



Implementation status of Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) in 3 districts of Uttar Pradesh

A study to identify gaps and provide recommendations for effective implementation of the Act



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Abbreviation

| | |
|----------|---|
| MGNREGA: | Mahatma Gandhi National Rural Guarantee Act |
| BDO: | Block Development Officer |
| NGO: | Non Government Organization |
| CBO: | Community Based Organization |
| HLN: | Human Liberty Network |
| FGD: | Focus Group Discussion |
| PRI: | Panchayti Raj Institute |
| NREGA: | National Rural Employment Guarantee Act |
| IAY: | Indira Awas Yojna |
| GO: | Government Orders |
| APO: | Assistant Program Officers |
| HH: | House holds |
| SC: | Schedule Cast |
| ST: | Schedule Tribe |
| OBC: | Other Backward Class |
| U.P. : | Uttar Pradesh |

Executive Summary

At various time gaps successive governments have tried to approach and solve some of the complex problems which rural communities face through employment generating programmes such as National Rural Employment Programmes, The Rural Labour Employment Guarantee Programme, *Jawahar Rozgar Yojana*, *Sampoorna Gramin Rozgar Yojana*, National Food for Work Programme, Mahatma Gandhi National Rural Employment Guarantee Act.

Mahatma Gandhi National Rural Employment Guarantee Act (herein after will be referred as MGNREGA) is the largest work guarantee program in the world and was enacted in 2005 with the primary objective of guaranteeing 100 days of wage employment per year to rural households

This study tries to identify gaps as well as making recommendations for an effective implementation of MGNREGA in Uttar Pradesh with a focus on how an effective implementation of MGNREGA can combat human trafficking / bonded labour and child labour.

The study is both exploratory and descriptive in nature. The data was collected from the three districts *Prayagraj*, *Mirzapur* and *Azamgarh* in Uttar Pradesh. Primary data has been taken from MGNREGA beneficiaries, labourer, BDO, Pradhan and NGO representatives. The HLN partner ROSA, MSEMVS and PGS were involved in this study.

Schemes under MGNREGA were implemented in order to improve the livelihood of marginalised rural families by providing them 100 days of unskilled work in a year yet the government has failed to provide these 100 days of work to the beneficiaries. As per the MGNREGA website work provided per household in *Prayagraj* is 38.63 days, *Azamgarh* 42.21 days and in *Mirzapur* 41.75 days. As per our study we found that the actual work provided is only of an average 22 days per person. Only one of those polled got work under MGNREGA for the actual 100 days. Even if work is provided it is found to be far away from the house or village of the beneficiaries. However it is found that in all three districts, the scheme seems not to be much helpful to the beneficiaries as the scheme is not able to provide work to the entitled rural communities. Many people from these communities neither have access to detailed information about the scheme nor are they in possession of a job card which is mandatory to be employed under MGNREGA. Many of the beneficiaries have not availed the job application neither have they received the necessary job acceptance letter for

working under MGNREGA. There are beneficiaries who have their own saving account with a bank or a post office. This is a requirement for receiving the wages for the work done under MGNREGA. Many beneficiaries neither have received an unemployment allowance from the *Panchayat* within the fixed days of the application for which they have been entitled. The meagre wages offered for the work done under the scheme was found to be a negatively influencing factor concerning the willingness of the concerned people to work under MGNREGA. Earlier the daily wage was INR 175 per day, but since April 2019 it has been increased to INR 185 per day. In addition to the low wages a delay in their disbursement due to unknown reasons occurs on regular basis.

Since the beneficiaries aren't provided with any information about upcoming *Gram Sabha* meetings they usually also don't participate in these important gatherings. This lack of information leads to a loss of opportunity in raising their particular concerns and problems. The study found that respondents were not satisfied with work that is being undertaken in the *Panchayat* under MGNREGA. People in rural areas are facing job scarcity and are in urgent and permanent need of work. Just 100 days of work in a year is not sufficient for them to sustain their livelihood.

MGNREGA has not been successful to eradicate the problem of labour migration. Due to lack of work in rural areas, people migrate within their state or even to other parts of the country to pursue work on a temporary, usually seasonal, basis. They do not have an intention to stay permanently in the region in which they work. The work ranges from construction work, home based work to daily wage labourer.

1. Introduction

1.1. Human Liberty Network (HLN)

HLN¹ is a strategically developed informal network of 22 grassroots NGOs & CBOs who consciously work towards the reduction of incidences of slavery in the states of *Bihar* (12) and *Uttar Pradesh* (12). In October 2012 organisations working in *Bihar* and *Uttar Pradesh* came together and discussed their challenges on working on the issue of human trafficking. There the importance of having a coordinated effort to address the issue of trafficking was realized. The genesis of the HLN as an informal network was laid on 26th June, 2013. The core purpose of this network was to strengthen cross border coordination across programs and collaborate with other stakeholders. This led to great results in restoration, repatriation and rehabilitation of trafficked survivors. At present HLN is working in coordination of the NGOs from *Bihar* and *Uttar Pradesh*.

¹<https://www.humanlibertynetwork.org/>

The vision of this network is human trafficking free society.

Their mission is to create an enabling environment by engaging the system and the society to combat human trafficking and to facilitate implementation, amendment and formulation of related policies and programs.

1.2. Study objectives

- Support stakeholders in timely provision of evidence-based information to state officials
- Ease the way for stakeholders in supporting communities to access their entitlements under the MGNREGA in Uttar Pradesh
- Understand ways to institutionalize the government's response to HLN's outreach efforts and ensure that the system is strengthened and not dependent on individual stakeholders

2. Methodology

2.1. Research Design

The study is both exploratory and descriptive in nature. For this, data was collected majorly from *Dalit* communities in three districts of *Prayagraj*, *Mirzapur* and *Azamgarh* in Uttar Pradesh. Primary data has been taken from MGNREGA beneficiaries, labourers and eligible villagers of various villages. Government officials were also approached and included in the study. The respondents were inquired and interviewed in concern with the study objectives.

2.2. Process of Conducting Research

For this study primary and secondary data was collected, compiled and analysed. Qualitative and quantitative tools were developed collectively. Data was collected with the inclusion of all partners. Field visits were made and FGDs were conducted with the people of the communities as well as the concerned authorities. Pre Research trainings were also conducted for the surveyors.

2.3. Sample and Data collection

As mentioned above the study was conducted in three districts *Prayagraj*, *Mirzapur* and *Azamgarh* in *Uttar Pradesh*. With the help of organisations such as ROSA, MSEMVS and PGS, sample size and stakeholders of the study were identified. Some of the key informants, such as government officials, were purposively selected. Thus, the sample stakeholders selected for investigation included 101 labourers out of which 36 are from *Prayagraj*, 31 from *Mirzapur* and 34 from *Azamgarh*. These individuals were randomly selected. Other

respondents include NGOs representatives, BDO etc. Along with this a focus group discussion with 25 members has been conducted.



2.4. Study Tools

Tools used for data or information collection included individual interview, FGDs. The primary data was collected through a specially designed structured interview schedule; while the qualitative information related to the study was gathered through FGDs.

2.5. Sharing of findings

After the completion of research, findings of the study were also shared with the representatives of rural communities of *Azamgarh*, *Prayagraj* and *Mirzapur* district and representatives of NGO's and CBO's and their inputs were not only taken while included in the study report.

3. Background

3.1. MGNREGA

This chapter is completely based on available secondary information and has the intention to broaden the understanding on MGNREGA in context of *Uttar Pradesh* as well as providing a comparative understanding from other states based on past researches and government sources. MGNREGA is the largest work guarantee programme in the world and was in 2005 with the primary objective of guaranteeing 100 days of wage employment per year to rural households. Secondly it aims at addressing causes of chronic poverty through the 'works' (projects) that are undertaken and thus ensuring sustainable development. Finally there is an emphasis on strengthening the process of decentralisation through giving a significant role to *Panchayati Raj Institutions* (PRIs) in planning and implementing these works.

MGNREGA was initially implemented as National Rural Employment Guarantee Act (NREGA) in 200 selected backward districts in India on February 2, 2006. It was extended to an additional 130 districts with effect from April 1, 2007. The remaining 285 districts were covered from April 1, 2008. In 2009 the National Rural Employment Guarantee (Amendment) Act was renamed from NREGA to MGNREGA.

MGNREGA is unique not only by ensuring at least 100 days of employment to the willing unskilled workers but also in ensuring an enforceable commitment on the implementing machinery i.e., the state governments and providing a bargaining power to the labourers. The failure of provision for employment within 15 days of the receipt of job application from a prospective household will result in the payment of unemployment allowance to the job seekers. The implementation of MGNREGA largely depends on the active participation of three-tier decentralized self-governance units called Panchayati Raj Institutions. The *Panchayats* are required to estimate labour demand, identify work opportunities and demarcate work sites, prioritize works, prepare village/block/district level development plans in advance for the continuous and smooth planning and the execution of this wage employment programme. The *Panchayats* are responsible for processing the registration of job seekers, issuance of job cards, receipts of applications for employment, allotment of jobs, identification of work sites, planning, allocation and execution of works, payment of wages and commencement of social audit, transparency and accountability check at the grass-root level².

3.2. Key Features of MGNREGA:

- A. **Legal right to work:** Unlike earlier employment guarantee schemes, the Act provides a legal right to employment for adult members of rural households. At least one third of the beneficiaries have to be female. Wages must be paid according to the wages specified for agricultural labourers in the state under the Minimum Wages Act of 1948 unless the central government notifies a wage rate (this should not be less than INR 60 per day). At present, wage rates are determined by the central government but vary across states, ranging from INR 135 per day to INR 214 per day.
- B. **Time bound guarantee of work and unemployment allowance:** Employment must be provided within 15 days of being demanded failing which an ‘unemployment allowance’ must be given.
- C. **Decentralised planning:** *Gram Sabhas* must recommend the work supposed to be undertaken and at least 50% of this work must be executed by them. PRIs are primarily responsible for planning, implementation and monitoring of the tasks that are undertaken.

²

[http://arthapedia.in/index.php?title=Mahatma_Gandhi_National_Rural_Employment_Guarantee_Act_\(MGNREGA\)_of_2005](http://arthapedia.in/index.php?title=Mahatma_Gandhi_National_Rural_Employment_Guarantee_Act_(MGNREGA)_of_2005)

- D. **Work site facilities:** All work sites should have facilities such as crèches, drinking water and first aid. Further the work site should be within a radius of five kilometre of the village. Otherwise a travel allowance of 10% of the according wage needs to be paid.
- E. **Transparency and accountability:** There are provisions for proactive disclosure through wall writings, citizen information boards, management information systems and social audits. Social audits are conducted by *Gram Sabhas* to enable the community to monitor the implementation of the scheme.
- F. **Funding:** Funding is shared between the centre and the states. There are three major items of expenditure – wages (for unskilled, semi-skilled and skilled labour), material and administrative costs. The central government bears 100% of the cost of unskilled labour, 75% of the cost of semi-skilled and skilled labour, 75% of the cost of materials and 6% of the administrative costs.

Eligibility

MGNREGA is applicable to the rural areas of all states and is administered by the central government. The following are the eligibility criteria for receiving the benefits under NREGA scheme:

- Must be citizen of India to seek MGNREGA benefits
- Job seeker has completed 18 years of age at the time of application
- MGNREGA applicant must be part of a local household (i.e. application must be made with local *Gram Panchayat*)
- Applicant must volunteer for unskilled labour

The criteria for MGNREGA eligibility have been kept simple so that a large number of rural applicants can benefit from the scheme as long as they are adults and reside in the local area.

Job Card³

A job card is an entitlement card issued to every household of which any adult member has demanded employment under MGNREGA and has shown a willingness to do casual manual labour. Every job card holder is entitled to 100 days of casual manual labour. Further the act mandates beneficiaries to possess a job card issued by the competent authority of the respective *Gram Panchayat*.

³ Indicative Framework for Mahatma Gandhi NREGA Job Cards (2017)

Work Type

The act classifies work into various different types which are⁴:

- I. Public works relating to natural resources management
- II. Community assets or individual assets for vulnerable sections
- III. Common infrastructure compliant self-help groups
- IV. Rural infrastructure

As per the act the focus of the scheme shall be on the following work in their order of priority⁵:

- i. Water conservation and water harvesting
- ii. Drought proofing (including forestation and tree plantation)
- iii. Irrigation canals including micro and minor irrigation works
- iv. Provision of irrigation facility to land owned by households belonging to the scheduled castes and scheduled tribes or to land of beneficiaries of land reform or that of the beneficiaries under the *Indira Awas Yojana* of the government of India
- v. Renovation of traditional water bodies including desilting of tanks
- vi. Land development
- vii. Flood control and protection works including drainage in water logged areas
- viii. Rural connectivity to provide all-weather access and
- ix. Any other work which may be notified by the central government in consultation with the state government

Payment

There are various provisions in regard to payment of wages under the act which have been summarised below⁶:

- I. Payment of wages shall be always made through individual or joint savings accounts of workers, unless exempted, through banks and post offices which are well established institutions and can be reliable service providers for disbursement of wages
- II. While where the penetration and network of banks and post offices is weak disbursement of wages may be done in cash
- III. Workers are entitled to being paid on a weekly basis and in any case within a fortnight of the date on which work was done

⁴ Schedule I [4(1)] MGNREGA, 2005

⁵ 42nd Report, Standing Committee on Rural Development (Implementation of MGNREGA, 2005), 14.08.2013

⁶ MGNREGA Operational Guidelines 2013 (4th Edition)

- IV. Further Electronic Fund Management System (e-FMS) has been developed as a system that leverages NEFT/RTGS/ECS/ABP platforms for crediting accounts of workers expeditiously
- V. Workers entitled to compensation in event of any delay in payment of wages and such compensation costs are to be borne by the respective state governments

Other Benefits

There are many other benefits provided under the act for the welfare of the beneficiaries and their children which are as follows⁷:

- i. The facilities of crèche, safe drinking water, shade for children and periods of rest, first aid box with adequate material for emergency treatment of minor injuries and other health hazards connected with the work being performed shall be provided at the work site
- ii. In case the number of children accompanying women at worksite is five or more provisions shall be made to depute one of such women workers to look after these children. The person so deputed shall be paid wage rate
- iii. Free of cost medical treatment for personal injuries caused to any person by any accident arising out of and in course of his employment.
- iv. Where hospitalization is necessary, state government shall arrange the same including accommodation, treatment, medicines and a daily allowance which should be not less than half of the wage rate
- v. If a person by an accident arising out of and in the course of employment dies or suffers permanent disability, then he or his legal heirs shall be paid an ex gratia amount according to the provisions
- vi. The provisions iii, iv and v are even applicable in case of children accompanying the workers

⁷ Schedule II MGNREGA, 2005

3.3. MGNREGA in Uttar Pradesh

A study of six states found out at the main reason for not demanding work in the five states of *Rajasthan, Madhya Pradesh, Chhattisgarh, Andhra Pradesh and Odisha* was the sufficiency of income. In the sixth state, Uttar Pradesh, the main reason for not demanding work was due to lower wages.⁸

Most of the *gram panchayat* presidents don't have any kind of official office and only 2% have access to computer facilities. Not only have a very few *gram panchayat* presidents previously handled this type of program, but in addition to this no provision of skill development currently exists for them. In fact some of the people entrusted with the data entry are as illiterate as some of the *gram panchayat* presidents. According to one NGO leader the staffs at the *gram panchayat* level are not sufficiently empowered to manage the program.⁹

In addition to the mentioned lack of managerial skills the *gram panchayat* also suffers from limited manpower. The absence of skilled personnel also diminishes the planning capacity of the *gram panchayat*, such that existing human resources and other infrastructure in the *panchayats* are not equipped to do technical planning needed. In addition to this there is a lack of technical know-how to plan high-quality works and execute them successfully.¹⁰

No worker that was interviewed in *Uttar Pradesh* was able to immediately produce a job card which adds an additional layer of disconnectedness among actors in the MGNREGA system.¹¹ Through an analysis of the three states, *Uttar Pradesh, Tamil Nadu and Rajasthan* one can notice how, despite Uttar Pradesh being one of the larger states amongst the three's, has comparatively less Person Days Generated and there is large gap in Women Person Days as % of total Person Days. While the reasons for this disparity with respect to *Uttar Pradesh* are not elaborated; however, this definitely demands for awareness generation amongst the workers in regard to their rights under MGNREGA and further, motivate more women workers to participate in the works.

| State | Total Number of Active Workers (in Lakhs) | Total Number of Active Job Cards | Person Days Generated (in Lakhs) | Women Person Days as % of total person days |
|---------------|---|----------------------------------|----------------------------------|---|
| Uttar Pradesh | 96.68 | 77.12 | 2128.6 | 35.27 |

⁸Impact Assessment of Assets Created on Individual Land under MGNREGA, Sambodhi Research and Communications Pvt. Ltd.

