

Qualitative Assessment of Cluster Facilitation Teams as a strategy for execution of Apna Khet Apna Kaam in Rajasthan

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BHARAT RURAL LIVELIHOODS FOUNDATION
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EXECUTIVE SUMMARY

Introduction: The Ministry of Rural Development (MoRD), Government of India (GoI), has two important programs to address the challenges of poverty in rural India – Mahatama Gandhi National Rural Employment Guarantee Act (MGNREGA) and National Rural livelihood Mission (NRLM). MGNREGA concentrates on generation of employment while ensuring development of sustainable assets while NRLM works on creating institutions of women to give the poor a platform to voice their opinions and work on their own development. MGNREGA and NRLM share commonality of purpose since both are working towards improvement of livelihoods of the poor while ensuring that they themselves are the drivers of change. MoRD, GoI, in 2013, launched a project for convergence of MGNREGA and NRLM. The objective of this project was to ensure building of better quality community and individual assets with active participation of communities. Cluster Facilitation Teams (CFTs), were put in place to carry forward this project. The CFTs comprise of people with knowledge and experience on Integrated Natural Resource Management (INRM), civil engineering, social mobilization and rural livelihoods at clusters of Gram Panchayats to support and facilitate in planning and implementation of MGNREGA. In Rajasthan, the CFT project was launched in October 2015 in 15 resource blocks. The Government of Rajasthan has given specific focus to creation of individual assets under MGNREGA and one of the mandates of the CFT project in Rajasthan has been to facilitate increased demand under Category B (individual) works. A special scheme under MGNREGA, *Apna Khet Apna Kaam*, has also been launched by the state government in 2011 to substantiate the effort of creation of individual assets.

Scope of the Study and Objectives: As per the Government of Rajasthan, the Cluster Facilitation Teams (CFTs) have not been able to reach out to the expected beneficiaries under the scheme *Apna Khet Apna Kaam*. In this context, this study evaluates the performance of CFTs in facilitating and supporting the Gram Panchayat to ensure effective implementation of the scheme. The study highlights the challenges in implementation of *Apna Khet Apna Kaam* and gives recommendations for better implementation of the scheme. The study also describes the status of community assets built under MGNREGA in the area of the study. The central research questions of the study are: (1) What is the status of individual productive and quality asset creation by Panchayati Raj Institutions (PRIs) under *Apna Khet Apna Kaam* (MGNREGA) with support from CFT for sustainable livelihoods? (2) To what extent has MGNREGA been successful in livelihood enhancement through employment generation and creation of productive and sustainable community assets?

Design and Methodology: The study has been conducted in two blocks: Jhonthri (Dungarpur) and Bakani (Jhalawar) in the state of Rajasthan. A sample of 266 households from each of the two blocks has been interviewed. The other stakeholders who have been interviewed include: 18 Sarpanch, 18 Gram Sewak, 4 JTAs, 1 AEN, 2 BDOs, 4 CFTs, 6 CLFs and 2 DEOs. Semi-structured interviews and Focus Group Discussions have been used for collection of data. The analysis of data has been done using Dedoose due to focus on qualitative data in the study.

Findings and Interpretations: The major livelihood challenges in the two blocks include lack of work opportunities in and around the village, scarcity of water for drinking and irrigation purposes, absence of basic infrastructure such as electricity, primary health centres, schools and in many cases roads, lack of information about most government schemes and their benefits to the citizens and lack of support from elected representatives in solving their problems. In both Bakani and Jhonthri, the respondents are highly dependent on work that they get under MGNREGA but the status of

implementation of the Act in both the blocks is quite dismal. The assets such as roads and check dams created under MGNREGA are important for the area but many such assets have failed to sustain for a longer time. The awareness on rights and entitlements to the labourers such as right to work as per need, getting 100 days of employment, unemployment compensation and timely payment of wages is very poor. Due to which, the workers are never able to exercise these rights. The conditions at the worksite are very poor with no support structure available for senior citizens and differently abled. Neither any planning prior to start nor monitoring during or after completion of work is undertaken by the concerned authorities. None of the respondents in the study shared that they have ever received the current minimum wage i.e. Rs 181, for a day's work. The average wage in both the blocks varies between Rs 80-100 for community works. The status of *Apna Khet Apna Kaam* in the two blocks is quite different from each other. While in Bakani the CFT has been able to generate high demand for works under the scheme, the performance of PEDO is quite poor on the other hand. In Bakani, individual works of 45% respondents out of the total sample have been sanctioned while in Jhonthri this share is only 9%. The respondents in Bakani are aware about the scheme though the quality of information such as kind of works that can be demanded, benefit of each of the works, process of technical and financial sanction, process of demanding for work using muster roll and process of reimbursement is very poor. In Jhonthri, the awareness level among the respondents about the scheme is very poor. 21.4% of the respondents have never even heard about the scheme in the block. In Bakani the number of works that have been started are 45 in our sample while in Jhonthri, the number is 16. In Bakani, 40% of the started works have been completed while in Jhonthri it is 37.5%. The major challenges in implementation of *Apna Khet Apna Kaam* in both the blocks are: lack of awareness about the scheme both at the Gram Panchayat and household level, lack of coordination and communication between the PRIs and CFT, lack of clear division of roles and responsibilities, lack in carrying out the duties properly by the CFT and lack of human resources for both CFT and PRIs.

Conclusion and Recommendations: The CFT project is important to ensure creation of better assets under MGNREGA. The role played by GVT in Bakani under *Apna Khet Apna Kaam* is quite evident from the interviews with various stakeholders such as Sarpanch and AEN. It is also to be noted that PEDO in Jhonthri has not been able to carry out its duties upto the expected level as visible from the results of the study. The CFT had been put in place to fill the gaps in the scheme and not for taking the onus of its implementation. The Government should acknowledge this and take steps to ensure better implementation of *Apna Khet Apna Kaam*. The authorities should make sure that clarity in division of role under the scheme is communicated to all concerned stakeholders and extensive awareness generation campaigns are organized both at the household and Gram Panchayat level. The PRIs should be given clear instructions to coordinate with the CFT. The resource requirement of both PRIs and CFTs should be addressed. PEDO should be given clear targets with proper timelines to deliver against it. Non-release of material payment for any household in the two blocks has worked one of the major negative in the success of the scheme. The concerned authorities should intervene to ensure that all payments henceforth are made timely. The authorities should also take steps to ensure that improvements can be brought about in the implementation of MGNREGA. Dissemination of information about the duties and rights and entitlements of the workers under the Act is one such important intervention.

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ABBREVIATIONS

AEN	Assistant Engineer NREGA
APL	Above Poverty Line
BDO	Block Development Officer
BPL	Below Poverty Line
CBO	Community Based Organization
CSO	Civil Society Organization
FI	Field Investigator
FGD	Focus Group Discussion
FTO	Fund Track Order
FS	Financial Sanction
FY	Financial Year
GoI	Government of India
GP	Gram Panchayat
GVT	Gramin Vikas Trust
JEN	Junior Engineer NREGA
JTA	Junior Technical Assistant
MB	Measurement Book
MGNREGA	Mahatama Gandhi National Rural Employment Guarantee Act
MIS	Management Information System
MoRD	Ministry of Rural Development
NRLM	National Rural livelihood Mission
OBC	Other Backward Classes
PEDO	People's Education and Development Organization
PIA	Project Implementing Agency
PRI	Panchayat Raj Institutions
SC	Scheduled Caste
ST	Scheduled Tribe
TIN	Taxpayer Identification Number
TS	Technical Sanction

1. INTRODUCTION

The Ministry of Rural Development (MoRD), Government of India (GoI) implements the two flagship programmes- Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) and National Rural Livelihood Mission (NRLM) to address rural unemployment and poverty from different facets. Since 2000, India has experienced rapid economic growth and a sharp decline in poverty, but rate of increase in employment has grown far more slowly. Although agriculture contributes only 18% to the Indian economy, it continues to employ 47% of the workers¹. This large proportion disguises unemployment, as it reflects crowding of workers—particularly women—into seasonal or poorly paid work, such as collecting forest produce, rearing labour and farm labour. MGNREG Act of 2005, which emerged in response to address rural distress, aims to enhance livelihood security for all adults willing to perform unskilled manual labour in rural areas. Any household is entitled to 100 days of employment in a financial year at a minimum daily wage rate. Work can be split among adult household members. The Act envisages not only an immediate livelihood (by employing unskilled labour) but also long-term livelihood opportunities by creating sustainable community and individual assets in rural areas. This contributes to enhancing natural resources (through water conservation, drought proofing, rejuvenating water bodies, rural connectivity, land development and so forth) and furthering sustainable development. MGNREGA Assets can be regarded as having impacts on various dimensions such as, augmenting rural incomes through investments in rural livelihoods as well as increasing productivity of agriculture through investments in land and water.

National Rural Livelihoods Mission (NRLM) was launched by the MoRD, GoI in June 2011. Aided in part through investment support by the World Bank, the Mission aims at creating efficient and effective institutional platforms of the rural poor enabling them to increase household income through sustainable livelihood enhancements and improved access to financial services. NRLM is a mission to organize the poor families in the country through women. The core belief of NRLM is that the poor have innate capabilities and a strong desire to come out of poverty. This intrinsic capability of the poor is unleashed only when they are organized into institutions which are truly owned by them, and provided sufficient capacity

¹ Mahatma Gandhi National Rural Employment Guarantee Act: A Catalyst for Rural Transformation. New Delhi: National Council of Applied Economic Research, 2015.

building and handholding support. A sensitive support structure from national level to sub-district level is required to induce such a social mobilization process. A strong institutional architecture owned by the poor, enables them to: access institutional credit for various purposes, pursue livelihoods based on their resources, skills and preferences, access other services and entitlements, both from the public and private sector. NRLM works towards creating robust institutional platforms of the rural poor, especially women, in the form of Self Help Groups (SHGs), Village Organizations (VOs) and their Cluster Level Federations (CLFs), to improve their access to financial services, and thereby build their sustainable livelihoods. The strength of NRLM has been its ability to energise the communities and involve them in building sustainable livelihoods, largely based on land².

The provision of livelihood security to the rural poor through the creation of quality and durable community and individual assets that provide sustainable income is one of the central objectives of the MGNREGA. This requires participation of the communities in planning, implementation and monitoring of works. Increasing the participation of women is one of the objectives of the programme. Therefore, there is a commonality of purpose and natural synergy between both NRLM and MGNREGA.

The MoRD, GOI launched a project for convergence of MGNREGA and NRLM in 2013. The objective of the project was to synergize the two flagship programs to ensure building of better quality assets under MGNREGA. The convergence was mandated to cover the following components³:

- a. Creation of Awareness and Demand Generation.
- b. Identification and planning for works that converge with the livelihood plans.
- c. Worksite Execution and Measurement.
- d. Advance Payment of Wages to NREGA workers through funds devolved to Community Based Organization's (CBO's).
- e. Provision of capacity building and training for all stakeholders involved including Panchayati Raj Institutions (PRIs).

² NATIONAL RURAL LIVELIHOODS MISSION: Framework for Implementation, MoRD, GoI.

³ Convergence of MGNREGA, NRLM & The CFT Strategy: 250 Pilot Blocks Policy Document

The objectives of the convergence project are to be achieved by putting in place "Cluster Facilitation Teams" (CFTs) comprising of people with knowledge and experience on integrated natural resource management (INRM), civil engineering, social mobilisation and rural livelihoods at clusters of Gram Panchayats to support and facilitate the planning and implementation of MGNREGA. The NRLM-MGNREGA-CFT project is a three-year pilot project of the Ministry of Rural Development, Government of India, launched in July 2014 to enhance rural livelihoods through MGNREGA in India's 250 backward blocks.

Those blocks of the country where either Scheduled Castes (SCs) plus Scheduled Tribes (STs) form greater than or equal to 30% of the population or the annual MGNREGA expenditure was more than Rs. 12 crores in any year since the programme started, will mandatorily have at least three CFTs, each of which will service a cluster of Gram Panchayats (CGP), being accountable to each GP within their cluster. Each GP will cover around 15,000 job cards or an area of about 15,000 hectares⁴. Every CFT has to comprise of a minimum of three persons. The CFTs are to be recruited and trained by a Civil Society Organisation (CSO) working in the block. The CFTs are to work with the existing women collectives i.e. Self-Help Groups, Village Organisations and Federations of the block. These collectives have to help workers claim their MGNREGA entitlements by making them aware about the Act, helping them plan works for their village, demand work and voice their complaints in case their rights are violated.

In Rajasthan, the CFT project started in October 2014 and the Government has identified 15 resource blocks to implement the convergence project. There are a total of 10 CSOs (Bhoruka Charitable Trust, Gramin Vikas Trust, Jan Chetna Sansthaan, Unnati Organization for Development Education, Ambuja Cement Foundation Rabriyawas, Rajasthan Rural Institute for Development Management-BAIF, Jan Siksha Evam Vikas Sansthan- People's Education and Development Organization (PEDO), FES and Progress) working in these 15 blocks, firstly to ensure increased demand of works under MGNREGA by SC/ST and other vulnerable communities, secondly to ensure better utilization of funds on Category B works under MGNREGA to yield improved results in livelihood activities, and thirdly to enhance

⁴ Report of the Committee for Revision of MGNREGA Operational Guidelines-Mihir Shah, MoRD, GoI

the capacities of PRIs and block officials to build resource persons for effective implementation of MGNREGA and NRLM.

As per the guidelines of the MGNREGA, the following works can be undertaken under Category B works⁵ for creation of Individual Assets for vulnerable sections-

- Improving productivity of lands through land development and by providing suitable infrastructure for irrigation, including dug wells, farm ponds and other water harvesting structures
- Improving livelihoods through horticulture, sericulture, plantation and farm forestry.
- Development of fallow or wastelands of households to bring it under cultivation.
- Unskilled wage component in construction of houses sanctioned under the Indira Awas Yojana (IAY) or such other State or Central Government Scheme.
- Creating infrastructure for promotion of livestock such as, poultry shelter, goat shelter, piggery shelter and fodder troughs for cattle.
- Creating infrastructure for promotion of fisheries such as, fish drying yards, storage facilities, and promotion of fisheries in seasonal water bodies on public land.

In the letter⁶ dated 04.05.2011, Rural Development and Panchayati Raj Department of Government of Rajasthan, issued guidelines and directed the concerned authorities of MGNREGA to emphasize on works of Individual Asset creation (Category B works) at household level ensuring labour intensive nature of MGNREGA works. The Rajasthan Government named this scheme as “*Apna Khet Apna Kaam*”. The scheme emphasizes on inclusion of work for land and irrigation facilities development in the annual action plan of MGNREGA.

The works under *Apna Khet Apna Kaam* are permitted on the land of beneficiaries mentioned at Para-5 of Schedule-I, MGNREGA i.e. Scheduled Castes, Scheduled Tribes, Nomadic Tribes, De-Notified Tribes, other BPL families, Women-Headed household, Differently-Abled headed households, beneficiaries of land reforms, the beneficiaries under the Indira Awas Yojana (IAY), beneficiaries under the ST & Other Traditional Forest Dwellers (Recognition of Forest Rights) Act (FRA), 2006 and after exhausting the above categories on

⁵ Comprehensive Modules, MGNREGA 2005, MoRD & NIRD Report, July 2014.

⁶ क्र. एफ. 40 (35) ग्रावि/ नरेगा/ व्यक्तिगत लाभ के काम/ 2011

lands of small farmers or marginal farmers as defined in the Agriculture Debt Waiver and Debt Relief Scheme, 2008, subject to the condition that such households shall have a job card with at least one member willing to work on the project under taken on their land or homestead⁷. Also the beneficiary is required to have land on his/her name or on father's or husband's name in the Gram Panchayat where the job card has been issued.

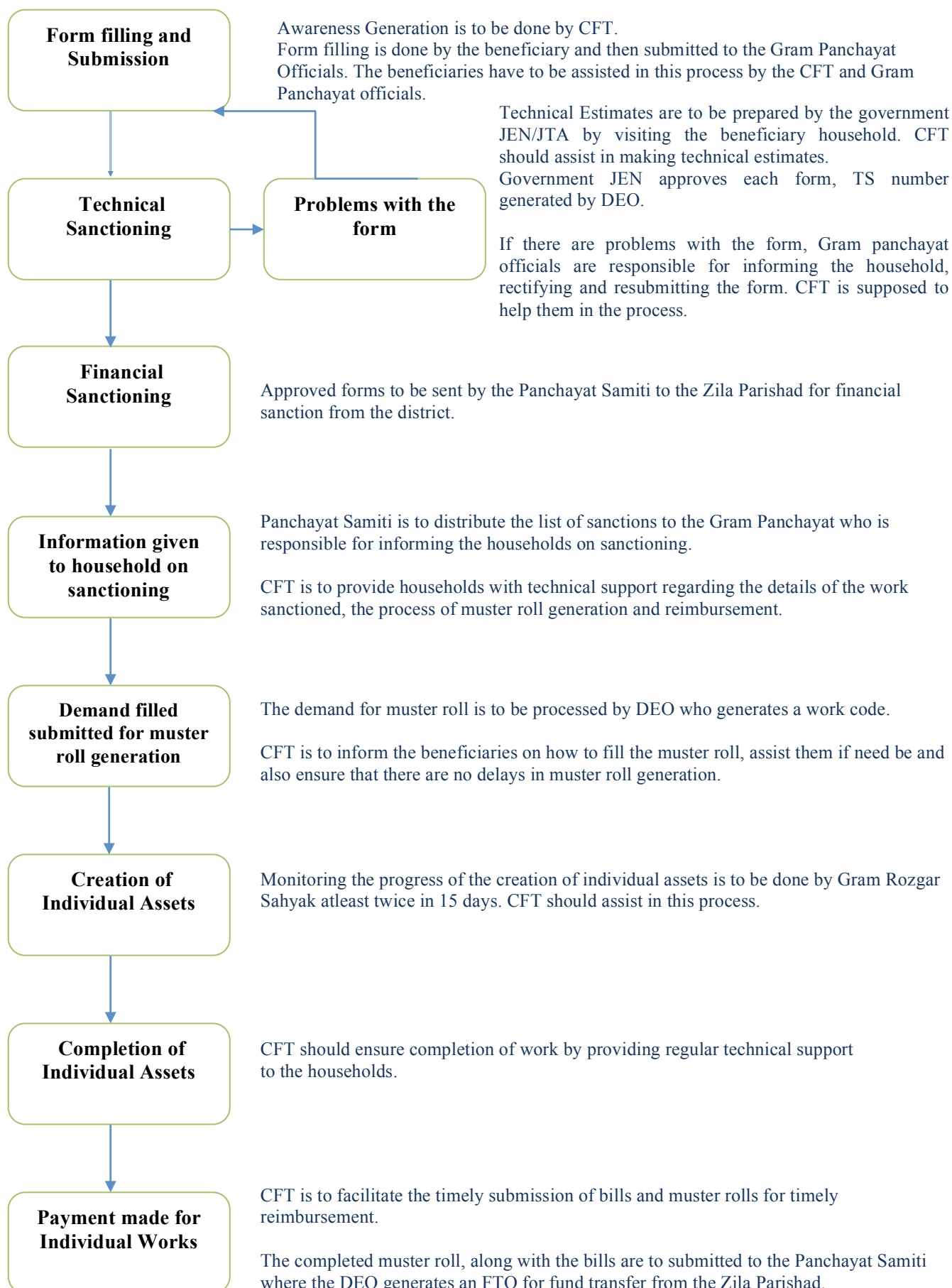
Incorporating the guidelines issued in MGNREGA Act 2005, for Category B works, the following works are being provided to eligible households under *Apna Khet Apna Kaam*:

- i. Land development works like land levelling; aimed at improving fertility of soil from ponds or percolation tanks can be shifted to fields; Bench Terracing; farm bunding using thorny bushes; boundary for farms.
- ii. Development of water conservation structures so as to improve ground water level. Making gullies (*naali*) to avoid soil erosion and also channelling water for irrigation; Farm Ponds, small check dams, water tanks on farms, *Diggi*, Tanks etc.
- iii. Farm Forestry: Plantation of forest plants along the boundary of agricultural field and fodder cultivation in barren lands.
- iv. Horticulture plantation of fruit plants, *arandi*, vegetables, etc.
- v. Animal-shed for backyard poultry; cattle shed; azola plantation (for fodder)
- vi. Development of compost pits for vermin-compost or composting of cow dung/ animal dung for making organic manure and pesticides.

Every job cardholder can avail benefits of up to Rs. 3.00 lakhs under individual category works. The process to be followed under *Apna Khet Apna Kaam* is detailed in the following diagram. The process starts from awareness generation about the scheme and its benefits to the households. Gram Panchayat officials and CFT should assist the households in filling the form and in its submission. The government Junior Engineer NREGA (JEN) / Junior Technical Assistant (JTA) has to ensure the technical sanction of the work after which it is to be sent to the Zila Parishad for the financial sanction. Once a work is sanctioned, the household is to be given information and CFT shall ensure technical support to them to ensure that the correct work with proper measurements is carried out. The payment for the labour component has to be made in every 15 days while any material component is paid after completion of work and submission of bills.

⁷ Unstarred Question No: 4110, Lok Sabha, Answered on 13.08.2015

Figure 1: Process under *Apna Khet Apna Kaam* and responsibilities of various stakeholders at each step.



The role of CFT is of immense importance in successful completion of works for beneficiary households and effective implementation of *Apna Khet Apna Kaam* in the 15 blocks identified in Rajasthan for the convergence of MGNREGA-NRLM as these blocks reflect Poor Human Development Indicators, high concentration of SC/ST households and remoteness of location. The households in these blocks have low level of literacy, lack of technical expertise and face information asymmetry regarding government schemes. There is lack of human resources and technical expertise at Gram Panchayat for implementation of various government schemes. The role of CFT becomes very important in capacity building of the Gram Panchayat in mobilizing, motivating and informing the households to take up works of individual asset creation under *Apna Khet Apna Kaam*. The CFT is also mandated to act as a technical secretariat to the Gram Panchayat and is required to assist the Gram Panchayat in preparing plans and estimates for works under MGNREGA (including *Apna Khet Apna Kaam*) as well as providing technical support for worksite management. Hence, as a facilitating agency CFT fills the gap between the Gram Panchayat and the households for successful implementation of MGNREGA. The CFT in association with Gram Panchayat is also mandated to generate awareness about *Apna Khet Apna Kaam* at village level as well as provide assistance to the household in making demand for works under *Apna Khet Apna Kaam* to ensure that the demand is need based and the asset created would be useful for the household.

