

Indian Economic Reforms: Evaluation of NREGS in Nanded and Hingoli Districts of Marathwada Region in Maharashtra State

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Abstract:

“New Economic Policy declared on 24th July 1991 and Indian Economic Reforms started with Liberalization, Privatization, Globalization and Modernization. GDP Growth rate of Indian economy is more than 7% per annum recently. But we found that this growth is not inclusive to all sectors and all regions of the economy. We still have large extent of poverty, income inequality, unemployment and regional imbalanced growth. This paper tries to explain need, evaluation and impact of NREGS on empowerment of women, SC's, ST's and migration at national level and also discusses some of the aspects of NREGS in Nanded and Hingoli districts of Marathwada region of Maharashtra State.”

This paper attempts to study the impact of the National Rural Employment Guarantee Programme in two Districts of Nanded and Hingoli in Marathwada region of Maharashtra state. It also looks into the organizational arrangements for planning and implementation of the scheme. The worker registration is appreciably good in both the districts. Registration of SC and ST categories also is impressive. But there is a big drop in the number of people who demanded jobs in 2009-10 particularly in Hingoli district. The rosy part is that all those who demanded jobs have been provided with jobs. The percentage of man-days generated for SC and ST categories is very low compared to that of the general category. Women of the general category constituted the major beneficiaries of NREGA. The study recommends a few changes in the existing operational system to make the programme more effective.

“True individual freedom cannot exist without economic security and independence”- Franklin D. Roosevelt.

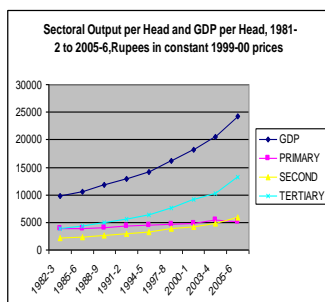
Introduction

Till 1980's, our growth rate of GDP was around 3.5% (1993-94 prices, CSO), which is critically known as Hindu Growth Rate (Krishna Raj). But after economic reforms (1991 onwards), our growth rate of GDP exceeded more than 5.5% per annum. In 2000-01 to 2006-07, our GDP growth rate was 7% per annum and 9.2% particularly in 2006-07 (GDP at 1999-2000 prices, CSO). But when we see the data for

unemployment rate and poverty, then we have to admit that our growth is jobless growth. The current daily status unemployment rate has increased from 6.03% in 1993-94 to 8.3% in 2004-05 (Planning Commission 2001). The percentage of total population below the poverty line is provisionally estimated at 27.8% in 2004-05 (Planning Commission, 11th plan, December 2006). The average decline in percentage of population below the poverty line over the period 1993 to 2005 is just 0.74 percentage points per year. In past 10 years we found increasing number of suicide cases of farmers, this all necessitate NREGS. The National Rural Employment Guarantee Scheme (NREGS) thus, is seen as a major milestone in the anti-poverty policies in Independent India.

Following chart shows very low growth rate of primary sector at national level.

Chart 1a Sectoral Output and GDP per Head, 1981-2 to 2005-6



Source: Utsa Patnaik, JNU, July 2009.

2. Need of Employment Guarantee in Rural India

2.1 Rural Population size: As per population census 2001, we have 1002 million population, in which 72% stays in rural India and planners have to seriously consider problems of rural population.

2.2 Rural Economy: At present (2008-09), the share of agriculture sector is 22% of GDP, which had sharply declined from 56% of GDP in 1950-51. This is because of faster growth rate in tertiary sector. But secondary and tertiary sectors failed to generate sufficient amount of job opportunities to unskilled labor force in India. Cultivation is the main economic activity in rural India. Around 70% of cultivable agriculture land is dry land and depends upon uncertain monsoon; only 30% land is irrigated. Around 78% farmers are marginal land holders (less than 5 Acres of land).

