



Department of Rural Development and Panchayat Raj
Government of Karnataka

2013

Final Report on Study on the role of MGNREGA in Improving Land Productivity



Photo source: The Hindu

Study Commissioned by:

Directorate, NREGA
Department of Rural Development and
Panchayati Raj
Government of Karnataka

Submitted by:

Centre for Budget and Policy Studies





Department of Rural Development and Panchayat Raj
Government of Karnataka

Role of MGNREGA in improving Productivity of Land
through works undertaken on lands belonging to SC /ST and others

FINAL REPORT

MARCH 2013

**Study commissioned by Director, MGNREGA, Department of Rural
Development and Panchayati Raj**

Study conducted by:



Centre for Budget and Policy Studies
‘Maitri Bhawan’, 4, M N Krishna Rao Road
Basavangudi, Bangalore - 560004, Karnataka
Phone # +91 80 26560735, Fax # +91 80 26560734

Table of Contents

	<i>Page No.</i>
<i>Executive Summary</i>	
<i>1.0 Introduction</i>	<i>1</i>
<i>1.1 Integrated Natural Resource Management and Individual Land development</i>	<i>2</i>
<i>1.2 MGNREGS and Natural Resource Management</i>	<i>3</i>
<i>1.3 Concerns about Land Development works under MGNREGS</i>	<i>6</i>
<i>2.0 Objectives of the Study</i>	<i>8</i>
<i>3.0 Approach and Methodology</i>	<i>9</i>
<i>3.1 Sample Selection</i>	<i>9</i>
<i>3.2 Instruments of Survey</i>	<i>11</i>
<i>3.3 Piloting of Survey Instruments</i>	<i>11</i>
<i>3.4 Data Collection</i>	<i>12</i>
<i>4.0 Profile of Sample Area</i>	<i>12</i>
<i>5.0 Analysis of Secondary Data</i>	<i>15</i>
<i>6.0 Analysis of Primary Data</i>	<i>18</i>
<i>6.1 Composition of Sample Beneficiaries</i>	<i>18</i>
<i>6.2 Compliance of conditions for implementing the individual land works</i>	<i>21</i>
<i>6.3 Analysis of Sample works in the selected GPs</i>	<i>24</i>
<i>6.4 Analysis of Impact of individual land works</i>	<i>27</i>
<i>6.5 Analysis of the procedures/processes followed in the implementation of individual land works</i>	<i>29</i>
<i>6.6 Deviations in the process of selection of land development sites</i>	<i>34</i>
<i>7.0 Summary and Conclusions</i>	<i>36</i>
<i>Annexures</i>	<i>38</i>
<i>Bibliography</i>	<i>64</i>

<i>Sl. No</i>	List of Tables	<i>Page No</i>
1	<i>Share of individual land works in total works in Belgaum District</i>	10
2	<i>Share of individual land works in total works in Dharwad District</i>	10
3	<i>Talukwise Gram Panchayats in Belgaum and Dharwad Districts</i>	10
4	<i>Share of Individual land works in Total works for year 2012-13</i>	15
5	<i>Share of number of individual works by different categories (2012-13)</i>	17
6	<i>Share of Expenditures of individual land works by categories - 2012-13</i>	17
7	<i>Share of individual works in total works in terms of employment (2012-13)</i>	17
8	<i>Expenditure on the individual works and Total works in Belgaum District</i>	18
9	<i>Expenditure on the individual works and Total works in Dharwad District</i>	18
10	<i>Details of the individual land works and beneficiaries in sample GPs.</i>	19
11	<i>Land holding of the sample beneficiaries</i>	19
12	<i>Sources of Income of the sample beneficiaries</i>	20
13	<i>Assets owned by sample beneficiaries</i>	20
14	<i>Monthly expenditure of sample beneficiaries</i>	20
15	<i>Monthly Income of sample beneficiaries</i>	21
16	<i>Number of sample beneficiaries without Job cards in sample GPs</i>	21
17	<i>Category information in the work files of Sample works</i>	22
18	<i>Category information through beneficiary interview and secondary data</i>	23
19	<i>Land area owned by the sample beneficiaries in the sample GPs</i>	23
20	<i>Details of the individual land works in the sample GPs</i>	24
21	<i>Actual Expenditures of the sample works</i>	25
22	<i>Sample works by the project amount</i>	25
23	<i>Number of days worked by the beneficiaries in their fields</i>	26
24	<i>Amount earned by the beneficiaries for working in their fields</i>	26
25	<i>Share of wage amount earned by the beneficiaries</i>	27
26	<i>Existence of the Land development works in the field</i>	28
27	<i>Benefits accrued by the beneficiaries of NREGS individual land works</i>	28
28	<i>Individual benefits of NREGS individual land works</i>	29
29	<i>Application with the date in the sample work files</i>	31
30	<i>Applications with the Grama sabha approval date in work files</i>	31
31	<i>Applications with the Grama Panchayat approval date in work files</i>	31
32	<i>Applications with the Taluk Panchayat approval date in work files</i>	32
33	<i>Applications with the GP Financial approval date in work files</i>	32
34	<i>Mode of information to beneficiaries of individual land works</i>	32
35	<i>Individual land work implementation process</i>	33
36	<i>Availability of Registers and documents in the Sample GPs</i>	34
37	<i>Opinion of Beneficiaries regarding coverage of individual land works</i>	35
38	<i>Problems of individual land works as opined by beneficiaries</i>	35

<i>Sl. No</i>	List of Charts	<i>Page No</i>
1	<i>District wise Cumulative individual land works and its share in Total</i>	16

ABBREVIATIONS

BPL:	Below Poverty Line
BRGF:	Backward Region Grant Fund
GP:	Grama Panchayat
IAY:	Indira Awas Yojna
IEC:	Information Education and Communication
INRM:	Integrated Natural Resource Management
LR:	Land Reform
MF:	Marginal Farmer
MGNREGA:	Mahatma Gandhi National Rural Employment Guarantee Act 2005
MGNREGS:	Mahatma Gandhi National Rural Employment Guarantee Scheme
PDO:	Panchayat Development Officer
PRED:	Panchayat Raj Engineering Department
RTC:	Record of Rights, Tenancy and Cultivation
SC:	Scheduled Caste
SF:	Small Farmer
SHG:	Self Help Group
ST:	Scheduled Tribe
TP:	Taluk Panchayat

Acknowledgments

The study report on 'Role of MGNREGS in improving land productivity' has been prepared by Sri A Srinivas Kumar and Sri Madhusudhan with inputs from Ms Divya Krishnaswamy under the overall guidance of Dr. Jyotsna Jha, Director, CBPS.

The team wishes to acknowledge with grateful thanks the support, guidance and cooperation received from Sri C M Chandrashekar, Joint Director, NREGA, Department of Rural Development & Panchayat Raj, Government of Karnataka, Bangalore.

Executive Summary

The primary objective of the Mahatma Gandhi National Rural Employment Guarantee Act of 2005 is 'augmenting wage employment' for the poorest of the poor while its auxiliary objective is 'strengthening natural resource management through works that address causes of chronic poverty, like drought, and so encourage sustainable development' (Ministry of Rural Development, 2009). Among the list of permissible works in order of their priority includes, 'provision of irrigation facility to land owned by households belonging to the Scheduled Castes and Scheduled Tribes or to land of beneficiaries of land reforms or that of the beneficiaries under the Indira Awas Yojana (IAY) of the Government of India'. The importance lies in the fact that it allows the marginal and small farmers of the socially backward category to benefit both from improving their land as well as getting paid wages for working towards land development.

The MGNREGS works focuses on the development of both common property resources/public lands for enhancing the environmental services and the works on individual lands aimed at improving the productivity. As some studies have pointed out, it is important that complementarities between the natural resource management in public lands and the individual land development are taken into account in the implementation of MGNREGS. The stake holder involvement from the beginning, the understanding of efforts required to integrate the individual works with that of the larger requirements of ecosystem holds key to success in the individual land works.

However, the individual land works under MGNREGS are beset by issues like the exclusion from the larger natural resource management perspective, works undertaken in large number in the richer regions of the state, very low coverage of lands of SC/ST and in some cases the works undertaken being recurring agricultural activities resulting in mere labour subsidy.

Keeping in view the issues related to the development of individual lands, this study focused on looking into the coverage of the various categories of beneficiaries in individual land works under MGNREGS, compliance of the conditions stipulated for the implementation of the individual land works, assessing the impact of the individual land works on the productivity of land and to document the deviations in the process leading to suggestions for improvement in implementation.

The study was done in two districts chosen by the Department of Rural Development and Panchayat Raj, Government of Karnataka. The taluks and the 8 GPs within the taluks were chosen based on the highest proportion of the individual land works to that of the total works under MGNREGS.

The study was done using both secondary data and primary data. The primary data was collected at the GP as well as interviews with the sample beneficiaries. A sample of 8 works was selected at random from the list of works (through the website) and these works were traced at each sample GP through examination of work files followed by the visit to the field

accompanied by the beneficiary. The interview with the beneficiary was done in the field/at his/her residence after the inspection of the works in the field. If the works were related to horticulture, the existence of the same plant species was ascertained, while in case of other land development works such as bunds, check dam, farm pond the existence of the structures were ascertained. The photos of the land development existing was also taken during the field visit.

The data on the maintenance of records and work files were collected and analysed. The impact was assessed by the structured interviews with the beneficiaries. At the GP, the interactions with the officials and members were also done.

The beneficiaries of the sample works selected belonged to the other category constituting for about 79% of the sample beneficiaries while the SC and ST beneficiaries constituted for 16% and 5% of sample beneficiaries respectively.

The sample beneficiaries were checked for the compliance of important conditions during the implementation of the individual land works. The sample beneficiaries who did not possess the job card and have not worked in their field and subsequently got paid from the GP accounted for 40% while it was 100% in the GPs of Kareekatti and Sangreshkoppa. However, 4-5 beneficiaries who did not have the jobcard also worked in their field but didn't get paid. This also added to the violation of employing of workers who did not possess jobcard and thus ineligible for payment. Nearly 19% of the beneficiaries belonged to large farmer category owning lands more than 5 acres.

Of the total 61 works, 25 works were done in the fields of beneficiaries who did not possess the job cards and eventually did not get any money paid as wages under NREGS. Of the remaining 36 beneficiaries who possessed job cards, 34 beneficiaries worked and got paid while two beneficiaries who had job card did not work in their fields.

The individual land works in the GPs in the two districts were clearly distinct and reflected a different pattern. While horticulture was predominant in Dharwad district, water conservation works was predominant in Belgaum district. Construction of bunds, farm ponds and check dam were predominant in Belgaum while rose, guava, mango, banana and papaya were cultivated in Dharwad district.

It was found that all the soil and moisture conservation efforts on the individual lands such as farm bunding, check dam and farm pond existed in the respective fields except for one farm pond which was found in the neighboring plot. The rose crop was found to be present in all the sample plots while crops like coconut, banana, papaya and sapota were not found in the field during our visit. About 22% of the beneficiaries reported changes in cropping pattern while 25% of the beneficiaries informed of the changed yield levels in their lands.

The crops like Banana and Papaya have been replaced after their yields in first two/three seasons. These crops however did not indicate the improved land productivity and also it acted as the substitute for the private investment in agriculture or labour subsidy for the

recurring agricultural operations which corroborated the findings from the study in Karnataka by National Institute of Advanced Studies, Bangalore.

The analysis of work files revealed the lapses in the implementing steps. The dates of approval by Grama sabha, GP, administrative sanction by Taluk panchayat, intimation to the beneficiary and similarly the dates of giving the completion certificate were found to be missing in the files. Though it may be considered that not all the files with missing data were a result of a deliberate move/motive, it definitely raises the concern about the accountability and transparency that needs to be maintained in the implementing process.

The policy implications include the IEC efforts to be done at the field level as well as the listing of the individual land works suitable for the taluk by the concerned technical departments of the taluk area.

Role of MGNREGA in Improving Productivity of Land through works undertaken on lands belonging to SC /ST and others

1.0 Introduction

The Mahatma Gandhi National Employment Guarantee Act was launched in 2005 with the objective of ‘enhancing 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’. Under Section 6(1) Act, every individual, man or woman, enrolled in the Scheme is entitled to equal wages at the wage rate notified by the Central Government. While the primary objective of the Act is ‘augmenting wage employment’ for the poorest of the poor, its auxiliary objective is ‘strengthening natural resource management through works that address causes of chronic poverty, like drought, and so encourage sustainable development’ (Ministry of Rural Development, 2009). Under the Act, wage work has been open to all those who offer to do casual manual work on eight categories of work, ‘most of which are designed to strengthen the natural resource base of those who are most dependent on such community assets for their livelihoods’ (Roy & Dey, 2009).

Para IV of the Schedule I of the Act includes, among the list of permissible works in order of their priority, ‘provision of irrigation facility to land owned by households belonging to the Scheduled Castes and Scheduled Tribes or to land of beneficiaries of land reforms or that of the beneficiaries under the Indira Awas Yojana (IAY) of the Government of India’. This was amended in January, 2007 to include horticulture plantation and land development in the list of works and BPL households in the list of beneficiaries. In June, 2009, it was amended once more to include small and marginal farmer households in the list of beneficiaries. This provision is placed fourth in the priority list of permissible works (Ministry of Rural Development, 2009). In May 2012 this was amended again to include few more works and the beneficiaries under the Scheduled Tribes and Other Traditional Forest Dwellers Act 2006. Thus apart from poverty alleviation, the processes under the MGNREGA are intended to create assets and physical infrastructure that enhance productivity.

The land development activities on individual lands under MGNREGS include the construction of bunds, land leveling, land reclamation, construction of drainage channels, application of silt to the lands, waste land development, construction of farm pond, belt vegetation, horticulture plantation, and provision of irrigation to the land that can significantly alter the land use and productivity. This is to complement the land works on the public lands such as restoration of water bodies, afforestation of the open spaces with suitable plant species, etc.

The importance attached to the natural resource augmentation and management under MGNREGS is a commendable given the influence that the natural resources have on the lives of rural people.

1.1 Integrated Natural Resource Management and Individual Land Development

The livelihood and well being of people in rural areas are intricately linked with availability of water for irrigation and drinking purposes, availability of fuel wood and availability of grass for grazing of animals. Conversely, their depletion at a rate much higher than their regenerative capacity leads to problems of soil erosion, reduced soil fertility, silting of water bodies, reduced availability of fuel wood, reduced grazing spaces, and reduced availability of water for irrigation and drinking purposes adversely affecting the livelihoods.

The poor management of the natural resources especially those which are common property in nature affect the productivity of individual lands as well. This can push rural households to poverty with increasing costs and decreasing returns from their individual lands leading to even greater exploitation of the natural resources and their further degradation. The only way to move out of this vicious cycle is to enhance the natural resources and their capacity to provide the services such as improved recharge of ground water, increased availability of fuel wood, fodder, etc.

The need for proper management of the natural resources has become imperative as never before. The role of human activity in the entire process of the natural resource management is very crucial. The Millennium Ecosystem Assessment (MEA 2005) considers humans as an integral component of the natural system unlike classical approaches which differentiate humans as non-natural. Understanding the natural resources, the flora and fauna in an ecosystem which is dependent on the agro climatic features of the place forms the first step in the natural resource management. The estimate of the potential for the natural resource augmentation enables taking the right steps for improving the natural resources.