2. DESIGN AND METHODOLOGY

2.1. BACKGROUND

The study has been conducted by Bharat Rural Livelihoods Foundation (BRLF) for the Rajasthan Government to understand the benefits received by the households under *Apna Khet Apna Kaam* (MGNREGA). As per the Government of Rajasthan, the Cluster Facilitation Teams (CFTs) have not been able to reach out to the expected targeted beneficiaries in the last two years of their operations. They aim to mobilize Rs. 3.00 lakh each for 1,00,000 SHG women of the 10 resource blocks under the Category B works of MGNREGA. *Rajeevika* and MGNREGA department have agreed to deploy the cluster level federations (CLFs) as project implementing agencies to reach out to a larger number of beneficiaries in these 10 blocks. CLFs have hired a group of technical experts to ensure that the beneficiaries receive all required technical support for creation of quality productive assets for pursuing various income generating activities.

2.2. SCOPE OF STUDY

We are evaluating the performance of CFTs in facilitating and supporting the Gram Panchayat to ensure effective implementation of *Apna Khet Apna Kaam*. The processes as well as the role of various individuals/institutions involved in implementation of the scheme have also been looked at in this study. The study also highlights the challenges in implementation of *Apna Khet Apna Kaam* and recommendations to ensure better implementation under the scheme. We have also tried to understand the model of Cluster Level Federations (CLF) as a Project Implementation Agency for *Apna Khet Apna Kaam* and its role in implementation of the scheme.

The study also looks at the situation of MGNREGA – community works and the challenges in its implementation. This part has been incorporated in the study because of the status of implementation of the act in the area of the study. Community works are essential for infrastructural development of the village. They have to go hand in hand with work being undertaken under individual assets to ensure that maximum benefits reaches the beneficiaries to ensure sustainable livelihood.

2.3. RESEARCH QUESTION

There are two central questions that are being addressed through this study.

1. What is the status of individual productive and quality asset creation by Panchayati Raj Institutions (PRIs) under *Apna Khet Apna Kaam* (MGNREGA) with support from Cluster Facilitation Team for sustainable livelihoods?
 - Process followed for implementation of *Apna Khet Apna Kaam*.
 - Decision making process undertaken at the household level in choosing individual assets.
 - Kind of assets created under *Apna Khet Apna Kaam* and their usefulness to beneficiaries.
 - Role of various stakeholders in implementation of *Apna Khet Apna Kaam*.
 - Hindrances in implementation of *Apna Khet Apna Kaam*.
 - Requisite Institutional Framework and necessary intervention for effective implementation of *Apna Khet Apna Kaam*.
2. To what extent has MGNREGA been successful in livelihood enhancement through employment generation and creation of productive and sustainable community assets?
 - Status of employment opportunity and creation of community assets through MGNREGA.
 - Challenges in implementation of MGNREGA in the two blocks of the study.
 - Suggestions for improvement for effective implementation of MGNREGA.

2.4. SAMPLING

The study has been conducted in 2 blocks – Bakani and Jhonthri in Jhalawar and Dungarpur districts respectively of Rajasthan. The CFT project is currently being implemented in 15 blocks of 15 districts of Rajasthan. Out of these 15 blocks, Bakani and Jhonthri have been selected for the study because of difference in-

1. Performance of the CFTs under *Apna Khet Apna Kaam* for self help group (SHG) members as per Rajeevika.

2. Social Composition (Bakani has 23% ST/SC population while Jhonthri has 92% ST/SC population)⁸
3. Geographical Conditions
4. Human Development Index (HDI) rank within the state among the 32 districts (Jhalawar is the middle of the index with a rank of 16 while Dungarpur has the lowest HDI in Rajasthan with a rank of 32)⁹
5. Different Cluster Facilitation Teams.

The National Rural Drinking Water Programme (NRDWP) data has been used to finalize the Gram Panchayats and villages in each of the two blocks. NRDWP has been used because it provides the latest data on total population in the two blocks. Since Jhonthri is a recently created block, its data on population is not available in Census 2011 but is available on NRDWP MIS data. The scheme *Apna Khet Apna Kaam* of the Government of Rajasthan is targeted towards specific vulnerable communities such as Scheduled Tribes, Schedules Caste, Woman-Headed, and Differently-Abled. In the sample of the study, we have ensured participation of all these categories.

The Gram Panchayats have been selected using purposive sampling to ensure that the ones with highest concentration of SC and ST population form part of the study. For Bakani 18 out of the total 25 Gram Panchayats have been selected based on this criterion using NRDWP data. While for Jhonthri, since it is a highly ST concentrated block, it is ensured that greater than 70% (18 out of the total 25) Gram Panchayats are covered. In Bakani, for the selection of the villages the same method has been applied as for selection of the Gram Panchayats. In Jhonthri, to ensure greater coverage in the block, from each Gram Panchayat, 2 villages with the highest concentration of ST/SC population have been selected. Since there was only 1 village in some of the selected 18 gram panchayats, only that has been considered as part of the study. The sample of village is 26 and 32 in Bakani and Jhonthri respectively. The list of sample Gram Panchayats and villages for Bakani and Jhonthri are attached as Annexure 1 and Annexure 2 respectively.

⁸ NRDWP MIS data FY 2016-17

⁹ Jhalawar District Human Development Report 2009 and Dungarpur District Human Development Report 2009

Table 1: Sample Size of the Study

Block	Bakani	Jhonthri
Gram Panchayats	18	18
Villages	26	32
Households	266	266
ST-BPL Households	25	197
ST-APL Households	125	53
SC-BPL Households	36	4
SC-APL Households	54	1
OBC-BPL Households	26	10
Women Headed	20	23
Different- Abled Headed	8	8

A sample size of 266 households from each block has been selected using 90% confidence level and 5% margin of error. In selection of households we have used stratified purposeful sampling technique. Our study design tries to incorporate this by using social and economic categories as strata. Five strata – ST-APL, ST-BPL, SC-APL, SC-BPL, OBC-BPL, have been identified for the study. The sample within each of these strata was decided proportionately for each village using the BPL Census 2002, Government of Rajasthan. The BPL Census was used because it is the only existing data available, which gives extensive detail about the population of various social and economic categories village wise. Proportionate sampling was also used to ensure participation of Women Headed and Differently-Abled headed households in the study. A sample of 7.76% and 8.55% Women Headed Households¹⁰ in Bakani and Jhonthri respectively and 3% Differently-Abled Headed¹¹ households in both the districts have been selected. While choosing houses for collecting data the following things have been kept in mind:

- The distance of the house from the road. It has been ensured that houses that are near as well as farther away from the road are covered.
- Houses from different habitations. The villages in Jhonthri are very widespread and hence it has been ensured that houses from most number of hamlets (*Falas*) are

¹⁰ Based on SECC 2011

¹¹ Letter of Ministry of Social Justice and Empowerment (PIB) dated 6th August 2013

covered. Similarly in Bakani, it has been ensured that maximum coverage of houses is obtained in a village based on the location of their hamlet in the village.

Various stakeholders such as Sarpanch, Gram Sewak, CFT, Cluster Level federation (CLF) Board of Members and Staff, Block Development Officer, Technical Engineer and Data Entry Operator have also been interviewed to understand the processes and institutional structure and challenges in implementation of *Apna Khet Apna Kaam*. Out of the 18 Gram Panchayats, in both blocks, Sarpanch and Gram Sewak of 9 Gram Panchayats have been interviewed. The selection of the gram panchayats whose Sarpanch and Gram Sewak have been interviewed has been made based on – 1) Performance of MGNREGA and *Apna Khet Apna Kaam* in the village based on discussions with the beneficiaries 2) Intervention of CFT in the village 3) Remoteness of the village 4) High number of sample villages in a panchayat (in case of Bakani). The table below gives the details of other stakeholders that have been interviewed during the study.

Table 2: Number of Stakeholders Interviewed

Block	Bakani	Jhonthri
Sarpanch	9	9
Gram Sewak	9	9
Cluster Facilitation Team	3 FGDs	1 FGD
Cluster Level Federations	4 FGDs	2 FGDs
Junior Engineer NREGA	2	2
Assistant Engineer NREGA	1	
Block Development Officer	1	1
Data Entry Operator	1 FGD	1 FGD

2.5. DATA COLLECTION

The study uses primary data for giving empirical suggestions. In depth semi-structured interviews and focus group discussions (FGDs) have been used to gather data from various stakeholders in the study. Pilot testing had been conducted for the tools used in the study (attached as Annexures) and they have been finalized after multiple iterations. The emphasis of the study has been to collect qualitative data to highlight the opinions, interests,

perceptions and motivations of the beneficiaries and other stakeholders for implementation of the scheme.

A team of 10 was involved in collection of the data, with 5 members in each block. Rigorous training and handholding support was provided to the field investigators, to ensure that the interviews conducted are highly interactive and able to capture the emotions and thoughts of the household.



Workshop in progress to train the FIs before the start of collection of data and the process of collection of data from the respondents.

2.6. DATA ANALYSIS

The detailed interviews with the households have been transcribed using MS Word. The coding of the qualitative data has been done using Dedoose, which is a software designed by UCLA (Universal of California Los Angeles) for mixed method data analysis. The coding has been done based on our research problem. We have made codes mainly on three broad parameters: livelihood challenges faced by the household, status of *Apna Khet Apna Kaam*

and situation of community works (MGNREGA). Extensive sub-coding has been done based on the important components that have come up based on the responses of the households to the semi-structured interviews. The quantitative data in the study has been analysed using both MS Excel and Dedoose.

2.7. LIMITATIONS

The study has some limitations in its design as well as implementation. The study uses BPL Census 2002, Government of Rajasthan, data for proportionate sampling of households under each stratum within a village. This proved to be quite accurate in most villages but in some places we found that the village no more has households of a particular strata since they have migrated completely though our sample said otherwise. Since the data is 15 years old, in some households the son is now head of the household and in most cases has been issued an APL card, even if his father was a BPL cardholder. This might have led to some discrepancies in the economic status of the household in the sample. Due to resource constraint the sample has been drawn using 90% confidence level instead of the usual 95%.

The language was a hindrance for the data collectors in some villages which were very remote. Some field investigators, who were locals from these villages, helped the others to conduct interviews in these areas.

2.8. INTRODUCTION TO THE AREA OF STUDY

2.8.1 Jhonthri

Dungarpur is named after “the town of hillocks” and is located in the Southernmost Part of Rajasthan. For administration and development perspective, the district is divided into Sub-Divisions and Tehsils (Sub-Districts). According to Census of India 2011, Rajasthan District Census Handbook, in Dungarpur there were only 4 Sub-Divisions, 4 Tehsil Headquarters and 5 Panchayat Samitis (blocks). At present, Dungarpur has 8 Sub-Divisions, 9 Tehsil Headquarters and 9 Panchayat Samitis (blocks). Consequently, the number of Gram Panchayats has risen from 236 to 291. This was notified by Panchayati Raj Department, Government of Rajasthan on November 6, 2014. Following delimitation process Government laid stress on constituting new Gram Panchayats and Panchayat Samitis in desert and tribal

regions¹². Our study block- Jhonthri is one of the new formed Panchayat Samitis. It was carved out of three existing Panchayat Samitis viz. Bichhiwara, Dungarpur and Simalwara. The block comprises of 25 gram panchayats and 81 villages. This is a Scheduled Tribes dominated block with 187 ST concentrated habitations accounting for 98,520 ST population out of a total of 194 habitations and 1,03,402 total population.¹³ The landscape of the area is interweaved with stony hills covered with a jungle of cactus, jojoba trees and salar (a gum producing tree), together with several varieties of shrubs and trees that do not require deep soil or moisture¹⁴. A large part here consists of hills, valley and rocky surface. This kind of terrain makes settled agriculture difficult, while some lands permit normal sedentary agriculture. Given this fact, in the most part of the block, crops are grown on hilly and rolling slopes resulting in low yields. Jhonthri represents all the typical features of Central Indian Bhil Tribal way of life. Majority of habitations are in remote and inaccessible areas and its populace depends on forest produce, animal husbandry and subsistence agriculture. Women play an important role in farming and livestock rearing representing a larger female participation in workforce, which is a distinguishing, feature as compared to rest of Rajasthan.

Large-scale forest destruction and degradation continues to be the central phenomenon for the district. Evidently, until 1960s the forest cover was up to 50% of the total geographical area in the district, which has come down to 15% at present¹⁵. It has resulted into an insecure livelihood for the natives, forcing them to migrate as casual wage labourers. They are engaged in construction activities; work in restaurants, brick kilns and agricultural farm labourer.

¹² <http://www.hindustantimes.com/india/rajasthan-gets-723-new-gram-panchayats-47-panchayat-samitis/story-4hih7d941mz15JRnKbYF9N.html>, accessed on March 27,2017

¹³ Ministry of Drinking Water and Sanitation, Government of India.

¹⁴ Dungarpur, District Human Development Report-2009

¹⁵ Dungarpur, District Human Development Report-2009

Figure 2: Google Earth Map showing a satellite view of Jhonthri block



2.8.2 Bakani

Jhalawar got its name derived from Jhalas, a Rajput clan who ruled Jhalawar which was a part of Malwa Pradesh during the Mughal Period. Hence, the district combines cultural heritage of Malwa region and the Rajputana in Western India, and is situated in the South-Eastern part of Rajasthan¹⁶. For administration and development perspective, the district is divided into 8 Sub-Divisions; 8 Tehsils (Sub-Districts) and 8 Panchayat Samitis (Blocks). Our study block- Bakani comprises of 25 Gram Panchayats and 160 villages. The population of Bakani is 1,14,180. In terms of different social groups, the block is OBC dominated while the Scheduled Castes (SCs) and Scheduled Tribes (STs) population is 4,759 and 8,871 respectively¹⁷. The landscape is rock strewn and scrub covered, occasionally bright with fields of poppies and citrus green groves of oranges. Climate of the area is very much like that of Indo-Gangetic plains, with hot dry summers and cold winters¹⁸. District is known for highest rainfall in Rajasthan but most of the water flows out of district in absence of watershed development. The main crops of district are jowar, maize, wheat, rice, gram,

¹⁶ Jhalwar, District Human Development Report-2009

¹⁷ Ministry of Drinking Water and Sanitation, Government of India.

¹⁸ Jhalawar, District Human Development Report-2009

masoor, *dhania*, mustard, groundnut, soyabean and opium. The forest area is about 17.29% of the total area. The principal trees are *dhak*, *dhonkra*, *tendu*, *kher*, *babool* and *khejra*. The main fruits are Plum, Papaya, Lemon, Mango, Gauva and Orange and in Orange cultivation, the district is known as *Chhota Nagpur* of Rajasthan¹⁹. The habitations are very close to each other, unlike Jhonthri. The population is mostly dependent on agriculture and casual labour. The block does not have many options for migration despite sharing border with Madhya Pradesh.

Figure 3: Google Earth Map showing a satellite view of Bakani block



¹⁹ Jhalawar, District Human Development Report-2009

3. FINDINGS AND INTERPRETATIONS

3.1. PROFILE OF HOUSEHOLD RESPONDENTS

This section of the report describes the socio-economic background, migration status and patterns of participation in SHG of the household respondents. This will help us to get a better understanding of the sample of the study.

The total number of households interviewed is 532 with 266 household respondents in each of the two blocks - Bakani and Jhonthri. As per the sampling method adopted, the study has focused on highly vulnerable households and the sample has been divided into 5 strata based on the social and economic categories. The table below shows the percentage of each stratum in the study.

Table 3: Number and Percentage of each stratum of the household respondents interviewed in the study

Block	Bakani	Jhonthri	Total	Percentage
ST-BPL Households	25	205	230	43.23%
ST-APL Households	126	55	181	34.02%
SC-BPL Households	35	2	37	6.95%
SC-APL Households	54	1	55	10.34%
OBC-BPL Households	25	3	28	5.26%
OBC-APL Households	1	0	1	0.18%
Total	266	266	532	

Source: Field Study

The Scheduled Tribes (ST) households form the largest portion of the total respondents. 77.26% respondent households are ST, 17.29% are SC and 5.45% are OBC households. In Jhonthri, since it is an ST dominated block, 98% of the total respondents are ST households while in Bakani it is 57% ST households.

The social category wise distribution in Bakani and Jhonthri is shown below.

Figure 4: Social category wise distribution in Bakani

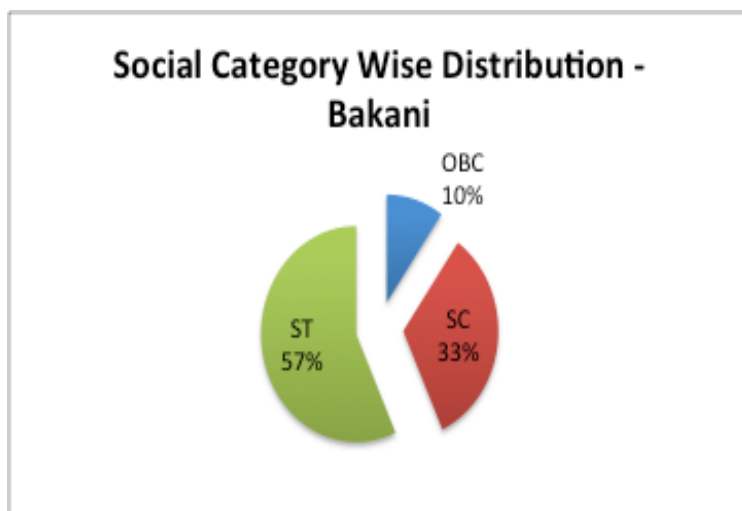
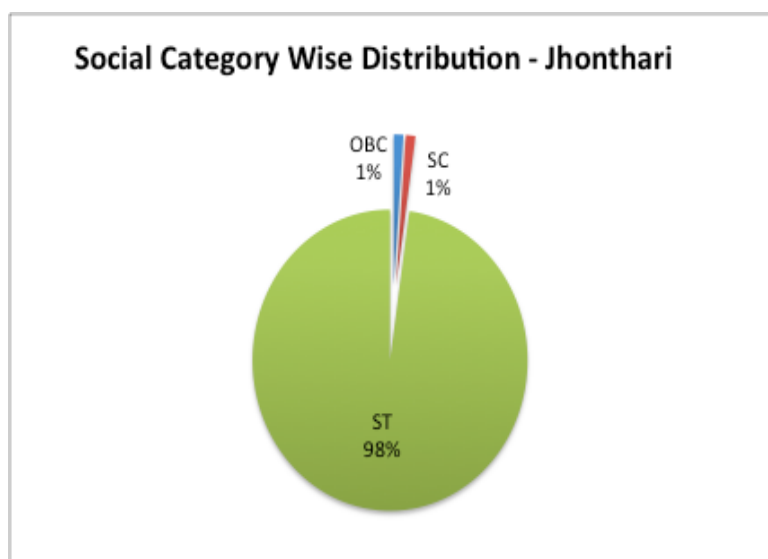


Figure 5: Social category wise distribution in Jhonthri



The percentage of BPL respondents is 55.45% and APL respondents is 44.54%. The OBC-APL household in Bakani is a woman headed household. The women headed and Differently-Abled headed households also form an essential part of the beneficiaries of *Apna Khet Apna Kaam*. In Bakani, 7.5% women headed households were interviewed while in Jhonthri the percentage of women headed household respondents is 7.89%. In both blocks, 3% of the total respondents are Differently- Abled Headed households. The total male-headed households respondents in the two blocks are 89.47% of the total sample. The senior

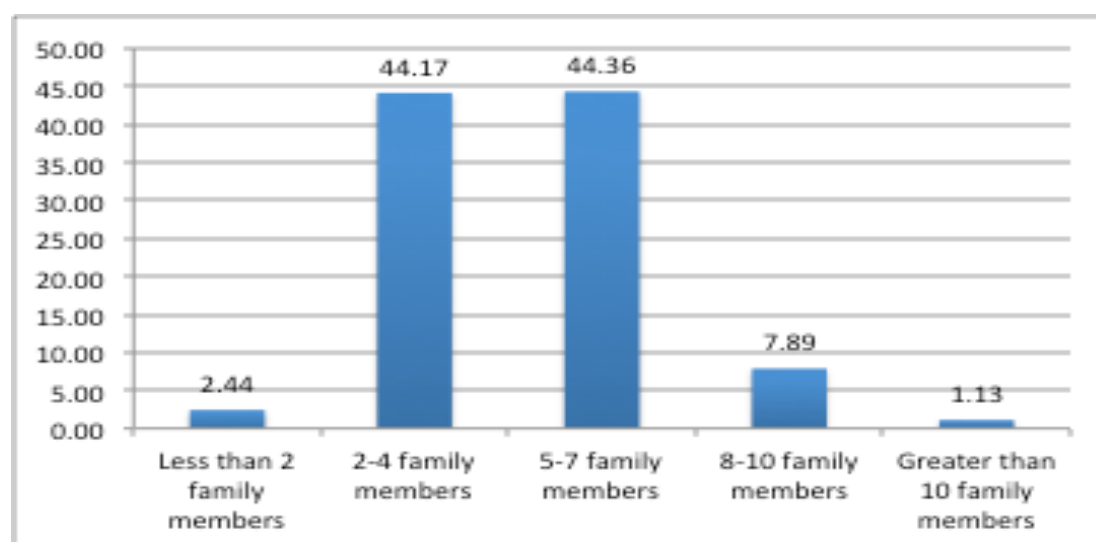
citizen headed households are 72 (13.53% of the total respondents) with 13 households in which the senior citizen is a woman.

In the interviewed households, 274 respondents (51.5%) are illiterate while 258 respondents (48.4%) are literate respondents. Literacy as defined in the Census of India operational since 1991 is the ability to read and write in any language. For the purpose of this study, the literacy level of the head of the household has been considered.

The major source of livelihood of the respondents is agriculture, with 90% of the households engaged in agriculture. Out of the other 10% households, 88.4% (46 respondents) of the households do not have any land and are dependent on labour, pension (for senior citizens and widows), and other occupations such as driving and running a shop for income generation. 95.3% of the total respondents engage in labour activities under MGNREGA. This shows the dependence of the households on the MGNREGA and its importance in their lives. All households in the sample rely on multiple sources of livelihood to manage their day-to-day expenses.