2.3 Rural Employment: As per the data of Planning Commission Report of Special Group 2002 on targeting Ten Million Employment Opportunities per year, we have 270.37 million rural labor force (60 % of total labor force of Indian economy), which is growing by 0.96% PA (1993-94 to 1999-2000). Unemployment rate has increased from 5.61 % PA in 1993-94 to 7.21 % PA in 1999-2000. Out of total rural labor force, 97.6 % are in unorganized sector and in which 34.6 % are casual workers. Most of the casual workers are migrating to urban India for search of work in lean agriculture period. (P71, Table 4.10, Eleventh Plan, Vol 1, Planning Commission, GOI).

2.4 Rural Poverty: As per the Planning Commission (2002) data rural poverty has declined from 37.7% in 1993-94 to 27.1% in 1999-2000. But Tendulkar Committee says poverty is still at very high level. Recently increasing suicide cases of farmers are great concern to us. To tackle these problems of rural poverty, rural unemployment and rural to urban migration, I think NREGS will do a good job especially when we have drought years.

3. National Rural Employment Guarantee Act 2005

Article 39 and Article 41 of the constitution of India elaborate about Right to Work. National Rural Employment Guarantee Bill was unanimously passed by the Parliament on August 23, 2005 and notified in September, 2005 under UPA government. NREGS, which was launched on 02-02-2006 in 200 most backward districts of India in the first phase (**Nanded and Hingoli districts included**), and had been expanded to 330 districts in the second phase, and covered all districts in the country on April 1, 2008. The NREGA has been renamed as 'The Mahatma Gandhi National Rural Employment Guarantee Scheme' w.e.f. 2.10.2009. The Central outlay for Mahatma Gandhi National

Rural Employment Guarantee Scheme (MNREGS) is Rs. 40,100 crore (union budget 2010-11). There is great need to have the results of early evaluations of the scheme.

3.1 The guarantee provided under the act is as follows:

- Guarantee is given for casual and manual work on public works;
- Work should be provided within 15 days of demanding it;
- Work should be located within 5 km distance;
- Guarantee is to be given to one person (18 years and above) of each household living in rural India; for at least 100 days every year and at statutory minimum wages. If work is not provided to anybody within the given time, he/she will be paid a daily unemployment allowance, which will be at least one third of the minimum wages. Also, if work is provided outside the limit of 5 km, the worker will get an allowance for traveling and living there.

4. Impact of NREGS:

4.1 Empowerment of women: We can bring gender equality by empowering the women. Earning capacity, rights to inheritance, land ownership are some of the important factors to empower women. NREGA takes adequate measure to empower women by giving equal wages and making a provision to earmark 1/3rd of employment to women workers. As per data of Ministry of Rural Development July 2007 (<http://nrega.nic.in>), we found that out of total 21,015,411 household, 46.59% were women laborers. Some of the states women's work participation rate was very high like Tamil Nadu 83.25%, Kerala 74.66%. Following chart 2 will show women's participation.

Significant Share of Women in Workforce



Source: (<http://nrega.nic.in>).

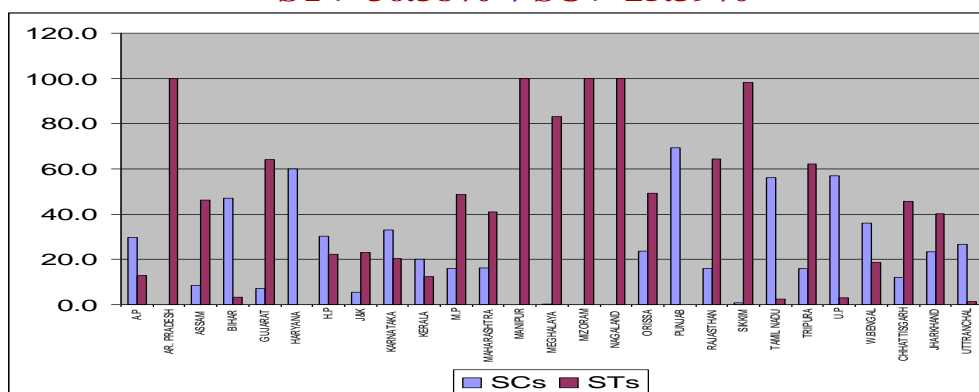
4.2 Empowerment of SC's & ST's: The NREGS is universal scheme. It does not discriminate between SC's, ST's, OBC's and other upper caste, it also do not discriminate between different religions. We found that 25.39% of SC's and 36.38% of ST's has been provided work at all India level by end of July 2007(<http://nrega.nic.in>) see chart 3.