If a village is considered as an eco system for the purpose of natural resource augmentation and management, one has to estimate the potential works that are needed to be undertaken to improve the regenerative abilities of the natural resources. There is a need to map the common property natural resources to make a better estimate of the gap between the existing and the potential levels of natural resources which will provide cue on the kind of efforts required for the augmentation of the natural resources in the given ecosystem. The geographic and agroclimatic conditions related to the soil, rainfall, topography, direction of flow of water during rains, type of plant and tree species suitable for the area, etc. are to be considered while planning a scientific natural resource management. Then suitable works can be undertaken such as afforestation of the public lands by plants that suit the agroclimate and local

requirements, desilting of water bodies, construction of check dams and bunds for soil and water conservation, cleaning up of irrigation canals, etc. The works on the individual lands can suitably complement the efforts on public lands by way of silt application to the lands, doing agroforestry in problematic lands, soil and water conservation efforts like leveling and bunding of lands suitable for the topography.

The improvement of the common property resources improves the productivity of the agricultural lands in the village due to the higher levels of environmental services available from the common property natural resources in the long run by way of enhanced ground water availability, improved soil and moisture conservation, better fuel wood and fodder availability, etc. The individual land development cannot be complete without the adequate development of community's productive assets for soil and water conservation. Similarly, the land development activity focusing on augmenting and managing the natural resources cannot ignore the needs of the individual farm lands in terms of services expected from the entire ecosystem /watershed area. Thus there exists a complementarity between the works on the individual lands and the natural resource management in a larger perspective.

1.2 MGNREGS and Natural Resource Management

The MGNREGS works focuses on the development of both common property resources / public lands for enhancing the environmental services and works on individual lands aimed at improving their productivity. However, for the MGNREGS works to have a better impact, it is vital that works for augmenting the natural resources and improvement of individual lands must fit in to an annual plan of works in a logical manner.

Given that both augmenting the natural resources through afforestation, desilting of water bodies, bunding and building of check dams and individual land works like land leveling and bunding, application of silt, reclamation of otherwise waste lands by agro-forestry, etc. have been undertaken under MGNREGS since its inception, several studies have looked into the benefits, way of implementation as well as the importance of integrated planning exercise for both individual land works and public land works.

The study by a group of researchers from Indian Institute of Science, University of Agricultural Sciences, Bengaluru, Department of Civil engineering and London School of Economics on the effect of MGNREGS on the environmental services in the district of Chitradurga District documented the improvement in the environmental services through works under MGNREGS during the year 2009. The study assessed the MGNREGS efforts on water conservation, irrigation provisioning, renovating water bodies; land development, drought proofing and flood control undertaken from the year 2008. The environmental services such as water availability for irrigation,

groundwater recharge, agricultural production and yields, carbon sequestration and climate change mitigation were analysed. Impact on the vulnerability of agriculture, water, and livelihoods were assessed for pre and post implementation of MGNREGS through indices developed for the analysis

The results indicated that there was a substantial enhancement in the availability of groundwater level in bore wells and increase in irrigated area from 400 ha to 800 ha. The biomass production assessed in terms of fuelwood availability showed an increase. The soil fertility status in terms of organic carbon percent, green leaf manure thorough planting of *pongamia sp*, also recorded significant improvement between pre and post implementation of MGNREGS.

The impact of works on individual lands was also studied. The silt application to the fields along with the land development activities such as bunding, terracing on the marginal lands of the SC/ST were studied. It was found that there was significant improvement in the incomes of farmers from the cultivation of crops which increased from zero to about rupees one lakh a year. The vulnerability indices showed significantly lower values for post MGNREGS compared to that of pre MGNREGS situation for both administrators and farmers perspectives. The overall vulnerability index also showed significantly lower values for the post MGNREGS period.

PRADAN (Professional Assistance for Development Action), an organization that has been working closely with the communities in Jharkhand, Bengal and Orissa in the field of Integrated Natural Resource Management (INRM) for the last 15 years was successful in innovating and evolving a variety of appropriate technologies to deal with the undulating topography of these regions and enhancing the productivity of the land and water resources. The MGNREGS works on land development fitted well with the working of PRADAN which used its methodology and learning to benefit large number of people through the INRM projects. Villages and GPs were selected based on the number of SC/ST as well as the BPL population. A study by Ajay Samal et al documented these efforts which highlighted the significance of stakeholder involvement.

Integrated planning involving the stake holders and beneficiaries right from the planning stage and throughout the implementation period was the key to success. Grama sabha was at the centre of these activities right from the concept seeding, resource mapping, identification of ownership and problems of each patch of land, discussion of alternative solutions, scrutinizing the individual plans and consolidating to prepare village plans to be sanctioned by panchayat.

Land development projects depend largely on the slope / topography of the land. Construction of staggered trenches was undertaken across the slopes which have gradient of more than 8 percent in an area of 13 hectares in Cherrang Tungri in village

Nawagarh of Purulia; and sabai grass was planted in these trenches. This significantly checked the soil erosion apart from improved water percolation and water availability for the crops down the slope. Paddy seedlings raised in downhill were unaffected even under a dry spell of 35 days.

In the land of 10 percent slope, small plots were made with a pit at the lowest point. The *Terminalia sp* were planted which grew very well in 2 years. Beneficiaries were able to rear Tasar silk worm using the leaves of *Terminalia sp* which further added to the household employment and earnings apart from the improvement in the water percolation and water availability in downhill areas and the reduction of soil erosion.

The involvement of women self help groups (SHGs) by the Zilla Panchayat for achieving development of individual lands of SC/ST and BPL households ensured large scale planting of *Jatropha sp.*(about 50 lakh), in Bastar district of Chattisgarh covering an area of 294 hectares. The seeds of *Jatropha sp* are used in the making of biodiesel. Apart from providing employment by way of planting and maintenance of *Jatropha* plantation to over 300 SHGs covering 2470 families and wages to the tune of Rs. 21 lakh, the activity ensured the improvement of the wellbeing of the families by making the SHG federation sign an MoU with the Mission Biofuel India Private Limited for supplying the *Jatropha* seeds with a buyback guarantee.

The importance of integrated planning in implementation of MGNREGS is corroborated by the study in the state of Tripura by Sanjoy Roy. The assets like the roads, water bodies and markets were found to be lacking during planning exercise were implemented during the execution of works. The agricultural produce and the minor forest produce gained a better access to markets. The restoration of the water bodies and reservoirs had led to improvement in the fish production apart from improving the groundwater levels. In Lankamura Gram Panchayat of west Tripura district, more than 10 hectares of barren land was brought under cultivation leading to higher incomes among the people. Land leveling works on the individual lands of SC complemented the works on water bodies and enabled them to cultivate banana, guava and mango crops. The micro irrigation projects helped the land owners to improve the rice production significantly.

The implementation of the MGNREGS in three GPs of Kasargod District in Kerala followed the development by the watershed concept which was studied by Nair et al. The study found that in Madikai GP water conservation and water harvesting projects were undertaken while Ajanoor and Trikarapur GPs concentrated mainly on flood control and protection. The watershed area was taken as project area of development and the development of public lands/common property resources were integrated with the development of individual lands. Land development activities in the individual lands of SC/ST households which included the soil and water conservation activities

in the fields were undertaken only if they were a part of the comprehensive watershed plan to get the most of watershed development activity.

Thus it is important to understand and recognize the complementarities between the natural resource management in public lands and the individual land development in an ecosystem for effective implementation of MGNREGS. The stake holder involvement from the beginning, the understanding of efforts required to integrate the individual works with that of the larger requirements of ecosystem holds key to success in the individual land works.

1.3 Concerns about Land Development works under MGNREGS

While many studies have noted positive and salutary outcomes of MGNREGS works, there have also been concerns expressed about the implementation of land development works – both public and individual lands. Some factors responsible for concerns being raised about the efficacy in the implementation of public and individual land works under MGNREGS are the stipulation of providing the employment on demand, the diversity of natural resources, lack of technical knowhow regarding the natural resource management / watershed development on the part of implementing agency, etc. Generally, MGNREGS works on individual lands are not being undertaken in an integrated manner with the natural resource management of the area.

Careful planning with suitable technical inputs like the rainfall intensity and pattern, runoff estimates, soil properties, geo-hydrological features is required in constructing and locating the rainwater harvesting structures of optimum size. A study of water management projects under MGNREGS in Rajasthan by Nitin Bassi and Dinesh Kumar point this out clearly. The study highlighted the need for exercising caution while undertaking the activities related to soil and water conservation. Increasing the number of water harvesting structures in an unplanned manner at the higher altitudes in a large watershed area ignoring the larger basin requirement for drinking and irrigation purposes can undermine their very objective by drying up of reservoirs. It was also pointed out that similarly deepening of water harvesting structures ignoring the larger hydrological features, rainfall and topography can cause severe and irreversible damage in the downstream areas.

Similar concerns were expressed by Anil Sharma et al who looked into the pattern of works and the assets created under MGNREGS for the years 2006-07, 2007-08 and 2008-09 in the entire country. Selection of works on individual lands was found to be plagued with several problems. Beneficiaries had to pay bribes to get the works allotted in their lands and despite payments some works were not taken up. One of the farmers who tried constructing well on his land had to sell his buffalo and incur loan to pay bribe and to pledge his land to arrange for the construction costs. The assets

created in Karnataka were found to be not matching with the specifications and quantities as per the technical sanctions.

According to activists and scholars working in the area of rural development, the inclusion of small and marginal farmers as eligible beneficiaries of MGNREGS works on individual lands which was earlier restricted to SC/ST came about with no public consultation or debate and can prove to be counterproductive. Aruna Roy and Nikhil Dey have expressed their concerns about this provision by saying that ‘by removing the focus of such subsidies from dalits and the poor, this deceptively benevolent looking amendment could fundamentally change the course of the NREGA’ owing to the large proportion of the small and marginal farmers in the country. Some of the apprehensions about this amendment include landed peasantry taking control of the MGNREGS (elite capture), potential disintegration of the provisions for accountability and transparency, benefit of the elite class at the cost of the poorest, limitation for the landless to work only on creating assets for others, the quality of assets created and their relevance to the livelihoods of the poor might be inadequate.

The coverage of the SCs and STs lands under individual land works under MGNREGS was found to be very low at 3.8 percent each during a study of MGNREGS and its implementation processes in Karnataka by Narendar Pani and Iyer. The study also found that choice of projects were focused on creation of assets that related to one GP and the projects involving more than one GP aimed at greater objective of natural resource management were very rare. The individual land works in Malnad region of Karnataka were largely of recurring agricultural operations and could be termed as labour subsidy and not an investment which could possibly result in driving out private investment in agriculture.

The arguments for including small and marginal farmers¹ were based on the reasoning that ‘public investment in the programme incentivizes private investment by small farmers and gives them a chance to return to full-time farming’ (Shah, 2009), since these farmers are compelled to work under the MGNREGS as a result of low, decimating productivity of their own lands. Creation of public productive assets under land development, drought proofing and irrigation facilities have significant implications for small/marginal farmer assets like land, tree cover, irrigation, etc. The proper convergence between community’s productive assets and small holder’s productive assets can add value to overall strength of the MGNREGS rather than undermining its effectiveness. The argument that there is a need for undertaking certain types of land development works such as terracing, trenches and bund

¹ As defined in the Agriculture Debt Waiver and Debt Relief Scheme, 2008- The definition implies that anyone owning up to five acres of arable land (over 80 per cent of farmers come in this category) are eligible for land development works on their lands.

formation are done in a contiguous manner irrespective of the category of land owners in order to get most out of the activity supports the inclusion of small and marginal farmers under the scheme.

The committee headed by Sri K.S. Gopal, member of the National Employment Guarantee Council looking into the working and implementation of MGNREGA across the country to identify measures that aim to optimize the potential of MGNREGA for enhancing agricultural productivity and reducing economic vulnerability of the eligible groups made the following observations.

- MGNREGS was still being enforced as employment programme with construction of adhoc physical infrastructures;
- Without addressing the underlying causes for low productivity in a wholesome manner, works on individual lands would not be of much use;
- The auxiliary objective of strengthening the natural resource management is being ignored; and
- Lack of coordination and interagency linkage was leading to duplication of projects especially in places where the Integrated Watershed Development Programme (IWDP) and Backward Regions Grant Fund (BRGF) were implemented on a large scale.

With the individual works under MGNREGS beset by issues like the exclusion from the larger natural resource management perspective, works undertaken in large number in the richest region of the state, very low coverage of lands of SC/ST and in some cases the works undertaken being recurring agricultural activities resulting in mere labour subsidy points out to the need for a detailed study of the individual land works that would lead to prescription of executable solutions in implementation and monitoring aspects of the scheme. In this context, the Department of Rural Development and Panchayat Raj, Government of Karnataka entrusted Centre for Budget and Policy Studies (CBPS), Bangalore the study on 'Role of MGNREGA in improving the productivity of land –through works undertaken on lands belonging to SC/ST and others.'

2. Objectives of the Study

According to agreement document on 'Terms of Reference for the study on the Role of MGNREGA in improving the productivity of land –through works undertaken on lands belonging to SC/ST and others', the objectives of the study are as follows:

- a. Examine the pattern of land development works under MGNREGA with respect to socio-economic category, gender etc.

- b. Examine the extent to which the works of land development undertaken under MGNREGA actually comply with the conditions imposed regarding the category of land owners;
- c. Examine the extent to which the land development works have actually resulted in creating assets that improve productivity of the land in the long term, which has beneficial impact on economic condition of the beneficiary;
- d. Analyse the process of selection of the land development sites at the GP level including the role of GP members, officials and beneficiaries;
- e. Document the deviations, if any, in the process of the selection of sites of land development; and
- f. Give recommendations for improvement

3.0 Approach and Methodology

The study was done in two districts Belgaum and Dharwad which were pre selected by the Department of Rural Development and Panchayat Raj, Government of Karnataka. The study was done using the secondary data from the MGNREGA website as well as the primary data collected from the sample beneficiaries using a structured questionnaire.

3.1 Sample Selection

As per the suggestion of the Department of Rural Development and Panchayat Raj, Government of Karnataka, the beneficiaries were to be selected from among the most backward taluks (As per Dr. D.M. Nanjundappa Committee report, 2002) of the two districts. However, there are no taluks under Most Backward category in either district. Belgaum district has 3 taluks under more backward category while Dharwad has only one taluk under more backward category.

The other criterion used for the selection of the taluks was the proportion of the works on individual lands to the total works. The data for the years 2009-10, 2010-11 and 2011-12 from the website was used for purpose of selection of taluks.

Data was available on the number of works initiated, number of ongoing works and number of works completed. The number of completed works was taken into consideration for the purpose of selection so as to make it possible to analyse the impact on productivity. Athani and Saundatti taluks in Belgaum district were selected based on the higher share of the individual land works which belong to more backward category. (Table 1)

Table 1: Share of individual land works in total works in Belgaum District

Taluks	Total Works				Works on individual lands				% Share
	2009-10	2010-11	2011-12	Total	2009-10	2010-11	2011-12	Total	
Athani	1655	1830	828	4313	460	760	247	1467	34.01
Belgaum	1456	1220	204	2880	78	52	0	130	4.51
Belgaum	957	1204	243	2404	146	103	2	251	10.44
Chikkodi	1952	3055	166	5173	576	728	14	1318	25.48
Gokak	1755	2767	1622	6144	254	560	123	937	15.25
Hukkeri	347	2349	489	3185	62	502	59	623	19.56
Khanapur	225	1408	457	2090	9	220	61	290	13.88
Ramdurga	1568	1588	80	3236	523	534	4	1061	32.79
Rayabag	1591	2579	1127	5297	513	889	441	1843	34.79
Saundatti	421	3877	535	4833	206	1594	389	2189	45.29
All Taluks	11927	21877	5751	39555	2827	5942	1340	10109	25.56

In Dharwad district, more backward taluk Kalghatgi had the lowest share of individual land works to total works in the taluk and hence was not selected for the purpose of study. Hubli taluk has highest share of the individual land works followed by the Kundgol taluk. These two were selected for the study. Hubli is a forward taluk while Kundgol is a backward taluk.(Table 2)

Table 2: Share of individual land works in total works in Dharwad District

Taluks	Total Works				Works on individual lands				% Share
	2009-10	2010-11	2011-12	Total	2009-10	2010-11	2011-12	Total	
Dharwad	3399	2759	1257	7415	5	2	94	101	1.36
Hubli	383	892	377	1652	101	264	107	472	28.57
Kalghatgi	1539	2425	888	4852	19	0	0	19	0.39
Kundgol	2654	2922	1154	6730	252	103	20	375	5.57
Navalgund	196	1050	930	2176	19	46	22	87	4.00
All Taluks	8171	10048	4606	22825	396	415	243	1054	4.62

The selection of GPs within the taluk was also done on the same basis as that of the taluk selection. The share of the individual land works cumulative of the years 2009-10, 2010-11 and 2011-12 in the total number of completed works was taken into account to decide the sample GPs. The two GPs with highest share were selected for the purpose of study. The GPs selected in each of the taluks in the two districts is summarized in the Table 3.

