

## NATURE OF RURAL EMPLOYMENT IN BIHAR: A CASE STUDY OF MGNREGA

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**Abstract:** MGNREGA, launched by Government of India, is one of the most important employment, generation schemes in rural India. The scheme has generated employment opportunities for rural poor, women and weaker sections of society. Bihar is one of the backward states while a large segment of labour force regularly migrates to developed states and metros in search of employment and better livelihoods. However, MGNREGA has significantly contributed livelihoods development, employment generation and inclusive economic growth besides creating and building community assets in rural areas. Against this view point, present paper purports to examine the nature of rural employment in the light of MGNREGA in Bihar.

In Bihar around 90% of the population resides in rural area. So the development of rural area is sine qua non to sustain development in the long run. Further in this era of globalization when the world has been experiencing recessionary trend resulting in widespread unemployment development of rural area becomes inevitable as it will provide much needed demand to boost investments in secondary and tertiary sectors. But rural area of Bihar is characterized by abject poverty, large scale unemployment, illiteracy etc. The main reasons for these deplorable situations are lack of secured livelihoods for the marginalized rural poor, lack of adequate non-farm rural employment opportunities, declining public investment disguised unemployment in agriculture and rural development. Though the relationship between growth, employment and poverty is still a debatable issue (Ray and Hansda 2006), (Sau1978), (Parthsarthy1978), (Sen 1998), Dreze and Deatan (2002) and (Sau 1978). But for sustainable development vis-à-vis for inclusive growth many believe these are inter-related. Factors like region (rural and urban), gender, income level, education level culture, nature of poverty, regional attributes etc, may not allow a positive relationship among growth employment and poverty. The poor can be divided into two categories. The first is that of the destitute, who are old/disabled, are not strong enough to work and will need social assistance, and un/under – employed and working poor who need productive employment at minimum wage. The second category of the poor have peculiar characteristics. These are: 1. they have no/low assets; 2. they have poor risk bearing capacity and poor creditworthiness; 3. they are usually unwilling or incapable of taking up self –employment; and 4. labour is the only asset and they prefer wage employment. The second category of poor need wage employment urgently (Hirway, 2004). In view of demographic dividend

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(census 2011) the employment is going to become a critical issue. Against this background and in absence of micro study on MGNREGS in Bihar, an attempt has been made here to analyze the extent to which it has been successful in filling the gaps existed in the rural labour market in the state on the one hand and solving the problems like poverty on the other. To analyze this, indicators like job card, wage rate, number of days of employment, facilities at work place, etc. have been taken into account in this study. Primary data has been collected from Puari village in Nawada district. For this, a comprehensive schedule was structured. Altogether thirty beneficiaries were surveyed who were selected randomly. For data collection structured schedules were used vis-à-vis a checklist was prepared. Further, focused group discussions were also carried out to collect information. The article is divided into v sections. Section II briefly captures the socio-economic conditions of people in Bihar. Section III reviews the current employment scene in rural Bihar based on NSSO data for 1993-94 and 2008-09 in an effort to identify the core of employment problem. Section IV analyzes the primary data so as to identify the gaps existing in the rural labour market. Finally in section V, paper has been concluded by extending some suggestions.

It is pertinent to mention here that NSSO publishes three estimates of unemployment: usual status, current, weekly and daily status. In this paper daily status estimates have been used to analyze the nature of rural labour market in Bihar since it captures the overall effect caused by the intermittent changes in the activity pattern during the year.

## SECTION – I

### **SOCIAL AND ECONOMIC MATRICES: IN BIHAR**

Bihar being one of the most undeveloped State of India is highly inflicted with discrimination (Gender, Caste etc), poverty, unemployment, inequality, and other social and economic ailments, which is clear from following discussed facts and figures.

