisfactory in both the districts. Composition and functions of VMC need to be defined properly for the effective functioning of the committee.
- A complaint register is opened at JPC/BPO level to record the grievances. It is known that majority of complaints are made orally. Complaints from elected members and officials of PRIs, leaders of political parties, etc. were found in the complaint register at JPC/BPO in Palakkad District. Action taken against each complaint also has been noted in the register. However, since mostly complaints are received orally, no complaint register is maintained in many GPs.
- Grievance redressal mechanism is functioning reasonably well at JPC/BPO levels in Palakkad district, whereas at GP level, the same is not that effective. The representations/complaints directly received from several quarters are channelised to the respective BPO/GP for the action and follow-up.
- A help-line for grievance redressal was operational at District level in Palakkad, which has been functioning actively till April 2007.
- When compared with Palakkad, grievance redressal mechanism is not functioning effectively in Wayanad.
- No social audit was conducted so far in both the districts. It is known that all the records of NREGS works will be placed in the coming Grama Sabha. A training session was conducted in Wayanad District for the NREGS staff, but the same was not effective.

- Lot of confusions remains at every level about the methodology, procedures and modus operandi to be adopted for carrying out social audit.
- So far, no civil society organisation/academic institution has taken any initiative in involving themselves in carrying out social audit in both the districts.

***Technical resource support for improving quality***

- No District Technical Agency has been constituted at the District level in both the districts.
- However, it is noted that Technical committees were constituted at the GP/Block level in Palakkad District. The committee consists of members from engineering/technical background. The list includes the engineering staff available at the BP/GP and the accredited engineers appointed for NREGS activities. Even retired engineers from the functional area also could find a place in the committee.
- Many GPs in Palakkad formed the Technical Committees and received approval from the DPC (For example, Akathethara GP, Elappully GP and Puduppariyaram GP in Palakkad).
- No Technical Committee at the Block level was constituted in the selected blocks during the study, whereas a Technical Committee at the Block level was constituted at Attappady BP in Palakkad District.
- It is known that the system of constituting Technical Committee at the Block/Panchayat levels and getting the required approval from the DPC has been made to overcome the delay caused in getting Technical Sanction for the works taken up during NREGS execution.

***Convergence and linkages with other programmes***

- Local Self Government Department is the nodal department for implementation of the scheme in both the State.
- Officials drawn from Rural Development Department are placed at key posts at District and Block levels as JPC and BPOs.
- During 2006-07, no other department/agency was involved in the implementation of the scheme in both the districts.
- Efforts are being initiated to make convergence with the programmes of Forest, Agriculture and other departments during 2007-08 in both the districts.

## Chapter 5

### *Process Level Assessment*

#### **Operational Strategies**

- Involvement of Kudumbasree Mission volunteers during the scheme execution at the field levels.
- Appointment of independent technical and administrative staff at GP/Block levels.
- Adherence to the priority of works, despite pressure from various quarters to give priority to rural connectivity.

#### **System adopted to capture demand**

- The message of NREGS was conveyed to the community through Grama Sabhas, meetings of Neighbourhood Groups of Kudumbasree Mission, posters, banners, cinema slides, etc. in both the districts. Political parties and class and mass organisations affiliated to them also played a significant role.
- Annual Action Plans (AAP) is prepared based on the proposals and suggestions from Grama Sabhas in each GP. Block and District level AAPs are prepared considering the AAPs of GPs within their respective geographical boundaries.
- Preparation of a 'Perspective plan' and 'Labour budgeting' through a participatory process among the population would have been other options for capturing demands.
- Preparation of the Perspective Plan (PP) is not yet finalised in Palakkad and the same is not yet initiated in Wayanad. The PP prepared during the National Food For Work Programme (NFFWP) in Wayanad District has generated lot of controversies and the same has not been approved so far.
- Though a format of labour budgeting has been prepared in the middle of scheme implementation, its utilitarian value is doubtful. No scientific and rational analysis seem to have been done while preparing the document.
- It is felt that preparation of a detailed and comprehensive labour budget is a pre-requisite of NREGS execution, particularly to protect the interest and survival of peasantry. Some level of dissatisfaction is noted among the peasantry during the scheme execution due to the potential scarcity of getting agricultural labourers.
- Demand generation has been very low in Palakkad when compared to Wayanad District, which is a prime indicator of poor publicity and other awareness building measure among the rural poor.

#### **System Adopted to Provide Employment**

- Applications for employment are collected by the NREGS staff at the GPs only and the intimation for jobs are also despatched by them.

- In some cases, the applications for employment are distributed through the ward members/Area Development Society (ADS) functionaries of Kudumbasree. One application from one family is generally collected.
- Date of application for employment is conveniently omitted in most of the GPs in both the districts. This is one of the regulatory measures taken to check the demand of workers for job.

### ***Capacity Building of the personnel***

- Number of capacity building/training sessions were organised in both the districts.
- Separate training sessions for elected members, officials and NREGS staff were organised at Block/District levels.
- Training sessions for technical staff has been organised at District level.
- Separate session for the President and Secretaries of Panchayats were organised at District/State levels.
- State Institute of Rural Development (SIRD), District administration and Kerala Institute of Local Administration (KILA) are the main agencies involved in the training.
- Necessary training to Kudumbasree volunteers, working as field supervisors, has not been organised in both the districts.
- According to some elected members, many sessions were organised on an ad-hoc basis and did not result in clearing their doubts regarding the operational aspects of the scheme.

### ***Posting of NREGA officials as per the guidelines***

- The post of 'Gram Rozgar Sevak' has not been available in both the districts.
- Instead, two contract staffs, one Accountant-cum-Computer Operator (ACO) and an Overseer/Assistant Engineer (AE) were appointed as NREGS staff. Overseer/AE looks after the technical side and the ACO looks after the administrative aspects.
- In many GPs, more than one technical staff was appointed as part-time consultants to facilitate estimate preparation, technical supervision, taking measurements and finalising the bills without delay.
- In some GPs, an additional post of NREGA Co-ordinator has been created for a period of six months, by redeployment of the GP staff.
- In most of the Blocks, one AE and one ACO were posted for NREGS duties to assist BPO.
- It is observed that in the absence of any one or more posts falling vacant at the block/GP levels, some internal re-organisation of manpower from the Panchayats also has been cited.
- At the District level, JPC is assisted by one ACO. Secretarial assistance to JPC is provided by PAU (erstwhile DRDA) in both the districts.

### **Policy environment**

- *State Employment Guarantee Council, headed by the Minister for Local Self Government, is the highest body responsible to ensure that all activities required to fulfil the objectives of NREGA are carried out. The body advise the State Government on the implementation of the Scheme.*
- *SEGC meetings are convened by the Principal Secretary, LSGD to review the progress and take necessary steps ahead.*
- *Principal Secretary, LSGD is acting as the State Employment Guarantee Commissioner, who also functions as the Member-Secretary of SEGC.*

### **Planning process-Perspective plans**

- *A special Grama Sabha was called in both the districts to prepare the shelf of works for NREGS for one year.*
- *Demands/projections from the Grama Sabha have been the source of shelf of works at the GP Plans and the Block and District levels have prepared their AAPs out of them only.*
- *Separate AAPs are prepared by Block Panchayats and District Panchayats, considering the plans from the GP plans. In addition, certain works cross-cutting number of GPs and Blocks were included in the Block Plans and the District Plan.*
- *Different steps involved in preparation of AAP, through People's Planning, is conveyed to the Panchayats through guidelines from the Local Self Government Department, Government of Kerala.*
- *On demand from the agency assigned with the preparation of District Perspective Plan (DPP), the Panchayats prepared the shelf of works for a period of 5 years also.*
- *The shelf of works for one year and 5 years has been approved by Panchayats in both the districts.*
- *District Perspective Plan (DPP) is not available with the Panchayats in both the districts, so far.*
- *In Palakkad, an agency was assigned with the task of preparation of a DPP. The work is going on for more than one and a half year. A draft presentation of the DPP was conducted at the district level recently on June 19, 2007. The final DPP is yet to come.*
- *No initiative was made for the preparation of DPP in Wayanad district. The DPP prepared during the National Food For Work Programme (NFFWP) in Wayanad District has generated lot of controversies and the same has not been approved so far.*

### **Institutional set up – at different levels**

- *At the State level, a State Employment Guarantee Council (SEGC) has been set up headed by the Minister for Local Self Government Department (LSGD). Principal Secretary, LSGD functions as the*

- Member-Secretary of SEGC who convene the meetings at the State level to review the progress and take necessary steps ahead.*
- *At the District level, District Collector is designated as the District Programme Co-ordinator (DPC) of NREGS. An official in the rank of a Deputy Development Commissioner (DDC) from the Rural Development Department (RDD) is appointed as the Joint Programme Co-ordinator (JPC), who is responsible for planning, implementation and monitoring of the scheme at the District level. JPC is assisted by an Accountant-cum-Computer Operator (ACO), who is appointed on contract basis. Additional secretarial support to the District NREGS Cell is provided by PAU.*
  - At Block level, a Block Programme Officer (BPO), in the rank of Block Development Officer (BDO), is responsible for the scheme execution. The BPO is assisted by an Assistant Engineer (AE) in technical activities and an ACO in administrative activities. Both AE and ACO are NREGS staff appointed on contract basis.
  - At the Gram Panchayat level, the Grama Panchayat Secretary is responsible for implementation of the scheme. The Secretary is assisted by an Overseer and an ACO, who are also appointed on contract basis.

### ***Selection of work***

- Selection of works has been made from the shelf of works proposed by the Grama Sabha and later approved by the Panchayat.
- Annual Plans are made out of the shelf of works, based on the priorities.
- Priority sectors are conveyed to the Panchayats through a guideline issued from the Local Self Government Department.
- Approval of AAPs submitted by the Panchayats, followed by necessary financial allocations is also done by the DPC.

### ***Implementation process***

- After the Administrative Sanction (AS) by the respective GP, it is submitted for Technical Sanction (TS) before the Technical Committee at the Block level. In Palakkad District, Technical Committees are constituted at GP level itself.
- On satisfying both AS and TS, the work can be implemented.

### ***Assessment by the wage seekers/demand for job***

- Demand for job is generated among the rural population using awareness building, publicity, etc. Grama Sabhas, meetings of Neighbourhood Groups of Kudumbasree Mission, posters, banners, cinema slides, etc. were widely used in both the districts. Political parties and class and mass organisations affiliated to them also played a significant role in generating the demand for job.

- Demand for job has been noted in both the districts during the scheme execution, which has been manifested in additional registration of names after starting of the works in many parts in both the districts.
- However, the demand generation has been very low in Palakkad when compared to Wayanad District.

### ***Labour budgeting***

- Only a format for labour budget has been prepared at various levels, but its utilitarian value is doubtful. No scientific and rational analysis was made while preparing the labour budget
- It is felt that preparation of a detailed and comprehensive labour budget is a pre-requisite of NREGS execution, particularly to protect the interest and survival of peasantry.
- Due to the potential scarcity of agricultural labourers during certain seasons has resulted in dissatisfaction among the peasantry in both the districts, especially in Palakkad.

### ***Distribution of work amongst job seekers and whether shelf of works adequate to meet the demand for job***

- Wherever feasible, workers from same ward of a GP are called for the works taken up in that area.
- In the absence of non-availability of required labour from the same ward, workers from the nearby wards are also called in.
- As far as possible, workers are provided work in the nearby areas of their dwelling.
- The shelf of works available with the Panchayats is presently adequate to meet the demand for job in both the districts.
- However, some regulatory measures are taken in both the districts at the field level to regulate the demand and payment of unemployment allowance, which are explained elsewhere.

### ***Amount planned for person days***

- The Annual Plans prepared by the Panchayats included the projected estimate of employment generation per work also.
- Labour budgeting, prepared in a participatory and scientific manner, would have been the ideal tool for assessing the demand from the people, period of work and availability of manpower as required for this dimension.

### ***System adopted for maintenance of records/registers at different levels***

- At each level, an Accountant-cum-Computer Operator (ACO) is appointed on contract basis to look after administrative duties.
- Necessary orientation sessions to the administrative staff to equip them to perform in their desired role.

- The system of keeping records and registers at the Block level is relatively better in Palakkad District whereas it is not satisfactory in Wayanad.
- It is noted that handling of data at various levels right from the progress report submitted at various levels in Wayanad District has not been satisfactory.
- Differences have been observed in the Data received from JPC's office and information put on the NREGA website of MoRD.

#### ***System for cross-verification of entries***

- Cross-entry system of tallying with the entries made in the muster roll and employment register are verified before approving the final bills.
- As Job cards are not updated regularly in both the districts, tallying with the information on muster roll and employment register could not

#### ***System adopted for providing worksite facilities and actual provision noticed at worksite***

- Kudumbasree volunteers are involved in providing worksite facilities to the workers, to a certain extent.
- They bring the tools and implements to the worksite and collect the same after end of day's work in both the districts.
- In majority of the worksites in Palakkad District, they are keeping a first aid kit and also provide water/tea to the workers as per their demand.
- In some cases, ADS volunteer carried the worker injured at the worksite to the Primary Health Centre/Private hospitals.
- GPs in Palakkad District are relatively better in providing worksite facilities to the workers.

#### ***Monitoring issues***

- Monitoring of the NREGS activities is carried out by conduct of review sessions, seeking periodical progress reports, perusal of documents, undertaking field visits and constituting Vigilance and Monitoring Committees (VMC).
- Weekly/Monthly progress reports from each GP are generally sent to the BPO's office, by phone or by mail.
- The system of keeping the progress of work in PRIs of Wayanad District is fairly better. In Wayanad, a proper record of number of days each worker has worked in the field is maintained at most of the GPs.
- JPC, BPO and other officials of Rural Development Department make visits to the worksites in both the districts.
- District Panchayat President, District Collector and State level officials have also visited various worksites in Palakkad.

- However, before approving the final bills, entries in the muster roll and employment register are tallied.
- In general, monitoring system in both the districts is lacking as the required minimum verification of works could not be carried out by State/District/Block level Officials.

### ***Social Auditing and vigilance***

- No social audit was conducted so far in both the districts. It is known that all the records of NREGS works will be placed in the coming Grama Sabha.
- A training session was conducted in Wayanad District for the NREGS staff, but the same was not effective.
- Lot of confusions remains at every level about the methodology, procedures and modus operandi to be adopted for carrying out social audit.
- So far, no civil society organisation/academic institution has taken any initiative in involving themselves in carrying out social audit in both the districts.

### ***Vigilance and Monitoring Committee (VMC) System and Practice***

- VMCs are constituted in most of the GPs in both the districts at Panchayat level. Mostly Presidents, Standing Committee Chairpersons and Kudumbasree Chairperson and Secretary are included in the committee.
- VMCs are constituted at ward level also in some GPs in Palakkad District.
- VMC at ward level include the ward member, ADS volunteer and some more members. 'Checks and balance principle' is not adopted in the composition of VMC and its functions are not appreciable.
- Reports by the VMC are also insisted as a mandatory provision for clearing of bills in some GPs in Palakkad.
- Work verification by VMCs is not meticulously carried out and the reports filed in the work file.
- Elected members from the Panchayat should not be included in the VMC at both GP and ward levels. And the VMC to submit the report to the Gram Panchayat Committee at regular intervals.

### ***Wage distribution, Wages for Women and Transparency in Payment***

- Payment to the workers is made through banks only in both the districts. A consolidated cheque with the roll of workers with their entitlement and their bank account number is forwarded to the bank.
- Equal wages are paid to both men and women, probably for the first time in the history of wage employment programmes in Kerala.

- Transparency in making payment to the workers is satisfactory as payments are made through bank accounts of the workers only. Even then, unauthorised way of getting money by manipulation of muster rolls, etc. has been noted (Refer Chapter 6 for more details).
- No list of workers with their wages sanctioned is displayed at most of the GPs in both the districts resulting in lot of confusions among the workers.
- It is felt that non-availability of information to the workers regarding the 'amount of wages authorised to each person' before they approach the bank is a problem with the bank payment.
- Illiteracy of workers also figures in creating minor difficulties, though most of them are settled with the support of ward members, Kudumbasree volunteers and the bank staff.

### ***Sectoral co-ordination***

- No specific attempt was made in both the districts towards achieving sectoral co-ordination.
- This aspect may be considered in the District Perspective Plan (DPP), which is yet to come.

### ***Community/People's Participation and Empowerment Mechanism***

- A special Grama Sabha was called in both the districts to prepare the shelf of works for NREGS for one year and 5 years respectively.
- Several participatory systems, institutions and procedures have been developed in both the districts to improve community participation.
- Awareness building sessions through Grama Sabha, involvement of neighbourhood groups of Kudumbasree mission at various levels, institution of Panchayat and Ward level VMCs, constitution of Task Force at District/Block/GP levels, etc. are some of the measures initiated to improve people's participation.
- Experience gathered by the State from People's Plan Campaign (PPC) and Kerala Development Programme (KDP) during the past decade has certainly acted as a guiding force during the scheme execution at various stages and levels.
- However, it is seen that many systems/institutions/practices initiated at different levels are not functioning to the expected levels. For example, VMCs and Task Force Committees.
- Thrust on community participation needs to be improved in both the districts.

### ***Accountability mechanism adopted at each level***

- Photographs are taken prior to, during and after the completion of works in many GPs in Palakkad District.
- List of works, muster roll, wage payments, cost of material purchases, etc. are not displayed at the GP notice board.

- So far, no social audit has been carried out in any of the GPs in both the districts.
- Thrust on accountability mechanism needs to be improved considerably in both the districts.
- Lot of confusions remains at every level about the methodology, procedures and modus operandi to be adopted for carrying out social audit.
- So far, no civil society organisation/academic institution has taken any initiative in involving themselves in carrying out social audit in both the districts.

***Grievance Redressal mechanism at each level, periodicity of disposal***

- A complaint register is opened at JPC/BPO level to record the grievances. Complaints from elected members and officials of PRIs, leaders of political parties, etc. were found in the complaint register at JPC/BPO in Palakkad District.
- Complaint register is not being maintained at the GP level. Most of the complaints are received orally.
- Grievance redressal mechanism is functioning reasonably well at JPC/BPO levels in Palakkad district, whereas at GP level, the same is not that effective.
- The representations/complaints directly received from several quarters are channelised to the respective BPO/GP for the action and follow-up.

***Issues of operational leakages***

- Non-availability of District Perspective Plan.
- Non-conduct of work-time-motion study.
- Absence of a scientific and rational labour budgeting, keeping the seasonal calendar, availability of labour, etc.

## Chapter 6

### *Field Evidences and Experiences*

#### **Lessons learnt**

Some of the lessons learnt during the study have been indicated below using brief case studies.

#### ***Difficulties of a tribal worker***

Mr. Kunjappan lives at Ward No. 7 in Pozhuthana GP of Kalpetta Block in Wayanad District. He belongs to 'Paniyar' tribal community. During the field visits through Pozhuthana GP on 27 June 2007, the DLM team members came into contact with him. He came to the NREGS cell of the GP to inform regarding the receipt of two JCs in his name. Discussions with him brought out several difficulties faced by an average tribal worker during the scheme execution. He came to know about the scheme from a member of a group of people working in the ward area. After finding out about the scheme, he approached the GP office to register his name for job. But he was made to visit the office several times before registering, by telling some frivolous reason in each visit. Another major difficulty described by Kunjappan pertains to payment of wages. It is noted that almost all the tribal used to live on daily wages from different activities. It is known that tribal members are hardly given grocery and other goods on credit from the market, unlike persons from the general community. It is seen that wages were paid in many cases on completion of work only and no part-payment was generally provided to the workers. This led to a delay from 20 to 25 days in some cases. In addition, payment of wages through bank account has not been favourable to the tribal due to many reasons. Firstly, the bank is located quite far from their dwelling place – about 6 kilometres away. In many cases, making withdrawal from bank tend to consume one whole day for them. Similar is the plight of many workers from tribal communities living in the area like 'Karumar', 'Kattunaikkar', 'Kurichiya' and 'Paniyar'. All these practical hindrances faced by the tribal workers during the NREGS execution could be effectively overcome provided there is enough sensitivity of tribal issues by all concerned.

#### ***Lack of focus to attract the tribal towards the scheme***

Ms. Meena Noochan belongs to 'Paniya' community among the Schedules Tribes and lives in Mooteri colony in Edavaka GP of Mananthavady Block in Wayanad District. Her family consists of 5 adults who are generally engaged in agricultural labour. Discussions with Meena and her family members revealed that so far they have not registered their names with the GP. In the past, once they were informed by the ADS volunteer to approach GP for registering their names for jobs under the scheme, but they were not convinced. Interactions with them

indicated that no attempt has been made by the GP to register them during the scheme. Role of ST promoters has also not been very promising in the area. Most of the community members complained that ST promoter comes to the area hardly once in 2 - 3 months. An overall impression gathered is that no focussed attempt has been made in the area to attract the tribal towards the scheme.

### ***Difficulties of a non-beneficiary***

Mr. NP Velayudhan is a non-beneficiary from Ward No.6 (JC No.06/097) in Muppainadu GP of Kalpetta Block in Wayanad District. He is a widower and has only one daughter who is studying at Plus two. Interactions with him brought out an interesting aspect. He explained his daily activities and indicated that money is required to be spent for bus fare to his daughter and other household activities. He indicated that in a family with only one earning member, going for NREGS work is next to impossible as the wage payment is delayed in most of the cases, beyond two weeks even. In this context, he is forced to look for alternative jobs that will fetch him daily wages than to involve in NREGS works with no specific time frame for wage distribution. This case points to the need for regulating the wage distribution to the workers at least once in a week, by employing suitable strategies, procedures and techniques.

### ***Fabrication of Muster Roll***

'Okkarappallam Rugmini's Pond' and 'Okkarappallam Vijayan's Pond' are some of the works taken up at Ward No.14 in Elappully GP of Malampuzha Block in Palakkad District during 2006-07. These works were desilting of ponds taken up at an estimated cost of Rs.4.92 lakhs and 3.48 lakhs respectively. During the perusal of documents as part of the field verification, it is noted that in the first work, a total of Rs.4,54,872 was utilised which includes Rs.88,615 as the cost of materials and skilled labour. There is no doubt that it is well within the specified guidelines to earmark not more than 40 percent of the total cost of the work towards the materials and skilled labour. But the present question is about the operationalisation of skilled labour force and their schedule for payment. Discussions in the field revealed that a total of 8 skilled workers from the nearby Kodumbu GP were involved in both the works. Ward member Mr. Sunil Kumar, who is a contractor himself, has been actively behind the execution of these works. Discussions with the Ward Member revealed that a sum of Rs.250 was paid to the skilled labourer as is the local wage rate. As per the prevalent PWD rates, a sum of Rs.165 can be paid to a skilled worker. In this context, how this issue was addressed is the pertinent question. It is known that Muster Roll has been fabricated by indicating additional working days to facilitate the payment of skilled labourers, though the NREGS staff and the members did not provide a satisfactory reply. Member put up an argument that as the skilled labourers work more than the specified measurements, they are paid with more than the specified amount. This case highlights the

need for providing the 'locally prevalent rate for skilled labourers' towards avoiding the cases of malpractices in muster roll.

### ***Discouraging mentality towards the tribal***

During the field visits through Pozhuthana GP of Kalpetta Block in Wayanad District, DLM team interacted with one of the tribal families ('Paniyar' community) from Ward No.6, who came to the GP office in search of any employment. Mr.Gopalan, Ms. Lakshmi and Ms. Prabha were met by the DLM team on June 27, 2006 at the NREGS cell of Pozhuthana GP. Discussions with Mr. Gopalan indicated that he got his name registered long time back, but could not get his job card so far. When he approached the GP office earlier for JC, he was told by the NREGS staff to meet the 'ADS member'. He was in search of ADS member for many days as he was not familiar with the Kudumbasree set-up. After finding the ADS member, he was told that the JC has been handed over to another person – Mr. Thulasi. He could not get the JC despite contacting Thulasi number of times and on the last time when he met, he was told that the JC is non-traceable. Then, he decided to register names of his wife and sister and came to the GP office. That was the time when the DLM team met him along with his family. Interactions with the family members revealed that many such tribal families in the GP area did not get the JC so far, ultimately depriving of any chances of getting job as well. The present case points out the not-so friendly attitude generally adopted towards the tribal during the scheme execution.

### **Case studies**

Certain significant case studies have been given below towards portraying the field realities.

#### ***A check to migration***

Neeravaram is an area situated at Ward No. 5 in Panamaram GP of Mananthavady Block in Wayanad District. During the field visits through the area, it is noted that elephant trenches have been dug as part of the scheme. Eight families from the area have received more than 100 days of employment. In addition, maximum number of workers received employment during the scheme belonged to this ward. Discussions with the beneficiaries indicated that the scheme resulted in finding solutions to issues of unemployment in this area significantly. It is known that generally number of labourers from this region used to migrate to Kodagu area of Karnataka for jobs of ginger cultivation for at least two months in a year. However, during the present season, hardly anyone from this area migrated to Kodagu as most of them received wage employment under NREGS for more than 100 days and earned a sizeable amount. Similar check on migration has been reported from various other parts of Panamaram GP during the field visits.

### ***Members of erstwhile royal families participate in the work***

Ms. Janaki, 42 years, is a resident of No.III/180, Vadakke Cherukothilam House of Ward No.3 in Akathethara GP of Malampuzha Block in Palakkad District. She is a member of erstwhile Palakkattussery royal family of Palakkad District. Her family consists of her husband, Bheeman (45 Years) and children, Biju (24 years), Ramdas (22 years) and Devi (20 years). Since the introduction of land reforms, they are living in a very deplorable state and the condition of their dwelling place is the best example of their current status. Bheeman is working as a cook at the nearby Engineering College and used to earn Rs.1500 per month. Biju has completed a Panchakarma course recently and is unemployed. Ramdas is working as a room boy in a tourist home. Devi is a final year degree student. When they came to know about NREGS from the GP member, Janaki registered her name at the GP office. She was issued with a job card bearing Sl.No. KL-06-008-001-003/076 and is having the bank account at Indian Bank, Akathethara (SB A/C No.14177). Discussions with her indicated that she worked for 97 days under the scheme and so far received Rs.7500/- Wages for number of days worked during the recent past has not been received yet. She mentioned that initially she was very much reluctant to come out for such public works, due to the presence of certain inhibitions. She started involving with the scheme, when a temple pond was taken up for removal of silt. After involving herself with the work for some days, she could overcome the inhibitions. From then on, she was fully involved in all the works taken up in her area. She viewed this as a 'Panchayat work', with lot of dignity attached to it unlike regular public works. After seeing her involved in NREGS works and earning a sizeable income, number of relatives and neighbours also joined the programme. It is known that about 15 to 20 royal families are engaged in NREGS works in the area.

### ***Detection of a malpractice in Muster roll***

ADS volunteers used to carry out the general supervision of works during NREGS in all GPs. Recording of attendance in muster roll, provision and maintenance of tools and implements, maintaining entries in job cards, communicating the daily attendance to GP office, preparation of work summary, and general supervision of activity carried out, etc. are some of the major functions of ADS volunteers. One ADS volunteer used to be employed at each worksite to carry out the general supervision of work up to 50 workers. Ms.Fareeda was one of the ADS volunteers functioning in Ward No.10 in Puthuppariyaram GP of Malampuzha Block in Palakkad District. On receipt of complaints from the workers regarding drawing of additional wages by Fareeda, the former President of the Puthuppariyarm GP conducted an enquiry. It revealed that Fareeda used to make extra entries in the muster roll, thus paving way for additional wages. After confirmation of this malpractice, she was forced to return

the money beyond her authorised quota and was also removed from the general supervisory functions of NREGS.

### ***Payment for technical supervision***

Discussions with the NREGS staff and perusal of documents concerning NREGS at Edavaka GP of Mananthavadi Block in Wayanad District revealed that a sizeable amount has been spent in the area for technical supervision. It is known that Ms. MJ Thresiamma, a retired engineer from the area was included in the Technical Committee constituted at the GP level, with the concurrence of District authorities. The GP Secretary, by an order issued on 20 October 2006, has authorised the retired engineer to carry out technical supervision of all NREGS works ranging from estimate preparation, work supervision, preparation of bill, etc. From the available records, it is seen that up to 31 March 2007, an amount of Rs.1,12,748 was provided to the Retired Engineer for the technical assistance provided. It is known that towards the preparation of estimates, 0.5 percent of the total estimated value of the work is provided and for work supervision and other aspects, additional 0.5 percent of the actual value of work done has been provided. In many places, this has been a bone of contention between the NREGS technical staff on contract basis and such technical consultants.

