

Research Paper



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PERFORMANCE OF MGNREGS IN INDIA AND ANDHRA PRADESH- AN OVERVIEW

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ABSTRACT

The Indian Government has a number of schemes meant to alleviate poverty in rural areas but their success rate is very poor. A major reason for the low rate of employment Generation is the decline in the employment elasticity of agricultural growth. The late Rajeev Gandhi's statement that only about 15 percent of money meant for the poor actually reaches them speaks volumes. To address the issue of unemployment various income generation schemes such as the Jawahar Rozgar Yojana (JRY), Swarnajayanti Gram Swarozgar Yojana (SGSY), Swarnajayanti Gram Rozgar Yojana (SGRY) and others were formulated. Creation of durable assets infrastructure at the village level, creation of productive assets exclusively for SC/ST for sustained employment and generation of supplementary employment for the unemployed poor living below poverty line were the objectives of these schemes. But all of them failed to make a lasting impact though the Indian Government had created labour-intensive rural work programmes. But these were not based on the Right to Work providing employment to the growing millions of unemployed which has to be stated to be the foremost national priority. Considering shortcomings of all previous programmes, the MGNREGA, one of the flag ship schemes of the Government was initially started in 200 villages in 2005 and expanded to cover all the 614 districts across the country. Since its inception, the program has benefited over 10 crore rural households.

KEYWORDS: agricultural growth, unemployment, workers, employment opportunities

1. PERFORMANCE OF THE MGNREGS – A NATIONAL OVERVIEW:

To analyse the performance there are several criteria on which the performance of the MGNREGS can be evaluated. These include 's': total job cards issued to households, employment provided to households, person days provided per household, budget outlays, expenditure on wages, total available funds, total works undertaken, and total works completed etc. On each of these criteria the record so far has been mixed up.

(I) Total Job Cards Issued: It is evident from table 1 that during six years of MGNREGS implementation the number job cards issued since its inception is increased. In 2006-07 the number of job cards issued was 3.78 crore which increased to 12.50 crore in 2011-12, 13.06 crore in 2012-13 and 13.15 crore in the year 2013-14. Therefore this increasing trend of issuing of job cards clearly shows increasing participation of workers.



Table 1
Performance of the MGNREGA- A National Overview

Particulars	2006-07 200 Districts	2007-08 330 Districts	2008- 09 All District s	2009- 10	2010- 11	2011- 12	2012- 13	2013- 14
Total Job Cards issued (In Crore)	3.78	6.48	10.01	11.25	11.98	12.50	13.06	13.15
Employment provided to HH: (In Crore)	2.10	3.39	4.51	5.26	5.49	5.06	4.98	4.79
Person-days of Employment generated (In Crore)	90.5	143.59	216.32	283.59	257.15	218.76	229.86	220.34
SCs:	22.95 (25%)	39.36 (27%)	63.36 (29%)	86.45 (30%)	78.76 (31%)	47.70 (22%)	51.20 (22%)	50.12 (23%)
STs:	32.98 (36%)	42.07 (29%)	55.02 (25%)	58.74 (21%)	53.62 (21%)	39.59 (18%)	41.00 (18%)	38.43 (17%)
Women:	36.40 (40%)	61.15 (43%)	103.57 (48%)	136.40 (48%)	122.74 (48%)	103.81 (48%)	118.23 (51%)	116.35 (53%)
Others:	34.56 (38%)	62.16 (43%)	97.95 (45%)	138.40 (49%)	124.78 (48%)	129.06 (60%)	138.26 (60%)	131.78 (60%)
Person days per HH	43	42	48	54	47	43	46	46
Budget Outlay (In Crore)	11300	12000	30000	39100	40100	40000	33000	33000
Central Release(In Crore)	8640.85	12610.39	29939.6	33506.6	35768.9	29189.8	30009.9	32746.3
Total Available Funds [including OB] (In Crore)	12073.55	19305.81	37397.1	49579.2	54172.1	48805.7	45051.4	42819.6
Expenditure (In Crore) (% Against Total available funds)	8823.35 (73%)	15856.89 (82%)	27250.1 (73%)	37905.2 (3(76%)	39377.2 (7(73%)	37072.8 (76%)	39657.0 (4(88%)	39331.7 (92%)
Expenditure on Wages (In Crore)	5842.37 (66%)	10738.47 (68%)	18200.0 3(67%)	25579.3 2(67%)	25686.5 3(65%)	24860.9 (67%)	27153.5 3(68%)	29243.4 (74%)
Average Wage per day (Rs.)	65	75	84	90	100	115	121	136
Total Works taken up (In Lakhs)	8.35	17.88	27.75	46.17	50.99	80.77	106.51	111.64
Works Completed (Lakhs)	3.87	8.22	12.14	22.59	25.90	27.56	25.60	26.50
Percentage of Works Completed	46.34	45.97	43.74	48.92	50.79	34.12	24.03	23.73