The high demographic pressure on its land resources responsible for low per capita income and other problem is not going to ease in near future, as evident from Table 1. The decadal growth rate (25%) is well above the national growth of 17.64%. Accounting for 8.58% of country's population, has the highest population density of 1102 person / square kilometres against all India population density of 382 per square kilometres. The rural population formed 88.7% of total population, with urban population constituting only 11.3%. This makes Bihar the second least urbanized state in India after Himachal Pradesh. Further there has been a marginal decline in the sex ratio from 919 in 2001 to 916 in 2011.\*

The quality of human resource directly or indirectly closely determined the demand and supply sides of the labour market. Accordingly, the key indicators of human development index have bearing on the pattern of development. The progress of living standard for common people, as opposed to a favoured humanity, has been dreadfully slow- so slow that India's

**Table 1**  
**Demographic Profile : Bihar & India**

<i>Indicators</i>	<i>Year</i>	<i>Bihar</i>	<i>India</i>	<i>Development gaps</i>
Total population (in millions)	2001	830.00	1,02,70,15.247	
	2011	1038.05	12,10,193,422	
Rural population (%)	2001	89.5	72.22	17.28
	2011	88.7	68.84%	19.86
Urban population	2001	10.5	27.78	-17.26
	2011	11.3	31.16%	-19.86
Population Density/Sq.KM	2001	880	324	556
	2011	1102	382	720
Decadal growth rate	2001-11	25.1	17.64	7.46
Sex Ratio	2001	91.9	933	-14
	2011	916	940	-21

*Source:* 1. Economic survey 2011-2012 GOB  
2. Provisional report of census 2011  
3. Economic Survey GOI2011-2012

social indicators are still abysmal (Sen & Dreze 2012). Being one of the poorest states, Bihar presents almost a similar picture in relation to All India Scenario of human development. As per the estimate of Tendulkar Committee, in 2004-05, 54.5% of the population still lived below poverty line in Bihar. The incidence of both rural and urban poverty is substantially high in Bihar than India as a whole which is evident from Table 2. The literacy rate in Bihar

**Table 2**  
**Human Development Indicators: Bihar and All India**

<i>Indicators</i>	<i>Year</i>	<i>Bihar</i>	<i>All India</i>	<i>Development gaps Bihar (%) – All India %</i>
Rural Poverty (%)	2004-05	55.7	41.8	13.9
Urban poverty(%)	2004-05	43.7	25.7	18
Literacy (%)	2001	47.0	64.8	-17.8
	2011	63.8	74.0	-10.2
Female Literacy (%)	2001	33.6	53.7	-20.1
	2011	53.3	65.5	-12.2
Male Literacy(%)	2001	60.3	75.3	-15.0
	2011	73.4	82.1	-8.7
Infant Mortality Rate	2001	62.00	68.0	-8.0
	2010	48	47	1.0
Rural Population with access to safe drinking water %)	1991	56.5	55.5	1.0
	2001	86.1	73.2	12.9

*Source:* a. Economic Survey 2011-12,GOI, New Delhi  
b. Economic Survey 2011-12, GOB, Patna  
c. Food Security Atlas of Rural Bihar, UNWFP & IHD,2009 New Delhi.

remains one of the lowest in the country but the state has made remarkable progress in this regard in the last decade (Economic Survey Govt of Bihar 2011-12).\*

The literacy rate in Bihar increased from 47.0% in 2001 to 63.8% in 2011, implying an increase of 16.8%, it is the highest among all the states in India for the decade 2001-2011 and also the highest among all the decadal growth rate in Bihar since 1861 (Economic Survey, Govt of Bihar.), as corroborated by figures shown in Table 2. In respect of health related dimensions of human development, the performance of the state has been remarkable. Since its position is only marginally below that of India as a whole (Table 2). These changes have been possible because of the state government's firm commitment to an agenda of development, which is both speedy and inclusive (E.S. GOB 2010-12). To achieve its goal, one of the measures taken by the Government has been continuous increase in social sector spending (Table 3). In providing basic amenities like access to safe drinking water the achievement in commendable as the state stands nearly level with the all India percentage (Table 2).