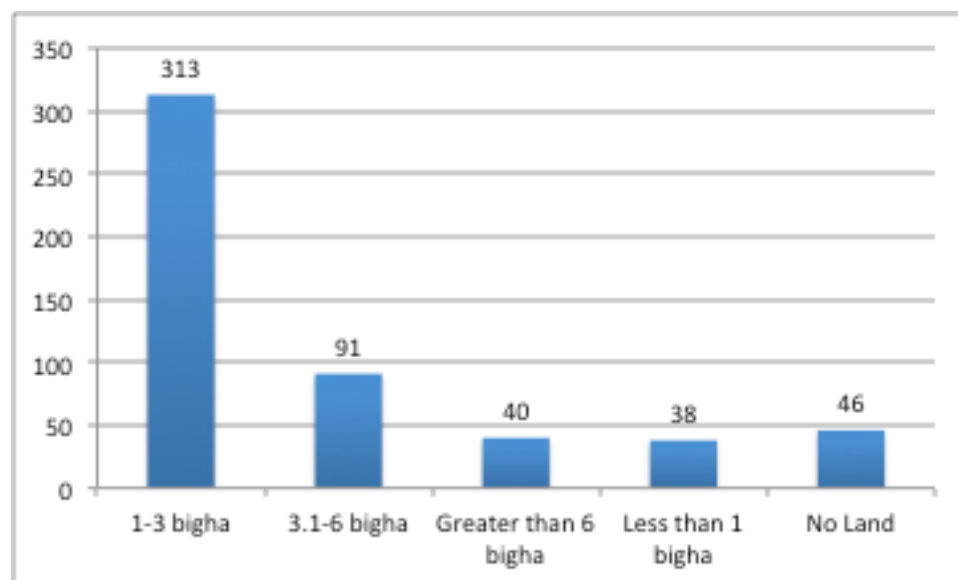
The distribution of respondents based on the household size has been depicted in the graph below. It shows that 44.17% (235) of the respondents have 2-4 members in their household while 44.36% (236) have 5-7 members in their household. This forms the major share of the total respondents.

Figure 6: Percentage distribution of respondents based on size of the household



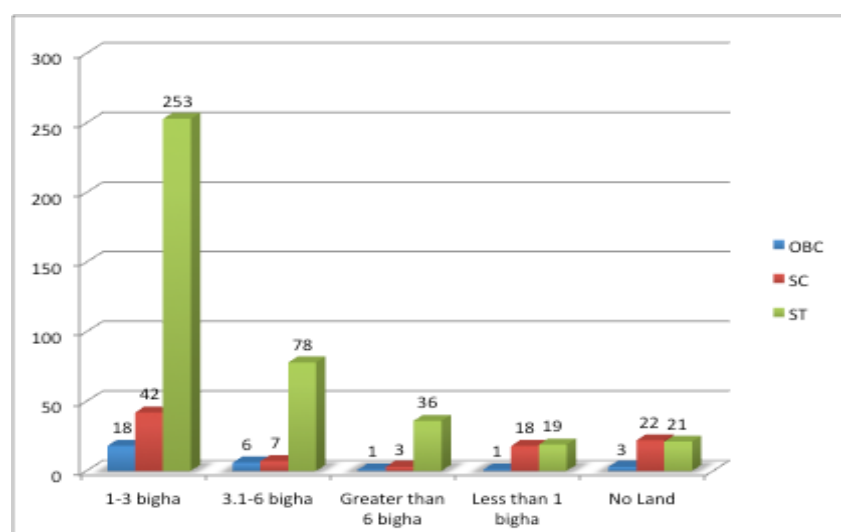
The land size of the respondents of the study has been depicted below. 313 (59.28%) of 528 respondents (land size data of 4 respondents is not available) have 1-3 bighas of land while 46 households have no land in the sample²⁰.

Figure 7: Number of households with land size distribution



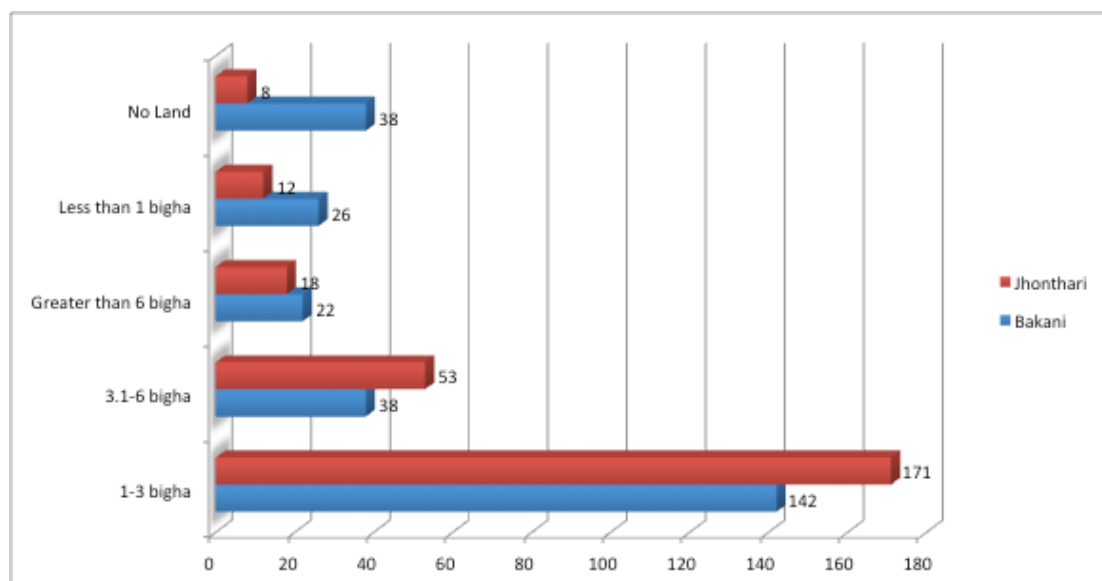
The distribution of land in different social groups has been depicted in the table below. It shows that irrespective of the social group, the highest number of respondents in each of the 3 social categories – ST, SC and OBC have land size in the range of 1-3 bighas. A significant 24% of SC population does not have any land in the sample of respondents.

Figure 8: Distribution of land size in various social categories



²⁰ 1 hectare = 6.1712 bigha

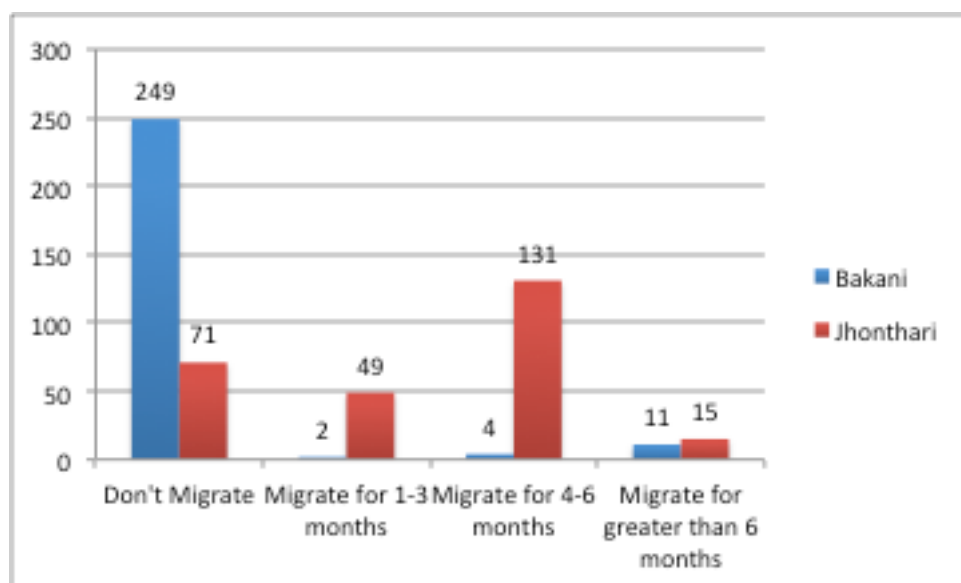
Figure 9: Distribution of land size in the two blocks of the study



It can be seen from the above bar diagram that more number of respondents in Bakani have no land as compared to Jhonthri. This is because of the larger number of SC respondents in Bakani. It can also be seen that the respondents who have been interviewed mostly have 1-3 bighas of land and are poor and vulnerable households.

The migration pattern in the two blocks of study is quite varied. Respondents in Jhonthri migrate to the nearby cities of Gujarat in search of work while the respondents of Bakani do not migrate due to unavailability of options.

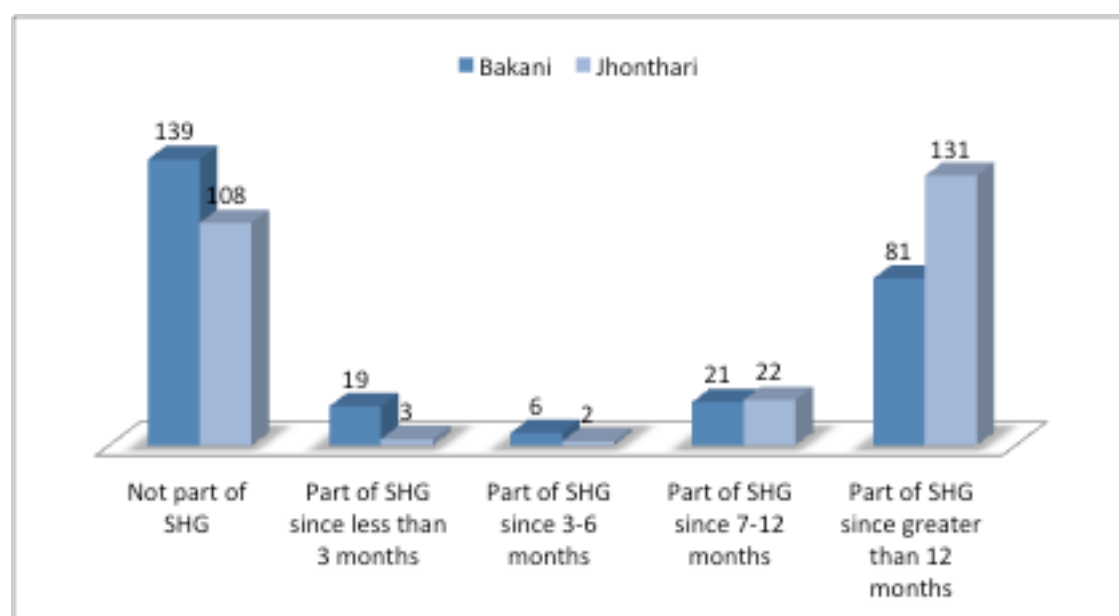
Figure 10: Migration Status in Jhonthri and Bakani



It can be seen from the above graph that 131 respondents (approximately 50%) migrate for 4-6 months in a year while in Bakani 93.6% of the respondents (249 respondents) do not migrate.

The participation of the respondent households in Self Help Groups (SHGs) has also been seen in the study to understand the outreach of SHGs and hence the relevance of the Cluster Level Federations as Project Implementing Agency (PIA) model for enhancing outreach of benefits under *Apna Khet Apna Kaam*. The table below shows the participation of respondents in SHGs in the two blocks.

Figure 11: Participation of respondents in SHGs



52.2% respondents in Bakani (139 households) and 39.47% respondents in Jhonthri (108 respondents) are not part of SHGs. While, 30.45% respondents (81 households) and 49.2% respondents (131 households) are part of SHGs for more than a year. The period of more than a year signifies that the woman will by then have understood the institutional structure, processes and significance of a SHG and be an active member of the institution. Another important question asked to the respondents was that whether they are part of Rajeevika SHG or some other SHG. In Jhonthri, out of the 158 respondents who are part of SHG, 110 respondents are part of PEDO SHG (which is the CFT in that block) while 48 respondents are part of Rajeevika SHG. In Bakani 117 respondents out of 127 respondents are part of Rajeevika SHG.

Table 4: Social category wise participation of respondents in SHGs in Bakani

	Not part of SHG	Part of SHG since less than 3 months	Part of SHG since 3-6 months	Part of SHG Since 7-12 months	Part of SHG since greater than 12 months
OBC	53.85	3.85	7.69	11.54	23.08
SC	56.18	1.12	1.12	7.87	33.71
ST	49.67	11.26	1.99	7.28	29.80

Source: Field Study

Table 5: Social category wise participation of respondents in SHGs in Jhonthri

	Not part of SHG	Part of SHG since less than 3 months	Part of SHG since 3-6 months	Part of SHG Since 7-12 months	Part of SHG since greater than 12 months
OBC	66.67	33.33			
SC	33.33			33.33	33.33
ST	40.38	0.77	0.77	8.08	50.00

Source: Field Study

From the above tables it can be seen that among the 151 ST respondents in Bakani, 49.67% are not part of any SHG, while in Jhonthri the share is 40.38%. In Bakani, 29.8% of the ST population is part of SHGs since more than 12 months while in Jhonthri it is 50%. In Bakani, 56.18% of the SC population is not part of the SHGs.

3.2. ISSUES AND CHALLENGES IN LIVELIHOODS

As part of this study, we have also tried to understand the challenges faced by the households of Bakani and Jhonthri in various aspects of their daily lives specifically pertaining to their livelihoods. This section discusses about these issues and challenges as shared by the sample of the study.

Lack of Work Opportunities In and Near the Villages

The households in both the blocks have shared that they face issues in getting labour in or near their village on most days in a year. Since 90% of the sample that is dependent on agriculture practices subsistence farming, they are always in need of labour opportunities. In Bakani, 67% of the sample has shown concerns of getting no work in their or in nearby villages. Out of the 266 respondents in Bakani, 93.6% do not migrate for work to any nearby city and search for work in either nearby villages or towns such as Jhalrapattan or Jhalawar. Respondents have shared that even if they go to these towns, since many labourers come to the labour market on any given day, they do not get work every time and instead they end up wasting that day's wage as well spending for the travel fare. The villagers of Bakani block do not have many options to migrate and hence seek work in their villages. Thus, it can be seen why 93.5% of the respondents in Bakani engage in MGNREGA work and it is an essential component that contributes to managing their expenses.

"If NREGA work does not happen, we are forced to stay at home and have no option of getting any other labour in the village or near by.

- Respondent, Bakani

In Jhonthri, though there are hardly any labour opportunities in and around the village, 29% of the respondents have only raised concerns of lack of labour opportunities because they migrate to cities like Ahmedabad and Udaipur that are near to Dungarpur. 73.3% of the respondents migrate from Jhonthri in search of labour work. Mostly the men of the households migrate while the women work in MGNREGA in Jhonthri. The pattern of migration is dependent on the agricultural season and varies for each household depending on the number of seasons they take a crop, family size and ability of the household member to stay out for longer durations. The households irrespective of whether they migrate or not, are dependent on labour work under MGNREGA and would like to have more opportunities to work within the village instead of migrating while leaving their families behind. Respondents

in both blocks would like to have number of days in a financial year and per day wage rate to be increased under MGNREGA.

Many educated respondents in both the blocks have also shared concerns about the temporary nature of their employment since they mostly work only as labourers due to lack of opportunities of work as per their qualification.

Infrastructure Problems

In both blocks of the study, roads seem to be a major concern in many villages. The roads in the village are Kachha and in monsoon get flooded leading to problems in connectivity. In Bakani, the absence of proper drainage lines in the village causes sanitation problems in many habitations of several villages such as Jheekariya, Bhavpura, Borkhedi, Lalyakhedi and Shivpura. With increase in construction of toilets and subsequently its use, it is even more important to have proper drainage lines in the village. Many villages in the area of the study do not have a basic Primary Health Center (PHC) or in many cases no doctor/nurse ever comes to these PHCs. The respondents have also shared challenges in sending their children to school after 5th/8th Std due to absence of school in or nearby villages after these classes and there is also a high rate of drop out for helping the household in income generation. In Jhonthri due to the sparsely populated villages with habitations of a village spread over a few kilometers, absence of such infrastructure such as school or PHC causes immense challenge to the households.

“My husband got injured and now unable to do any work because he fell into the river while crossing it to reach to the other side. This happened due to absence of a bridge in the village.”

- Respondent, Bakani

The households in Jhonthri have also shared the issue of highly undulated land, which hinders them from practicing agriculture in all the 3 seasons. They need their land to be leveled to support them for better agriculture.

Water Scarcity

Scarcity of water for drinking and irrigation purpose is a major problem in both the blocks, with the problem being grave in Jhonthri. 85% respondents of the sample in Jhonthri have cited this as one of the major issues that they face regularly. The respondents have shared that they do not have proper infrastructure in place for both water for irrigation and drinking. They have to travel long distances each day to get drinking water, there is insufficient

number of sources in the village to get water and sources once damaged are hardly ever repaired. For e.g: In Jhonthri there is 1 hand pump between 15-20 households, which causes them to travel for 1-3 kms for fetching drinking water. While in Bakani, respondents from 6 different villages have shared that the water source once damaged is not repaired and the households continue to suffer without being able to complain to anybody about it. Though community tap water has reached some villages of Bakani (there is no respondent in any village in Jhonthri who shared that they get water from community tap) it works only for a few minutes and in some cases hours and its number is very less as compared to the number of users of the tap.

Agriculture is highly dependent on rainfall due to absence of proper irrigation infrastructure in both the blocks. Most respondents take only 1 crop in Jhonthri and the ones who take a winter crop have to buy water from others at an average rate of Rs 100/hour. In Bakani, the scenario is quite similar. 95% of the respondents do not take the third crop and the 5% only take it in a small part of their land for household consumption. With high dependence on agriculture, this acts as a major hindrance in ensuring substantial income from agriculture. The households have shared that they need structures such as ponds, check dams and stop dams to ensure longer storage and availability of water in their villages. Water conservation is a much needed activity in the two blocks, especially in Jhonthri and despite the presence of MGNREGA since 10 years in both the blocks, it has failed to bring about a change in the lives of these people majorly due to multiple procedural and structural challenges in its implementation.

Lack of Information and Poor Response from Elected Representatives and Officials

During our study, it was very clear that lack of awareness and information is a major challenge in availing any benefit under the various government schemes and programmes in the area. The households do not get adequate and correct information from any source. The households are mostly only aware about MGNREGA and pension schemes, which they consider is helping them manage their expenses. Though they need support in improving their agricultural productivity, neither do they know whom to approach nor does anybody ever come to them to offer advice.

The households also think that high illiteracy and lack of proper access to education makes them devoid of having the capability to have all the information and question the elected

representatives or officials of the state who they are highly dependent on to get any sort of service and in many cases even their entitlement. 55% of the total respondents shared that they have never gone to the Gram Sabha or any meeting of the panchayat while out of the remaining 45%, 90% shared that they have gone only once or twice and that too to get some information or work done such as get a signature or document verified. They said that they would like to go more often, but hardly get any information about the various meetings that are held at the panchayat including the Gram Sabha. The various reasons of not attending the Gram Sabha or other meetings at the panchayat are:

- Most times they do not even get information about meetings that are held at the gram panchayat.
- Respondents think that no work happens there and no one listens to their problems and gives no solutions.
- Many respondents shared that they prefer to work and earn their wage for the day instead of go where they are hardly given any chance to speak and only influential and powerful people of the village get their work done.

“The way you have sat and talked to us and listened to our problems, no one else has ever come and done it.”

- Respondent, Charwara, Jhonthri

From the responses of the households it can be clearly seen how they have lost hope on the most significant constitutional institution that could have empowered them and given solutions to all their problems. Also, since the sample consisted of the poor and vulnerable of the society in the two blocks, it is very much evident that they are very helpless and feel they have no social security (especially the senior citizens, women headed and differently-abled headed households who in 46% of the cases in the study have shared issues about getting their pension which is a source of the only income for some of these households) due to lack of support from such an important institution.

Electricity

Electricity is one of the most essential necessities to ensure better living standards and increased productivity. For the sample of this study, it can be seen that 70% of the households in Jhonthri and 40% in Bakani did not have electricity connection and they continue to live in darkness with support of solar and kerosene lamps. 30% from this 40% in Bakani take electricity from others who have an electric connection.

Issues with Bank as a Mode of Payment

The respondents of the study see the importance of getting paid through banks because it helps them in getting full payment under various schemes such as MGNREGA, Social Security assistance pensions, without any corruption but they face challenges in completely being benefitted from this mode of payment. For many villages in both blocks, the bank branch is very far away and it means spending an entire day only on getting work done at the bank. This for a daily wage earner is a major issue. For senior citizens and differently-abled to get pension from bank is almost impossible unless they have someone to support them. In villages, where the Business Correspondent (BC) comes there is much lesser issue but in all other villages distance becomes a hindrance in getting their payments. The business correspondent has also been found taking a commission of Rs 10-20 for every Rs 1000 that he takes out for the respondent and also does not issue any receipt to them. Due to financial illiteracy, many times the business correspondent has complete information about the password of the ATMs of the households.

The households shared that it would be very useful, if they received a message on their phones when any money was credited to their account as this would relieve them of travelling to the bank multiple times to enquire about their payments. The households would also like that pass-books are updated timely so that they can get to know what payment is being received when and under what entitlement.

Other challenges faced by the villagers include issues in getting timely payments of the toilets constructed by them and issues with the Public Distribution system in terms of amount of grains/oil being insufficient, not getting all that they are entitled for and barriers in getting ration on time. These challenges of any area need to be understood before planning for any intervention by the state.

3.3. STATUS OF MGNREGA- COMMUNITY ASSETS

MGNREGA gives emphasis on employment generation and building of community assets that would help in the overall development of the village and ensure better livelihood opportunities to the villagers. MGNREGA is being implemented in Bakani and Jhonthri since the last 10 years. We have looked at the implementation of MGNREGA in the two blocks of the study to understand its impact and bring forth the challenges in implementation, which have hindered its progress.

MGNREGA is the one support from the government that each and every respondent in the study has acknowledged. It is clearly visible that MGNREGA is important for the households as it provides them supporting income to manage their day-to-day expenses. The assets built under the Act have also proved useful in a number of ways but have not been able to make the expected desirable change mainly due to the challenges faced in the implementation of MGNREGA.

This section describes the usefulness and necessity of MGNREGA in the area of the study while discussing in detail the various issues in implementation as seen during the study.

3.3.1 JHONTHRI

In Jhonthri more than 90% of the population is tribal who derive their livelihood from agriculture and allied activities. However, agriculture in Jhonthri is mostly subsistence and is seasonal in nature which forces the workers in the village to migrate to Gujarat and near by cities in search of livelihood opportunities. Hence MGNREGA plays a very significant role in providing employment opportunities to the workers with in their Gram Panchayat/village that results in creation of sustainable and productive community as well as individual assets at the village level.

Absence of adequate infrastructure is one of the major causes of low level of development in rural areas. Construction of basic infrastructure facilities through community works under MGNREGA has resulted in an overall development of rural areas. Community

“The road built under MGNREGA has helped our children in going to school in rainy season”.

-Respondent from Dol Kujela

assets created under MGNREGA are aimed at water conservation and harvesting, rural

connectivity, land development, rejuvenation of traditional water bodies etc. which helps in the livelihood enhancement of people living in the village. Different types of assets have been created by community work under MGNREGA in Jhonthri e.g. farm field bunding, roads, check dam, bridge, pond deepening and land filling. Infrastructures like Check Dams have improved water conservation for irrigation and roads have improved the connectivity of the village and made travelling easier for the residents in rainy season. Overall the assets created by community works have positively impacted the development of the village and have substantiated other livelihood generation activities in the village. The households working under MGNREGA recognize that wages from MGNREGA helps them in meeting their household expenses.