Chart 3

Major Share of SC/ST HHs in Employment

Share of ST & SC > 61. 77%

ST > 36.38% / SC > 25.39%

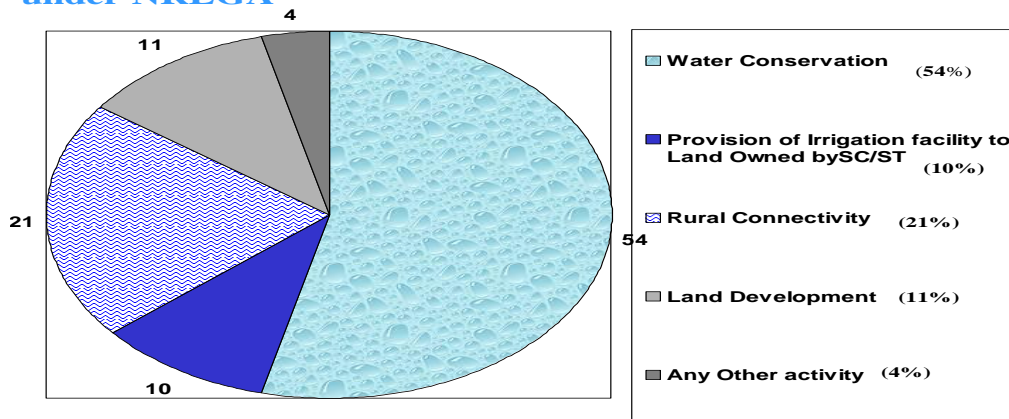


Source: (<http://nrega.nic.in>).

4.3 Migration: The lack of work was the main reason for migration in most districts and states. For example, 80% of the respondents in Gujarat regarded lack of work as a cause of migration. In some cases shortage of fodder and drinking water and consideration for debt payment were also factors. Field reports suggest that migration has declined considerably (ILO-SSST, 2006).

4.4 Asset Creation: A total of 511,335 schemes have been already completed and almost equal numbers are in progress (by end of July 2007(<http://nrega.nic.in>)). Most states have generally followed the order of schemes as prioritized in schedule –I of NREGA, i.e. 59% on water & irrigation, 19% on rural connectivity, and 13% on land development, 4% drought proofing, 2% on flood control & others. See chart 4

Highest Priority to Water Conservation in choice of works under NREGA



Source: (<http://nrega.nic.in>) chart 4.

NREGS has been introduced for 200 most backward district of India in 2006-07, which expanded to 330 districts in 2007-08 and 615 districts in 2008-09. An average 43, 42, 47 person days employment has been provided per HH's in these years. Around 46.3%, 45.9% and 43.9% works has been completed in these years. Percentage of water conservation work has been declined from 54%, 49% and 45% for these years.

Table 6.

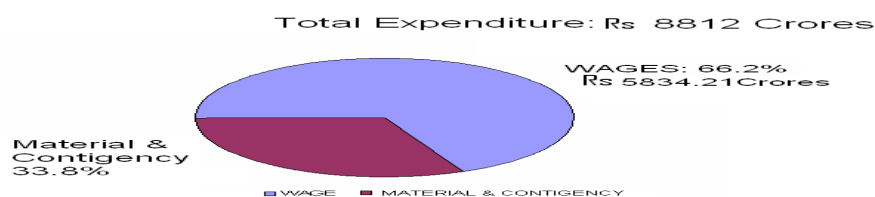
	Financial Year 2006-07	Financial Year 2007-08	Financial Year 2008-09*
Number of Districts Involved	200	330	615
Employment Provided: Person Days per Household	43 days	42 days	47 days
Total Number of Works (In Lakhs)	835,000	1,788,000	2,643,000
% Works Completed	46.3%	45.9%	43.9%
Type of Works			
Water Conservation	54%	49%	45%
Irrigation Facility	10%	15%	20%
Rural Connectivity	21%	17%	18%
Land Development	11%	16%	15%
Other	4%	3%	0.93%