**Table 3**  
**Percentage Share of Social Service in Total Budget in Bihar**

<i>Year</i>	<i>% share of social services</i>
2001-02	18.9
2002-03	26.1
2003-04	18.5
2004-05	24.6
2005-06	31.9
2006-07	31.4
2007-08	33.8
2008-09	34.7
2009-10	33.4
2010-11	31.9

*Source:* Economic Survey 2011-12, Govt. of Bihar

The pace and pattern of the growth rate of national income is the most important factor to judge the macro economic performance of any economy and it has direct bearing on other macro indicators such as employment, price level ,poverty etc. The economy of Bihar grew at an annual rate of 11.36% during the period 2004-05 to 2010-11 (Table 4). This growth process can be termed as revival of a stagnant economy (Economic Survey GOB). Because of this the state has acquired considerable attention throughout the country and even abroad, which has raised new hopes and aspirations.

**Table 4**  
**Compound Annual Growth Rate CCAGR of GSDP in Bihar**

No.	Sector	1999-2000	Constan	2004-05	Constant
		to 2004-05		1999-00 price	
		Current price		Current price	
1	Primary	4.42	2.71	13.17	3.08
2	Secondary	7.42	3.82	22.09	15.04
3	Tertiary	9.11	5.70	21.81	14.17
4	Total GSDP	7.32	4.42	19.45	11.36
	Per cap GSDP	ES 5.08	GOB 2.24	17.63	9.67

Source: Economic survey 2011-2012 GOB

But overall growth rate has not been uniform over the last decade and fluctuation is due to the agriculture sector. Bihar continues to be at the bottom of the ranking of state with respect to per capita income (E.S. GOB).\*

**Table 5**  
**Sectoral Composition of GSDP at Constant Price (2004-2004) Prices**

No.	Sector	2000-03(TA)	2005-08(TA)	2008-11(TA)
1	Primary	36.5	28.6	22.1
2	Secondary	10.5	15.4	16.5
3	Tertiary	53.0	56.0	61.3
4	Total GSDP	100.0	100.0	100.0

(T.A. = Triennium Average) Source: Economic Survey, 2010-11, GOB

From Table 4 and Table 5 it is obvious that the present momentum of growth of the economy has to be sustained for several years to close the gap between Bihar and the all India average. The economy of the State has also undergone same structural changes over the year as evident from table 5. The share of primary sector has come down to 22 percent for triennium ending 2010-11. In contrast to it, the share of secondary and tertiary sector are now higher than those in the triennium ending 2002-03 .But agriculture would continue to play an integral part of the development process in the state as around 90% of the population live in village and continue to depend on agriculture as a prime source of their livelihood. Since only 10% of the labor force are engaged in organized sector and still determines the overall growth rate. The growth rate of agriculture and animal husbandry which was 3.2% percent during the last five years though higher in comparison to 2.40% in previous five years (Table 4) raises a serious doubt about the role of the primary sector in providing gainful employment to the majority of the poor, unskilled, illiterate and unorganized mass of the rural Bihar on the one hand and in maintaining the growth rate in the long run. In view of the demographic trends and employment situation which has been discussed in the next section.

## Rural Employment Scenario: What Does NSS Data Reveal?

### III.a Labour Force Participation Rate

Labour Force participation Rate: Labour force, or in other words, the economically active, population refers to the population which supplies or seeks to supply for production and therefore, includes both employed and unemployed. Labour force participation rate (LFPR) is defined as the number of persons in the labour force per 1000 persons. It is seen from table-6 that compared to the rate in 1993-94 among female both in Bihar and India the rate has declined except for male in India which has marginally increased. This may be the result of change in the rate of enrolment over the year. But rates are lower in Bihar; here reasons may be substantial increase in literacy rates and school enrolment (Economic Survey GOB). Gender differential in Labour Force participation is quite distinct in Bihar.\*

**Table 6**  
**Labour Force Participation by sex for 1993-94 & 2009-10 in Rural Bihar & Rural India**

State	1993-94			2009-10		
	Male	Female	Persons	Male	Female	Persons
Bihar						
US	52.1	17.3	35.6	48.9	4.4	27.7
WS	51.5	14.2	33.8	48.8	5.6	28.2
CD	50.7	12.8	32.7	48.2	4.4	27.4
India						
US	56.1	33.0	44.9	54.8	20.8	38.2
WS	54.7	27.6	41.5	54.8	23.1	39.4
CD	53.4	23.2	38.7	53.6	19.7	37.1

Source: NSS Report No: 409&537

**III (b) Unemployment rate.** The noteworthy trend here is the decline in unemployment rates for both male and female in rural Bihar. The reasons may be the condition of distress, when income level falls below sustenance, which forces non-working population to enter the labour market to supplement household income, (2009 Abraham) but distressing fact is increase in it, at all India level which corroborates the fact of jobless growth in the past reform era.