⁹MGNREGA Implementation: A Cross-State Comparison, The Woodrow Wilson School's Graduate Policy Workshop (2012)

¹⁰Ibid

¹¹Ibid

| | | | | |
|------------|--------|-------|---------|-------|
| Tamil Nadu | 85.5 | 69.12 | 2576 | 86.62 |
| Rajasthan | 100.84 | 65.52 | 2942.37 | 66.07 |

Source: MGNREGA Website

Inadequate awareness among people regarding their rights under the act and the mandatory facilities those have to be provided to them. This is more so because of the workers being unorganised. It seems to be that the under-provision of this service is due to a lack of participant awareness regarding entitlements and not a financial or logistical hurdle.

Further in *Uttar Pradesh* there is a fundamental conflict of interest since the people who are granting work to MGNREGA applicants are the same people who manage complaints about the program. Although using banks to dispense wages has helped to reduce corruption in *Uttar Pradesh* it has also contributed to delays. Also workers in this state do not receive unemployment allowances and there is little realization of right to demand work among the workers.¹²

Some of the basic provisions those are in need of tweaking are the need to train *gram panchayat* presidents and other staff at the local level and equip *gram panchayats* with proper infrastructure and resources. Increase active participation of women in the works under MGNREGA.

MGNREGA in Comparison to Uttar Pradesh

Only *Kuccha* Works in Tamilnadu

The act mandates a breakdown of 60% of costs going toward labourers' wages and 40% allocated for material components. The state of Tamilnadu has gone even further by recognizing that the procurement of materials requires contractors and that contractors are a major source of corruption, the state issued orders to implement only *kuccha* works; works with no material component. Although this might have serious implications for the creation of durable assets, the absence of contractors seems to play a positive role in creating a safe working environment for women. Contractors are a major issue of concern in other states, including *Uttar Pradesh*, where their continued illegal presence is a significant negative factor affecting the availability of work and its benefits for women.¹³

Piecemeal Rate

The states also differ in their methodologies for calculating payments. While *Tamilnadu* is adopting a piecemeal rate *Uttar Pradesh* instead is generally paying a daily rate. This

¹² Ibid

¹³ Ibid

piecemeal rate in Tamil Nadu allows for a shorter working day, albeit at a lower wage, giving the largely female workforce more flexibility. However, the piecemeal rates also conceal true wage rates because wages are determined by the engineers' measurements and not by a standard that is transparent to workers. While there are some arguments in favour of piecemeal rates – namely that they offer workers more flexible working hours and incentivize greater productivity – we have concerns regarding both the amounts eventually paid to workers and their understanding of the amounts they are owed.¹⁴

Pro-active Government Actions

The Tamil Nadu State government has, since 2006, issued a number of Government Orders (GOs) to address challenges that have arisen within MGNREGA implementation and has delegated specific resources to carry these changes into law. These GOs consisted of: (1) hiring new officers at various levels to assist with implementation; (2) assigning new duties related to MGNREGA to existing personnel at local levels; (3) creating additional monitoring procedures and funded accounting formats and bank accounts; and (4) providing petrol for jeeps, which facilitated MGNREGA functioning on the ground.¹⁵

In addition to GOs, MGNREGA observers also point to a broader set of proactive actions taken by the Tamil Nadu State Civil Service to help promote effective execution at the village level. These include: (1) *Tamil Nadu gram panchayats* are being mandated to implement all projects (not just the 50% minimum, as dictated by the federal Act); (2) payments to workers are being made in cash each week in a transparent, public payment venue – in contrast to more opaque post office and bank payment structures in other states; and (3) robust paperwork requirements and safeguard mechanisms have been put into place at various levels, including the maintenance of muster rolls at project sites, daily submissions of muster rolls from worksites to district and block offices by 10:00 each morning, and unannounced visits by district and block officials to worksites. These implementation-specific actors include the human welfare officer at the *gram panchayat* level, the engineers (approximately two to three per block), and the MGNREGA program officer and district inquiry officer at the district level. An initiative currently being piloted in Andhra Pradesh asks MGNREGA participants to verify their attendance at worksites by cell phone itself.¹⁶

In contrast modifications by *Uttar Pradesh's* government haven't necessarily prioritized building greater administrative capacity and some of them have yet to be fully implemented

¹⁴ Ibid

¹⁵ Ibid

¹⁶ Ibid

at all. One of the major changes in Uttar Pradesh was the increase in the wage rate. Although this benefited workers it did little to improve operational capacity for MGNREGA in the state. Other modifications included personnel increases, such as steps to recruit Assistant Program Officers (APOs) to assist BDOs. But while Uttar Pradesh may formally require the appointment of APOs, existing literature suggests that the state has been slow to recruit new staff to fill these positions, let alone to meet the basic staff requirements. An additional contrast between *Tamilnadu* and the state of *Uttar Pradesh* is the apparent lack of communication between actors at the district, block and village levels.¹⁷

3.4. Effectiveness of MGNREGA

Studies reveal that MGNREGA has helped rural households (HHs) in a sustained manner to smooth consumption between the agricultural peak season and lean season. A study by the independent research consulting organization *Sambodhi Research Organization* was primarily undertaken to evaluate the effects of the creation of assets on lands of small and marginal farmers, SCs/STs and IAY beneficiaries in the six states of *Andhra Pradesh, Chhattisgarh, Madhya Pradesh, Odisha, Rajasthan and Uttar Pradesh*. The study not only confirmed that MGNREGA work on individual beneficiaries' lands have had a significant impact on improving the quality of their land and generating extra incomes but that this has also aided small and marginal farmers in moving to dual and multi-cropping and in creating alternative sources of livelihood for these households.¹⁸

Further it has particularly helped SC/STs population in the rural area more. The act has increased SC/ST consumption by 8.8% and 15.0% on average respectively. At the same time the act has decreased measures of both extreme as well as moderate poverty dramatically for this group, between one fifth and one half. Taken together the findings in of the studies imply greater average benefits of the program for SC/STs than for the entire rural population.¹⁹ Also the overall effect of MGNREGA for SC/ST households is driven entirely by improvements in consumption and poverty during the (dry) spring season.²⁰

¹⁷ Ibid

¹⁸ MGNREGA Sameeksha II United Nations Development Programme. AN ANTHOLOGY OF RESEARCH STUDIES (2012-2014) UNDP (2015).

¹⁹ Klonner, S., & Oldiges, C. (2013). *Can an Employment Guarantee Alleviate Poverty? Evidence from India's National Rural Employment Guarantee Act*. Draft paper, University of Heidelberg.

²⁰ Ibid

A study report titled “MGNREGA: A Catalyst for Rural Transformation” by National Council of Applied Economic Research (sponsored by Indian Human Development Survey) estimates the poverty reduction due to MGNREGA. The report states that²¹:

- MGNREGA’s contribution to reducing poverty is about 32%. In the absence of MGNREGA-induced consumption, poverty among the participants would have been 38.0% in 2011–12, not 31.3%.
- MGNREGA prevented 14 million persons from falling into poverty (those non-poor in 2004–05 who would have become poor by 2011–12 without MGNREGA employment).
- In spite of a high initial poverty rate (75.8% in 2004–05), poverty among *Adivasis* was reduced by 27.6% and for *Dalits* by 37.6%.
- MGNREGA is more effective in poverty reduction in less developed areas (34%) than in more developed areas (27%)
- Low-participating areas experienced much greater poverty reduction (72%) than areas with a high participation rate (27%).

There has been a significant dent in poverty in the rural sector by increasing proper wage disbursement and increasing employment opportunities through the implementation of MGNREGA. It has significantly increased the socio-economic status of the weaker sections and particularly that of rural women.²² The following table²³ explains the employment opportunity created by MGNREGA in the last few years across the country.

| Year | Households Employed (in Crores) |
|----------------------------|--|
| 2014-15 | 3.89 |
| 2015-16 | 4.55 |
| 2016-17 | 4.86 |
| 2017-18 | 4.86 |
| 2018-19 | 5.01 |
| 2019-20 (As of now) | 1.09 |

The above table thus reveal how MGNREGA has provided employment to a large number of households and has significantly contributed to Rural Development in the country.

Implementation of MGNREGA is a direct way of increasing income of the rural poor. It has benefitted 22.5% of the rural households by providing, on an average, wage employment for 43 days. MGNREGA has been successful in reducing the poverty level by 4%. It has

²¹ Reply of Minister of State in the Ministry of Rural Development in Rajya Sabha, Unstarred Question No.1727, Answered on 31.07.2017

²²Kanungo, M. (2012).Rural Development through Microfinance, MGNREGA and Women Empowerment. *Odisha Review*, 75-78.

²³http://nregarep2.nic.in/netnrega/dynamic2/DynamicReport_new4.aspx; Source: MGNREGA Public Data Portal

provided almost equal employment benefits to all the categories of farm-sizes, household-types and income-groups.²⁴

MGNREGA has been one of the factors that pull potential victims. It has helped people in rural areas to overcome poverty and has provided them with better lifestyle which itself contributes to reduction in human trafficking as poverty, oppression and lack of economic opportunity are major factors that push people towards migration which often results in human trafficking. MGNREGA firstly provides employment and job opportunities to people in or near the village itself. Further there are many measures in place for welfare of workers under the act like crèche facilities for children, compensation in case of accidents, death of workers, etc. These provisions also attract people towards MGNREGA and save them from the possibility of being stuck in a vicious cycle of human trafficking.

According to a recent report²⁵ MGNREGA's success has been limited due to lack of work in some of the poorest states. The actual benefits of the scheme do not reach the rural labourers. The funds are transferred from the central government to local bodies while in between there are various irregularities that causes funds to shrink before they reach the beneficiaries. This is a classic loophole in our system which is widely influenced and undermined by corruption. No initiative has been taken to link it with other schemes such as *Jan Dhan Yojna*, *Atal Pension Yojna*, *Skill India Programme*, *Garib Kalyan Yojna*, *Prime Minister Awas Yojna* and many other schemes which are based on the same principle and that are doing individually good.

3.5. Migration (Rural Distress)

The impact of migration was studied on sampled households in detail in an evaluation study conducted by the Ministry of Rural Development by the government of India.²⁶ Members of 20.4% households reportedly migrated in the lean agriculture season and now after MGNREGA 3.2% households had stopped migrating. These households were getting employment opportunities in and around villages at satisfactory wage rates; therefore they were not choosing migration as an option. Further the evaluation report also sheds light on the fact that those who got employment for more number of days gave more favourable response for the programme. 56% of the people who got employment for more number of days reported that it did help in reducing the seasonal migration. 40% of those who got

²⁴Kumar, P., & Joshi, P. K. (2013). Household consumption pattern and nutritional security among poor rural households: Impact of MGNREGA. *Agricultural Economics Research Review*, 26(347-2016-17075), 73.

²⁵ MGNREGA Data (nrega.nic.in) provided by Human Liberty Network.

²⁶ Report on Nationwide Evaluation of the Flagship Programme of Mahatma Gandhi National Rural Employment Guarantee Act, Ministry of Rural Development, 2015

employment for lesser period reported that it reduced seasonal migration. There seems to be difference between the opinions of those who worked more than those who worked less.²⁷

Further in a study conducted by Ministry of Rural Development through independent evaluators, inter alia, has reported that MGNREGA has resulted in the reduction of seasonal migration. Other studies also indicated direct and positive impact of MGNREGA on the reduction of distress migration by providing work opportunities closer to home and decent working conditions.²⁸

Studies indicate that MGNREGA has reduced migration by providing work opportunities closer to home and decent working conditions. A study conducted in *Anantpur*, Andhra Pradesh, observed that the scheme brought down the migration levels from about 27% to 7% in the sample villages due to availability of work. Another case study from *Bastar* notes that in one block the number of people migrating declined from 4500 to 500 as a result of employment being provided close to home by MGNREGA.

In a study conducted in all 40 study villages the average number of employment increased (in the range of 34% to 73%), including direct and indirect employment. Due to increased employment availability in the villages as a result of MGNREGA work implementation migration of landless or unskilled labourers fell in 29 of the 40 villages. MGNREGA works seems to have contributed to increased and diversified direct and indirect employment generation and a reduction in migration, leading to reduced livelihood vulnerability.²⁹

A majority of the studies on this subject note that the scheme has caused mostly a reduction in distress migration and opportunistic or aspirational migration in search of better and more lucrative opportunities continues as before (particularly because MGNREGA cannot match the wages of skilled labour in cities). The reduction in distress migration may be more apparent in the case of households that need to migrate with their families; the entire family is forced to migrate to cities due to limited work opportunities.³⁰

²⁷ Ibid

²⁸ Reply of Minister of State in the Ministry of Rural Development in Rajya Sabha, Unstarred Question No.1706, Answered on 31.07.2017

²⁹ Esteves, T., Rao, K., Sinha, B., Roy, S., Rao, B., Jha, S., . . . Ravindranath, N. (2013). Agricultural and Livelihood Vulnerability Reduction through the MGNREGA. *Economic and Political Weekly*, 48(52), 94-103.

³⁰ MGNREGA Sameeksha I, Ministry of Rural Development (2012)

Still the incidence of migration in search of jobs remained quite high in many places. This was mainly because the employment opportunities—including both MGNREGA and non-MGNREGA—were not adequate and also the local wage rates were lower.³¹

MGNREGA, however has had a great impact on reducing poverty by providing more employment opportunities and job prospects in the rural areas itself as have been indicated by a lot of studies but still migration is at play due to lower wage rates and inadequate employment opportunities in some places.

MGNREGA decreased short-term migration by 10% and had no effect on long-term migration (the data collected by RICE institute). Migration has decreased to an extent but its purpose was to deal with dissent existing among the farmers in a longer run. Its objective was to provide income support to the farmers in off-season. The idea was to shift the people from agriculture sector to the other sectors. First purpose has been served but the second one is undergoing. It is also helping in fighting against the issues like human trafficking due to migration.

MGNREGA³² can't be the final attempt to cut down the trafficking in certain states but MGNREGA has played a significant role in reducing distress among the rural people by providing them employment. Due to the employment they have a certain food security and are given the possibility to manage to live there life. By design this scheme is different from any other employment generation scheme that had been previously implemented.

³¹ Ibid

³² MGNREGA Data (nrega.nic.in) provided by Human Liberty Network.

4. Overall Findings

This chapter is based on the primary data collected as part of the present study on the issues of MGNREGA and human trafficking in the States of *Uttar Pradesh*. The presentation is based on the analysis of relevant data and information collected by research teams during the field survey and interaction with key informants (Gram Pradhan, Block Development Officers, NGOs representative, labourer etc.).