Table 3: Talukwise Gram Panchayats in Belgaum and Dharwad Districts

District	Taluk	GP 1	GP 2
Belgaum	Athani	Adahalli	Yelihadalagi
	Saundatti	Kareekatti	Sangreshkoppa
Dharwad	Hubli	Katnoor	Raayanala
	Kundagol	Gowdageri	Ramanakoppa

Within each GP eight works were randomly selected to analyse their impact on the productivity of the individual land and improvement in economic condition of the beneficiary. The selection of individual works was done through selecting the works from the year 2009-10 from the website on 10 January 2013. However in the GPs of Katnoor, Yelihadalagi and Kareekatti the sample works were selected from the year 2010-11, as the list of works in 2009-10 were less than ten.

The selection of works was done in a random manner. The number of works was divided by eight to select the works at equal interval. For picking the first work in each of the eight GPs, it was randomized through picking from a lot. Two works were picked extra to offset the non availability of files/beneficiaries in the GP during the data collection. The works of year 2009-10/2010-11 were selected deliberately to assess the improvement in the lands/productivity of lands and also to check whether it has been sustained. This also provided the opportunity to check the maintenance of files / data related to individual land development works.

3.2 Instruments of Survey

The instruments of survey were designed to map the processes involved in the implementation of individual land works at the GPs, understand the maintenance of files and details with respect to the individual land works and to evidence the individual land works done for the benefit of beneficiary.

Three schedules were designed to look into

- the aspects of the role of GP members, officials and the beneficiaries in the process of selection of the individual land development sites;
- individual land works done in the field and its impact on productivity of land; and
- processes and procedures involved in the selection and implementation of the individual land works and documenting the compliance with the conditions and deviations if any.

The three schedules were used for a) interviewing GP officials, b) examining the work files and c) interviewing the sample beneficiaries. (Annexure D)

3.3 Piloting of the Survey Instruments

The survey instruments were piloted in Doddasaagere GP of Koratagere Taluk in Tumkur district. The pilot included the interviews with the GP secretary and PDO followed by the visit to a beneficiary worksite. The inputs were used for making suitable changes in the survey instruments and the survey instruments were finalized.

3.4. Data collection

The data collection involved detailed questionnaire based survey of different stakeholders in the individual land development which included the physical verification of the land development at the worksite.

At the GP, the officials were interviewed for the processes, procedures and type of works done under individual land works under MGNREGS. The achievements, problems as well as other issues were



Arecanut plantation in Doddasaagere

discussed. This was followed by the review of the work files for selected works for checking the various steps followed in the implementation of the individual land development works. After the review of 8 work files, the respective field where the land development was done was inspected. Locating the land development work in the field as well as the beneficiary was done with the help of the GP officials such as bill collector, waterman, etc. The interview with the beneficiary was done in the field/at his/her residence after the inspection of the works in the field. If the works were related to horticulture, the existence of the same plant species was ascertained, while in case of other land development works such as bunds, check dam, farm pond the existence of the structures were ascertained. The photos of the land development existing was also taken during the field visit. The field investigators were trained on January 18 2013 and this was followed by data collection for a week.

4.0 Profile of the Sample area

The study is done in two districts viz. Belgaum and Dharwad. The Act was notified in Belgaum in Phase II while it was notified in Dharwad in Phase III of implementation. The profile of the study districts as well as the taluks in which the sample GPs were located examined for the agro climatic features, crops grown, irrigation facilities, share of small and marginal farmers, etc. to understand the relevance and suitability of the land development works undertaken in the fields of sample beneficiaries.

Belgaum

The total area of Belgaum district is 13,415 sq km. The district spreads across ten taluks of which three taluks are classified as More Backward while four are classified as backward as per the Comprehensive Composite Development index developed by the Nanjundappa Committee (2000). The total population of the district, as per 2001 census, was 42,14,505. The soil of the district is red loam, deep black and gently

sloping area in alluvial plains with moderate erosion. The temperature ranges from a minimum of 12°C to a high of 38°C. The average rain fall in the district has been 8082.6 mm. About 68% of the land holdings are less than 2 hectare and 40% of the land holders possess less than one hectare land.

Krishna, Malaprabha, Ghataprabha are main rivers and Markhanday, Hiranyakeshi, Mahadai, Vedaganga & Dudganga sub-rivers flows in the district. Irrigation facility is available in the district by means of canals, wells & bore wells.

The 6 taluks are classified as over exploited with respect to utilisation of ground water while 3 taluks are considered to be safe. The entire district falls under plain region except for the Khanapur taluk and water conservation structures like percolation tanks, check dams, farm ponds can contribute to the groundwater recharge significantly.

Sugar cane, maize, cotton, tobacco, paddy, jowar, pulses, fruits and vegetables are cultivated in the district. The net sown area in the district is around 62% of the total area of the district. The soil and climatic conditions are favorable for growing horticultural crops. The horticultural crops like mango, banana, sapota, papaya, lemon and guava are grown in the district. Fruits are grown in about 9500 hectares and vegetables are grown in about 15000 hectares.

Athani Taluk

Main occupation in the taluk is agriculture. Over 90% of the area is cultivated. Cereals like bajra, maize, wheat, pulses like gram, tur, cash crops like cotton and sugarcane are the main crops. About 55% of the farmers have the land holding of less than 2 hectares. This taluk has the highest area irrigated through canals from river Krishna. This taluk also has the highest share irrigated area in the district. The taluk is declared as the over exploited zone with respect to ground water utilisation.

Saundatti Taluk

The taluk has Malaprabha river flowing through it and a dam constructed across which irrigates the over a lakh hectares. Jowar, maize, paddy, wheat, sunflower, sugarcane, tobacco, cotton, and mango are the main crops with agriculture being the main occupation in the taluk. About 50% of the farmers have land less than 2 hectares. The ground water is over exploited in majority

of the taluk while about 20% of the area has potential for ground water utilisation.

Dharwad

The total area of Dharwad is 4,263 Sq km. There are 5 taluks out of which one taluk is classified as More Backward, two as backward and the other two as forward taluk as per the Nanjundappa Committee report (2002). The total population of the district, as per 2001 census, was 16,03,794. The urban population comprised 55% of the total population. The district economy is primarily agrarian and trade and commerce are completely dependent on agriculture. There are both surface and ground water irrigation in the district. The district has three distinct features of having Malnad area, plain and the eastern maidan region. The district has deep alluvial soils which are rich in humus and black which is suitable for cotton growing. Jowar, paddy, wheat and maize are important cereals grown in the district. The entire district is considered to be safe with respect to exploitation of groundwater except for the parts of Navalgund taluk. As monsoon is highly uncertain and as there is no major irrigation project or any hydel power generating station in the district, there is high degree of dry-land farming with 92% of the cultivated area dependent on rainfall. Malaprabha river and bennehalli reservoir supply water to twin cities of Hubli and Dharwad. Horticulture crops like mango, guava, sapota and vegetables like onion, chilli, which are suitable for utilizing the saline conditions effectively are grown in the district.

Hubli Taluk

The Taluk has good agriculture base dependent on rainfall. Major agriculture crops grown are maize, jowar, groundnut, green gram, wheat, bengal gram, spices, oilseeds and cotton. The type of soil is mainly black cotton soil and remaining red soil. The black cotton soil is not suitable for intensive irrigation, but irrigation during shortage of rains done for getting moderate yield. Guava and sapota are important fruit crops while onion and chilli are chief vegetable crops. Rose and chrysanthemum are grown in the taluk for its nearness to the Hubli market.

Kundagol Taluk

The taluk is in eastern part of the district and forms the plain land area. The soil is mainly black cotton soil. The soil is fertile and suitable for agriculture and horticulture crops and not suitable for continuous irrigation. However, the irrigation facilities are used for augmenting the shortfall of rain. Major agriculture crops grown in the taluk are groundnut, jowar, wheat, maize and soybean while the horticulture crops include onion, chilli, mango and sapota.

5.0 Analysis of Secondary Data

The NREGA land development works in the State were analysed using the data from the website www.nrega.nic.in. The share of individual land works and expenditure incurred for individual land works in total land works and total expenditure respectively for the year 2012-13 was analysed.

Table 4: Share of Individual land works in Total works for year 2012-13

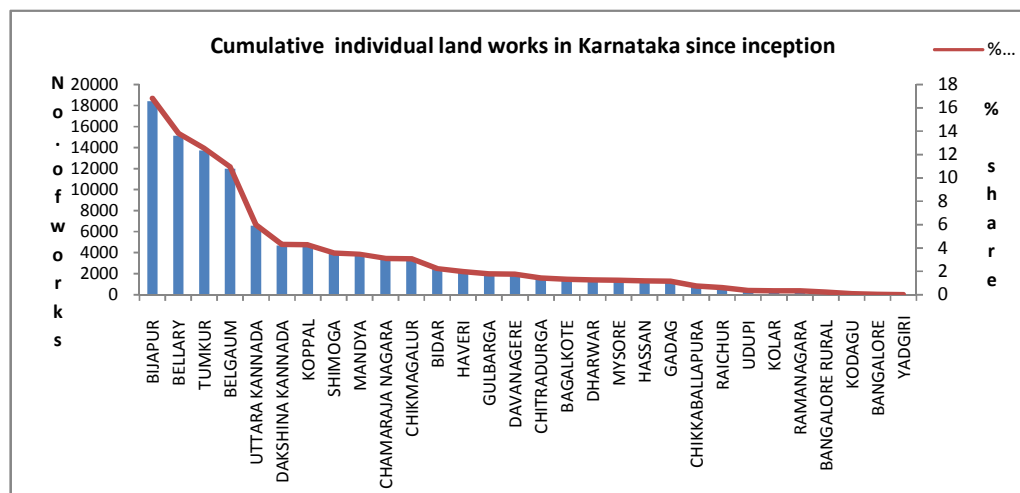
District	No. of Works			Expenditure		
	Individual works	Total works	% Share	Individual works	Total works	% Share
BAGALKOTE	277 (6.99)	2282	12.14	50.22 (2.53)	2016.49	2.49
BANGALORE	0 (0.00)	9	0	0(0.0)	1.5	0
BANGALORE RURAL	5 (0.13)	252	1.98	0.32(0.02)	305.19	0.11
BELGAUM	167(4.22)	868	19.24	108.76(5.47)	1588.87	6.85
BELLARY	140(3.53)	1223	11.45	28.06(1.41)	1133.23	2.48
BIDAR	175(4.42)	1335	13.11	235.57(11.85)	1373.16	17.16
BIJAPUR	579(14.62)	1676	34.55	474.9(23.88)	2100.36	22.61
CHAMARAJA NAGARA	70(1.77)	583	12.01	34.02(1.71)	574.11	5.93
CHIKKABALLAPUR A	34(0.86)	293	11.6	9.88(0.50)	309.58	3.19
CHIKMAGALUR	101(2.55)	893	11.31	24.08(1.21)	556.79	4.33
CHITRADURGA	1(0.03)	73	1.37	99.46(5.00)	6588.05	1.51
DAKSHINA KANNADA	109(2.75)	978	11.15	13.87(0.70)	162.72	8.52
DAVANAGERE	92(2.32)	4710	1.95	151.41(7.61)	11047.04	1.37
DHARWAR	241(6.08)	3987	6.04	31.7(1.59)	1587.88	2.00
GADAG	662(16.71)	2754	24.04	39.52(1.99)	613.99	6.44
GULBARGA	34(0.86)	777	4.38	160.62(8.08)	3104.95	5.17
HASSAN	35((0.88)	909	3.85	8.54(0.43)	1555.7	0.55
HAVERI	6(0.15)	731	0.82	59.39(2.99)	1592.57	3.73
KODAGU	9(0.23)	557	1.62	8.4(0.42)	494.55	1.7
KOLAR	4(0.1)	304	1.32	8.23(0.41)	1700.45	0.48
KOPPAL	18(0.45)	2151	0.84	4.33(0.22)	552	0.78
MANDYA	69(1.74)	560	12.32	31.92(1.61)	610.21	5.23
MYSORE	23(0.58)	373	6.17	6.95(0.35)	301.76	2.30
RAICHUR	48(1.21)	4015	1.2	63.6(3.2)	5263.71	1.21
RAMANAGARA	32(0.81)	458	6.99	34.95(1.76)	2014.78	1.73
SHIMOGA	255(6.44)	1961	13	69.43(3.49)	1133.09	6.13
TUMKUR	67(1.69)	384	17.45	14.74(0.74)	384.15	3.84
UDUPI	5(0.13)	77	6.49	0.7(0.04)	14.56	4.79
UTTARA KANNADA	649(16.38)	1521	42.67	206.91(10.40)	771.53	26.82
YADGIRI	54(1.36)	2956	1.83	8.2(0.41)	1702.45	0.48
Total	3961(100)	39650	9.99	1988.66(100)	51155.43	3.89

The share of the individual land works was found to be 9.99% of total works while the expenditure on individual land works was found to be 3.89% of total expenditure. The number of individual land works in Belgaum district constituted 19.24% of the total works and stood 4th in the State in respect of the share of individual land works to the total works. Though Dharwad district had higher number of individual land works than Belgaum district, its share in the total number of works was much less at 6.04%. However, the district's share in the total individual land works in the State was much higher at 6.08% while that of Belgaum was a lower 4.22%.

The expenditure on individual land works and its share in the total expenditure as well as the district share was higher for Belgaum district than Dharwad district.

The district wise cumulative individual land works since inception in the State was analysed. Of the 1,09,559 works completed in the state, highest number of works were found in the districts of Bijapur, Bellary, Tumkur, Belgaum (Chart 1) while the districts like Dharwad, Gulbarga and others had the lower share in the total of individual land works. Bijapur stood first with 16.79% of individual land works in the State while Belgaum which occupied 4th position at 10.95% while Dharwad district share was 1.31%. (Chart 1 below)

Chart 1: District wise Cumulative individual land works and its share in Total



Apart from the completed works the ongoing works for the year 2012-13 was also analysed for the share of individual land works under different beneficiary categories. Though the categories are not mutually exclusive, the database from the website indicates it to be mutually exclusive ones. To illustrate, A SC beneficiary may also be a small farmer and marginal farmer might belong to a BPL household. The share of each of these categories were analysed and it was found that the share of beneficiaries other than SC and ST was significantly high. Conversely the land development works on individual lands of SC and ST beneficiaries was as low as 10.42 % in Belgaum and 9.25% in Dharwad district as against the state average of 22.92%. (Table 5)

Table 5: Share of number of individual works by different categories (2012-13)

District	Ongoing works	SCs	STs	Others	BPL	SF	MF	IAY	LR
BELGAUM	3888	241	164	2681	202	408	73	63	56
% share		6.20	4.22	68.96	5.20	10.49	1.88	1.62	1.44
DHARWAD	411	18	20	317	14	34	4	4	0
% share		4.38	4.87	77.13	3.41	8.27	0.97	0.97	0.00
Karnataka	30708	4894	2142	14336	1674	5944	526	773	419
% share		15.94	6.98	46.68	5.45	19.36	1.71	2.52	1.36

Similar trend was observed with respect of the expenditures on the individual land works in the lands of different categories of beneficiaries (Table 6).