For youth the trend is mixed. Unemployment rate is higher among male youth in 15-19 age groups in comparison to those in the 20-24. Fall is substantial for female but for male youth it is same (10.4). The poor performance of agriculture is going to aggravate this situation.\*

**Table 7**  
**Unemployment Rate by Sex for 1993-94 and 2009-10 in Rural Bihar and Rural India**

States	Sex	Unemployment rate					
		US		WS		CD	
		1993-94	2009-10	1993-94	2009-10	1993-94	2009-10
Bihar	M	2.3	2.2	3.2	2.8	6.3	5.4
	F	0.8	2.0	2.2	4.4	4.6	5.9
	P	2.0	2.1	3.0	3.0	6.0	5.4
India	M	2.0	1.9	3.0	3.2	5.6	6.4
	F	1.4	2.4	3.0	3.7	5.6	8.0
	P	5.2	1.2	3.0	3.3	5.6	6.8

Source: NSSO Report No.409 & 537

**Table 8**  
**Unemployment Rate for Youth by Sex for 1993-94 & 2009-2010 for Bihar & India**

State	Age group	1993-94	2009-10	1993-94	2009-10	1993-94	2009-10
Bihar	15-19	9.1	4.7	5.5	0	8.6	23.4
	20-24	12.4	8.0	7.3	9.5	11.4	8.2
	25-29	9.5	4.8	4.5	0	8.5	4.6
	15-29	10.4	10.4	5.7	4.6	9.5	10.0
India	15-19	9.0	16.0	8.3	16.3	8.8	15.8
	20-24	10.3	11.9	8.3	14.0	9.8	12.4
	25-29	7.7	7.3	6.5	7.9	7.4	7.4
	15-29	9.0	10.9	7.6	12.0	8.6	11.1

Source: NSSO Report No.409 & 537

**III (C) Casualisation of Labour:** One of the fallout of the new economic policy has been casualisation of labour for all categories. This is accompanied by decline in proportion of self employed (except for female in Bihar) and regular salaried workers. The fact that the proportion of regular salaried women workers in Bihar is low when compared to all India average. It simply indicates that either they lack required skill and knowledge for job in the secondary and tertiary sectors, absence of alternative employment opportunities, lack of information etc.

**III (D) Sectoral Distribution:** The slow growth rate of agriculture sector and agricultural employment has increased the importance of non agriculture employment. The percentage of persons engaged in agriculture has declined over the years. But still its share is high in comparison to others sector. Concentration of women in agriculture and increase in their involvement in secondary and tertiary sectors, at low pace may be due to the fact that the continuous displacement of women from older and often decadent industries has not been fully compensated by their entry into modern industries and services.\*

**Table 9**  
**Distribution of Workers among Various Sectors by Sex for 1993-94 and 2009-10 for**  
**Rural Bihar and Rural India**

	<i>Bihar</i>						<i>India</i>					
	<i>1993-94</i>			<i>2009-10</i>			<i>1993-94</i>			<i>2009-10</i>		
	<i>M</i>	<i>F</i>	<i>P</i>	<i>M</i>	<i>F</i>	<i>P</i>	<i>M</i>	<i>F</i>	<i>P</i>	<i>M</i>	<i>F</i>	<i>P</i>
1. Agriculture	82.0	91.9	84.3	65.0	83.0	66.9	74.1	86.2	78.4	62.8	79.4	67.9
2. Mining	0.5	0.3	0.5	0.0	0.0	0.0	0.7	0.4	0.5	0.8	0.3	0.6
3. Manufaction + electricity	3.7	3.9	3.7	4.9	8.2	5.3	7.3	7.1	3.7	7.2	7.5	7.4
4. Construction	1.6	0.2	1.3	11.7	0.5	10.5	3.2	0.9	1.3	11.3	5.2	9.4
5. Trade	5.3	1.9	4.5	8.7	2.1	8.0	5.5	2.1	4.5	8.2	2.8	6.4
6. Transport	1.3	-	1.0	4.0	1.0	3.7	2.2	0.1	1.0	4.1	0.2	2.9
7. Services	5.6	1.6	4.6	5.8	5.2	5.1	7.0	3.4	4.6	5.5	4.6	5.4