Road constructed under MGNREGA in Jhonthri block.

However, during our study, we found that even though the assets created and wages paid under MGNREGA are beneficial to the households, there are several issues associated with sustainability of assets, process, planning and monitoring of works under MGNREGA and thus there is a huge scope for improvement in overall implementation of MGNREGA.

Lack of Awareness Generation Activities

More than 90% of the respondent in the study said that there has been almost no awareness generation activity organized ever in their villages to make them aware about their rights and entitlements under MGNREGA. In most of the villages the mates have also recognized that

“If they (Stakeholders’) will make us aware about our rights and entitlements under MGNREGA, all of their secrets will be out”.

-A women respondent in “Maal”

no awareness drive is organized in the villages and thus most of the workers under MGNREGA are not able to negotiate for their rights and entitlements. Every respondent in the study shared that they have never heard about any *Rojgar Diwas* and no such special day is celebrated at their panchayat.

Lack of Information about Application Process for making a Demand

"If work under MGNREGA will be provided continuously, people would be able to plan their agricultural activities as well as migration in an efficient manner".

-Respondent from Sansaarpur

Most of the respondents in the study were not aware of the fact that they can make the application by themselves to demand for work under MGNREGA and not necessarily the stakeholders like Mate, Ward Member, Gram Sewak or Sarpanch have to make application on their behalf. The workers apply for work only when they are intimated from the Gram

Panchayat that the work is now available in the panchayat/village. Most of the workers make application in a group for demanding work under MGNREGA and mostly are not aware that they can demand for work individually. The respondents shared that if sometimes they apply for work individually, their application is not considered and their name doesn't appear in the muster roll. Every respondent in the sample shared that they have never been given receipt for applications made under MGNREGA. A considerable number of households also said that they are not aware of the process of making application under MGNREGA and that they can ask for a receipt for the application made by them. The workers were not aware that they can demand for work under MGNREGA throughout the year and not only when it is made available by the Panchayat. The respondents believed that it's a rule in MGNREGA that work would be available only during specific months of the year. In Jhonthri work under MGNREGA is available mostly in the months of January, February, April, May, June and October²¹ in a scattered manner. The perception of the households and other stakeholders such as Sarpanch, Gram Sewak etc., to the seasonal availability of MGNREGA work in Jhonthri is that in the left over months the workers are engaged in cultivation. However, during the study, we found this claim to be not completely true because a considerable number of households in Jhonthri are landless²² as well as a considerable number of households don't engage in cultivation due to scarcity of water for irrigation and are willing

²¹ Based on response given by respondents as well as data available on MIS of MGNREGA on Employment provided pattern.

²² The data for landless families in Jonthari is available on WWW.NREGA.NIC.IN

to work under MGNREGA during cultivation season. Respondents from villages like Chauki (G.P.- Maal), Bedsa, Dholka (G.P.- Sansaarpur), Dol Kujela (G.P.- Surata), Jhonthri (G.P.- Jhonthri) shared that no community works have been started in the current financial year 2016-17.

Violation of Rights and Entitlements under MGNREGA

The respondents in our study shared that there have been many instances when they have demanded for work under MGNREGA and were not provided work within 15 days of the application. More than 20% respondents in the study shared the fact that they have to demand for work under MGNREGA for 2-3 times consecutively and then only their name appears in the muster roll and also all of the workers who have demanded for work under MGNREGA are not provided work at the same time. None of the respondents in Jhonthri have ever heard about unemployment compensation and were not aware that they are entitled for unemployment allowance if they are not given work within 15 days of demand. The stakeholders like Gram Sewak and mate along with quite a few households shared that one of the important reasons of non-payment of unemployment compensation is that the households are not provided receipt for their application.

More than 50% of respondents in Jhonthri shared that, most of the times their Job Cards are kept by the Panchayat and the Panchayat does not return it to the workers even when they ask for it. Every respondent in the study shared that no entries are made in their job card by the panchayat on employment provided and wages paid. During the field visit for the study the Job cards where ever available were physically checked by the field investigators and the FI's reiterated the fact that no entry has been made in the respondent's job card regarding employment and wages since 4-5 years. This is a violation of the rights of workers²³ and disables them from keeping track of the total number of days of employment given to them and the wages given for it. Few households made the allegations that if anyone argues or negotiates with the stakeholders for their entitlements and rights under MGNREGA their name doesn't appear in the next muster roll.

Around 70% of the respondents shared that in deciding community assets to be created in their village their suggestion is taken and the decision is taken in an inclusive and just manner

²³ As per Section 25 of MGNREGA 2005 Act.

through ward sabha. However, about 30% of the respondents said that in deciding community works to be undertaken in their village they are not consulted by the stakeholders. Most of these respondents were from the most remotely located villages of Jhonthri viz. Bhilwa Panchela, Bedsa, Gandhwan, Pagara, Padli Virsingh, Gada Vateshwar, Renta, Sansaarpur and Ladsor.

Issues faced at the Work Site

The situation at worksites under MGNREGA is also quite dismal. The women respondents complained that there is no facility of crèche at the worksite. Most of the respondents in Jhonthri said that there are no other facilities such as first aid kit available at the worksite apart from drinking water.

There are various issues that the households encounter while carrying out the work under MGNREGA. Some respondents complained that workers don't work with dedication at the worksite and this reduces the over all measurement of work and hence the wages of the other workers in the group gets reduced. A considerable number of workers said that mate marks present even for those workers who are not present at the work site. The stakeholders' like Sarpanch and Gram Sewak shared the fact that the workers have an attitudinal problem of perceiving MGNREGA works as a mere formality for getting some money.

Failure of the Group System

Though the BDO in Jhonthri has given strict instructions to implement group system but the group system in MGNREGA community works is not actively functional and workers complained that they are assigned to groups randomly with out considering their choices. However, the BDO of Jhonthri shared that he has instructed the Sarpanch and Gram Sewak that workers should be allotted groups keeping in mind their performance and preferences and thus ensuring the motto of '*Pura Kaam Pura Daam*' for the workers who work according to measurement.

Condition of Senior Citizens and Differently- Abled under MGNREGA

Some senior citizens who were getting old-age pension complained that, they are not provided work under MGNREGA by the panchayat and the reason given by the panchayat is that since they are getting old-age pension they are not eligible to work under MGNREGA. Also, the senior citizens shared that the other workers in their respective villages don't allow

the senior citizens to work in their group as it reduces their measurement of work. Some senior citizen respondents shared that their physical capacities are not taken in to account while allocating work to them and hence do not prefer to go for work under MGNREGA.

“We thought that it’s a rule under MGNREGA that senior Citizens getting old-age pension will not be provided work”.

- A senior citizen respondent in Bhilwa Panchela

Most of the differently-abled respondent in the study shared that they are made to do labor intensive work ignoring their physical limitations. This violates their dignity and adversely affects the measurement of the work that they do and hence negatively affects their wages under MGNREGA. Also every differently-abled respondent shared that the worksites of MGNREGA are not inclusive and there is no support structure available under MGNREGA to provide them work while maintaining their dignity.

Lack of Monitoring under MGNREGA

Almost every respondent in the study shared that there is a lack of monitoring of MGNREGA community works and assets created out of it. Also the stakeholders like Sarpanch, Gram Sewak said that there is a lot of pressure on them to implement other welfare schemes of government and hence they are not able to focus much on monitoring of MGNREGA works. The stakeholders as well as workers shared that they don’t get any help from CFT in monitoring of MGNREGA works and assets. No respondents from Jhonthri have ever heard about any Village Monitoring Committee. Few respondents from village like Nagariya Panchela shared that JEN along with the Sarpanch and Gram Sewak visits the MGNREGA work site fortnightly for monitoring.

Malpractices followed under MGNEGA

In villages like Maal (Gram Panchayat - Maal), Surata (Gram Panchayat - Surata), Bhilwa Panchela (Gram Panchayat - Bheelwa Panchela) and Dol Kujela (Gram Panchayat - Surata), the respondents shared that JCB machines are being used in the community works of MGNREGA. The field investigators during their visit to “Maal” found that JCB machine was being used in the construction of road under MGNREGA. The workers hire JCB machine by raising money within their group and use it for digging and leveling the land for the road to be built. The respondents said that they hire JCB for two reasons - 1. To improve measurement of their work 2. They are not able to cut hard rock with their bare hands using

simple tools. The Sarpanch in these villages recognized the fact that the terrain in their village is very hard and full of rocks, so it becomes humanly impossible for the workers to dig the land using simple tools. The workers as well Sarpanch shared that the machines are deployed at the works site during late night hours or early morning hours. The stakeholders like Sarpanch and Gram Sewak along with workers in the above mentioned villages felt that use of machine should be allowed in their village due to the terrain of the block.

Status of Employment Days and Wages

As per the Act, a worker can demand for 100 days of employment in a year. 50% of the respondents in Jhonthri shared that they do not get 100 days of employment though most of the households would like to complete a minimum of 100 days of work. There are respondents who have shared that they would like to work in MGNREGA for upto 150 days. MGNREGA is a source of important income for those households who are unable to migrate and even for women of those households whose men migrate. From Table 6, we can see that none of the villages in the sample in Jhonthri, the average number of days is 100 for 2016-17 till January 2017. The average number of days worked in 2016-17 data has been computed based on the response of each of the households in that village. In villages like Charwara, Gandhwan, Ladsor, Nagariya Panchela and Renta, the average number of employment days is less than 50 days.

The data on average wage rate in the sample villages shows that the maximum wage rate received is Rs 100. None of the respondents shared that they have ever received the minimum wage rate of Rs 181. 90% respondents shared that they have hardly ever get more than Rs 100 per day for the work done under MGNREGA. On probing about the reason for the same, respondents gave various reasons such as, they don't get to know the basis of deciding the wage rate, the measurements of the worksite are not taken physically but based on estimates and malpractices such as marking of wrong attendance lead to such a wage rate. Very few households in Jhonthri know what is the current minimum wage rate for the area. The workers also complained that the labour works for 8-9 hours at MGNREGA worksites and gets wages below Rs. 100 per day while if they work at private sources for exactly same duration of hours they are paid Rs. 200-300/day. The average wage rate data from the MIS for 2016-17 depicts a different picture. Though even as per the MIS no village has an average rate of Rs 181 for FY 2016-17 and the maximum wage rate as per the MIS is Rs 150 for Bhana Simal.

A comparison between average wage rate of FY 2013-14 and FY 2014-15 and average wage rate of FY 2015-16 and FY 2016-17 (data till February 2017) depicts that apart from 3 villages where the wage rates have increased, there is absolutely no change in the wage rate. This reflects the pre and post CFT project situation. What is surprising to see, is that data about many villages such as Ariwat (G.P.-Venja), Bheelwa Panchela (G.P.-Negala), Negala (G.P.-Negala), Gorada and Ladsor (G.P.-Gorada), Nagariya Panchela (G.P.- Nagariya Panchela), Pakhrun (G.P.- Vasuvaa) and Vaaniya Talaab (G.P.- Vaaniya Talaab) is not all available on the MIS.

Table 6: Average data from the villages of the study in Jhonthri depicting the number of days worked and wages received in FY 2016-17 till the time of the study. The table also shows wage rate for these villages as per MIS for FY 2016-17 till February 2017 and a comparison between average wage rate for the last 4 financial years starting from 2013-14.

Village	No. of days worked as per data from study (2016-17)	Average of wages received of FY 2013-14 and FY 2014-15 (from MIS)	Average of wages received of FY 2015-16 and FY 2016-17 (from MIS)	Average Wage from MIS (2016-17)	Average Wage as per data from study (2016-17)
Ariwat	75	NA	NA	NA	80
Balwaniya	55	101	122	116	85
Bedsa	67	81	103	110	99
Bera	55	108	121	138	75
Bhana Simal	50	104	104	150	100
B. Panchela	68	NA	NA	NA	92
Charwada	40	91	91	141	92
Chauki	55	98	98	117	80
Dholka	65	97	97	93	90
Dol Kujela	68	103	103	101	83
Gada Vateshwar	60	97	97	91	80
Gandhwan	48	93	93	93	81
Gara Roda	57	98	98	142	100
Gorada	56	NA	NA	NA	72
Jhonthari	59	107	107	93	71
Jura	60	91	91	109	100
Kumbela	50	88	88	146	50
Ladsor	48	NA	NA	NA	83
Maal	52	100	100	105	62
Mahudi Pal	63	98	98	121	72
Nagariya Panchela	45	92	92	97	83

Negala	56	NA	NA	NA	70
Parda Manarat	50	92	92	104	90
Padli Virsingh	50	98	98	125	60
Pagara	65	106	106	130	90
Pakhroon	67	NA	NA	NA	88
Renta	35	91	91	102	95
Sansarpur	78	98	98	88	67
Surata	74	105	105	103	75
Upur Gamiya	No work Done	NA	NA	NA	No work Done
Vaniya Talaab	93	NA	NA	NA	76
Vikasnagar	74	96	96	107	69

Another major concern related to wages is the delay in payments. The workers in Jhonthri face a lot of problem in receiving their wages and the wages get delayed up to 6 months. 47% respondents in our sample shared that they receive their wages within 2 months of completion of the muster roll, 35% complained that they receive their wages after 2-4 months of completion of muster roll and around 18% of the respondents said their wages gets delayed beyond 4 months. The delay in payment of wages adversely affects the economic decision of the households and they are forced to migrate to sustain their livelihood and to maintain food security. One of the most important issues with wage payment in Jhonthri is that the workers never come to know how much money they get for each muster roll as wages for 2-3 muster rolls comes altogether. Also to enquire whether the wages have been credited or not they have to travel to the bank which in most of the cases takes a complete day which results in loss of employment for the day, as villages are remotely located in Jhonthri.

3.3.2 BAKANI

The MGNREGA has been successful in providing employment in Bakani, which is an area where labour and employment opportunities are extremely sparse. The majority of the population in this area possess very small, fragmented land holdings that do not produce any significant surplus produce, and this also contributes to the indispensability of this Act. The community assets that are predominantly created through this Act in the Bakani block are ponds, check dams and roads (in selected villages). The ponds have proven to be beneficial to most villages that are a part of our sample as they help in water collection and storage, increase the ground water level and are a source of drinking water for animals.

From the observations of our study we have ascertained that though MGNREGA has succeeded in providing employment that aids households with their daily expenses and helped in building some community assets for use of the villagers, the sustainability and overall usefulness is questionable. All of the respondents that form a part of our sample have mentioned pond (*talai*) as one of the community assets created in their village. The ponds that have been created in the villages of Bhavpura (Gram Panchayat: Kishanpura), Bhumari (Gram Panchayat: Devnagar), Borkhedi (Gram Panchayat: Kishanpura), Gara Gaon (Gram Panchayat: Kishanpura), Deenya Kheri (Gram Panchayat: Kishanpura), Kishanpura (Gram Panchayat: Kishanpura), Sawa Khoh (Gram Panchayat: Agariya) and Shivpura (Gram Panchayat: Jheejhaniya) have been destroyed and are not in use anymore. These structures are mostly kaccha in nature and erode easily during rainfall due to their poor design. The ponds created in the villages of Punya Kheri (Gram Panchayat: Karal Gaon), Jheekariya (Gram Panchayat: Jheekariya), Lodakhera (Gram Panchayat: Mori), Pathri (Gram Panchayat: Devri) and Semlikalan (Gram Panchayat: Padliya Kulmi) have been constructed in an area where water does not collect properly thus confining the purpose of these assets solely to income generation and not as sustainable contributors to the betterment of the village. Villages such as Kotra Kunja (Gram Panchayat: Salawad) and Borkhedi (Gram Panchayat: Kishanpura) are surrounded by water and this proves to be a challenge for transportation for the villagers, especially in the monsoon. Villages such as this would benefit greatly by the construction of a bridge and these issues elucidate the necessity not only for participatory planning in consultation with the villagers on what assets need to be created but also to focus on employment generation that will simultaneously cater to the needs and challenges of the village.

Lack of Awareness Generation Activities

All of the respondents in our sample have said that no awareness generation activity such as wall painting or *nukkad natak*, pertaining to MGNREGA community works has been conducted in their village. None of them have ever heard about *rozgar diwas* and don't know the importance of the day. It is very evident from the interviews conducted under the study that the households have hardly any correct or complete information on their duties, rights and entitlements under MGNREGA.

Lack of Information about Application Process for making a Demand

Over 90% of the people in our sample demand for work under MGNREGA through the mate while working on an MGNREGA work site. Like Jhonthri, the households demand for work only when the Gram Panchayat gives information that work is available and that now demands can be made. There is very little awareness among the villagers in our sample regarding the right to demand for work all throughout the year as and when they are in need of it. Our observations from the interactions with the households are that though they demand for work under MGNREGA, there are times when their name isn't mentioned on the muster roll due to unavailability of work in all villages in a gram panchayat at any given time. Seasonality also plays a big role in demanding for work under MGNREGA. The households believe that work cannot be demanded for in the monsoon as no work is conducted at that time, with the exception of tree-planting activities, which has been mentioned by 2 respondents in 2 different villages. The officials from the Gram Panchayat, namely the Sarpanch and Gram

At the time of muster roll generation we get to know whether our name has come and we will get work or not. If the name comes well and good otherwise just sit ideal.

- Haripura, Bakani

Since we have not built a toilet in our house, Gram Sewak has told us that we will not get our name in the Muster Roll till we finish construction of the toilet.

- Punyakhedi, Bakani

Sewak also admitted to not accepting any demands for work during the monsoon season. Also, they claim that very little work happens during the time when villagers are busy with farming activities, as the demand is relatively lesser during that time. This claim is true in Bakani because, one, the villagers have their own lands to work on during this time

and second, there is availability of work on others' fields and are paid better in private labour than in MGNREGA. Work is available mostly in the months of January, February, March, May, June and sometimes in December in Bakani.

Violation of Rights and Entitlements under MGNREGA

In the event of not being given work within 15 days of submitting the demand, the worker is entitled to receive Unemployment Allowances as compensation. All of the respondents that form a part of our sample said that have never received it. Though about 1% of the sample knew what is unemployment allowance. The Panchayat Officials are of the opinion that the entitlement to it is irrelevant as there is almost no instance where there is a delay in providing work to those who demand it. This is mainly because demand for work is never made as per

the need of the household but only when they are made aware about availability of work in the panchayat. Also, the households never receive any receipt after they make a demand for work at the panchayat, leaving them helpless to ever ask for unemployment allowance.

Another grave issue is that there has been no availability of work in a few villages in our sample in the year 2016-2017 (till January 2017) due to varied reasons. Deenya Kheri (Gram Panchayat: Kishanpura) has not had any community work conducted as nobody from the village is willing to become the mate. The villages of Soori (Gram Panchayat: Kishanpura), Gara Gaon (Gram Panchayat: Kishanpura) and Bhumari (Gram Panchayat: Devnagar) have not had any community works happen for the last year, as there is very little comradery among the villagers. There are cases of the mate marking wrong attendance for those who aren't even present at the work site and this has led to a feeling of animosity among the villagers. The villagers in Lalyakheri (Gram Panchayat: Rijhon) believe that community works are not happening in their village for the last year because the OBC in their village don't allow it, as they would prefer that all of the villagers are unoccupied so they can utilize the labour on their own fields as and when required. Since the respondents in Bakani are highly dependent on labour opportunities in their village, this has led to quite a lot of discomfort in meeting ends for the households in these villages as was evident from the interviews.

Issues faced at the Work Site and Failure of the Group System

A very pertinent challenge that needs addressing at this stage is the inconsistencies in the effort put in by the workers while working on an asset. The instances of wrong attendance marked by the mate for workers that aren't present affects the wage rate of those actually present at the work site as the task to be completed remains the same but the number of labourers decrease, leading to reduced measurements of the work done while more number of villagers are paid for the work and hence adversely affecting the wage of the villagers who have genuinely worked on these sites. This has caused a downtrend in their attitude to work to the best of their abilities. To rectify this problem, the State along with the CFT is attempting to employ a group system where the workers will submit their demand applications in groups of 5-10. The muster rolls will also be generated accordingly for these groups. This will help in increasing their wage significantly and also reaffirm their faith that hard work will be rewarded accordingly. Though this idea is very efficient in theory, its execution has posed its own set of challenges. Presently, the group system has only been

employed in very select villages that have been chosen as a model to experiment the effectiveness of the concept. Also, generating muster rolls in groups of 5-10 proves to be more time consuming for the Data Entry Operators (DEOs) and hence most of the time the names in the muster roll are generated randomly without even considering the groups in which the demand has been made. This has led to continuation of work in the traditional manner without consideration of groups and hence has not been able to bring about any substantial change in the wages received by the households.

Condition of Senior Citizens and Differently- Abled under MGNREGA

Certain vulnerable groups like the Senior Citizens and Differently-Abled face many issues in getting work under MGNREGA. Senior Citizens who wish to work in MGNREGA face challenges in demanding for works and performing the task assigned to them. 13% of the senior citizen respondents in our sample claimed that they are not allowed to submit their application to demand for community works because they are receiving pension. 30% of the senior citizens in our sample said that though they are not able to do the labour intensive work, they are expected to do such work at the MGNREGA work site. They are not assigned any special, less strenuous work keeping their situation in mind. Same is the situation for differently-abled workers in Bakani.

Lack of Monitoring under MGNREGA

Like in any other scheme, there are clear guidelines in the Act to continuously monitor the work and related activities to ensure that work happens properly and the beneficiaries get maximum benefit out of it. In Bakani, it was seen that the monitoring of community work sites is done mostly by the Panchayat Officials and the government JEN/JTA. The AEN shared that the CFT has picked 18 model work sites in 9 Gram Panchayats to monitor and ensure that all rules of the Act are properly followed. But there is no information on monitoring of other work sites.

Status of Employment Days and Wages

It can be seen from Table 7, that in a few villages in Bakani 100 days of average employment days has been received. 60% of respondents in the Bakani shared that they are able to complete 100 days of labour under MGNREGA if they want. But what needs to be seen is that there are 3 villages where no work has happened in 2016-17 (till January 2017) and that

in some villages the average number of days data is very poor (27 days in Bhumari, Haripura and 29 days in Shivpura).

The data on average wage rate in the sample villages shows that the maximum wage rate received is Rs 100. None of the respondents shared that they have ever received the minimum wage rate of Rs 181. 85% respondents shared that they have hardly ever get more than Rs 100 per day for the work done under MGNREGA. Very few households in Bakani know what is the current minimum wage rate for the area. On probing they gave similar reasons to that of Jhonthri such as, they don't get to know the basis of deciding the wage rate, the measurements of the worksite are not taken physically but based on estimates and malpractices such as marking of wrong attendance lead to such a wage rate. The average wage rate data from the MIS for 2016-17 depicts a different picture. Though even as per the MIS no village has an average rate of Rs 181 for FY 2016-17 and the maximum wage rate as per the MIS is Rs 157 for Shivpura.