Respondents Profile

Table 1: Respondents profile of the districts

| Profile | Prayagraj | Mirzapur | Azamgarh | Total | |
|------------------------------|-------------------|-----------|-----------|-----------|------------|
| Gender | Male | 17 | 16 | 19 | 52 |
| | Female | 19 | 15 | 15 | 49 |
| | Total | 36 | 31 | 34 | 101 |
| Age | 18-25 | 0 | 0 | 0 | 0 |
| | 25-30 | 5 | 6 | 2 | 13 |
| | 30-35 | 8 | 6 | 6 | 20 |
| | 35-40 | 15 | 6 | 8 | 29 |
| | 40 and above | 7 | 13 | 18 | 38 |
| | No response | 1 | 0 | 0 | 1 |
| | Total | 36 | 31 | 34 | 101 |
| Marital Status | Married | 32 | 31 | 28 | 91 |
| | Unmarried | 2 | 0 | 0 | 2 |
| | Widow/widower | 1 | 0 | 5 | 6 |
| | No Response | 1 | 0 | 1 | 2 |
| | Total | 36 | 31 | 34 | 101 |
| Category | SC | 30 | 2 | 29 | 61 |
| | ST | 5 | 4 | 0 | 9 |
| | OBC | 1 | 22 | 2 | 25 |
| | General | 0 | 0 | 1 | 1 |
| | No Response | 0 | 3 | 2 | 5 |
| | Total | 36 | 31 | 34 | 101 |
| Education | Illiterate | 24 | 27 | 21 | 72 |
| | Primary | 6 | 3 | 0 | 9 |
| | Secondary | 3 | 0 | 4 | 7 |
| | Matriculation | 3 | 1 | 7 | 11 |
| | Intermediate | 0 | 0 | 2 | 2 |
| | Graduate | 0 | 0 | 0 | 0 |
| | PG and above | 0 | 0 | 0 | 0 |
| | Total | 36 | 31 | 34 | 101 |
| Family Monthly Income | Rs 500 and below | 1 | 0 | 0 | 1 |
| | Rs 500-1000 | 6 | 0 | 6 | 12 |
| | Rs 1000-3000 | 17 | 23 | 19 | 59 |
| | Rs 3000-5000 | 7 | 6 | 5 | 18 |
| | Rs5000-7000 | 3 | 1 | 0 | 4 |
| | Rs 7000 and above | 0 | 0 | 0 | 0 |
| | No response | 2 | 1 | 4 | 7 |
| | Total | 36 | 31 | 34 | 101 |

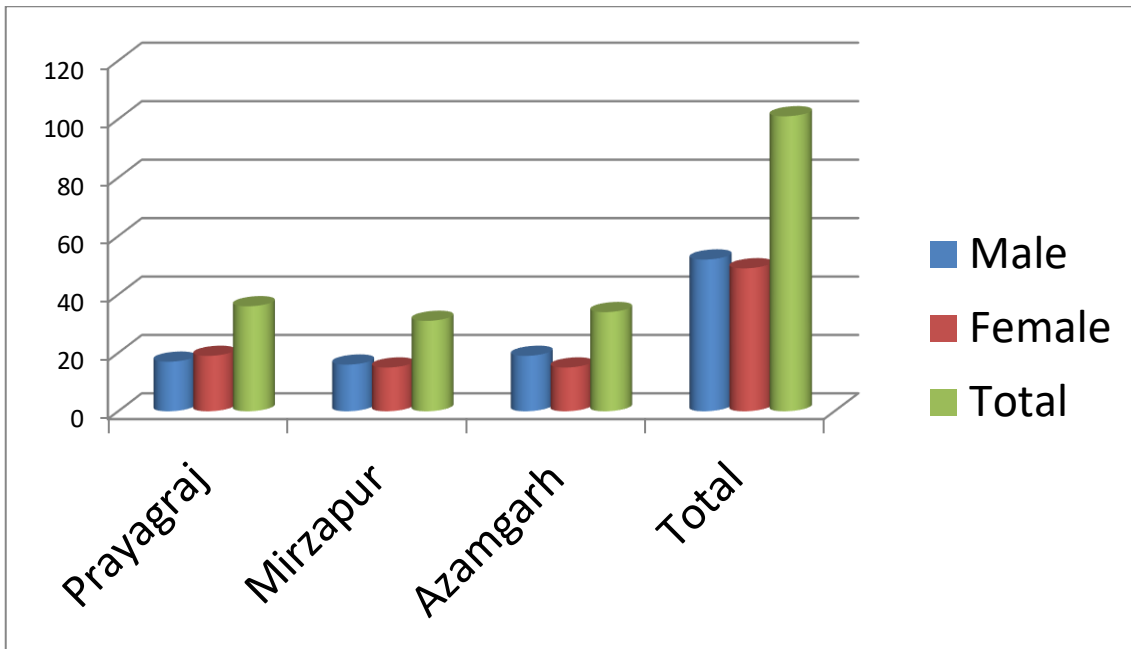


Figure 1: Gender of Respondents

According to the data of the study, total respondents are 101 from the districts of *Prayagraj* (36), *Mirzapur* (31) and *Azamgarh* (34). The respondents covered in the study are 52 men and 49 women. The data shows the same trend of gender in the selected districts. In *Prayagraj* 17 were male and 19 were female. In *Mirzapur*, 16 were male and 15 were female. Similarly from *Azamgarh* 19 were male and 15 female.

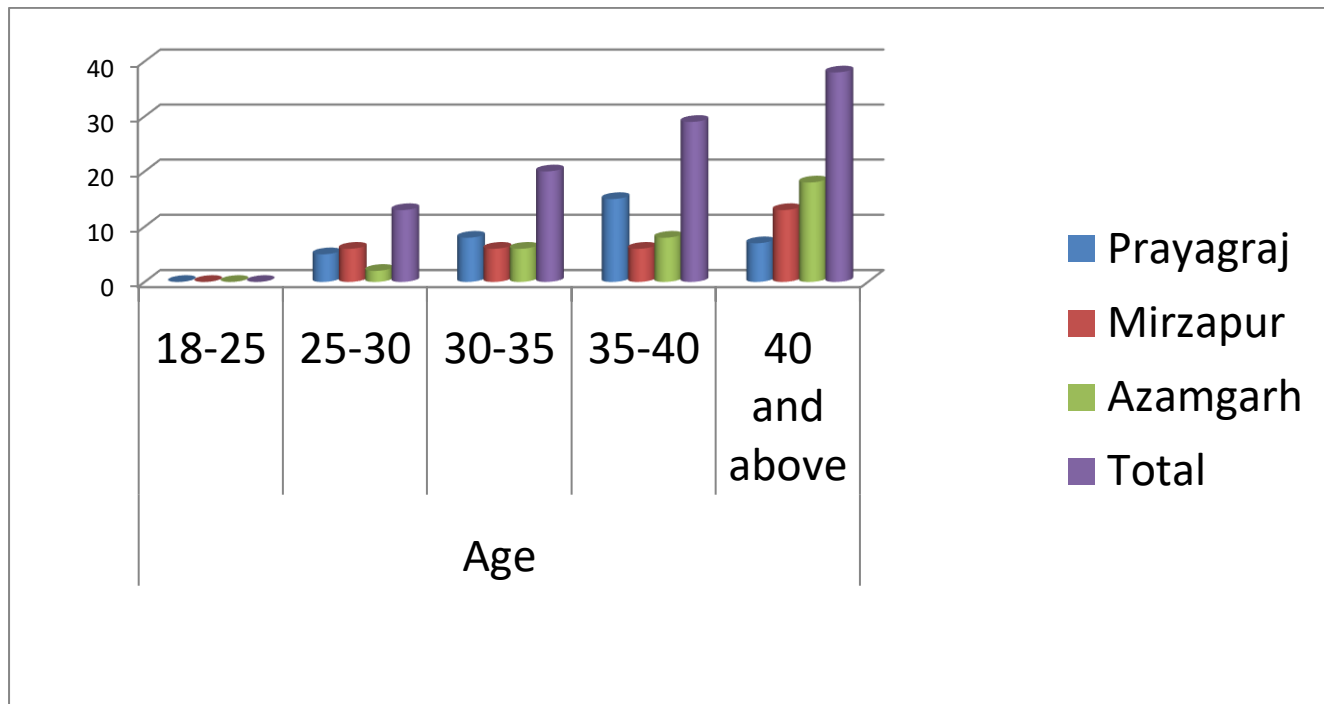


Figure 2: Age of Respondents

The above figure illustrates the segregation of the respondents according to their age. A majority (38) of the respondents were in the above 40 years of age group. This was followed by respondents who were between the age groups of 35-40 years (29), 30-35 (20), and 25-30 years (13). None of the respondents was in between 18-25 years of age.

The finding shows that majority (91) of the respondents were married. Only two respondents in Prayagraj were unmarried. Six of them were widow/widower.

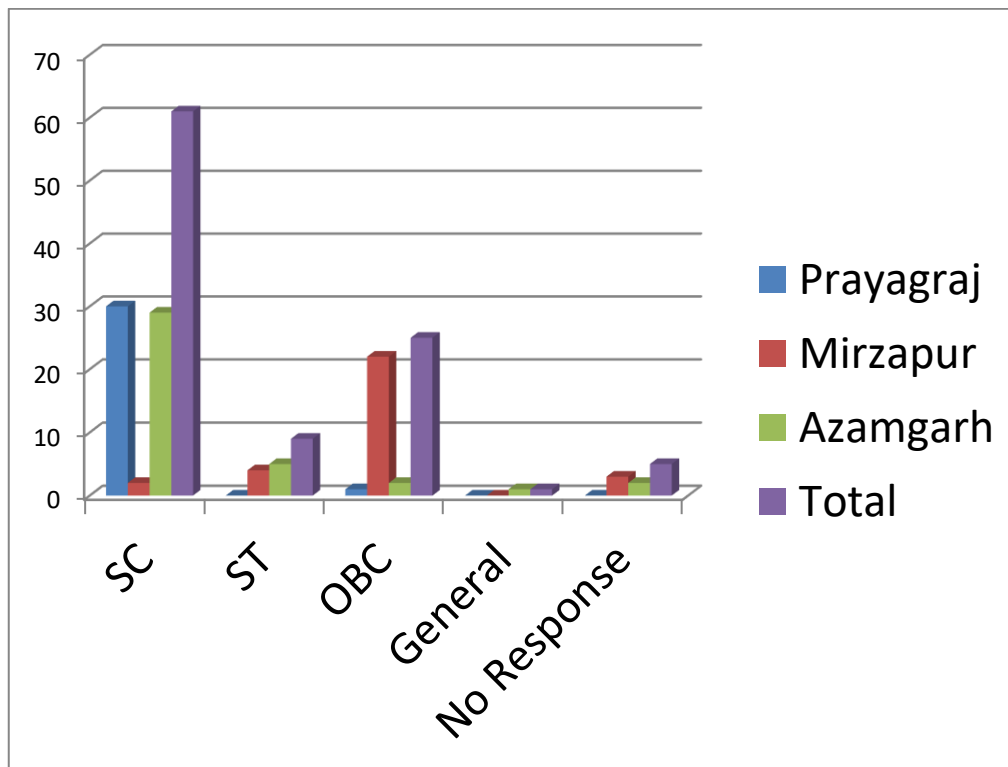


Figure 3: Category of Respondents

The finding shows that more than 61% of the respondents are SC followed by 25% of OBC group, 9% are SC and 1% is General. Respondents from *Prayagraj and Azamgarh* are from Schedule Caste and Schedule Tribe community and *Mirzapur* respondents are mostly from Other Backward Category (OBC).

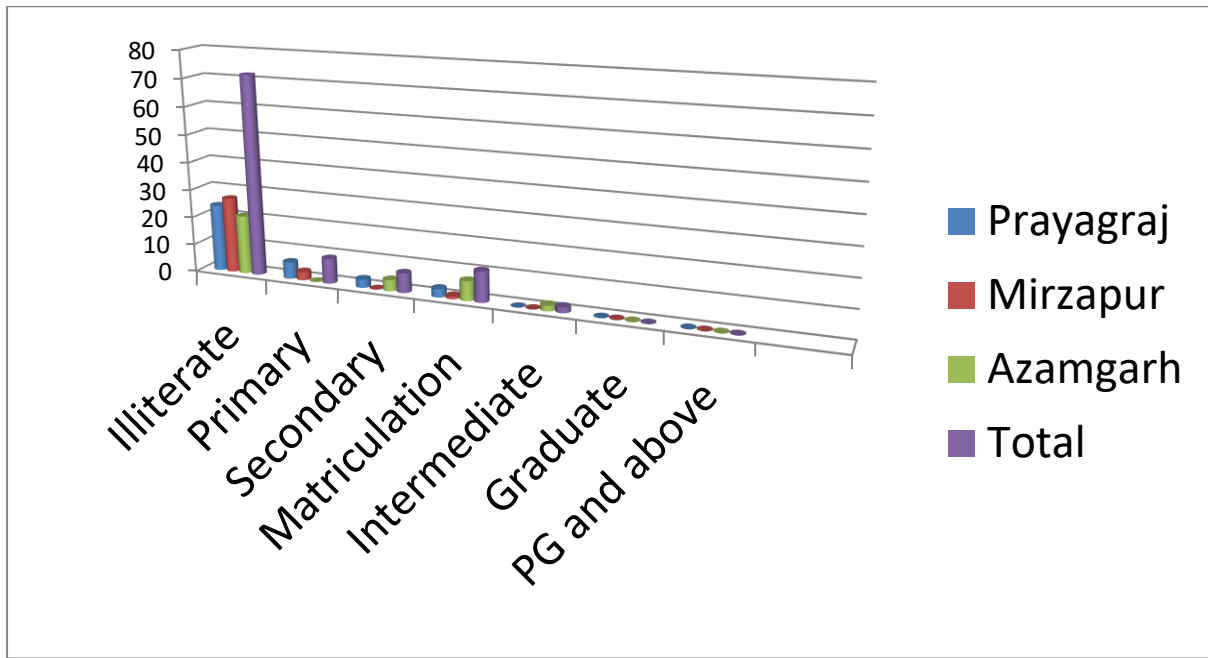


Figure 4: Education status of the Respondents

As the above figure indicated the majority of the respondents had no formal education. Out of total 101 respondents 72 had no formal education and are illiterate. Only 9 respondents had finished primary education and 7 had completed their secondary education. 11 of them had passed the matriculation level and 2 respondents from *Azamgarh* studied until intermediate. This reflects that most of the people in rural areas are still illiterate, hence specific focus needs to be given towards ensuring complete education of children.