### ***Drawing undue benefits***

Interactions were held with the beneficiaries of Ward No. 3 in Thariyode GP of Kalpetta Block in Wayanad District during the impact assessment study of NREGS. This ward has a large population of tribal community members and significantly very less NREGS work has been taken up in this ward of Thariyode Panchayat. A typical case of malpractice was noted during the scheme implementation in the area. Ms. Leela Mohan, ADS Volunteer and Mr. Arakkaparmbil Sibi, Secretary of Ward Development Committee used to visit the worksite every day morning and sign the Muster Roll kept at the site for all days for that work. After signing the Muster Roll, they used to go for their personal jobs. Finding them at the bank for drawing of wages, other workers protested and they could not draw the money from Bank. This incident was widely reported in the local dailies resulting in removal from their respective positions by the Grama Panchayat Committee.

### ***Difficulties from the employer***

Ms. Janaki Kalan is one of the NREGS beneficiaries from 'Kattunaikkar' ST community interacted by the field investigators during the visit through Wayanad District. She lives at Edappetti tribal colony of Ward No. 17 in Muttill GP of Kalpetta Block. She used to go to the nearby coffee estate for the works and receive the wages of Rs.65 per day. After coming to know about the NREGS, she registered her name with the GP. As she was attracted towards the NREGS works due to improved wage rate, she indicated the same to the estate owner. But the estate owner

and work supervisor discouraged her on several occasions. However, she worked under the scheme for 21 days. On completion of NREGS work, when she reported to the estate for any work, she was returned. It was told that as she had gone for Rs. 125 work, she was declined the job. Now, she is eagerly waiting for additional work through NREGS. This case highlights the plight of several poor workers who have proceeded to better wage employment opportunities and had to suffer. This also indicates towards the need for wider deliberations among the GP committee with the farmers, plantation managers, etc. so that such occurrences can be checked effectively. This point to the need for creating more awareness about the scheme among different cross-sections of the society.

### ***Physical harm caused to a worker for putting up complaint***

Mr. Antony, Kuruppanad House, Makkiyadu was involved in the work 'Construction of drainage and clearing light jungles at Kanjirangad to Vachodu Church'. Antony (JC No.KL-03-002-006-010/001) was one of the workers involved in the work which started on 6 November and completed on 11 November 2007. After the completion of work, he contacted the GP Secretary number of times seeking wages and each time he had to return without any satisfactory reply. Feeling unhappy over the reply from the GP Secretary, he visited Deputy Superintendent of Police's (DySP)s office to file a complaint on 21 November. Instead of assisting or guiding, the policemen thrashed him. And on 22 November 2007, he filed a case in Mananthavadi Taluk Legal Service Authority citing all these happenings. Due to the intervention of Taluk Legal Service Authority, the GP Secretary was forced to expedite the payment procedures and an amount of Rs.685.62 was deposited in the SB A/c No.3172 of the Antony at Thondarnadu Service Co-operative Bank on 30 November 2006 itself. This case highlights a particular incident faced by one of the NREGS workers for getting wage employment.

### ***Dejected by the attitude of Panchayat-NREGS staff***

Mr. Thankachan, Perumattikkunel House, Makkiyadu of Ward No.11 registered his name under NREGS (JC No.KL-03-02-006-011/106) in Thondarnadu GP of Mananthavadi Block in Wayanad District. During 2006-07, he worked for about 70 days under the scheme, in all the jobs carried out in the area. But now he is not interested to work, as he was ridiculed by the Panchayat-NREGS staff when he questioned lowering of the wage rates on a scheme. It so happened as the earthen bund constructed under the scheme was disturbed by the cattles, resulting in reduction of wages to the workers. When this was objected by Thankachan, he was told by the staff to receive whatever amount is given to him, without questioning. After this incident, he became a target for Panchayat-NREGS staff. He mentioned that members of the Vigilance and Monitoring Committee came to the worksite and singled out him for silly reasons, only with the aim of bullying him. Once he was convinced that

this was stage-managed only to drive him out of the scheme, he withdrawn from the worksite. This is a typical case of insulting an individual when he raises any query to the decision taken by the officials. It is sad that even the members of the GP committee did not take any interest to find out the truth and to settle the issue.

### ***A day of happiness for the tribal***

Receipt of wages for NREGS works is a great occasion for the tribal. On June 29, 2007, it is seen that in Vellamunda GP of Mananthavadi Block in Wayanad District, the DLM team members noted that the receipt of a part of wages for 'Valaramkunnu – Koyittappara road formation' work was the moment of great celebration for the tribal workers. It is known that receipt of a large amount after several days of work was the reason good enough for a grand celebration for the tribal. The sight of tribal population moving through Vellamunda town in several groups in great joy and buying all sort of items for their household has been a sight of happiness for the DLM team members. Interactions with some of the tribal members revealed that they are able to make some small savings also owing to the NREGS works. Now, it is seen that they are all eagerly waiting for the next round of works.

### ***Active involvement of a GP member***

Mr. Mohammed Shafi is the elected member from Ward No.6 in Thariyodu GP of Kalpetta Block in Wayanad District. He is the Secretary of Mailam Kunnu Branch Committee of CPI(M). Interactions and field visits through the Mailam Kunnu ward area, it is known that the GP member has been in the forefront of all the activities connected with the NREGS functioning in the area. Interactions with Mr. Shafi revealed that he worked for about 20 days during the initial stages of scheme implementation. Later on, his wife joined the team of workers, when the member was pre-occupied with various other commitments as a social worker. It is known that even when he is not available as a NREGS worker, he is deeply concerned about the different aspects of the scheme implementation. He involved himself in various activities like registration of workers, issue of job cards, organising awareness sessions on the scheme, preparation of action plan based on a participatory exercise, equipping the ADS volunteer for the supervisory functions, implementation of works, and ensuring transparency in its functioning. He ensured timely payment of wages to the workers and in case of large works, he made necessary arrangements for the part-payments to the workers. He is the perfect example of a social activist by involving actively in all aspects of the scheme implementation. With his commitment, sincerity and organisational skills, he is a role model for many other local level leaders.

### ***Scheme enables to come out of isolation***

Ms. Hathikka is a 28 year old woman from Ward No. 1 in Vythiri GP of Kalpetta Block in Wayanad District. Her family consists of an aged mother and a 5 year-old daughter. Her mother was previously working in an estate and they still live in the estate quarters despite her retirement. Due to some personal reasons, Hathikka is separated from her husband for the past few years. Feeling some kind of isolation from the society, she never thought of coming out of her house in search of a job. She was making a living out of money earned by sewing dresses for women and children in her house itself. After coming to know about the scheme from the neighbours, she took the courage of registering her name with the GP office and for the first time, came out of her house for a manual work, of course, along with her friends and neighbours. During 2006-07, she received Rs.6750 against the wages for 44 days' of work. Discussions with her revealed that the earnings from the scheme enabled her to arrange admission for her daughter in a nursery school. She also opined that the scheme also enabled her to come out of social isolation due to interactions with various people. She expressed her desire to join in such works in the future as well.

### **Success stories**

Some of the success stories noted during the field visits through Palakkad and Wayanad Districts are mentioned below.

### ***Scheme enables to come out of religious barriers***

Ms. Ramla, aged 49 years, is a NREGS worker (JC No.006/75) from Ward No.6 in Pudukkottai GP of Malappuram Block in Palakkad District. She belongs to Muslim community. Her family consists of husband and three children. Till the arrival of NREGS, she never went out for any kind of work, primarily due to undeclared barriers from her community. When the news came, she registered her name as advised by her friends and neighbours. It is noted that she worked for 55 days in pond renovation and drainage cleaning work and earned Rs.6533/- To a direct question on her feelings during the work, she mentioned that as all fellow workers were her friends and neighbours, she never felt any thing bad. She even mentioned that she will get herself involved in the coming days as well. Interactions with Ramla revealed that the scheme enabled her to contribute significantly to the household as well as to come out of the traditional barriers in force.

### ***Scheme bridges the social barrier among tribal groups***

Members of the tribal communities like Kurichiya and Paniya generally follow certain social barriers among themselves in their interactions. 'Kurichiya' community members used to feel 'Higher social status' than the members of 'Paniya' community. Generally, it is seen that there is no close interaction observed among members of these tribal communities. During the intervention of NREGS work in Vellamunda GP of

Mananthavadi Block in Wayanad District, certain glimpses of bridging the social barriers among different tribal communities have been noted. The initiative of President of Vellamunda GP has paved the way in initiating this up to a certain extent. Towards attracting the tribal community members to the NREGS works, the GP President initiated one of the works (Valaramkunnu – Koyittappara road formation) in Ward No.19 solely for them. It is seen that members from Kurichiya, Paniya and Kattunaikka worked during the scheme execution. It is known that those members from different tribal communities participated in the work as the work was solely for STs as mentioned by the GP President. The work at an estimated cost of Rs.33,000 generated 291 person-days of wage employment and provided work to 51 persons from different communities. It is known that the GP President took care to see that each tribal worker is paid a reasonable amount during the work as part-bill so that they get attracted towards the scheme. As mentioned earlier, the social barriers between the members of Kurichiya and Paniya communities have come to a nought due to the scheme interventions in the GP area.

### ***A step towards women's emancipation***

Interactions with Ms. Kanchana of Sivanilayam House, Varaloor, situated at Ward No.6 in Kaniyampatta GP of Kalpetta Block in Wayanad District showed that participation in NREGS changed several changes in her life. She belongs to an APL family and her family consists of husband, husband's parents and 2 children. Never in the past, had no woman from their family gone out for any manual labour. Along with many other households, Kanchana also registered her name and received JC bearing no. KL-03-003-001-006/188. When the work started, she involved herself along with her friends/neighbours. She considered this as central government work, operated through the Grama Panchayat and has high regard for the same. So far, she worked for 23 days and received Rs.2875 as wages. The amount was utilised for buying some household goods as per her choice and for replacing an old ear ring with a newer one. She exclaimed that she felt very much proud to use the wages, purely as per her choice of interest. She has no doubt in telling that such activities would go a long way in improving the socio-economic status of women and would be a giant leap towards women's emancipation.

### ***Improved self-confidence and gained economic independence***

Ms. Reena K is a young widow of 24 years. She belongs to SC community and lives in Meppadi GP of Kalpetta Block in Wayanad District. Her husband died of heart attack about 2 years ago and she has no issues. Her family consists of a brother and a sister only. During 2006-07, she received work for 56 days and could get a sum of Rs.7000. She utilised the money primarily for repaying some old debts. She bought some new dress for her also with the amount received out of the scheme. Interactions with her revealed that the scheme resulted in improving her

self-confidence as she was remaining within four walls of their house after the untimely demise of her husband. She commented that the scheme enabled her to improve her self-confidence and to remain economically independent from other family members. It is noted that the scheme resulted in bringing a sea-change in the life of Reena, which could be an eye-opener for many such women who live in similar conditions.

### ***Scheme brings fortune to a poor family***

Ms. Anitha is a young widow of 29 years from Ward No.7 in Vadavannur GP of Kollengode Block in Palakkad District. She has two children aged 12 and 10 years and both are studying in the nearby UP School. She used to work in agriculture and other works to provide education to her children and to run the household after the sudden demise of her husband in an accident. Generally she gets about 100 days of employment in a year at the daily wage rate of Rs.60 to 70. She was finding it very difficult to meet and the household expenses and in addition to fetch the required books and dresses for her school-going children. After coming to know about NREGS, she got her name registered with the GP office. Under NREGS, she worked for 24 days and she received Rs.2990 as wages. According to her, for getting this much amount, she had to toil for not less than 50 days previously. With the wage employment received under the scheme, she purchased books, bags and dresses for her children at the time of school opening time. With the help of NREGS, she is hopeful to provide good education to her children in the coming days.

### ***Scheme helps to pursue education***

Field visits through Ward No.2 in Vythiri GP of Kalpetta Block in Wayanad District brought out an interesting case. Mr. Aneesh is aged 19 years and has completed plus two. He belongs to a SC family and could not pursue the education. He wanted to go for an automobile mechanic's training with wide job prospects in the foreign countries, but could not join due to poor financial status at home. After coming to know about the scheme, he registered his name at the GP office. Discussions with Aneesh indicated that he worked for 36 days during 2006-07 and earned a sum of Rs.4238/-. He was glad to mention that he could join for the Automobile mechanic's course, by paying Rs.4000 out of his earnings. He reiterated that he will again work under the scheme during the holidays and vacation periods so that he can save more money to meet the expenses to go abroad.

### ***Scheme aids a family to come out of a serious debt trap***

Ms. Ajitha Rajan is residing at Nochoor area of Ward No.7 in Koduvayur GP of Kollengode Block in Palakkad District. Her family consist of husband and two children. Ajitha and her husband used to go for agricultural and non-agricultural labour and were finding it very difficult to meet both the ends meet. And she was forced to take loan from petty

money lenders from Tamil Nadu, who used to come and collect the instalment on every Sunday. According to her, Sunday morning is regarded as a 'nightmare' due to the visit of these money lenders. In the absence of non-payment of instalment due to non-availability of job, they were finding it difficult and shameful as well. In the meanwhile, she came to know about the scheme from the Panchayat member and registered her name at the GP office. So far, she worked for about 61 days and received Rs.7037 as wages, much beyond her imagination. With this, she could repay the loan from the money lenders completely and save a large amount as interest. It also enabled her to live with pride in the area. After cleaning the dues, with the balance of money, she purchased a study table and some dresses for her children. During the discussions, she expressed her utmost satisfaction with the scheme.

### ***Schemes save her life from petty money lenders***

During the field verifications through Moochamkundu area of Ward No.10 in Muthalamada GP of Kollengode Block in Palakkad District, DLM team members interacted with Ms. Chinnammini. She lives at House No.563 in Moochamkundu tribal colony along with her husband Kaliyappan and daughter Selvi. In their family, only the daughter is literate. Previous to the introduction of NREGS, her husband used to get employment for around 120 days at the rate of Rs.100 per day and she used to go for about 70 days at around Rs.60 per day. Her husband is a drunkard and spends all money earned by working. She registered her name with the GP office under NREGS and received JC bearing no. KL-06-007-003-010/106. She was engaged in almost all the works taken up in Ward No.10 and received 51 days of work. She has opened a bank account (SB A/C No.3718) with Indian Bank, Kambrathuchalla Branch for NREGS wages. She specially mentioned that for the first time in her life, she is interacting with a bank. Perusal of her bank pass book indicated that it has a balance of Rs.1090. She even mentioned that NREGS works saved her life from the petty money lenders, from whom she used to take credit occasionally and repay them with interest after working.

### ***Escape from absolute poverty***

KL-03-002-007-017/017 is the job card issued to Ms.Madhavi and her family. Madhavi lives at House No.444, Nellikkattiri House, Kottarakkунnu of Ward No.17 in Vellamunda GP of Mananthavadi Block in Wayanad District. Her family consists of husband and two daughters. She has only 5 cents of land and used to earn the livelihood by rearing one cow. Her husband used to go for agricultural and non-agricultural labour, but is bed-ridden for the past few months. She was finding it very difficult to run the family with the sole income by selling milk and had to take loan from several sources. When the family was finding helpless and almost desperate, NREGS came as 'The Manna from Heaven'. Only from the wage employment provided by the scheme, she has so far received Rs.16,854. A large portion of the income was used for settling of long-

outstanding dues. The remaining amount was used for purchase of books, dresses and several study materials for her daughters and also for fulfilling several household needs. Madhavi even mentioned that NREGS saved her family from going for a 'family suicide' as they were on the verge of that.

### ***Scheme brings great relief to a family***

Mr. Balan, S/O Kaima is a resident of House No.18/224, Valeri Colony of Nalloornadu Village in Edavaka GP of Mananthavadi Block in Wayanad District. He belongs to 'Paniya' tribal community and is in possession of NREGS Job Card bearing no. KL03/002/001/0018/102. It is known that all members of his family including wife Kanchi and daughter Sunitha participated in NREGS works and they worked for 109 days during 2006-07. Interactions with the scheme beneficiaries revealed that they have received Rs.13,625 as wages during the period. It was told that they utilised major part of the wages for settling long-pending debts at various places. With the balance amount, they purchased a wooden stool, radio and a wrist watch. Interactions with Balan and his family members indicated that the scheme brought very much relief to their long-pending miseries. It also resulted in making some new purchases for their house. Previous to the scheme interventions, Balan used to get employment for a maximum of 100 days in a year and was in receipt of Rs. 100 in a day. NREGS brought significant changes in his life as commented by him and other family members. He added that he is able to buy some new gadgets for the house now after the gap of more than 10 years, thanks to NREGS.

### **Key innovations**

Some of the key innovations noted from the field have been indicated below using brief cases.

### ***Facilitating the wage payment to workers***

Field visits and discussions with the elected members of GP, officials and workers indicated that a unique attempt was made at Vadavannur GP of Kollengode Block in Palakkad District to facilitate the wage payment to NREGS workers. There is only one Bank operating in the Vadavannur GP area – Vadavannur Service Co-operative Bank (SCB). It is noted that no other nationalised/scheduled bank is functioning in the area. During the field verification, it is known that most of the workers have opened their NREGS account at the SCB. However, the NREGS operating account of Vadavannur GP is at Punjab National Bank (PNB), Kollengode Branch. This unique procedure was initiated by Mr. Zakir Hussain, President of the SCB, who is also the Vice-President of Vadavannur GP. He commented that this procedure was initiated by the bank as a special case for the convenience of NREGS workers. The cheque for wage distribution to the workers is presented at PNB, Kollengode Branch with the list of workers

and their authorised payment. A copy of the same is forwarded to the SCB, Vadavannur simultaneously and an instruction is given to the co-operative bank staff to clear the payments whenever demanded by the workers, without waiting for the 'actual money transfer' from PNB, Kollengode. This helps the workers tremendously and there was no occasion for them to return from the bank empty-handed due to non-clearance of their claim. This has resulted in transfer of NREGS account opened by the workers in other banks to the SCB in the recent past.

***Personal initiative taken to check the delay in wage distribution***

Nearly cent per cent tribal population is living at Parambikkulam area of Ward No.9 in Muthalamada GP of Kollengode Block in Palakkad District. Parambikkulam area is located about 60 Kilometres from the GP office and there is no proper conveyance facilities to the area. One had to go through Tamil Nadu, the neighbouring State, to reach Parambikkulam at the earliest. All the workers in that area have opened their account in Sethumada Post Office of Pollachi District in Tamil Nadu. However, the NREGS operating account of Muthalamada GP is at Punjab National Bank (PNB), Kollengode Branch. This resulted in delay in receipt of wages by the workers as it involves number of procedures. Non-payment of wages to the tribal population was raised by the ex-MLA of Kollengode Constituency through a complaint to the District Programme Co-ordinator also. In this context, the Secretary of Muthalamada GP took an extra-initiative to enable the wage distribution to the workers without any delay. He carried the money against the total wages authorised to the workers from that area, and deposited the same in the personal accounts of the workers at the Sethumada Post Office. This has resulted in receipt of wages to the workers without any delay, of course after the clearance by the technical staff and other concerned bills. Interactions with the BPO, Kollengode Block revealed that he did not give any official sanction to the activity of GP Secretary as it was not permissible. However, fully convinced of the GP Secretary's sincerity and commitment to the cause, the BPO did not move against him. The commitment, concern to the issues of tribal and the personal initiative of the GP Secretary has gone a long way in alleviating the miseries of the poor tribal in Parambikkulam area during the scheme execution.

***Preparing the daily attendance report and communicating the same to the GP office***

During the field visits through Akathethara GP of Malampuzha Block in Palakkad District brought out an interesting local initiative made to have a correct picture about the status of works going on in the field. The GP initiated a procedure for preparing the list of workers present in the worksite everyday and forward the same to the GP office. Such an attempt enables the GP President, members, Secretary and NREGS staff to have a cross-check on the report from any worksite towards checking the possibilities of malpractices in Muster roll. By displaying the

information so received from the different worksites at the GP office board, this also provides an opportunity to any citizen to have a check on the field situations. This could be viewed as a system of social audit, which was generated out of the local initiative of the GP committee. On completion of the work, the reports forwarded to the GP office everyday could be cross-verified with the muster roll.

### ***Initiative of an ADS volunteer to find relief to the workers***

Field visits through Ambalachal ST colony, Chithramoola area of Ward No.4 in Kaniyampatta GP of Kalpetta Block in Wayanad District brought out a genuine initiative made by an ADS volunteer. Ms. Uma was working as the work supervisor during the NREGS works taken up in Ward No.4. Three tribal families from Ambalachal ST colony were working in the area. Generally the shop keepers do not provide credit facility to the tribal families due to poor repayment and various other aspects. After realising the miseries of those tribal families, she made an arrangement with the local grocery shop owner to provide them rice and other items on credit on her surety. Whenever the wage payment is received, the money used to be returned in her presence to the shop keeper. But when the wage payment got delayed more than a month, the shop keeper refused to give any further credit to the tribal families. To find a way out for helping the tribal families from starvation, Uma started a 'Chit fund' involving the tribal families as well. Necessary amount for purchase of food items was provided on loan from the chit funds with a nominal interest of 1 percent. Complete loan amount was settled by the tribal families as soon as they received the wages. The personal initiative, sensitivity and leadership skills of the ADS volunteer provided great relief to the tribal families.

### ***Maintenance of a Site diary***

During the field visits through Edavaka GP of Mananthavadi Block in Wayanad District, an interesting aspect caught the attention of DLM team. It is noted that a site diary is maintained at each worksite to record any complaint/irregularity about the ongoing work. The diary has the mobile numbers of GP President, Secretary, BPO and the office telephones of GP and BPO. Any visitor to the worksite can record his/her views on the work – recommendations, suggestions and complaints. The site diary is inspected by the President/Secretary at regular intervals. On completion of the work, the site diary is kept along with the work file for future reference.

### ***Tribal workers get support from an ADS volunteer***

Ms. Sarojini and Ms. Vellachi are workers registered under NREGS of Ward No.11 in Pozhuthana GP of Kalpetta Block in Wayanad District. Both of them belong to 'Paniya' tribal community. Sarojini has three children and she is separated from her husband for the last many years.

Vellachi is an 'unwed mother' and has two children. During the discussions with Sarojini and Vellachi regarding their family environment, mode of working in NREGS works and various inter-linking issues, they have indicated that they could continue with the NREGS work only with the support of ADS volunteers. It is known that Vellachi worked for 22 days and Sarojini was involved in 44 days of work. As they were living under extreme poverty, they were in need of some finance to buy the minimum requirements of their families. And the wage payments under NREGS used to be delayed more than two weeks. In this context, they approached the ADS volunteer, Ms. Aseena, who was in charge of site-supervision, to find a way out for them, so that they can continue working under the scheme. Otherwise they have to look for alternate employment and earn less than half of the wages when compared to NREGS. Aseena provided them the necessary financial support from her personal savings whenever they needed; without fail they have cleared the dues to Aseena soon after they receive the wages. These tribal women have great regard for this act of Aseena which enabled them to pull on their life without starvation and earn a sizeable income by involving in NREGS works.

## Chapter 7

### *Ranking of the Districts in the State*

Ranking of two NREGS districts in Kerala based on certain indicators of assessment has been carried out mainly under three sections – Quantitative, Qualitative and Impact. Only two indicators are available in the first section; 32 indicators are considered in the second section and 10 indicators are included in the third section.

#### ***Rationality for the Selection of Indicators***

***The list of indicators for ranking of districts is prepared in the present context, considering the various dimensions of systems and processes of NREGS governance in the State. They are primarily drawn from the schedules to capture perceptions from the field. Moreover, the inputs from Chapter 3 (Quantitative Assessment), Chapter 4 (Qualitative Assessment) and Chapter 5 (Process level assessment) also have been considered during the exercise. However, some of the important aspects like Perspective Plan, Social Audit, payment of unemployment allowance, etc. are not in practice in both the districts and hence not considered for the ranking. Since presence of contractors during the scheme execution was not found in both the districts, it has not been considered for the ranking.***

***The list of indicators could be viewed as suggestive only and are neither exhaustive nor exclusive and needs to be developed and reformed subsequently. And equal weightage is given to all indicators in the present context. Subjective element in the ranking of districts in certain aspects can not be ruled out completely. Geographical features and other peculiarities of the selected blocks in the districts also may have an influence in the ranking. For example, participation of SC and ST workers were also considered in the ranking. Population of the respective categories in the districts has a direct influence in these indicators. As far as possible, efforts are made to reduce the element of subjectivity in decisions during the exercise.***

**Table No.VII.1 : Ranking of the Districts**

Sl. No.	Description	Ranking of District	
		Palakkad	Wayanad
<b>A.</b>	<b>Quantitative Aspects</b>		
1.	Physical Performance	2	1

2.	Financial Performance	2	1
<b>B.</b>	<b>Qualitative Aspects</b>		
3.	NREGS Management at different levels	1	2
4.	Infrastructure Facilities	1	2
5.	Staffing	1	2
6.	Capacity building of personnel	1	2
7.	Awareness building and demand generation	2	1
8.	Registration	2	1
9.	Planning	2	1
10.	Preparation, issue and updation of job cards	2	1
11.	Norms for application of work	2	1
12.	Transparency in sanction of works	2	1
13.	Transparency in implementation of works	2	1
14.	Ratio between Wages and Non-Wages	2	1
15.	Less use of machinery	1	2
16.	Development of systems to facilitate execution	1	2
17.	Monitoring and supervision of works	2	1
18.	Maintenance of Records	1	2
19.	Financial Management	1	2
20.	Grama Sabha and People's Participation	2	1
21.	Accountability mechanism	2	1
22.	Grievance redressal mechanism	1	2
23.	Provision of worksite facilities	1	2
24.	Payment of wages within 7 days	2	1
25.	Average work per person	1	2
26.	Participation of women workers	1	2
27.	Participation of SC workers	1	2
28.	Participation of ST workers	2	1
29.	Participation of Land Reforms/IAY beneficiaries	2	1
30.	Participation of disabled beneficiaries	2	1
31.	Increase in average income of beneficiary households	1	2
32.	Ownership by the Panchayats	2	1
33.	Role of political parties	2	1
34.	Role of civil society organisations	2	1
<b>C.</b>	<b>Impact of NREGS</b>		
35.	Durability of assets created	1	2
36.	Quality of work	1	2
37.	Income and employment on a sustainable basis	2	1
38.	Reducing household indebtedness	2	1

39.	Checking migration to urban areas and other states	2	1
40.	Soil conservation	2	1
41.	Water conservation	1	2
42.	Afforestation works	1	2
43.	Agricultural productivity	1	2
44.	Overall development of the village	2	1
<b>Final Ranking</b>		<b>2</b>	<b>1</b>

Source: Field survey

### ***Discussion and Justification for the Ranking***

For ranking of districts, as far as possible, objectivity is maintained during the process. Justification for the ranking of districts is given below.