A comparison between average wage rate of FY 2013-14 and FY 2014-15 and average wage rate of FY 2015-16 and FY 2016-17 (data till February 2017) depicts that apart from 1 village, there has been an increase in the wage rate in all the other sample villages in Bakani.

Table 7: Average data from the villages of the study in Bakani depicting the number of days worked and wages received in FY 2016-17 till the time of the study. The table also shows wage rate for these villages as per MIS for FY 2016-17 till February 2017 and a comparison between average wage rate for the last 4 financial years starting from 2013-14.

Village	Actual Data for No. of days worked (2016-17)	Average of MIS data for wages received of FY 2013-14 and FY 2014-15	Average of MIS data for wages received of FY 2015-16 and FY 2016-17	Data for wages from MIS 2016-17	Average Wage as per the Actual Data 2016-17
Banskhedi	57	96	101	105	87
Badbad	84	90	95	102	83
Barkheda	60	76	99	110	63
Bhavpura	45	90	92	101	74
Bhumari	27	99	105	139	80
Borakhedi	52	87	80	69	70
Deenyakheri	No work	0	0	0	No Work
Devdi	52	99	117	125	74

Gadari	No work	0	137	140	No work
Garagaon	65	91	99	122	60
Haripura	27	163	93	87	65
Kheekariya	45	106	109	121	84
Kachrod	100	75	104	0	90
Kishanpura	44	67	89	97	69
Kotrakunja	84	105	117	131	90
Lalyakhedi	51	77	105	139	87
Lodakheda	71	83	94	95	76
Manpura	100	0	0	0	100
Pathari	50	87	154	154	50
Punyakheri	95	114	116	122	78
Ratanpura	50	0	103	109	73
Sawakoh	65	69	96	94	78
Semi Kalan	77	86	70	91	78
Shivpura	29	85	151	157	No Money Received
Soori	No Work	0	0	0	No Work
Thobariya Khurd	42	95	114	127	84

Delay in payments is a major problem in MGNREGA. On completion of the work, wages are to be deposited into the workers account within 15 days. 43% of the respondents in our sample said that their wages were received within 2 months of completion of work, 27% said that the wages take 2-4 months to be deposited and 22% said that their wages were delayed by over 4 months. Since the wages are deposited into their personal bank accounts, most respondents are unaware of whether their wages have been deposited into their account or not. This poses a challenge for most, especially for those respondents who live in villages that are far away from the bank. They are forced to travel long distances just to find out if their wages have been credited into their account.

3.3.3 CONCLUSION

During the study it has been observed that many of the assets created under MGNREGA have resulted in substantive additions to the resource base and infrastructure at the village level and have contributed positively in over all development of the village atleast for some sample villages. Also the study reiterates the fact that MGNREGA is capable of creating an ecosystem of resources in the village, which can tackle the migration of workers from the block, as well as help in improving the human development indicators of both the blocks.

However, MGNREGA as one of the most significant mediums of providing livelihood opportunities in both Bakani and Jhonthri faces a lot of issues, both at planning as well as implementation level. The workers in both the blocks are not completely aware of their rights and entitlements under the Act and the basic rules and regulations related to MGNREGA. There are basic issues like unawareness regarding the process of demanding work under MGNREGA as well as the rights related to demand of work and entitlements like unemployment allowance in both the blocks.

Respondents in both the blocks have emphasized on the issues related to wage payment to the workers and shared that there is a complete dearth of an efficient banking structure in most of the villages. There is complete lack of communication structure to inform the workers about crediting of MGNREGA which forces the workers from both the blocks to travel to their respective bank branches to enquire about wages.

In both the blocks most of the workers are not provided 100 days of employment and they complained that the wages paid to them are very less in comparison to what they get from the exact same hours of labour that they do at private work sites. In both the blocks the Job Cards of the workers have not been updated with latest number of days employment provided and wages paid since 3-4 years which is a violation of provision made in the Act.

The vulnerable working groups like Differently Abled persons and Senior Citizens in both the blocks have complained about MGNREGA not being inclusive and that their physical limitation is ignored by the panchayat while allocating work to them and also these groups often face discrimination from the co-workers under MGNREGA.

The prescribed monitoring structure for MGNREGA in both the blocks is not functional which results in violations of the rules in the Act, like no use of machines in MGNREGA works. Also the proper maintenance of assets created through community work is also absent as well as there was no monitoring as to whether the assets like pond or check dam are being used in the village or not.

Despite all the challenges mentioned above, this study indicates that there is a lot of scope and potential in the CFT and PRIs to work closely to present a ideal model of implementing MGNREGA. The workers along with other key stakeholders like Sarpanch and BDO

acknowledged the fact that MGNREGA is capable of tackling the migration problem in both the blocks and taking the poor workers out of poverty trap and hence providing them a decent standard of living. This study clearly indicates that the concerned higher authorities need to make targeted interventions and provide hand holding support to the local governance and administrative structure in both the blocks to implement MGNREGA in an efficient, inclusive and just manner. Finally, it is imperative that the focus from only employment generation be shifted to employment generation that also helps in creating useful and sustainable assets that contribute to the development of the village.

3.4 STATUS OF APNA KHET APNA KAAM

APNA KHET APNA KAAM (My Farm My Work) as the name suggests gives households the opportunity to work on their own land to build assets that can then be used for generating income and providing them a sustainable source of livelihoods. The advantage of the scheme is two fold, one it helps to generate employment and the other it helps in building productive and durable assets.

In this section of the report, we discuss the awareness about the scheme, the work that has happened under the scheme, its benefit to the households, the challenges in its implementation and the role played by various stakeholders in its implementation.

3.4.1 BAKANI

In order to analyze the status of implementation of *Apna Khet Apna Kaam* vis-à-vis the role of various stakeholders, an extensive discussion has been made throughout different stages of the implementation process.

Step 1: Form Filling and Submission

Awareness generation and social mobilization by conducting various awareness generation activities such as camps, street plays and wall paintings is one of the mandates laid out for the Cluster Facilitation Teams (CFTs). With respect to *Apna Khet Apna Kaam*, the CFT is responsible for spreading awareness regarding the kind of assets that can be demanded, the benefits and relevance of each of these assets to the households depending on their needs, the process of reimbursement and the maximum cost of works that can be sanctioned. The CFT in Bakani is Gramin Vikas Trust and have 3 Cluster Facilitation Teams comprising of 12 members in the Block since the first year of the project.

The findings of this study in the area of consideration indicate that though the level of coverage among the households regarding the scheme *Apna Khet Apna Kaam* is satisfactory, the quality of information received is limited and compromised due to incorrect or incomplete information relayed to them by various stakeholders involved. Also, there have been very few awareness generation activities organized regarding the scheme by the CFT.

Out of the total sample of 266 beneficiary households in block Bakani, approximately 17.6% (47 out of 266 respondents) have not filled any form for demanding individual works. It is to note here that about 37% of them belong to village Devri of Richwa Panchayat. The agricultural lands of this village have been submerged due to the construction of Dam at Kalisind River three years ago and the natives are hopelessly expecting their houses to get submerged as well within the next two years. The dismal situation of the village makes the scheme worthless for its inhabitants as it is focused towards agricultural land development. Another 17% of those who have not filled any form do not possess any land or livestock. Out of the rest, some are reluctant to apply for any work due to non-assurance of reimbursement while others have not done so due to complete lack of awareness (20% of the respondents who have not filled forms).

Out of those who have filled the form, the average number of works demanded by the respondents is 2. 15% of the sample has demanded only one work under the scheme. In case of one work demanded, it is to be noted that about 40% of them do not have any or marginal (less than 0.5 bigha) landholdings on their name and thus, they have applied only for cattle shed. Some others who have only applied for one work, have already completed working on field based activities especially farm bunding and land levelling before the initiation of the scheme and hence applied for only 1 work. Other reasons for demanding one or two works are as follows:

- Limited awareness regarding number and kind of individual works that can be demanded under the scheme
- Influence of other villagers
- Influence of the stakeholders

While in case of one work demanded, the most favoured choice is cattle shed closely followed by farm bunding. In case of two works demanded, both cattle shed and farm bunding are the most common choices. The reason behind cattle shed being most preferred in the area is the prevalence of livestock rearing practices, beneficiaries believe that it provides protection to the animals from all weather conditions, helps in maintaining hygiene and cleanliness and in turn leads to better milk yield. However, another reason behind the scenario is also the extreme impoverishment of our sample population. Majority of them lives in *kaccha* houses and so they look up to cattle shed as a way to get a permanent cemented

structure for their own use. The reason largely holds true for APL cardholders who are not entitled for a *pucca* house under Indira Awaas Yojana (IAY). In case of farm bunding, some of the beneficiaries confuse it with land levelling and pitching. Consequently, they have applied only for farm bunding among the field-based activities assuming that it includes the other two works as well.

Further, majority of the beneficiaries filled the form collectively in camps that were organised at panchayat level by CFTs in association with panchayats or in their villages by the Gram Sewak, *Rozgar Sahyak* or CFT. This has led to forms being filled under the influence of the stakeholders and of one another by the villagers irrespective of their needs. In many cases, beneficiaries responded that they have been asked by the stakeholders to go only for one or two works.

After cattle shed and farm bunding, land levelling and pitching are the most demanded works. Construction/deepening of well is another chosen of work by some of the beneficiaries. However some of them could not opt for it despite their need due to the condition that it can be opted only when 3 beneficiaries come together. The awareness and demand regarding rest of the works provided under the scheme is quite negligible.

This brings forward the concern that the demand made for individual works is not need based but is mostly dependent on various other factors. The major reason for this is that the awareness generation is not focused on making the households understand their needs and subsequent relevance of individual works but is done at the convenience of the various stakeholders responsible for spreading awareness.

The role of CFT here, specifically the Community Organizer, and the Gram Panchayat is to assist the beneficiaries in filling the form, ensuring that all necessary documents are attached with the form and that the completed and authenticated forms are sent to the Panchayat Samiti for Technical Sanctioning. The various documents that need to be attached with the form are,

- Application form
- Photocopy of Job Card
- Photocopy of Ration Card
- Photocopy of Bank Passbook

- *Jamabandhi Nakal* and *najari naksha* (Map of land drawn by beneficiary on normal paper)
- Photograph of beneficiary with their field/cattle in background
- In case of nominal share: *sahamati patra* for authorising the share in land holding by owner of the land (Father/Mother/Brother).

The process of form filling and submission comes with its own set of challenges that are faced by both beneficiaries and stakeholders. The beneficiaries find it problematic if land holdings are in the name of their late father/husband. Extremely destitute households, especially those headed by a woman, senior citizen or differently-abled need special handholding support throughout the entire process. The CFT feels that lack of human resources is a big challenge for them as one Community Organizer (CO) is deployed for four Gram Panchayats making it very difficult for him/her to visit every household in each village and ensure adequate awareness generation is imparted and proper hand holding support is given for filling the form. While it can be noted that the involvement of CFT has lightened the responsibilities of the Gram Sewak and the Sarpanch with respect to form filling, collection and submission of forms and has expedited the process to a certain extent, it has not been successful enough in spreading quality awareness that is focused on catering to the needs of the beneficiary households.

Step 2: Process of Technical Sanctioning

After being filled, the forms are subjected to technical sanction. In this context, the government Junior Technical Assistant (JTA)/ Junior Engineer NREGA (JEN) are mandated to visit the work site in order to analyse the feasibility and need of the work demanded, to explain the terms for labour and material money along with the calculation of man-days and if necessary, agriculture supervisor should also provide necessary support.²⁴ In stark contrast to the mandate, in actual, the technical estimates of the work demanded are prepared based on the model estimates using software in accordance to the size of the beneficiaries' landholdings. As these estimates are based on a set model, the

The GVT team helps us in the process of getting the forms sanctioned. We do not have much information about how to get the forms sanctioned. They take the forms to the Panchayat Samiti and get this work done.

- Sarpanch, Salawad

²⁴ क्र. एफ. 40 (35) ग्रावि/ नरेगा/ व्यक्तिगत लाभ के काम/ 2011

feasibility of the work demanded and extent of asset creation required are not taken into account. Further, these estimates are prepared by CFT Junior Technical Assistants and submitted in the Panchayat Samiti along with the other documents. The government JEN/JTAs randomly check these estimates, approve them and the Data Entry Operator generates a Technical Sanction (TS) Number²⁵.

The CFT also plays a role in ensuring that there are no delays at the Panchayat Samiti level by JTA/JEN or DEO by following up with them regularly about the status of the applications. At this stage of the process, forms are sent back only if there is any discrepancy such as incomplete beneficiary details, missing/incorrect documents, if the beneficiary has no/negligible land holdings but has applied for any of the land based activity, etc., then he/she is asked to refill the form without choosing any land development asset. As mentioned by different stakeholders, no form once applied can be rejected at this level if it fulfils the eligibility criteria of the beneficiary household. According to them, there is always at least one work that can be sanctioned. The CFT helps in rectifying any errors and re-submitting the forms though it is the work of the Gram Panchayat to ensure that the forms with errors are rectified and re-submitted.

Challenges faced by CFT at this stage are that though they have a technical assistant in their team who is equipped to make technical estimates, these estimates need to be approved by the government JTA/JEN before they can be forwarded for financial sanctioning which causes delay in further processing of the forms. The reason behind the delay is that the application consists of 20-25 pages in total and the government JTA/JEN is required to sign on every page in the application and each JTA/JEN is responsible for all MGNREGA works in 6 Gram Panchayats of the block. There are 3 JTAs and 1 JEN in the Bakani Panchayat Samiti.

The preparation of estimates based on the model method instead of a physical verification causes hindrance to effective implementation of the scheme. In the extreme cases, a household without any livestock have got cattle shed sanctioned. In addition, in a geographical area like Bakani, all land-based activities are not feasible for every land.

²⁵ As mentioned by CFT and government JEN/JTA

Step 3: Financial Sanctioning

The completed forms along with technical estimates and TS number are sent to the Zila Parishad for financial sanctioning. The Panchayat Samiti officials are responsible for coordinating with the officials at the Zila Parishad in order to ensure no delays in the processing of forms. Out of the 220 forms filled in our sample, 120 have been financially sanctioned. The average time taken for this process is four months. The remaining applications are not rejected but under process. As mentioned by different stakeholders, once technically sanctioned, no rejections happen at this level of implementation process. On an average, the applicants are now waiting for their financial sanction for about 8 months. The officials at the panchayat level have also acknowledged the severity of the problem.

Challenges at this stage mainly involve frequent changes in the form at the district level. Initially, forms were sent back to include vermi-compost as a mandated option to be chosen along with cattle shed and certain number of forms were passed accordingly. Subsequently, the mandate was changed from vermin-compost to NADEP composting as it is a more feasible and economical option. Another change that was brought was to include pictures of beneficiaries at their work site or with their livestock in case of cattle shed. The dilemma here is that no official communication has been made to the concerned stakeholders from time to time. Everything has been conveyed verbally as shared by CFT staff and technical staff at Panchayat Samiti level. Delays caused at the stage of technical sanctioning also push back the process significantly. This lack of coordination among the CFT and block and district level officials causes major hindrances in the effective implementation of *Apna Khet Apna Kaam*. It also underlines the importance of proper coordination mechanisms at the block, district and state levels in order for the scheme to function well.

Step 4: Information given to the household on Sanctioning

Once the Zila Parishad does financial sanctioning, the list of sanctions is sent to the Panchayat Samiti. The Data Entry Operator then generates a Financial Sanction (FS) number that is entered into MGNREGA MIS. This list is then distributed to various Gram Panchayats and also the CFTs. In our sample, the most commonly sanctioned individual works are cattle shed followed by farm bunding and land levelling. The information of sanctioning is given to the households by the Panchayat Officials but the beneficiaries are required to visit Gram Panchayat multiple times to enquire about the status of their applications. Also, the information about the sanction is communicated to them verbally instead of showing or

providing any official list/document. The beneficiaries are reluctant to rely on verbal correspondence and hence hesitate to begin work on their individual assets. The details regarding kind of individual works sanctioned and their cost remains an ambiguity for considerable number of beneficiaries in such a situation. This gives way to similar challenges as mentioned during the stage of form filling and submission. The role of CFT at this stage becomes extremely vital, as it is its responsibility to ensure that detailed information regarding sanctioning of the works is provided to the beneficiary households. However, based on our field observations, the initiatives taken by CFT directed towards filling the communication gap that exists between beneficiaries and the Gram Panchayat are not evident.

Step 5: Initiation of work- filling form 6 for demanding Muster roll

Once an individual work is sanctioned, the beneficiary household is supposed to demand a muster roll in order to commence with the construction work. CFT and Gram Panchayat are responsible here to assist the beneficiary households for the same. However, it should be noted here that out of the total financial sanctions in Bakani, less than one-third of the works have been started²⁶. Evidently, in our sample out of the total 120 financial sanctions, only 33 beneficiary households have started working on individual assets. One of the major reasons for this gap is the reluctance of beneficiary households to even demand a muster roll. The reasons mentioned by the beneficiaries are as follows:

- Lack of monetary funds
- Non-assurance of reimbursement
- On-going harvesting season

The first two reasons play a major role especially in case of cattle shed. According to the scheme, the payment is made after completion of work, which is quite paradoxical as our targeted beneficiaries belong to extremely destitute sections of the society. Thus, to create an individual asset under the scheme, they are first supposed to take loan at higher interest rates that can only be paid once they receive payment under the scheme. The uncertainty regarding reimbursement is evident since none of their counterparts have received the complete payment even after completely constructing the asset.

²⁶As per the data provided by the 3 Cluster Facilitation teams in the block Bakani

In case of field works like farm bunding, land levelling, pitching, etc., the third reason becomes applicable. During the on-going harvesting season, it is not possible for farmers to do any kind of fieldwork. These works can only be carried out during off-agricultural seasons, which are for about four to five months in a year (May-June and January-March). The three reasons for non-initiation of work have also been acknowledged by various stakeholders including BDO, CFT teams, elected representatives and government officials at local level.

Another important point that has been raised by the technical staff at Panchayat Samiti is that farmers generally lack interest to go for works like farm bunding due to its infeasibility in case of marginal landholdings. Farm bunding requires about 10 feet digging around the boundary of a farm. In case the land size is 1-3 bhiga, if a farmer goes for farm bunding, he/she will be left with only marginal space to do farming. Also, in an area like Bakani, where farms are close to each other due to which farm bunding done on one person's land will affect the other's farm as well. Thus, addressing these issues becomes a prerequisite to ensure large numbers of works are initiated.

Step 6: Initiation of work- Generation of Muster Rolls

Once the demand is taken from the households, it is submitted in Gram Panchayat for the signature of Gram Sewak. These forms are then to be sent to the Panchayat Samiti for generation of the muster roll by the Data Entry Operator (DEO). The DEOs are then responsible for timely generation of muster rolls. In Bakani, CFTs take these demands to DEOs at Panchayat Samiti and do continuous follow up with them to ensure timely generation of muster rolls.

However, some of the households in our sample have mentioned that despite making demands multiple times, their muster rolls have not been generated due to which they cannot start the construction of individual assets. Muster roll should be generated within 15 days of the demand and the demand should reach the DEO 7 days before the day, work is supposed to start. The challenges that stakeholders involved at this level face are as follows:

- a. According to CFTs, after submission of demands in Panchayat Samiti they do keep follow-up but despite their genuine efforts, DEOs fail to generate muster rolls on time.

- b. At the level of DEOs, there exist major logistical challenges, which include poor Internet connectivity and one server for the entire MGNREGA MIS. The delayed submission of demands also leads to delays in muster roll generation. Besides, they are extremely irritated by repetitive interventions by the CFT staff. They feel that they are not cooperative at all and unnecessarily make complaints to BDO (at Panchayat Samiti level)/ CEO (at Zila Parishad level) for delays without even consulting them.

Step 7: Status of Individual Works after initiation

After the muster roll has been generated for a particular work, technical support is to be provided to beneficiaries by CFT JTA or Government JEN/ JTAs regarding details of the work including measurements, number of labourers that can be employed, and how to construct the asset. During the progress of work, CFT personnel and panchayat officials are responsible for regular monitoring. The following table provides a brief account of numbers related to status of individual works based on the sample of 266 beneficiary households.

Table 8: Status of individual works after initiation.

Categories	Numbers
Number of beneficiary households that started work	33
Total number of works started	45*
Number of works completed	18
Cattle shed	17
Pitching work	1
Number of incomplete works	27
Farm Bunding	17
Cattle Shed	7
Land Levelling	3

Source: Field Study

Note - *An individual can opt for multiple number of works.

As delineated in the table, only 40% of the started works have been completed. It is to note here that the land-based activities together constitute about 74% of the incomplete works. None of them have been completed except in one case of pitching. The on-set of monsoon followed by harvesting season is one of the major reasons which has caused this. These works need large number of labourers and a longer period to complete subject to the size of

the land. However, there are cases (two) where households have been denied muster rolls despite their fields being vacant. Instead they have been directed to fill for demand after crop-harvest with everyone else in the village. As mentioned under step 5, the technical infeasibility of farm bunding also plays a role here.

In case of cattle shed, the allowed person-days are 39 for construction²⁷ with 3-4 labourers including 1 mason. There have been cases where household beneficiaries could not complete the construction in the given period of time, and for its completion they have to go for additional number of days and manpower, which will not be paid under *Apna Khet Apna Kaam*. Thus, due to lack of monetary funds, these works are lying incomplete. The non-assurance of reimbursement reinforces the reluctance of beneficiaries to complete cattle shed. The completion of 100 days in current financial year under MGNREGA is another reason behind incomplete works.



A Beneficiary along with the completed Cattle Shed in Bakani

There have also been certain procedural challenges, such as; the beneficiaries initiated certain works without getting information about its sanction or generation of a muster roll for the work. The pitching work that has been completed is one such example, where without getting the work sanctioned, the household completed the work and submitted the pictures and necessary documents in the Gram Panchayat as guided by the Gram Sewak. In two of the cases of completed cattle shed, similar issues came up and notably, in one of them, the whole

²⁷Based on the Focus group discussion conducted with JTAs at panchayat Samiti

process was followed up by GVT, whereas in the other, panchayat officials assured the beneficiary about the payment.



Completed Pitching work in Bakani

There also have been cases where cattle sheds of all households in a village were made on contractual basis. This happened in village Sawakhoh of Agariya Panchayat where all the material was given by a contractor and in some cases labourers were also employed by him.

The major challenges that beneficiaries have faced in completion of work include water scarcity and lack of monetary funds.

Regarding monitoring process, most of the respondents have acknowledged the presence of either the CFT, JEN or Gram Sewak at individual work sites. Complete absence of these stakeholders has also been reported in few cases. The number of work sites under *Apna Khet Apna Kaam* is very high and all stakeholders describe this as a major challenge in regular monitoring of works. The issue of limited human resources further adds to this problem. monitoring.