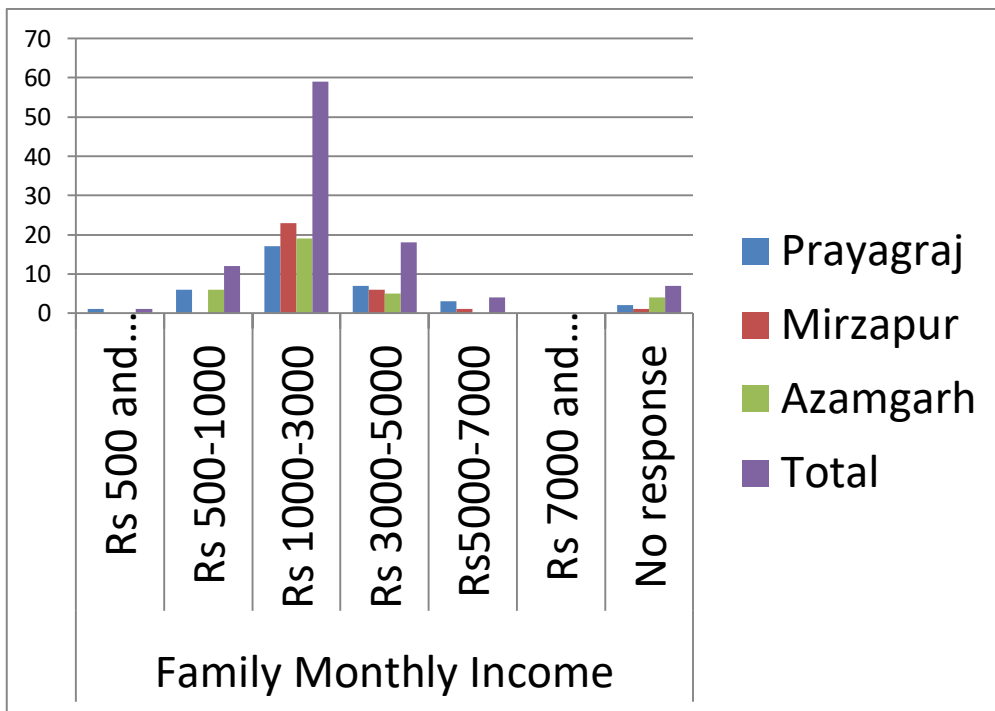


Figure 5: Monthly Income

The study found that in concern to the economic background of the selected sample majority (59) of the respondents had monthly incomes in the range between INR 1000-3000, followed by 18 respondents whose monthly income was in between INR 3000-5000, 12 whose income was in between INR 500-1000 and 4 respondents whose incomes was in the range of INR 5000-7000.

Table 2: Implementation of MGNREGA in the districts

| Implementation of MGNREGA | <i>Prayagraj</i> | <i>Mirzapur</i> | <i>Azamgarh</i> | Total |
|--|------------------|-----------------|-----------------|--------------|
| Having information about MGNREGA | 25 | 29 | 21 | 75 |
| Received job application in MGNREGA | 21 | 4 | 0 | 25 |
| Received acceptance letter to work in MGNREGA | 2 | 0 | 0 | 2 |
| Having MGNREGA job card | 27 | 6 | 7 | 40 |
| Got work in MGNREGA for 100 days | 0 | 1 | 0 | 1 |
| Got unemployment allowance from Panchayat within 15 days of the application | 0 | 0 | 0 | 0 |

An effective implementation of MGNREGA scheme means a higher rate of wage employments are created for the beneficiaries from the rural families. The study finds that majority (75) of the respondents do have information about the said scheme, which is quite a satisfactory result. Among the three districts almost all the respondents from *Mirzapur* are having the necessary information of the scheme. Respondents from *Prayagraj* stated that they get information of MGNREGA from *Pradhan*, Employment Officer and PGS organisation. In *Mirzapur* it is found that *Pradhan* meeting played a vital role in providing information of MGNREGA. Similarly in *Azamgarh*, *Gram Pradhan* and ROSA organisation are giving MGNREGA information to the rural people. The information they get is that this scheme provides 100 days work in a nearby village, it helps in providing employment to rural people, a mandatory job card is provided to each family and money will be deposited to the saving account of beneficiary. Most the work under the scheme involves construction of roads, drainage and ponds.

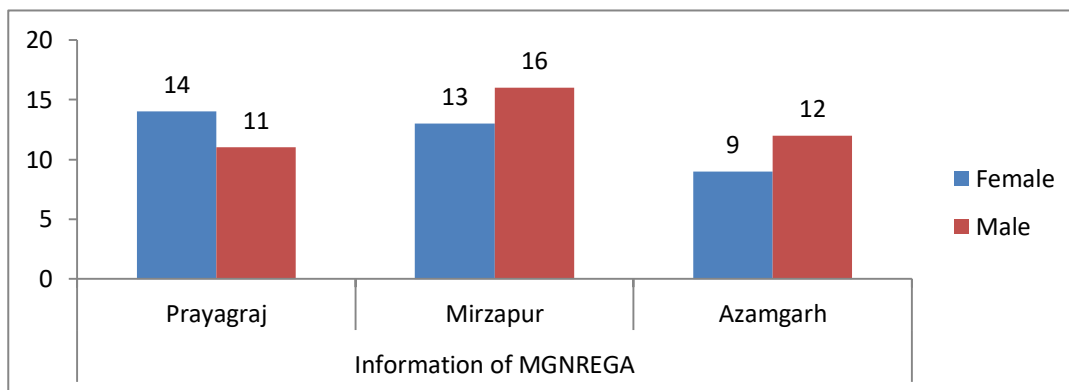
Though the respondents have basic information about the scheme not all seem to get the job application under MGNREGA; neither have they received any acceptance letter of their application for work in MGNREGA by the responsible *panchayat*. The study shows that in *Azamgarh* none of the respondents have received any job application whatsoever. Only 4 respondents from *Mirzapur* got the job application and none of them have received acceptance letter. Compared to these two districts, *Prayagraj* seems little improved as many

respondents (21) have got the job application and 2 of them have even received the acceptance letter.

In Prayagraj it is found that the majority (27) of the respondents are in possession of a MGNREGA job card. On the contrary in the districts *Mirzapur* and *Azamgarh* many of the beneficiaries were debarred from getting the job card for unknown reasons. Only 6 respondents from *Mirzapur* and 7 from *Azamgarh* own a MGNREGA job card. Many of them are having their job card at home and only few of them have kept it with the *gram pradhan* or the employment officer.

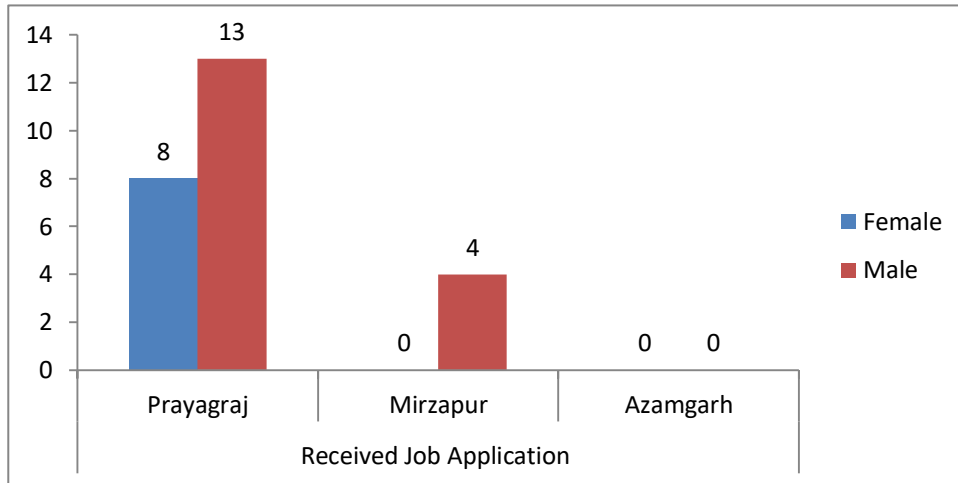
MGNREGA guarantees 100 days of wage employment in a financial year to the rural families whose adult members do unskilled manual work at minimum wage rate prescribed by the state government. Unfortunately none of the people polled got work under MGNREGA for 100 days and neither had they received unemployment allowance from the *panchayat* within days of the application for which they have been entitled. Most of the people only get a few days of work adding up to a maximum of 30 days. The finding shows that the district development has not being actively involved to provide employment of 100 days to the beneficiaries.

Figure 06: Number of respondents having information of MGNREGA



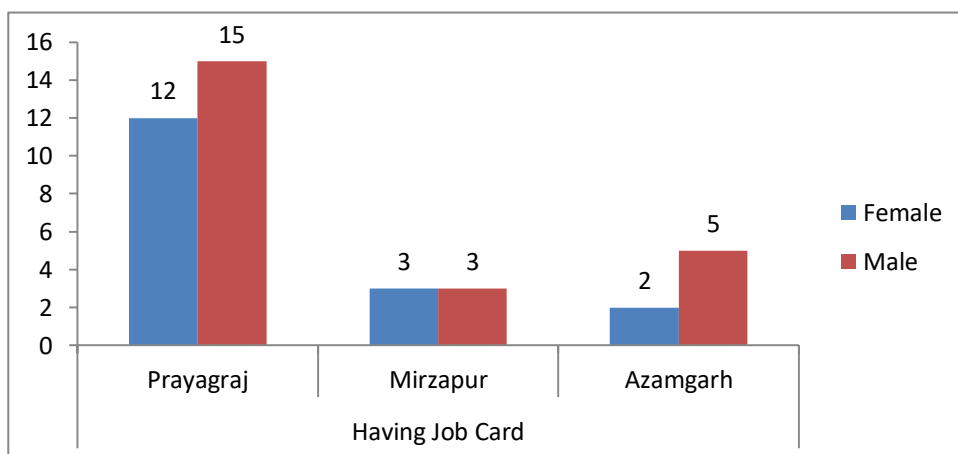
The above graph illustrates participants with information about MGNREGA. The results shows that in total 36 female and 39 male are having information of the above mentioned scheme. District wise levels, in *Prayagraj* females (14) do have more information than males (11). In *Mirzapur* and *Azamgarh* more male than female are having information of the scheme. Overall the male respondents are having more information in MGNREGA than female respondents.

Figure 07: Number of respondents who have received job application



The graph depicts the beneficiaries of MGNREGA who have received a job application. None of the participants from *Azamgarh* and no female participants from *Mirzapur* had received any job application. While comparing the districts the number of participants from Prayagraj is higher. In total 8 female and 13 male had received a job application; though only 3 female had received the acceptance letter so far. Overall more male participants have received job application than their female counterparts.

Figure 08: Number of respondents having Job Card



In terms of being in possession of a job card the number of participants from *Prayagraj* is higher than *Mirzapur* and *Azamgarh*. From *Mirzapur* only 6 participants, 3 males and 3 females, as well as 2 females and 5 males from *Azamgarh* own job cards. From the total

number of 27 participants holding job cards, 12 are female and 15 are male. Overall more male participants are in possession of a job card than female participants.

Table 3: Issues Related with wage under MGNERGA

| Wage related issues | Prayagraj | Mirzapur | Azamgarh | Total |
|--|-----------|----------|----------|-------|
| Received Full Payment of work done under MGNREGA | 9 | 1 | 2 | 12 |
| Received money according to the day | 11 | 4 | 0 | 15 |
| Received money on the basis of measurement | 13 | 1 | 0 | 14 |
| Separate money for work attire | 10 | 0 | 0 | 10 |
| MGNREGA money deposited in account in 7 to 15 days | 1 | 0 | 1 | 2 |

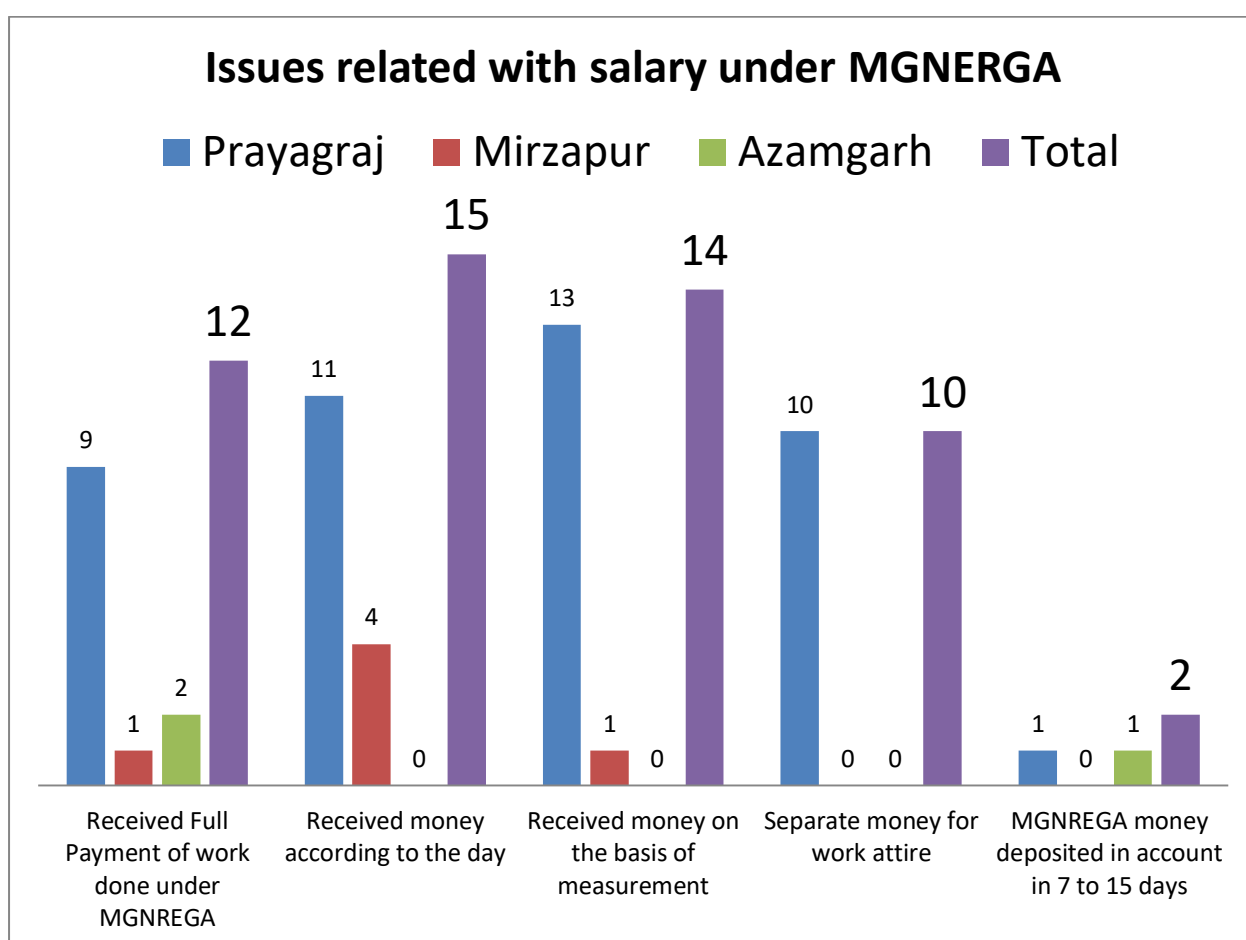


Figure 09: Issues related with wages under MGNREGA

The study found that fewer respondents have received their full payment of work done under the MGNREGA scheme. The reason cited by those polled is a lack of money. Some of them are not aware of the reason for a continuous delay in payment. This strongly indicates that allocated funds are not reaching the intended beneficiaries. Among the total 101, only 12 have received the full payment of work out of which 9 are from *Prayagraj*, 1 from *Mirzapur* and 2 from *Azamgarh*. In terms of wage payment it is reported that 15 of the respondents get

money on a daily basis and 14 of them get their payment according to the basis of measurement. Only in Prayagraj, 10 respondents have mentioned that they received separate money for work attire, while in *Mirzapur* and *Azamgarh* none of the respondents have received any money for work attire. It is possible that they are not assigned such work where special work attire is needed. Almost negligible numbers of respondents have cited that the wage payment is deposited in their respective account within 7 to 15 days. This indicates that wage payment to the workers was normally delayed.