- In physical performance, by considering the number of works taken up, number of works completed, average number of households provided employment, etc., Wayanad District is ranked as '1'.
- In financial performance, by considering the percentage of utilisation of funds, percentage of expenditure on unskilled wages, etc. Wayanad is ranked as '1'.
- By considering the efficiency and effectiveness of NREGS management at District/Block/GP levels, Palakkad District is ranked as '1'.
- Considering the availability of infrastructure facilities like computer, internet access, office furniture, etc., Palakkad is ranked as '1'.
- By considering the availability of technical staff and administrative staff at the Block/GP levels, Palakkad is ranked as '1'.
- Analysing the number of sessions organised, topics covered and effectiveness of capacity building/training sessions for elected members, officials and other stakeholders, Palakkad is ranked as '1'.
- Considering the effectiveness and diverse measures taken up for awareness building among the rural poor, which has been manifested in terms of generation of demand for job, Wayanad is ranked as '1'.
- In indicators like Registration, Planning, Job cards, Norms for application of work, Transparency in sanction of works and Transparency in implementation of works, the beneficiary perceptions have been considered and Wayanad is ranked as '1'.
- Considering the Ratio between Wage and non-wage component of total cost of works adhered during the scheme execution, Wayanad is ranked as '1'.
- Analysing the responses of the beneficiaries regarding less use of machinery during the scheme execution, Palakkad District is ranked as '1'.
- In Palakkad District, several systems/institutions/practices were developed to facilitate scheme execution. Formation of Task

- Force/Advisory committees and Technical committees at various levels has led to secure Rank '1'.
- Role of Vigilance and Monitoring Committees, effectiveness of worksite supervision, etc. has been the criteria behind ranking of Wayanad as '1'.
  - Considering maintenance and upkeep of records/registers and reliability of data kept at various levels, Palakkad is ranked as '1'.
  - Interactions with the key personnel at GP/Block/District and cross-verification of the information from the beneficiaries revealed that Financial Management system is functioning in Palakkad District without any serious hassles. Hence it is ranked as '1'.
  - Role of Grama Sabha and the extent of people's participation during the scheme execution have been judged from the responses of beneficiaries in both the districts and Wayanad is ranked as '1'.
  - Accountability mechanism is more effective in Wayanad as revealed during the field visits through the districts. Hence Wayanad is ranked as '1'.
  - Grievance redressal mechanism is functioning satisfactorily at District and Block levels in Palakkad and quick action on complaints/grievances are being taken as noted from the Complaint registers available at the offices. Hence Palakkad is ranked as '1'.
  - Worksite facilities like provision of drinking water, keeping of first aid kit, provision of medical aid to the injured workers, etc. have been taking place more effectively in Palakkad. Hence it is ranked as '1'.
  - Analysing the responses of beneficiaries regarding payment of wages within 7 days, Wayanad District is ranked as '1'.
  - Based on the calculations of average work received by a person in both the districts, Palakkad is placed ahead of Wayanad. Hence Palakkad is ranked as '1'.
  - Towards analysing the participation of women and SCs during the scheme execution, data on employment generated for women and SCs with the total employment generated in the District was considered. Palakkad is ranked as '1'.
  - Towards analysing the participation of STs, beneficiaries of land reforms/IAY and disabled beneficiaries during the scheme execution, data on employment generated for those categories with the total employment generated was considered. Wayanad is ranked as '1'.
  - Based on the calculations of increase in annual family income in pre and post-NREGS scenario in both the districts, the percentage of beneficiary households of those who have crossed Rs.22,000 limit is more in Palakkad than in Wayanad. Hence Palakkad is ranked as '1'.
  - Discussions with the elected members of PRIs at various levels showed that ownership by the Panchayat during the scheme execution is better in Wayanad. Hence Wayanad is ranked as '1'.

- Interactions with the elected members and responses from the opinion leaders realised that role of political parties during the scheme execution is better in Wayanad. Hence it is ranked as '1'.
- Interactions with the District/Block officials and representatives of civil society organisations in both the districts revealed that Wayanad could be placed ahead. Hence it is ranked as '1'.
- Analysing the responses of beneficiaries from both the districts and field observations, it is noted that durability of assets created is better in Palakkad. Hence it is ranked as '1'.
- Quality of work has been gauged from the responses of beneficiaries, opinion leaders and field observations. In this regard, Palakkad is placed at Rank '1'.
- Analysing the responses of beneficiaries and non-beneficiaries from both the districts, it is noted that the impact of income and employment on a sustainable basis, reducing household indebtedness and checking migration, Wayanad is placed ahead. Hence it is ranked as '1'.
- Considering the responses of beneficiaries from both the districts, the scheme execution in Wayanad resulted in achieving better results in soil conservation. Hence Wayanad is ranked as '1'.
- Analysing the responses of beneficiaries from both the districts, it is noted that the scheme execution in Palakkad resulted in achieving better results in water conservation and afforestation works. Hence Palakkad is ranked as '1'.
- Responses from the beneficiaries have been analysed towards ascertaining the impact on agricultural productivity in the districts. In terms of improvement to agricultural productivity due to the scheme execution, Palakkad is placed ahead. Hence Palakkad District is ranked as '1'.
- Analysing the responses of beneficiaries from both the districts, it is ascertained that the impact of the scheme in the overall development of the Wayanad is better. Hence it is ranked as '1'.
- Considering all the 44 indicators, Wayanad District scored First Rank in 25 Indicators, whereas Palakkad District could get First Rank in 19 indicators. Direct and indirect interactions and responses from the elected members of PRIs, MLAs, State level officials, Vice-Chairperson of State Planning Board, Government of Kerala, leaders of political parties, media reports, etc. corroborate our ranking.

### ***Comparative Analysis of NREGS Governance***

- An attempt has been made to make a comparative analysis of the scheme governance in two NREGS districts of Kerala. It is expected to provide a bird's eye view regarding some of the comparable aspects of physical and financial performance at a micro level. Suitable hypotheses can be framed during the future course of

scheme execution in both the districts on a comparative framework towards improving NREGS governance in the State.

**Table No.VII.2 : NREGS Governance in Two Districts of Kerala –  
A Comparative Analysis at the Field levels**

Sl. No.	Description	Block			Gram Panchayat		
		State	Palakkad	Wayanad	State	Palakkad	Wayanad
1.	Average Number of works taken up	752	427	1,077	100	66	127
2.	Average Number of works completed	657	331	983	88	51	116
3.	Average Number of households demanded employment	10,232	4,690	15,774	1,364	721	1,856
4.	Average Number of households provided employment	9,318	4,628	14,009	1,240	692	1,659
5.	Average number of households completed 100 days of employment	144	5	140	10	0.69	16
6.	Average Fund received (Rs. in lakhs)	302.82	135.84	469.81	40.38	20.89	55.27
7.	Average expenditure made (Rs. in lakhs)	272.96	126.59	419.32	35.75	18.45	48.98
8.	Average expenditure on unskilled wages (Rs. in lakhs)	251.19	105.36	397.04	33.18	15.49	46.71
9.	Average of total employment generated (Person-days)	2,04,239	86,698	3,21,779	27,013	12,830	37,859
10.	Average of employment generated – SCs (Person-days)	23,459	18,536	28,383	3,128	2,852	3,339
11.	Average of employment generated – STs (Person-days)	33,149	3,420	62,878	627	480	740
12.	Average of employment generated – Women (Person-days)	1,01,515	67,295	1,35,735	15,454	10,319	24,989
13.	Average of employment generated – Beneficiaries of Land reforms/IAY (Person-days)	76	24	129	10	4	15

Source: Data from the selected Blocks/Gram Panchayats

## Chapter 8

### *Major Findings, Recommendations and Conclusions*

#### **Constraints/difficulties faced by implementing agencies**

##### ***Measurement limits of Overseer/Assistant Engineer (AE)***

Upto works costing Rs.50,000, overseer carry out the measurement and Assistant Engineer (AE) carry out the check-measurement; in works more than Rs.50,000, AE carry out the measurement and the Assistant Executive Engineer (AXE) carry out the check-measurement.

##### ***Poor attractability of technical staff on contract basis***

Authorised payment for the technical staff (AE/Overseer) appointed on contract basis at Block/GP levels is very low. Payment authorised for the technical staff is Rs.5,000 for an Engineering graduate and Rs.4,000 for a diploma holder. Turn-over of technical staff is very high in both the districts.

##### ***Delay in making payments to the workers due to various procedures***

On completion of work at one site, several administrative and technical procedures have to be fulfilled before the final payment is made to the workers. The delay in making the wage payments to the workers is a cause of embarrassment to the implementing agency. It also affects the availability of workers for the works in subsequent works.

##### ***Difficulty to make daily payments to the workers (especially tribal)***

As credit facilities are rarely provided to the tribal workers, the payment of wages, often coupled with the delay extending to many weeks, affect the tribal more badly. Many of them could not meet the daily livelihood requirements.

##### ***Conflicts between supervisory staff and workers***

During the scheme execution, several conflicts between supervisory staff and workers arose mainly due to inefficiency of staff in performing supervisory functions, poor performance of workers, cut in wages due to valuation process, delay in wage payment, etc. Most of the supervisory staff were drawn from Kudumbasree volunteers in both the districts.

##### ***Variation in availability of labour due to seasonal issues***

While planning the NREGS works, the seasonal labour demand in agriculture has not been considered properly. It resulted either in deficit or surplus workforce in many cases, at the NREGS worksites.

##### ***Variation in availability of labour***

Apart from agriculture seasonal issues, other issues like illness, local festivals, marriage and other functions, market-days, etc. also resulted in availability of varying workforce, beyond the control of implementing agency on several days.

***Imbalance in male and female workforce***

In many cases, harmonious balance between male and female workforce has not synchronised with the actual field demands. It may have its impact on productivity as well.

***Climatic conditions***

Due to arrival of heavy rains at unexpected period, certain type of works could not be initiated or even had to discontinue in between, resulting in several difficulties including work measurements.

***Conflicts with the peasantry***

Non-availability of agricultural labourers and demand for more wages have been noticed in both the districts. As a result, marginal, small and middle level farmers are facing at various stages of agricultural operations.

***Conflicting instructions from the State Government***

During the initial period of scheme execution, Panchayats received several instructions regarding the preparation of Annual Action Plan (AAP). Each instruction, mostly piecemeal in nature, often resulted in generating lot of confusion among the Panchayats during the preparation of AAP. It also resulted in revision of AAPs on several occasions, causing mental agony and wastage of time and resources.

***No clearing house for doubts***

No clearing house for practical issues and doubts was available to the implementing agencies in Wayanad District. In Palakkad, a help line was functioning at the District level during the initial period up to April 2007. However, the efficacy of clearing house could not be ascertained.

***Bank-related issues***

Non-availability of designated bank at the locality, difficulties in opening of zero balance account and bouncing of cheques presented for payments are the major issues encountered during the initial period of scheme execution. On several occasions, NREGS workers brought forward complaints of poor services by certain banks.

***Poor integration with the Panchayat staff and NREGS staff***

Step-motherly attitude and discouraging behaviour of Panchayat staff (technical staff, in particular) to NREGS staff has been observed, resulting in low productivity and esteem.

***Insufficient infrastructure facilities***

Non-availability of a dedicated computer system for NREGS works create several difficulties like delay in communicating the workers, non-submission of progress reports in time, delay in making wage payment, poor updation of data, etc.,

***Lack of ownership by elected members***

Lack of interest and ownership shown by some elected members during the scheme execution affect the scheme in many ways from planning to wage payment to the workers. Lack of ownership by the elected members gets directly reflected in the productivity and effectiveness of works.

***Poor involvement of civil society organisations***

Civil society organisations in both the districts did not evince keen interest at various stages of the scheme.

***Weak documentation***

Lack of experience in data handling and keeping records/reports/registers resulted in weak documentation of the scheme in many Panchayats.

**Constraints/difficulties faced at District level*****Frequent transfer of JPC in a District***

In Wayanad District, the post of JPC was handled by several persons within a short while. It is viewed as a temporary avenue for promotion.

***Poor attractability to the post of JPC***

Though the post of JPC at the district level is equivalent to Project Director (PD), Poverty Alleviation Unit (DRDA), the power, responsibilities and facilities to the post of JPC is below than that of PD, PAU.

***Weak official machinery at JPC's office***

Contract staff available at the JPC's office is responsible for handling the administrative matters. Visit through both the districts revealed that the office of JPC is very poor in handling of data and records.

***Lack of integration of JPC's staff with the PAU staff***

Non-consideration of NREGS staff by the staff of PAU has been observed, resulting in low productivity and poor visibility.

***No administrative and financial powers transferred to JPC from DPC***

No decentralisation of powers and responsibilities from the DPC to the JPC has taken place in NREGS districts of Kerala. District Collector is the DPC in Kerala and is loaded with law and order and other administrative responsibilities and could not find sufficient time for the scheme. Office of JPC acts as a mere appendage of DPC, and lacks administrative and

financial powers, which may have its effect on the smooth and effective functioning of the scheme.

***Non-availability of DPP***

District Perspective Plan (DPP) Palakkad District is not yet ready and the DPP for Wayanad is not yet initiated.

***Weak documentation***

Only one administrative staff, employed on contract basis is available at JPC's office. Lack of experience of the administrative staff in data handling and keeping records/reports/registers resulted in weak documentation of the scheme at the District level.

**Constraints/difficulties faced at Block level**

***Poor attractability of BPO***

Though the post of BPO at the Block level is equivalent to Block Development Officer (BDO) of a Block Panchayat, the power, responsibilities and facilities to the post of BPO is below than that of BDO. Non-approval of the BPO post by Accountant General's (AG's) Office so far, is another reason for poor attractability of the post.

***High staff turn-over of technical personnel***

Authorised payment for the technical staff (AE/Overseer) appointed on contract basis at Block/GP levels is very low. Payment authorised for the technical staff is Rs.5,000 for an Engineering graduate and Rs.4,000 for a diploma holder. Turn-over of technical staff is very high at the Block level.

***Weak supervision of works***

Cent per cent supervision of works could not be carried out by block level officials.

***Poor integration with the Block Staff and NREGS staff***

Step-motherly attitude and discouraging behaviour of Block Panchayat staff (technical staff, in particular) to NREGS staff has been observed, resulting in low productivity and esteem.

***Weak documentation***

Lack of experience in data handling and keeping records/reports/registers resulted in weak documentation of the scheme in many Panchayats.

***Frequent Transfer of key official***

Posts of key official at Block level is viewed as an convenient post for seeking promotion. But soon after serving for a short period, they tend to move towards attractive posts. Many officials consider the post of BPO on an interim-arrangement only. BPO, being a key official at the Block level, play an important role in the scheme execution.

## **Constraints/difficulties faced at GP level**

### ***Non-availability of a seasonal calendar***

Non-availability of a season calendar for charting NREGS works and other labour works in the GP throughout the year is during the agricultural lean seasons.

### ***Poor communication network***

Weak communication system among Panchayat, Workers and Bank has been noticed, causing several difficulties to the NREGS workers regarding bank payment.

### ***Lack of ownership and initiative by elected members***

Absence of ownership and initiative by certain elected members in Palakkad District create several hurdles during the scheme execution.

### ***Lack of capacity to administer the public works***

Former Wage Employment Programmes were mostly carried out through contractors, though it was not officially accepted. NREGS, is probably the first scheme, where contractors were completely kept out and it is genuinely implemented by the Gram Panchayat. Lack of capacity and experience of the functionaries were noticed.

### ***Lack of training***

Lack of training to NREGS staff and Kudumbasree volunteers at the field level. Number of elected members indicated the futility of training sessions towards clearing their doubts on various operational issues.

### ***Non-availability of scheme guidelines***

Majority of the GPs in both the districts do not have copies of NREG Act, either in English or in vernacular language.

## **Strengths and Weakness observed in the Districts**

### ***Strengths***

- Initiation of several systems/institutions/practices – During the scheme execution, systems like identification of laggard Panchayats, formation of District/Block/Panchayat level Task Force, appointing District Level Monitors to carry out field visits and report to JPC, formation of Technical Committees at Block/GP level, constitution of Vigilance and Monitoring Committees at ward levels, etc. have been initiated.
- Presence of vibrant PRIs – Presence of vibrant Panchayati Raj Institutions, particularly Gram Panchayats, is one of the major strengths in Kerala.

- Experience of People's Plan Campaign/Kerala Development Programme – Experience of decentralised planning at the grassroots level for the last one decade has translated a critical level of expertise in preparing Panchayat plans. This expertise played a role in preparing a relatively sound Action Plan by involving Grama Sabha for NREGS.

### ***Weakness***

- Non-availability of District Perspective Plan.
- Absence of a scientific and realistic labour budgeting.
- No evaluation/study initiated at the District/Block level.
- Non-constitution of District level Technical Agencies.
- Lack of synergy and co-ordination with line departments in the plan formulation and implementation.
- Absence of convergence with other rural development programmes.
- District Planning Office, a well-equipped office with technically competent personnel in Kerala, is not integrated in the scheme.

### ***Strengths and Weakness observed in the State***

#### ***Strengths***

- Integration of Panchayat Raj and Rural Development Department.
- Involvement of Kudumbasree Mission during the scheme execution.
- Experienced officials in-charge of scheme.

#### ***Weakness***

- No work-time-motion study initiated in NREGS districts.
- Late constitution of State Employment Guarantee Council (SEGC).
- No evaluation study initiated by the State/District/Block.
- No social audit conducted so far.
- No ranking of districts undertaken.
- SEGC has not prepared the Annual Report on REGS in the scheme and placed the report in the State Legislature.
- No serious discussion has taken place in the State Legislative Assembly regarding the scheme execution and issues involved.
- Poor involvement of Civil Society Organisations (CSO).
- Deficit of media attraction to the scheme.
- Incorrect data handling by the State Government, led to errors in the website of Ministry of Rural Development on NREGS.
- Political parties have not programatised NREGS in their agenda.

#### ***Recommendations to overcome the constraints at GP***

- Initiation of a seasonal calendar, giving priority to the agricultural activities and availability of workforce at specific periods.
- Introduction of 'Wage subsidy' to the farming community by applying NREGS workforce may be a better strategy. It has two

- benefits – Dissatisfaction among the peasantry and identification of more works can be addressed.
- Organise capacity building sessions to elected members, officials and Kudumbasree volunteers through training sessions, exposure visits and sharing of good practices.
  - Need for more integration between NREGS staff and GP staff.
  - Need for initiating wide ranging discussions between elected members of PRIs and leadership of major political parties for drawing maximum mileage by executing the scheme creditably, efficiently and transparently, thereby contributing to the reduction of poverty. Political parties can also think of setting up monitoring committees at the field level for taking up corrective steps as and when needed.
  - Need for developing total synergy with different stakeholders like third sector organisations, educational institutions, academicians, etc.
  - Special attention is needed to conduct Social Audit at the GP level by involving print and visual media, academic community, representatives of political parties, etc.
  - Improvement in documentation is needed.
  - Liaise with Banks towards instituting mobile banking services for speedy delivery of wages, particularly in tribal settlements.
  - Need for establishing a tripartite communication set-up among Panchayat, Workers and Bank.
  - Need for more publicity to the scheme among the rural poor.

***Recommendations to overcome the constraints at Block***

- Need for improving supervision of works.
- BPO office should be strengthened.
- Organise capacity building sessions to elected members and officials through training sessions, exposure visits and sharing of good practices.
- Need for more integration between Office of BPO and Block Panchayat office.
- Ranking of Gram Panchayats can be done and be made public.

***Recommendations to overcome the constraints at District***

- Need for improving supervision of works.
- Office of JPC should be strengthened.
- Organise capacity building sessions to elected members and officials through training sessions, exposure visits and sharing of good practices.
- Need for more integration among Office of JPC, Poverty Alleviation Unit and District Panchayat.
- Ranking of Blocks/Gram Panchayats can be done and be made public.

- Independent studies/evaluations should be encouraged at different levels.
- District Perspective Plan should be completed and should be made available to the Panchayats.
- Need for initiating a scientific labour budgeting at GP level.
- Urgent need for initiating Work-Time-Motion Study at the Districts.

### ***Conclusion***

Major defects identified during previous WEPS are almost absent in the NREGS governance in the State. Provision of equal wages to men and women, non-involvement of contractors, very limited use of machinery, adherence to wage-material ratio, absence of muster roll manipulations, etc. were almost alien during the scheme execution in both the districts. More participation of women in terms of improved number of women workers much beyond the 33 percent provisions, supervisory role exclusively by women through Kudumbasree volunteers, active involvement of Gram Panchayats as implementing agencies, are other salient features of NREGS governance in Kerala. Earlier WEPS in the State have created durable assets mainly at the cost of employment generation. As per the empirical data, introduction of NREGS resulted in shifting of priority from rural connectivity to long-term sustainability projects on land, water and bio-mass. Though the scheme got initiated relatively late in the State, it succeeded to provide 100 days of wage employment to number of households in both the districts. Statistical analysis proved that NREGS turned to be a relatively better strategy to address poverty than its predecessor schemes.

## **PICTORIAL REPORTS ON NREGA**



**Photo 1 :** (NREGA 2006-07) *Devaswam Potta*, Polpully GP, Malampuzha Block, Palakkad District



**Photo 2 :** (NREGA 2006-07) *Nadukkadu Akampadam Chal*, Polpully GP, Malampuzha Block, Palakkad District



**Photo 3 :** (NREGA 2006-07) *Silt Removing* from Padinjarepalayam Pond, Puthupariyaram GP, Malampuzha Block , Palakkad District



**Photo 4 :** (NREGA 2006-07) *Punna Pond Cleaning*, Akathethara GP, Malampuzha Block , Palakkad District



**Photo 5 :** (NREGA 2006-07) *Chemkkeni Padam*, Bhagavathi Padam , *Ambattu thodu Chal Conservation*, Akathethara GP, Malampuzha Block, Palakkad District



**Photo 6 :** (NREGA 2006-07) *Ambattu Thodu Conservation* Akathethara GP, Malampuzha BP, Palakkad District



**Photo 7:** (NREGA 2006-07) *Kelamkulam Renovation (DP Work), Akathethara GP, Malampuzha Block , Palakkad District*



**Photo 8 :** (NREGA 2006-07) *Mottayamthodi Kathirkolumbu, Kada chal Cleaning, Polpully GP, Malampuzha Block , Palakkad District*



**Photo 9 :** (NREGA 2006-07) *Karukulam Silt Removing & cleaning, Puthupariyaram GP, Malampuzha BP, Palakkad District*



**Photo 10:** (NREGA 2006-07) *Kulimuttam Irrigation, Polpully GP, Malampuzha Block Palakkad District*



**Photo 11:** (NREGA 2006-07) *Anappara Canal Slit Removing Marutharoad GP, Malampuzha BP Palakkad District*



**Photo 12:** (NREGA 2006-07) *Nadakkavu Kavil Canal Conservation, Akathethara GP, Malampuzha BP, Palakkad District*



**Photo 13 :** (NREGA 2006-07) Panayoor Padam Raghavapuram Kadachal Cleaning, Polpully GP, Malampuzha Block, Palakkad District



**Photo 14:** (NREGA 2006-07)Kuzhikanadam Paddy Pond Construction Edavaka GP, Mananthavady Block Waynad District



**Photo : 15** (NREGA 2006-07)Construction of Bund at Kakkadavu, Vellamunda GP Mananthavady Block, Waynad District



**Photo : 16** (NREGA 2006-07) Measurement of Work Thirunelly GP, Mananthavady Block Waynad District



**Photo : 17** Vellarody Colony Perculation Trunch Thirunelly GP, Mananthavady Block Waynad District



**Photo : 18** Pathiriyappam Chakkitta Trench Panamaram GP, Mananthavady Block Waynad District



**Photo 19 :** (NREGA 2006-07) *Kaarimbinalchal Ambalavayal* Work site Edavaka GP, Manathavady Block, Wayanad District



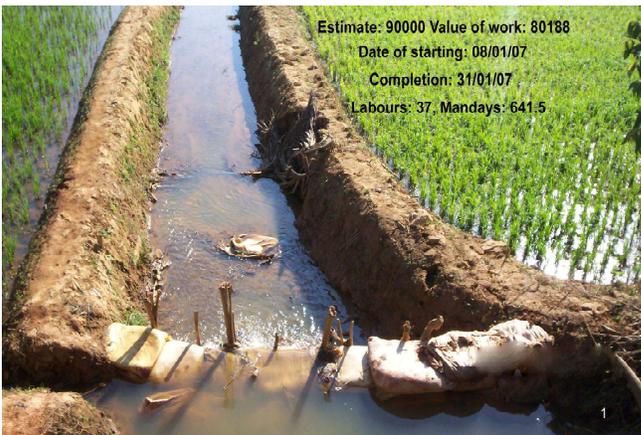
**Photo 20 :** (NREGA 2006-07) *Chal Renovation and Cleaning*, Edavaka GP, Manathavady BP Wayanad District



**Photo 21 :** (NREGA 2006-07) *Muster Roll Verification by District Collector* in Vellamunda GP, Mananthavady BP, Wayanad District



**Photo 22 :** (NREGA 2006-07) *Pond Renovation*, Edvaka GP, Mananthavady BP, Wayanad District



**Photo 23 :** (NREGA 2006-07) *Ambalavayal Payod Canal* Edavaka GP, Mananthavady BP, Wayanad District



**Photo 23 :** (NREGA 2006-07) *Nedumthana Colony Percolation Treuch*, Thirunelly GP Mananthavady BP, Wayanad District

**Table No. II.5.1 : District Data : Work Taken Details (2006-07)**

Name of District	No. of works taken up	No. of works completed	Amount spent (Rs. In lakhs)	Employment generated (person-days in lakhs)	No. of households provided employment
Palakkad	4860	3324	1492.80	11.57	55,150
Wayanad	3011	2726	1119.66	8.93	44,300
TOTAL	7871	6050	2612.46	20.50	99,450

Source: Data received from JPC's office

**Table No. II.5.2 : District Data : Household Details**

Name of District	No. of households demanded employment during 2006-07	No. of households completed 100 days of employment during 2006-07
Palakkad	56919	255
Wayanad	48008	282
TOTAL	1,04,927	537

Source: Data received from JPC's office

**Table No. II.5.3 : District Data : Funds and expenditure**

Name of District	Funds Received (Rs. in lakhs)	Expenditure (Rs. in lakhs)				
		On Unskilled Wages	On semi-skilled and skilled wages	On materials	On contingency	Total
Palakkad	2528.32	1373.79	41.41	77.60	127.05	1619.85
Wayanad	1419.87	1100.84	1.19	18.83	49.03	1169.88
TOTAL	3948.19	2474.63	42.60	96.43	176.08	2789.73

Source: Data received from JPC's office

**Table No. II.5.4 : District Data : Physical Outputs (Completed works only)**

Name of District	Rural Connectivity	Flood control and protection	Water conservation and harvesting	Drought proofing	Micro irrigation	Provision of facility to SC/ST / Ben. of LR/IAY	Renovation of traditional water bodies	Land Dev.
Palakkad	59	917	207	10	1012	148	915	56
Wayanad	147	654	905	34	202	100	445	239
TOTAL	206	1571	1112	44	1214	248	1360	295

Source: Data received from JPC's office

**Table No. II.5.5 : District Data : Employment Generation Details**

Name of District	Employment Generated (Person-days in lakhs)						
	SC	ST	Others	Total	Women	Beneficiaries Of LR/IAY	Disabled Beneficiaries
Palakkad	3.40	0.50	7.67	11.57	8.95	0.000916	0.000001
Wayanad	0.72	2.05	6.16	8.93	4.52	0.009100	0.000033
<b>TOTAL</b>	<b>4.12</b>	<b>2.55</b>	<b>13.83</b>	<b>20.50</b>	<b>13.47</b>	<b>0.010016</b>	<b>0.000034</b>

Source: Data received from JPC's office

**Table No. II.5.6 : District Data : Role of Programme Co-ordinator**

Sl. No.	Description	Palakkad District		Wayanad District	
		Yes	No	Yes	No
<b>A.</b>	<b>Planning</b>				
	Mobilisation of demand	1	--	1	--
	Estimation of demand	1	--	1	--
	Activity selection	1	--	1	--
	Preparation of Annual Plan	1	--	1	--
	Approval of Perspective Plan	--	--	--	--
	Approval of Annual Plan	1	--	1	--
	Preparation of Labour Budget	1	--	1	--
<b>B.</b>	<b>Communication and Publicity</b>				
	Communication strategy	1	--	1	--
	Communication and publicity in local language	1	--	1	--
<b>C.</b>	<b>Implementation</b>				
	Preparation of Estimates Based on prototypes available in the district	1	--	1	--
	Estimates prepared by the executing agency	1	--	1	--
	Who are offered job – applications received in GP are entertained	1	--	1	--
	Who are offered job – Applications entertained after opening of works	1	--	1	--
<b>D.</b>	<b>Wages</b>				
	Time Rate	--	--	--	--
	Piece Rate	1	--	1	--
<b>E.</b>	<b>Periodicity of payment</b>				
	7 days	1	--	1	--
	14 days	--	--	--	--
	21 Days	--	--	--	--
	More than 21 days	--	--	--	--
<b>F.</b>	<b>Provision of muster roll</b>				
	Whether numbered muster	1	--	1	--

	rolls issued by PO				
	Whether entries made in muster rolls tally with job cards and employment register	1	--	1	--
<b>G.</b>	<b>Whether publicity of key features made in all the GP like:</b>				
	Fixation of wages	1	--	1	--
	Publicity of wage rate	1	--	1	--
	Display of wage rate	1	--	1	--
	Periodicity of payment of wages	1	--	1	--
	District schedule rate in vernacular language	1	--	1	--
<b>H.</b>	<b>Grievance Redressal</b>				
	Whether helpline for grievance redressal established at all levels	1	--	--	1
<b>I.</b>	<b>Monitoring and Evaluation</b>				
	Report of local vigilance committee	1	--	1	--
	Documents and report of vigilance committee kept for public scrutiny	1	--	1	--
<b>J.</b>	<b>Measurement of works</b>				
	Publicity of district schedule rate in vernacular language	--	1	--	1
<b>K.</b>	<b>Financial Management</b>				
	Set up District Employment Guarantee Fund	--	--	--	--
	Open NREGS Bank Accounts in District and Blocks	1	--	1	--
	Flow of fund from District to PO and implementing agencies	1	--	1	--