Table 6: Share of Expenditures of individual land works by categories - 2012-13 (Rs in lakhs)

District	Total Exp	SC	ST	Others	BPL	SF	MF	IAY	LR
BELGAUM	771.49	73.08	21.14	523.34	36.92	75.03	12.61	16.18	13.20
% share		9.5	2.7	67.8	4.8	9.7	1.6	2.1	1.7
DHARWAD	138.79	4.90	4.51	114.02	3.91	6.52	2.23	2.69	0.00
% share		3.5	3.2	82.2	2.8	4.7	1.6	1.9	0.0
STATE	7230.45	1263.82	481.44	3622.27	379.26	1094.86	92.19	199.67	96.95
% share		17.5	6.7	50.1	5.2	15.1	1.3	2.8	1.3

The employment under individual land works for the year 2012-13 was analysed. It was found that the share of individual land works in terms of employment and wage earnings is around 4.5% to 6% of the total works (Table 7).

Table 7: Share of individual works in total works in terms of employment (2012-13)

Work Category	Worker Employed		Person days (in Lakh)		Amount (In Lakhs)	
	Women	Men	Women	Men	Women	Men
Individual land works	128617	153733	7	9	1076	1323
Individual land works (%)	5.75	5.96	4.31	4.58	4.32	4.59
Total	2238365	2581476	168	194	24924	28841

The share of the individual land works expenditure to the total expenditure was analysed for the taluks of the sample districts of Belgaum and Dharwad (Table 8&9). While Athani and Raibag taluks had the higher share of expenditure in the districts, the share of number of works was higher in the selected taluks of Athani and Saundatti. The expenditure on individual land works was significantly higher than the share for the entire district.

Table 8: Expenditure on the individual works and Total works in Belgaum District

Taluk	Individual land works Expenditure (in lakhs)				Total Expenditure (Rs. In lakhs)				% share (d/h)*100
	2010-11	2011-12	2012-13	Total	2010-11	2011-12	2012-13	Total	
	a	b	c	d	e	f	g	h	
Athani	558.94	87.04	1.03	647.01	2012.00	1143.39	35.08	3190.47	20.28
Khanapur	32.44	24.60	4.73	61.78	1946.86	1377.75	225.48	3550.08	1.74
Gokak	148.63	60.85	18.12	227.61	2268.70	1721.28	248.97	4238.96	5.37
Chikkodi	69.19	121.09	6.37	196.65	2364.67	1264.66	125.99	3755.32	5.24
Belgaum	21.32	12.40	0.00	33.72	2189.55	983.82	50.62	3223.99	1.05
Bailhongal	84.70	10.71	1.40	96.81	1742.47	850.44	61.90	2654.81	3.65
Ramdurga	38.38	97.58	11.36	147.33	894.49	934.54	53.51	1882.54	7.83
Raibag	80.28	180.17	41.75	302.20	885.80	818.84	195.58	1900.23	15.90
Saundatti	128.27	92.11	18.29	238.68	1679.30	1250.34	137.04	3066.68	7.78
Hukkeri	49.46	85.28	5.70	140.44	2129.60	1800.64	454.70	4384.94	3.20
Total	1211.62	771.84	108.76	2092.22	18113.44	12145.70	1588.87	31848.01	6.57

In Dharwad district, the taluks of Hubli and Kundagol recorded higher share of expenditure compared to the entire district share of 4.02%. These are also the sample taluks of the study.

Table 9: Expenditure on the individual works and Total works in Dharwad District

Taluk	Individual land works Expenditure(in lakhs)				Total Expenditure (Rs. In Lakhs)				% share (d/h)*100
	2010-11	2011-12	2012-13	Total	2010-11	2011-12	2012-13	Total	
	a	b	c	d	e	f	g	h	
Kalghatagi	0.00	0.02	0.36	0.38	755.70	765.73	705.50	2226.93	0.02
Kundagol	45.88	45.07	3.16	94.12	696.95	580.67	148.53	1426.15	6.60
Dharwad	0.00	20.86	3.90	24.77	1336.30	690.43	441.13	2467.86	1.00
Navalgund	3.16	7.11	0.17	10.44	453.00	537.51	145.46	1135.98	0.92
Hubli	122.20	73.85	24.11	220.15	739.69	559.53	147.25	1446.47	15.22
Total	171.24	146.92	31.70	349.86	3981.65	3133.87	1587.88	8703.39	4.02

6. Analysis of Primary Data

6.1 Composition of sample beneficiaries

As described in the methodology, a sample of 8 works in each of the selected GPs was analysed. The interviews of corresponding beneficiaries of these works were also analysed. A total of 64 works and 64 beneficiaries were examined. However, owing to the non availability of one file in Ramanakoppa GP, the number of files analysed is reduced by one number making it 63, while the number of corresponding beneficiaries who were interviewed were 60 due to non availability of three respondents.

The sample individual land works and the corresponding beneficiaries are shown in the Table 10. One workfile in Ramanakoppa GP was not available and the beneficiaries corresponding to the individual land works were not available in 3 cases in the GPs of Katnoor and Ramanakoppa.

Table 10: Details of the individual land works and beneficiaries in sample GPs.

Taluk	Gram Panchayat	Sample works	Others	SC	ST	Total
Kundagol	Gowdageri	8	7	1		8
	Ramanakoppa	7	5	-	2	7
Hubli	Katnoor	8	7	1		8 (1)
	Rayanala	8	4	3	1	8 (1)
Athani	Adahalli	8	6	2		8
	Yelihadalagi	8	7	1		8
Saundatti	Kareekatti	8	8	-		8
	Sangresh Koppa	8	6	2		8 (2)
Total	All GPs	N = 63	50	10	3	63

The beneficiaries of the sample works selected belonged to the other category constituting for about 79% of the sample beneficiaries while the SC and ST beneficiaries constituted for 16% and 5% of sample beneficiaries respectively. The information on the social categories of beneficiaries was obtained from the website (www.nrega.nic.in). Only 4 female beneficiaries were among the sample constituting about 6% of the sample.

The land holding of the sample beneficiaries was analysed. It was found that there was no information on the land holding of 31 sample beneficiaries who constituted about 49% of the sample. Of the remaining 32 beneficiaries, 22 of them were under marginal and small farmer category while 10 beneficiaries who constituted about 16% had land holding of more than 5 acres (Table 11).

Table 11: Land holding of the sample beneficiaries

Landholdings	Belgaum			Dharwad			All	% share
	Athani	Saundatti	Total	Kundagol	Hubli	Total		
Blank	14	12	26	2	3	5	31	49.21
0-5	2	2	4	9	9	18	22	34.92
5-10		2	2	3	3	6	8	12.70
10-15				1		1	1	1.59
40-45					1	1	1	1.59
Total	16	16	32	15	16	31	63	100

The sources of income of the sample beneficiaries were analysed. It was found that almost all of the beneficiaries were doing agriculture (Table 12). About 15% of the beneficiaries also did agricultural labour as the source of additional income. Only 5% of the beneficiaries (other family member) had other jobs in the family such as teacher, soldier etc. The predominance of agricultural families signifies the potential impact that individual land works can offer to these families.

Table 12: Sources of Income of the sample beneficiaries

Sources of Income	Belgaum			Dharwad			All (N=60)	%
	Athani	Saundatti	Total	Kundagol	Hubli	Total		
Agriculture	15	16	31	14	14	28	59	98
Agril labour	1		1	4	4	8	9	15
Casual labour	1		1				1	2
other		3	3				3	5

The assets owned by the sample beneficiaries was analysed (Table 13). All the beneficiaries owned a house and 92% of them owned a pucca house. Colour television was owned by 63% of the beneficiaries while 45% of the beneficiaries owned a two wheeler. About 85% of the sample beneficiaries owned farm animals of one or more kind with cattle being owned by majority of the beneficiaries.

Table 13: Assets owned by sample beneficiaries

Assets Owned	Belgaum			Dharwad			All (N=60)	%
	Athani	Saundatti	Total	Kundagol	Hubli	Total		
Pucca house	14	16	30	12	13	25	55	92
Katcha House	2		2	2	1	3	5	8
Colour TV	10	10	20	7	11	18	38	63
2 wheeler	8	6	14	4	9	13	27	45
4 wheeler	3	4	7	1	1	2	9	15
Animal husbandry	15	11	26	13	12	25	51	85

The monthly expenditure and monthly income of the sample beneficiaries were analysed (Table 14 and Table 15). Highest number of sample beneficiaries had monthly expenditure of Rs 4000 or more accounting for 37%. This was followed by beneficiaries in the expenditure brackets of Rs 1000-2000 who accounted for 30% of the sample.

Table 14: Monthly expenditure of sample beneficiaries

Expenditure	Belgaum			Dharwad			All	%
	Athani	Saundatti	Total	Kundagol	Hubli	Total		
< Rs 1000	1		1	1		1	2	3
1001-2000	7	8	15	1	2	3	18	30
2001-3000	5	3	8	1	3	4	12	20
3001-4000	1	3	4	1	1	2	6	10
>4001	2	2	4	10	8	18	22	37
Grand Total	16	16	32	14	14	28	60	100

Monthly income of the sample beneficiaries was also analysed. Higher number of beneficiaries was in the income bracket of Rs. 4000 accounting for 43% and more followed by beneficiaries in the income bracket of Rs. 1000-Rs. 2000 accounting for 20%.

Table 15: Monthly Income of sample beneficiaries

Income	Belgaum			Dharwad			All	%
	Athani	Saundatti	Total	Kundagol	Hubli	Total		
< Rs 1000	2	3	5				5	8
1001-2000	7	4	11	1		1	12	20
2001-3000	2	3	5	4	1	5	10	17
3001-4000	3	3	6		1	1	7	12
>4001	2	3	5	9	12	21	26	43
Grand Total	16	16	32	14	14	28	60	100

6.2 Compliance of the conditions for implementing the individual land works

The works on individual land is subject to conditions imposed (MORD letter No. 11060/3/2009-NREGA dated 1st September 2009-Annexure A) for implementation of works. Important among the conditions to be fulfilled are;

- Beneficiary should belong to category of SC/ST/MF/SF/IA Y beneficiary/LR beneficiary/BPL;
- Possess the MGNREGS jobcard by the beneficiary and work on his/her land on the project; and
- Employing only registered jobcard holders for work in the beneficiary fields.

The sample beneficiaries were checked for the compliance of these important conditions during the implementation of the individual land works. This was analysed by the information available from the work files in the GP and beneficiary interviews done in the field.

One of the important conditions imposed for the individual land works is that the individual must be a job card holder and should also work in his/her field and get paid for the same. The compliance of this condition was examined in case of the individual works in the sample GPs (Table 16) by looking into the work file and recording the job card number.

Table 16: Number of sample beneficiaries without Job cards in sample GPs

GP	Sample	No Job card	% Share
Adahalli	8	1	13
Gowdageri	8	3	38
Kareekatti	8	8	100
Katnoor	8	0	0
Ramanakoppa	7	4	57
Rayanala	8	1	13
Sangreshkoppa	8	8	100
Yelihadalagi	8	0	0
All	63	25	40

The sample beneficiaries who did not possess the job card, have not worked in their field and subsequently not got paid from the GP accounted for 40% while it was 100% in the GPs of Kareekatti and Sangreshkoppa (Belgaum District). Only in the GPs of Yelihadalagi and Katnoor all the beneficiaries had job cards.

Though the individual land works benefit the individual owner, it is also essential that the individual also benefits by earning wage for working in his/her own field. This has been grossly ignored for individual land works under NREGS. Few (4-5) beneficiaries have informed that they did work in their land but reportedly were not paid any money. Of them 2 belonged to SC (without job card) who did not get paid despite working on their land. This also potentially violates the other condition to be followed which is of employing only registered job holders in the NREGS works.

The profile of the beneficiaries who did not have job card revealed that 10 of them had more than 5 acres land, 21 had monthly income of Rs 3000 or more while 4 possessed 2 wheelers which partly explains not possessing the job card.

The information on eligibility criteria of beneficiaries of individual land works was sought from the officials of GP. They were able to list all important criteria viz. that a) the beneficiary should belong to SC/ST, BPL or should be a small or marginal farmer; b) should have land in his / her name; and c) should have irrigation facility if he / she applies for horticulture. However, it was found that none of the officials from the sample GPs reported the working by the sample beneficiary as the criteria except for Yelihadalagi GP.

The other important criteria for the individual land works is that of the category of the beneficiaries. The beneficiary should belong to SC/ST or should be eligible by economic category such as BPL, MF/SF/IAY beneficiary or LR beneficiary. The work file should contain the information on the category of the farmer as well as the records produced supporting it such as caste certificate, BPL card, the RTCs etc (Table 17). However it was found that the information was not available for 47 beneficiaries who constituted about 75% of the sample.

Table 17: Category information in the work files of Sample works

Category	Belgaum			Dharwad			Grand Total	MF	SF	BPL
	Athani	Saundatti	Total	Kundagol	Hubli	Total				
SC					3	3	3	2	1	3
ST				2	1	3	3		1	1
Others	1	1	2	3	4	7	9		3	2
MF					1	1	1			1
No Information	15	15	30	10	7	17	47			
Grand Total	16	16	32	15	16	31	63	2	5	7

The Rayanala in Hubli taluk had the files in which the category information was filled properly. This also creates a problem in ascertaining whether works on the SC/ST lands were exhausted or not. The information gathered through beneficiary interview as well as secondary data was compiled to compare the information in the work files (Table 18 below). An analysis of the beneficiaries whose social category was not mentioned in the work files revealed that majority of them belonged to other category while 7 beneficiaries who belonged to SC were also not mentioned in the work file. Even after such corroboration, there are still 29 beneficiaries in respect of whom the eligibility criteria could not be ascertained.

Table 18: Category information through beneficiary interview and secondary data

Category of Beneficiaries	Belgaum			Dharwad			Total
	Athani	Saundatti	Total	Kundagol	Hubli	Total	
SC	3	2	5	1	4	5	10
ST				2	1	3	3
Others	13	14	27	11	12	23	50
All	16	16	32	14	15	29	63
BPL card holder	3	2	5	1	7	8	13
Debt relief beneficiaries				1	2	3	3
Land reform beneficiaries	0	5	5	0	0	0	5
No information	10	7	17	9	3	12	29

The other important condition stipulated for the individual land works is with respect to land area ownership of the beneficiaries. This information as available in the work file was analysed (Table 19). Nearly 50% of the files did not have the information on the land area owned by the beneficiaries in the work files. The absence of this crucial information further hinders the assessment of the selection of individual works by the GP. Marginal and small farmers together constituted for 32% of the beneficiaries.