*Provisional results to March 2009

Source: Guidelines on Convergence with National Rural Employment Guarantee Scheme, Ministry of Rural Development, Government of India, 2009, New Delhi (website: <http://www.nrega.nic.in>)

4.5 Rural Wages and Agrarian economy: There are various articles coming in news papers (NAVBHARAT TIMES 13TH AUGUST 2009, NEW DELHI) related with that farmers in Punjab, Haryana, Andra Pradesh and Maharashtra are unable to get laborers for crop cultivations. Rich farmers are adopting mechanization and poor farmers are selling their lands. Wage expenditure is 66% in NREGS, see chart 5

Major share of expenditure in shape of wage earnings of labour



Source: (<http://nrega.nic.in>).

5. Maharashtra Rural Employment Guarantee Scheme (MREGS): Maharashtra launched MREGS w.e.f. 2.2.2006 in twelve district of Maharashtra State they are Ahamadnagar, Amaravti, Aurangabad, Bhandara, Chandrapur, Dhule, Gadchiroli, Gondia, **Hingoli**, **Nanded**, Nandurbar and Yeotmal. It incorporated better features of both NREGS & State EGS. Like, guarantee of employment round the year to every rural adult, planning from grass root level, social audit, ex-gratia amount of Rs. 50,000, maternity leave etc. According to the 2001 Census there are 40,412 villages and 162 'C' Class Municipalities in Maharashtra. The MREGS is implemented in 33 out of the

35 districts in the State of Maharashtra (Mumbai City District and Mumbai Suburban District are excluded); it is implemented in 350 out of 353 tahsils located in 298 blocks.

5.1 Poverty estimate in Maharashtra state: The poverty estimates provided by the Planning Commission reveal that the poverty ratio in the State is 30.7 per cent. Maharashtra State stands third amongst major states in the country after Uttar Pradesh and Bihar in case of the population below poverty line. Maharashtra has 1.94 million rural families below the poverty line and 4.2 million labourers are registered under the MEGS (Government of Maharashtra website, 2007).

5.2 Performance of NREGS in Maharashtra State (MREGS):

Number of HH's demanded employment has declined from 9.07 lakhs in 2008-09 to 5.68 lakhs in 2009-10 (up to Jan 2010). Such sharp decline in employment demand is surprising for drought year 2009-10. No doubt data for 2009-10 has been taken only for Jan 2010 and I think, remaining two month of February and March will do little effect on it. Percentage of HH's provided employment is 99% of the total HH's demanded employment in both the years. Only 3.6% and 3.1% of HH's has been provided more than 100 days of employment in these years. It means employment for more than 100 days has less demand in the state, even though state guarantees 365 days employment for every person in the HH's. Average employments per HH's were 46.32 days and 42.14 days respective years. Percentage share of SC's in employment has gone up from 16.5% to 21% for the years. But percentage share of ST's in employment has declined from 44.2% to 39% in these years. Similarly percentage share of women in employment has gone down from 46.2% to 40.2% for the years. But cost of generating one day of employment has gone up from Rs 86.11 to Rs 111.79, a sharp increase in the cost.

6. Performance of NREGS in Nanded District

Nanded district is one of the 200 most backward districts in the country identified for Phase - I of NREGS. Twelve districts from Maharashtra state, including Nanded has been selected for Phase - I of NREGS.

6.1 Brief Profile of Nanded District

Nanded is one of the eight districts of Marathwada region, which has geographical area of 10502 Sq. K. M., which is just 3.42 % of Maharashtra state. The district has 16 talukas (Blocks), which are divided into three revenue divisions of Nanded, Deglure and Kinwat. The district has 1687 villages with 1313 gram panchayats.