Source: Data received from JPC's office

**Table No. II.6.1 : Block Data : Work Taken Details**

Name of Block	No. of works taken up	No. of works completed	Amount spent (Rs. in lakhs)	Employment generated (person-days)	No. of households provided employment
Kollengode	357	302	33.92	31068	2565
Malampuzha	497	360	203.03	142328	6691
Kalpetta	1112	989	391.42	301430	14092
Mananthavady	1042	976	417.63	342129	13925
TOTAL	3008	2627	1046.00	816955	37273

Source: Data received from BPO's office

**Table No. II.6.2 : Block Data : Household Details**

Name of Block	No. of households demanded employment during 2006-07	No. of households completed 100 days of employment during 2006-07
Kollengode	2565	-
Malampuzha	6814	9
Kalpetta	16366	179
Mananthavady	15182	100
TOTAL	40927	288

Source: Data received from BPO's office

**Table No. II.6.3 : Block Data : Funds and expenditure**

Name of Block	Funds Received (Rs. in lakhs)	Expenditure (Rs. in lakhs)				Total
		On Unskilled Wages	On semi-skilled and skilled wages	On materials	On contingency	
Kollengode	59.89	33.92	-	-	7.95	41.39
Malampuzha	211.79	176.79	3.87	23.38	8.75	211.79
Kalpetta	450.01	370.94	-	6.76	13.72	391.42
Mananthavady	489.62	423.14	-	10.06	14.02	447.22
TOTAL	1211.31	1004.79	3.87	40.2	44.44	1091.82

Source: Data received from BPO's office

**Table No. II.6.4 : Block Data : Physical Output under each type of work**

Name of Block	Rural Connectivity	Flood control and protection	Water conservation and harvesting	Drought proofing	Micro irrigation	Provision of facility to SC/ST / Ben. of LR/IAY	Renovation of traditional water bodies	Land Dev.
Kollengode	8	19	131	1	71	-	72	-
Malampuzha	9	15	-	2	307	-	21	6
Kalpetta	95	173	230	10	36	-	333	112
Mananthavady	37	357	197	-	144	69	69	103
<b>TOTAL</b>	<b>149</b>	<b>564</b>	<b>558</b>	<b>13</b>	<b>558</b>	<b>69</b>	<b>495</b>	<b>221</b>

Source: Data received from BPO's office

**Table No. II.6.5 : Block Data : Employment Generation Details**

Name of Block	Employment Generated (Person-days)						
	SC	ST	Others	Total	Women	Beneficiaries Of LR/IAY	Disabled Beneficiaries
Kollengode	9029	5797	16241	31068	24373	18	-
Malampuzha	28043	1043	113242	142328	110216	29	-
Kalpetta	43235	61441	196754	301430	96542	-	-
Mananthavady	13531	64313.5	-	342129	174929	258	13
<b>TOTAL</b>	<b>93838</b>	<b>132594.5</b>	<b>590521.5</b>	<b>816955</b>	<b>406060</b>	<b>305</b>	<b>13</b>

Source: Data received from BPO's office

**Table No. II.6.6 : Block Data : Role of Programme Officer**

Sl. No.	Description	Blocks in Palakkad District		Blocks in Wayanad District	
		Yes	No	Yes	No
<b>A.</b>	<b>Planning</b>				
	Mobilisation of demand	2	--	2	--
	Estimation of demand	--	2	1	1
	Activity selection	--	2	2	--
	Preparation of Annual Plan	2	--	2	
	Approval of Perspective Plan	--	2	--	2
	Preparation of Labour Budget	2	--	2	--
<b>B.</b>	<b>Communication and Publicity</b>				
	Communication strategy	2	--	2	--
	Communication and publicity in local language	2	--	2	--
<b>C.</b>	<b>Financial Management</b>				
	Release of fund	2	--	2	--
	Utilisation of fund	2	--	2	--
	Maintenance of account	2	--	2	--
<b>D.</b>	<b>Training</b>				
	Training stakeholders	2	--	2	--
	Training on RTI/Social Audit	2	--	1	1

	Develop training module/material	--	2	--	2
	Training of trainers	--	2	--	2
	Organising training programme	2	--	1	1
<b>E.</b>	<b>Operation</b>				
	Mobilisation of application	--	2	1	1
	Registration of application	--	2	1	1
	Registration and verification of application	--	2	1	1
	Issue of job cards	2	--	1	1
	Annual updation of employment seekers register	--	2	2	--
<b>F.</b>	<b>Implementation</b>				
	Preparation of estimates based on proto-types available in the district	2	--	1	1
	Preparation of estimate by the executing agency	--	--	1	1
	Applications received in GP are entertained	2	--	2	--
	Applications entertained/demand generated after opening of works	2	--	2	--
<b>G.</b>	<b>Wages</b>				
	Time Rate	--	--	--	--
	Piece Rate	2	--	2	--
<b>H.</b>	<b>Periodicity of payment</b>				
	7 days	1	--	1	--
	14 days	--	--	--	--
	21 days	1	--	1	--
	More than 21 days	--	--	--	--
<b>I.</b>	<b>Provision of muster roll</b>				
	Whether numbered muster rolls issued by PO?	2	--	2	--
	Whether entries made in muster rolls tally with job cards and employment register?	--	2	2	--

<b>J.</b>	<b>Whether publicity of key features made in all the GP like:</b>				
	Fixation of wages	2	--	2	--
	Publicity of wage rate	2	--	2	--
	Display of wage rate	--	2	2	--
	Periodicity of payment of	2	--	2	--

	wages				
	District schedule rate in vernacular language	--	2	1	1
<b>K.</b>	<b>Social Audit</b>				
	Conduct of social audit	--	2	--	2
	Local vigilance committee for every work	--	2	--	2
	Local beneficiary committee	--	2	2	--
	Monitoring of registration by authorities	2	--	2	--
	Monitoring of employment provided vis-à-vis employment demanded	2	--	2	--
<b>L.</b>	<b>Grievance Redressal</b>				
	Whether helpline for grievance redressal established at all levels	--	2	--	2
<b>M.</b>	<b>Monitoring and Evaluation</b>				
	Report of local vigilance committee	--	2	1	1
	Documents and report of vigilance committee kept for public scrutiny	--	2	1	1
<b>N.</b>	<b>Measurement of works</b>				
	Publicity of district schedule rate in vernacular language	--	2	--	2

Source: Data received from BPO's office

**Table No. II.7.1 : Gram Panchayat Data : Work Taken Details**

Name of Gram Panchayat	No. of works taken up	No. of works completed	Amount spent (Rs. In lakhs)	Employment generated (person-days)	No. of households provided employment
Kollengode	82	51	6.49	6095	595
Koduvayur	61	57	4.67	3769	304
Muthalamada	138	124	20.28	16190	1114
Pudunagaram	29	27	2.21	1733	162
Vadavannur	47	43	4.65	3281	390
	357	302	38.31	31068	2565
Akathethara	81	64	18.81	14104	519
Elappully	64	48	36.40	26674	1400
Malampuzha	90	85	14.68	10450	760
Marutharoad	45	40	8.76	7102	621
Peruvemba	41	31	9.71	7375	440
Polpully	48	40	13.75	10020	677
Pudussery	43	17	74.11	42630	880
Puthuppariyaram	85	35	25.26	17370	1137
	497	360	201.48	135725	6434
Kaniyambatta	94	94	19.43	14893	1695
Kottathara	83	82	48.40	36502	1273
Meppady	113	77	37.08	29100	2100
Mooppainadu	36	29	24.58	19628	1257
Muttil	63	50	23.84	17587	1686
Padinjarethara	202	202	55.43	43673	1196
Pozhuthana	265	225	96.35	74989	1925
Thariyodu	77	53	13.89	13361	1261
Vengappally	29	27	9.33	7036	360
Vythiri	150	150	57.60	44661	1339
	1112	989	385.93	301430	14092
Edavaka	165	157	106.85	79812	1467
Mananthavady	132	123	47.42	38242	1850
Panamaram	138	133	36.15	44090	1600
Thavinjal	140	120	77.30	53069	4625
Thirunelly	68	59	48.12	25801	969
Thondarnadu	127	122	46.86	38602	1289
Vellamunda	272	262	78.50	62513	2313
	1042	976	441.20	342129	14113

Source: Data received from NREGS Cell at GPs.

**Table No. II.7.2 : Gram Panchayat Data : Analysis Tables**

<b>I</b>	<b>Registration</b>				
<b>A</b>	<b>Was a list prepared by the GP of all the possible HH that might seek registration?</b>				
	Yes	11	84.62	--	--
	No	2	15.38	17	100.00
<b>B</b>	<b>Whether first registration done in a special Grama Sabha?</b>				
	Yes	13	100.00	17	100.00
	No	--	--	--	--
<b>C</b>	<b>Whether list of persons read out for verification at Grama Sabha?</b>				
	Yes	10	76.92	5	29.41
	No	3	23.08	12	70.59
<b>D</b>	<b>Is registration open in the Grama Sabha on an on-going basis?</b>				
	Yes	13	100.00	17	100.00
	No	--	--	--	--
<b>E</b>	<b>Is there any one remaining in the village, yet to be registered?</b>				
	Yes	--	--	17	100.00
	No	13	100.00	--	--
<b>II</b>	<b>Job Cards</b>				
<b>A</b>	<b>Whether all job-seekers (Households) are issued Job Cards?</b>				
	Yes	4	30.77	4	23.53
	No	9	69.23	13	76.47
<b>B</b>	<b>Whether job card prepared, issued and updated in a transparent manner?</b>				
	Yes	13	100.00	16	94.12
	No	--	--	1	5.88
<b>C</b>	<b>Were job cards issued within one month of registration?</b>				
	Yes	9	69.23	1	5.88
	No	4	30.77	16	94.12
<b>D</b>	<b>Is the list of job card regularly updated and put up on the notice board of GP?</b>				
	Yes	1	7.69	1	5.88
	No	12	92.31	16	94.12
<b>E</b>	<b>Is a file containing photocopies of all job cards available for inspection in the GP office?</b>				
	Yes	--	--	15	88.24
	No	13	100.00	2	11.76
<b>F</b>	<b>Was the job card issued free of cost?</b>				
	Yes	4	30.77	7	41.18
	No	9	69.23	10	58.82
<b>G</b>	<b>Is there any one in your village who has not received the job card or is there any other pending complaint?</b>				
	Yes	--	--	13	76.47
	No	13	100.00	4	23.53

<b>H</b>	<b>Whether all job cards issued contain photos of all members of households whose names appear in job card?</b>				
	Yes	11	84.62	17	100.00
	No	2	15.38	--	--
<b>I</b>	<b>Is duplicate copy of job card kept in the GP office and updated with the details of employment and payment made?</b>				
	Yes	2	15.38	5	29.41
	No	11	84.62	12	70.59
<b>III</b>	<b>Norms for application of work</b>				
<b>A</b>	<b>Are the workers receiving dated receipts for their application of work?</b>				
	Yes	2	15.38	3	17.65
	No	11	84.62	14	82.35
<b>B</b>	<b>Are applicants getting work in time?</b>				
	Yes	9	69.23	3	17.65
	No	4	30.77	14	52.34
<b>C</b>	<b>Is the list of works allotted are put on the notice board?</b>				
	Yes	--	--	2	11.76
	No	13	100.00	15	88.24
<b>D</b>	<b>Is there any case of unemployment allowance?</b>				
	Yes	--	--	--	--
	No	13	100.00	17	100.00
<b>E</b>	<b>Do you adhere to the guidelines of providing 33 % quota to women in the allotment of works?</b>				
	Yes	13	100.00	17	100.0
	No	--	--	--	--
<b>F</b>	<b>Is the roaster based on date of application received being followed for allocation of works?</b>				
	Yes	--	--	--	--
	No	13	100.00	17	100.00
<b>G</b>	<b>Is there cases of allocating work outside the 5 K.m.radius?</b>				
	Yes	2	15.38	2	11.76
	No	11	84.62	15	88.24
<b>H</b>	<b>In such cases whether transport facility was arranged?</b>				
	Yes	2	100.00	2	100.00
	No	--	--	--	--
<b>I</b>	<b>In such cases, whether additional allowance of 10 % of MWR was paid?</b>				
	Yes	1	50.00	2	100.00
	No	1	50.00	--	--
<b>IV</b>	<b>Transparency in Sanction of Works</b>				
<b>A</b>	<b>Was the shelf of projects prepared in the Grama Sabha?</b>				
	Yes	13	100.00	3	17.65
	No	--	--	14	82.35

<b>B</b>	<b>Whether preference/suggestions of local MP/MLA and PRI members were also taken into account at the time of plan preparation?</b>				
	Yes	13	100.00	4	23.53
	No	--	--	13	76.47
<b>C</b>	<b>Was the technical estimate prepared by JE in consultation with the residents of the village?</b>				
	Yes	5	38.46	3	17.65
	No	8	61.54	14	82.35
<b>D</b>	<b>Were the works taken up was from the shelf of the projects?</b>				
	Yes	13	100.00	3	17.65
	No	--	--	14	82.35
<b>E</b>	<b>Whether list of NREGS works were read out loudly, along with the amount sanctioned and amount spent on the works in the GP area?</b>				
	Yes	1	7.69	2	11.76
	No	12	92.31	15	88.24
<b>F</b>	<b>Whether GP board updated with list of works printed on it?</b>				
	Yes	11	84.62	2	11.76
	No	2	15.38	15	88.24
<b>G</b>	<b>Whether minutes of Grama Sabha in which approval of works obtained being properly maintained?</b>				
	Yes	13	100.00	10	58.82
	No	--	--	7	41.18
<b>V</b>	<b>Transparency in Implementation of Works</b>				
<b>A</b>	<b>Whether work order issued was given adequate publicity?</b>				
	Yes	3	23.08	7	41.18
	No	10	76.92	10	58.82
<b>B</b>	<b>Was there a board at the worksite giving all the details?</b>				
	Yes	2	15.38	1	5.88
	No	11	84.62	16	94.12
<b>C</b>	<b>Was an open project meeting held before commencement of work to explain the details to the workers?</b>				
	Yes	9	69.23	6	35.29
	No	4	30.77	11	64.71
<b>D</b>	<b>Whether muster rolls available for public scrutiny at all times at the worksite?</b>				
	Yes	11	84.62	16	94.12
	No	2	15.38	1	5.88
<b>E</b>	<b>Whether worksite material register maintained, alongwith verification by atleast 5 worker whenever materials came to the worksite?</b>				
	Yes	10	76.92	--	--
	No	3	23.08	17	100.00
<b>F</b>	<b>Was a daily individual measurement of work conducted in a transparent manner where piece-rate norms were in force?</b>				
	Yes	9	69.23	7	41.18
	No	4	30.77	10	58.82

<b>G</b>	<b>Was the final measurement of work done by JE in the presence of group of workers?</b>				
	Yes	13	100.00	16	94.12
	No	--	--	1	5.88
<b>H</b>	<b>Was an open project meeting held within 7 days of completion of the work?</b>				
	Yes	3	23.08	1	5.88
	No	10	76.92	16	94.12
<b>I</b>	<b>Whether all those who worked on the site and residents of the village were invited to look at the entire records?</b>				
	Yes	5	38.46	1	5.88
	No	8	61.54	16	94.12
<b>J</b>	<b>Whether work was assigned to a contractor?</b>				
	Yes	--	--	--	--
	No	13	100.00	17	100.00
<b>VI</b>	<b>Wage Payment Details</b>				
<b>A</b>	<b>Whether the payments made within 7 days?</b>				
	Yes	--	--	--	--
	No	13	100.00	17	100.00
<b>B</b>	<b>Were wages paid at a designated public place at designated time?</b>				
	Yes	13	100.00	17	100.00
	No	--	--	--	--
<b>C</b>	<b>Were all payment details available for public scrutiny before payments were made?</b>				
	Yes	5	38.46	14	82.35
	No	8	61.54	3	17.65
<b>D</b>	<b>Whether copies of the muster rolls were put on the GP notice board?</b>				
	Yes	2	15.38	4	23.53
	No	11	84.62	13	76.47
<b>E</b>	<b>Were payment details read out loudly in public while making payments?</b>				
	Yes	--	--	--	--
	No	13	100.00	17	100.00
<b>F</b>	<b>Were payments made by an agency other than the one who implemented the work?</b>				
	Yes	--	--	--	--
	No	13	100.0	17	100.00
<b>G</b>	<b>Was record maintained of payments made beyond the specified time?</b>				
	Yes	13	100.00	15	88.24
	No	--	--	2	11.76
<b>H</b>	<b>Was compensation given as per the provision of the payment of Minimum Wages Act, 1936 for late payment?</b>				
	Yes	--	--	--	--
	No	13	100.00	17	100.00
<b>I</b>	<b>Is there any payment still due?</b>				
	Yes	3	23.08	--	--
	No	10	76.92	17	100.00

<b>J</b>	<b>Is there any instance of workers earning less than minimum wage?</b>				
	Yes	7	53.85	15	88.24
	No	6	46.15	2	11.76
<b>VII</b>	<b>Status of V &amp; M C</b>				
<b>A</b>	<b>Is there Vigilance and Monitoring Committee constituted for the Panchayat?</b>				
	Yes	13	100.00	17	100.00
	No	--	--	--	--
<b>B</b>	<b>Did this Committee make regular visits to the worksite and monitor implementation of various aspects of the works?</b>				
	Yes	9	69.23	3	17.65
	No	4	30.77	14	82.35
<b>C</b>	<b>Were any complaints made?</b>				
	Yes	2	15.38	4	23.53
	No	11	84.62	13	76.47
<b>D</b>	<b>Were they addressed within 7 days by the grievance redressal authority?</b>				
	Yes	2	100.00	1	25.00
	No	--		3	75.00
<b>E</b>	<b>Has the Vigilance and Monitoring Committee submitted its report ?</b>				
	Yes	11	84.62	17	100.00
	No	2	15.38	--	--
<b>F</b>	<b>Was the report available in the records?</b>				
	Yes	2	15.38	1	5.88
	No	11	84.62	16	94.12
<b>VIII</b>	<b>Accounts and Audit</b>				
<b>A</b>	<b>Does the work file/record have all the required documents?</b>				
	Yes	8	61.54	9	52.94
	No	5	38.46	8	47.06
<b>B</b>	<b>Were all the documents available for scrutiny at least 15 days before the Social Audit Forum?</b>				
	Yes	--	--	--	--
	No	13	100.00	17	100.00
<b>C</b>	<b>Were charts and summary sheets available for public display and scrutiny before and during the Social Audit Forum?</b>				
	Yes	--	--	--	--
	No	13	100.00	17	100.00
<b>D</b>	<b>Whether summary of the bills read out loudly to check discrepancy?</b>				
	Yes	--	--	--	--
	No	13	100.00	17	100.00
<b>E</b>	<b>Whether measurement book summary read out loudly?</b>				
	Yes	1	7.69	--	--
	No	12	92.31	17	100.00
<b>F</b>	<b>Whether photographs taken before, during and after completion of the work?</b>				
	Yes	13	100.00	--	--
	No	--		17	100.00

<b>G</b>	<b>If yes, was it displayed on the notice board or available in the records, public display and Social Audit Forum?</b>				
	Yes	--	--	--	--
	No	13	100.00	--	--
	No response	--	--	17	100.00
<b>IX</b>	<b>Other Aspects</b>				
<b>A</b>	<b>Whether GP members/staff attended any training programme on NREGS?</b>				
	Yes	13	100.00	17	100.00
	No	--	--	--	--
<b>B</b>	<b>Periodicity of making entries in Measurement Books</b>				
	Seven days	4	30.77	1	5.88
	Fifteen days	7	53.85	6	35.29
	Thirty days and above	2	15.38	10	58.82
<b>C</b>	<b>Whether machines are involved in execution?</b>				
	Yes	2	15.38	11	64.71
	No	11	84.62	6	35.29
<b>D</b>	<b>Whether contractors are involved in implementation?</b>				
	Yes	--	--	--	--
	No	13	100.00	17	100.00
<b>E</b>	<b>If yes, was it displayed on the notice board or available in the records, public display and Social Audit Forum?</b>				
	Yes	--	--	--	--
	No	13	100.00	--	--
	No response	--	--	17	100.00
<b>F</b>	<b>Whether Panchayat Assistant/Rozgar Sewak appointed at GP level?</b>				
	Yes	13	100.00	17	100.00
	No	--	--	--	--
<b>G</b>	<b>Availability of the following facilities at the work site</b>				
	Drinking water	13	100.00	17	100.00
	Shade	4	30.77	--	--
	Period of rest	7	53.85	1	5.88
	First Aix box	7	53.85	4	23.53

Source: Data received from NREGS Cell at GPs.

**Table II.8 :1. Analysis Tables : Beneficiaries**

Sl. No.	Description	Palakkad District		Wayanad District	
		Number	Percentage	Number	Percentage
<b>I</b>	<b>Identification Details</b>				
<b>A</b>	<b>Age group</b>				
	18 – 35 yrs.	167	41.34	182	44.39
	36 – 60 yrs.	233	57.67	218	53.17
	Above 60 yrs.	4	0.99	10	2.44
<b>B</b>	<b>Sex</b>				
	Male	54	13.37	127	30.98
	Female	350	86.63	283	69.02
<b>C</b>	<b>Religion</b>				
	Hindu	385	95.30	288	70.24
	Muslim	16	3.96	76	18.54
	Christian	3	0.74	46	11.22
<b>D</b>	<b>Caste</b>				
	SC	119	29.46	62	15.12
	ST	13	3.22	127	30.98
	OBC	225	55.69	97	23.66
	Others	47	11.63	124	30.24
<b>E</b>	<b>Marital Status</b>				
	Married	346	85.64	348	84.88
	Unmarried	20	4.95	27	6.59
	Widow(er)	26	6.44	19	4.63
	Separated	12	2.97	15	3.66
	Unwed Mother	-	-	1	0.24
<b>F</b>	<b>Educational Status</b>				
	Illiterate	102	25.25	67	16.34
	Literate	41	10.15	34	8.29
	Primary	78	19.30	79	19.27
	Middle	89	22.03	113	27.56
	Matric	90	22.28	81	19.76
	Higher	4	0.99	36	8.78
<b>G</b>	<b>Occupational Status</b>				
	Agricultural labourer	299	74.01	248	60.49
	Non-agricultural labourer	30	7.43	59	14.39
	Cultivator	-	-	2	0.49
	Artisan	-	-	1	0.24
	Service	7	1.73	1	0.24
	Trader	5	1.24	-	-
	Others	3	0.74	-	-
	Non-worker	60	14.85	99	24.15

<b>II.</b>	<b>Household Details</b>				
<b>A</b>	<b>Family Size</b>				
	1 – 4 members	219	54.21	240	58.54
	5 – 8 members	184	45.54	167	40.73
	More than 8 members	1	0.25	3	0.73
<b>B</b>	<b>Whether disabled?</b>				
	Yes	-	-	3	0.73
	No	404	100.00	407	99.27
<b>C</b>	<b>Whether listed under BPL list, 2002?</b>				
	Yes	245	60.64	297	72.44
	No	149	36.88	107	26.09
	No idea	10	2.48	6	1.46
<b>D</b>	<b>Colour of Ration Card</b>				
	Red	168	41.58	239	58.29
	Blue	230	56.93	155	37.80
	No Ration Card	6	1.49	16	3.90
<b>III</b>	<b>Landhold, Electricity, Water and Other Facilities</b>				
<b>A</b>	<b>Details of land ownership</b>				
	Landless	33	8.17	53	12.93
	Less than 10 cents	303	75.00	126	30.73
	10 – 49 cents	68	16.83	157	38.29
	50 – 99 cents	-	-	39	9.51
	More than 100 cents	-	-	35	8.54
<b>B</b>	<b>Whether house is electrified?</b>				
	Yes	250	61.88	242	59.02
	No	154	38.12	168	40.98
<b>C</b>	<b>Whether sanitary facility is available in the house?</b>				
	Yes	266	65.84	324	79.02
	No	138	34.16	86	20.98
<b>D</b>	<b>Source of drinking water</b>				
	Public	304	75.25	248	60.49
	Private	100	24.75	162	39.51
<b>E</b>	<b>Type of source for drinking water</b>				
	Tap	272	67.33	107	26.09
	Hand pump	9	2.23	3	0.73
	Dug well	135	33.42	253	61.71
	Canal/Stream	10	2.48	60	14.63
	River	-	-	3	0.73
<b>F</b>	<b>Distance from the public source</b>				
	Less than 0.5 K.m.	377	93.32	361	88.05
	0.5 – 1 K.m.	22	5.45	37	9.02
	More than 1 K.m.	5	1.24	12	2.93

<b>IV</b>	<b>Household Income</b>				
<b>A</b>	<b>Annual Family Income during 2005-06 (in Rs.)</b>				
	Less than 12,000	116	28.71	198	48.29
	12,000 – 21,999	159	39.36	152	37.07
	More than 22,000	129	31.93	60	14.63
<b>B</b>	<b>Annual Family Income during 2006-07 – Excluding Income from NREGS (in Rs.)</b>				
	Less than 12,000	113	27.97	202	49.27
	12,000 – 21,999	149	36.88	140	34.15
	More than 22,000	142	35.15	68	16.58
<b>C</b>	<b>Annual Family Income during 2006-07 – Including Income from NREGS (in Rs.)</b>				
	Less than 12,000	47	11.63	90	21.95
	12,000 – 21,999	158	39.11	195	47.56
	More than 22,000	199	49.26	125	30.49
<b>V</b>	<b>Awareness and Opinion</b>				
<b>A</b>	<b>Awareness regarding the Rural Development Programmes</b>				
	SGSY	150	37.13	141	34.39
	JGSY	9	2.23	22	5.37
	PMGSY	5	1.24	26	6.34
	IAY	235	58.17	251	61.22
	Watershed	5	1.24	21	5.12
	TSC	327	80.94	253	61.71
	RWSP	18	4.46	59	14.39
	NOAPS	135	33.42	121	29.51
	NMBS	33	8.17	22	5.37
	NFBS	22	5.45	50	12.19
	NREGS	392	97.03	385	93.90
<b>B</b>	<b>Receipt of benefit to family from Rural Development Programmes</b>				
	SGSY	2	0.49	-	-
	IAY	67	16.59	79	19.27
	TSC	61	15.09	74	18.05
	RWSP	2	0.49	-	-
	NOAPS	5	1.24	9	2.19
	NMBS	-	-	3	0.73
	NREGS	404	100.00	410	100.00
<b>C</b>	<b>Immediate Requirement</b>				
	Drinking water	44	10.89	36	8.78
	Sanitation	65	16.09	41	10.00
	House	59	14.60	120	29.27
	Electricity	20	4.95	34	8.29
	Road	10	2.48	22	5.37
	Health facility	6	1.49	1	0.24
	Education	3	0.74	22	5.37
	Work for wages	176	43.56	100	24.39

	Others	21	5.20	28	6.83
	No immediate requirement	-	-	6	1.46
<b>D</b>	<b>Number of Grama Sabhas meetings during 2006-07</b>				
	Nil	57	14.11	24	5.85
	One	48	11.88	70	17.07
	Two	207	51.24	158	38.54
	Three	79	19.55	110	26.83
	Four	12	2.97	35	8.54
	More than four	1	0.25	13	3.17
<b>E</b>	<b>Are you satisfied with the functioning of Gram Panchayat?</b>				
	Yes	351	86.88	356	86.83
	No	53	13.12	54	13.17
<b>F</b>	<b>Whom do you go in case of any problem/complaint?</b>				
	Sarpanch	45	11.14	126	30.73
	Grama Panchayat	26	6.43	75	18.29
	Block official	-	-	1	0.24
	District official	1	0.25	6	1.46
	Others	157	38.86	99	24.15
	No response	175	43.32	103	25.12
<b>G</b>	<b>Is your problem/complaint heard/addressed?</b>				
	Yes	162	40.10	260	63.42
	No	41	10.15	47	11.46
	No response	201	49.75	103	25.12
<b>VI</b>	<b>Registration</b>				
<b>A</b>	<b>Whether any list prepared by the GP for registration?</b>				
	Yes	60	14.85	161	39.27
	No	177	43.81	61	14.88
	No idea	167	41.34	188	45.85
<b>B</b>	<b>Whether first registration done in a special Grama Sabha?</b>				
	Yes	268	66.34	266	64.88
	No	79	19.55	73	17.80
	No idea	57	14.11	71	17.32
<b>C</b>	<b>Whether list of persons read out for verification at Grama Sabha?</b>				
	Yes	61	15.10	129	31.46
	No	229	56.68	189	46.10
	No idea	114	28.22	92	22.44
<b>D</b>	<b>Is registration open in the Grama Sabha on an on-going basis?</b>				
	Yes	213	52.72	211	51.46
	No	45	11.14	17	4.15
	No idea	146	36.14	182	44.39
<b>E</b>	<b>Is there any one remaining in the village, yet to be registered?</b>				
	Yes	133	32.92	126	30.73
	No	85	21.04	97	23.66
	No idea	186	46.04	187	45.61