Table 19: Land area owned by the sample beneficiaries in the sample GPs

Land (Acres)	Belgaum			Dharwad			All	% share
	Athani	Saundatti	Total	Kundagol	Hubli	Total		
0.1-2.5	1	1	2	6	7	13	15	22
2.5-5.0	1	1	2	3	2	5	7	10
5.0-7.5		1	1	2	3	6	7	10
7.5-10		1	1	1		1	2	3
10-12.5				1		1	1	2
15-17.5		1	1				1	2
42.5-45					1	1	1	2
No information	14	12	26	2	3	5	31	49
Total	16	16	32	15	16	31	63	100

Even so nearly 19% of the beneficiaries belonged to large farmer category owning lands more than 5 acres. Twelve beneficiaries who had more than 5 acres land belonged to other category while only one had the BPL card. Nine of them had

monthly income of over Rs 4000 a month while the others had less than three thousand a month.

The other conditions such as the wage –material ratio of 60:40 was maintained in all the works except for two cases where in the material component has exceeded 40% (Check Dam in Adahalli GP and Banana cultivation in Katnoor GP).

6.3 Analysis of Individual land works in the sample GPs

The sample individual land works in the GPs were analysed for the type of land development, the crop grown in case of horticulture, the expenditure on works, the number of days worked by the beneficiaries as well as the wage earned for working in one's own field.

The individual land works in the GPs in the two districts were clearly distinct and reflected a different pattern. While horticulture was predominant in Dharwad district, water conservation works was predominant in Belgaum district. Construction of bunds, farm ponds and check dam were predominant in Belgaum while rose Guava, Mango, Banana and Papaya were cultivated in Dharwad district (Table 20).

Table 20: Details of the individual land works in the sample GPs

District	Gram Panchayat	Land Development	Horticulture
Dharwad	Gowdageri		8
	Ramanakoppa		7
	Katnoor		8
	Rayanala		8
Belgaum	Adahalli	7	1
	Yelihadalagi	8	
	Kareekatti	8	
	Sangresh Koppa	8	
	Grand Total	31	32

The Rayanala GP initiated the rose cultivation and this was a huge success and many farmers in the neighboring GP/villages were encouraged to grow rose with the nearest market Hubli within 15 kilometers.

The actual expenditures of the sample works were analysed and it was found that the expenditure details of sample works indicated that wage component was higher in all the works except for 2 works (Table 21). The information on the expenditure was not available for 2 sample works and thus the number of works reduced to 61.

Table 21: Actual Expenditures of the sample works

Gram Panchayat	No of works	Amount	Material	Wage	Material: Wage
		Rs			
Adahalli	8	746118	472170	273948	63:37
Gowdageri	8	93198	32518	60680	35:65
Kareekatti	8	71129	2079	69050	3:97
Katnoor	6	261285	75110	186175	29:71
Ramanakoppa	7	191679	94888	96791	50:50
Rayanala	8	450013	101571	348442	23:77
Sangresh Koppa	8	112368	8720	103648	8:92
Yelihadalagi	8	560798	5096	555702	1:99
Grand Total	61	2486588	792152	1694436	32:68

One work in Adahalli GP was construction of a check dam and it had material component of Rs. 4.7 lakh. The wage component among the works in GPs of Belgaum district namely Sangreshkoppa, Yelihadalagi, Kareekatti and Adahalli GPs were higher than 95%. This was because of the fact that no material was used in the process of construction of farm ponds/bunds or ridges aimed at water conservation. The material component was little higher in sample GPs of Dharwad district because of the planting material such as mango, sapota, coconut and rose. The amount of each of the sample works were analysed and are presented in the Table 22. .

Table 22: Sample works by the project amount

Amount	Belgaum	Dharwad	No. of Works
< 10000	10	9	19 (31)
10000-19999	11	5	16 (26)
20000-29999	1	3	4 (7)
30000-39999	0	1	1 (2)
40000-49999	0	1	1 (2)
50000-59999	5	3	8 (13)
60000-69999	0	4	4 (7)
>70000	5	3	8 (12)
Grand Total	32	29	61 (100)

* Figures in parenthesis indicate percentage to the column total

It can be seen that majority of the works were under Rs. 20000 accounting for 57% of the works. The works with expenditure greater than Rs. 20000 were because of the horticulture projects and were in Dharwad district

Of the total 61 works, 25 works were done in the fields of beneficiaries who did not possess the jobcards and eventually did not get any money paid as wages under NREGS. Of the remaining 36 beneficiaries, the employment obtained as well as the wage earned was analysed (Table 23) for 34 beneficiaries while two beneficiaries who had job card did not work in their fields (one in Katnoor and one in Adahalli).

Table 23: Number of days worked by the beneficiaries in their fields

Days worked	Adahalli	Yelihadalagi	Gowdageri	Ramanakoppa	Katnoor	Rayanala	Total	% share
5-14	2		1	3	1		7	21
15-24		1				1	2	6
25-34	2	1	1		2		6	18
35-44	1	3	2				6	18
55-64		2					2	6
65-74		1					1	3
75-84					2		2	6
85-94						2	2	6
95-100	1		1			4	6	18
Total	6	8	5	3	5	7	34	100

It can be seen from the table that only beneficiaries from 6 GPs had worked while the sample beneficiaries from other 2 GPs had no jobcard. Only a few (4-5) who had worked did not get paid in these two GPs because of not possessing the job card. Higher proportion of beneficiaries worked for less than 14 days followed by employment of 25-45 days. 100 days of employment was availed by 3 households. Of the sample beneficiaries 10 beneficiaries availed employment of over 75 days of which 9 were in Dharwad and one was from Adahalli GP of Belgaum district who had cultivated grapes. All the 10 sample beneficiaries had initiated horticulture in their fields under NREGS. The amount earned by the sample beneficiaries was analysed (Table 24). It was found that 8 beneficiaries earned between Rs 7500/- and Rs 8500/- accounting for 24% beneficiaries.

Table 24: Amount earned by the beneficiaries for working in their fields

Amount	Belgaum	Dharwad	All	% share
500-1499	3	4	7	21
1500-2499	0	3	3	9
2500-3499	4	1	5	15
3500-4499	3	3	6	18
5500-6499	2	0	2	6
6500-7499	1	1	2	6
7500-8499	1	7	8	24
9500-10500	0	1	1	3
Total	14	20	34	100

Only one beneficiary household earned above Rs 10000 for working in their own field. Higher number of beneficiaries earned more than Rs 6500 in Dharwad district because of the horticulture works. The share of the wage earned by the beneficiaries in the total labour share was also analysed (Table 25).

Table 25: Share of wage amount earned by the beneficiaries

% of wage exp	Belgaum	Dharwad	All	% share
2-7	5	3	8	24
7-12	5	2	7	21
12-17	1	5	6	18
17-22	1	1	2	6
22-27	0	1	1	3
27-32	0	2	2	6
32-37	0	2	2	6
37-42	1	2	3	9
47-52	1	0	1	3
52-57	0	2	2	6
Total	14	20	34	100

This would act as measure of the involvement of the beneficiary household and its direct impact through wage employment apart from his land being developed. This also depends upon the nature of work being undertaken on the individual lands. About 63% of the beneficiaries earned wage less than 17% of the wage component of the project while around 10% of the beneficiaries earned wage over 40% of the wage component of the project. Higher number of beneficiaries earned wages of more than 27% of the project cost in Dharwad compared to that of Belgaum district

6.4 Analysis of the impact of individual Land development works

The sample works were checked for the type of land development and to assess the impact of the land development undertaken in the field as indicated in the work files of GP. It was found that all the soil and moisture conservation efforts on the individual lands such as farm bunding, check dam and farm pond existed in the respective fields except for one farm pond which was found in the neighboring plot. The rose crop was found to be present in all the sample plots while crops like coconut, banana, papaya and sapota were not found in the field during our visit (Table 26).

The crops like banana and papaya have been replaced after their yields in first two/three seasons. These crops however does not indicate the improved land productivity and also it acts as the substitute for the private investment in agriculture as well as the



Pits planted with coconut saplings lie empty

labour subsidy for the recurring agricultural operations. The non existence of Sapota and coconut in the Katnoor GP was because of undertaking the horticulture activity without the assured irrigation source which indicates that the productivity of land has not improved for 6 sample works constituting about 10% of the sample works.

Table 26: Existence of the Land development works in the field

Crop	Works	Existed	Not existed
Banana	3	1	2
Bunds	21	21	
Check Dam	1	1	
Sapota	1		1
Coconut	7	2	5
Farm pond	9	7	1*+1
Grapes	1	1	
Guava	1	1	
Mango	8	5	2+1**
Papaya	2		2
Rose	7	7	
All	61	46	15

*present in next plot ** Banana crop exists

The information on the changes in cropping pattern, labour utilisation, production of crops and income if any were sought from the beneficiaries. Not all individual land development works had an immediate impact while few works like that of the farm bunding/farm pond/rose cultivation/Banana cultivation/Papaya cultivation had shown impact in the next season itself. Crops like Guava, Mango and coconut crops which have a gestation period and thus cannot make an impact on the income immediately.

The benefits of the implementing NREGS works on individual lands was analysed (Table 27). It was found that in 17% of the works the cultivable land area was found to be increased while 7% of beneficiaries opined that their irrigated area increased.

Table 27: Benefits accrued by the beneficiaries of NREGS individual land works

Benefits	Belgaum			Dharwad			All	%
	Athani	Saundatti	Total	Kundagol	Hubli	Total		
N	16	16	32	14	14	28	60	100
Land area increased	3	6	9		1	1	10	17
Area under irrigation increased	3		3		1	1	4	7
Changed cropping pattern		6	6	2	5	7	13	22
Changed yield levels	4	5	9		6	6	15	25

About 22% of the beneficiaries reported changes in cropping pattern while 25% of the beneficiaries informed of the changed yield levels in their lands. The cultivable land area increase was found in Belgaum district wherein the farm leveling and bunding

was done while the irrigated area increase was due to farm ponds which resulted in growing vegetables as well as the wheat in residual moisture in the rabi season. The changes in cropping pattern as well as changes in yield were found in field crops in Belgaum district as well as in Hubli taluk because of the rose cultivation in Rayanala GP. In case of Kundagol taluk horticulture crops were introduced and did not change the cropping pattern because of the gestation period of the horticultural crops. Sample GPs in Kundgol taluk also witnessed the failure of horticulture crops which were planted under NREGS individual land works and thus resulted in not bringing desirable changes in the yield levels and income.

Apart from the benefits accrued in general, individual benefits of households were also analysed (Table 28). The benefits of effective utilisation of family labour, increased production, etc. were reported by the sample beneficiaries. About 55% of the sample beneficiaries reported increased family labour utilisation while 40% of beneficiaries informed about the increased production and 32% stated the increase in income. Improved land productivity was found in Athani and Hubli taluks.

Table 28: Individual benefits of NREGS individual land works

Benefits	Belgaum			Dharwad			All	%
	Athani	Saundatti	Total	Kundagol	Hubli	Total		
Increased family labour utilisation	11	13	24	5	4	9	33	55
Increased production	6	8	14	2	8	10	24	40
Increased Income	7	5	12	2	5	7	19	32
Increased Productivity	2		2		6	6	8	13
No response		2	2		1	1	3	5
Grand Total	16	16	32	14	14	28	60	100

The two farmers in Katnoor and Gowdageri GPs in Dharwad district informed of incurring losses because of planting coconut saplings in their fields. They reported that apart from providing plants, there was no provision for providing the inputs like the fertilizer, or manure. The technical knowhow was also not imparted and finally the coconut saplings dried away. They strongly felt that marginal farmers (<2.5 acres) find it difficult to sustain the saplings of improved variety without the expenditures on fertilizers and pest control.

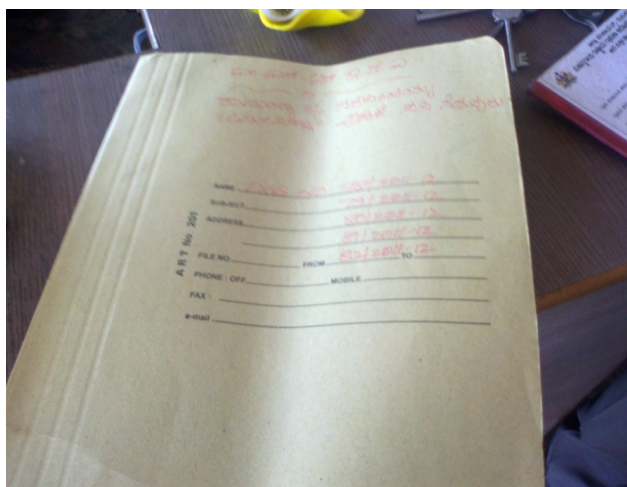
6.5 Analysis of the procedures/processes

The procedure prescribed for the implementation of the individual land works under MGNREGS starts with the application process. This process is supposed to begin a year prior to the implementation to enable the GP to scrutinize and include in the annual shelf of projects for coming year and to get the funding for the same without any hitch. The application by the eligible beneficiary along with the relevant information (Jobcard number, caste, BPL, etc.) and supporting documents for the same along with the RTC (Record of Rights, Tenancy and Cultivation also called

Uttara or Khasra) and indicating the type of work to be done on his/her land. This is followed by verification of records by the GP and inclusion into annual shelf of projects, Annual Action Plan, and sending for administrative approval to Taluk Panchayat after obtaining approvals in Gramasabha and GP elected body. After obtaining administrative sanction, the projects are sent to the technical departments (Agriculture, Horticulture, watershed and PRED) for preparation of estimates and once the estimate is received, the financial sanction is accorded to begin the implementation.

The individual is intimated about the beginning of the project and the stake holder meeting is arranged to brief the beneficiary about the work details and to inform the registered jobcard holders of the work to be done. The worksite board is put up, the muster rolls are filled in presence of the beneficiary and this is followed by the payment to the beneficiary as well as the other registered job card holders who had worked in the project to their respective bank/post office accounts. Once the project is finished, it is inspected by the technical department and the completion certificate is issued for the same. GP is required to maintain all the relevant records for the same.

The work files of the individual land works were analysed for the procedures and processes followed for implementation of the individual land works. As mentioned earlier, work files for eight works were examined in the entire sample GPs except for the Ramanakoppa GP which could make only 7 work files available for analysis. The workfile analysis included the procedures being followed such as approval in grama sabha and GP, administrative and financial sanctions, starting and ending dates of the works, cost of works, number of days the beneficiary has worked and his earnings.



Work Files inspected at the Gram Panchayat

The work files were checked for the application by the beneficiary along with its date (Annexure C). Only 12 work files had the application with the date which accounted for 19 % of the sample (Table 32). It may be noted that here too the compliance was better in Dharwad while the work files in Belgaum district did not have had the application date mentioned.

Table 29: Application with the date in the sample work files

Individual Land works	Belgaum			Dharwad			ALL
	Athani	Saundatti	Total	Kundagol	Hubli	Total	
Date mentioned	0	0	0	10	2	12	12
Date Not mentioned	16	16	32	5	14	19	51
Grand Total	16	16	32	15	16	31	63

The information on the receipt of application for the individual land works to be implemented in the year 2012-13 was also sought in the 8 sample GPs. It was found that only 2 GPs of Adahalli and Kareekatti had received the applications during 2011-12 for the works to be implemented in 2012-13. The other GPs were found to have received the applications between the months of April 2012 to August 2012. The documents produced along with the application were also examined. It was found that the RTCs (Record of Rights, Tenancy and cultivation), photo of the beneficiary were produced in all the cases. Caste certificate was also produced by SC/ST beneficiaries. The Grama sabha approval dates were sought from the work files and it was found that only 35% of the work files had the mention of the date of grama sabha in which the works were approved (Table 30).