6.1.1 As per population census 2001, Nanded district has 28,76,259 total population, which is just 2.97 % of Maharashtra's total population. Population density of the district is 274, which is greater than population density of Maharashtra (256). The rural population and urban population of the district is respectively 76.04% and 23.96 %. Sex ratio of the districts is 942 per 1000 population. The population of the SC's and ST's in the district is 17.32% and 8.12 % respectively, in case of Maharashtra state same is 11.08 % and 9.27 % respectively. There are 1,44,843 families in the district living below poverty line as per rural department survey 2007.

6.1.2 Labour force as per population census 1991: Nanded district has 9.27 lakh labour force, and in which marginal workers constitute 4.97 %, farmers 36.77 %, agricultural labours 41.36 %.

6.1.3 Literacy rate as per population census 2001: Literacy rate of Nanded district is 68.52 %.

6.1.4 The total cultivable area in the district is 7.11 lakh hector out of 10.33 lakh hector geographical area of the district. All villages in the district are 100% electrified since March 1996. Around 74.02% electricity is used for agriculture purpose in the district.

6.1.5 Human Development Index for Nanded district is just 0.37 and HDI Rank is 29th district out of 35 districts in the state, Per Capita District Domestic Product for Nanded is Rs 13068 PA (1998-99). In case of Maharashtra state HDI value is 0.58 and 4th Rank in the Indian states with Per Capita State Domestic Product (1998-99) of Rs 22,763 PA (Maharashtra Human Development Report 2002).

6.2 Percentage of SC's and ST's received job cards:

As per the financial year 2009-10 in Nanded district, cumulative number of households (HH's) issued job cards are of 3,33,264. This is 81.16% of total rural HH's. Percentage of SC's and ST's are 14.18% and 9.96% respectively in total job cards issued as against their size in total population of 17.32% and 8.12% respectively in the district. Employment demanded as percentage of job card issued is 29.35%.

6.3 Expenditure on NREGS

Total Expenditure incurred is Rs2186.50 lakh on NREGS in the district and 16,69,542 person days has been generated with average wage rate of Rs132.03 in the financial year 2009-10. In total work expenditure 98.48% of expenditure has been incurred on water conservation and water harvesting. Wage expenditure on unskilled wages is 92.34% of total expenditure incurred in 2009-10.

6.4 Increasing Employment demand:

If we see the data of number of HHs demanded employment for 2006-07, 2007-08, 2008-09 and 2009-10 then we found that employment demanded is continuously increasing from 36,587, 39,743, 63,200, and 97,800 HHs respectively. Similarly percentage of employment provided to total job cards issued is also increasing for the same financial years from 10.71%, 12.32%, 19.52% and 29.35% respectively in the district.

6.5 Lesser Utilisation of fund, blockwise comparison:

At the district level for the financial year 2009-10 only 83.38 % of total fund is utilized, total fund was available of Rs 49.42 cr and total expenditure was Rs 41.21 cr. But this is better improvement as compare to just 28.24% of total fund utilization in 2006-07, 75.69% in 2007-08, and 67.52% in 2008-09. Only 53.13 % works where completed out of total works taken up of 1055 for the district for 2009-10.

6.6 Manpower for NREGS administration:

It seems the district has adequate number of manpower for NREGS. It has 1313 Gram rozgar sahayak for 1313 gram panchayats in the district, 16 accountants, 78 engineers, 48 programme officers, 4 work managers, 01 IT manager, 03 accountants, 01 training co-ordinator, 01 co-ordinator for social audit and grievance redressal in the financial year 2009-10.

6.7 Banks and Post offices:

Numbers of bank accounts in the district are just 683 compared to number of post office accounts of 56703 in 2009-10.

6.8 Percentage Share of SC's, ST's and Women in cumulative person days generated:

Total cumulative person days generated for the district was 35.84 lakhs, in which percentage share of SC's, ST's and Women were 43.22%, 19.98% and 32.25% respectively.

6.9 Total number of delayed payment:

Only in two blocks payment has been delayed. In Kandhar block payment has been delayed by 31 to 60 days of Rs 19465. In Loha block payment has been delayed by 16 to 30 days of Rs 1,29,078 by 12th April 2010.