<b>VII</b>	<b>Job Cards</b>				
<b>A</b>	<b>Whether job card prepared, issued and updated in a transparent manner?</b>				
	Yes	299	74.01	295	71.95
	No	54	13.37	30	7.32
	No idea	51	12.62	85	20.73
<b>B</b>	<b>Were job cards issued within one month of registration?</b>				
	Yes	104	25.74	168	40.98
	No	295	73.02	217	52.93
	No idea	5	1.24	25	6.09
<b>C</b>	<b>Is the list of job card regularly updated and put up on the notice board of GP?</b>				
	Yes	5	1.24	31	7.56
	No	276	68.31	213	51.95
	No idea	123	30.45	166	40.49
<b>D</b>	<b>Was the job card issued free of cost?</b>				
	Yes	154	38.12	239	58.29
	No	249	61.63	157	38.29
	No idea	1	0.25	14	3.41
<b>E</b>	<b>Is there any one in your village who has not received the job card, despite applying for it?</b>				
	Yes	108	26.73	52	12.68
	No	82	20.3	67	16.34
	No idea	214	52.97	291	70.98
<b>VIII</b>	<b>Norms for application of work</b>				
<b>A</b>	<b>Whether list of works allotted was put on the notice board?</b>				
	Yes	2	0.49	71	17.32
	No	261	64.60	160	39.02
	No idea	141	34.90	179	43.66
<b>B</b>	<b>Did you receive dated receipts for application of work?</b>				
	Yes	14	3.46	211	51.47
	No	373	92.33	165	40.24
	No idea	17	4.21	34	8.29
<b>C</b>	<b>Did you get work in time within 15 days of demand?</b>				
	Yes	173	42.82	357	87.07
	No	214	52.97	46	11.22
	No idea	17	4.21	7	1.71
<b>D</b>	<b>Whether there were 33 % women in the project?</b>				
	Yes	383	94.80	395	96.34
	No	15	3.71	3	0.73
	No idea	6	1.49	12	2.93
<b>E</b>	<b>Whether a roaster based on date of application received is followed for allocation of works?</b>				
	Yes	35	8.66	96	23.41
	No	230	56.93	181	44.15

	No idea	139	34.41	133	32.44
<b>F</b>	<b>Did you go outside the 5 K.m.radius of your village to work under NREGS?</b>				
	Yes	14	3.47	45	10.98
	No	390	96.53	365	89.02
<b>G</b>	<b>If yes, whether transport facility was arranged?</b>				
	Yes	7	50.0	5	11.11
	No	7	50.0	40	88.89
<b>H</b>	<b>In such cases, whether additional allowance of 10 % of MWR was paid?</b>				
	Yes	-	-	-	-
	No	14	100	45	100
<b>IX</b>	<b>Unemployment Allowance Details</b>				
<b>A</b>	<b>Did you or any member of your family receive payment of unemployment allowance?</b>				
	Yes	-	-	-	-
	No	214	100.0	46	100.0
<b>B</b>	<b>Did you make any effort to get it?</b>				
	Yes	-	-	-	-
	No	214	100.0	46	100.0
<b>C</b>	<b>Why did you not make an effort?</b>				
	Not aware	214	100.0	46	100.0
	Lengthy process	-	-	-	-
	Discouraged by officials	-	-	-	-
<b>X</b>	<b>Transparency in Sanction of Works</b>				
<b>A</b>	<b>Do you know a shelf of projects was to be prepared in the Grama Sabha for taking up the works under NREGS in your village?</b>				
	Yes	175	43.32	208	50.73
	No	126	31.19	61	14.88
	No idea	103	25.49	141	34.39
<b>B</b>	<b>Were you part to that decision in the Grama Sabha?</b>				
	Yes	183	45.30	256	62.44
	No	185	45.79	123	30.00
	No idea	36	8.91	31	7.56
<b>C</b>	<b>Whether preference/suggestions of local MP/MLA and PRI members were also taken into account at the time of plan preparation?</b>				
	Yes	269	66.59	249	60.73
	No	35	8.66	13	3.17
	No idea	100	24.75	148	36.10
<b>D</b>	<b>Whether technical estimate was prepared by JE in consultation with the residents of the village?</b>				
	Yes	12	2.97	93	22.68
	No	167	41.34	67	16.34
	No idea	225	55.69	250	60.98
<b>E</b>	<b>Whether the project in which you worked was from the shelf of the projects?</b>				
	Yes	75	18.56	121	29.51

	No	-	-	56	13.66
	No idea	329	81.44	233	56.83
<b>F</b>	<b>Whether list of NREGS works were read out loudly, along with the amount sanctioned and amount spent on the works in the GP area?</b>				
	Yes	38	9.40	50	12.20
	No	316	78.22	244	59.51
	No idea	50	12.38	116	28.29
<b>G</b>	<b>Whether GP board updated with list of works printed on it?</b>				
	Yes	8	1.98	23	5.61
	No	237	58.66	198	48.29
	No idea	159	39.36	189	46.10
<b>XI</b>	<b>Transparency in Implementation of Works</b>				
<b>A</b>	<b>Whether work order issued was given adequate publicity?</b>				
	Yes	80	19.80	195	47.56
	No	316	78.22	214	52.20
	No idea	8	1.98	1	0.24
<b>B</b>	<b>Was there a board at the worksite giving all the details?</b>				
	Yes	75	18.56	57	13.90
	No	329	81.44	351	85.61
	No idea	-	-	2	0.49
<b>C</b>	<b>Was an open project meeting held before commencement of work to explain the details to the workers?</b>				
	Yes	72	17.82	162	39.51
	No	329	81.44	220	53.66
	No idea	3	0.74	28	6.83
<b>D</b>	<b>Whether muster rolls available for public scrutiny at all times at the worksite?</b>				
	Yes	273	67.57	354	86.34
	No	85	21.04	45	10.98
	No idea	46	11.39	11	2.68
<b>E</b>	<b>Whether worksite material register maintained, alongwith verification by atleast 5 worker whenever materials came to the worksite?</b>				
	Yes	22	5.45	78	19.02
	No	277	68.56	150	36.59
	No idea	105	25.99	182	44.39
<b>F</b>	<b>Whether a daily individual measurement of work conducted in a transparent manner where piece-rate norms were in force?</b>				
	Yes	124	30.69	219	53.41
	No	223	55.20	87	21.22
	No idea	57	14.11	104	25.37
<b>G</b>	<b>Was the final measurement of work done by JE in the presence of group of workers?</b>				
	Yes	186	46.04	268	65.37
	No	180	44.55	98	23.90
	No idea	38	9.41	44	10.73

<b>H</b>	<b>Is there Vigilance and Monitoring Committee constituted for the Panchayat?</b>				
	Yes	57	14.11	260	63.41
	No	67	16.58	17	4.15
	No idea	280	69.31	133	32.44
<b>I</b>	<b>Do you know who are the members of the Committee?</b>				
	Yes	19	33.33	191	73.46
	No	33	57.90	67	25.77
	No idea	5	8.77	2	0.77
<b>J</b>	<b>Did this Committee make regular visits to the worksite and monitor implementation of various aspects of the works?</b>				
	Yes	12	21.05	137	52.69
	No	45	78.95	123	47.31
<b>K</b>	<b>Were any complaints made by the Committee?</b>				
	Yes	2	3.51	4	1.54
	No	44	77.19	185	71.15
	No idea	11	19.30	71	27.31
<b>L</b>	<b>Were the complaints addressed within 7 days by the required authority?</b>				
	Yes	-	-	3	-
	No	2	-	1	-
<b>M</b>	<b>Was an open project meeting held within 7 days of completion of the work?</b>				
	Yes	7	1.73	89	21.71
	No	397	98.27	316	77.07
	No idea	-	-	5	1.22
<b>N</b>	<b>Whether all those who worked on the site and residents of the village were invited to look at the entire records?</b>				
	Yes	90	22.28	157	38.29
	No	314	77.72	236	57.56
	No idea	-	-	17	4.15
<b>O</b>	<b>Whether work was carried out by contractor?</b>				
	Yes	-	-	-	-
	No	404	100.00	410	100.00
	No idea	-	-	-	-
<b>P</b>	<b>Whether the GP played any role in monitoring and supervision of work?</b>				
	Yes	135	33.41	170	41.46
	No	9	2.23	15	3.66
	No idea	260	64.36	225	54.88
<b>Q</b>	<b>Whether photos taken before, during and after completion of the work?</b>				
	Yes	333	82.43	143	34.88
	No	52	12.87	128	31.22
	No idea	19	4.70	139	33.90
<b>R</b>	<b>Whether the photos displayed on the notice board/records?</b>				
	Yes	-	-	11	7.69
	No	224	67.27	103	72.03

	No idea	109	32.73	29	20.28
<b>S</b>	<b>Whether any machinery used in execution of work?</b>				
	Yes	14	3.47	81	19.76
	No	378	93.56	309	75.36
	No idea	12	2.97	20	4.88
<b>XII</b>	<b>Wage Payment Details</b>				
<b>A</b>	<b>How many days worked under NREGS in 2006-07?</b>				
	Less than 6 days	11	2.72	14	3.42
	6 – 15 days	58	14.36	79	19.27
	16 – 45 days	189	46.78	183	44.63
	46 – 75 days	98	24.26	95	23.17
	76 – 100 days	35	8.66	34	8.29
	More than 100 days	13	3.22	5	1.22
<b>B</b>	<b>Whether the payments made within 7 days?</b>				
	Yes	5	1.24	50	12.20
	No	399	98.76	357	87.07
	No idea	-	-	3	0.73
<b>C</b>	<b>Whether wages paid at a designated public place at designated time?</b>				
	Yes	404	100.00	410	100.00
	No	-	-	-	-
<b>D</b>	<b>Were all payment details available for public scrutiny before payments were made?</b>				
	Yes	215	53.22	217	52.93
	No	188	46.53	185	45.12
	No idea	1	0.25	8	1.95
<b>E</b>	<b>Whether copies of the muster rolls were put on the GP notice board?</b>				
	Yes	7	3.26	35	16.13
	No	208	96.74	180	82.95
	No idea	-	-	2	0.92
<b>F</b>	<b>Were payment details read out loudly in public while making payments?</b>				
	Yes	-	-	-	-
	No	404	100.00	410	100.00
<b>G</b>	<b>Were payments made by an agency other than the one who implemented the work?</b>				
	Yes	-	-	-	-
	No	404	100.00	410	100.00
<b>H</b>	<b>Nature of payments made</b>				
	Cash	404	100.00	410	100.00
	Foodgrain	-	-	-	-
	Both	-	-	-	-
<b>I</b>	<b>Are you aware about minimum wage rate fixed by the Government under NREGS?</b>				

	Yes	393	97.28	401	97.81
	No	9	2.23	8	1.95
	No idea	2	0.49	1	0.24
<b>J</b>	<b>Is there any payment still due?</b>				
	Yes	196	48.51	89	21.71
	No	208	51.49	313	76.34
	No idea	-	-	8	1.95
<b>K</b>	<b>Is there any instance of workers earning less than minimum wage?</b>				
	Yes	97	24.01	52	12.68
	No	269	66.58	276	67.32
	No idea	38	9.41	82	20.00
<b>XIII</b>	<b>Impacts of NREGS</b>				
<b>A</b>	<b>Do you think the assets created under NREGS is durable?</b>				
	Yes	206	50.99	204	49.76
	No	190	47.03	180	43.90
	No idea	8	1.98	26	6.34
<b>B</b>	<b>Do you think the quality of work under NREGS is satisfactory?</b>				
	Yes	366	90.59	302	73.66
	No	38	9.41	96	23.41
	No idea	-	-	12	2.93
<b>XIV</b>	<b>Quality of work</b>				
	Very Good	1	0.25	2	0.49
	Good	127	31.44	194	47.32
	Average	274	67.82	212	57.70
	Poor	2	0.49	2	0.49
<b>A</b>	<b>Has it created any impact on income and employment of your household on a sustainable basis?</b>				
	Yes	265	65.59	312	76.10
	No	138	34.16	92	22.44
	No idea	1	0.25	6	1.46
<b>B</b>	<b>Has it created any impact on reducing household indebtedness?</b>				
	Yes	266	65.84	352	85.85
	No	138	34.16	56	13.66
	No idea	-	-	2	0.49
<b>C</b>	<b>Has it created any impact on checking migration from rural to urban area or to other states?</b>				
	Yes	53	13.12	82	20.00
	No	278	68.81	185	45.12
	No idea	73	18.07	143	34.88
<b>D</b>	<b>Any member of your household has stopped migrating after implementation of NREGS?</b>				
	Yes	1	1.89	10	12.20
	No	52	98.11	72	87.80
	No idea				
<b>E</b>	<b>Has it created any impact on soil conservation?</b>				
	Yes	87	21.53	152	37.07

	No	138	34.16	55	13.42
	No idea	179	44.31	203	49.51
<b>F</b>	<b>Has it created any impact on water conservation?</b>				
	Yes	234	57.92	217	52.93
	No	101	25.00	26	6.34
	No idea	69	17.08	167	40.73
<b>G</b>	<b>Do you think the water table of the area has increased after creation of assets under NREGS?</b>				
	Yes	87	21.54	107	26.10
	No	156	38.61	89	21.71
	No idea	161	39.85	214	52.19
<b>H</b>	<b>Whether any afforestation work has been taken up in your village under REGS?</b>				
	Yes	55	13.61	23	5.61
	No	294	72.78	223	54.39
	No idea	55	13.61	164	40.00
<b>I</b>	<b>Do you think that it has made any impact on agriculture productivity?</b>				
	Yes	115	28.47	81	19.76
	No	46	11.39	113	27.56
	No idea	243	60.15	216	52.68
<b>J</b>	<b>Impact on agricultural productivity</b>				
	Marginal	86	74.78	48	59.26
	Significant	29	25.22	33	40.74
<b>K</b>	<b>Do you think implementation of this scheme has created impact in terms of overall development of the village?</b>				
	Yes	279	69.06	342	83.41
	No	117	28.96	32	7.81
	No idea	8	1.98	36	8.78

Source: Field Survey

**Table II.9 :1. Analysis Table- Non-Beneficiaries**

Sl. No.	Description	Palakkad District		Wayanad District	
		Number	Percentage	Number	Percentage
<b>I</b>	<b>Identification Details</b>				
<b>A</b>	<b>Age group</b>				
	18 – 35 yrs.	26	50.98	26	50.98
	36 – 60 yrs.	24	47.06	24	47.06
	Above 60 yrs.	1	1.96	1	1.96
<b>B</b>	<b>Sex</b>				
	Male	10	19.61	28	54.90
	Female	41	80.39	23	45.10
<b>C</b>	<b>Religion</b>				
	Hindu	42	82.35	33	64.71
	Muslim	6	11.77	13	25.49
	Christian	3	5.88	5	9.80
<b>D</b>	<b>Caste</b>				
	SC	22	43.14	7	13.72
	ST	1	1.96	20	39.22
	OBC	13	25.49	14	27.45
	Others	15	29.41	10	19.61
<b>E</b>	<b>Marital Status</b>				
	Married	38	74.51	40	78.43
	Unmarried	7	13.73	4	7.84
	Widow(er)	4	7.84	4	7.84
	Separated	2	3.92	3	5.89
	Unwed Mother	-	-	-	-
<b>F</b>	<b>Educational Status</b>				
	Illiterate	7	13.73	11	21.57
	Literate	4	7.84	1	1.96
	Primary	14	27.45	17	33.33
	Middle	12	23.53	13	25.49
	Matric	12	23.53	4	7.84
	Higher	2	3.92	5	9.81
<b>G</b>	<b>Occupational Status</b>				
	Agricultural labourer	26	50.98	28	54.90
	Non-agricultural labourer	5	9.80	15	29.41
	Cultivator	1	1.96	2	3.92
	Service	3	5.88	-	-
	Others	3	5.88	-	-
	Non-worker	13	25.49	6	11.77

<b>II</b>	<b>Household Details</b>				
<b>A</b>	<b>Family Size</b>				
	1 – 4 members	32	62.75	22	43.14
	5 – 8 members	19	37.25	26	50.98
	More than 8 members	-	-	3	5.88
<b>B</b>	<b>Whether disabled?</b>				
	Yes	1	1.96	4	7.84
	No	50	98.04	47	92.16
<b>C</b>	<b>Whether listed under BPL list, 2002?</b>				
	Yes	28	54.90	34	66.67
	No	23	45.10	17	33.33
<b>D</b>	<b>Colour of Ration Card</b>				
	Red	17	33.33	28	54.90
	Blue	31	60.79	18	35.30
	No Ration Card	3	5.88	5	9.80
<b>III</b>	<b>Landhold, Electricity, Water and Other Facilities</b>				
<b>A</b>	<b>Details of land ownership</b>				
	Landless	3	5.88	10	19.61
	Less than 10 cents	40	78.43	18	35.30
	10 – 49 cents	6	11.77	14	27.45
	50 – 99 cents	-	-	4	7.84
	More than 100 cents	2	3.92	5	9.80
<b>B</b>	<b>Whether house is electrified?</b>				
	Yes	34	66.67	28	54.90
	No	17	33.33	23	45.10
<b>C</b>	<b>Source of drinking water</b>				
	Public	41	80.39	35	68.63
	Private	10	19.61	16	31.37
<b>D</b>	<b>Type of source for drinking water</b>				
	Tap	34	66.67	16	31.37
	Hand pump	2	3.92	1	1.96
	Dug well	15	29.41	29	56.86
	Canal/Stream	-	-	4	7.84
	River	-	-	1	1.96
<b>E</b>	<b>Distance from the public source</b>				
	Less than 0.5 K.m.	50	98.04	49	96.08
	0.5 – 1 K.m.	1	1.96	1	1.96
	More than 1 K.m.	-	-	1	1.96
<b>F</b>	<b>Type of water source for irrigation</b>				
	Public	-	-	2	-
	Private	3	-	4	-
	Rented	-	-	-	-
<b>G</b>	<b>Source of water for irrigation</b>				

	Dug well	2	-	5	-
	Tube well	-	-	-	-
	Private pond	1	-	1	-
	Public pond	-	-	2	-
	Canal/Stream	-	-	-	-
<b>IV</b>	<b>Household Income</b>				
<b>A</b>	<b>Annual Family Income during 2005-06 (in Rs.)</b>				
	Less than 12,000	16	31.37	16	31.37
	12,000 – 21,999	11	21.57	21	41.18
	More than 22,000	24	47.06	14	27.45
<b>B</b>	<b>Annual Family Income during 2006-07 (in Rs.)</b>				
	Less than 12,000	16	31.37	16	31.37
	12,000 – 21,999	11	21.57	20	39.22
	More than 22,000	24	47.06	15	29.41
<b>V</b>	<b>Awareness and Opinion on RD programmes, Grama Sabha, NREGS, officials and GP</b>				
<b>A</b>	<b>Awareness regarding the Rural Development Programmes</b>				
	SGSY	16	31.37	22	43.14
	JGSY	2	3.92	2	3.92
	PMGSY	2	3.92	-	-
	IAY	30	58.82	28	54.9
	Watershed	-	-	1	1.96
	TSC	39	76.47	26	50.98
	RWSP	9	17.65	5	9.8
	NOAPS	23	45.10	17	33.33
	NMBS	6	11.76	3	5.88
	NFBS	5	9.80	4	7.84
	NREGS	50	98.04	48	94.12
<b>B</b>	<b>Receipt of benefit to family from Rural Development Programmes</b>				
	SGSY	1	7.14	-	-
	JGSY	-	-	2	14.29
	IAY	3	21.43	3	21.43
	TSC	8	57.14	6	42.85
	RWSP	2	14.29	1	7.14
	NOAPS	-	-	2	14.29
<b>C</b>	<b>Immediate Requirement</b>				
	Drinking water	8	15.69	4	7.84
	Sanitation	4	7.84	4	7.84
	House	7	13.73	12	23.53
	Electricity	2	3.92	4	7.84
	Road	1	1.96	5	9.81
	Health facility	7	13.73	2	3.92
	Education	1	1.96	-	-
	Work for wages	9	17.64	7	13.73
	Others	7	13.73	2	3.92

	No immediate requirement	5	9.80	11	21.57
<b>D</b>	<b>Number of Grama Sabhas meetings during 2006-07</b>				
	Nil	13	25.49	5	9.80
	One	7	13.73	11	21.57
	Two	23	45.10	22	43.14
	Three	6	11.76	11	21.57
	Four	2	3.92	2	3.92
<b>E</b>	<b>Why did you not apply for the Job Card?</b>				
	Do not need it	5	-	5	-
	Not able to work due to health reasons	8	-	11	-
	Not aware of NREGS	18	-	1	-
<b>F</b>	<b>Whether the selection of NREGS works done as per the need of local area?</b>				
	Yes	46	90.20	33	64.71
	No	2	3.92	16	31.37
	No idea	3	5.88	2	3.92
<b>G</b>	<b>Who selected the works?</b>				
	Grama Sabha	27	52.94	27	52.94
	Gram Panchayat	22	43.14	24	47.06
	Sarpanch	1	1.96	-	-
	Others	1	1.96	-	-
<b>H</b>	<b>Whether the local Vigilance and Monitoring Committees set up at worksite?</b>				
	Yes	12	23.53	21	41.18
	No	23	45.10	16	31.37
	No idea	16	31.37	14	27.45
<b>I</b>	<b>Whether the consultants of the Committee are from local area and among beneficiaries?</b>				
	Yes	12	23.53	20	39.22
	No	8	15.69	5	9.80
	No idea	31	60.78	26	50.98
<b>J</b>	<b>Are you satisfied with the functioning of Gram Panchayat?</b>				
	Yes	43	84.31	34	66.67
	No	8	15.69	17	33.33
<b>K</b>	<b>Whom do you go in case of any problem/complaint?</b>				
	Sarpanch	5	9.81	22	43.14
	Grama Panchayat	14	27.45	5	9.80
	Block official	1	-	-	-
	District official	1	1.96	-	-
	Others	15	29.41	10	19.61
	No response	16	31.37	14	27.45

<b>L</b>	<b>Is your problem/complaint heard/addressed?</b>				
	Yes	21	41.18	32	62.75
	No	14	27.45	5	9.80
	No response	16	31.37	14	27.45
<b>VI</b>	<b>Registration</b>				
<b>A</b>	<b>Whether registered your name under NREGS?</b>				
	Yes	44	86.27	38	74.51
	No	7	13.73	13	25.49
<b>B</b>	<b>Whether any list prepared by the GP for registration?</b>				
	Yes	7	13.73	9	17.65
	No	11	21.57	5	9.80
	No idea	33	64.70	37	72.55
	No idea				
<b>C</b>	<b>Whether first registration done in a special Grama Sabha?</b>				
	Yes	30	58.82	26	50.98
	No	6	11.77	5	9.80
	No idea	15	29.41	20	39.22
<b>D</b>	<b>Whether list of persons read out for verification at Grama Sabha?</b>				
	Yes	12	23.53	5	9.81
	No	21	41.18	16	31.37
	No idea	18	35.29	30	58.82
<b>E</b>	<b>Is registration open in the Grama Sabha on an on-going basis?</b>				
	Yes	17	33.33	19	37.26
	No	2	3.92	5	9.80
	No idea	32	62.75	27	52.94
<b>F</b>	<b>Is there any one remaining in the village, yet to be registered?</b>				
	Yes	21	41.18	18	35.29
	No	9	17.65	6	11.77
	No idea	21	41.18	27	52.94
<b>VII</b>	<b>Job Cards</b>				
<b>A</b>	<b>Whether job card prepared, issued and updated in a transparent manner?</b>				
	Yes	33	64.71	18	35.30
	No	4	7.84	3	5.88
	No idea	14	27.45	30	58.82
<b>B</b>	<b>Were job cards issued within one month of registration?</b>				
	Yes	7	13.73	12	23.53
	No	30	58.82	27	52.94
	No idea	14	27.45	12	23.53
<b>C</b>	<b>Is the list of job card regularly updated and put up on the notice board of GP?</b>				
	Yes	-	-	2	3.92
	No	30	58.82	16	31.37
	No idea	21	41.18	33	64.71

<b>D</b>	<b>Was the job card issued free of cost?</b>				
	Yes	23	45.10	14	27.45
	No	28	54.90	18	35.29
	No idea	-	-	19	37.26
<b>E</b>	<b>Whether cost of photographs required was paid by you?</b>				
	Yes	35	68.63	20	39.22
	No	11	21.57	13	25.49
	No idea	5	9.80	18	35.29
<b>VIII</b>	<b>Norms for application of work</b>				
<b>A</b>	<b>Whether list of works allotted was put on the notice board?</b>				
	Yes	-	-	-	-
	No	27	52.94	15	29.41
	No idea	24	47.06	36	70.59
<b>B</b>	<b>Whether application for work received by GP?</b>				
	Yes	2	3.92	7	13.73
	No	21	41.18	12	23.53
	No idea	28	54.90	32	62.74
<b>C</b>	<b>Did you receive dated receipts for application of work?</b>				
	Yes	-	-	8	15.69
	No	22	43.14	10	19.61
	No idea	29	56.86	33	64.70
<b>IX</b>	<b>Unemployment Allowance Details</b>				
<b>A</b>	<b>Did you or any member of your family receive payment of unemployment allowance?</b>				
	Yes	-	-	-	-
	No	33	64.71	25	49.02
	No idea	18	35.29	26	50.98
<b>B</b>	<b>Did you make any effort to get it?</b>				
	Yes	-	-	-	-
	No	51	100.00	51	100.00
<b>C</b>	<b>Why did you not make an effort?</b>				
	Not aware	51	100.00	51	100.00
	Lengthy process	-	-	-	-
	Discouraged by officials	-	-	-	-
<b>X</b>	<b>Transparency in Sanction of Works</b>				
<b>A</b>	<b>Do you know a shelf of projects was to be prepared in the Grama Sabha for taking up the works under NREGS in your village?</b>				
	Yes	11	21.57	8	15.69
	No	9	17.65	2	3.92
	No idea	31	60.78	41	80.39

<b>B</b>	<b>Whether preference/suggestions of local MP/MLA and PRI members were also taken into account at the time of plan preparation?</b>				
	Yes	18	35.29	13	25.49
	No	-	-	2	3.92
	No idea	33	64.71	36	70.59
<b>C</b>	<b>Whether list of NREGS works were read out loudly, along with the amount sanctioned and amount spent on the works in the GP area?</b>				
	Yes	-	-	3	5.88
	No	32	62.75	16	31.37
	No idea	19	37.25	32	62.75
<b>D</b>	<b>Whether GP board updated with list of works printed on it?</b>				
	Yes	2	3.92	1	1.96
	No	22	43.14	16	31.37
	No idea	27	52.94	34	66.67
<b>XI</b>	<b>Transparency in Implementation of Works</b>				
<b>A</b>	<b>Whether work order issued was given adequate publicity?</b>				
	Yes	10	19.61	21	41.18
	No	37	72.55	28	54.90
	No idea	4	7.84	2	3.92
<b>B</b>	<b>Was there a board at the worksite giving all the details?</b>				
	Yes	-	-	3	5.88
	No	20	39.22	47	92.16
	No idea	31	60.78	1	1.96
<b>C</b>	<b>Was an open project meeting held before commencement of work to explain the details to the workers?</b>				
	Yes	4	7.84	7	13.73
	No	39	76.47	39	76.47
	No idea	8	15.69	5	9.80
<b>D</b>	<b>Whether muster rolls available for public scrutiny at all times at the worksite?</b>				
	Yes	15	29.41	12	23.53
	No	7	13.73	5	9.80
	No idea	29	56.86	34	66.67
<b>E</b>	<b>Is there Vigilance and Monitoring Committee constituted for the Panchayat?</b>				
	Yes	4	7.84	7	13.73
	No	9	17.65	4	7.84
	No idea	38	74.51	40	78.43
<b>F</b>	<b>Do you know who are the members of the Committee?</b>				
	Yes	4	-	4	-
	No	-	-	3	-
	No idea	-	-	-	-
<b>G</b>	<b>Were any complaints made by the Committee?</b>				
	Yes	-	-	-	-
	No	4	-	3	-
	No idea	-	-	4	-