Table 30: Applications with the Grama sabha approval date in work files

Grama sabha approval dates	Belgaum			Dharwad			ALL
	Athani	Saundatti	Total	Kundagol	Hubli	Total	
Date mentioned	0	9	9	5	8	13	22
Date not mentioned	16	7	23	10	8	18	41
Total	16	16	32	15	16	31	63
% compliance	0	56	28	33	50	42	35

The compliance was better in Saundatti taluk and Hubli taluk GPs. Similarly the GP approval dates were also looked in the work files. It was found that here too the compliance was low in general while it was better in Saundatti and Hubli taluk GPs (Table 31).

Table 31: Applications with the Grama Panchayat approval date in work files

GP approval Dates	Belgaum			Dharwad			ALL
	Athani	Saundatti	Total	Kundagol	Hubli	Total	
Date mentioned	0	9	9	3	7	10	19
Not mentioned	16	7	23	12	9	21	44
Grand Total	16	16	32	15	16	31	63
% compliance	0	56	28	20	44	32	30

The administrative sanction for the works by the taluk panchayat (Executive officer) which is necessary for technical estimate by the departments as well as the financial approval by the GP was looked in the work files of the sample works. It was found that only 24% of the work files mentioned the dates of approval of the works by taluk panchayat (Table 32). The compliance was better in Saundatti taluk GPs followed by Kundagol and Hubli taluk GPs.

Table 32: Applications with the Taluk Panchayat approval date in work files

Taluk Panchayat Approval	Belgaum			Dharwad			ALL
	Athani	Saundatti	Total	Kundagol	Hubli	Total	
Date mentioned	0	7	7	4	4	8	15
Not mentioned	16	9	25	11	12	23	48
Grand Total	16	16	32	15	16	31	63
% compliance	0	44	22	27	25	26	24

The financial sanction by the GPs was also observed in the work files. The sample GPs in the taluks of Saundatti and Hubli had a better compliance compared to the other sample GPs (Table 33). The compliance in the overall sample was low at 38%.

Table 33: Applications with the GP Financial approval date in work files

Financial sanction	Belgaum			Dharwad			ALL
	Athani	Saundatti	Total	Kundagol	Hubli	Total	
Date mentioned	1	10	11	2	11	13	24
Not mentioned	15	6	21	13	5	18	39
Grand Total	16	16	32	15	16	31	63
% compliance	6	63	34	13	69	42	38

Work estimates and actual expenditure of the works were found in almost all of the works except for three works in the entire sample. The intimation of the beginning of the work, request by the beneficiary and other workers for work through Form 6, intimation by GP through Form 8 and Form 9 was found only in one work in the entire sample. The information on the beginning of work as well as the completion of work (dates) was found in all of the works except for three works.

The information on the intimation of the selected individual land works by the GP to the beneficiary was analysed through beneficiary interview. It was found that 52% of the beneficiaries had got the information on their visit to the GP office while 33% of them got information from GP officials (Table 34). The information to the beneficiaries through notice board and through other NREGS workers was found in the sample GPs of Hubli and Kundagol taluks.

Table 34: Mode of information to beneficiaries of individual land works

Information mode of work selection	Belgaum			Dharwad			All	%
	Athani	Saundatti	Total	Kundagol	Hubli	Total		
Visit to GP	14	4	18	8	5	13	31	52
GP officials	2	12	14	4	2	6	20	33
GP Notice board				1	6	7	7	12
Other (other workers)				1	1	2	2	3
Grand Total	16	16	32	14	14	28	60	100

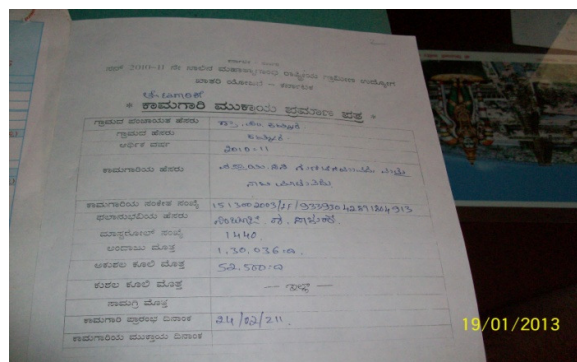
The processes involved in implementation of NREGS individual land works in the fields of the beneficiaries for which beneficiaries would interact with the GP were analysed (Table 35). The information available to the beneficiary, and his/her involvement in the entire process till the completion of the project was analysed. Of

the 60 beneficiaries, only 2 beneficiaries had received the acknowledgement on submission of the application for individual land works. While 93% of beneficiaries informed that their acceptance to the project was sought by the GP, acceptance to the work details were sought from only 53% of the beneficiaries. However, the approval information was provided only to 15% of the beneficiaries through written communication.

Table 35: Individual land work implementation process

Processes	Belgaum			Dharwad			All	%
	Athani	Saundatti	Total	Kundagol	Hubli	Total		
N	16	16	32	14	14	28	60	100
Acknowledgement Received					2	2	2	3
Work acceptance sought	15	15	30	12	14	26	56	93
work details sought	7	10	17	6	9	15	32	53
Approval info provided	3	2	5	4		4	9	15
Info displayed in notice board	3	1	4	1	5	6	10	17
Info on work start given	11	10	21	10	13	23	44	73
Stake holders meeting done	9	11	20	2	11	13	33	55
Worksite board	2		2	2	2	4	6	10
Muster roll entry	11	11	22	5	10	15	37	62
Measurement done in presence	11	11	22	6	13	19	41	68
Completion certificate given					1	1	1	2

Only 17% of the beneficiaries were provided the information on the starting of work well in advance by way of notification of works on the notice board. Information on the starting of work in their fields was available for 73% of beneficiaries and rest got to know about the work after the arrival of workers into their fields. This is also because of the fact that many beneficiaries did not have job cards and thus were not eligible workers. Meeting of stakeholders (workers, beneficiary and GP officials) were done in case of works of 55% of beneficiaries. Worksite boards were said to be displayed only in 6 cases accounting for 10% of the beneficiaries while our visits to the field could evidence only 4 of them. While muster roll entry was done in presence of 62% of beneficiaries, measurement of the works done was done in the presence of beneficiaries in 68% of the sample works. Completion certificate was issued for only 1 work in the entire sample. Completion



Completion certificate not signed by
Department

certificate was available for only 4 works in the entire sample. Most of the completion certificates were filled by the GP but were not certified by the technical departments. A completion certificate which is filled but not certified is shown in the annexure. Only 4 works had the boards displayed at the worksite in the entire sample.

The compliance of processes was higher in sample GPs of Hubli taluk, followed by sample GPs of Athani, Saundatti and Kundagol taluks. This also reinforces the findings of work files as well as the interviews with the GP officials which indicated the ignoring of processes and implementation steps which are essential for the purposes of accountability and transparency in implementing NREGS works on individual lands.

The availability and maintenance of registers were checked in the sample GPs and it was found that 4 of the 8 sample GPs were able to produce all the documents before the field investigators while other 4 GPs could produce 7, 6, 6 and 4 records respectively (Table 36).

Table 36: Availability of Registers and documents in the Sample GPs

GP	Asset Register	Data input sheet	Horticulture Monitoring Register	Annual Shelf of Projects	Minutes of Grama sabha	Sanction letters	Measurement Book	Work File
Gowdageri	1	1	1	1	1	1	1	1
Ramanakoppa	1	0	1	1	1	1	1	1
Katnoor	1	1	1	1	1	1	1	1
Rayanala	1	1	1	1	1	1	1	1
Adahalli	2	1	1	1	1	0	1	1
Yelihadalagi	0	0	0	1	1	0	1	1
Kareekatti	1	1	0	1	1	1	1	1
Sangreshkoppa	1	1	0	1	1	1	1	1

The panchayat members in the sample GPs did not interfere in the selection of individual land development works but had influence in timing of these works so as to match with the labour demand in their ward. By and large all the applications were honoured except for the ones which fail to produce the RTC or other certificates (SC/ST, BPL). The Gramasabha and GP meetings minutes were available in the sample GPs which indicated the approval of these works.

6.6 Deviations in the process of selection of land development sites.

The sample beneficiaries were asked to comment on selection of works as to whether they were really necessary or not. Similarly they were asked to comment on the issue of the eligible lands being missed out in the selection process and both were analysed (Table 37). While 88% of the beneficiaries opined that the works on the individual lands were very much needed 28% of the beneficiaries expressed that lands that needed developments were missed in the process. This clearly points out that some lands which need not be picked for land development also got picked up while some

which needed land development was left out. This again corroborates the findings discussed earlier with respect to the processes and implementing steps and their lacunae is what has resulted in these undesired deviations of NREGS.

Table 37: Opinion of Beneficiaries regarding coverage of individual land works

Opinion Regarding selection of works	Belgaum			Dharwad			All	%
	Athani	Saundatti	Total	Kundagol	Hubli	Total		
N	16	16	32	14	14	28	60	100
Covered the Development needed lands	16	14	30	11	12	23	53	88
Missed the much needed lands	6	5	11	4	2	6	17	28

The problems with respect to the individual land works under NREGS as seen by the beneficiaries were elicited and analysed (Table 38). It was found that 57% of the beneficiaries felt that there were no problems in the implementation while 23% of the beneficiaries felt the lack of information. The information that the beneficiaries should work in their fields and get paid was found to be missing amongst many beneficiaries. They in fact suggested that they should be allowed to work and get paid.

Table 38: Problems of individual land works as opined by beneficiaries

Problems with individual land works	Belgaum			Dharwad			All	%
	Athani	Saundatti	Total	Kundagol	Hubli	Total		
No Problems	10	5	15	9	10	19	34	57
Delay in wage payment		3	3		1	1	4	7
No inputs for plants	1	0	1	3	2	5	6	10
Labour problem					1	1	1	2
Lack of capital				1		1	1	2
NO Information (work)	5	8	13	1		1	14	23
Grand Total	16	16	32	14	14	28	60	100

The other important problem was the lack of inputs in case of horticulture which needs to be taken care for the entire gestation period and is quite capital intensive. Delay in the wage payment was also referred to as the problem with individual land works.

The GP officials reported that it would take time for the SC/ST/BPL farmer to get to know of the individual land works and to find out what is suitable for his farm. In many places it is only after seeing few farmers from other category who undertook horticulture (rose, mango, guava, coconut), that farmers whose fields needed the development approached the GP for details and applied for the same.

The completion of the works was discussed and it was found that few works could not be completed in time because of the labour problems which was caused due to rains. Because of rains, workers went off for their regular field works and were not available for the individual land works. However, because of the non availability of completion

certificate which has to be given by the technical department people for each of the works, they are technically considered to be incomplete while in reality they are complete in all respects. Some are because of the violating the stipulations of at least 60% labour component.

It was found that two beneficiaries had paid money to the GP officials to have the work in their lands get selected. One of them was female beneficiary in Sangreshkoppa GP who did not possess a job card and had paid Rs. 2000 for a work of Rs 12956/- for construction of farm bunds. The other beneficiary in Ramanakoppa GP also did not possess job card and had paid an amount of Rs 20000/- for a work of worth Rs. 70400/- for planting of hybrid banana saplings in the field.

Two cases of paying money for selection out of 60 sample beneficiaries' amounts to about 3.5% of the sample expose the potential vulnerabilities in the event of not following the conditions as well as lack of information on the part of beneficiaries. The fact that these two beneficiaries have paid and did not seem to hide it makes the issue more serious one.

7.0 Summary and conclusions

- a. The important condition that the individual beneficiary had to hold a job card and work in his field was found to be violated in 40% of the individual land works. The beneficiaries did not work on their fields. However few who worked did not get paid as they did not possess job cards which also violated the stipulated condition of employing only registered job card holders in the fields. It may be noted that only one sample GP official spoke about having job card as essential criteria for applying under individual land works.
- b. The other criterion which was found to be violated was the size of the land holding. About 19% of the sample beneficiaries belonged to the large farmer category.
- c. The fact that nearly 50% of the sample work files did not have the information on the size of land holding and category to which the sample beneficiary belonged also indicate the possibilities of potential deviations in the selection.
- d. Only 34 beneficiaries had earned the wage by working in their fields who accounted for about 55% of the sample beneficiaries (60). It was found that the wage earned as a percentage of the total labour cost of the project was higher in Dharwad district that opted for horticultural crops under the individual land works.
- e. The individual land works which were evidenced in the field indicated that all of the land works such as farm bunds/farm ponds were present while few horticultural crops did not exist in the field. Crops like Banana and Papaya have been replaced while mango and coconut saplings were not found in some cases

especially in the Gowdageri GP. This also raises the issue of considering the crops like banana under individual land works as well as the issue of suitability of certain horticultural crops like coconut and its technical knowhow among the farmers.

- f. The sample works were well within the stipulated 60:40 ratio except for two works. While the wage component was higher in case of farm pond, farm bund and check dam construction, it was little less in case of horticulture works because of the costs of planting material.
- g. The analysis of work files revealed the lapses in the implementing steps. The dates of approval by Grama sabha, GP, administrative sanction by Taluk panchayat, intimation to the beneficiary and similarly the dates of giving the completion certificate were found to be missing in the files. Though it may be considered that not all the files with missing data were a result of a deliberate move/motive, it definitely raises the concern about the accountability and transparency that needs to be maintained in the implementing process.
- h. The individual land development works from the view point of the beneficiary revealed that several processes were either ignored or not followed. This also adds to the lack of information among the beneficiaries. This also indicates the importance of following the steps which would not only educate beneficiaries in the process but also improves the transparency and accountability.
- i. The two instances of rentseeking from the beneficiaries also indicates the level of information existing at the field level.
- j. The instances of exclusion of eligible lands as well as the inclusion of lands which did not invite immediate land work served as the indicator of quality of selection process in the sample GP. About 28% of the beneficiaries reported the exclusion of eligible lands.

Policy Implications

1. The non compliance of the conditions in implementing the MGNREGS individual land works points out to the need for a proper monitoring of the scheme.
2. The data on the job card holders with respect to social category and farm category needs to be sorted out. The mixing up of the social category with that of farm category and BPL as well as the IAY beneficiaries has resulted in poor targeting of beneficiaries of individual land works.
3. While there is the list of eligibility criteria for the inclusion of applicant as beneficiary under individual land works, equally necessary is the list of qualification which will exclude the applicant which can serve as ready reference for the GP.

4. The computerized land data can be made use of for identifying the small and marginal farmers in the area say a taluk/GP. This kind of exercise was undertaken by the revenue department during the implementation of the suvarna bhoomi yojna wherein marginal farmers were given agricultural inputs like seeds and fertilizers.
 5. The instances of failure of raising the coconut saplings points out to the knowledge requirement with respect of suitability of the crops for the area, the technical knowhow of raising the crops, the input requirement apart from the initial cost, the availability of water as well as the requirement of the crop especially if the crop is exotic to the area. This should be done by the technical department. The instance of arecanut plantation in the GP where the piloting of survey instruments indicate that in the event of non availability of water at the time when the crop yields start it again affects the land productivity.
 6. The department of revenue together with the department of agriculture can identify the potential lands/pockets of land that needs development.
 7. The department of agriculture, horticulture, sericulture, watershed development, forestry and PRED department together with the information of the central ground water board should come up with the list of individual land projects as well as the public land works that can be taken up after considering the topography, agroclimatic information, crops suitability suitable to the taluk/hobli which would serve as the master list for the projects with indicative costs. The NIAS study also indicated that the diversity across the state demands the taluk specific projects indicated by the technical departments.
-

Annexure A

CONDITIONS FOR TAKING UP NREGA WORKS ON INDIVIDUAL LAND:

GENERAL:

- In order to ensure due compliance with the amendment notified by MORD vide Notification dated 22nd July 2009 and creation of durable assets and strengthening the livelihood resource base of the rural poor, the following directions were issued in accordance with Section 27(1) of NREGA vide MORD letter No. 11060/3/2009-NREGA dated 1st September 2009 shall be followed.