Source: NSSO report 409 and 537

From the above discussed facts and figures which have brought some important features of rural labour market in Bihar (i) shift to nonfarm employment is slow, (ii) casualisation of labour, (iii) slow growth of agriculture employment (iv) female workers are still concentrated in agriculture, (v) fall in unemployment rate in rural area in contrast to India as a whole raises doubt whether this is “distress driven employment” or “earning capacity poor” driven employment (vi) situation of youth employment is also grim, (vii) casualisation of labour still makes wage – employment programme like MNREGA more relevant. Concentration in agriculture and absence of other gainful employment shows their weak bargaining power. So in the next section the role of MGNREGA has been analysed to know up to what extent it has been successful in solving the aforesaid problem of rural labour market in Bihar.

**Table 10**  
**Employment Status of Workers by Sex for 1993-94 and 2009-10 for**  
**Rural Bihar and Rural India**

<i>State</i>		<i>1993-94</i>			<i>2009-10</i>		
		<i>Self Employed</i>	<i>Regular/ wages salaried</i>	<i>Casual labour</i>	<i>Self employed</i>	<i>Wage salaried</i>	<i>Casual labour</i>
Bihar	Male	55.4	4.7	39.9	52.0	3.3	44.7
	Female	41.9	1.2	56.9	47.9	2.6	49.5
	Person	52.3	4.0	43.7	51.6	3.2	45.2
India	Male	57.7	8.5	33.8	53.5	8.5	38.0
	Female	58.6	2.7	38.7	55.7	4.4	39.9
	Persons	58.1	6.6	35.3	54.2	7.3	38.6

Source: NSSO Report No.409 and 537

For rural development major focus of planning had been productive absorption of under –employed and surplus labour force. In 2005, India embarked on an ambitious attempt in



this regard by notifying the National Rural Employment Guarantee Act (NREGA) renamed as Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) on 2 October 2009, aims at enhancing livelihood security of the households in rural areas of the country by providing at least 100 days of employment in a financial year to every household whose adult members volunteer to do unskilled manual work at the statutory minimum wage notified for the programme. Work is to be made available to anyone who demands it within 15 days of receiving an application to work, failing which the state government is liable to pay unemployment allowance. The uniqueness of MGNREGA lies in the fact that it has created a right based framework for wage employment programmes, by conferring legal entitlements and the right to demand employment upon workers. The choice works suggested in the Act addresses causes of chronic poverty like drought, deforestation and soil erosion, so that the process of employment generation is maintained on sustainable basis. Thus again policy makers and academicians have accepted that employment and poverty are related. Gram Sabhas are supposed to identify suitable projects and local government institutions are given a central role in planning and implementation. It is going to improve the economic condition of the rural poor by creating wage employment on the one hand and overall development of the rural areas by creating infrastructure much needed for the same. So if implemented properly, the NREGS should help meet the basic need in rural India. There are various studies analysing its socio-economic impact but there are only few micro studies in the context of Bihar. Therefore this study attempts to assess the role of the Scheme in empowering the vulnerable people in rural Bihar and to make the recent achievement of the state sustainable and inclusive since it will raise aggregate demand needed in the current economic context of global economic crisis and national economic slowdown.

### **SOCIO-ECONOMIC PROFILE OF POARI VILLAGE**

Poari is a village in the Hernaut block of Nawada' district in Bihar. The total population of the village was 51.16 millions. Majority of the people suffer from poverty and unemployment.

**Table 11**  
**Socio-economic Profile of the People of Poari in 2011**

Total population	51.16 million
Male population	26.75 million
Female population	24.41
Literacy rate	57.49 per cent
Female Literacy Rate	42.77 per cent
Male Literacy Rate	70.7 per cent
Total working population of the total population	41.3 per cent
Men working population	56.3 per cent
Women working population	24.58 per cent

Source: <http://allaboutbihar.com>

Since agriculture is the main source of livelihood during lean season they need support from MGNREGA.