<b>H</b>	<b>Were the complaints addressed within 7 days by the required authority?</b>				
	Yes	-	-	-	-
	No	4	-	2	-
	No idea	-	-	5	-
<b>I</b>	<b>Was an open project meeting held within 7 days of completion of the work?</b>				
	Yes	-	-	6	11.76
	No	47	92.16	35	68.63
	No idea	4	7.84	10	19.61
<b>J</b>	<b>Whether all those who worked on the site and residents of the village were invited to look at the entire records?</b>				
	Yes	6	11.77	9	17.65
	No	40	78.43	36	70.59
	No idea	5	9.80	6	11.76
<b>K</b>	<b>Whether work was carried out by contractor?</b>				
	Yes	-	-	-	-
	No	47	92.16	41	80.39
	No idea	4	7.84	10	19.61
<b>L</b>	<b>Whether the GP played any role in monitoring and supervision of work?</b>				
	Yes	15	29.41	10	19.61
	No	-	-	1	1.96
	No idea	36	70.59	40	78.43
<b>M</b>	<b>Whether photos taken before, during and after completion of the work?</b>				
	Yes	13	25.49	6	11.76
	No	9	17.65	3	5.88
	No idea	29	56.86	42	82.35
<b>N</b>	<b>Whether the photos displayed on the notice board/records?</b>				
	Yes	-	-	-	-
	No	13	-	6	-
	No idea	-	-	-	-
<b>O</b>	<b>Whether machines were put into work service?</b>				
	Yes	-	-	5	9.80
	No	11	21.57	8	15.69
	No idea	40	78.43	38	74.51
<b>XII</b>	<b>Wage Payment Details</b>				
<b>A</b>	<b>Were payment details read out loudly in public while making payments?</b>				
	Yes	-	-	3	5.88
	No	42	82.35	39	76.47
	No idea	9	17.65	9	17.65
<b>B</b>	<b>Are you aware about minimum wage rate fixed by the Government under NREGS?</b>				
	Yes	42	82.35	39	76.47
	No	5	9.80	4	7.84
	No idea	4	7.84	8	15.69

<b>C</b>	<b>Is there any instance of workers earning less than minimum wage?</b>				
	Yes	-	-	-	-
	No	-	-	2	3.92
	No idea	51	100.00	49	96.08
<b>XIII</b>	<b>Impacts of NREGS</b>				
<b>A</b>	<b>Do you think the assets created under NREGS are durable?</b>				
	Yes	23	45.10	15	29.41
	No	15	29.41	17	33.33
	No idea	13	25.49	19	37.26
<b>B</b>	<b>Does it create any impact on income and employment of the beneficiary household on a sustainable basis?</b>				
	Yes	30	58.82	28	54.90
	No	7	13.73	3	5.88
	No idea	14	27.45	20	39.22
<b>C</b>	<b>Does it create any impact on checking migration from rural to urban area or to other states?</b>				
	Yes	2	3.92	6	11.77
	No	21	41.18	16	31.37
	No idea	28	54.90	29	56.86
<b>D</b>	<b>Whether any member of your household migrated to urban area/other state ?</b>				
	Yes	2	3.92	-	-
	No	37	72.55	35	68.63
	No idea	12	23.53	16	31.37
<b>E</b>	<b>Whether assets created under NREGS has made any impact on water/soil conservation ?</b>				
	Yes	16	31.37	9	17.65
	No	11	21.57	5	9.80
	No idea	24	47.06	37	72.55
<b>F</b>	<b>Do you think the water table of the area has increased after creation of assets under NREGS?</b>				
	Yes	20	39.22	8	15.69
	No	11	21.57	3	5.88
	No idea	20	39.22	40	78.43
<b>G</b>	<b>Whether any afforestation work has been taken up in your village under REGS?</b>				
	Yes	-	-	-	-
	No	38	74.51	20	39.22
	No idea	13	25.49	31	60.78
<b>H</b>	<b>Do you think that it has made any impact on agriculture productivity?</b>				
	Yes	10	19.61	5	9.80
	No	6	11.76	7	13.73
	No idea	35	68.63	39	76.47

<b>I</b>	<b>Impact on agricultural productivity</b>				
	Marginal	5	-	-	-
	Average	5	-	3	-
	Significant	-	-	2	-
<b>J</b>	<b>Do you think implementation of this scheme has created impact in terms of overall development of the village?</b>				
	Yes	32	62.74	33	64.71
	No	10	19.61	4	7.84
	No Idea	9	17.65	14	27.45
<b>K</b>	<b>Do you think employment under NREGS would have created any impact in the society/village?</b>				
	Yes	30	58.82	26	50.98
	No	12	23.53	10	19.61
	No idea	9	17.65	15	29.41

Source: Field Survey

**Table No. II.10:1. Analysis Tables : Implementing Officials data**

Sl. No.	Description	GPs in Palakkad District		GPs in Wayanad District	
		Number	Percentage	Number	Percentage
<b>I</b>	<b>Capacity Building</b>				
<b>A</b>	<b>Whether training/workshop organised for orientation of field functionaries on various work components?</b>				
	Yes	13	100	17	100
	No	--		--	
<b>B</b>	<b>Did you attend the training?</b>				
	Yes	7	53.85	17	100
	No	6	46.15	--	
<b>II</b>	<b>Planning and Implementation</b>				
<b>A</b>	<b>Whether Perspective Plan for the district has been prepared for taking up works under NREGS?</b>				
	Yes	--		--	
	No	13	100	17	100
<b>B</b>	<b>Whether the activities to be taken up were discussed in Grama Sabha or the community to know preferences of works?</b>				
	Yes	13	100	17	100
	No	--		--	
	<b>Whether shelf was prioritised and approved by the GP?</b>				
	Yes	13	100	17	100
	No	--		--	
<b>C</b>	<b>Whether preference/suggestions of local MP/MLAs and PRI members taken in to account at the time of plan preparation?</b>				
	Yes	13		17	
	No	--		--	
<b>D</b>	<b>Whether GP/Village-wise shelf of projects prepared for execution of works in a year?</b>				
	Yes	13	100	17	100
	No	--		--	
<b>E</b>	<b>Whether works taken from the shelf of works or haphazardly?</b>				
	Shelf of works	12	92.31	5	29.41
	Haphazardly	1	7.69	12	70.59
<b>F</b>	<b>Whether long-run utility of work is taken in to account before taking up work?</b>				
	Yes	11	84.62	--	
	No	1	7.69	15	88.24
	No idea	1	7.69	2	11.76
<b>G</b>	<b>Whether provisions made for identification and selection of work to satisfy demand within 5 K.m?</b>				
	Yes	12	92.31	13	76.47
	No	--		1	5.88
	No idea	1	7.69	3	17.65

<b>H</b>	<b>Whether 60 : 40 ratio in wage and non-wage component of total cost of work was adhered?</b>				
	Yes	12	92.31	16	94.12
	No	--		1	5.88
	No idea	1	7.69	--	
<b>I</b>	<b>Any advance preparedness for AS/TS of works is done based on the assessment of demand of labour budgeting?</b>				
	Yes	2	15.38	--	
	No	8	61.54	17	100
	No idea	3	23.08	--	
<b>J</b>	<b>Did you ever visit work site to ensure availability of work site facilities?</b>				
	Yes	11	84.62	16	94.12
	No	1	7.69	1	5.88
	No idea	1		--	
<b>K</b>	<b>Frequency of visit?</b>				
	Monthly	10	76.92	1	5.18
	Quarterly	1	7.69	--	
	Half-yearly			--	
	Not periodically	2	15.39	16	94.12
<b>L</b>	<b>Whether cross-entry system of wages paid is being entered into muster rolls, job cards and employment registers with their numbers?</b>				
	Yes	12	92.31	7	41.18
	No	1	7.69	10	58.82
<b>M</b>	<b>Whether employment register and work-wise muster rolls was maintained?</b>				
	Yes	12	92.31	10	58.82
	No	1	7.69	7	58.82
<b>N</b>	<b>Whether information for public was displayed at the worksite?</b>				
	Yes	13	100	--	
	No	--		17	100
<b>O</b>	<b>Whether work was executed by contractor?</b>				
	Yes	--		--	
	No	12	92.31	17	100
	No idea	1	7.69	--	
<b>P</b>	<b>Whether machinery used to accomplish the task?</b>				
	Yes	--		8	47.06
	No	11	84.62	9	52.94
	No idea	2		--	
<b>Q</b>	<b>Did you come across instances of employing labourers beyond 5 K.m.?</b>				
	Yes	3	23.08	8	47.06
	No	3	23.08	--	
	No idea	7	53.84	9	52.94

<b>R</b>	<b>What is the periodicity of wage payment?</b>				
	Daily	--		--	
	Weekly	6	46.15	--	
	Fortnightly	6	46.15	1	5.88
	Monthly	--		--	
	Not fixed	1	7.70	16	94.12
<b>S</b>	<b>Whether SOR conducive for payment of full wages?</b>				
	Yes	--		--	
	No	7	53.85	--	
	No idea	6	46.15	17	100
<b>T</b>	<b>Whether any time and motion study undertaken by the district level agency?</b>				
	Yes	--		--	
	No	13	100	17	100
<b>U</b>	<b>Whether month-wise labour turn over cycle has been prepared?</b>				
	Yes	--		--	
	No	11	84.62	17	100
	No idea	2	15.38	--	
<b>V</b>	<b>Utility of assets created</b>				
	Durable and useful	7	53.85	--	
	Durable	--		17	100
	Just to provide employment	6	46.15	--	
<b>III</b>	<b>Information on Monitoring</b>				
<b>A</b>	<b>Whether Village Level Committee formed?</b>				
	Yes	13	100	16	94.15
	No	--		1	5.88
<b>B</b>	<b>Are you aware about its composition?</b>				
	Yes	10	76.92	17	100
	No	3	23.08	--	
<b>C</b>	<b>Whether VLC report of completed works obtained?</b>				
	Yes	3	23.08	17	100
	No	10	76.92	--	
<b>D</b>	<b>How and when VLC constituted?</b>				
	Before the work started	13	100	17	100
	During the work	--		--	
	After the completion	--		--	
<b>E</b>	<b>Whether completed works inspected by?</b>				
	District Collector	1		--	
	ADC	3		--	
	BDOs	9		6	
	State level officers	3		--	
<b>F</b>	<b>Whether funds allocated are utilised properly?</b>				
	Yes	13	100	17	100
	No	--		--	

<b>G</b>	<b>Whether cost estimates complied with in completing works?</b>				
	Yes	12	92.31	17	100
	No	1	7.69	--	
<b>H</b>	<b>Whether independent evaluation assessment ever undertaken by third party?</b>				
	Yes	1	7.69	--	
	No	12	92.31	17	100
<b>I</b>	<b>Whether grievance redressal mechanism established?</b>				
	Yes	13	100	13	76.47
	No	--		4	
<b>J</b>	<b>Whether social audit has been conducted?</b>				
	Yes	--		--	
	No	13	100	17	100

Source: Field survey.

**Table No. II.11.1 : Executing Agency - Work Taken Details (2006-07)**

Name of Gram Panchayat	No. of works taken up	No. of works completed	Amount spent (Rs. In lakhs)	Employment generated (person-days)	No. of households provided employment
Kollengode	82	51	6.49	6095	595
Koduvayur	61	57	4.67	3769	304
Muthalamada	138	124	20.28	16190	1114
Pudunagaram	29	27	2.21	1733	162
Vadavannur	47	43	4.65	3281	390
	357	302	38.31	31068	2565
Akathethara	81	64	18.81	14104	519
Elappully	64	48	36.40	26674	1400
Malampuzha	90	85	14.68	10450	760
Marutharoad	45	40	8.76	7102	621
Peruvemba	41	31	9.71	7375	440
Polpully	48	40	13.75	10020	677
Pudussery	43	17	74.11	42630	880
Puthuppariyaram	85	35	25.26	17370	1137
	497	360	201.48	135725	6434
Kaniyambatta	94	94	19.43	14893	1695
Kottathara	83	82	48.40	36502	1273
Meppady	113	77	37.08	29100	2100
Mooppainadu	36	29	24.58	19628	1257
Muttill	63	50	23.84	17587	1686
Padinjarethara	202	202	55.43	43673	1196
Pozhuthana	265	225	96.35	74989	1925
Thariyodu	77	53	13.89	13361	1261
Vengappally	29	27	9.33	7036	360
Vythiri	150	150	57.60	44661	1339
	1112	989	385.93	301430	14092
Edavaka	165	157	106.85	79812	1467
Mananthavady	132	123	47.42	38242	1850
Panamaram	138	133	36.15	44090	1600
Thavinjal	140	120	77.30	53069	4625
Thirunelly	68	59	48.12	25801	969
Thondarnadu	127	122	46.86	38602	1289
Vellamunda	272	262	78.50	62513	2313
	1042	976	441.20	342129	14113

Source: Data received from NREGS Cell at Panchayats.

**Table No. II.11.2 : Executing Agency : Household Details**

Name of Gram Panchayat	No. of households demanded employment during 2006-07	No. of households completed 100 days of employment during 2006-07
Kollengode	595	-
Koduvayur	304	-
Muthalamada	1114	-
Pudunagaram	162	-
Vadavannur	390	-
	2565	-
Akathethara	858	1
Elappully	1400	1
Malampuzha	760	-
Marutharoad	621	-
Peruvemba	440	-
Polpully	677	-
Pudussery	921	6
Puthuppariyaram	1137	1
	6814	9
Kaniyambatta	1760	-
Kottathara	1373	20
Meppady	2240	-
Mooppainadu	2700	-
Muttill	1708	6
Padinjarethara	1435	15
Pozhuthana	2101	125
Thariyodu	1270	-
Vengappally	440	1
Vythiri	1339	12
	16366	179
Edavaka	1467	33
Mananthavady	1950	1
Panamaram	1598	15
Thavinjal	4625	22
Thirunelly	1469	-
Thondarnadu	1473	-
Vellamunda	2600	29
	15182	100

Source: Data received from NREGS Cell at Panchayats.

**Table No. II.11.3 : Executing Agency - Funds and expenditure**

Name of Gram Panchayat	Funds Received (Rs. in lakhs)	Expenditure (Rs. in Lakhs)				Total
		On Unskilled Wages	On semi-skilled and skilled wages	On materials	On contingence	
Kollengode	8.53	5.66	-	-	.83	6.49
Koduvayur	5.04	3.85	-	-	.83	4.67
Muthalamada	21.39	19.15	-	-	1.13	20.28
Pudunagaram	17.66	1.26	-	-	.95	2.21
Vadavannur	7.27	3.83	-	-	.82	4.65
	59.89	33.75	-	-	4.56	38.31
Akathethara	18.81	17.57	-	.55	.69	18.81
Elappully	36.40	33.34	-	2.32	.73	36.40
Malampuzha	14.68	13.04	-	-	1.64	14.68
Marutharoad	8.76	8.15	-	.0038	.57	8.76
Peruvemba	9.71	8.99	-	-	.71	9.71
Polpully	13.75	12.53	-	.76	.46	13.75
Pudussery	74.11	50.15	3.87	19.14	.95	74.11
Puthuppariyaram	25.26	23.87	3.87	.56	.83	25.26
	201.48	167.63	-	23.38	6.61	201.48
Kaniyambatta	29.55	18.50	-	.095	.83	19.43
Kottathara	53.23	45.59	-	1.77	1.03	48.40
Meppady	41.92	35.92	-	.39	.76	37.08
Mooppainadu	25.53	23.87	-	.0045	.66	24.58
Muttill	33.32	21.48	-	1.55	.81	23.84
Padinjarethara	55.43	54.55	-	-	.87	55.43
Pozhuthana	101.34	93.74	-	1.72	.89	96.35
Thariyodu	17.86	13.06	-	.0018	.81	13.89
Vengappally	17.22	8.39	-	.13	.80	9.33
Vythiri	67.58	55.83	-	1.03	.75	57.60
	442.99	370.94	-	6.72	8.23	385.93
Edavaka	113.15	99.75	-	5.63	1.47	106.85
Mananthavady	47.75	46.47	-	.19	.75	47.42
Panamaram	49.10	35.22	-	-	.93	36.15
Thavinjal	81.26	75.70	-	-	1.60	77.30
Thirunelly	54.01	46.38	-	.42	1.32	48.12
Thondarnadu	57.79	44.04	-	1.95	.86	46.86
Vellamunda	79.28	75.56	-	1.87	1.08	78.50
	482.34	423.14	-	10.06	8.01	441.20

Source: Data received from NREGS Cell at Panchayats.

**Table No. II.11.4 : Executing Agency - Physical Outputs**

Name of Gram Panchayat	Rural Connectivity	Flood control and protection	Water conservation and harvesting	Drought proofing	Micro irrigation	Provision of facility to SC/ST / Ben. of LR/IAY	Renovation of traditional water bodies	Land Dev.
Kollengode	7	-	30	-	14	-	-	-
Koduvayur	1	13	-	-	23	-	20	-
Muthalamada	-	-	90	-	34	-	-	-
Pudunagaram	-	6	-	1	-	-	20	-
Vadavannur	-	-	11	-	-	-	32	-
	8	19	131	1	71	-	72	-
Akathethara	3	-	-	-	61	-	-	-
Elappully	-	-	-	1	47	-	-	-
Malampuzha	-	-	-	-	74	-	5	6
Marutharoad	-	8	-	-	28	-	4	-
Peruvemba	-	-	-	-	31	-	-	-
Polpully	-	-	-	-	40	-	-	-
Pudussery	-	-	-	-	17	-	-	-
Puthuppariyaram	6	7	-	1	9	-	12	-
	9	15	-	2	307	-	21	6
Kaniyambatta	4	19	19	-	-	-	51	1
Kottathara	-	47	13	-	12	-	10	-
Meppady	3	19	41	-	4	-	4	6
Mooppainadu	1	16	7	-	3	-	1	1
Muttil	-	15	18	-	2	-	12	3
Padinjarethara	40	-	-	10	-	-	144	8
Pozhuthana	12	-	57	-	-	-	89	67
Thariyodu	2	27	12	-	6	-	5	1
Vengappally	-	-	10	-	-	-	15	2
Vythiri	33	30	53	-	9	-	2	23
	95	173	230	10	36	-	333	112
Edavaka	28	43	5	-	41	10	-	30
Mananthavady	8	10	17	-	17	5	57	9
Panamaram	-	26	14	-	69	12	11	1
Thavinjal	1	25	57	-	-	7	-	30
Thirunelly	-	21	18	-	-	18	-	2
Thondarnadu	-	80	17	-	17	3	1	4
Vellamunda	-	152	69	-	-	14	-	27
	37	357	197	-	144	69	69	103

Source: Data received from NREGS Cell at Panchayats.

**Table No. II.11.5 : Executing Agency - Employment Generation Details**

Name of Gram Panchayat	Employment Generated (Person-days)						
	SC	ST	Others	Total	Women	Beneficiaries Of LR/IAY	Disabled Beneficiaries
Kollengode	779	304	5012	6095	5083	18	-
Koduvayur	1800	-	1969	3769	3340	-	-
Muthalamada	4457	5493	6240	16190	11995	-	-
Pudunagaram	599	-	1134	1733	1214	-	-
Vadavannur	1394.5	-	1886.5	3281	2741	-	-
	9029.5	5797	16241.5	31068	24373	18	-
Akathethara	2049	162	11893	14104	12339	16	-
Elappully	8281	8	18385	26674	20085	-	-
Malampuzha	1164	253	9033	10450	9514	-	-
Marutharoad	1360	-	5742	7102	5526	-	-
Peruvemba	2709	-	4666	7375	5409	13	-
Polpully	2675	-	7345	10020	8175	-	-
Pudussery	6348	589	35693	42630	35061	-	-
Puthuppariyaram	3457	31	13882	17370	13670	-	-
	28043	1043	106639	135725	109779	29	-
Kaniyambatta	1986	4757	8150	14893	7809	-	-
Kottathara	7291	8225	20986	36502	19503	-	-
Meppady	4565	3971	20564	29100	14187	-	-
Mooppainadu	2234	3478	13916	19628	10701	-	-
Muttil	1017	3404	13166	17587	16400	-	-
Padinjarethara	8006	6567	29100	43673	26097	-	-
Pozhuthana	11064	19647	44278	74989	47815	-	-
Thariyodu	1336	4345	7680	13361	8805	-	-
Vengappally	480	2755	3801	7036	4550	-	-
Vythiri	5256	4292	35113	44661	23244	-	-
	43235	61441	196754	301480	179111	-	-
Edavaka	1780	16924	61108	79812	52048	-	1
Mananthavady	1393	3507	33342	38242	26043	-	-
Panamaram	1557	8093	34440	44090	29191	-	-
Thavinjal	2608	7436	43025	53069	19193	181	10
Thirunelly	595	10227.5	14978.5	25801	6381	50	-
Thondarnadu	2092	5344	31166	38602	21923	24	2
Vellamunda	3506	12782	46225	62513	20150	3	-
	13531	64313.5	64284.5	342129	174929	258	13

Source: Data received from NREGS Cell at Panchayats.

**Table No. II.11.6 : Executing Agency - Role played**

Sl. No.	Description	Palakkad District		Wayanad District	
		Yes	No	Yes	No
<b>A.</b>	<b>Implementation</b>				
	Preparation of Estimates Based on prototypes available in the district	--	13	--	17
	Estimates prepared by the executing agency	13	--	17	--
	Who are offered job – applications received in GP are entertained	13	--	17	--
	Who are offered job – Applications entertained after opening of works	13	--	17	--
<b>B.</b>	<b>Wages</b>				
	Time Rate	--	--	--	--
	Piece Rate	13	--	17	--
<b>C.</b>	<b>Periodicity of payment</b>				
	7 days	--	--	--	--
	14 days	11	--	--	--
	21 Days	2	--	--	--
	More than 21 days	--	--	17	--
<b>D.</b>	<b>Provision of muster roll</b>				
	Whether numbered muster rolls issued by PO	13	--	17	--
	Whether entries made in muster rolls tally with job cards and employment register	13	--	17	--
<b>E.</b>	<b>Whether publicity of key features made in all the GP like:</b>				
	Fixation of wages	13	--	17	--
	Publicity of wage rate	13	--	17	--
	Display of wage rate	13	--	13	4
	Periodicity of payment of wages	10	3	11	6
	District schedule rate in vernacular language	7	6	17	--
<b>F.</b>	<b>Grievance Redressal</b>				
	Whether helpline for grievance redressal established at all levels	--	--	--	--

<b>G.</b>	<b>Monitoring and Evaluation</b>				
	Report of local vigilance committee	3	10	8	9
	Documents and report of vigilance committee kept for public scrutiny	1	12	8	9

Source: Field survey

**Table No. II.12 :1. Analysis Tables : Opinion Leaders**

SL. No.	Description	Palakkad District		Wayanad District	
		Number	Percentage	Number	Percentage
<b>I</b>	<b>Registration</b>				
<b>A</b>	<b>Was a list prepared by the GP of all the possible households that might seek registration?</b>				
	Yes	8	80	4	40
	No	2	20	6	60
<b>B</b>	<b>Was the first registration done in a special Grama Sabha?</b>				
	Yes	8	80	10	100
	No	2	20	--	
<b>C</b>	<b>Was the list of persons read out for verification at Grama Sabha?</b>				
	Yes	6	60	4	40
	No	3	30	6	60
	No idea	1	10	--	
<b>D</b>	<b>Is registration open in the Grama Sabha on an on-going basis?</b>				
	Yes	6	60	6	60
	No	3	30	4	40
	No idea	1	10	--	
<b>E</b>	<b>Is there any one remaining in the village, yet to be registered?</b>				
	Yes	5	50	6	60
	No	2	20	1	10
	No idea	3	30	3	30
<b>II</b>	<b>Job Cards</b>				
<b>A</b>	<b>Whether job card prepared, issued and updated in a transparent manner?</b>				
	Yes	7	70	8	80
	No	3	30	1	10
	No idea	--		1	10
<b>B</b>	<b>Were job cards issued within one month of registration?</b>				
	Yes	7	70	4	40
	No	1	10	5	50
	No idea	2	20	1	10
<b>C</b>	<b>Is the list of job card regularly updated and put up on the notice board of GP?</b>				
	Yes	7	70	1	10
	No	--		7	70
	No idea	3		2	20
<b>D</b>	<b>Is a file containing photocopies of all job cards available for inspection in the GP office?</b>				
	Yes	2	20	7	70
	No	5	50	2	20
	No idea	3	30	1	10
<b>E</b>	<b>Was the job card issued free of cost?</b>				
	Yes	3	30	3	30
	No	5	50	5	50
	No idea	2	20	2	20

<b>F</b>	<b>Is there any one in your village who has not received the job card, despite applying for it?</b>				
	Yes	4	40	7	70
	No	2	20	2	20
	No idea	4	40	1	10
<b>III</b>	<b>Norms for Application of Work</b>				
<b>A</b>	<b>Are the application for work being received in GP?</b>				
	Yes	7	70	9	90
	No	2	20	1	10
	No idea	1	10	--	
<b>B</b>	<b>Are the workers receiving dated receipts for their application of work?</b>				
	Yes	--		3	30
	No	6	60	5	50
	No idea	4		2	20
<b>C</b>	<b>Are applicants getting work in time within 15 days of demand?</b>				
	Yes	8	80	7	70
	No	1	10	--	
	No idea	1	10	3	30
<b>D</b>	<b>Is list of works allotted are put on the notice board?</b>				
	Yes	1	10	1	10
	No	8	80	6	60
	No idea	1	10	3	30
<b>E</b>	<b>Are you aware of cases of payment of unemployment allowance?</b>				
	Yes	--		--	
	No	10	100	4	40
	No idea	--		6	60
<b>F</b>	<b>Whether 33 % quota to women in the allotment of works was followed?</b>				
	Yes	10	100	10	100
	No	--		--	
<b>G</b>	<b>Are you aware that roaster based on date of application received is followed for allocation of works?</b>				
	Yes	4	40	1	10
	No	6	60	9	90
<b>H</b>	<b>Is there cases of allocating work outside the 5 K.m.radius ?</b>				
	Yes	--		2	20
	No	9	90	7	70
	No idea	1	10	1	10
<b>I</b>	<b>If yes, whether transport facility was arranged?</b>				
	Yes	--		--	
	No	--		1	50
	No idea	--		1	50
<b>J</b>	<b>In such cases, whether additional allowance of 10 % of MWR was paid?</b>				
	Yes	--		--	
	No	--		2	100
<b>IV</b>	<b>Transparency in Sanction of Works</b>				

<b>A</b>	<b>Was the shelf of projects prepared in the Grama Sabha?</b>				
	Yes	9	90	8	80
	No	1	10	2	20
<b>B</b>	<b>Was the technical estimate prepared by JE in consultation with the residents of the village?</b>				
	Yes	4	40	7	70
	No	1	10	3	30
	No idea	5	50	--	
<b>C</b>	<b>Were the works taken up was from the shelf of the projects?</b>				
	Yes	6	60	7	70
	No	--		3	30
	No idea	4	40	--	
<b>D</b>	<b>Whether list of NREGS works were read out loudly, along with the amount sanctioned and amount spent on the works in the GP area?</b>				
	Yes	7	70	2	20
	No	--		6	60
	No idea	3	30	2	20
<b>E</b>	<b>Whether GP board updated with list of works painted on it?</b>				
	Yes	3	30	3	30
	No	--		5	50
	No idea	7		2	20
<b>V</b>	<b>Transparency in Implementation of Works</b>				
<b>A</b>	<b>Whether work order issued was given adequate publicity?</b>				
	Yes	6	60	8	80
	No	4	40	2	20
<b>B</b>	<b>Was there a board at the worksite giving all the details?</b>				
	Yes	1	10	1	10
	No	9	90	9	90
<b>C</b>	<b>Was an open project meeting held before commencement of work to explain the details to the workers?</b>				
	Yes	3	30	9	90
	No	7	70	1	10
<b>D</b>	<b>Whether muster rolls available for public scrutiny at all times at the worksite?</b>				
	Yes	6	60	9	90
	No	4	40	1	10
<b>E</b>	<b>Whether worksite material register maintained, alongwith verification by at least 5 worker whenever materials came to the worksite?</b>				
	Yes	1	10	3	30
	No	5	50	3	30
	No idea	4	40	4	40