Step 8: Payment for individual works

For labour payment under the muster roll, the beneficiary fills the muster roll and enters the job card and bank account details of the labourers employed. The beneficiary then submits it

to the Gram Panchayat for processing. The Gram Panchayat then forwards it to the Panchayat Samiti where it is the responsibility of the DEO to generate payments after releasing Fund transfer Order (FTO). The amount of payment is dependent on the measurement of the work. In case of incomplete cattle shed where one muster roll is sufficient to complete the construction, JEN fills the measurement book (MB) and releases the due after writing 'running'²⁸. The stakeholders involved in the process are liable to pay penalty for any delays in muster roll payment.

For material payment, the beneficiaries are supposed to attach bills and photo of the completed asset and submit it in the gram panchayat. The government JTA/JEN is responsible to complete the MB and submit it to the Assistant Engineer NREGA (AEN). Based on these documents, Fund Transfer Order (FTO) is released by DEOs at Panchayat Samiti. After the release of FTO, funds are transferred to the beneficiary's account by the Zila Parishad. The government JTA/JEN have acknowledged the support of CFT JTA in making MBs. They mentioned that though the power to finalize MB lies with government JTA/JEN only, but once CFT JTA prepares MB, they just verify it and put their signature.

Out of the total 45 works started, reportedly for about five works, there has not been any release of muster roll payments. However, to note that three of them were carried out without the generation of a muster roll. Thus, it is safe to infer from the data that muster roll payments have not been an issue in case of individual works as rest of the beneficiaries received their payments on time. In addition, it is seen that the amount of wages received under individual works are higher as compared to those in case of community works. Particularly in case of cattle shed, on an average a labour is getting Rs 150/day, however, for land based activities, it is around Rs. 100/day.

The major issue lies with the payment for material that has not been made to a single beneficiary in Bakani even after months of completion of the assets. In addition, the beneficiaries face numerous challenges in getting the bills made. Firstly, they are not informed about the submission of bill prior to construction but are only informed after the completion of the asset; secondly, to get a bill from a vendor with a TIN is not possible for most of them as they get material from local suppliers and; thirdly, irrespective of the

²⁸Based on the focus group discussion conducted with JTAs at Panchayat Samiti

supplier, they are bound to get the bill made from the vendor to whom the panchayat has issued the tender, for which they are wrongly charged Rs. 2000.

Different stakeholders have shared different reasons for non-transfer of payment for material. According to BDO, the funds for the material have not been transferred from the Zila Parishad itself. At the level of CFTs, they feel helpless, as they do not hold power to pass MB. According to them, their efforts of making a MB go waste as the government JEN/JTA do not consider it, and if the government JEN/JTA make every MB by themselves, it causes a lot of delays. According to AEN, since there is one JTA/JEN per six Panchayats, it becomes impossible for them to make MBs of all the completed works on time. However, JEN/JTA acknowledged the reduction of burden with the recruitment of 3 barefoot technicians who have been deployed under them for 2 months now. The logistics challenges faced by the DEOs continue to cause delays.

The challenges faced by the beneficiaries due to non-payment are many. The chief of them is mounting debt due to the loans that they have taken on high interest rates of 3-5 per cent to build individual asset. In a scenario where their payments are not made even after months of completion of assets, their impoverishment is only bound to multiply. In addition, as mentioned above, this issue plays a major role in creating disinterest among other targeted beneficiaries towards the scheme.

Conclusion

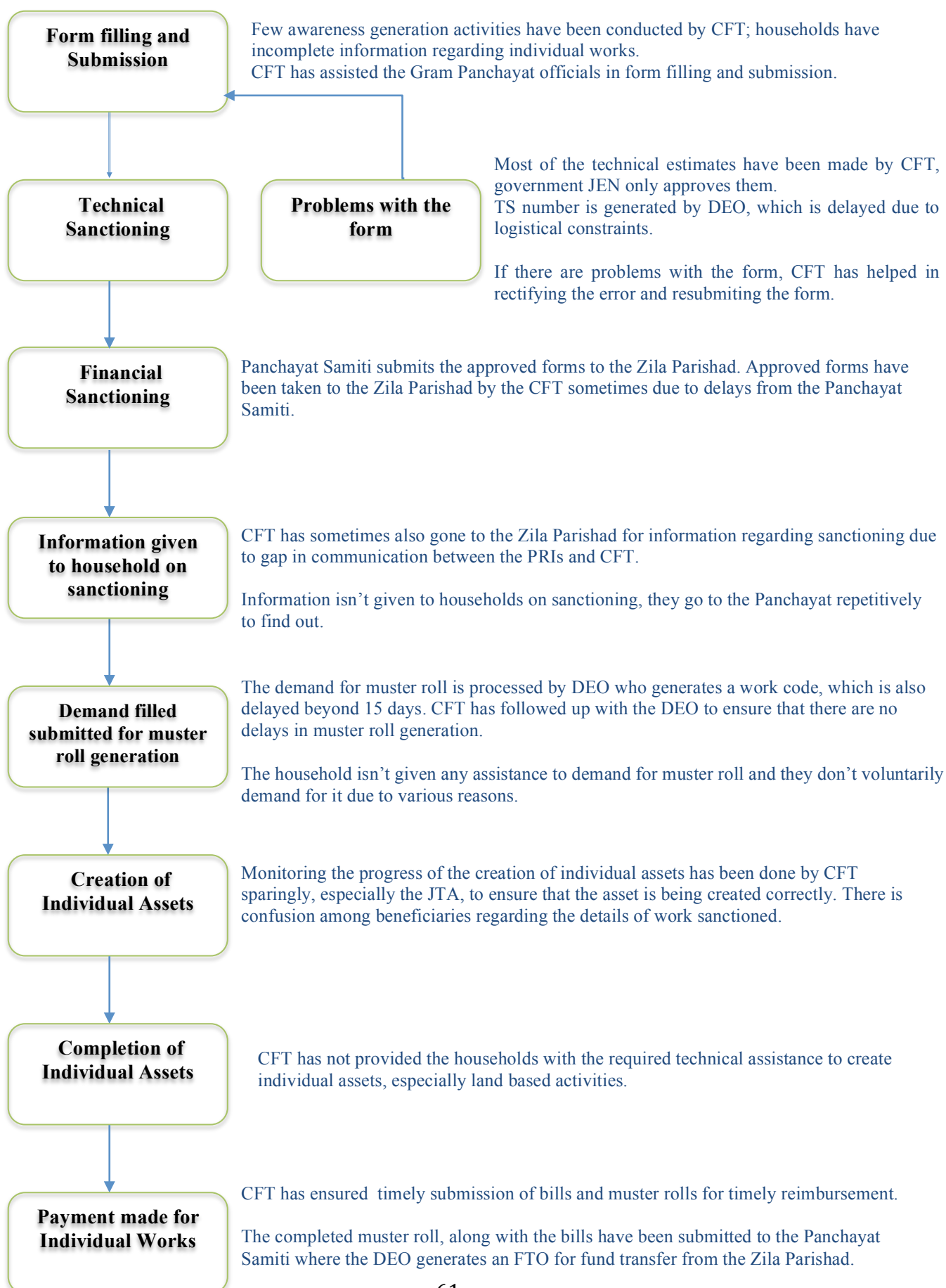
Going by the numbers of forms filled, it can be said that the awareness of the scheme has been satisfactory in the block. However, the quality of information and awareness generation remains an area of concern as the choice of works demanded in most of the cases is influenced by numerous factors other than need of the household. Further, no actual assessment regarding feasibility and extent of requirement takes place before sanctioning any individual work demanded by the beneficiaries.

Further, considering the poor economic status of the targeted beneficiaries, the status of the reimbursement rate is very disheartening. Not even one beneficiary has been given money for the materials used in the asset creation in Bakani till now. This has immensely added to the financial burden of the households. Instead of supporting them, such an asset creation has taken them further into poverty.

CFTs are playing a major role at all levels of Panchayati Raj Institutions during various stages of implementation process especially by assisting in form filling, submission and making technical estimates. They are providing handholding support to panchayat officials and technical staff at Panchayat Samiti respectively. However, their prime duty was to create awareness among beneficiaries through organizing different generation activities in which they have not been able to do much. To add here, there are certain challenges that have been persistently faced by the CFT as well. The chief of them is understaffing. There is only one community organizer per four Panchayats which makes it impossible for them to cater to every household of each village and; secondly, it has taken them considerable amount of time to develop a relationship with the panchayat officials as they were not welcomed initially.

The authorities needs to look into these issues to ensure that the scheme can be implemented as desired and bring expected benefits to all vulnerable households in the block.

Figure 12: Work done by the various stakeholders in Bakani under *Apna Khet Apna Kaam* at each step.



3.4.2 JHONTHRI

In Jhonthri, there is minimal awareness about the individual assets that can be created under *Apna Khet Apna Kaam*. The households are aware about works like land levelling, farm bunding and cattle shed, the other works like pitching, check dam and well deepening are known to very few households and there is no information about other remaining works such as horticulture and farm forestry. There has been no specific awareness generation activity that has been undertaken for *Apna Khet Apna Kaam* in the villages of Jhonthri. In two-third of respondent households information of about *Apna Khet Apna Kaam* has been given by panchayat officials, one fourth of households received information through word of mouth, and for the remaining households the source has been SHGs run by *Rajeevika* and PEDO. It is important to dwell on the fact that 21.4% of our sample have no awareness about *Apna Khet Apna Kaam* and have not heard about it ever. The most vulnerable households such as the woman headed households are the most affected having no information about the scheme. 69.9% of households (186 respondents which also constitutes 57 respondents who had no awareness) from the sample have not demanded for any work under *Apna Khet Apna Kaam*. This shows that lack of awareness is a major concern of not applying for work under the scheme. Even if some households have heard about the scheme, they have not applied for works under it due to absence of awareness about the process of application and the benefit they can get from it. It is thus important to note that dedicated awareness generation activities that focus on individual households are very necessary especially in Jhonthri where villages are sparsely populated.

Awareness generation was the primary role of the CFT under *Apna Khet Apna Kaam*, which it has failed to carry out in Jhonthri. The primary reason for this is the lack of human resources especially since Jhonthri has a very difficult terrain and is spread over in a vast area. The CFT, People's Education and Development Organization (PEDO) in Jhonthri have a staff of 10 people who are distributed into 3 clusters – Genji, Jhonthri and Karawara. The CFT has also shared that it started work in only 8 Gram Panchayats in the first year with only 1 Cluster Facilitation Team comprising of 4 staff. Since the second year i.e.: 2016-17, they have 3 CFTs with 10 staff members. The Technical staff members joined only in February 2017.

The findings in each of the process under *Apna Khet Apna Kaam* have been explained below. Figure 10 shows a snapshot of the work done by various stakeholders at each step under the scheme in Jhonthri.

Step 1: Form Filling and Submission

The number of households who have filled forms under *Apna Khet Apna Kaam* accounts for only 30% of the sample. Out of the total respondent households who have demanded for work, 56 households (70%) have demanded for only 1 work, 25% households have demanded for 2 works and only four households have demanded for 3 works under the scheme. Cattle Shed is the work demanded by most of the households. Land levelling, farm bunding, well deepening, pitching and check dam are the other works that are demanded by the household. The factor driving the choice of demanding an individual asset is not based on the need of the respondents since there is high lack of information about various kinds of work and the benefit and relevance of each to the household. The works have been demanded solely dependent on the will of multiple stakeholders like Panchayat officials, CLF, PEDO and influence of fellow villagers.

The forms have been submitted in most cases with the help of elected representatives of Panchayat and Panchayat officials. PEDO and Rajeevika have also helped in submitting the forms. In 5 cases in the sample, forms have been refilled with the help of multiple stakeholders, which clearly points to the lack of coordination among the various stakeholders. There is high asymmetry of information among the households on various documents that are to be attached with the form.

Step 2: Technical and Financial Sanction

The number of works sanctioned is abysmally low. A total of 24 works have been sanctioned. 15 land levelling, 3 cattle shed, 3 farm bunding, 2 check dam and 1 pitching work have been sanctioned. The sanctioning process has taken an average of 4-6 months after filling of the form by the respondent. In the case of cattle shed most of the respondents shared that the photo was taken 6 months back but they have not been told anything after that. None of the respondents has ever seen the sanctioned list that is to be shared by the gram panchayat with the villagers. Some respondents have been informed about sanctioned work verbally by either the Sarpanch, Ward Member, Gram Sewak or Mate.

None of the respondents in Jhonthri are aware of the process of either technical or financial sanction. The government JTA/ JEN prepare the technical estimates based on the model estimates without proper physical verification.

Mostly households do not know why their work has not been sanctioned. They have just been told by the gram panchayat that they are in waitlist and their work will be sanctioned eventually. Some other reasons shared by the household when they enquired to the panchayat why their work has not been sanctioned are: “you are not member of SHG”, “I was told that my cattle shed has been sanctioned but later it was cancelled because my brother who had constructed the cattle shed purchased material from elsewhere and not through the specified vendor” and “form of land levelling was not sanctioned and I was told that budget has been completed”.

The reasons shared by Sarpanch and Gram Sewak for works not being sanctioned include that the budget for *Apna Khet Apna Kaam* has been exhausted, submission of large number of forms with the demanded work as cattle shed has led to the imbalance of 60:40 ratio of labour is to material payment to be maintained at the panchayat level and hence many forms have been rejected and delay of submission of forms to the zila parishad by the panchayat samiti led to the crossing of the last date of receiving forms at the district. There also seems to be lack of coordination and understanding between the CFT and the gram panchayat in getting the work done under the scheme. As one Sarpanch shared that since the CFT does not take the gram panchayat into confidence before filling the forms and only brings the form to them for the signature, he does not want to entertain their request.

Step 3: Individual Works Started but Not Completed

Out of the 24 works sanctioned, 16 works have been started. Out of the 16 works started, 10 remain incomplete. These 10 works comprise of 6 land levelling works, 1 farm bunding work and 1 check dam work.

The major reasons for incompleteness of works as stated by the various stakeholders including the respondents are that the muster roll stops being generated in the middle of the work and the households do not have financial resources to complete the work at their own expense, terrain of the block requires hard labour work and it seems very difficult to complete it without machines and in the limited budget sanctioned for the work and in case of cattle shed,

the households are very poor and it seems difficult for them to buy material without prior monetary support.

Step 4: Individual Works Completed

Only 6 households have completed individual works. This includes 4 land levelling works, 1 cattle shed work and 1 pitching work. It is important to mention that only 1 household in our sample who completed land levelling on 1 bigha of land is satisfied with the work done. The other 3 households who completed land levelling are not satisfied by the work done through their labour since they feel it has not yielded the desired results. They expressed that they will have to get it done again by machines with their own money when they have it.

Step 5: Payment made for the works

A work is deemed to be complete as per the administration once all the payment has been made. As per this definition, no work has been completed in Jhonthri since no household has been paid their complete dues. This is also one more reason why many other households are not making any more demands under the scheme since they have seen that their counterparts who have completed work but have not received their complete payment. Households are paid labour components through the generated muster roll in the range Rs 100-120/day, but their material bills have not been reimbursed. Most households also have no idea about the kind of bills they need and the procedure of submission of the same.

Conclusion

There are myriad issues that are hindering the progress of the implementation of the scheme in Jhonthri. Lack of awareness about the scheme, the kind of works that one can do under it, the benefits of these works, the process of filling and submitting the forms, the process of technical and financial sanction and the process of reimbursement is clearly the biggest issue in implementation of the scheme so far. The CLF and the PRIs, due to lack of coordination and proper communication amongst each other, have not been able to generate the desired demand under the scheme. Lack of adequate human resources in both these institutions has also contributed majorly to this. PEDO had only 1 CFT to start with in a block like Jhonthri where 1. There is high ST/SC population 2. The habitations are sparsely populated.

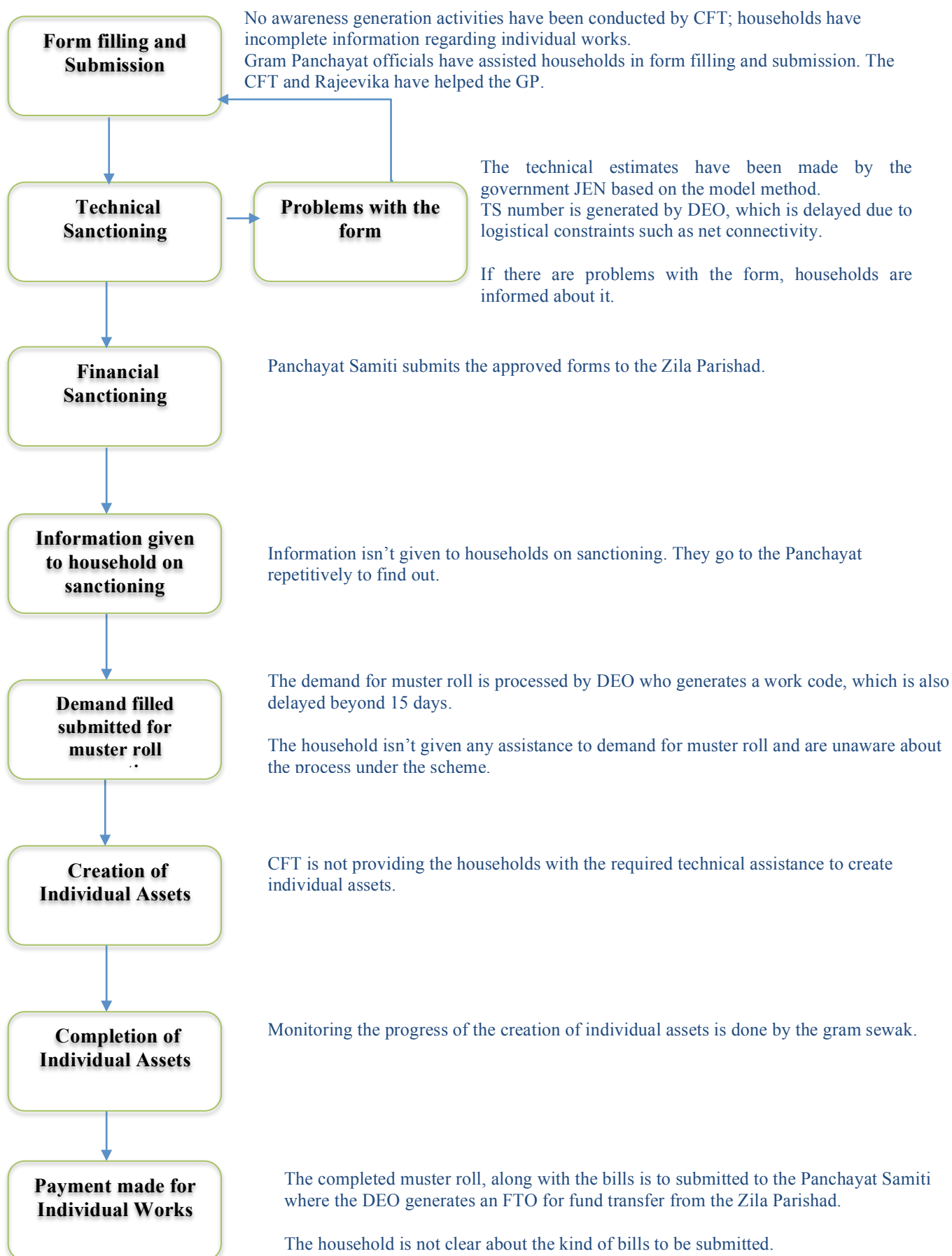
These issues need to be addressed to ensure that the vulnerable groups can get maximum benefit of the scheme.

CASELET

A successful case is that of Mariam and her husband Rakesh. Mariam is a member of SHG run by Rajeevika through which she took a loan for purchasing buffaloes. She works very hard and grows vegetables and fruits in her farm. They are aware about *Apna Khet Apna Kaam* and the works that they can do under it. PEDO and Rajeevika have both helped them in filling the application under the scheme and then completion of work under it. They have built a cattle shed and vermin-compost and are about to complete land levelling. She sells compost and milk, which has positively benefited the household in increasing their income.

Though she has completed all her work, only the labour component has been paid to her. The household is yet to be paid for the material for cattle shed. This shows that though the household has taken initiatives, the state is yet to support them by making timely payments to them.

Figure13: Work done by the various stakeholders in Jhonthri under *Apna Khet Apna Kaam* at each step.



4. CONCLUSION AND RECOMMENDATIONS

It is evident from the analysis section of the study that there is a huge difference in the performance of the two CFTs – GVT in Bakani and PEDO in Jhonthri. While GVT has managed to reach to a significant beneficiary population in Bakani, this cannot be said about PEDO in Jhonthri. The awareness about the scheme is much poorer in Jhonthri as compared to Bakani. Though quality of information shared is of concern in both the blocks. The performance of GVT in Bakani is also much better as compared to that of PEDO in Jhonthri in ensuring higher demands from the beneficiaries, getting sanctions done and also in initiation of work under the scheme.

GVT started with 3 teams of 4 members each in the first year itself while PEDO had only 1 team consisting of 4 members in the first year of implementation. All members of both the CFTs have the required qualifications to carry out their tasks. Though PEDO has taken quite a lot of time in getting their entire staff on board with their technical experts joining the team recently. It is also evident that GVT has a better rapport with the officials of the Gram Panchayat and Panchayat Samiti while PEDO has not been successful in making a good rapport in most Gram Panchayats. In Bakani, many elected representatives of the Gram Panchayats relate this scheme with the coming of the CFT project and acknowledge the contribution of the CFT, showing that GVT has added value in implementation of the scheme. Though both CFTs have not been able to fulfill the desired expectations under the scheme, we need to understand that there are many structural and administrative constraints that have played a significant role in it.

It needs to be understood that CFT is operating in a constitutional structure over which it does not have much control and as a facilitating agency to the PRIs, its role is minimal in ensuring the success of the scheme if the necessary acceptance is absent from this structure. The CFT has been put in place to fill the gaps and not to take onus of the implementation of the scheme, which is the evident case in Bakani. Hence, to ensure that the scheme as well as the Act are implemented in a better manner, the State needs to ensure that the mandates of the CFT project are communicated clearly to all other stakeholders as well as the administrative issues of these institutions are addressed at the earliest.

This section of the report discusses the recommendations of BRLF to the Government of Rajasthan to overcome the various challenges and issues detailed out in the previous section and ensure that the poor and vulnerable communities from the most backward districts of Rajasthan are able to enjoy benefits of MGNREGA and specifically the scheme *Apna Khet Apna Kaam* under it.

Specific recommendations for both *Apna Khet Apna Kaam* and MGNREGA have been elaborated below.