6.10 Number of BPL families:

Numbers of BPL families registered in NREGS for all taluka's (Blocks) of Nanded district are less than 1% of total registration. But the rural families below poverty line are 30.6% in Nanded district (Economic Survey of Maharashtra 2009-10).

6.11 Number of disabled person employed

There are total 238 disabled beneficiaries in the district in 2009-10. The highest numbers of beneficiaries are located in Kandhar block (63).

6.12 Other aspects:

Unemployment allowance has not been paid in 2007-08, 2008-09 and 2009-10 in the district.

7. Performance of NREGS in Hingoli District

Hingoli district has been created in Marathwada region on 1st May 1999 by dividing original district of Parbhani. It is eighth district in Marathwada region and has been selected for most backward 200 districts of India for introducing First phase of NREGS.

7.1 Brief Profile of Hingoli District:

It has 4526 sq k. m. of total geographical area and agriculture is the main activity of the district. The district has five blocks (talukas). There are 82.89% agricultural workers to total workers in the district. Female workers participation rate is 41.89% of total workers.

7.1.1 As per population census 2001, the district has 710 villages. Basically it has 565 gram panchayats by end of 2007. The total population of the district is 9,87,160. Rural population is 84.40% of total population of the district. The SC's and ST's are 10.20% and 8.80% respectively in the district. The density of population is 218 per sq.k.m. And sex ratio is 953 per 1000 population.

7.1.2 Literacy rate in rural area is 64.85% and in urban literacy rate is 77.60 %. Male literacy rate is 81.11% and female literacy is 51.96%.

7.1.3 Human Development Index Value and HDI Rank for Hingoli district is 0.43 and 25th respectively as compare to Maharashtra states HDI value of 0.58 and HDI Rank of 4th state in India. Per Capita District Domestic Product (1998-99) of Hingoli is very low of Rs 13827 PA as compare to Maharashtra State PCSDP of Rs 22763 PA (Maharashtra HDR 2002).

7.2 Percentage of SC's and ST's received job cards:

In financial year 2009-10 for Hingoli district percentage of SC's and ST's issued job cards (Cumulative number) are 33.41% and 31.71% respectively out of total job cards issued of 1,26,288.

7.3 Expenditure on NREGS

In Hingoli district water conservation and water harvesting is the major work activity. Because in 2008-09 and 2009-10 both the year on this activity NREGS expenditure was largest with 97.49% and 98.99 % respectively.

7.4 Decreasing Employment demand:

Cumulative number of HH's employment demanded is equal to employment provided in 2008-09 and 2009-10. But employment demanded has declined from 44035 HH's in 2008-09 to 18620 HH's in 2009-10 for the district. Similarly we compare employment demanded to job cards issued then we found that there is sharp decline from 34.86% in 2008-09 to 14.74% in 2009-10.

7.5 Lesser Utilisation of fund, blockwise comparison:

Percentage of fund utilization has increased from 78.44% in 2008-09 to 81.94% in 2009-10 for the district.

7.6 Increasing size of wage expenditure, blockwise comparison:

Percentage expenditure on wages was 84.24% of total expenditure in 2008-09 and which has increased to 91.90 % in 2009-10 for the district.

7.7 Manpower for NREGS administration:

It seems the district has adequate manpower for implementation of NREGS. It has 565 gram rozgar sahayak for all 565 gram panchayats , 9 accountants, 222 engineers, 5 programme officers, 15 computer assistants, 9 work managers, 2 IT managers, 01 account manager, 2 training co-coordinators and 3 co-coordinators for social audit grievance redressal.

7.8 Banks and Post offices:

There are 15543 bank accounts and 4195 post office accounts in 2009-10 for NREGS HH's in the district .

7.9 Percentage Share of SC's, ST's and Women in cumulative person days generated:

The percentage share of SC's, ST's and women in cumulative person days generated is 31.77%, 31.47% and 47.72% respectively in the district for the financial year 2009-10.