<b>F</b>	<b>Was a daily individual measurement of work conducted in a transparent manner where piece-rate norms were in force?</b>				
	Yes	2	20	8	80
	No	4	40	1	10
	No idea	4	40	1	10
<b>G</b>	<b>Was the final measurement of work done by JE in the presence of group of workers?</b>				
	Yes	3	30	7	70
	No	5	50	2	20
	No idea	2	20	1	10
<b>H</b>	<b>Is there Vigilance and Monitoring Committee constituted for the Panchayat?</b>				
	Yes	5	50	10	100
	No	4	40	--	
	No idea	1	10	--	
<b>I</b>	<b>Did this Committee make regular visits to the worksite and monitor implementation of various aspects of the works?</b>				
	Yes	1	10	6	60
	No	5	50	4	40
	No idea	4	40	--	
<b>J</b>	<b>Were any complaints made ?</b>				
	Yes	1	10	1	10
	No	3	30	7	70
	No idea	6	60	2	20
<b>K</b>	<b>Were the complaints addressed within 7 days by the required authority?</b>				
	Yes	1	100	--	
	No	--		--	
	No idea	--		1	100
<b>L</b>	<b>Was an open project meeting held within 7 days of completion of the work?</b>				
	Yes	--		2	20
	No	8	80	7	70
	No idea	2	20	1	10
<b>M</b>	<b>Whether all those who worked on the site and residents of the village were invited to look at the entire records?</b>				
	Yes	4	40	3	30
	No	5	50	4	40
	No idea	1	10	3	30
<b>N</b>	<b>Whether works carried out under REGS in your village was executed through contractor ?</b>				
	Yes	--		--	
	No	7	70	8	80
	No idea	3	30	2	20

<b>VI</b>	<b>Wage Payment Details</b>				
<b>A</b>	<b>Were payments made within 7 days?</b>				
	Yes	--		3	30
	No	10	100	6	60
	No idea	--		1	10
<b>B</b>	<b>Were wages paid at a designated public place at designated time?</b>				
	Yes	6	60	8	80
	No	4	40	1	10
	No idea	--		1	10
<b>C</b>	<b>Were all payment details available for public scrutiny before payments were made?</b>				
	Yes	4	40	5	50
	No	6	60	4	40
	No idea	--		1	10
<b>D</b>	<b>Whether copies of the muster rolls were placed for scrutiny?</b>				
	Yes	3	75	5	100
	No	--		--	
	No idea	1	25	--	
<b>E</b>	<b>Were payment details read out loudly in public while making payments?</b>				
	Yes	2	20	1	10
	No	7	70	8	80
	No idea	1	10	1	10
<b>F</b>	<b>Were payments made by an agency other than the one who implemented the work?</b>				
	Yes	--		--	
	No	9	90	4	40
	No idea	1	10	6	60
<b>G</b>	<b>Was record maintained of payments made beyond the specified time?</b>				
	Yes	6	60	6	60
	No	3	30	1	10
	No idea	1	10	3	30
<b>H</b>	<b>Is duplicate copy of job card kept in the Panchayat and entries made for each job card holders?</b>				
	Yes	--		5	50
	No	5	50	2	20
	No idea	5		3	30
<b>I</b>	<b>Was compensation given as per the provision of the payment of minimum wages Act, 1936 for late payment?</b>				
	Yes	--		--	
	No	9	90	3	30
	No idea	1	10	7	70

<b>J</b>	<b>Is there any payment still due?</b>				
	Yes	6	60	5	50
	No	1	10	3	30
	No idea	3	30	2	20
<b>K</b>	<b>Is there any instance of workers earning less than minimum wage?</b>				
	Yes	4	40	5	50
	No	6	60	4	40
	No idea	--		1	10
<b>VII</b>	<b>Accounts and Audit</b>				
<b>A</b>	<b>Does the work file/record have all the required documents?</b>				
	Yes	--		7	70
	No	1	10	--	
	No idea	9	90	3	30
<b>B</b>	<b>Were all the documents available for scrutiny at least 15 days before the Social Audit Forum?</b>				
	Yes	--		3	30
	No	5	50	4	40
	No idea	5	50	3	30
<b>C</b>	<b>Were charts and summary sheets available for public display and scrutiny before and during the Social Audit Forum?</b>				
	Yes	--		2	20
	No	5	50	4	40
	No idea	5	50	4	40
<b>D</b>	<b>Whether summary of the bills read out loudly to check discrepancy?</b>				
	Yes	--		2	20
	No	6	60	6	60
	No idea	4	40	2	20
<b>E</b>	<b>Whether measurement book summary read out loudly?</b>				
	Yes	--		--	
	No	6	60	8	80
	No idea	4	40	2	20
<b>F</b>	<b>Whether photographs taken before, during and after completion of the work?</b>				
	Yes	8	80	4	40
	No	--		5	50
	No idea	2	20	1	10
<b>G</b>	<b>If yes, was it displayed on the notice board or available in the records, public display and Social Audit Forum?</b>				
	Yes	1	12.5	--	
	No	5	62.5	4	100
	No idea	2	25	--	

<b>H</b>	<b>Has the Vigilance and Monitoring Committee submitted its report ?</b>				
	Yes	3	30	7	70
	No	1	10	1	10
	No idea	6	60	2	20
<b>I</b>	<b>Was the report available in the records?</b>				
	Yes	--		3	30
	No	2	20	2	20
	No idea	8	80	5	50
<b>J</b>	<b>Quality of work</b>				
	Very Good	--		--	
	Good	4	40	4	40
	Average	6	60	6	60
	Poor	--		--	

Source: Field Survey

<b>Name and village of the Beneficiaries Studied</b>		
<b>Name of the District : Wayanad</b>		
<b>Sl. No</b>	<b>Gram Panchayath</b>	<b>Name of the Beneficiary</b>
1	Kaniyambetta	Ms. Velichi
2	Kaniyambetta	Mr.Mani
3	Kaniyambetta	Mr.Balan
4	Kaniyambetta	Ms.Kamala
5	Kaniyambetta	Ms. Sunitha
6	Kaniyambetta	Ms.Poonkody
7	Kaniyambetta	Mr.Gokula Das
8	Kaniyambetta	Mr.Afsath
9	Kaniyambetta	Ms.Bindu
10	Kaniyambetta	Ms.Bindhu
11	Kaniyambetta	Mr.Hamsa
12	Kaniyambetta	Ms.Karthiyayani
13	Kaniyambetta	Ms.Shylaja
14	Kaniyambetta	Ms.Rukmini
15	Kaniyambetta	Ms.Sarojini
16	Kaniyambetta	Ms.Shyni
17	Kaniyambetta	Ms. Leela
18	Kaniyambetta	Ms.Omana
19	Kaniyambetta	Mr.Anil Babu
20	Kaniyambetta	Ms.Manju
21	Kaniyambetta	Ms.Ayisha
22	Kaniyambetta	Mr.Beerankutty
23	Kaniyambetta	Ms.Subandra
24	Kaniyambetta	Ms.Ramla
25	Kaniyambetta	Ms.Kanchamma
26	Mooppainadu	Ms.Vellachi
27	Mooppainadu	Ms.Kalliyani
28	Mooppainadu	Ms.Mini
29	Mooppainadu	Ms.Usha
30	Mooppainadu	Ms.Lilly
31	Mooppainadu	Ms.Kunjumol
32	Mooppainadu	Ms.Pankajakshi
33	Mooppainadu	Ms.Nabeesa
34	Mooppainadu	Ms.Leela
35	Mooppainadu	Ms.Usha
36	Mooppainadu	Ms.Ammi
37	Mooppainadu	Ms.Pushpa
38	Mooppainadu	Ms.Devayani
39	Mooppainadu	Ms.Ajitha
40	Mooppainadu	Ms.Rukiya
41	Mooppainadu	Ms.Yasoda
42	Mooppainadu	Ms.Leela
43	Mooppainadu	Ms.Sujatha
44	Mooppainadu	Ms.Deyamma

45	Mooppainadu	Mr.Premraj
46	Mooppainadu	Mr.Hamsa
47	Mooppainadu	Ms.Thanka
48	Mooppainadu	Mr.Abdulkhader
49	Mooppainadu	Mr.Raveendran
50	Kottathara	Mr.Krishnan
51	Kottathara	Ms.Vasantha
52	Kottathara	Ms.Leela Balakrishnan
53	Kottathara	Mr.T.N.Prabhakaran
54	Kottathara	Ms.Leela . M
55	Kottathara	Ms.Amina. A
56	Kottathara	Mr.Babu K
57	Kottathara	Ms.Kathisa
58	Kottathara	Ms.Sheeja Baby
59	Kottathara	Mr.Ramunni Nair
60	Kottathara	Mr.Suresh A.S
61	Kottathara	Mr.Saji Joseph
62	Kottathara	Ms.Ayisha
63	Kottathara	Mr.Ligish Joseph
64	Kottathara	Mr.Haridasan C
65	Kottathara	Ms.Radha Vijayan
66	Kottathara	Ms.Meenakshi M.K
67	Kottathara	Ms.Lakshmi
68	Kottathara	Mr.Kesavan
69	Kottathara	Ms.Leela
70	Kottathara	Ms. Molly
71	Kottathara	Mr.Babu K
72	Kottathara	Ms.Mariyam
73	Kottathara	Mr.Vasu C
74	Muttill	Ms.Meenakshi
75	Muttill	Ms.Sasikala
76	Muttill	Mr.Unni
77	Muttill	Ms.Janaki Kalan
78	Muttill	Ms.Leela Balachandran
79	Muttill	Ms.Suma
80	Muttill	Ms.Geetha Ramachandran
81	Muttill	Mr.Rajan
82	Muttill	Ms.Omana Vijayakumar
83	Muttill	Ms.Radha
84	Muttill	Mr.Muhammad
85	Muttill	Ms.Pathumma
86	Muttill	Ms.Sakkina Muhammad
87	Muttill	Mr.Sidique
88	Muttill	Ms.Saheera
89	Muttill	Mr.Saydu
90	Muttill	Mr.Usmn
91	Muttill	Mr.Mujeb
92	Muttill	Mr.Latheef
93	Muttill	Ms.Saradha Narayanan
94	Muttill	Mr.Suresh

95	Muttill	Ms.Geetha
96	Muttill	Ms.Ramani
97	Muttill	Mr.Unnikrishnan
98	Pozhuthana	Ms.Parvathi
99	Pozhuthana	Ms.Kunjamina
100	Pozhuthana	Mr.Shajahan
101	Pozhuthana	Mr.Velayudhan
102	Pozhuthana	Mr.Kunju Muhammed
103	Pozhuthana	Ms.Sulekha
104	Pozhuthana	Ms.Daisy
105	Pozhuthana	Ms.Vasantha
106	Pozhuthana	Mr.Hamsa
107	Pozhuthana	Ms.Kamakshi
108	Pozhuthana	Mr.Diasany
109	Pozhuthana	Mr.Sainudhin
110	Pozhuthana	Mr.Shaji
111	Pozhuthana	Mr.Chandran
112	Pozhuthana	Mr.Balan
113	Pozhuthana	Ms.Sarojini
114	Pozhuthana	Ms.Omana Krishnan
115	Pozhuthana	Ms.Meenakshi
116	Pozhuthana	Mr.Raghavan
117	Pozhuthana	Ms.Devaki
118	Pozhuthana	Mr.Raju
119	Pozhuthana	Ms.Vellachi
120	Pozhuthana	Mr.Vasu Chinnan
121	Pozhuthana	Mr.Gireesh Narayanan
122	Thariyodu	Mr.Perassiyu
123	Thariyodu	Ms.Elikutty
124	Thariyodu	Ms.Suvarna
125	Thariyodu	Ms.Shobana Johny
126	Thariyodu	Ms.Moly Joy
127	Thariyodu	Ms.Marykutty
128	Thariyodu	Ms.Mini Antony
129	Thariyodu	Ms.Assiya Basheer
130	Thariyodu	Ms.Ayisha Hamsa
131	Thariyodu	Ms.Mariyam Devasya
132	Thariyodu	Ms.Bhavani P.V
133	Thariyodu	Ms.Sarojini A
134	Thariyodu	Ms.Sini Devasya
135	Thariyodu	Ms.Moli Sunny
136	Thariyodu	Ms.Sarojini Balakrishnan
137	Thariyodu	Mr.Usman
138	Thariyodu	Ms.Shobana Chathakkan
139	Thariyodu	Ms.Kurinchi Vary
140	Thariyodu	Ms.Mini Thankan
141	Thariyodu	Ms.Shantha V
142	Thariyodu	Ms.Sujatha Mohanan
143	Thariyodu	Ms.Vellachi Vellan
144	Thariyodu	Ms.Seema Antony

145	Thariyodu	Mr.Avarachan
146	Meppady	Ms.Jalaja
147	Meppady	Mr.Zakeer
148	Meppady	Ms.Karthiyayani Velayudhan
149	Meppady	Ms.Summera
150	Meppady	Mr.Laxman .P
151	Meppady	Mr.Saithalavi
152	Meppady	Ms.Remla Hamsa
153	Meppady	Mr.V.Ponnu Swamy
154	Meppady	Ms.Bindhu Jayan
155	Meppady	Mr.Narayanan G
156	Meppady	Mr.Madhavn
157	Meppady	Mr.Ansar Abdu
158	Meppady	Ms.Rasheeda Asharaf
159	Meppady	Mr.Madhu K
160	Meppady	Mr.Raghu.A
161	Meppady	Mr.Hussian
162	Meppady	Ms.Manjusha Suresh
163	Meppady	Mr.Abdul Razakh
164	Meppady	Ms.Sakeena
165	Meppady	Ms.Sarojini
166	Meppady	Ms.Stella Sebastian
167	Meppady	Ms.Reena.K
168	Meppady	Ms.Visalakshi
169	Meppady	Ms.Sreeja Suresh
170	Padinjarethara	Mr.Balan
171	Padinjarethara	Ms.Sharadha
172	Padinjarethara	Mr.Rajashekharan
173	Padinjarethara	Ms.Ayisha
174	Padinjarethara	Mr.Kelu
175	Padinjarethara	Mr.Mani
176	Padinjarethara	Mr.Sibi
177	Padinjarethara	Ms.Shyni
178	Padinjarethara	Ms.Sainabha
179	Padinjarethara	Ms.Glory
180	Padinjarethara	Ms.Shalini
181	Padinjarethara	Mr.Moidheen
182	Padinjarethara	Ms.Chandrika
183	Padinjarethara	Ms.Aleena
184	Padinjarethara	Mr.Kujikannan
185	Padinjarethara	Mr.Anoop
186	Padinjarethara	Mr.Rajan
187	Padinjarethara	Ms.Vellichi
188	Padinjarethara	Ms.Sindhu
189	Padinjarethara	Ms.Sulojana
190	Padinjarethara	Ms.Ammi
191	Padinjarethara	Ms.Shantha
192	Padinjarethara	Ms.Prabha
193	Padinjarethara	Ms.Narayani
194	Vengapilly	Ms.Leelamma Joseph

195	Vengapilly	Mr.Ashokkumar
196	Vengapilly	Ms.Daysy
197	Vengapilly	Ms.Shyja
198	Vengapilly	Ms.Jayanthy
199	Vengapilly	Ms.Shantha
200	Vengapilly	Ms.Manjala
201	Vengapilly	Ms.Kamala
202	Vengapilly	Ms.Chandrika
203	Vengapilly	Mr.Kaviraj
204	Vengapilly	Ms.Sreedevi
205	Vengapilly	Ms.Sakeena
206	Vengapilly	Ms.Khadeeja
207	Vengapilly	Ms.Jumaila
208	Vengapilly	Ms.Sulijana
209	Vengapilly	Ms.Pushpa
210	Vengapilly	Ms.Thasni
211	Vengapilly	Ms.Sujatha
212	Vengapilly	Mr.Unnikrishnan
213	Vengapilly	Mr.Babu
214	Vengapilly	Mr.Chandran
215	Vengapilly	Ms.Shantha
216	Vengapilly	Ms.Mini
217	Vengapilly	Ms.Leela
218	Vythiri	Mr.Anas
219	Vythiri	Ms.Hathikka
220	Vythiri	Ms.Rejani
221	Vythiri	Ms.Mini
222	Vythiri	Ms.Bindu
223	Vythiri	Ms.Sajitha
224	Vythiri	Ms.Jyothy
225	Vythiri	Ms.Pathumma
226	Vythiri	Ms.Thukkaru
227	Vythiri	Ms.Lalitha
228	Vythiri	Mr.Aneesh
229	Vythiri	Ms.Safoora
230	Vythiri	Mr.Vinod
231	Vythiri	Ms.Sangeetha
232	Vythiri	Mr.Mukundan
233	Vythiri	Mr.Haridas
234	Vythiri	Mr.Vijayan
235	Vythiri	Mr.Joji
236	Vythiri	Ms.Radha
237	Vythiri	Ms.Jameela
238	Vythiri	Ms.Soumini
239	Vythiri	Ms.Savitha
240	Vythiri	Ms.Remani
241	Vythiri	Ms.Usha
242	Thondernadu	Mr.Muhammed
243	Thondernadu	Ms.Shantha
244	Thondernadu	Ms.Geetha

245	Thondernadu	Mr.Dasakumaran
246	Thondernadu	Mr.Velayudhan
247	Thondernadu	Ms.Leela K.
248	Thondernadu	Ms.Alice Thomas
249	Thondernadu	Ms.Yasoda
250	Thondernadu	Ms.Geetha
251	Thondernadu	Ms.Jagatha Velayudhan
252	Thondernadu	Ms.Rajamma Thambi
253	Thondernadu	Ms.Santha
254	Thondernadu	Mr.Kaima
255	Thondernadu	Mr.Gopalakrishnan
256	Thondernadu	Ms.Mini
257	Thondernadu	Ms.Pushpa C.R
258	Thondernadu	Ms.Sara
259	Thondernadu	Ms.Narayani
260	Thondernadu	Ms.Indira Sreedharan
261	Thondernadu	Ms. Shoba
262	Thondernadu	Ms.Sulekha
263	Thondernadu	Ms.Elikutty
264	Thondernadu	Mr.P.M.Thankappan
265	Thondernadu	Ms.Santha
266	Thondernadu	Mr.Moithu
267	Vellamunda	Ms.Omana Rajan
268	Vellamunda	Mr.Biju
269	Vellamunda	Ms.Ammuni
270	Vellamunda	Ms.Sudha
271	Vellamunda	Mr.Mammy
272	Vellamunda	Mr.Sankaran K.V
273	Vellamunda	Mr.Velli
274	Vellamunda	Ms.Ammukutti
275	Vellamunda	Ms.Santha K
276	Vellamunda	Ms.Suma
277	Vellamunda	Mr.Suseelan
278	Vellamunda	Ms.Bhargavi
279	Vellamunda	Mr.Bsheer
280	Vellamunda	Ms.Khadija Usman
281	Vellamunda	Mr.Ammed
282	Vellamunda	Mr.Kesavan
283	Vellamunda	Ms.Padmini
284	Vellamunda	Mr.Chandran
285	Vellamunda	Ms.Madhavi
286	Vellamunda	Mr.Gopi P.N
287	Vellamunda	Ms.Ajitha Chandran
288	Vellamunda	Ms.Amina
289	Vellamunda	Mr.Balan
290	Vellamunda	Ms.Sudha
291	Thavinjal	Ms.Sumathy
292	Thavinjal	Mr.Govindan
293	Thavinjal	Ms.Geetha
294	Thavinjal	Ms.Subandra

295	Thavinjal	Mr.Prakash
296	Thavinjal	Mr.Chinthu
297	Thavinjal	Ms.Salma
298	Thavinjal	Ms.Premalatha
299	Thavinjal	Mr.Suni
300	Thavinjal	Ms.Vellachi
301	Thavinjal	Mr.Johny
302	Thavinjal	Ms.Ammu
303	Thavinjal	Ms.R.Sudha
304	Thavinjal	Ms.Bindu
305	Thavinjal	Ms.Lakshmi
306	Thavinjal	Ms.Sobha Narayanan
307	Thavinjal	Mr.Shamul
308	Thavinjal	Mr.Joy
309	Thavinjal	Ms.Mariyamma
310	Thavinjal	Ms.Elcy
311	Thavinjal	Mr.Biju M.M
312	Thavinjal	Ms.Shobhana
313	Thavinjal	Mr.Rajan Kallankunnel
314	Thavinjal	Ms.Leela
315	Mananthawadi	Ms.Janu
316	Mananthawadi	Ms.Lisy
317	Mananthawadi	Ms.Mery
318	Mananthawadi	Ms.Cisily
319	Mananthawadi	Ms.Kamala
320	Mananthawadi	Ms.Aayishs
321	Mananthawadi	Ms.Safiya
322	Mananthawadi	Ms.Vanaja
323	Mananthawadi	Mr.Mammootti
324	Mananthawadi	Ms.Lali
325	Mananthawadi	Ms.Annakutty
326	Mananthawadi	Ms.Rajamma
327	Mananthawadi	Mr.Chandran
328	Mananthawadi	Ms.Sindhu
329	Mananthawadi	Mr.Mani
330	Mananthawadi	Ms.Naseema
331	Mananthawadi	Mr.Joseph
332	Mananthawadi	Ms.Velli
333	Mananthawadi	Mr.Many
334	Mananthawadi	Ms.Rose Mary
335	Mananthawadi	Ms.Rosamma
336	Mananthawadi	Ms.Reeja
337	Mananthawadi	Ms.Aayisha
338	Mananthawadi	Ms.Nani
339	Panamaram	Ms.Sunitha
340	Panamaram	Ms.Thankamani
341	Panamaram	Ms.Sundari
342	Panamaram	Mr.Sureendran
343	Panamaram	Ms.Sumalini
344	Panamaram	Ms.Shailaja

345	Panamaram	Mr.Madhavan
346	Panamaram	Ms.Remadevi
347	Panamaram	Ms.Vasantha
348	Panamaram	Ms.Shantha
349	Panamaram	Ms.Suchithra
350	Panamaram	Ms.Rupasree
351	Panamaram	Ms.Sunitha
352	Panamaram	Mr.Jimmy
353	Panamaram	Ms.Elizebeth
354	Panamaram	Ms.Lisamma
355	Panamaram	Ms.Shymala
356	Panamaram	Ms.Omana
357	Panamaram	Ms.Kamarunnessa
358	Panamaram	Mr.Govindan
359	Panamaram	Ms.Kalyani soman
360	Panamaram	Ms.Rukkiya
361	Panamaram	Ms.Sumathi
362	Panamaram	Ms.Shantha
363	Edavaka	Mr.Annan P.C
364	Edavaka	Ms.Vineetha Balan
365	Edavaka	Ms.Sarojini
366	Edavaka	Ms.Mini Thulaseedharan
367	Edavaka	Ms.Sarojini Unnikrishan Nair
368	Edavaka	Ms.Vanaja Surendran
369	Edavaka	Mr.Peethambaran
370	Edavaka	Ms.Sathi.K
371	Edavaka	Ms.Bindhu
372	Edavaka	Ms.Lakshmi Raghavan
373	Edavaka	Ms.Shanty Shaj I
374	Edavaka	Ms.Shindhu Manoj
375	Edavaka	Ms.Shiji Shaji
376	Edavaka	Ms.Viji George
377	Edavaka	Ms.Santha P.R
378	Edavaka	Ms.Reena Thankachan
379	Edavaka	Ms.Asya
380	Edavaka	Ms.Safiya P.M
381	Edavaka	Ms.Sulikha Abdul Khader
382	Edavaka	Ms.Biya P
383	Edavaka	Ms.Pathu C
384	Edavaka	Mr.Balan
385	Edavaka	Ms.Sindhu P
386	Edavaka	Ms.Annakutty
387	Thirunelly	Ms.Mathi
388	Thirunelly	Mr.A.P Perumal
389	Thirunelly	Mr.Usman
390	Thirunelly	Ms.Lalitha
391	Thirunelly	Mr.K.K.Rajan
392	Thirunelly	Mr.Vijayan
393	Thirunelly	Mr.Vijayan
394	Thirunelly	Mr.Mani M.D

395	Thirunelly	Ms.Thankamani
396	Thirunelly	Mr.Kalan
397	Thirunelly	Mr.Ravi.K
398	Thirunelly	Ms.Kali
399	Thirunelly	Mr.Chathan
400	Thirunelly	Ms.Vellachi
401	Thirunelly	Mr.Maran
402	Thirunelly	Mr.Nelli
403	Thirunelly	Ms.Santha
404	Thirunelly	Ms.Chikki
405	Thirunelly	Ms.Karuppi
406	Thirunelly	Ms.Sarojini
407	Thirunelly	Ms.K.P.Fathima
408	Thirunelly	Ms.Pembi
409	Thirunelly	Ms.Kali
410	Thirunelly	Ms.Vella

<b>Name and village of the Beneficiaries Studied</b>		
<b>Name of the District : Palakkad</b>		
<b>Sl. No</b>	<b>Gram Panchayath</b>	<b>Name of the Beneficiary</b>
1	Malampuzha	Mr.Rafeeque
2	Malampuzha	Mr.Abdul Nazar
3	Malampuzha	Ms.Prema
4	Malampuzha	Ms.Priya.M
5	Malampuzha	Ms.Sumathy Unni
6	Malampuzha	Ms.Savithri Moni
7	Malampuzha	Ms.Chandrika Sugunan
8	Malampuzha	Ms.Anitha
9	Malampuzha	Ms.Mini Pothuvil
10	Malampuzha	Ms.Ajitha Aravindakshan
11	Malampuzha	Ms.Indira K
12	Malampuzha	Ms.Priya .S
13	Malampuzha	Ms.Lakshmi.S
14	Malampuzha	Ms.Baby Prabhakaran
15	Malampuzha	Ms.Sathyabhama
16	Malampuzha	Mr.Biju
17	Malampuzha	Ms.Valsala
18	Malampuzha	Ms.Kumari
19	Malampuzha	Ms.Susy
20	Malampuzha	Ms.Kunjulakshmi
21	Malampuzha	Ms.Anitha
22	Malampuzha	Ms.Jessy Mathew
23	Malampuzha	Ms.Leela
24	Malampuzha	Ms.Sarada
25	Malampuzha	Ms.Vijayakumari
26	Malampuzha	Ms.Mary Ponnu
27	Malampuzha	Ms.Baby
28	Malampuzha	Ms.Geetha
29	Malampuzha	Mr.Praveen
30	Malampuzha	Mr.Babu
31	Malampuzha	Ms.Aney
32	Marutharoad	Ms.Girija
33	Marutharoad	Ms.Sulomani Velayudhan
34	Marutharoad	Ms.Jayalakshmi
35	Marutharoad	Ms.Sathyabhama
36	Marutharoad	Ms.Geetha
37	Marutharoad	Ms.Sathyabhama
38	Marutharoad	Mr.Baby
39	Marutharoad	Ms.Girija Tharayil
40	Marutharoad	Ms.Shakunthala
41	Marutharoad	Ms.Bhagyavathi
42	Marutharoad	Ms.Devayani
43	Marutharoad	Ms.Bindhu

44	Marutharoad	Ms.Prema
45	Marutharoad	Mr.Arumughan
46	Marutharoad	Ms.Rukmini
47	Marutharoad	Ms.Selvi
48	Marutharoad	Ms.Geetha
49	Marutharoad	Ms.Prajini
50	Marutharoad	Ms.Manju
51	Marutharoad	Ms.Usha
52	Marutharoad	Ms.Pushpa
53	Marutharoad	Ms.Sumathy
54	Marutharoad	Ms.Susmitha
55	Marutharoad	Ms.Nalini
56	Marutharoad	Ms.Sunitha
57	Marutharoad	Ms.Radhamani
58	Marutharoad	Ms.Kausallya
59	Marutharoad	Mr.Renjith
60	Marutharoad	Ms.Prema
61	Marutharoad	Ms.Rukmini Krishnan
62	Marutharoad	Ms.Rukmini Ponnuchami
63	Polpully	Ms.Devu
64	Polpully	Ms.Rukmini
65	Polpully	Ms.Jayanthi
66	Polpully	Ms.Shobana
67	Polpully	Ms.Nirmala
68	Polpully	Ms.Radhamani
69	Polpully	Ms.Kamalam
70	Polpully	Ms.Karthiyayani
71	Polpully	Ms.Chella Ramon
72	Polpully	Ms.Thankom
73	Polpully	Mr.Arunachalom
74	Polpully	Ms.Omana
75	Polpully	Mr.Vijayakumar
76	Polpully	Mr.Sukumaran
77	Polpully	Mr.Prabhakaran
78	Polpully	Ms.Usha
79	Polpully	Mr.Babu
80	Polpully	Ms.Janaki
81	Polpully	Ms.Komalam
82	Polpully	Ms.Vellakuthy
83	Polpully	Ms.Ambika
84	Polpully	Mr.Chamai
85	Polpully	Mr.Sekaran
86	Polpully	Ms.Kumari
87	Polpully	Ms.Thankamoni
88	Polpully	Ms.Parvathy
89	Polpully	Ms.Janaki
90	Polpully	Ms.Shakunthala
91	Polpully	Ms.Pappathi
92	Polpully	Ms.Shylaja
93	Polpully	Ms.Omana