Works on the land of Scheduled Castes and Scheduled Tribes households will be taken on priority. Once works on the lands of Scheduled Castes and Scheduled Tribes are saturated in a Gram panchayat, works on lands of small and marginal farmers may be considered.

- Following conditions as notified vide Notification dated 18th June 2008 shall be fulfilled.
 - a. The individual land owner shall be a Job card holder and also work in the project.
 - b. For each such project, the labour material ratio of 60:40 shall be maintained at the Gram Panchayat level.
 - c. Projects shall be approved by the Gram Sabha and the Gram Panchayat and shall be part of the annual shelf of projects.
 - d. No contractors or machinery shall be used in the execution of work.
 - e. No machinery shall be purchased.

Other conditions:

- a. Only registered job card holders to be employed on the work.
- b. Social audits through gram sabhas will be an integral feature.
- c. The responsibility of maintenance of NREGA works on individual land will rest with the beneficiary household.
- d. The ceiling of NREGA works on individual land shall be rupee 1.5 lakh per Job Card holder. In some areas because of strata and ground water level, the cost of excavating dug well will be more than 1.5 lakh. In such cases, the justification will be recorded while preparing labour budget with duly endorsement by the District Programme Coordinator. However, beyond this ceiling, more work under convergence with other ongoing schemes will be planned for value addition.

- e. Generally there should be one time investment on an individual land on the activities selected. The effort will be to meet out the demand of works on an individual land by all eligible categories of NREGA workers than only the initial set of beneficiaries under this category should be considered for second round of investment for the work on their land. This is to ensure fair distribution of benefits under this category as well as to maintain balance of work on individual land and works on common property resources.
- TECHNICAL conditions required to be fulfilled shall be:
 - a. For horticulture plantation, adherence to seasonality for planting, distribution of inputs and other inter culture operations
 - b. Construction of Dug well shall be taken up only after water availability and clearance from State Ground water department.
 - c. The required survey, planning and designing will be carried out as required and prescribed in the technical manual prepared at the State level for such works.

Annexure B

Process of selection and working in individual land development sites

1. Application to GP by the eligible beneficiary in the prescribed format (Annexure C). The relevant certificates(SC/ST/BPL) and the land record copy has to be attached with the application
2. Gram Panchayat Secretary/PDO will verify the application and the relevant certificates. (This includes land records and the BPL lists from the competent authority, water availability certificate in case of dug well being the proposed work, etc.,)
3. Approval of the application by GP
4. Inclusion of the work in Annual Action Plan and Shelf of projects
5. Projectisation of the individual land work: Technical and financial estimates are prepared by Junior Engineer/Technical Assistant using the schedule of rates (SoR) of the district.
6. The consent of the beneficiary for the project is taken
7. Convergence with other schemes is to be done in order to optimize the productivity of the land.
8. The junior Engineer /Technical Assistant will submit the project proposal with detailed design and estimates to the competent authority.
9. Administrative/Financial/Technical sanction will be issued by competent authorities as prescribes by the State Government.
10. The estimate with design, drawing and copy of Administrative sanction/Financial Sanction prepared in two copies and after duly sanctions one copy is given to the beneficiary and the other is retained in GP.
11. The purchase of material should be done as per the norms and procedures.
12. In case of Nurseries for plantation, it should be procured from government nurseries, or raised from the NREGS beneficiaries under horticulture department supervision. In case of non availability the line department can procure nurseries as per their financial rules.
13. The name of the beneficiary worker and the work is put up on the notice board of the GP.
14. The priority of the works of the individual land is decided by the GP and is put on the notice board of the GP.

15. Individual muster roll is issued for each work which is to be maintained at work site.
16. Displaying in the worksite regarding the name of beneficiary, date of beginning and completion, name of work, size and cost is must.
17. Measurement of works to be done in presence of the beneficiary farmer
18. After completion of work, the completion certificate is issued by the GP
19. Works of irrigation facility and horticulture plantation shall be entered in revenue documents by patwari (village accountant).
20. All relevant records/registers should be maintained by the GP.

Annexure C

(Application Form for work and for NREGA works on individual land)

To, To,
Sarpanch The Programme Officer,
Gram Panchayat-----, Block -----
Block -----, District-----
District-----

Date----- Application Code----- (To be filled by Office)

Subject: Application for work and NREGA work on my land.

Sir/Madam,

I hereby submit my application for work under section 3(1) and Paragraph 9 of Schedule-II of NREGA. The details of my request and the period for which work is required are:

SL. NO.	Name of the applicant with Father's/ Husband's name	Address	Job card Number	Period from which employment is needed		Requirement of Creche(Yes/ No)
				From	To	

I am willing to work for at least 14 continuous days in the work allotted to me.

Signature/ LTI Thumb Impression of the Applicant-----

I also want to get Land Development/ Irrigation Facility/ Horticulture Plantation work carried out on my land. The photo copy of khasra map of my land is enclosed herewith. The other required details are as follows-

1. **Total land holding, Area (survey /khasra No.) :** -----Hectare (Khasra No.----)

2. **Land holding, Area(Khasra No.) on Which work is to be carried out**

----- Hectare (Khasra No. -----)

Proposed work : Land Development/ Irrigation Facility/ Horticulture Plantation

3. **For Land Development/ Irrigation Facility:**

i) Estimated length/ Area/ Size_____

ii) **Declaration** that the maintenance of land development work carried out will be my responsibility.

4. **For Horticulture Plantation:**

i) Details of fruit plants proposed with number-----

ii) Details of irrigation facility available with applicant-----

iii) **Declaration** that the maintenance of land development work carried out will be my responsibility

Signature/ LTI Thumb Impression of the Applicant-----

ACKNOWLEDGEMENT RECEIPT (for office use only)

Received application for work from Shri -----s/o / w/o-----

of village-----whose Job Card Number is-----

On date----- (dd/mm/yy).

Date: Signature of Sarpanch/ Programme Officer

Schedule I:
Interviewing Gram Panchayat Officials (PDO/ Secretary)
regarding general information about individual land
development

Notes to the surveyors:

- i. Use Schedule I to interview the GP Officials (Panchayat Development Officer i.e. PDO or Secretary).
- ii. Wherever options are provided, select any one or multiple options as specified by encircling the correct options.
- iii. Always ask a question and wait for the response; do not prompt the respondent with possible options, unless it has been specified that the options can be prompted.
- iv. Write in English and block letters throughout.
- v. Please follow the specific instructions, if any, provided for certain questions.
- vi. Always complete filling each table before you move to the next.
- vii. Spend an extra half hour in the evening coding the correct answers in the answer sheet.
- viii. Use a pen to fill in the survey form.
- ix. For other answers provided by the respondents, make separate notes (codes for these will be generated later).
- x. For answers that are ambiguous, write them in pencil while talking to the respondents. Make sure that your notes are legible.
- xi. Ensure that you provide a brief observation notes for each interview which may include your perceptions, points not covered by the questionnaire etc.

Introduction: Namaskara! My name is _____ and I am working on behalf of the Centre for Budget and Policy Studies (CBPS). We are doing a study on the “Role of MGNREGA in improving Land Productivity through works on individual lands of SC, ST and Others” in selected Gram Panchayats of Dharwad and Belgaum districts. I am here for conducting the survey as a part of this study. I request you to spare 15 to 20 minutes of your time to complete this questionnaire. I appreciate your cooperation for this.

Questionnaire number			
Name of interviewer			
Date of interview	DD	MM	YYYY
Start time of interview	Hours	Minutes	AM / PM
	KARNATAKA state		
	district		
Place of Interview	taluk		
	gram panchayat		

1. For the year 2012-13, when did the GP call for application for works on Individual lands (please specify in DD/ MM/ YYYY format)?

DD	MM	YYYY

2. How many applications for individual land development were received and approved for undertaking the works in the year 2012-13 (please specify)?

	Category	No. of Applications Received	No of applications Approved	No of applications included in the Annual Shelf of Projects
a	SC			
b	ST			
c	Others			
d	Marginal Farmer			
e	Small Farmer			
f	BPL			
g	Land Reform Beneficiary			
h	Total			

3. Approval of works by Grama Sabha:

- a. Did the Grama Sabha approve the above works (● any one)?

Yes 1
No 2

- b. If Yes, are the meeting minutes available (● any one)?

Yes 1
No 2

- c. If the meeting minutes are not available, what is the reason for this (please specify the reason)?

4. Approval of works on individual lands:

- a. How is the approval of the works on individual lands communicated (● any one)?

In person 1
Through notice board 2
In Grama Sabha meetings 3

In any other manner
(please specify)

4

- b. If the approval of the works on individual lands has not been communicated, what is the reason for this (please specify)?

5. Work order and estimate:

- a. Are copies of the work order and estimate available to the public at the work site (O any one)?

Yes	1
No	2

- a. If copies of the work order and estimate are not available, what is the reason for this (please specify the reason)?

6. Work site measurements:

- a. When are the measurements done (please specify)?

- b. Who does the measurements (please specify)?

7. List the eligibility criteria for undertaking the individual land works under MGNREGS:

a	
b	
c	
d	

8. Indicate the proportion of different types of individual land development works undertaken in your GP during previous 3 years:

	Type of individual land development work	Rough proportion / share in total individual land works
a	i.	ii.
b	i.	ii.
c	i.	ii.
d	i.	ii.
e	i.	ii.
f	i.	ii.
g	i.	ii.

9. What is the total amount allocated for MGNREGS for the year 2012-13 (please specify)?

10. Out of the above, indicate the amount allocated to the individual land development works for the year 2012-13 (please specify)?

11. How was the amount for MGNREGS individual land development works decided (please explain)?

12. Display of list of works:

a. Did you display the list of works that are to be undertaken in the year in a sequence on the notice board (○ any one)?

Yes 1
No 2

b. If No, what was the reason for this (please specify).

13. Indicate the number of individual land works in the table below:

Works	2008-09	2009-10	2010-11
a. Approved works	i.	ii.	iii.
b. Completed works	i.	ii.	iii.
c. Work in Progress	i.	ii.	iii.
d. Stalled works	i.	ii.	iii.
e. Abandoned works	i.	ii.	iii.

14. What are the reasons for works not getting completed in time (please specify)?

a	
b	
c	
d	

15. a. Has the area under cultivation increased due to the MGNREGS individual land works (○ any one)?

Yes 1
No 2

b. If yes, by how much?

16. a. Has the area under irrigation increased due to the MGNREGS individual land works (○ any one)?

Yes 1
No 2

b. If yes, by how much?

Has the number of crops grown increased due to the NREGS individual land works (○ any one)?

Yes	1
No	2

17. Convergence with other schemes:

a. Was convergence with other schemes attempted (○ any one)?

Yes	1
No	2

b. If Yes, with which all schemes was convergence attempted (please specify)?

i	
ii	
iii	
iv	

c. If No, why was convergence with other schemes not attempted (please specify)?

18. Need and effectiveness:

a. Do you think that all the works on individual lands were needed and effective (○ any one)?

Yes	1
No	2

b. If Yes, what was the reason the individual land works were needed and effective (please specify)?

c. If No, what was the reason the individual land works were not needed and/ or ineffective (please specify)?

19. Beneficiary need:

a. Do you think that all the beneficiaries of works on individual lands needed MGNREGS (○ any one)?

Yes	1
No	2

b. If Yes, what was the reasons why all the beneficiaries needed such works (please specify)?

i	
ii	

- c. If No, what were the reasons all beneficiaries did not need such works (please specify)?

i	
ii	
iii	

20. List the problems encountered in implementing the MGNREGS works on individual lands in your GP:

a	
b	
c	
d	

21. What efforts do you think are required by the GP/ state to develop the individual lands?

a	
b	
c	

a. Asset Register on works on individual lands	Yes 1 No 2
b. Data input sheet for works on individual lands	Yes 1 No 2
c. Monitoring register for horticulture plantation works	Yes 1 No 2
d. Annual Action Plan	Yes 1 No 2
e. Shelf of Projects	Yes 1 No 2
f. Minutes of the Grama Sabha	Yes 1 No 2
g. Sanction letters	Yes 1 No 2
h. Measurement Book	Yes 1 No 2
i. Work file	Yes 1 No 2

End time of interview
Signature of interviewer

hours minutes AM/ PM

Schedule II: Work details

This schedule is to check the compliance with the conditions and processes related to the individual land development. This will be done individually in respect of eight works selected in the GP.

Notes to the surveyors:

- xii. Use Schedule II to verify work details.
- xiii. Wherever options are provided, select any one or multiple options as specified by encircling the correct options.
- xiv. Write in English and block letters throughout.
- xv. Please follow the specific instructions, if any, provided for certain questions.
- xvi. Always complete filling each table before you move to the next.
- xvii. Spend an extra half hour in the evening coding the correct answers in the answer sheet.
- xviii. Use a pen to fill in the survey form.
- xix. For other answers, make separate notes (codes for these will be generated later).
- xx. For answers that are ambiguous, write them in pencil while talking to the respondents. Make sure that your notes are legible.
- xxi. Ensure that you provide a brief observation notes for each interview which may include your perceptions, points not covered by the questionnaire etc.

Questionnaire number			
Name of interviewer			
Date of interview	DD	MM	YYYY
Start time of interview	Hours	Minutes	AM / PM
	KARNATAKA state		
Place of Interview	district		
	taluk		
	gram panchayat		

PART A:

Panchayat:

- Asset Register on works on individual lands
- Data input sheet for works on individual lands
- Monitoring register for horticulture plantation works
- Annual Action Plan
- Shelf of Projects
- Minutes of the Grama Sabha

1. Name of work: _____

2. Name of the beneficiary:

3. Gender of the beneficiary (● any one):

Male 1

Female 2

4. Category of the beneficiary (● all that apply):

Scheduled Caste (SC)	1
----------------------	---

Scheduled Tribe (ST)	2
----------------------	---

Other (OTH)	3
-------------	---

Below Poverty Line (BPL)	4
--------------------------	---

Small Farmer (SF)	5
-------------------	---

Marginal Farmer (MF)	6
----------------------	---

Beneficiaries of Agricultural debt relief 7

Land reform beneficiary (LR) 8

5. Beneficiary job card number: _____

6. Land details:

a. Survey number	
b. Area	

7. Location of work (please specify the village in the GP): _____

8. Type of work sought:

Land development 1

Irrigation facility	2
---------------------	---

Horticulture plantation	3
-------------------------	---

9. Type of sub work:

Bunding	1
---------	---

Leveling and shaping	2
Farm pond	3
Drainage channels	4
Soil cover	5
Development of fallow land	6
Field channels	7
Horticulture plantation	8
Block plantation	9
Boundary plantation	10
Graded bunding	11
Reclamation	12

10. Date of application for individual land development by beneficiary (please specify in DD/ MM/ YYYY format):

DD	MM	YYYY

11. Enclosures for the application by the beneficiary, if any (please specify):

a	
b	
c	
d	

12. Date of approval of work in the Grama Sabha (refer to Grama Sabha minutes):

- a. On what date was the approval for the work received from the Grama Sabha (please specify in DD/ MM/ YYYY format):

DD	MM	YYYY

- b. Do the Gram Sabha meeting minutes show the name of the beneficiary as being present during the Grama Sabha meeting? (● any one):

Yes 1
No 2

- c. Do the Gram Sabha meeting minutes show the work sought by the beneficiary during the Grama Sabha meeting? (● any one):

Yes 1
No 2

On what date was the approval for the work received from the Grama Panchayat (please specify in DD/ MM/ YYYY format as per the records in the Grama Panchayat minutes):

DD	MM	YYYY

13. On what date was the approval for the work received from the Program Officer, Taluk Panchayat (please specify in DD/ MM/ YYYY format as per the Order from the Taluk Panchayat):

DD	MM	YYYY

14. Date of approval of work by the Program Officer, Taluk Panchayat (refer to the Order from the Taluk Panchayat):

15. What are the estimated amounts for the following (please specify in Rs):

a	Wages	
b	Material	
c	Total	

16. On what date was the financial sanction provided for the work (please specify in DD/ MM/ YYYY format)?

DD	MM	YYYY

17. On what date was the work displayed on the notice board (please specify in DD/ MM/ YYYY format)?

DD	MM	YYYY

18. On what date was the individual beneficiary notified about the work sanction (please specify in DD/ MM/ YYYY format)?