**Result of the Survey*****Socio-Economic Profile of Workers***

**Table 12**  
**Socio –economic Profile of the Workers**

<i>Sl. No.</i>	<i>Indicators</i>	<i>Percentage</i>
1.	Sex	
	Male	71
	Female	29
2.	Age	
	15-30	14
	30-45	24
	45-60	38
	60 and above	24
3.	Literacy	
	Primary	9
	Secondary	
	Illiterate	91
4.	Marital status	
	Married	100
	Unmarried	
5.	Occupation	
	Self employed	19
	Contractual labour	14
	Casual labour	6
	Agricultural labour	61
6.	Household size	
	2-5	29
	5-8	42
	8 and above	29
7.	Income	
	> Poverty line	10
	< poverty line	90
8.	Nature of the family	
	Nuclear	51
	Joint	49
9.	Type of house	
	Rented	14
	Own-Kuchcha	52
	Pucca	34

*Source:* Primary data

The result show that majority (62%) belongs to the age- group of 30-45 and 45-60 years. That means young workers have either migrated or working somewhere else. Poor quality of human resources is reflected in lows literacy rate . It is evident that 90% of them are having income which is less than the poverty line fixed by the government. Majority of them lives in kuchcha house. Their dependency on agriculture for livelihood is indicated by the fact that 61% of them are agriculture labour.

**Administrative Aspects:** Its functioning on administrative front has both positive and negative sides. 91% of them were aware of the scheme. The distribution of job card has been fair. As in 86 % cases job card has been issued that too timely. But its design was not simple. It was also not being properly maintained as it was found after seeing the job card. All of them have denied the involvement of contractor or middleman .One important fact that came into light through non-structured interview was that they were not even aware of muster roll. As it is evident from table 3 that no body sign on muster roll.

**Table 13**  
**Distribution on the Basis of Administration Related Indicators**

<i>Sr. No</i>	<i>Indicators</i>	<i>Percentage of workers</i>
1.	Awareness about MGNREGA	
	Yes	94
	No	6
2.	Source of awareness	
	Relatives	56
	Friends	5
	Mukhiya	39
	Others	
3.	Aware of minimum wage	
	Yes	20
	No	80
4.	Have job card	
	Yes	86
	No	14
5.	After how many days got job card	100
6.	Is there any contractor or middleman	
	Yes	
	No	100
7.	Sign muster roll	
	Yes	
	No	100

Source: primary data

Due to its unawareness there was no need to maintain two parallel sets of records known as kaccha and pacca (Reetika Khera,2008)on the part of the administration .They might had been manipulating the name of the workers , number of time payment was made and the amount paid .Further, clubbing of wages and days of work for teams of labours who work on a piece rate cannot be denied in the muster roll.

**Empowerment:** From table 14 it is evident that there are no synergy between the act and its implementation at the ground level as it could not fulfil its primary objective of giving work when needed.

**Table 14**  
**Distribution on the Basis of Variables after Getting Work**

<i>Sr. No</i>	<i>Indicators</i>	<i>Percentage of workers</i>
1.	Number of days getting work in a year 20-25	100
2.	Do they get work when needed Yes No	100
3.	Get unemployment allowances Yes No	100
4.	Get wage timely Yes No	100
5.	Get wage In cash Through bank Through post office Others	100
6.	Satisfied with wage Yes No	100
7.	In last three years wage has been revised Yes No	100
8.	Wage is higher on farm in comparison to MGNREGS Yes No	100
9.	Men and women get equal wage Yes No	100