4.1. Recommendations for better implementation of *Apna Khet Apna Kaam*

- The first and foremost issue related with *Apna Khet Apna Kaam* is lack of complete awareness regarding the scheme both at the Gram Panchayat and the household level. The concerned authorities should organize sensitization and training workshops for the Gram Panchayat elected representative, officials and the block officials of the 15 resource blocks where *Apna Khet Apna Kaam* is being implemented to ensure that the implementing agency clearly understands the objective of the scheme. Such workshops and trainings should be held in every quarter for atleast 1 year. Cross learning among blocks through quarterly/six-monthly meetings is also a must.

For dissemination of information at the household level, a comprehensive awareness drive including organization of meetings at the ward/village level, door-to-door campaign, wall paintings, *nukkad natak*, live demonstration of some best practices in the block itself, etc. should be organized. Various stakeholder such as the panchayat, CFT and SHGs/VOs of Rajeevika should collaborate to ensure that all and correct information is disseminated about the scheme. To overcome the problem of human resources, wherever applicable, local CSOs who are well aware about the block and have a good outreach should also be involved in this process. The staff of CFT and Rajeevika can also support in locating more number of community resource persons, to ensure that individual handholding support is given to the beneficiary households.

In Jhonthri, since the villages are very remotely located and habitations are scattered, information dissemination should take place at the ward level since information at the Gram Panchayat level hardly ever reaches the households. In both blocks, individual

hand holding support needs to be given to large number of households to ensure that they can benefit from the scheme.

The information to be disseminated should definitely include, explanation of the kind of works that can be demanded and benefits of each one of them to the households, process of demanding the work, amount which will be sanctioned for each work, point of contact for the households to obtain and submit application form as well to whom they can contact for any assistance while making the application and obtaining the sanctioned amount and the detailed process of reimbursement. The rights as well as the duties of the household should be clearly spelt out in this awareness drive.

- Lack of coordination and proper communication between the PRIs and CFT has emerged as an important reason for ineffective delivery of the scheme in both the blocks. It is evident that the CFT has faced many challenges initially in both building a rapport with the officials and also in initiating the project in the block. There also seems to be confusion about the role of the CFT among the PRIs that has also rendered them incapable to follow their expected roles properly.

The authorities should send clear instructions to the PRIs highlighting the importance of the CFT and that coordinating with them to successfully implement MGNREGA is important. The roles and responsibilities of the CFT should also be clearly communicated once again to the PRIs. Emphasis should also be laid on establishing block and district level coordination committees under the CFT project.

- There also seems to be a lack in implementing the scheme properly by the CFT. The CFT should have deployed human resources timely and should have ensured that its employees are well aware about their roles and responsibilities under the scheme.

The authorities should issue instructions on timelines with respect to each and every step under *Apna Khet Apna Kaam* while simultaneously defining the responsibility of each stakeholder clearly.

- It is evident that no gathering of information about households or resource mapping has been carried out in the blocks by either the panchayat or the CFT. Due to this, construction of assets has taken place irrespective of the need of the household.

The CFT should take lead on this and along with the gram panchayat and SHGs should immediately undertake mapping of resources within each village for each beneficiary household. The local CSOs can also be contacted for support where applicable. If this seems difficult at this stage of the project, the JEN/JTA of the government as well as CFT should ensure that they go to the field/house of the beneficiary before preparing the technical estimate.

- There is a huge shortage of necessary human resources at the Panchayat that slows down the process of implementation of any scheme. Necessary steps to improve the administrative efficiency of the PRIs should be taken up immediately which includes specific steps like hiring of human resources such as Gram Sewak and *Rozgar Sahyak* such that there is one such person per gram panchayat.
- The district authorities should organize joint review meetings with CFT, Panchayat and other concerned stakeholders for monitoring the progress of *Apna Khet Apna Kaam*. This will give each stakeholder a platform to voice their grievances, which can then be subsequently addressed with the help of the state and district officials.
- There has been a huge delay in sanctioning of material cost under *Apna Khet Apna Kaam* in both Jhonthri and Bakani that has demotivated the households from working under the scheme. The reimbursement process of material cost should be expedited and the state should intervene to ensure that henceforth all payments for the material are made on time to: one reduce the burden on the households and second reduce unwanted bad publicity of the scheme.

Also most of the households in Jhonthri as well as Bakani who have either initiated work or whose work has been sanctioned, requested that they need some prior financial assistance especially for purchasing the material. The authorities can consider releasing some component of the material payment on sanction to the

household. Alternatively, the SHGs should educate the beneficiaries that they can take loan from the institutions for getting such work done instead of going to private moneylenders.

- Water resource development works like micro irrigation and other water conservation work listed under *Apna Khet Apna Kaam* should be expedited to solve the water scarcity in Jhonthri. Similarly, in Bakani works like drainage construction and check dam should be expedited under MGNREGA to tackle the flooding problem in villages where required.
- In Jhonthri all of the households who have done land-leveling work under *Apna Khet Apna Kaam* demanded that they need fertile soil to fill the leveled land to increase the productivity of the land. Instructions should be issued to the Panchayat to inform the beneficiary households demanding land-leveling work about the provision of such a work, “improving fertility of land by shifting soil from ponds or percolation tanks to fields” already under the scheme.
- An important point to concentrate on in the process of *Apna Khet Apna Kaam* is that the generation of muster roll does not happen till the Financial Sanction has been received from the Zila Parishad. Since *Apna Khet Apna Kaam* is a scheme within the gambit of MGNREGA, it should be highlighted that this defeats the concept of getting work as and when demanded based on one’s right to work. The process of the scheme should allow generation of muster roll once the technical estimates have been prepared by the JEN/JTA. There should be no delay if muster rolls are generated before the financial acceptance from the Zila Parishad.

Another important point to be noted is that the formula being used for sanctioning the number of individual works (Number of Job cards*100/ average days of employment given in that Gram Panchayat)²⁹ is acting against the idea of employment generation as per the need of the households. This formula should be done away with and the scheme should be demand based and not supply driven.

²⁹ क्र. एफ. 40 (35) ग्रावि/ नरेगा/ व्यक्तिगत लाभ के काम/ 2011

- To mitigate many of these challenges, the Government of Rajasthan has already taken a major step by making the Cluster Level Federations (CLFs) have a PIA for SHG households under *Apna Khet Apna Kaam*. We would like to bring forth important points in view of this step that we feel render this intervention as unsustainable.

First and foremost, though the SHG movement by Rajeevika is almost four years old but what is seen is that the coverage of households through SHGs in Bakani and Jhonthri is 44% and 18% respectively in our sample. This clearly shows that CLF will only be able to cater to a minimal number of beneficiaries at this point in the two blocks, especially in Jhonthri. Also what needs to be seen is the strength of these institutions to carry out a major project like this. During our interactions with the households who are currently part of the SHG, what was seen is that very few respondents really understood the importance of an institution like SHG apart from just seeing it as a medium to give them financial support. It is important to reflect on this because a SHG is the basic institution of the CLF. The CLF being only 1 year old, its board of members are still comprehending their roles and responsibilities and trying to become independent.

Another important point that needs to be noted is that there have already been cases of clashes between the staff deployed by CLF and the PRIs in both the blocks. The cooperation from the PRIs is of utmost importance to the CLF. We are already seeing the effect of non-cooperation of PRIs with the CFT. It is quite possible that the CLF might find itself in the same situation eventually.

Though the Rajeevika staff in both the blocks has been trying its best to push the CLF to work as an independent agency, but we think it is still pre-mature to make CLF an implementing agency. The concentration right now should be on building capacities of this institutional structure and ensure that it plays an active role in pushing the Gram Panchayat and Panchayat samiti to render their duties diligently.

4.2. Recommendations for better implementation of MGNREGA

- The CFT and Panchayat should engage in a comprehensive awareness drive in all the villages of Bakani and Jhonthri making the workers aware about their various rights

and entitlements under MGNREGA as well as explaining basic rules and regulations related to demanding work. The campaign should also highlight the importance of MGNREGA in the lives of the villagers and its importance at the village level.

The awareness campaign should be interactive and not only through verbal medium. Videos related to MGNREGA can be shown during gram sabha as well as *nukkad nataks* can be organized for the same. This campaign just like that under *Apna Khet Apna Kaam* be taken up at the ward/village level.

- Necessary guidelines should be issued to the panchayat to provide receipt to the workers on demand of work and also to provide employment within 15 days of demand as well as payment of unemployment allowance in the event of work not being provided. CFT should be mandated to keep a track on payment of unemployment allowance.
- The panchayat should be instructed to provide work to the eligible households when they demand it even if a small number of worker's demand work during a particular time of the year and not only when it is convenient to the gram panchayat.
- The Panchayat and CFT should be instructed to establish an efficient mechanism with help of concerned banks to inform the beneficiary households regarding crediting of wages of MGNREGA clearly mentioning the amount of money being paid for each muster roll. Another important fact that the households as well as the stakeholders have recognized that there should be some banking literacy imparted to the households to make them capable of utilizing banking services in an inclusive and just manner. The block administration should be directed to organize banking literacy campaigns in association with concerned banks of the area to make the masses aware of the banking mechanism.
- The concerned stakeholders should be issued strict instructions to fill the Job cards of the workers who have worked under MGNREGA with the number of days worked as well as wages paid.

- The panchayat should be urged to provide necessary facilities like Crèche, drinking water and first aid kit at MGNREGA worksite. The CFT should be instructed to visit the worksites and ensure that these facilities are available at the worksites.
- Immediate instruction should be issued to the concerned stakeholders to make sure that vulnerable groups of workers like senior citizens and differently abled person are allocated work according to their physical capabilities and strong action should be taken where these provisions are violated. The senior citizens and differently abled persons should be provided work in the nearest work site from their habitation.
- The Panchayat as well as CFT in both Jhonthri and Bakani should be instructed to organize *Rozgar Diwas* regularly and inform the workers about the organization and importance of *Rozgar Diwas*.
- Necessary interventions should be made to strengthen the concept of group system to ensure that maximum wage rate may be attained for the workers who work with dedication under the scheme. It will organically change the attitude of workers towards MGNREGA works and will motivate them to work accordingly and will ensure the motto of 'Pura Kaam Pura Daam' of MGNREGA.

ANNEXURE 1

List of Sample Gram Panchayats and Villages in Bakani

S.No.	Village	Gram Panchayat
1	Sawa Khoh	Agariya
2	Barbar	Barbar
3	Barkheda Kalan	Barkhera Kalan
4	Bhumari	Dev Nagar
5	Gadari	Devri
6	Pathri	Devri
7	Haripura	Gurad Khera
8	Shivpura	Jheejaniya
9	Jheekariya	Jheekariya
10	Ratanpura	Jheekariya
11	Punya Kheri	Karal Gaon
12	Banskheri	Kheriya
13	Bhavpura	Kishanpura
14	Borkheri	Kishanpura
15	Deenya Kheri	Kishanpura
16	Gara Gaon	Kishanpura
17	Kishanpura	Kishanpura
18	Soori	Kishanpura
19	Loda Khera	Mori
20	Manpura	Padliya Kulmi
21	Semlikalan	Padliya Kulmi
22	Devri	Richwa
23	Laylakhedi	Reejhon
24	Khachrod	Rempla
25	Kotra Kunja	Salawad
26	Thobadiya Khurd	Thobadiya Khurd

ANNEXURE 2

List of Sample Gram Panchayats and Villages in Jhonthri

S.No	Village	Gram Panchayat
1	Gandhawa	Gandhawa
2	Gandwa fala vaniya Talaab	Gandhawa
3	Dal Kujela	Surata
4	Surata	Surata
5	Nagariya Panchela	Nagariya Panchela
6	Gada Vateshwar	Nagariya Panchela
7	Chauki	Maal
8	Maal	Maal
9	Dholka	Sansaarpur
10	Sanasaarpur	Sansaarpur
11	Bera	Beda
12	Pagara	Beda
13	Vedsa	Bedsa
14	Jhonthri	Jhontri
15	Ariwat	Venja
16	Kumela	Venja
17	Jura	Renta
18	Renta	Renta
19	Vikasnagar	Vikasnagar
20	Balwaniya	Charwara
21	Charwara	Charwara
22	Pakhroon	Vasuva
23	Upar Gamiya	Vasuva
24	Bhana Seemal	Karawara
25	Parda Manarat	Karawara
26	Mahudi Pal	Mahudi
27	Gara Roda	Padli Gujreshwar
28	Padli Virsingh	Padli Gujreshwar
29	Bheelwa Panchela	Negala
30	Negala	Negala
31	Gorada	Gorada
32	Ladsor	Gorada

ANNEXURE 3

INTERVIEW TOOL FOR BENEFICIARY HOUSEHOLDS

1. INFORMATION OF THE HOUSEHOLD:

- a) Name of the Interviewee(s):
- b) Village and Gram Panchayat:
- c) Number of members in the household:
- d) About the members – age, education, occupation etc.:
- e) Social category:
- f) APL/BPL?
- g) Do you have a Bhamashah card?
- h) Do you have an APL/ BPL card?
- i) Land holding (in acres):
- j) Sources of income:
- k) Annual Income (approx.):
- l) Have you ever gone to a Gram Sabha?
- m) If yes to j), why did you go?
- n) What happens in the Gram Sabhas?
- o) If no to j), why not?

2. INFORMATION ON SHG, VO AND CLUSTER LEVEL FEDERATION (CLF):

- a) Are you part of any SHG? / Is anybody in your house part of an SHG?
- b) Name of the SHG:
- c) How many members are there in the SHG that you/your family member is a part of?
 - a) When was it formed?
 - b) Who formed the SHG?
 - c) Who are the members of the SHG – social category?
 - d) How many times does the SHG meet in a month?
 - e) What happens in these meetings?
 - f) What role do you play in the SHG?
 - g) Is the influence of the President/Vice President imposing?
 - h) Have you taken a loan from your SHG?

- i) If yes to f), for what purpose did you take the loan?
 - j) How long did it take for the loan to be sanctioned?
 - k) How much of the loan amount have you returned? /Any difficulty in returning the loan?
 - l) Have you benefitted from the loan? If yes, how? If no, why not?
 - m) What is the name of the Gram Sangathan your SHG is a part of?
 - n) How frequently does the Gram Sangathan meet in a month?
 - o) What do you discuss in a Gram Sangathan meeting?
 - p) Are you aware about the CLF your Gram Sangathan is a part of?
 - q) If yes to l), what is its name, when was it formed and how many members are there in it?
 - r) What happens in the meetings of the CLF?
 - s) What according to you/members of your SHG is the benefit of these institutions in your life? / Do you know anybody part of your SHG or other SHGs' who have benefitted?
3. What according to you are the major challenges pertaining to livelihoods (income generation) in your area?
 4. What according to you are the possible solutions for the same?
 5. Are any of these solutions being implemented in your village?
 6. If yes to Q 5, who is implementing them and is any government scheme/program present for it?
 7. If yes to Q 6, what are these and what support has been offered by the government schemes and program and NGOs to make these solutions successful?
 8. Have you heard about MGNREGA? What do you know about it?
 9. Since when is work under MGNREGA available in your village?
 10. Currently, is there any work happening in MGNREGA in your village?
 11. What work is happening or has happened in your village under MGNREGA?
 12. Are there any changes in work availability, type of work and payment patterns under MGNREGA in the last 2 years?
 13. If yes to Q 13, please explain what changes have you seen?
 14. Have you or any member of your family worked under MGNREGA?
 15. For how many days did you work?
 16. What work have you done under it?

17. What according to you is the role of MGNREGA in ensuring solutions to the livelihood problems in your area?
18. Do you think MGNREGA can help in creating individual assets?
19. If yes to Q 18, what are the possible individual assets that you think can be created under it?
20. Please also share other ways of creating these assets other than MGNREGA.
21. Are you aware about Apna Khet Apna Kaam under MGNREGA?
22. If yes to Q 21, who told you about it and share how it can benefit your family?
23. If yes to Q 21, have you demanded for work under it?
24. If yes to Q 21, what work and why?
25. If yes to Q 21, who helped you demand for this work?
26. If yes to Q 21, did he/she take any payment for this?
27. If yes to Q 23, has the work been sanctioned?
28. If no to Q 27, why not?
29. If yes to Q 27,
 - a) How did you get to know that the work has been sanctioned? Who told you about it?
 - b) What is the work that has been sanctioned?
 - c) What is the cost of the work that has been sanctioned?
 - d) Why were other works not sanctioned?
 - e) Why did you demand for this particular work?
 - f) What requirement of your family does it fulfill? How will it help in increasing your income?
 - g) Were you asked for your requirements before deciding on what work is to be done or did the authorities decide it?
 - h) Are you aware about the process for getting the work sanctioned?
 - i) If yes to i), please describe it?
 - j) Was this process followed before your work was sanctioned? / Did someone come for taking measurements of your field and look at the location of where the work has to be done?
 - k) Who told you about this process?
 - l) Are you aware about CFT (GVT/PEDO) / Yojana Sakhi and CTA working in your area?
 - m) If yes to m), have you met them? How many times and what was the last time?

- n) What kind of support did you receive from the CFT (GVT/PEDO) / Cluster Technical Team (CTT) in the process of getting the work sanctioned?
- o) What did they tell you?
- p) Did you ask for any support from them?
- q) If yes to Q q), what did you ask and where they able to provide you that support?
- r) Who supported you in this process? (CFT or CTT)?
- s) When was the work sanctioned?
- t) Has the work been completed?
- u) If yes to u),
 - i. How much time did it take to complete the work?
 - ii. How many people were engaged in this work?
 - iii. What were the challenges in completing the work?
 - iv. Have you received payment of the work?
 - v. What was the mode of payment?
 - vi. What according to you is the most convenient mode of payment for you?
 - vii. If no to Q iv), by how much time was it delayed?
 - viii. If no to Q iv), why not? Did you contact anyone regarding this, what did they say?
 - ix. Has the work helped in your income generation in any way?
 - x. If yes to vii), can you please explain how?
 - xi. Do you think this asset will be of use to you for a long period?
 - xii. What external support according to you is needed to make this asset last long for your use and from whom?
 - xiii. If yes to Q x), have you approached any one to provide you this support or has anyone come to offer you this support?
 - xiv. If yes to Q xi), please elaborate what happened and what support did you get?
 - xv. Did you implement what they said and was it of any use to you?
 - xvi. If yes to Q xiii), what were the bottlenecks in the implementation?
 - xvii. How have you resolved them or are you still facing them?
- v) If no to Q u), have you started the work?
- w) If no to Q u), why not? What have been the challenges in starting the work?

30. If no to Q 24,

- a) Why has the work not been sanctioned?
- b) Did you ask any authority (Sarpanch, Gram Sevak, GVT etc.) about why the work has not been sanctioned?
- c) What is the work that you applied for?
- d) What is the cost of that work?
- e) Why did you demand for this particular work? How will it help in increasing your income?
- f) What happened after you submitted your application?
- g) Are you aware about the process for getting the work sanctioned?
- h) If yes to g), please describe it?
- i) Who told you about this process?
- j) Are you aware about CFT (GVT/PEDO) / Yojana Sakhi and CTA working in your area?
- k) If yes to j), have you met them? How many times and what was the last time?
- l) What kind of support did you receive from the CFT (GVT/PEDO) / Cluster Technical Team (CTT) in the process in applying for the work?
- m) What did they tell you?
- n) Did you ask for any support from them?
- o) If yes, what did you ask and where they able to provide you that support?
- p) Who supported you – CFT or CTT members?

31. How many members of your SHG have been sanctioned individual works under MGNREGA (Apna Khet Apna Kaam)?

32. Any changes that you would like to see in the process of sanctioning individual work under MGNREGA?

ANNEXURE 4

INTERVIEW TOOL FOR GRAM PANCHAYAT ELECTED MEMBERS

1. Name of the Respondent:
2. Village:
3. Gram Panchayat:
4. Block:
5. Social Category:
6. Social profile of the village (social categories, occupations available, economic situation):
7. Since when are you being elected in the panchayat?
8. How many elected members in your panchayat?
9. How many times does the panchayat meet in a year?
10. Please share what is the agenda for discussion in these meetings? (If willing ask about the proceedings of the last/any other meeting)
11. What are the challenges in accessing income generating opportunities in your Gram Panchayat?
12. Has the panchayat undertaken any steps to overcome these challenges?
13. If yes to Q 12, what are these steps?
14. Which government schemes and programmes are being implemented in the Gram Panchayat?
15. Do you think these schemes and programmes together can help in providing better livelihood opportunities to the villagers?
16. If yes to Q 15, please site some such examples from your gram panchayat where these schemes/programmes are converging to ensure better livelihood opportunities to the people.
17. If no to Q 15, why are schemes and programmes not able to converge to benefit the beneficiary households?
18. What are the challenges and issues in achieving convergence between different schemes and programmes?
19. What can be done to overcome these challenges?
20. Are you aware about the MGNREGA programme of the government?
21. If yes to Q 20, please tell us about the programme.
22. What is the role of a GP in ensuring successful implementation of MGNREGA?

23. How do you think MGNREGA has been beneficial to the villagers?
24. Please share some examples of how MGNREGA helped villagers in your GP in increasing their income?
25. What according to you are the challenges in implementation of MGNREGA in your area?
26. Please suggest some possible solutions to overcome these challenges?
27. How are budget allocations made for works in MGNREGA and who makes these allocations?
28. Are there any changes in work availability, type of work and payment patterns under MGNREGA in the last few years?
29. If yes to Q 28, please explain what changes have you seen?
30. If yes to Q 28, please explain if there has been anything significantly different since last 2 years.
31. Do you know about Category B/ Apna Khet Apna Kaam works under MGNREGA?
32. If yes to Q 31, please share what you know about it?
33. How many individual works have been sanctioned by your Gram Panchayat under Category B works in last 1 year?
34. What is the process of applying and sanctioning a work?
35. How many sanctioned individual works have been completed in the last 1 year?
36. Has there been any change in the number of individual works sanctioned in the last 2 years as compared to the 2 years before the launch of CFT?
37. If yes to Q 36, please elaborate what change has been visible?
38. What are the kinds of individual works demanded by the people?
39. Are people aware of what to demand and the importance of that work in their livelihoods?
40. What according to you is the basis of demanding work by the people?
41. Are all works demanded by the villagers sanctioned by the Panchayat Samiti or is there a basis on which works are sanctioned?
42. How is the budget allocated to different types of individual works under Category B?
43. What are the major hurdles in sanctioning an individual work?
44. How have you tried to overcome these?
45. What are the challenges in completing the work?
46. How have you tried to overcome these challenges?
47. Are you aware about the CFT project?
48. If yes to Q 47, please share the details of the project and its implementation in the GP.