Table 4: Bank Account Information of the Respondents

| Bank Account Information | Prayagraj | Mirzapur | Azamgarh | Total |
|--|-----------|----------|----------|-------|
| Opened saving account in bank /post office | 27 | 5 | 23 | 55 |
| Possession of bank/post office passbook and ATM card | 26 | 5 | 23 | 54 |
| Anyone took cash after withdrawal from account / ATM | 3 | 1 | 15 | 19 |

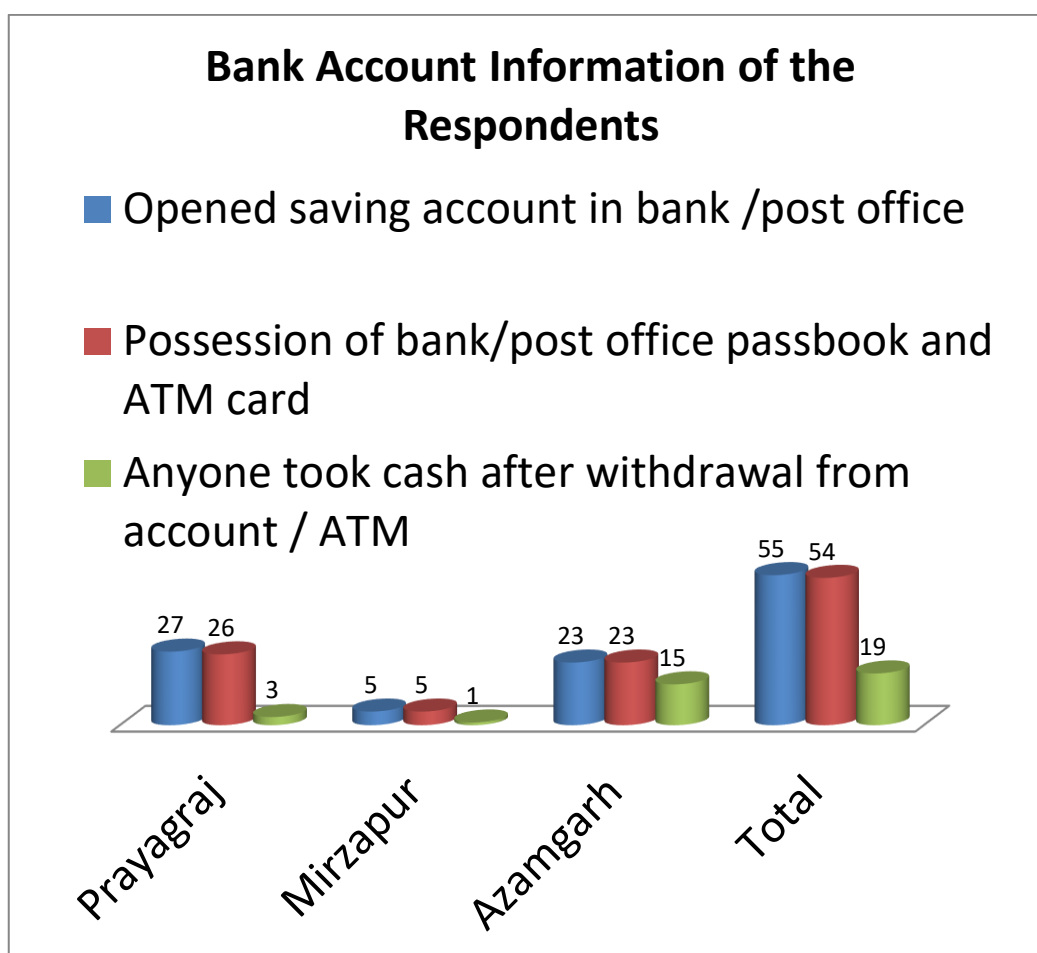


Figure 10: Bank Account Information

MGNREGA Act ensures that beneficiaries receive the wage entitlement within 15 days through institutionalized channels like bank and post offices. Hence it is mandatory that every

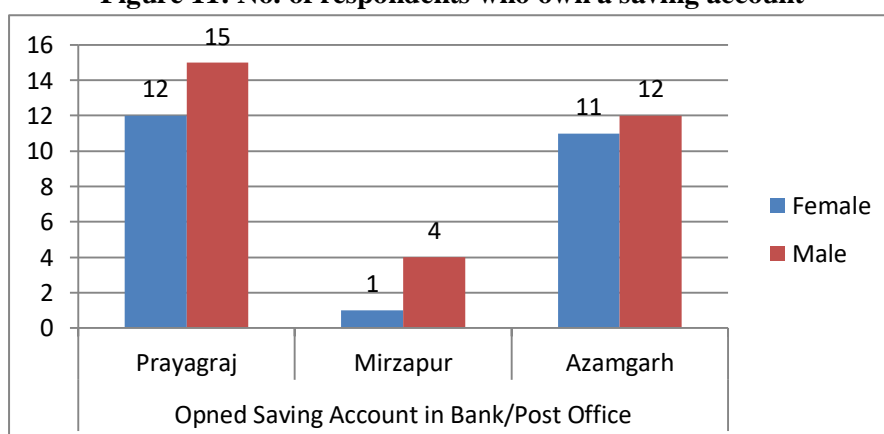
beneficiary has a bank or post office account and the disbursement are made exclusively through these channels.

The finding of the study revealed that 55% of respondents do have a saving account in a bank or a post office. Comparing the three districts the number of respondents from *Prayagraj* are at a maximum with account holders in a bank or a post office, followed by 23 from *Azamgarh*. Only 5 respondents from *Mirzapur* have their saving accounts. Almost all respondents who own a saving account also have bank/post office passbook and an ATM card.

As these respondents are mostly illiterate some of them do take help from other people while withdrawing money for which they pay some amount to them in return. In total 19 respondents cited that they always give some additional money to the persons who supported them in withdrawing money. Among these the majority (15) is from *Azamgarh*. Though it is not clear it seems that higher number of respondents operate their accounts on their own.

The opening of a bank account, though a relatively simple process for the average person, can be a very daunting task for poor and illiterate people who are unfamiliar with formal financial institutions and their processes. To understand and navigate these administrative structures they might need to be accompanied by an additional person which could be a reason for not opening a bank account by most for the respondents.

Figure 11: No. of respondents who own a saving account



As per the MGNREGA beneficiaries are supposed to open a saving account in a bank or a post office. Similarly the proportion of participants having a saving account from *Prayagraj* is higher than *Mirzapur* and *Azamgarh*. In total 27 people from *Prayagraj* own a saving account out of which 12 are female and 15 are male. From *Azamgarh*, 11 female and 12 male

respondents are account holders. *Mirzapur* has the minimal number of respondents who have opened saving account in a bank or a post office with only 5 respondents out of which one is 1 female and 4 are males. A gender wise comparison shows that more male respondents own a saving account compared to the females.

Table 5: Respondents having information of *Gram Sabha*

| Information related with <i>Gram Sabha</i> | <i>Prayagraj</i> | <i>Mirzapur</i> | <i>Azamgarh</i> | Total |
|--|------------------|-----------------|-----------------|-------|
| Information about <i>Gram Sabha</i> | 8 | 3 | 2 | 13 |
| Attended the previous <i>Gram Sabha</i> meeting | 1 | 1 | 1 | 3 |
| Promotion of employment at <i>Gram Sabha</i> meeting | 0 | 1 | 1 | 2 |

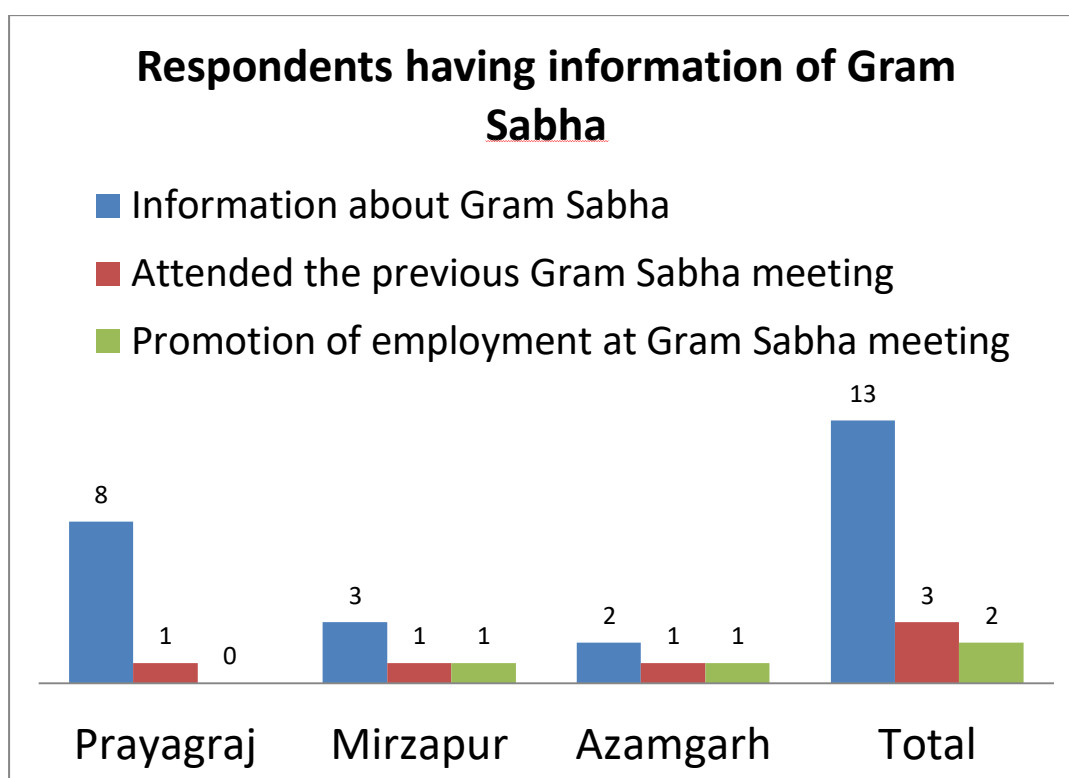


Figure 12: Respondents having information about *Gram Sabha*

The result depicts that only few numbers of respondents (13) have information about the *Gram Sabha*. These respondents were 8 from Prayagraj, 3 from *Mirzapur* and 2 from Azamgarh. In Prayagraj, according to respondents, a *Gram Sabha* meeting was held in June 2018 and January 2019. Some of them also cited that people were not informed about the meeting and neither were they invited to attend the meeting. They were having the assumption that the members of *Gram Sabha* did not want others to know about such meetings. Only one respondent shared that he had attended a meeting once. None of them got an opportunity to raise their issues during a meeting and neither did they hear about the promotion of employment at the *Gram Sabha* meeting. Respondents from *Mirzapur* stated that a *Gram Sabha* meeting was held once in September last year and another one just three

months back. Here again none of the respondent from Azamgarh was aware of such a meeting. Only 1 respondent from the sampled districts got an opportunity to attend the previous meeting of the *Gram Sabha*. They talked about their concern and issues related with promotion of employment in their region.

This indicates that there is lack of transparency among the village head and villagers and many of the respondents are not aware of *Gram Sabha* meeting. Notifications on meetings should be distributed much earlier so that people can take time out allowing them to participate effectively. As rural people are not participating in these meetings they are missing the opportunity to address their concern, expectations, issues and problems. For effective implementation and proper functioning of the MGNREGA schemes rural people should be given the right to attend the *Gram Sabha* meeting by informing them in advance.

Table 6: Respondent opinion on the duration of work under MGNREGA

| Duration of Work | Prayagraj | Mirzapur | Azamgarh | Total |
|--|-----------|----------|----------|-------|
| 100 days work under MGNREGA is very low | 25 | 9 | 30 | 64 |
| 100 days MGNREGA work should be extended | 29 | 18 | 29 | 76 |

MGNREGA provides a legal guarantee for 100 days of employment in every financial year to adult members of any rural area with the aim to enhance their livelihood security. Employment under MGNREGA is a legal entitlement. More than 60% of those polled believe that 100 days of work under the scheme is too little. 76% feel that these 100 days should be extended for more days. They feel that an increase of work days would also result in an increase of their wage, their income. Through this they would be able to earn more money, bear household expenses, save some money and even opening up the possibility to send their children to study. Some of them also stated that an extension of work days could help to stop the need for migratory labour. 24% of the respondents feel that there is no need to extend the 100 days works under MGNREGA as they are not even getting work for the 100 days in a year which they are actually entitled to.

This shows that people in rural areas are facing job scarcity and are in need of work. 100 days of work in a year doesn't seem to be sufficient to sustain their livelihood.

Table 7: Respondents opinion on the benefits of MGNREGA

| Benefits of MGNREGA | Prayagraj | Mirzapur | Azamgarh | Total |
|--|-----------|----------|----------|-------|
| Improvement of the social / economic status of family after working in MGNREGA | 19 | 12 | 11 | 42 |
| MGNREGA is a good plan to give employment to the unemployed in the village | 28 | 31 | 19 | 78 |
| happy with the work that is going on in the | 11 | 1 | 21 | 33 |

| | | | | |
|-------------------------|--|--|--|--|
| Panchayat under MGNREGA | | | | |
|-------------------------|--|--|--|--|

The study has also attempted to examine the impact of MGNREGA scheme in terms of improving the socio-economic status of the family in providing employment among the beneficiaries.

Only 42% of the respondents agreed that MGNREGA has helped them to improve the social and economic status of their family at least to some extent. While comparing with *Mirzapur* and *Azamgarh*, a higher number of respondents from Prayagraj feel that the scheme has improved their social and economic status. Still a majority 58% of respondents are not agreeing on this. Working for only 100 days in a year and is not enough for most families. 78% of respondents believed that MGNREGA is a good plan to provide employment to the unemployed in the village. All the respondents from *Mirzapur* agreed that MGNREGA is a good plan to give employment to the unemployed in the village.

The study reveals that respondents were not happy with the work that was undertaken in the *Panchayat* under MGNREGA. Among the total 101 respondents only 33% are happy with the work of the *Panchayat*. Maximum numbers of respondents from Azamgarh (21) are happy with the *Panchayat* work under MGNREGA which seems that among all the three districts *Panchayat* of Azamgarh is doing better work than Prayagraj and *Mirzapur*. Only 1 respondent from *Mirzapur* district is happy with the *Panchayat* work. According to respondents the *Panchayat* did not help them to get work and failed to provide work for people in need. Even if the work opportunities are provided people do faced obstacles in receiving their wages. Community people are unaware of *Panchayat* work and their activities. This indicates that work undertaken by the *Panchayat* under MGNREGA is not satisfactory.

There is need of higher supervision to oversee the work of the *Panchayat*. Along with this regular monitoring should be also undertaken.

Table 8: Respondents who worked as migrant labour

| Labour Migration | | <i>Prayagraj</i> | <i>Mirzapur</i> | <i>Azamgarh</i> | Total |
|---|-------------------|------------------|-----------------|-----------------|-------|
| migrated in search of employment in last financial year | | 9 | 18 | 0 | 27 |
| Work Involved | Farming | 0 | 0 | 0 | 0 |
| | Wage/labourer | 6 | 1 | 0 | 7 |
| | Construction work | 1 | 3 | 0 | 4 |
| | Home based work | 1 | 0 | 0 | 1 |
| | Rickshaw | 0 | 0 | 0 | 0 |
| | Plumber | 0 | 0 | 0 | 0 |

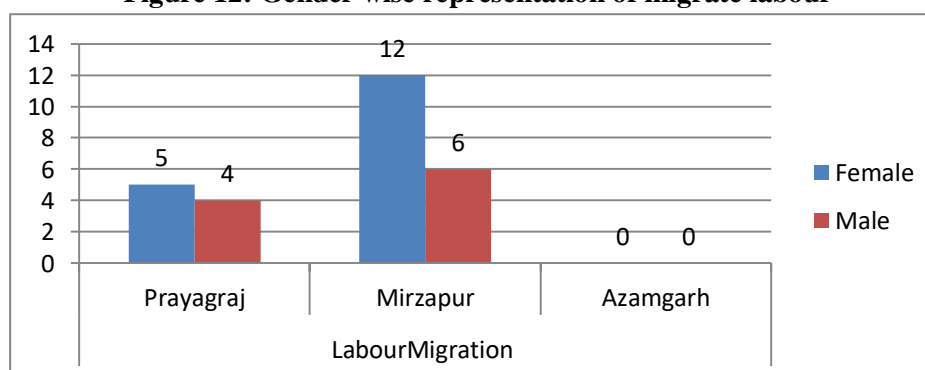
| | | | | | |
|-------------------------------|--------------------|---|---|---|---|
| | Others | 1 | 0 | 0 | 1 |
| Duration of work | 3 months and below | 4 | 0 | 0 | 4 |
| | 3-6 months | 1 | 2 | 0 | 3 |
| | 6 months -1 year | 1 | 1 | 0 | 2 |
| | More than 1 year | 1 | 0 | 0 | 1 |
| Earned money during Migration | Less than Rs.100 | 0 | 0 | 0 | 0 |
| | Rs100-200 | 1 | 2 | 0 | 3 |
| | Rs 200-400 | 5 | 1 | 0 | 6 |
| | Nothing | 1 | 0 | 0 | 1 |

Due to lack of work in rural areas, people migrate within their state or other parts of country to pursue work on a temporary, usually seasonal, basis. They usually do not have the intention to stay permanently in the region in which they work.