DD	MM	YYYY

19. On what date was the request received from the group of workers (please specify in DD/ MM/ YYYY format after referring to Form 6):

DD	MM	YYYY

20. On what date was the notice issued to the group of workers (please specify in DD/ MM/ YYYY format after referring to Form 8):

DD	MM	YYYY

21. On what date was the notice issued to individual workers to attend work (please specify in DD/ MM/ YYYY format after referring to Form 9):

DD	MM	YYYY
----	----	------

--	--	--

22. On what date did the work start (please specify in DD/ MM/ YYYY format)?

DD	MM	YYYY

23. What are the actual costs for the following (please specify in Rs):

a	Wages	
b	Material	
c	Total	

24. On what date did the work complete (please specify in DD/ MM/ YYYY format)?

DD	MM	YYYY

25. How many days did the beneficiary work (please specify)? _____

26. Details of wage payment:

	Date of payment (in DD/ MM/ YYYY format)	Amount (in Rs)	Number of workers
a	I / /	li	iii
b	I / /	ii	iii
c	I / /	ii	iii
d	I / /	ii	iii

27. On what date was the completion certificate issued (please specify in DD/ MM/ YYYY format)?

DD	MM	YYYY

PART B: Verification at the worksite (Technical)

28. Site board:

a. Was the site board was displayed (○ any one)?

Yes	1
No	2

b. If Yes, did it display the following (○ any one for each option)?

i. Name of beneficiary	Yes	1	
	No	2	
ii. Name of the work	Yes	1	

	No	2
iii. Date the work began	Yes	1
	No	2
iv. Expected date of completion	Yes	1
	No	2
v. Cost of the work	Yes	1
	No	2

29. Measurement of the works:

- a. Is this approximately the same as specified in the file (○ any one)?

Yes 1
No 2

- b. In case of Horticulture plantations (○ any one for each option):

i. Is it the same plant species?	Yes	1
	No	2
ii. Does the entire plantation exist?	Yes	1
	No	2

- c. What is the channel length (please specify in meters)?

- d. What is the length of the cross section (please specify in meters)?

- e. What is the area covered by the channel (please specify in acres)?

30. Compare the pre and post activity photos in the work file/ measurement book and comment on the same after looking into the actual site with respect to work, its present condition and utility.

(NOTE: If possible, please take a photograph of the completed work photo in the work file as well as in the actual field and save the file with questionnaire number followed by number (1,2,..) if there are more than one photo; e.g Q1-1, Q1-2..)

Names of the photo files:	1	
	2	
	3	
	4	

End time of interview	<div style="display: flex; justify-content: space-between;"> hours minutes AM/ PM </div>
Signature of interviewer	

~~~~~

### Schedule III: Interview of beneficiaries of individual land development

#### Notes to the surveyors:

- xxii. Use Schedule III to interview the beneficiaries of individual land development.
- xxiii. Wherever options are provided, select any one or multiple options as specified by encircling the correct options.
- xxiv. Always ask a question and wait for the response; do not prompt the respondent with the possible options, unless it has been specified that the options can be prompted.
- xxv. Write in English and block letters throughout.
- xxvi. Please follow the specific instructions, if any, provided for certain questions.
- xxvii. Always complete filling each table before you move to the next.
- xxviii. Spend an extra half hour in the evening coding the correct answers in the answer sheet.
- xxix. Use a pen to fill in the survey form.
- xxx. For other answers provided by the respondents, make separate notes (codes for these will be generated later).
- xxxi. For answers that are ambiguous, write them in pencil while talking to the respondents. Make sure that your notes are legible.
- xxxii. Ensure that you provide a brief observation notes for each interview which may include your perceptions, points not covered by the questionnaire etc.

**Introduction:** Namaskara! My name is \_\_\_\_\_ and I am working on behalf of the Centre for Budget and Policy Studies (CBPS). We are doing a study on the “Role of MGNREGA in improving Land Productivity through works on individual lands of SC, ST and Others” in selected Gram Panchayats of Dharwad and Belgaum districts. I am here for conducting the survey as a part of this study. I request you to spare 15 to 20 minutes of your time to complete this questionnaire. I appreciate your cooperation for this.

|                                |                 |         |         |
|--------------------------------|-----------------|---------|---------|
| <b>Questionnaire number</b>    |                 |         |         |
| <b>Name of interviewer</b>     |                 |         |         |
| <b>Date of interview</b>       | DD              | MM      | YYYY    |
| <b>Start time of interview</b> | Hours           | Minutes | AM / PM |
| <b>Place of Interview</b>      | KARNATAKA state |         |         |
|                                | district        |         |         |
|                                | taluk           |         |         |
|                                | gram panchayat  |         |         |

2. Gender of the beneficiary (**O** any one):

Female 2

- |                              |   |
|------------------------------|---|
| Land reform beneficiary (LR) | 8 |
|------------------------------|---|

5. How much land of each type does the beneficiary own (please specify)?

6. Do you have irrigation facility (● any one)?

No 2

- Other (please specify) 5

- No 2

- ii Goats/ Sheep \_\_\_\_\_

- |  |     |                |  |
|--|-----|----------------|--|
|  | iii | Pigs           |  |
|  | iv  | Poultry/ birds |  |
|  |     |                |  |

9. House:

- a. Do you own a house (● any one)?

|     |   |
|-----|---|
| Yes | 1 |
| No  | 2 |

- b. If Yes, which type of house is it (● any one)?

|         |   |
|---------|---|
| Pucca   | 1 |
| Kutchra | 2 |

10. Household assets:

- a. Do you own a TV (● any one)?

|     |   |
|-----|---|
| Yes | 1 |
| No  | 2 |

- b. Do you own a two-wheeler vehicle (● any one)?

|     |   |
|-----|---|
| Yes | 1 |
| No  | 2 |

- c. Do you own a four-wheeler vehicle (● any one)?

|     |   |
|-----|---|
| Yes | 1 |
| No  | 2 |

11. What is your monthly household expenditure (● any one)?

|                      |   |
|----------------------|---|
| Less than Rs 1,000   | 1 |
| Rs 1,001 to Rs 2,000 | 2 |
| Rs 2,001 to Rs 3,000 | 3 |
| Rs 3,001 to Rs 4,000 | 4 |
| More than Rs 4,000   | 5 |

12. What is your monthly household income (● any one)?

|                      |   |
|----------------------|---|
| Less than Rs 1,000   | 1 |
| Rs 1,001 to Rs 2,000 | 2 |
| Rs 2,001 to Rs 3,000 | 3 |
| Rs 3,001 to Rs 4,000 | 4 |
| More than Rs 4,000   | 5 |

13. On what date did you apply for individual land works with the Grama Panchayat):

|    |    |      |
|----|----|------|
| DD | MM | YYYY |
|----|----|------|

14. Did you get an acknowledgement for the application of works on individual lands (● any one)?

Yes            1  
No             2

15. a. Did you pay anyone in the Grama Panchayat for including your land in the list of works (○ any one)?

Yes            1  
No             2

b. How much?

16. Was the project discussed in Grama Sabha (○ any one)?

Yes            1  
No             2

17. When did you get to know about the selection of the work on your land (please specify in MM/ YYYY format)?

|    |      |
|----|------|
| MM | YYYY |
|    |      |

18. How did you get to know about the selection of the work on your land (○ any one)?

By visiting the GP office            1  
From a GP Official                2  
From the GP notice board        3  
Other means (please specify)    4 \_\_\_\_\_

19. Were you provided with design and work details (○ any one)?

Yes            1  
No             2

20. Did GP personnel seek your consent for the design and work (○ any one)?

Yes            1  
No             2

21. Project details:

a. Were you provided details about the project (○ any one)?

Yes            1  
No             2

b. If Yes, What details were you provided (○ any one)?

i \_\_\_\_\_  
ii \_\_\_\_\_

22. Did you get a copy of the approval for work (○ any one)?

Yes            1



No 2

23. Did the GP display the list of selected works on their notice board (○ any one)?

Yes 1

No 2

24. Did the GP give you the notice indicating the commencement of work on your land (○ any one as per Form 9)?

Yes 1

No 2

25. When were you informed about the commencement of work on your land?

|    |      |
|----|------|
| MM | YYYY |
|----|------|

26. Did the GP call for a meeting of the workers and stake holders at the worksite (○ any one)?

Yes 1

No 2

27. Worksite display board:

a. Was there a display board put up at the worksite (○ any one)?

Yes 1

No 2

b. If Yes, what all details did it provide (please specify)?

|     |  |
|-----|--|
| i   |  |
| ii  |  |
| iii |  |
| iv  |  |

28. Was a muster roll filled at the worksite (○ any one)?

Yes 1

No 2

29. Was the measurement of works done in your presence (○ any one)?

Yes 1

No 2

30. Was the completion certificate issued (○ any one)?

Yes 1

No 2

31. For how many days did you work on your land (please specify in days)? \_\_\_\_\_

32. How much wage did you earn by working on your land (please specify in Rs)? \_\_\_\_\_

33. Area under cultivation:

- a. Did the area under cultivation increase because of the work done on your land (O any one)?

|     |   |
|-----|---|
| Yes | 1 |
| No  | 2 |

- b. If Yes, what is the extent of the area which increased due to such work (please specify in acres)? \_\_\_\_\_

34. Area under irrigation:

- a. Did the area under irrigation increase because of the MGNREGS work done on your land (O any one)?

|     |   |
|-----|---|
| Yes | 1 |
| No  | 2 |

- b. If Yes, what is the extent of the area under irrigation which increased due to such work (please specify in acres)? \_\_\_\_\_

35. Cropping pattern:

- a. Has there been a change in the cropping pattern due of the MGNREGS work on your land (O any one)?

|     |   |
|-----|---|
| Yes | 1 |
| No  | 2 |

- b. If Yes, what is the change crop-wise: (please specify)?

|     | Crop | Change seen in cropping pattern |
|-----|------|---------------------------------|
| i   |      |                                 |
| ii  |      |                                 |
| iii |      |                                 |
| iv  |      |                                 |

36. Production levels:

- a. Has there been a change in the production levels due of the MGNREGS work on your land (O any one)?

|     |   |
|-----|---|
| Yes | 1 |
| No  | 2 |

- b. If Yes, what is the change crop-wise: (please specify)?

|     | Crop | By what quantity? |
|-----|------|-------------------|
| i   |      |                   |
| ii  |      |                   |
| iii |      |                   |

|    |  |  |
|----|--|--|
| iv |  |  |
|----|--|--|

37. List the benefits of the NREGS work on your land (**○** all that apply)?

*NOTE: Interviewer is NOT to prompt for the responses.*

- |                                        |   |
|----------------------------------------|---|
| Increased utilisation of family labour | 1 |
| Increased Production                   | 2 |
| Increased Income                       | 3 |
| Any other (please specify)             | 4 |

---

38. a. Do you think that all of the selected individual lands for development were truly eligible (**○** any one)?

- |     |   |
|-----|---|
| Yes | 1 |
| No  | 2 |

b. If No, what do you think is the reason for this (please specify)? \_\_\_\_\_

---

39. a. Do you think any eligible individual lands have been left out in the development process (**○** any one)?

- |     |   |
|-----|---|
| Yes | 1 |
| No  | 2 |

b. If Yes, what do you think is the reason for this (please specify)? \_\_\_\_\_

---

**End time of interview**  
**Signature of interviewer**

|       |         |        |
|-------|---------|--------|
| hours | minutes | AM/ PM |
|       |         |        |

## Bibliography

---

Anil sharma et al (2009). *Evaluating Performance of National Rural Employment Guarantee Act*. New Delhi: NCAER.

Channaveer, Lokesha, Hugar, Deshmanya, & Goudappa. (2011). Impact of MGNREGA on Input-use Pattern, Labour Productivity and Returns of Selected Crops in Gulbarga District, Karnataka. *Agricultural Economics Research Review* , 517-523.

Kareemulla. K et.al (2009). Soil and Water Conservation Works through National Rural Employment Guarantee scheme in Andhra Pradesh-An analysis of livelihood impact. *Agricultural Economics Research Review* , 443-450.

Kelkar, G. (2009). Gender and productive assets: implications of national rural employment guarantee for women's agency and productivity.

Kumar, and Nitin Bassi, (2010). *NREGA AND RURAL WATER MANAGEMENT IN INDIA: Improving the welfare effects*. Hyderabad: Institute for Resource analysis and policy.

*LAND DEVELOPMENT OF BPL/SC/ST HOUSEHOLD'S LAND BY SHGs*. Chattisgarh: Zilla Panchayat Bastar.

Ministry of Rural Development, G. (2009). *DRAFT GUIDELINES FOR IMPLEMENTATION OF WORKS ON INDIVIDUAL LANDS UNDER NREGA*.

Ministry of Rural Development, *Implementing Integrated Natural resource management projects under NREGA 2005* .

National Employment Guarantee Council. (2010). *Report Works on Individual Land in MGNREGS*. MoRD.

Narayanasamy et.al, (2009). *An study on performance of NREGS in Kerala*. Gandhigram, Tamilnadu: Department of Extension Education, Gandhigram Rural Institute,.

Nair et al (2009). *A study of National Rural Employment Guarantee programme in three grama panchayats of Kasargod District*. Thiruvananthapuram: Centre for Development Studies.

Pani, N., & Iyer, C. (2011). *EVALUATION OF THE IMPACT OF PROCESSES IN THE MGNREGS IN KARNATAKA*. Bangalore: NIAS.

Raghwesh Ranjan et al. (2009). *NREGA A review of decent work and green jobs in Kaimur district inf Bihar*. New Delhi: ILO and Development Alternatives.

Rakesh Tiwari, S. a. (2011, May 14). MGNREGA for Environmental Service Enhancementand Vulnerability Reduction: Rapid Appraisal in Chitradurga District, Karnataka . *Economic and Political Weekly* , pp. 39-47.

Ray, D. (1998). *Development Economics*. Princeton University Press.

Roy, A., & Dey, N. (2009, august 28). *Dalits, the poor and the NREGA*. Retrieved from [www.thehindu.com](http://www.thehindu.com).

Roy, S. (2010, Vol 1). Imp-lementation of NREGS in Tripura: An evaluation. *The NEHU journal*, , 60-78.

Sainath, P. (2009, september 14). *NREGS: not caste in stone*. Retrieved from [www.thehindu.com](http://www.thehindu.com).

Shah, M. (2009, April 30). *Multiplier accelerator synergy in NREGA*. Retrieved from [www.thehindu.com](http://www.thehindu.com):

The%20Hindu%20%20%20Today's%20Paper%20%20%20OPINION%20%20%20Multiplier%20accelerator%20synergy%20in%20NREGA.htm

Steering Committee on Rural Livelihoods an Rural Governance. (2012). *Report of the 12th Plan*. Planning Commission.