49. If yes to Q 47, how has the CFT in your block helped the GP in improving implementation of MGNREGA?
50. If yes to Q 47, what do you think is the contribution of the CFT project to the changes (if any) in MGNREGA?
51. If yes to Q 47, has the CFT helped in increasing the number of individual works sanctioned under Category B works?
52. If yes to Q 51, in what way and by what support?
53. Are you happy with the support you are getting from the CFT or you think something else needs to be done?
54. If you think something else needs to be done, what is the kind of support needed by your GP to ensure better implementation of MGNREGA?
55. Have any of the households approached the GP to ask for support in making the individual asset created under Apna Khet Apna Kaam productive for a longer period?
56. If yes to Q 55, what is the support that has been offered to them and by whom?

ANNEXURE 5

INTERVIEW TOOL FOR GRAM SEWAK

INFORMATION ON THE GRAM SEWAK AND GRAM PANCHAYAT:

1. Name:
2. Panchayat:
3. Which village, gram panchayat, block, district do you belong to?
4. Since when have you been working as a Gram Sewak?
5. For how many panchayats have you worked as Gram Sewak? Since when have you been working as a Gram Sewak for this panchayat:
6. What all are your responsibilities?
7. How many villages come under you? What all work do you do in these villages?
8. How is your time divided among your multiple responsibilities?
9. How often do Gram Sabhas take place? When was the last one?
10. Who all attend the Gram Sabha? Does the Sarpanch, Up-Sarpanch and ward members attend all the meetings?
11. What is the level of participation of the people in the Gram Sabhas? How many people attend, on an average?
12. Who conducts the Gram Sabha – you or the Sarpanch?
13. Who prepares the agenda for these meetings?
14. What is discussed in the Gram Sabha? Are villagers informed about the government schemes and programs running in the panchayat?
15. What do villagers ask/say in these meetings?
16. Who informs you about the government programs and schemes?
17. How often do you have to come to the Panchayat Samiti in a month? For what work?
18. What are the issues in your gram panchayat? Issues related to income generation?
19. What government schemes/programs are being implemented in your panchayat?
20. Challenges in successful implementation of these government schemes and programs?
21. Do you know of government schemes and programs which are working together to provide benefit to the villagers? **(convergence question)**
22. What support do you receive from the Panchayat Samiti / Zila Parishad / Agriculture extension officers/ KVK/ Animal Husbandry department/ Irrigation department etc. to solve the various issues in the area.

MGNREGA

23. Has MGNREGA played any role in mitigating the problems related to income generation in the area?
24. Since when has MGNREGA been operational in this area?
25. What work has happened under MGNREGA?
26. Currently, what work is happening under MGNREGA?
27. How many villagers (in %) in the village work under MGNREGA in a year?
28. How many days of work does a person get (on an average) in MGNREGA in a year?
29. For how many months/ days in a year is work available in MGNREGA? How many muster rolls are generated in this period?
30. Who does the household demand work from under MGNREGA?
31. What is the process of generating a muster roll once the household demands for work?
32. Who monitors the work being done by the villagers on the site under MGNREGA?
33. What happens if work is not given to the household even after 15 days of making a demand? Has any compensation ever been given to the villagers? What is the amount of the compensation?
34. How much is the daily wage rate here? (How many hours do they have to work in a full day)?
35. What was the wage rate under MGNREGA two years back? Five years back? **(To understand the change in wage trend over the years)**
36. Generally, why do we see a delay in payment under MGNREGA? How can we resolve these issues to ensure timely payment?
37. How important is the role of the Mate in timely delivery of the muster roll?
38. After completion of work, in how much time is the payment made to the worker under MGNREGA in your Gram Panchayat?
39. How does the household receive payment under MGNREGA? What have been the changes in ways of payment under MGNREGA over the years?
40. When is the Rozgar Divas celebrated in your Gram Panchayat?
41. Is there a village monitoring committee for MGNREGA?
42. Have there been any complaints in your panchayat of use of tractor/ machinery in MGNREGA work? (tell him you have heard about this in other panchayats)
43. Does the payment of labor through muster roll happen for labor work under other government schemes such as IAY, Swachh Bharat Mission etc.?

44. If so, please elaborate?
45. Do you feel that there is a lack of human resources to ensure smooth transactions under MGNREGA?
46. What according to you have been the challenges in implementation of MGNREGA?
47. Have you seen any solutions for these problems in the last 2 years (changes in work availability, type of work (Category of work) and payment patterns)? Has the CFT project played any role in this?
48. What has been the role of the CFT in ensuring better implementation under MGNREGA? Have they supported the Gram Panchayat in this regard? If yes, how? If no, what have been the challenges in working with them?

APNA KHET APNA KAAM

49. Is Apna Khet Apna Kaam operational in your Gram Panchayat? Since when?
50. Are households in your Gram Panchayat aware of this scheme and its benefits? Who told them about it and what all do they know about it?
51. How were villagers informed about this scheme?
52. Maximum upto what amount can the households apply for work under Apna Khet Apna Kaam?
53. What works have happened under Apna Khet Apna Kaam in your area?
54. Why do households only get certain kind of works done in your GP?
55. What has been the number of individual works that have been demanded in your Gram Panchayat?
56. What has been the number of individual works sanctioned in your GP?
57. How many households have completed work under Apna Khet Apna Kaam in your Gram Panchayat?
58. Have you seen any issue in households not starting work even if it gets sanctioned? Please share why this happens?
59. Why have many households not been able to avail the benefit of this scheme in the GP?
60. Has the CFT supported in better implementation of Apna Khet Apna Kaam?
61. If yes, how?
62. If no, what support was needed by you and why do you think CFT has been unable to support you?
63. What is the process of sanctioning works under Apna Khet Apna Kaam?

64. How long does it take for an individual work to be sanctioned?
65. What are the reasons of delay in sanction of work under Apna Khet Apna Kaam?
66. What support has the CFT provided in reducing this delay in sanctioning of works?
67. Who fills the form of the beneficiary if they are not educated? Is there any assistance that is provided to them?
68. On what parameters does a form get rejected? Are the applicants made aware of the reason for rejection?
69. After the individual work has been sanctioned, is there a monitoring system in place that tracks the progress of work that has begun? What is this monitoring system and who performs it?
70. What are the challenges in implementing Category B works of MGNREGA?
71. What has been the role of the CFT in supporting sanctioning of individual works?

RELATIONSHIP BETWEEN PRIs AND 3-TIER WOMEN INSTITUTIONS STRUCTURE

72. What do you think of the CLF being designated as a Project Implementing Agency?
73. How is the CLF working with you (PRIs) in getting work sanctioned under Apna Khet Apna Kaam?
74. How is the work of CLF and GP different in Apna Khet Apna Kaam?
75. Do you support the CLF in ensuring that more households are benefitted through this scheme?
76. How effective do you think this will be in solving problems that are being seen currently in implementation of Apna Khet Apna Kaam?

ANNEXURE 6

Interview Tool for Junior Technical Assistant (JTA), Junior Engineer NREGA (JEN) and Assistant Engineer NREGA (AEN)

1. Name:
2. Age:
3. Gram Panchayat / Panchayat Samiti:
4. What are your responsibilities?
5. What all work do you have to do?
6. Do you have enough time for all these tasks? How do you divide time between these tasks?
7. What is your responsibility under MGNREGA?
8. What is your responsibility under Apna Khet Apna Kaam (individual works) in MGNREGA?
9. How is the work identified in your Gram Panchayat (is it based on the resolution passed by the Gram Sabha):
10. What is the procedure undertaken while preparing estimates of work for individual works?
11. How many times do you visit the field to prepare a work estimate for individual works?
12. Are you able to go to the field for measuring each work?
13. Who does the periodic measurement and recording of work on the field? Does the mate/ Gram Sewak/ Rozgar Sahak help you in this work?
14. Have you or the administration given any training to the mate/ gram sewak/ rozgar shayak to maintain quality of the work?
15. How do you monitor measurement of work done by mate/gram sewak/rozgar sahayak?
16. What are the major issues faced by you in working with the mate/gram sewak/rozgar sahayak?
17. Do you regularly maintain measurement books?
18. What kind of assistance do you provide to the villagers in ensuring that they can avail maximum benefit of Apna Khet Apna Kaam?
19. What challenges do you face in mitigating these responsibilities independently?
20. What capacity building/ other support is needed by you to complete your responsibilities successfully?

ANNEXURE 7

INTERVIEW TOOL FOR GOVERNMENT OFFICIALS (BDO/LINE DEPARTMENT)

1. Name:
2. Position:
3. Issues in development of the block? Specific issues related to livelihoods?
4. Actions being taken to resolve them?
5. Support being extended by the government functionary and other non-governmental organizations?
6. Challenges in successful implementation of government schemes and programmes in the block/district?
7. How are government schemes and programmes working together to provide maximum benefit to the beneficiary households and overcoming these challenges? Please share some examples. **(Convergence Question)**
8. Challenges in successful implementation of MGNREGA in the block?
9. Issues in timely payment of wages under MGNREGA?
10. What all monitoring mechanisms are in place for MGNREGA at district, block and village level?
11. Is the Rojgar Diwas organized at regular intervals?
12. How has the CFT project supported implementation of MGNREGA?
13. Do you feel that the CFT project has benefitted SC/ST HHs?
14. What are the challenges in implementation of the CFT project?
15. Has the CFT been a successful convergence project?
16. Do Panchayats/ Blocks have adequate MGNREGA staff for implementation of CFT project?
17. How is the scheme Apna Khet Apna Kaam working in your block/district?
18. What has been the number of individual works under Apna Khet Apna Kaam sanctioned in your block?
19. What percentage targets have been met?
20. In your block has there been an issue of starting/completing works that have been sanctioned under Apna Khet Apna Kaam? What according to you is the issue for this?
21. What are the challenges in implementing Apna Khet Apna Kaam (individual) works?

22. How has the CFT been successful in supporting the process under Apna Khet Apna Kaam?
23. How far this project has been able to make an impact on the livelihood options for targeted individuals?

ANNEXURE 8

FGD TOOL FOR DATA ENTRY OPERATOR

1. Name:
2. Qualifications (Education, Experience):
3. Since when have you been a DEO for this GP?
4. What activities/tasks do you do?
5. Were you given any training for the job?
6. How many DEOs are deployed for a GP? How many villages are allotted to a DEO?
7. What are the villages that come under your responsibilities?
8. What are the various government schemes and programmes for which you are responsible for data entry?
9. How do you divide your time between your various responsibilities?
10. Do you face any difficulty with logistics? (Internet, electricity etc.)
11. Do you feel that there is a requirement for additional human resources to assist in data entry?
12. If yes, then how many people? And what responsibilities should be delegated to them?
13. How will the addition of human resources help you? (Faster entries, less delay, timely wage payment)

Process – Muster Roll Generation/Wage Payment

14. Since when is work under MGNREGA available in the area?
15. Currently, is there any work happening in MGNREGA?
16. What work is happening or has happened under MGNREGA?
17. How many days of work do people receive, on an average?
18. Could you explain the process of generation of muster rolls?
19. Is unemployment compensation paid in the event of a delay in generation of muster roll after the work has been demanded?
20. Please share what all is written in a muster roll. How many days of work can be recorded in a muster roll?
21. What is the frequency at which muster roll for a particular work is generated?

22. After how long is the payment made after completion and submission of a muster roll?
23. What are the challenges in timely dispersal of payments?
24. How is the payment made?
25. Do you face any difficulties in the work you do?
26. Do you notice a decline in the number of people seeking employment under MGNREGA at any particular time of the year?
27. Is there any specific time of the year when a larger number of people work under MGNREGA?
28. What is the busiest time of the year for you? (With respect to MGNREGA muster roll generation)
29. How many works are in progress right now?
30. Details of the works in progress?
31. Is the payment given as an entire sum? Or is it given intermittently?
32. Is the 60:40 ratio maintained?

Support from the CFT/Government Officials

33. Do you receive any support from the Sarpanch/ Gram Sewak/Panchayat Officials?
34. What support do you receive from the CFT?
35. How often do you interact with CFT officials?
36. Has the CFT aided in taking care of discrepancies with respect to NREGAsoft? (Errors that lead to delayed wage payment, technical support regarding software etc.)
37. In how many days (approximately) do the works get sanctioned from the Zila Parishad / Panchayat Samiti?
38. Is there an ideal defined time in which the financial sanction should be received? If yes, what is it?
39. What is the duration of these delays, on an average?

ANNEXURE 9

FGD TOOL FOR CFT

1. Name of the Respondent(s):
2. Organization affiliated to:
3. Part of CFT/CTT:
4. Area of Specialization:
5. Age:
6. Educational Qualification:
7. Any other technical/financial certification?
8. Any formal training related to the work you are doing?
9. Experience (in years):
10. Belong to which state:
11. How many members are in your team?
12. How have these members been recruited? On the basis of what? (experience/training)
13. Have you received any training from the CSO?
14. What is your role?
15. What is the role of your team members?

Understanding Livelihood Challenges and Solutions

16. What are the major challenges in livelihoods in this block?
17. What are the possible solutions to overcome these challenges?
18. Have these solutions been implemented anywhere in this block?
19. If yes, what are these and what support have you received from the government schemes and programs to make these solutions successful?
20. What according to you is the role of MGNREGA in ensuring solutions to the livelihood problems in this area?

Understanding the CFT Project - Execution

21. What is the CFT Project?
22. What are the objectives of the CFT Project?
23. How is the CFT Project executed at the village level?

24. Have any SHG members/Village Resource Person been identified by the CFT team to work under the CFT Project? Have they been given any training?
25. If yes, what training have they been given?
26. What efforts have been made towards social mobilization?
 - Have meetings with women collectives (SHG, VO) been organized?
 - If yes, what is discussed in these meetings?
 - How often do these meetings happen?
 - What is the level of participation in these meetings?
 - Have Hamlet-Level meetings/rallies/Nukkad Nataks been organized to make workers aware of their entitlements or to discuss workers past experience of MGNREGA?
 - How often does verification of workers details happen in NREGAsoft? How often are the CFT members in contact with the Data Entry Operator to ensure timely rectification of errors?
 - Is Rozgar Diwas organized? How often? What takes place? What is the level of participation?
27. How does the CFT coordinate between Block Administration, Gram Panchayat and people in the village for participatory planning?
 - Information on Panchayat Planning Team and their Capacity Building by CFT?
 - Support provided to Panchayat Planning Team by CFT in facilitating planning exercises and documenting the plans in prescribed formats?
28. What is the role of CFT in sanctioning of various projects/works under MGNREGA?
 - In preparation of technical estimates?
 - Monitoring timely sanction of schemes?
29. What help does CFT provide to SHG Mates in supervising MGNREGA work sites?
30. Does CFT organize any meeting at the village level after sanctioning of MGNREGA works to discuss implementation?
31. How does CFT help in work site supervision? (SHG Mate, Muster Roll reaching the worksite on time, work site facilities)
32. How does CFT monitor workers' application for job card and timely payment of wages?
33. How often do Block and District Coordination Committee meetings happen?
34. How is CFT helping in building capacities of SHG members, Community Resource Persons, Gram Panchayat Members and other MGNREGA functionaries?
35. What is the extent of coverage through the efforts of the CFT?

- How many Gram Panchayats/Villages have been benefitted through the CFT Project?
 - What has been the increase in coverage in the last two years?
 - How many Gram Panchayats/Villages are still to be covered? What is the reason for them not being covered?
 - What was the basis of selecting the villages in which you have so far worked?
36. How has the establishment of CFT improved livelihood generation through MGNREGA?
37. How can the institutions built under NRLM support better implementation of various projects and programs/schemes in the livelihoods sector?
38. Can you cite any examples where these institutions have facilitated in better implementation of government schemes/programs?

Apna Khet Apna Kaam/Category B Works/Individual Asset Creation

39. Tell us about Category B Works?
40. Is there any emphasis given to individual asset creation as part of MGNREGA with the assistance of CFT?
- In what way?
41. What is the process of sanctioning of Category B Works?
42. What kind of challenges are being faced by the CFT Team in the sanctioning process of Category B Works?
- Emphasize on each step of the process
43. What kind of Category B Works is CFT working on in Bakani/Jhonthari?
44. Data at every step of the process for 2 years?
- Applications received?
 - Technical Sanction?
 - Financial Sanction?
 - Works started?
 - Works in progress?
 - Works completed?
45. Major reasons for rejection of applications? (at every step)
46. How is the budget allocated to different types of individual works under Category B? (to understand if there is a pre-determined number of sanctions at the Zila Parishad Level)
47. What is the basis of selection of kind of works demanded by individuals?

- What is the awareness regarding Category B Works among Beneficiary Households?
- What is the role of CFT in helping the individuals understand what works they need to apply for that are suitable for them?

48. How do you think Category B works helps the beneficiary households?

49. What are the challenges faced by beneficiary households in getting works sanctioned (payment)/completion and how can CFT help in solving them?

50. Suggestions for better implementation of CFT – Category B Works?

Dynamics between CFT and CTT

51. According to you, role of CTT members in getting works sanctioned under Category B Works?

52. Effectiveness of the process of sanction undertaken by CTT/CLF – ability to overcome challenges faced by you in the process?

53. Benefit to the households from the work of CTT?

ANNEXURE 10

FGD TOOL FOR CTT (CLF staff)

1. Understanding of livelihood challenges and solutions in their area of operations:

- Major challenges in livelihoods in this block
- Possible solutions to overcome these challenges
- Any examples of implementation of these solutions in this block
- Government programs and schemes in the livelihood sector in the block
- Government support received
- Role of institutions built under NRLM in supporting better implementation of various projects and programs/schemes in the livelihoods sector
- Any examples where these institutions have facilitated in better implementation of government schemes/programs
- Role of MGNREGA in ensuring solutions to the livelihood problems in this area

2. Understanding of the CFT project

- About the CFT project – start, objectives, process of implementation
- Government Support received in understanding and implementing the CFT project
- Experience of working with GP, block and district officials
- Challenges in implementation of the project in your block
- Solutions to overcome these challenges
- Role of CFT project in better implementation of MGNREGA
- Role of CFT project in overcoming the livelihood challenges in the area – benefit to the beneficiary households
- Success of the CFT project

3. Process and Information on sanctioning of Category B works by CTT

- What is Category B works?
- Process of sanctioning of Category B works
- Challenges in the process for CTT members
- Ways to overcome these challenges
- Data on various steps of the sanctioning process
- How is the budget allocated to different types of individual works under Category B?

- Basis for selection of works by individuals, Kind of work demanded
- Benefit of the Category B works to individual households
- Challenges faced by the beneficiary in getting the work sanctioned and completed (payment challenges)
- Suggestion for better implementation of CTT – Category B works

4. Dynamics between CFT and CTT members

- According to you, role of CFT members in getting works sanctioned under Category B works
- Effectiveness of the process of sanction undertaken by CFT
- Benefit to the individual households from the work of CFT
- Why do you think Rajeevika decided to make CLF the implementing agency for this project?
- Difference between the roles of CFT and CTT
- Do you and the CLF staff work in tandem with each other to ensure maximum benefit to the beneficiaries?
- How does the process followed by CTT help in overcoming the challenges faced by CFT

ANNEXURE 11

FGD TOOL FOR CLF BOARD MEMBERS

Name of the CLF:

When was CLF formed:

1. Institutional Structure of NRLM

- a. What is the process of formation of the CLF?
- b. How many members are there in the CLF?
- c. How many board members are there in the CLF?
- d. How was the board of the CLF formed?
- e. How are SHGs formed in a village?
- f. How is a Gram Sangathan formed?
- g. How many SHGs in one Gram Sangathan?
- h. How many SHGs are part of this CLF?
- i. How many Gram Sangathans are part of this CLF?
- j. What is the frequency at which meetings are held in the federation?
- k. Who conducts these meetings and what happens in them?
- l. What is the role of the board members in these meetings?
- m. What is the role of the other members in these meetings?
- n. What is the role of the Rajeevika team in these meetings (CPM, BPM)?
- o. Do members actively take part in the meetings or only the board members attend regularly?
- p. What is the role and tasks of the CLF?
- q. What is the role and tasks of the SHG?
- r. What is the role and tasks of the Gram Sangathan?
- s. At what rate do SHGs lend to its members?
- t. At what rate do Gram Sangathans lend to the SHGs?
- u. How much loan have you distributed to the Gram Sangathans (Village Organizations) and at what rate?
- v. What is the current balance in your CLF account?

- w. Please share any major decision that was taken in a CLF meeting (e.g: CLF has limited money, which gram sangathan will it lend to if the requirement is more than the money available) and the process how it was taken?
- x. What are the major challenges that the CLF faces in its work?
- y. How do you overcome these challenges and whose support do you get in the process?
- z. What other support you require to overcome these problems?
- aa. What support is provided by the staff employed (Cluster Manager, Cluster Coordinator, Yojana Sakhi, Cluster Technical Assistant) by the CLF in day-to-day workings of the CLF?

2. Understanding and Knowledge of Livelihood challenges and MGNREGA (Apna khet Apna Kaam) in the area (especially for women).

- a. What are the major problems faced by women in this area in ensuring their livelihoods?
- b. What are the various reasons why women take loans?
- c. How do institutions like SHGs and CLFs help women in their lives? Please share the examples of some women from your CLF
- d. Are you aware about MGNREGA? What do you know about it? Since when is work happening under MGNREGA in this block?
- e. Are you aware about the CFT (GVT/PEDO) project in your area?
- f. What do you know about the project?
- g. What work has CFT (GVT/PEDO) in your cluster in the last 2 years?
- h. Have you seen any changes in implementation of MGNREGA in the last 2 years?
- i. Do you know about Category B/ Apna Khet Apna Kaam works under MGNREGA? Please share what you know?
- j. Do you know which institutions/organizations have been implementing this project in your area in the past 2 years? Please name them.

3. Knowledge of CLF as PIA and its importance in better implementation of Category B works

- a. Are you aware that the CLF is also acting as the implementing agency now for ensuring sanctioning of individual works to SHG members under MGNREGA?
- b. How did you get to know about it and since when it is being implemented?

- c. What steps has your CLF taken up to ensure that each beneficiary receives benefit through Apna Khet Apna Kaam?
- d. Why do you think, CLF has been given this task despite other organizations/institutions already working on it?
- e. What is the process of demanding for and sanctioning of works?
- f. Who has supported you in development and implementation of this process? What support have you received?
- g. For how many CLF members have the individual works been sanctioned since CLF became the implementing agency?
- h. What are the works that have been sanctioned?
- i. Have any of the households started working on their sanctioned works?
- j. What is the reason for households not starting the sanctioned works?
- k. Are you happy with the support you are getting in working on “Apna Khet Apna Kaam” project or you think something else needs to be done?
- l. If you think something else needs to be done, what is the support needed and from whom to ensure target achievements under Apna Khet Apna Kaam?
- m. Have any of the households approached the CLF to support in making the asset created under Apna Khet Apna Kaam productive for a longer period?
- n. What is the support that you have helped them get and by whom?