The above table highlights the issues concerned with labour migration and the different kinds of work in which those polled were involved. The work ranged from construction work, home based work to daily wage labourer. Among the total respondents, 27 had migrated in search of employment in the last financial year i.e. 2018-19. Out of these 9 were from *Prayagraj* and 18 from *Mirzapur*. None of the respondents from Azamgarh have migrated in the last year. Respondents from Prayagraj have migrated from Uttar Pradesh to cities such as *Mumbai, Bangalore and Chennai*. 18 respondents from *Mirzapur* have migrated only within the state of *Uttar Pradesh*. Many respondents did not share any information about their kind of work. Among those who responded about the work in which they were involved the majority was working as daily wage labourers or construction workers. They worked mostly for less than three to six months. Their daily income was not more than INR 200-400.

It is very unfortunate that people have to leave their homes and families to migrate to another region, where wages may still be low, in search of a better livelihood. With the existence of labour migration in these regions, the government and concerned authorities need to look for better employment opportunities to help people in need.

Figure 12: Gender wise representation of migrate labour



Participants from *Prayagraj and Mirzapur* have migrated to other regions in search of work. In total 9 participants from Prayagraj, 4 males and 5 females, 18 from *Mirzapur*, 12 female and 6 males have migrated for employment in the last few years. None of the participants from Azamgarh have reported about the labour migration. The fact that females have outnumbered their male counterparts shows that men are migrating less to other regions for work. Women instead seem to have to freedom to leave their village and find work.

Table 9: Asset Ownership of the respondents

| Asset ownership | | <i>Prayagraj</i> | <i>Mirzapur</i> | <i>Azamgarh</i> | Total |
|-----------------------|------------------|------------------|-----------------|-----------------|-------|
| Having own house | | 29 | 30 | 24 | 83 |
| Having animal at home | | 28 | 19 | 27 | 74 |
| Means in house | Electricity | 13 | 24 | 29 | 66 |
| | Water connection | 0 | 2 | 0 | 2 |
| | Drain/cleaning | 0 | 7 | 0 | 7 |
| | Television | 5 | 20 | 16 | 41 |
| | Mobile | 26 | 28 | 31 | 85 |
| | Bicycle | 21 | 28 | 28 | 77 |
| | Motorcycle | 0 | 5 | 5 | 10 |
| Toilets | | 13 | 9 | 32 | 54 |

The assets position of the respondents' households was also analysed. It was found that 83% of the respondents have their own house and 74% rear domestic animals. More than 80% of the respondents own a mobile phone. This depicts that in today's world and age the mobile phone has become a necessity in an individual's life. 80% own a bicycle. While looking at the basic necessities of life only 54% of the respondents have toilet facility at their home. Among all three districts more household of Azamgarh have toilet facilities. *Mirzapur* has the least number of facilities of such kind. More than 60% of respondents have electricity at their home. Majority of respondents from Prayagraj are not having an electricity connection at their house. Only 13 respondents have an electricity connection. Five respondents, each from the *Mirzapur* and Azamgarh, also owned a motorcycle. More respondents (20) from *Mirzapur* have television sets as compared to *Prayagraj* (5) and *Azamgarh* (16).

There is lack of water connection in the sample areas. Only two respondents from *Mirzapur* have a water connection in their house. This indicates that till now the majority of members of the household have to walk to collect water and use the common water supply of the village. Similarly a certain drainage facility isn't available in *Prayagraj* and *Azamgarh*. In *Mirzapur* 7 respondents have cited about the existence of a drainage facility in their house.

Table10: Respondents opinion on Human Trafficking/Bonded Labour

| Human Trafficking/Bonded Labour | <i>Prayagraj</i> | <i>Mirzapur</i> | <i>Azamgarh</i> | Total |
|---|------------------|-----------------|-----------------|--------------|
| Information about human trafficking / bonded wages | 19 | 27 | 18 | 64 |
| Knowledge about the difference between safe migration and human trafficking | 19 | 27 | 5 | 51 |
| Ever been asked to do human trafficking / forced work | 6 | 1 | 2 | 9 |
| Adequate work under MGNREGA, will lessen the people from fleeing or trafficking in person | 21 | 26 | 15 | 62 |

Bonded labour is deeply entrenched in India's social and economic structure and human trafficking is unfortunately a pervasive issue in our country. More than 60% of the respondents are aware about and have information on human trafficking and bonded labour. Half of the respondents (51) have knowledge about the difference between safe migration and human trafficking. Amongst those the majority (27) of the respondents are from *Mirzapur*, 19 from *Prayagraj* and 5 from *Azamgarh*. According to the respondents human trafficking is carried out to earn money and mostly concerns the illegal, monetary based transfer of people usually having to work against their will. Safe migration is required with promotion of legal labour migration as a means to safeguard the rights of migrant workers. Among all those polled 9 respondents have been approached and asked to involve in human trafficking or forced labour out of which the majority (6) were from *Prayagraj*. 62% have shared that if there is adequate work under MGNREGA the number of people getting involved with for migrant labour or trafficking of people should decrease.

Due to certain financial crises connected to a lack of work in rural and remote areas, many people end up being tied in bonded labour or are being forced to migrate to other regions in search of jobs and a better living. In order to curb the serious issues of bonded labour and human trafficking from such regions the government needs to ensure an employment of at least 100 days in a year which is legal entitlement under MGNREGA.

Focus Group Discussion

This section of the report summarises the key finding of the focus group discussion conducted with 25 members from *Chunan* Block held in *Mirzapur* district, Uttar Pradesh. Among the total participants, 9 were female and 16 were male. Focus group discussion was conducted to explore the views of the rural people with the aim to gain more detailed information on MGNREGA and the issue of human trafficking.

Everyone in the group agreed that labour migration exists in the Indian society and it is a major problem. In order to stop labour migration, participants opined that regular income generating work should be provided near their locality. Every individual needs a regular income to sustain its livelihood. Whenever there is no work available in the rural areas, people migrate to cities in order to get seasonal work, though they do not intend to stay permanently. MGNREGA has provisions for additional employment of 100 days per household. Thus the respondents are expecting more work from MGNREGA and the concerned authorities and department should not delay the provision of work.

When asked whether MGNREGA is a good scheme for giving employment, majority of the respondents stated that yes yet also mentioned the need for a proper implementation especially during the lean season / non migrating season and festival times. Only two participants disagreed over the quality and sense of this scheme.

MGNREGA was implemented more than a decade ago and so far it has not been successful enough to stop labour migration. Labour migration is still a social problem in the country. The scheme is not able to provide work to the entitled rural people. According to the participants the reasons behind this are people not getting enough work under MGNREGA and wages are not given on time. There has been a delay in wage payment due to unknown reasons. Some of them stated that sometimes they receive work yet this opportunity is far away from their locality. Many respondents shared that they do not get work regularly and even if work is available it does not cover the total of 100 days. Thus, successful implementation of MGNREGA scheme was a concern raised across the discussion among the group. In order to implement MGNREGA successfully participants suggested that regular and timely work should be provided and their wages should be paid on time. Along with this they also want and need to be informed about the number of days required for a particular type of work.

Human trafficking, which is also considered as modern day slavery, is a serious crime and a grave violation of human rights. This remains a significant problem in India. A majority of the respondents reported that they haven't heard about human trafficking in their village.

Only three respondents have opined about human trafficking incidences. In order to stop this problem respondents strongly feel that there is a need for more awareness on human trafficking and that more employment opportunities must be provided to people. Strong action must be taken against human trafficking.

All the participants agreed that if MGNREGA will be successful the issue of unemployment and human trafficking could stop. Labour migration will also stop with regular work opportunities near the house.

Many respondents openly expressed their views and concerns on the issues of MGNREGA and human trafficking. They fully agreed that MGNREGA is a good scheme for giving employment though some were sceptical about it due to irregular work opportunities and delay in the wage payment. The focus group discussion confirmed the need to take certain steps to improve the implementation of MGNREGA. A broader sensitization and information campaigns on human trafficking are considered essential for rural people.

“We do not get work for more than 20 days. Payments are also not provided timely.”

- ***Nathu, 43 years old, Uttar Pradesh***

“In Panchayati Raj Institution Act, Rural communities have been entitled as “Owners” but under MNREGA they are treated as “labourers”.

- ***Ramlaal, 40 years old, Uttar Pradesh***

“Gram Pradhan does not provide work to us; he provides it to those individuals who are known to him”.

- ***Lalvati, 38 years old, Uttar Pradesh***

KEY FINDINGS OF THE STUDY:

- The MGNREGA is being implemented in all the three districts –*Prayagraj, Mirzapur and Azamgarh* of Uttar Pradesh but not as per the statutory norms mentioned in the guidelines. It is found that respondents are not getting a total of 100 work days. Only one of the respondents was able to work under MGNREGA for 100 days. Even though they are entitled none of people concerned had received any unemployment allowance from *Panchayat* within days of the application.
- Communities /rural people are not having detailed information about the MGNREGA and 38% of them don't have the essential job card which is mandatory to be employed under the schemes.
- More than 50% respondents have their own saving account in a bank or a post office, alongside the possession of an ATM card, which is a channel for payment of work done with MGNREGA.
- People of these regions don't want to work under MGNREGA as the wage of INR 175 is very less. Most of the time the disbursement of their wages is delayed.
- Out of 101 people polled 75% of the respondents believe that MGNREGA is a good plan to give employment to the unemployed in the village. Yet is hasn't been successful to improve the socio-economic status of the concerned families after working in MGNREGA since the scheme failed to provide employment of a total of 100 days to the entitled people.
- 64% of respondents also raised the concern that the 100 days of work offered under MGNREGA is too less and needs to be extended.
- Out of 67, 26 respondents from *Prayagraj* and *Mirzapur* have migrated in search of employment in the last financial year.
- More than half of the respondents share the opinion that adequate work under MGNREGA will lessen the chances of fleeing or trafficking.
- *Gram Pradhan* has biased approach towards the people working under MGNREGA. As *Pradhan* is the key person for the selection of beneficiaries, s/He only enrolls those people who are connected to him already.
- Most of the time, Gram Pradhan enrolls people under MGNREGA, provides them a job card and open their bank accounts for having payments in it. After doing so, he takes money from them and gives them a commission.
- No receiving is giving to respondents for application of job, resulted no compensation to the applicant within mandated days

- Villagers are not involving in Gram Sabha meetings, thus they cannot participate and demand for the work under MGNREGA
- Social audit is not happening in the original sprit of it.

5. District Wise Findings

Field visits were undertaken in the three districts of *Azamgarh*, *Mirzapur* and *Prayagraj* in *Uttar Pradesh*. These visits were facilitated by the partner organizations (*ROSA*, *MSEMVS*, and *PGS*) of Human Liberty Network (HLN). The visits were made to one village in each district and discussions were held with the villagers owning job cards under MGNREGA as well as those aspire to have such cards.

5.1. District Azamgarh

*Azamgarh*³³ is one of the three districts of Azamgarh division of *Uttar Pradesh*. *Azamgarh* district has an area of 4,054 square kilometres (1,565 sq mi). The district lies between the Ganges and the *Ghaghara*. *Azamgarh* district is surrounded by the districts of *Mau* in the east, *Gorakhpur* in the north, *Ghazipur* in the south-east, *Jaunpur* in the south-west, *Sultapur* in the west and *Ambedkar Nagar* in the north-west. According to the 2011 census *Azamgarh* district has a population of 4,613,913. Its population growth rate over the decade 2001-2011 was 17.11%. *Azamgarh* has a sex ratio of 1019 females for every 1000 males, and a literacy rate of 72.69%.

Gram panchayat (GP) *Mainuddinpur* has two dependent revenue villages *BabuaChachar* and *Dayalpur*. There are around 600 families and number of people included in voter list are 2500. Among this 2500 only 1200 voted during election. Out of the 600 families about 250 have their personal toilets. 40 families belong to the most backward castes namely *Nona / Kanjar*. 135 people have job cards out of which 70 are women and currently 59 are getting work through the scheme. In this area a local organisation named Rural Organization for Social Advancement (ROSA) is working in regard to MGNREGA and facilitates the process of ensuring job cards to the beneficiaries and ensures work opportunities under the scheme. Until now the organisation has provided 55 people with the job cards and has records of 33 such persons. This organisation is also working to enrol the labourers in a labour department under the unorganised worker.

In the current year 44,325 people were included in the MGNREGA scheme in the *Azamgarh* District. The total employment demanded was 1,90,281 people for which the employment was provided 1,67,127. Total number of families who completed 100 days of work was only 403 and even employment was provided for disabled beneficiaries is 174. The wage rate as shared by the team currently is INR175 under MGNREGA as compared to the INR 350. The

³³ MGNREGA Data (nrega.nic.in) provided by Human Liberty Network.

work under MGNREGA include *Chakrot Band, Pokhri, Nali, Kharanja* etc. The main focus under this scheme is currently the construction of toilets and Poker. However for over six months now no work has been undertaken under the scheme.

MGNREGA has not been successful enough to eradicate the problem of labour migration. Even if the beneficiary gets work of 100 days under the scheme his or her daily wage is only INR 185 in this region which makes INR 18500 per annum. This is not enough and does not make any effective measure in sustaining the lives of the concerned families. This is one of the main reasons why people are migrating to other regions for seasonal work. People from this village migrate to places like *Delhi, Rajasthan* and *Mumbai*. Few even have travelled to foreign destinations like Qatar and Dubai. However these kinds of work opportunities aren't appreciated since those polled feel a lack of respect for their person in such places and many of them don't even take these possibilities even if they get a proper offer.

According to the Block Development Officer (BDO), people of this region do not want to work under MGNREGA as the wage is quite low. Earlier it was INR 175 per day but since April 2019 it has been increased to INR 185 per day. According to the existing labor market an individual is supposed to get a daily wage of INR 350 for unskilled work and INR 600 for skilled work. *Pradhan* took an effort to provide work to people so that the village wouldn't lose the revenue share under the scheme. In support with the secretary at the block level, BDO has the responsibility to ensure the payment of work done by beneficiaries. Due to unavailability of funds, payment gets delayed for over three months. Along with this the secretary is also overseeing *Gram Nidhi*, toilets construction at schools etc.