*Source:* Primary data

Under the scheme they were getting work for only 20-25 days in a year which is lower than the average person days of employment of 32in 2011-2012(Gaiha and Jha2012). Even unemployment allowance was not being paid .Wage rate was still higher on farm ..Wage were paid timely but they were not satisfied with the prevailing wage. And further it has not been revised for the last three years. But gender discrimination is not there in the payment of wage Because of non payment of unemployment allowances, failure to give sufficient number of days of work and low wage its impact on improving the economic condition of the deprived is negligible that is it has failed in making the growth inclusive .Since nobody has reported improvement in their economic condition as shown in table- 15 . Works under the scheme are expected to create infrastructure in the rural area which are important to sustain development in the long run. Most of them are unsatisfied with the type of work being done.It is not creating permanent and durable assets in the rural areas. In absence of work its effect on migration of young has been negligible .Absence of any type of facility at work place simply shows the lack of willingness and accountability on the part of the concerned authorities involved in it. In this situation won't be wrong if we accept it as a source of corruption (Yojana 2008).

**Table 15**  
**Distribution of Workers on Basis of Impact of MGNREGS**

<i>Sr. No.</i>	<i>Indicators</i>	<i>Percentage of workers</i>
1.	Increase their income	
	Yes	100
	No	
2.	Reduced migration	
	Yes	
	No	100
3.	Kind of work done	
	Nahar	100
	Well	00
	Others	
4.	Work done helps small farmers	
	Yes	
	No	100
5.	Facility at work place	
	Drinking water	00
	First aid	00
	Cresch	00
	Others	00
6.	Satisfied with the work	
	Yes	
	No	100

*Source:* Primary data

**Transparency and Accountability:** The social audit has emerged as perhaps the most powerful instrument for transparency and accountability in the government programmes. But from table- 16 it is clear that nobody was aware of it . . . We can say that monitoring and grievance redressal mechanism are non-functional (Saxena 2010) . Low public awareness may be because of traditional attitude and illiteracy. It also shows lack of social capital .Lack of transparency and accountability might be responsible for irregularities and corruption. It has yet to become popular method to address grievances.

**Table 16**  
**Distribution on the Basis of Social Audit**

<i>Sr. No</i>	<i>Indicators</i>	<i>Percentage of workers</i>
1.	Aware of social audit	
	Yes	
	No	100
2.	Any helpline phone no.	
	Yes	
	No	100
3.	In case of problem whom they approach	
	Yes	
	No	100

*Source:* Primary data

## CONCLUSION AND SUGGESTIONS

Aspiration of the act to guarantee wage employment to the poor is right as 80% of them expressed the need for regular and more work. Poor states tend to have a higher percentage of household who want work on MGNREGS as one would expect ( Walle,Dutta, Murgai and Ravallion,2012). In view of the slow rate of growth of agriculture sector and majority of the rural people still dependent on agriculture for livelihoods it is necessary that type of work under the scheme should be widened to ensure at least 100 days of employment during the lean season. Next they have asked for increased wage. Controversy and debate is continued over linking of MGNREGA wage to inflation, or making it equal to minimum wage as fixed by the state government. But it is being opposed by the state government because it will increase their financial burden .On demand side separation of the “persistent poor” from the “transient poor” is important since the policies needed to combat the two types of poverty are quite different. For example ,relief operations may be helpful in alleviating transient poverty, they may not be sufficient to address the problem of persistent poverty. Systematic asset or income transfer may be needed to alleviate the latter (Dev,1995). Lastly corruption on supply side emerged as the main hurdle in achieving the potential of the scheme. Job card and muster roll should be properly maintained and cross checking of these two is very important.

**Table 17**  
**Distribution of Workers on the Basis of Suggestion**

<i>Sr. No.</i>	<i>Suggestions</i>	<i>Percentage of workers</i>
1.	Regular and more work	70
2.	Increased wage	20
3.	Unemployment allowance	10
4.	Medical facility	
5.	Training for skill development	
6.	Type of work should be increased	

*Source:* Primary data

Social audit procedures should be encouraged to enhance the quality of implementation of the programme. Apart from tackling corruption, there are also concern such as the absence of worksite facilities for women and the revision of wage rate. These issues need to be addressed without delay so that to make the growth inclusive. From survey findings it is clear that the hurdles are both on demand and supply side which need immediate attention so that to achieve the full potential of the act. In this regard we need to take into account the local factors, gender related issues , the regional disparity, and one of the most important determinants of the labour market that is demographic features, and at last community participation in the planning of types of work should be increased.

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