7.10 Total number of delayed payment:

There are total 701 delayed payment cases in the district and highest is reported in Aundh block in 2009-10.

7.11 Number of BPL families:

The total number of BPL families registered in NREGS is 16.68% in the district for the financial year 2009-10.

7.12 Number of disabled employed

There are total 170 cases of disabled beneficiaries in the district and highest in Basmath block of 142 beneficiaries reported for the financial year 2009-10.

7.13 Other aspects:

All HH's in the district received job cards and no unemployment allowances has been paid by 10th April 2010. There was no works behind the schedule in the district for 2009-10.

12. Policy Suggestions

- Employment Guarantee should be all 365 days at National level.
- Minimum wages should cover basic necessities like food, shelter, clothing, health and education cost, and then only a person can come out from poverty trap.
- Work should be customized as per village needs like sanitation facilities health center, school building, Public Park, convention hall etc. apart from drinking water and roads.
- Employment should be guaranteed at least two members of the rural household at National level.
- Policy should be flexible to consider new survey research from various parts of the country.

Conclusion:

RTI Act 2005 and NREG Act 2005 are the two most important acts, UPA government has passed, and hope that this will change the face of rural Indian economy to a better developed one. NGO's and Media have to play very crucial role to reduce corruption and to bring administrative efficiency. No doubt there is further scope to improve NREGS.

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1	2	3				4	5	6
		a	b	c	d			
No	Block	Cumulative No. of HH issued by cards (Till the reporting month)				Relative No. of demonstrated employment (Till reporting month)	Relative No. of HH provided employment (Till reporting month)	No. of HH existing under MGNREGS during reporting month
		Cs	Ts	Others	Total			
1	APUR	1336	177	9863	11376	1020	1020	6
2	BAR	230	81	19760	20071	2475	2475	0
3		5311	987	11765	18063	686	686	66
4	BAR	5717	1057	12103	18877	1680	1680	86
5	MABAD	1352	253	5532	7137	105	103	0
6	AON	6218	3913	22756	32887	2307	2306	216
7	ATNAGAR	4118	3248	9101	16467	253	253	0
8	HAR	128	124	33420	33672	6387	6362	45
9	AT	6801	9764	19977	36542	1468	1468	47
10		5439	2812	20225	28476	6089	6088	0
11	BAR	1740	1807	14612	18159	2194	2188	66
12	HED	3	12	9171	9186	527	527	32
13	HED	1668	4001	26758	32427	3998	3997	32
14	ON (KH)	2512	1415	18132	22059	959	959	8
15	HED	4581	104	11500	16185	333	333	49
16		133	112	11435	11680	385	385	55
Total		47287	29867	256110	333264	30866	30830	708

Table 1
Nanded district for Financial Year 2009-10
<http://www.nrega.nic.in> accessed on 12th April 2010 at 10am

Table 2
Nanded district for Financial Year 2009-10

No	Block	7					10
		a	b	c	d	e	
		Cumulative Persondays generate(Till the reporting month)					
		Cs	Ts	thers	otal	omen	
1	APUR	2993	45	33345	36383	19388	3
2	AR	480	563	187975	189018	80788	17
3		15548	2470	25748	43766	20854	0
4	JR	26092	3906	45416	75414	36942	4
5	MABAD	2183	68	5308	7559	3791	0
6	AON	18911	23523	62453	104887	48880	19
7	ATNAGAR	5192	2440	5982	13614	6953	1
8	HAR	739	845	252840	254424	131667	63
9	IT	12629	9712	39568	61909	24200	43
10		88049	40743	272840	401632	204333	11
11	R	4519	6893	77382	88794	30855	23
12	HED	0	0	39005	39005	17205	3
13	ED	5399	7889	253871	267159	132224	33
14	ON (KH)	1736	6570	41427	49733	24089	13
15	ED	12272	0	10442	22714	16360	0
16		36	114	13381	13531	7294	5
Total		196778	105781	1366983	1669542	805823	238

<http://www.nrega.nic.in> accessed on 12th April 2010 at 10am