5.2. District Prayagraj

Allhabad district³⁴, officially known as *Prayagraj* district since October 2018, is one of the major and largest districts of Uttar Pradesh in India. The district headquarters is Allahabad city which was renamed Prayagraj at the same time as the district was renamed. The district is divided into blocks within *tehsils*. As of 2011, there are 20 blocks in eight *tehsils*. The Allahabad division includes the districts of *Fatehpur, Kaushambi* and *Allahabad*, with the *western Prayagraj* district becoming part of the new *Kaushambi* district. According to the 2011 census of India the district has a population of 5,959,798. The district has a sex ratio of 902 females for every 1000 males, and a literacy rate of 74.41% which is close to the all-India average of 74%.

³⁴ MGNREGA Data (nrega.nic.in) provided by Human Liberty Network.

In the current year 28,941 people were listed in the MGNREGA scheme in the *Prayagraj* District. The total number of people that demanded employment was 148,546, for which employment was provided to 125,437 people. The total number of families who completed 100 days of work was only 594 and employment was provided even to 204 disabled beneficiaries.

During the field visit it was found that in the last year no work has been provided under MGNREGA. Even if work was available, it has never been for more than 30 days in a year. Due to shortest of work opportunity people have to undertake *Chakrot* work at rate of only INR 151. Sometimes MGNREGA provides consolidated money at once to beneficiaries. As the central government has failed to allocate work under this scheme, rural people especially males migrate to far off places like *Surat*, *Mumbai*, *Chhattisgarh* and undertake job such as performing arts like *Ramlila* and *Dhol*. In this district, after the age of 15 years, many boys migrate to other regions and states in search for. Girls are never sent outside; they remain in the village and study. Boys get married at 18 years and girls few years younger around 15 years.

Respondents do feel that having their own bank accounts has helped them as money gets transferred directly through their account. Earlier they used to receive payment through a friend's account or a postal service which was problematic at times. They also shared that under the MGNREGA work should be provided before the sowing season during monsoon. This would be of great help to them since they could then use the money for buying seeds, farm tools etc. On a regular basis work should be allotted.

According to BDO, status of the scheme is similar with other parts of the state. From the central government side, neither funds nor work are allocated. In the district MGNREGA work is measured with *Gadha Ghan Meter* system.

5.3. District Mirzapur

Mirzapur district is one of the 75 districts of *UttarPradesh* state in northern India. The district is bound on the north by *Sant Ravidas Nagar* and *Varanasi* districts, on the east by *Chandauli* district, on the south by *Sonebhadra* district and on the northwest by *Prayagraj* district (*Allahabad*). The district occupies an area of 4,521 square kilometres. According to the 2011 census *Mirzapur* district has a population of 2,494,533. The district has a population density of 561 inhabitants per square kilometre (1,450/sq mi). Its population growth rate over the decade 2001-2011 was 17.89%. *Mirzapur* has a sex ratio of 900 females for every 1000 male and a literacy rate of 70.38%. The female Literacy rate here is 54%.

People in this region are majorly working in brick kiln industry. Apart from brick kiln the other seasonal employment are for a minimum of 15 days each for *Ropani* (sowing) and *Katni* (harvesting) when it comes to *Dhan* and *Gehu*; but if there is vegetable production the labourers get regular employment.

The work under MGNREGA is almost at standstill and maximum days of employment being ensured to labourers are 10 to 20 days in a year in the nearby *Gram Panchayat*. People are not interested to work under the scheme due to various reasons. Low wages as compared to what they receive at brick kilns, which is generally INR 600-650 for every 1000 bricks made. The rates of payment varies if an advance payment has been taken, the rates decrease to INR 500 for every 1000 bricks being made. The other critical issue is that of a delayed payment which doesn't meet the end needs of the labourer.

During the field visit it has been observed that people prefer labour migration as the wage offered under the scheme is very less compared to other work opportunities. MGNREGA provides INR 185 per day; on an average a labourer can easily fetch INR 250 from private source. If he or she migrates to big cities the wage rates for an unskilled labourer is INR 350 and for a skilled labourer is INR 500. The local people stated that MGNREGA has not provided them with work. At the most 15 to 20 days of work is available under MGNREGA for the people who are in possession of a job card. Most of the females are not aware of the job card. It is reported that the scheme is doing little better in nearby areas such as *Narayanpur* and *Rajgarh*.

The problem of labour migration is quite prevalent in this area. Many people go out and work in the brick kiln. Generally in a year people remain outside between mid-Novembers to mid-June. Mostly around 95% of the family migrates and rarely children are left with grandparents and other guardians. While working as migrant labour they face many issues such as: place of stay is inhumane at times, they get cheated, face payment issues as the contractor will run away or they will get lesser pay then what had been previously agreed

Mr. Antu, age 28 years, has been working in the Brick Kiln with his wife for many years. The spousal team earns around INR 400 per day. They reside in the Vanvasi (forest dwellers) basti, which are very few in this area. The family had applied for and got approval under the Pradhan Mantri Awas Yojana. Mr. Antu's money transfer had got initiated. After initial transfer and starting of the construction process his wife fell ill and he became busy with her treatment. The Pradhan asked him to handover all cash and assured him that he will get the house constructed. Pradhan gave reasons of officials' follow-up visits to put pressure on Antu for handing over cash. It has been months now and his house has not got constructed. He now fears that Pradhan may backtrack from his promise.

upon.

Human trafficking is rare in this region. Children are mostly engaged in odd jobs such as working as roadside vendors. The HLN partner who has reach and intervention in this area has been making efforts to ensure that children get enrolled in schools and so don't miss their education. But due to the children belonging to poor families they have not been successful in full and sustainable enrolment of children.

In this area, economic situation could be solved partially if MGNREGA is implemented for 100 days for everyone. Work should be provided during the off season. Payment of work should be done on time and regularly. As suggested by the partner network, since many people are engaged in brick kilns, the work under MGNREGA should be provided during off season which is in between June to October when laborers would be available and in need of work. Another period could be during festive season or holidays as many migrant laborers visit their families. Regarding the wages, the rate under MGNREGA of INR 185 is inadequate and it should be increased to INR 300.

6. Recommendations

Monitoring

- As per the Operational Guidelines of the scheme, **Social Audits** should be facilitated in the scheme. For efficient functioning of this tool, it is crucial that the government details certain non-negotiables of the social audit.
- The presence of key government officials such as the APO (Assistant Program Officer) must be mandated at the social audit.
- The concerned village/block office must be directed to provide unrestricted access to relevant MGNREGS project documents.
- A Decision Taken Report (DTR) is to be created by the officer presiding over the meeting. The DTR should attribute any grievances raised to a programme functionary, and should be forwarded to the district level officer for appropriate follow-up action.
- Further, the audit can be undertaken with the involvement of gram *pradhans*, *ex-gram Pradhans* and opposition parties.

Grievance Redressal Mechanism

- As indicated by the Operational Guidelines of the scheme, each state must have an independent grievance redressal mechanism with a fixed timeline for addressing complaints. Issues such as delay in paying the wages, job card issue, lack of job application, lack of savings accounts in bank or post office etc. should be promptly attended and resolved.

Increasing Awareness on the Scheme

- The studied data showed that awareness on the scheme was not satisfactory. The *Panchayats*, community leaders, public and private bodies and the media should be used effectively to spread information among the prospective workers regarding not just the scheme and its benefits but also to raise awareness on the rights, entitlements, provisions and procedure of the program.
- The APO could be made responsible for facilitating IEC (Information-Education-Communication) activities by village level institutions and authorities; and to collect reports on IEC activity conducted from the same bodies.

Creating and managing a database

- A data base of all skilled and unskilled persons in the village which should serve as a master-sheet having all details of name, age, sex, etc. Additional lists must be created which includes names of those benefitting under the scheme and names of fresh applicants. With the help of the master sheet, those who are fit to apply but

have not done so can be reached and advised on applying. There must also be data of those who have been given a job card along with pending status of the same, workers with and without bank accounts or post office accounts. The creation and management of this information system must be done at the *gram panchayat* level.

Improving the quality of Gram Sabhas

- The general public should be encouraged to attend and actively participate in *Gram Sabha* meetings. This can be achieved by informing them in advance about the date, time and venue of the meetings along with sharing the agenda. The advantages of attending as a platform to put forth their issues and concerns must be highlighted. This is an effective medium to promote MGNREGS.
- Specific plans for work under the scheme must be generated by the Panchayat which should be shared in the Gram Sabha. Every household in the village must be made aware of the work that has been brought under the scheme through Gram Sabhas or public meetings.

Receiving of Work Demand

- The work demands which are received by Gram Sevak should be uploaded on the site of MGNREGS and applicants should be given receipts for the same.

Work during specific seasons

- The work under MGNREGS needs to be planned as per the labour demand calendar. The work should be provided during off-season so that more beneficiaries can avail the work beside their regular work and earn extra income for the family. This will help them with income for those periods that are tougher due to lack of work. Many people of these districts are labour migrants also, so for their benefit certain work should be provided during festive or holidays time when they visit home and family.

Assistance to prospective beneficiaries

- The facilities provided in the schemes like job application, acceptance letter and job card should be implemented and maintained properly. This should be educate to villagers with the help of civil society organizations.

Number of Work Days

- In order to achieve the objective of reducing distress migration from rural areas, it is imperative to allocate 100 days of work to beneficiaries.

Annexure I – U.P. 03 District MGNREGA Data 2017-2018.

| Districts and it's Blocks | No. of Job cards included in current YR | Total no. of employment demanded | Employment Provided | No. of families completed 100 days | No. of disabled beneficiary individuals |
|---------------------------|---|----------------------------------|---------------------|------------------------------------|---|
| MIRZAPUR | 16883 | 108138 | 87761 | 387 | 103 |
| • <i>Chhanvey</i> | 1957 | 12482 | 10345 | 54 | 7 |
| • <i>City (nagar)</i> | 1442 | 13170 | 11837 | 14 | 34 |
| • <i>Hallia</i> | 1638 | 16250 | 12496 | 12 | 17 |
| • <i>Jamalpur</i> | 1776 | 10035 | 8365 | 32 | 5 |
| • <i>Kon</i> | 342 | 3499 | 2992 | 4 | 1 |
| • <i>Lalganj</i> | 2589 | 7670 | 5587 | 4 | 4 |
| • <i>Majhawa</i> | 139 | 3830 | 3041 | 2 | 0 |
| • <i>Narainpur</i> | 1261 | 4454 | 3413 | 3 | 0 |
| • <i>Pahari</i> | 1928 | 6714 | 5526 | 31 | 7 |
| • <i>Patehrakala</i> | 482 | 10002 | 7412 | 8 | 2 |
| • <i>Rajgarh</i> | 2902 | 17681 | 14959 | 214 | 25 |
| • <i>Shikher</i> | 427 | 2351 | 1788 | 9 | 1 |
| PRAYAGRAJ | 28941 | 148546 | 125437 | 594 | 204 |
| • <i>Bahadurpur</i> | 1562 | 6762 | 5882 | 7 | 9 |
| • <i>Bahria</i> | 1553 | 5631 | 4765 | 2 | 1 |
| • <i>Chaka</i> | 592 | 1763 | 1450 | 0 | 2 |
| • <i>Dhanupur</i> | 1479 | 8041 | 6950 | 107 | 3 |
| • <i>Handia</i> | 3353 | 7865 | 6624 | 11 | 13 |
| • <i>Holagarh</i> | 2528 | 7373 | 6740 | 70 | 9 |
| • <i>Jasra</i> | 698 | 5958 | 5144 | 29 | 0 |
| • <i>Karchana</i> | 823 | 5481 | 4825 | 29 | 1 |
| • <i>Kaudhiyara</i> | 1057 | 6758 | 5568 | 3 | 0 |
| • <i>Kaurihar</i> | 2079 | 8304 | 7159 | 12 | 4 |
| • <i>Koraon</i> | 2431 | 20266 | 15843 | 106 | 72 |
| • <i>Koraon</i> | 1564 | 9462 | 7910 | 3 | 10 |
| • <i>Manda</i> | 1837 | 6894 | 5946 | 41 | 4 |
| • <i>Mauaima</i> | 1000 | 8292 | 7274 | 27 | 20 |
| • <i>Meja</i> | 360 | 4108 | 3357 | 2 | 7 |
| • <i>Phulpur</i> | 1424 | 6417 | 5450 | 7 | 3 |
| • <i>Pratappur</i> | 1752 | 6319 | 5412 | 5 | 9 |
| • <i>Saidabad</i> | 858 | 11714 | 9673 | 102 | 2 |
| • <i>Shankargarh</i> | 1197 | 4202 | 3621 | 0 | 35 |
| • <i>Soraon</i> | 794 | 6936 | 5844 | 31 | 0 |
| • <i>Urauwan</i> | | | | | |
| AZAMGARH | 44325 | 190281 | 167127 | 403 | 174 |
| • <i>Arihaura</i> | 759 | 9068 | 8118 | 33 | 14 |
| • <i>Atraulia</i> | 1682 | 6456 | 5672 | 8 | 2 |
| • <i>Azmatgarh</i> | 3434 | 16651 | 14385 | 19 | 6 |
| • <i>Bilariyaganj</i> | 834 | 10213 | 9635 | 0 | 6 |
| • <i>Haraiya</i> | 8947 | 13684 | 12325 | 13 | 11 |
| • <i>Jahanaganj</i> | 1905 | 11292 | 10638 | 0 | 6 |
| • <i>Koilsa</i> | 1024 | 8563 | 7635 | 20 | 3 |
| • <i>Lalganj</i> | 590 | 8202 | 7213 | 10 | 17 |
| • <i>Mahrajganj</i> | 1835 | 8225 | 6555 | 1 | 22 |
| • <i>Martinganj</i> | 611 | 7177 | 6378 | 0 | 8 |
| • <i>Mehnagar</i> | 5749 | 10141 | 9451 | 123 | 2 |
| • <i>Mirzapur</i> | 985 | 5292 | 4944 | 0 | 2 |
| • <i>Mirzapur</i> | 1905 | 5501 | 4559 | 0 | 4 |
| • <i>Mohammadpur</i> | 1104 | 3502 | 2583 | 2 | 1 |
| • <i>Palhana</i> | 1910 | 5278 | 3543 | 7 | 1 |
| • <i>Palhani</i> | 3843 | 11513 | 9886 | 81 | 4 |
| • <i>Pawai</i> | 2359 | 7632 | 6893 | 5 | 2 |
| • <i>Phulpur</i> | 1113 | 4404 | 3824 | 2 | 3 |
| • <i>Rani kisarai</i> | 1283 | 7979 | 7290 | 0 | 8 |
| • <i>Sathiyaon</i> | 459 | 8193 | 6952 | 8 | 19 |
| • <i>Tahbarpur</i> | 1594 | 10146 | 8950 | 71 | 6 |
| • <i>Tarwa</i> | 400 | 11169 | 9698 | 0 | 27 |
| • <i>Thekma</i> | | | | | |

Source: MGNREGA Data (nrega.nic.in)