94	Elappully	Ms.Shyamala
95	Elappully	Ms.Vijayam K
96	Elappully	Ms.Indira Selvan
97	Elappully	Ms.Pramila
98	Elappully	Ms.Anitha
99	Elappully	Ms.Manamani
100	Elappully	Ms.Radha Chandana
101	Elappully	Ms.Thankamani
102	Elappully	Ms.Yeshoda
103	Elappully	Ms.Madhavi
104	Elappully	Ms.Mary
105	Elappully	Ms.Karthiyayani
106	Elappully	Ms.Chandrika
107	Elappully	Mr.Lakshmanan
108	Elappully	Ms.Chella
109	Elappully	Ms.Vanitha
110	Elappully	Ms.Vasanthy
111	Elappully	Mr.Manikkan
112	Elappully	Ms.Sharadha
113	Elappully	Ms.Sreedevi
114	Elappully	Ms.Suhara
115	Elappully	Ms.Vasanthakumari
116	Elappully	Ms.Damayanthi
117	Elappully	Ms.Thankamani
118	Elappully	Ms.Sundari
119	Elappully	Mr.Krishnadas
120	Elappully	Ms.Sarasu
121	Elappully	Ms.Ajitha
122	Elappully	Ms.chella
123	Elappully	Ms.Sathyabhama
124	Elappully	Ms.Thankam
125	Elappully	Ms.Radha
126	Puthupariyaram	Ms.Saboora
127	Puthupariyaram	Ms.Vasantha Surendran
128	Puthupariyaram	Mr.Abdul Rahiman
129	Puthupariyaram	Mr.Ameer Hamsa
130	Puthupariyaram	Ms.Parukutty
131	Puthupariyaram	Ms.Priya N
132	Puthupariyaram	Ms.Rathnakumari
133	Puthupariyaram	Ms.Thankamma
134	Puthupariyaram	Ms.Shalia
135	Puthupariyaram	Ms.Reshma
136	Puthupariyaram	Ms.Lakshmikutty
137	Puthupariyaram	Ms.Karthiyayani
138	Puthupariyaram	Ms.Parvathy
139	Puthupariyaram	Ms.Chellamma A
140	Puthupariyaram	Ms.Naseema
141	Puthupariyaram	Mr.Ramakrishnan
142	Puthupariyaram	Ms.Khadheeja
143	Puthupariyaram	Ms.Thatha C

144	Puthupariyaram	Ms.Prema
145	Puthupariyaram	Mr.Anandan P.V
146	Puthupariyaram	Ms.Sobhana
147	Puthupariyaram	Ms.Savithri
148	Puthupariyaram	Ms.Chandrika
149	Puthupariyaram	Ms.Devi
150	Puthupariyaram	Ms.Usha
151	Puthupariyaram	Ms.Madhavi
152	Puthupariyaram	Ms.Kunji Ponnann
153	Puthupariyaram	Ms.Bindhu Sudev
154	Puthupariyaram	Mr.Karappan
155	Puthupariyaram	Ms.Unniyarcha Chandran
156	Puthupariyaram	Ms.Ratnakumari Raja
157	Akethethara	Ms.Vishalakshy
158	Akethethara	Ms.Girija Kannan
159	Akethethara	Ms.Devu
160	Akethethara	Ms.Shashikala
161	Akethethara	Ms.Rajeswari
162	Akethethara	Ms.Ammukutty
163	Akethethara	Ms.Santhakumari
164	Akethethara	Ms.Lexmi
165	Akethethara	Ms.Kalyani Rajan
166	Akethethara	Ms.Anitha
167	Akethethara	Ms.Ambika devi
168	Akethethara	Ms.Radha
169	Akethethara	Ms.Leela Swaminathan
170	Akethethara	Ms.Santhakumari
171	Akethethara	Ms.Komala
172	Akethethara	Ms.Krishnakumari
173	Akethethara	Ms.Latha
174	Akethethara	Ms.Ramani
175	Akethethara	Ms.Subija
176	Akethethara	Ms.Ambika Ramakrishnan
177	Akethethara	Ms.R. Chandrika
178	Akethethara	Ms.Bindu
179	Akethethara	Ms.Sathyabhama
180	Akethethara	Ms.Vasantha
181	Akethethara	Ms.Karthyani
182	Akethethara	Ms.Sreeja
183	Akethethara	Ms.Latha
184	Akethethara	Ms.Ambika
185	Akethethara	Ms.Thanka
186	Akethethara	Ms.Suma. M.R
187	Akethethara	Ms.Kunjulexmi
188	Peruvamba	Ms.Ajitha kumari
189	Peruvamba	Ms.Valli
190	Peruvamba	Ms.Chinna
191	Peruvamba	Ms.Kanakam
192	Peruvamba	Ms.Santhakumari V
193	Peruvamba	Ms.Latha Mani

194	Peruvamba	Mr.Raman .V
195	Peruvamba	Ms.Kanaka Ponnuchami
196	Peruvamba	Ms.Leela Rajan
197	Peruvamba	Mr.Chellan
198	Peruvamba	Ms.Sunija N
199	Peruvamba	Ms.Janaki
200	Peruvamba	Ms.Sobhana
201	Peruvamba	Ms.Devi
202	Peruvamba	Ms.Sheela
203	Peruvamba	Ms.Sathyabhama
204	Peruvamba	Ms.Radha
205	Peruvamba	Ms.Sathyabhama
206	Peruvamba	Ms.Pankajam
207	Peruvamba	Ms.Visalakshi
208	Peruvamba	Ms.Vasantha
209	Peruvamba	Ms.Devayani
210	Peruvamba	Mr.Kandhaswami
211	Peruvamba	Ms.Leela .K
212	Peruvamba	Ms.Sujatha Manikandan
213	Peruvamba	Ms.Vijayakumari
214	Peruvamba	Ms.Thankam
215	Peruvamba	Ms.Jayanthi
216	Peruvamba	Ms.Radhika Krsihnan
217	Peruvamba	Mr.Venu Krishnan
218	Peruvamba	Ms.Shobana K
219	Pudusserry	Ms.Vanadakumari
220	Pudusserry	Ms.Savolini
221	Pudusserry	Mr.Radha Krishnan
222	Pudusserry	Ms.Daivanayiki
223	Pudusserry	Ms.Rugmani
224	Pudusserry	Ms.Sivabaghavan
225	Pudusserry	Ms.Mano mani
226	Pudusserry	Ms.Rajammal
227	Pudusserry	Ms.Boby
228	Pudusserry	Ms.Sakumthala
229	Pudusserry	Mr.Rajan
230	Pudusserry	Ms.Lakshmi
231	Pudusserry	Ms.V. Hema
232	Pudusserry	Ms.Baghyam
233	Pudusserry	Ms.Sabaya maric
234	Pudusserry	Ms.Vasanthi
235	Pudusserry	Ms.Sunitha
236	Pudusserry	Mr.Kumaran
237	Pudusserry	Mr.Ramesh
238	Pudusserry	Mr.Kumaran P
239	Pudusserry	Ms.Shoba
240	Pudusserry	Ms.Thankamani
241	Pudusserry	Mr.Chandran
242	Pudusserry	Ms.Nabeesa
243	Pudusserry	Mr.Madhavan

244	Pudusserry	Mr.Chandran
245	Pudusserry	Ms.Ammu
246	Pudusserry	Ms.Kalyani
247	Pudusserry	Ms.Kalyani
248	Pudusserry	Ms.Kamalam
249	Pudusserry	Ms.Devu
250	Muthalamada	Mr.Babu
251	Muthalamada	Ms.Kamala
252	Muthalamada	Ms.Kamalakshi
253	Muthalamada	Ms.Ummula
254	Muthalamada	Ms.Thankamani
255	Muthalamada	Ms.Rajamani
256	Muthalamada	Ms.Radha
257	Muthalamada	Ms.Santhamma
258	Muthalamada	Mr.Rajesh
259	Muthalamada	Ms.Paru
260	Muthalamada	Ms.Badarunnisa
261	Muthalamada	Ms.Aamina
262	Muthalamada	Ms.Sahida
263	Muthalamada	Ms.Girija
264	Muthalamada	Ms.Vasanthamani
265	Muthalamada	Ms.Daivani
266	Muthalamada	Ms.Ammu
267	Muthalamada	Ms.Devi
268	Muthalamada	Ms.Selvi
269	Muthalamada	Ms.Radha
270	Muthalamada	Mr.Krishnan
271	Muthalamada	Mr.Selvan
272	Muthalamada	Ms.Bhagyam
273	Muthalamada	Ms.Pappathy
274	Muthalamada	Mr.Chinnamani
275	Muthalamada	Mr.Maniyan
276	Muthalamada	Ms.Annakody
277	Muthalamada	Ms.Parvathy
278	Muthalamada	Ms.Jaya
279	Muthalamada	Ms.Janaki
280	Muthalamada	Mr.Kesavan
281	Kollengode	Ms.Sarojini K.C
282	Kollengode	Mr.Mani
283	Kollengode	Ms.Selvi Velayudhan
284	Kollengode	Ms.Devaki Kochappan
285	Kollengode	Ms.Thankamma Shanmugan
286	Kollengode	Ms.Ammukutty Sreekrishanan
287	Kollengode	Ms.Chinnamani Vasu
288	Kollengode	Ms.Chellakutty
289	Kollengode	Ms.Vasanthakumari
290	Kollengode	Ms.Devi.K
291	Kollengode	Ms.Valsala K
292	Kollengode	Mr.Krishnan C
293	Kollengode	Ms.Parvathy Rajan

294	Kollengode	Ms.Chella Kuttiyappan
295	Kollengode	Ms.Valsala Manikandan
296	Kollengode	Ms.Yasoda K
297	Kollengode	Ms.Karthiyayani M
298	Kollengode	Ms.Kamalam Kandachami
299	Kollengode	Ms.Kamalam .K
300	Kollengode	Ms.Devi.M
301	Kollengode	Ms.Girija M
302	Kollengode	Ms.Shantha Appu
303	Kollengode	Ms.Kunukamani A
304	Kollengode	Ms.Pushkala Prasad
305	Kollengode	Ms.Saraswathy N
306	Kollengode	Mr.Velayudhan
307	Kollengode	Ms.Preetha Ponnann
308	Kollengode	Ms.Thankam R
309	Kollengode	Ms.Kumari. K
310	Kollengode	Mr.Muralidharan
311	Kollengode	Ms.Radha Kumaran
312	Vadavannur	Mr.Manoj
313	Vadavannur	Ms.Daivani
314	Vadavannur	Ms.Chandrika
315	Vadavannur	Ms.Kumary
316	Vadavannur	Ms.Parvathy
317	Vadavannur	Ms.Santha
318	Vadavannur	Ms.Indira
319	Vadavannur	Ms.Meenakshi
320	Vadavannur	Ms.Sathyabhama
321	Vadavannur	Ms.Komalam
322	Vadavannur	Ms.Thankam
323	Vadavannur	Ms.Kanakam
324	Vadavannur	Mr.Parameshwaran.C
325	Vadavannur	Ms.Dakshaayani
326	Vadavannur	Ms.Anitha
327	Vadavannur	Ms.Sitha
328	Vadavannur	Ms.Bobi
329	Vadavannur	Ms.Rugmini
330	Vadavannur	Ms.Janaki
331	Vadavannur	Ms.Sunitha
332	Vadavannur	Ms.Vasanthakumari
333	Vadavannur	Ms.Madhavi
334	Vadavannur	Ms.Kalyani
335	Vadavannur	Ms.Kalavathi
336	Vadavannur	Ms.Sarawathi
337	Vadavannur	Ms.Daivani
338	Vadavannur	Ms.Kalyani
339	Vadavannur	Ms.Kamalakshi
340	Vadavannur	Mr.Badarudhin
341	Vadavannur	Ms.Panchali
342	Vadavannur	Ms.Prema
343	Koduvayoor	Ms.Karthika

344	Koduvayoor	Ms.Krishnakumari
345	Koduvayoor	Ms.Pushpalatha
346	Koduvayoor	Mr.Rajan
347	Koduvayoor	Ms.Ajitha
348	Koduvayoor	Ms.Indira Rajan
349	Koduvayoor	Ms.Leelavathy
350	Koduvayoor	Ms.Jaya
351	Koduvayoor	Ms.Krishnakumari
352	Koduvayoor	Ms.Pushpavathy
353	Koduvayoor	Ms.Sutha Suresh
354	Koduvayoor	Ms.Mallika
355	Koduvayoor	Ms.Prameela
356	Koduvayoor	Mr.Chellan
357	Koduvayoor	Mr.Chandran
358	Koduvayoor	Ms.Rukminy
359	Koduvayoor	Mr.Pazhanimala
360	Koduvayoor	Ms.Chinthamany
361	Koduvayoor	Ms.Sumathy
362	Koduvayoor	Ms.Kanakam
363	Koduvayoor	Ms.Devu
364	Koduvayoor	Ms.Sunitha
365	Koduvayoor	Ms.Kamalam
366	Koduvayoor	Ms.Kamalakshy
367	Koduvayoor	Ms.Ramani
368	Koduvayoor	Ms.Sharadamani
369	Koduvayoor	Ms.Devi
370	Koduvayoor	Ms.Lakshmi
371	Koduvayoor	Ms.Sujatha Krishnan
372	Koduvayoor	Ms.Geetha
373	Koduvayoor	Ms.Pushpalatha
374	Puthunagaram	Ms.Visalakshi
375	Puthunagaram	Ms.Sathyabhama
376	Puthunagaram	Ms.Thankamani
377	Puthunagaram	Mr.Kalan
378	Puthunagaram	Ms.Shofana
379	Puthunagaram	Mr.Abdul kareem
380	Puthunagaram	Mr.Anandhan
381	Puthunagaram	Ms.Selvi
382	Puthunagaram	Ms.Savithri
383	Puthunagaram	Mr.Rajan
384	Puthunagaram	Ms.Pushpa
385	Puthunagaram	Ms.Kalyani
386	Puthunagaram	Ms.Jayanthi
387	Puthunagaram	Mr.Appu
388	Puthunagaram	Ms.Santha
389	Puthunagaram	Ms.Indira
390	Puthunagaram	Ms.Viji
391	Puthunagaram	Ms.Boomathi
392	Puthunagaram	Ms.Sudha
393	Puthunagaram	Ms.Vanitha

394	Puthunagaram	Ms.Omana
395	Puthunagaram	Ms.Valsala
396	Puthunagaram	Ms.Beena
397	Puthunagaram	Mr.Ponnumani
398	Puthunagaram	Ms.Videyam
399	Puthunagaram	Ms.Sarojini
400	Puthunagaram	Ms.Sakunthala
401	Puthunagaram	Ms.Padmavathi
402	Puthunagaram	Ms.Thankamani
403	Puthunagaram	Ms.Santha
404	Puthunagaram	Ms.Kalyani

<b>List of Officials Contacted, Name, Address, Phone</b>			
<b>Name of the District : Palakkad</b>			
<b>Sl .No</b>	<b>Name</b>	<b>Address</b>	<b>Phone No</b>
1	Mr.K.Suresh	Secretary, Puthussery Gram Panchayath	0491-2566339, Mob : 9495529528
2	Mr. Dhanpal C.R	Accountant Cum Computer operator, NREGA section, Puthussery GP	0491-2566339 Mob : 9447839287
3	Mr. Narayanan	President, Puthuppariyaram Gram Panchayath	Mob : 9446975615
4	Mr. Pradeep Sankar	Accountant Cum Computer operator, NREGA section, Puthuppariyaram GP	Mob : 9447442860
5	Mr. Shinjit P.J	Oversear, NREGA section, Puthuppariyaram GP	0491- 2547204
6	Mr. Chinnathambi	Secretary, Puthuppariyaram Gram Panchayath	Mob: 9495089827
7	Mr. P Gopinath	President, Marutharoad Gram Panchayath	0491-2534003, Mob: 9447038818
8	Mr. Ahemmad Unni T	Oversear, NREGA section, Marutharoad GP	0491-2534003
9	Ms. Sreedevi M	Accountant Cum Computer operator, NREGA section, Marutharoad GP	0491-2534003
10	Mr. K Unnikrishnan	Secretary, Marutharoad GP	Mob: 9447017050
11	Mr. D. Sadasivan	President, Akathethara GP	0491-2555171
12	Mr. Satheesh P.M	Oversear , NREGA section, Akathethara GP	Mob: 9447838568
13	Mr. Sunil K.S	Accountant Cum Computer operator, NREGA section, Akathethara GP	Mob: 9947147373
14	Mr. Padmanabhan	Secretary, Akathethara GP	Mob : 9447880304
15	Ms. Indira Ramachandran	President, Malampuzha GP	0491-2815148
16	Mr. Purushothaman	Secretary, Malampuzha GP	0491-2815148
17	Ms. Saritha	Accountant Cum Computer operator, NREGA section, Malampuzha GP	Mob: 9495227979
18	Mr. Prasad	Co-ordinator, NREGA section, Malampuzha GP	Mob: 9446531795
19	Mr. A.K Muhammed Hussain	President, Puthunagaram GP	0492-3252406, Mob: 9995457171
20	Ms. Rajalakshmi Manikandan	Accountant Cum Computer operator, NREGA section, Puthunagaram GP	0492-3252406
21	Mr. K Haridasan	President, Elappully GP	0491-2583250, Mob: 9446279818
22	Ms. Jayalakshmi	Accountant Cum Computer operator, NREGA section, Elappully GP	0491-2583250
23	Mr. Devidasan M.P	Secretary in charge, Elappully	Mob: 9847760693

		GP	
24	Ms. B.K. Kumudam	President, Peruvemba GP	0492-3252390, Mob: 9446482340
25	Mr. Jayaprakashan	Secretary, Peruvemba GP	04923-252324
26	Mr. A. Suredran	President, Kollengode GP	0492-3262324, Mob: 9447162039
27	Ms. Jayalakshmi P.S	Accountant Cum Computer operator, NREGA section, Kollengode GP	Mob: 9447366104
28	Mr. Narayana Moorthi	President, Polppully GP	0492-3222254, Mob: 9446377374
29	Mr. Radakrishnan .K	Oversear, NREGA section, Polppully GP	0492-3222254
30	Ms. Santha .K	President, Muthalamada GP	0492-3264864, Mob: 9388443998
31	Mr. Muraleedharan . R	Junior Superintendent, Muthalamada GP	Mob: 9447477008
32	Ms. Sherli. K	Accountant, Muthalamada GP	Mob: 9447625627
33	Mr. Vasu. K	Secretary, Vadavannur GP	Mob: 9446027409
34	Ms. Sheeja. K.S	President, Vadavannur GP	0492-3262411
35	Mr. M . Chandran	President, Koduvayur GP	Mob: 9447962708
36	Mr. Sreekumaran Nair	Secretary, Koduvayur GP	Mob: 9447525287
37	Mr. C.B Mohanadasan	Joint Programme Co-ordinator, NREGA Palakkad	
38	Mr. N. Radhakrishna Pillai	BDO & BPO, Kollengode Block	0492-3264136
39	Mr. Unnikrishnan	BPO, Malampuzha Block	0491-2573320, Mob: 9446073710

<b>List of Officials Contacted, Name, Address, Phone</b>			
<b>Name of the District : Wayanad</b>			
<b>Sl .No</b>	<b>Name</b>	<b>Address</b>	<b>Phone No</b>
1	Mr. Madhusoodhanan C.K	Secretary, Thariyodu GP	0493-6250435
2	Mr. Biju. B	Oversear, NREGA Section, Thariyodu GP	Mob: 9495531838
3	Ms. Mariyam Padmanabhan	President, Thariyodu GP	0493-6250435
4	Mr. Babu.K	Secretary, Padinjarethara GP	0493-6273419, Mob: 9446390273
5	Mr. Raghavan. R. M	President, Padinjarethara GP	0493-6273419, Mob: 9446257120
6	Ms. Dhanya. M.V	Oversear, NREGA Section, Padinjarethara GP	Mob: 9249803994
7	Mr. Abdul Rahiman	Secretary, Meppady GP	0493-6282422, Mob: 9447185255
8	Ms. Radha Ramaswami	President, Meppady GP	Mob:9387045198
9	Ms. Manju Joseph	Accountant cum Computer operator,NREGA Section,Meppady GP	Mob: 9349714281
10	Mr. C.P Devasya	Secretary, Kaniyambetta GP	0493-6286693
11	Mr. Moin Kadavan	President,Kaniyambetta GP	0493-6286693

12	Mr. Ashraf. K	Oversear, NREGA Section, Kaniyambetta GP	Mob: 9961259176
13	Mr. Kunjiraman D	Secretary , Muppainadu GP	0493-6217499
14	Ms. Basheeva Abubekker	President, Muppainadu GP	0493-6217499
15	Mr. Thomson Disilva	Oversear, NREGA Section, Muppainadu GP	0493-6217499
16	Ms. Sheeja M.D	Accountant cum Computer operator, NREGA Section, MuppainaduGP	Mob: 9495367509
17	Mr. Balakrishnan	Secretary, Thondernadu GP	0493-5235235
18	Mr. Moidheen P.P	President , Thondernadu GP	0493-5235235
19	Ms. Savitha Jacob	Accountant cum Computer operator, NREGA Section, Thondernadu GP	0493-5235235
20	Mr. Binoy. K.G	Oversear, NREGA Section, Thondernadu GP	Mob: 9447887863
21	Mr. P . Prakashan	Secretary, Edavaka GP	0493-5240366, Mob: 9447041102
22	Mr. Justin Baby	President, Edavaka GP	0493-5240366
23	Mr. Baiju	Accountant cum Computer operator, NREGA Section, Edavaka GP	0493-5240366
24	Mr.Vineesh.P	Oversear, NREGA Section, Edavaka GP	Mob: 944688938
25	Mr.K Balakrishnan	Secretary, Thavinjal GP	0493-5256236
26	Mr. K.V Basheer	President,Thavinjal GP	0493-5256236
27	Mr. Rajan P.R	Oversear, NREGA Section, Thavinjal GP	0493-5256236
28	Ms. Beena Poullose	Accountant cum Computer operator, NREGA Section, Thavinjal GP	0493-5256236
29	Mr.Suresh babu	UDC, NREGA Section, Thavinjal GP	0493-5256236
30	Ms. P.T Leelamma	Secretary, Panamaram GP	0493-5220772
31	Mr. K.C Jabbar	President, Panamaram GP	0493-5220772
32	Mr. Radeep. V. P	Oversear,NREGA Section, Panamaram GP	Mob: 9847061072
33	Mr. Anish Devasya	Accountant cum Computer operator, NREGA Section, Panamaram GP	Mob: 9249739892
34	Mr. Hamsa	Secretary, Vengapally GP	0493-6202481, Mob: 9447439393
35	Mr. K.V Rajan	President, Vengapally GP	Mob: 9447545947
36	Mr. Abilash . B	Oversear,NREGA Section,Vengapally GP	Mob: 9947197327
37	Mr. Girish	Accountant cum Computer operator, NREGA Section, Vengapally GP	Mob: 9495369211
38	Mr. E.K Ashokan	Secretary, Kottathara GP	Mob: 9446300653
39	Mr. Abdul Salm	Oversear, NREGA Section, Kottathara GP	0493-6286644
40	Ms. Sudha	Accountant cum computer operator, NREGA Section ,	0493-6286644

		Kottathara GP	
41	Ms. Anitha	President, Vythiri GP	0493-6255960, Mob: 9447858699
42	Ms. Leelavathi	Secretary, Vythiri GP	Mob: 9387313232
43	Ms. Geetha K.K	Accountant cum computer operator, NREGA Section , Vythiri GP	0493-6255960
44	Mr. N.V George	President, Muttill GP	0493-6202411, Mob: 9446257899
45	Mr. Saji	Accountant cum computer operator, NREGA Section , Muttill GP	0493-6202411
46	Mr. Kesavan	Secretary, Pozhuthana GP	0493-6255251
47	Mr.M.Gopalan	President, Pozhuthana GP	Mob: 9961017361
48	Mr. Haneefa	Oversear, NREGA Section, Pozhuthana	Mob: 9847668292
49	Mr. Purushothaman	Secretary, Mananthavady GP	0493-5240253
50	Mr. Varey Master	President, Mananthavadi GP	Mob: 9447640118
51	Mr. Pradeep	Oversear, NREGA Section, Mananthavadi GP	Mob: 9947650396
52	Ms. Shyni	Accountant cum computer operator, NREGA Section , Mananthavadi GP	0493-5240253
53	Mr. Venugopal	Secretary , Vellamunda GP	Mob: 9446163029
54	Mr. A. N Prabhakaran	President, Vellamunda GP	Mob: 9447951842
55	Mr. Shibu	Oversear, Vellamunda GP	0493-5227326
56	Mr. Shamsudheen	Secretary, Thirunelli GP	0493-5250453
57	Mr. Kelu	President , Thirunelli GP	0493-5250453
58	Mr. Sunil	Oversear, NREGA Section , Thirunelli GP	Mob: 9447640199
59	Mr. C.V Joy	Joint Programme Co-ordinator, Wayanad District	Mob: 9495049989
60	Mr. A . Raghavan	BPO, Kalpetta Block	0493-6275252, Mob: 9447949372
61	Mr. Satheeshkumar. K.S	Oversear, NREGA Block Programme Office , Kalpetta Block	Mob: 9446784032
62	Mr. M Eswaran	BPO in charge, Mananthavadi Block	Mob: 9447711928
63	Mr. Biju Mathew	A.E, Block Programme Office, Mananthavadi Block	Mob:9447689772

<b>List of Opinion Leaders Contacted, Name and Address</b>			
<b>Name of the District : Palakkad</b>			
<b>Sl .No</b>	<b>Name</b>	<b>Address</b>	<b>Phone No</b>
1	Sri. Mohanan	Congress President, Karshaka Malampuzha Niyojaka Mandalam Committee	
2	Sri. V.K.Jayaprakash	Secretary CPI(M) Area Committee Mundur Area	
3	Sri.Devidasan	Secretary CPI(M) Kollengodu Local Committee, Kollengodu	
4	Sri.V.D Joseph	Kerala congress Jacob state General secretary	0492-4253231, Mob: 9349770699
5	Sri. Jayakrishnan	President BJP Panchayath committee, Puthunagaram	
6	Sri.V.C Kabeer	Former Minister of Kerala, KPCC Executive Member	Mob: 9847082026
7	Sri.K.V Narayanan	Mandalam Secretary, Padasekhara Secretary, Kolliyadu(H), Melarkode P.O	0492-2243523
8	Sri. Siyavudheen	Secretary, CPI(M) Local Committee, Muthalamada	0492-3275203, Mob: 9447261097
9	Sri.K.S Zakeer Hussain	President, Congress (I) Mandalam Committee, Vadavannur	04923-201419
10	Sri. A Surendran	Secretary, Congress (I) District Committee, Palakkad	04923-262489

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1	Sri. Kasim K	Fifth Mile , CPI (M) Kellur Branch Secretary	Mob: 9947375689
2	Sri.Baby Kattikulam	Congress (I) Block committee member	
3	Smt.Deepa	Chundal Estate, Social worker	Mob: 9349071794
4	Sri.Mohanan	CPI Town Branch, Kisan Sabha Mandalam Committee Secretary	0493-6246370
5	Sri.Rajappan MN	CPI (M) Branch Secretary, Mundokandathil P.O,Mananthavadi	0493-5243298
6	Sri. K Gopi	Agricultural Labour Union Secretary	
7	Sri. Chandhu	Valad , CPI(M)branch committee member	0493-5266941
8	Sri. K.T Kunjikrishnan Master	Secretary NCP, Panchayat committee.	Mob: 954935235305
9	Smt. Suja P.K	CDS Chairperson, Kaniyambetta GP	
10	Sri. Gagarin	CPI(M) District Committee Mmember	Mob: 9495176892