Annexure II – UP MGNREGA 5 Years Data

| UTTAR PRADESH | As on 06-05-2019 |
|--|-------------------------|
| Total No. of Districts | 75 |
| Total No. of Blocks | 823 |
| Total No. of GPs | 58,924 |
| I Job Card | |
| Total No. of Job Cards issued [In Lakhs] | 166.35 |
| Total No. of Workers [In Lakhs] | 236.78 |
| Total No. of Active Job Cards [In Lakhs] | 77.07 |
| Total No. of Active Workers [In Lakhs] | 96.68 |
| (i)SC worker against active workers [%] | 32.74 |
| (ii)ST worker against active workers [%] | 1.03 |

| II Progress | FY 2019-2020 | FY 2018-2019 | FY 2017-2018 | FY 2016-2017 | FY 2015-2016 |
|--|---------------------|---------------------|---------------------|---------------------|---------------------|
| Approved Labour Budget [In Lakhs] | 2500 | 2000 | 1800 | 1500 | 1632.34 |
| Person days Generated so far [In Lakhs] | 115.82 | 2128.41 | 1815.23 | 1575.01 | 1822.22 |
| % of Total LB | 4.63 | 106.42 | 100.85 | 105 | 111.63 |
| % as per Proportionate LB | 29.66 | | | | |
| SC person days % as of total person days | 25.31 | 31 | 34.06 | 32.74 | 34.78 |
| ST persondays % as of total persondays | 1.08 | 0.96 | 0.95 | 0.95 | 1.09 |
| Women Persondays out of Total (%) | 38.69 | 35.27 | 35.11 | 33.2 | 29.52 |
| Average days of employment provided per Household | 15.72 | 42.03 | 37.35 | 31.44 | 33.53 |
| Average Wage rate per day per person (Rs.) | 180.88 | 174.95 | 174.95 | 173.75 | 160.88 |
| Total No of HHs completed 100 Days of Wage Employment | 1 | 72,239 | 42,519 | 41,362 | 1,85,769 |
| Total Households Worked[In Lakhs] | 7.37 | 50.64 | 48.6 | 50.09 | 54.35 |
| Total Individuals Worked[In Lakhs] | 8.57 | 61.78 | 60.4 | 62.47 | 68.54 |
| Differently abled persons worked | 1488 | 11031 | 11348 | 12146 | 14030 |
| III Works | | | | | |
| Number of GPs with NIL exp | 18,281 | 526 | 757 | 1,133 | 7,234 |
| Total No. of Works Taken up (New + Spill Over)[In Lakhs] | 7.96 | 18.2 | 15.66 | 10.17 | 9.87 |
| Number of Ongoing Works[In Lakhs] | 7.51 | 7.95 | 10.31 | 4.68 | 6.44 |
| Number of Completed Works | 44,363 | 10,25,143 | 5,35,200 | 5,48,380 | 3,43,182 |
| % of NRM Expenditure(Public + Individual) | 46.03 | 52.11 | 45.34 | 61.97 | 56.29 |
| % of Category B Works | 55.24 | 67.32 | 66.63 | 45.43 | 40.25 |
| % of Expenditure on Agriculture & Agriculture Allied Works | 79.21 | 59.21 | 63.3 | 68.46 | 62.72 |
| IV Financial Progress | | | | | |
| Total centre Release | 74314.18 | 546465.02 | 369177.65 | 367782.42 | 269569.44 |
| Total Availability | 74314.18 | 594400.68 | 400574.61 | 401411.47 | 312348.39 |
| Percentage Utilization | 34.1 | 98.12 | 112.41 | 105.94 | 95.28 |
| Total Exp (Rs. in Lakhs.) | 25,340.4 | 5,83,227.13 | 4,50,298.03 | 4,25,261.41 | 2,97,615.34 |
| Wages (Rs. In Lakhs) | 25,325.7 | 3,76,948.08 | 3,19,300.78 | 3,31,815.03 | 2,32,445.2 |
| Material and skilled Wages (Rs. In Lakhs) | 14.7 | 1,76,118.47 | 1,10,776.8 | 75,671.07 | 53,124.08 |
| Material (%) | 0.06 | 31.84 | 25.76 | 18.57 | 18.6 |
| Total Adm. Expenditure (Rs. in Lakhs.) | 0 | 30,160.58 | 20,220.45 | 17,775.3 | 12,046.06 |
| Admin Exp (%) | 0 | 5.17 | 4.49 | 4.18 | 4.05 |
| Average Cost Per Day Per Person (In Rs.) | 194.65 | 267.18 | 228.23 | 209.13 | 187.72 |
| % of Total Expenditure through EFMS | 99.94 | 99.93 | 99.58 | 99.7 | 99.95 |
| % payments generated within 15 days | 97.99 | 88.76 | 64.05 | 23.69 | 19.9 |

MGNREGA Statistics (STATE: Uttar Pradesh)³⁵

Employment provided to households: 49.70188 Lakhs

Person days [in Lakh]:

| | |
|--------|------------------|
| SCs | 575.84 [33.14%] |
| STs | 17.26 [0.99%] |
| Women | 385.25 [22.17%] |
| Others | 1144.61 [65.87%] |
| Total | 1737.71 |

| | |
|----------------------|---------|
| Total works taken up | 1386237 |
| Works completed | 395455 |
| Works in progress | 990782 |

Source: MGNREGA Website³⁶

³⁵https://MGNREGAweb2.nic.in/netnrega/homestciti.aspx?state_code=31&state_name=UTTAR%20PRADESH

³⁶https://MGNREGAweb2.nic.in/netnrega/homestciti.aspx?state_code=31&state_name=UTTAR%20PRADESH

Annexure III – Tools used for the Study

प्रश्नावली

जवाब देने वाले के बारे में जानकारी

श्रमिक के नाम:

पता: गांव : तहसील जिला

कृपया सही उत्तर वाली बॉक्स पर \checkmark निशान लगायें।

लिंग: पुरुष महिला

आयु: 18-25 25-30 30-35 35-40 40 से ऊपर

बैवाहिक स्थिति: विवाहित अविवाहित विधवा/विधुर

वर्ग: अ. जा अ. ज. जा. पिछड़ा वर्ग सवर्ण

जाती :

शिक्षा: अनपढ़ प्राथमिक माध्यमिक दसवी इंटरमीडिएट स्नातक और ज्यादा

परिवार की मासिक आय: रु. 500 से कम रु. 500-1000 रु. 1000-3000 रु. 3000-5000

रु. 5000-7000 रु. 7000 से ज्यादा

बिषय पर जवाब

1. क्या आपको मनरेगा के बारे में जानकारी है? हाँ/नहीं
 - a. यदि हाँ, क्या आप बताएंगे आपको इसकी जानकारी कहाँ से मिली?.....
2. आपको मनरेगा के बारे में क्या जानकारी है?
3. क्या आपने मनरेगा में काम के लिए आवेदन दिया है? हाँ/नहीं
 - a. यदि नहीं तो सीधे प्रश्न नंबर 10 पर जाए
4. क्या आपको पंचायत द्वारा मनरेगा में काम के लिए आवेदन का स्वीकृति पर्चा मिला है? हाँ/नहीं
5. क्या आपका मनरेगा का जॉब कार्ड बना है? हाँ/नहीं
 - a. यदि हाँ तो वह किसके पास है ?

6. क्या आपको मनरेगा के तहत 100 दिन का काम मिला है? हाँ/नहीं
- यदि नहीं तो क्या आवेदन के 15 दिन के भीतर आपको पंचायत से बेरोज़गार भत्ता मिला है? हाँ/ना
 - यदि काम मिला है तो क्या आपको मनरेगा के तहत जो काम किया उसका पूरा का पूरा वेतन मिला? हाँ/नहीं
 - यदि काम का पूरा पैसा नहीं मिला तो उसकी क्या वजह है
 - आपको जो पैसा मिला वो दिन के हिसाब से मिला या मापन के आधार से मिला
 - आपके ड्रेसिंग का अलग से पैसा मिलता है ? हाँ/नहीं.
 - यदि नहीं, क्यों?
7. क्या आपने मनरेगा के तहत वेतन पाने के लिए बैंक/पोस्ट ऑफिस में बचत खाता खोला है? हाँ/नहीं
- यदि हाँ, क्या आपके पास बैंक/पोस्ट ऑफिस पासबुक और एटीएम कार्ड है? हाँ/नहीं
 - यदि नहीं तो बैंक/पोस्ट ऑफिस पासबुक और एटीएम कार्ड किसके पास है ?
8. क्या आपके खाते में 7 से 15 दिन में मनरेगा वेतन जमा हो जाता है? हाँ/नहीं
9. क्या कोई आपके खाते से या एटीएमकार्ड से रूपए निकालने का कोई पैसा लेता? हाँ/ नहीं
10. क्या आपको ग्राम सभा के बारे में जानकारी है? हाँ/नहीं
- यदि हाँ, तो पिछली ग्राम सभा की बैठक कब हुई थी?
 - यदि नहीं तो प्रश्न नंबर 15 पर जाए
11. क्या आपने पिछली ग्राम सभा की बैठक में शामिल हुए थे? हाँ/नहीं
- यदि हाँ, क्या आपने उस बैठक में अपनी कुछ बात राखी थी? हाँ/नहीं
12. क्या ग्रामसभा की बैठक में रोजगार को बढ़ावा देने पर चर्चा हुई थी? हाँ/नहीं
13. यदि हाँ क्या ग्रामसभा में मनरेगा के तहत रोजगार देने पर निर्णय लिया गया था? हाँ/नहीं
14. क्या आपको लगता है मनरेगा के तहत 100 दिन के काम बहुत कम है? हाँ/नहीं
15. क्या आपको लगता है मनरेगा के तहत 100 दिन के काम को बढ़ा देना चाहिए? हाँ/नहीं
- यदि हाँ तो क्यों

b. यदि नहीं तो क्यों

17. क्या आपको लगता है कि आपके परिवार की सामाजिक/आर्थिक स्थिति मनरेगा में काम करने के बाद सुधरी है? हाँ/नहीं
18. क्या आपको लगता है कि गांव के बेरोज़गार को रोज़गार देने के लिए मनरेगा एक अच्छी योजना है? हाँ/नहीं
19. क्या आप मनरेगा के तहत आपके पंचायत में जो काम चल रहा है उससे खुश हैं? हाँ/ नहीं
20. यदि नहीं तो क्यों.....
21. क्या आपने पिछले 01 वित्तीय वर्ष में रोज़गार की खोज में पलायन किया है? हाँ/ नहीं
- यदि हाँ, कहाँ? उत्तरप्रदेश के अंदर/उत्तरप्रदेश के बाहर
 - यदि उत्तरप्रदेश के बाहर तो उस जगह का नाम बताएं
 - यदि नहीं तो प्रश्न नंबर 25 पर जाए
22. आपने पलायन के दौरान किस तरह का काम किया था?
- खेती
 - मज़दूरी
 - निर्माण काम
 - घरेलु काम
 - रिक्शा चलना
 - प्लम्बर (नल मरम्मत करना)
 - अन्य
23. जहाँ आप पलायन करके गए थे वह कितने दिन रहे ?
- 0-3 महीने
 - 3-6 महीने
 - 6 महीने - 1 साल
 - 1 साल से ज्यादा

24. पलायन के दौरान प्रतिदिन कितना पैसा कमाते थे?

- a. रु. 100 से कम
- b. रु. 100-200
- c. रु. 200-400
- d. कुछ नहीं

25. क्या गाँव में आपका खुद का घर (कच्चा/पक्का/सेमी पक्का) या झोपडी है? हाँ / नहीं

26. यदी हाँ तो घर/ झोपडी में क्या-क्या साधन है?

- a. बिजली
- b. पानी कनेक्शन
- c. नाली/ सफाई
- d. टीवी
- e. मोबाइल
- f. साइकल
- g. मोटरसाइकल
- h. शोचालय

27. क्या आपके पास कोई पशु है हाँ / नहीं

28. क्या आपको मानव तस्करी / बंधुआ मजदूरी (समझाने के लिए स्थानीय भाषा में प्रचलित शब्द का प्रयोग करें) के बारे में जानकारी है? हाँ / नहीं

29. क्या आपको सुरक्षित पलायन और मानव तस्करी (दोनों शब्दों को समझाने के लिए स्थानीय भाषा में प्रचलित शब्द का प्रयोग करें) में फर्क पता है? हाँ / नहीं

a. यदि हाँ तो क्या?

30. क्या आपका कभी मानव तस्करी / जबरन काम करने के लिए कहा गया है हाँ / नहीं

a. यदि हाँ, आपको वहां से कैसे मुक्त हुए?.....

31. क्या आपको लगता है, अगर मनरेगा के तहत गाँव में पर्याप्त काम मिलेगा तो क्या लोग पलायन करना छोड़ देंगे या लोगों की तस्करी कम हो सकती है? हाँ/ना

सर्वेकर्ता का नाम हस्ताक्षर सर्वे की तारीख

Annexure IV - MGNREGA Village and District wise DATA (2018-2019)

| Sr. no. | Villages | District | Average Days of work provided to households |
|------------------|--------------------------|------------------|--|
| Azamgarh | | | |
| 1 | <i>Deokali</i> | <i>Azamgarh</i> | 60.93 |
| 2 | <i>Narsinghpur</i> | <i>Azamgarh</i> | 34.85 |
| 3 | <i>Tarwa</i> | <i>Azamgarh</i> | 41.39 |
| 4 | <i>Netpur</i> | <i>Azamgarh</i> | 49.59 |
| 5 | <i>Sultanipur</i> | <i>Azamgarh</i> | 41.68 |
| 6 | <i>Badhwachachhar</i> | <i>Azamgarh</i> | NA |
| 7 | <i>Dayalpur</i> | <i>Azamgarh</i> | 22.47 |
| 8 | <i>All villages</i> | <i>Azamgarh</i> | 42.21 |
| Mirzapur | | | |
| 9 | <i>Bhaipur Kalan</i> | <i>Mirzapur</i> | 37.71 |
| 10 | <i>KaimaRashulpur</i> | <i>Mirzapur</i> | 24.71 |
| 11 | <i>BhaipurKhurd</i> | <i>Mirzapur</i> | 59.51 |
| 12 | <i>Pakari</i> | <i>Mirzapur</i> | 31.67 |
| 13 | <i>Kauvasath</i> | <i>Mirzapur</i> | 13.7 |
| 14 | <i>Yadopur</i> | <i>Mirzapur</i> | NA |
| 15 | <i>Karhat</i> | <i>Mirzapur</i> | NA |
| 16 | <i>Jalalpur</i> | <i>Mirzapur</i> | 36.89 |
| 17 | <i>Gauri</i> | <i>Mirzapur</i> | 45.78 |
| 18 | <i>Mahogarhi</i> | <i>Mirzapur</i> | 41.14 |
| 19 | <i>Dhara</i> | <i>Mirzapur</i> | 53.13 |
| 20 | <i>DhelvaspurKakrahi</i> | <i>Mirzapur</i> | 48.57 |
| 21 | <i>Mahuvavari</i> | <i>Mirzapur</i> | 46.19 |
| 22 | <i>All Villages</i> | <i>Mirzapur</i> | 38.63 |
| Prayagraj | | | |
| 23 | <i>KatiyariChakiya</i> | <i>Prayagraj</i> | 51.52 |
| 24 | <i>Manpur</i> | <i>Prayagraj</i> | 28.16 |
| 25 | <i>Amiliyapal</i> | <i>Prayagraj</i> | 41.77 |
| 26 | <i>Sidhrikar</i> | <i>Prayagraj</i> | NA |
| 27 | <i>Piyari</i> | <i>Prayagraj</i> | 41.37 |
| 28 | <i>Barha</i> | <i>Prayagraj</i> | 21.61 |
| 29 | <i>Dashvar</i> | <i>Prayagraj</i> | NA |
| 30 | <i>Majhigavan</i> | <i>Prayagraj</i> | 42.56 |
| 31 | <i>Gajdharpur</i> | <i>Prayagraj</i> | NA |
| 32 | <i>Nevriyapal</i> | <i>Prayagraj</i> | 35.72 |
| 33 | <i>Sudanipur</i> | <i>Prayagraj</i> | 38.3 |
| 34 | <i>Hardhihan</i> | <i>Prayagraj</i> | 45.42 |
| 35 | <i>Kaudi</i> | <i>Prayagraj</i> | 22.61 |
| 36 | <i>Kavari-5</i> | <i>Prayagraj</i> | NA |
| 37 | <i>Purebdhel</i> | <i>Prayagraj</i> | NA |
| 38 | <i>Saunvarsha</i> | <i>Prayagraj</i> | NA |
| 39 | <i>All Villages</i> | <i>Prayagraj</i> | 38.63 |