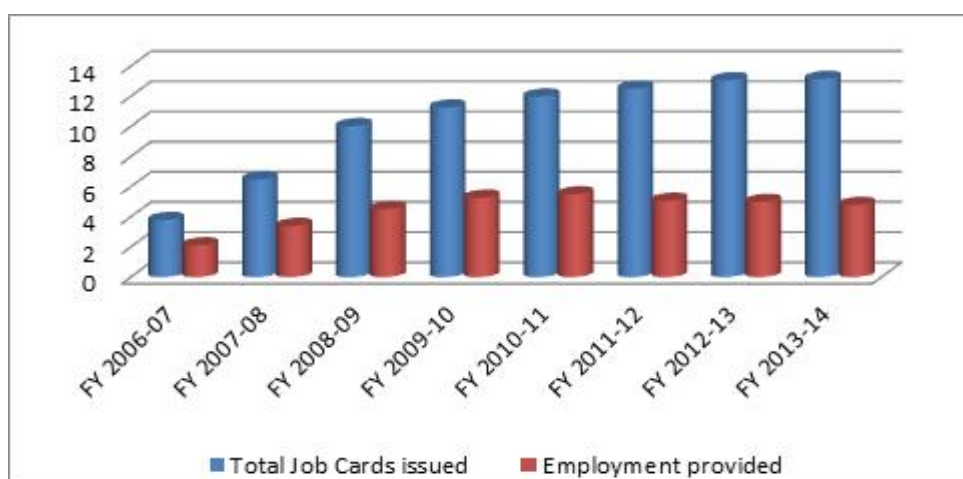
Source: Report to the people, 2nd February, 2013 & www.nrega.nic.in

(II) Employment Provided to Households:

It is clearly observed that since its inception, till the financial year 2013-14, the MGNREG Act has provided employment to 35.58 crore households. In the financial year 2012-13, MNREGS provided employment to 4.98 crore households generating 229.86 crore person

days. In the following year i.e. 2013-14 the number of households who were provided employment is 4.79 crore, the generating 220.34 person days. So, there is slope decrease in providing employment to households compared to the previous year.

Figure 1
Total Job Card Issued & Employment provided financial year wise (In Crores)



The Figure 1 shows that tangible comparison year wise and it can be said that issued job cards were uppermost in financial year 2013-14, as it issued job cards to 13.15 crore households. While analyzing state wise performance it is clear from Table 1 that Tamil Nadu

provided utmost employment opportunities by giving work to 62,677,04 households followed by West Bengal which provided employment to 61,326,13 households while Lakshadweep made available lowest number of employment to 614 households during financial year 2013-14.

Table- 2
Performance of the Mahatma Gandhi NREGA-States Overview (Financial Year 2013-14)

State	Employment provided to no. of HH	Average Person Days Per HH	% of SC Participation	% of ST Participation	% of Women Participation	Percentage of Expenditure Against Total Funds	Percentage of Work Completed	Percentage of Expenditure on Wages
Andhra Pradesh	6039110	49.6	23.23	14.56	58.71	97.45	39.8	63.24
Arunachal Pradesh	140081	25.25	0.03	90.98	30.25	63.25	5.59	62
Assam	1261778	23.68	6.46	16.09	24.75	90.86	50.92	64.89
Bihar	2059287	41.78	28.36	2.11	34.94	87.12	25.64	53.49
Chhattisgarh	2512425	51.64	8.92	39.79	48.53	92.96	32.56	73
Goa	5021	22.9	2.61	33.04	75.65	44.87	33.23	68
Gujarat	578674	39.79	7.61	41.05	43.97	77.41	47.87	59
Haryana	324919	36.26	48.41	0	41.7	87.17	58.79	65
Himachal Pradesh	539223	52.34	28.44	7.37	62.52	95.84	48.31	66
Jammu & Kashmir	657629	50.94	5.71	15.13	23.11	96.17	10.88	52
Jharkhand	1138913	38.4	12.86	37.09	31.89	92.39	28.22	63.58
Karnataka	1450457	49.56	15.89	7.93	46.59	95.57	31.69	69
Kerala	1523863	56.83	15.65	2.67	93.37	98.88	55.48	92.52
Madhya Pradesh	2908534	42.18	18.51	29.82	42.64	95.87	46.41	63.5
Maharashtra	1143838	45.18	9.58	18.93	43.7	83.12	56.55	63.6
Manipur	455398	24.82	0.97	65.85	35.26	84.41	34.52	68
Meghalaya	364004	56.76	0.83	90.17	42.02	83.82	19.11	77
Mizoram	177511	70.55	0.02	99.77	29.94	98.44	86.19	78
Nagaland	407712	42.92	0.59	94.26	28.47	98.80	45.79	68
Odisha	1710268	41.61	16.36	40.82	33.57	94.51	26.83	72
Punjab	412104	32.67	76.94	0.04	52.74	99.77	40.02	66
Rajasthan	3615080	50.85	19.84	26.16	67.76	88.92	48.95	69
Sikkim	63288	68.91	4.19	40.16	44.79	92.74	34.44	53
Tamilnadu	6267704	58.59	29.58	1.28	84.04	73.23	78.23	92.45
Tripura	591247	87.69	17.39	42.82	47.11	96.29	88.58	65
Uttar Pradesh	4994725	34.96	33.14	0.99	22.17	87.61	50.94	64
Uttarakhand	397482	41.28	18.67	2.65	44.66	93.69	68.73	61
West Bengal	6132613	37.44	32.98	9.45	35.45	97.29	29.82	67
Andaman & Nicobar	16613	43.9	0	9.83	46.12	89.31	39.75	90.42
Dadra & Nagar Haveli	NR	NR	NR	NR	NR	NR	NR	NR
Daman & Diu	NR	NR	NR	NR	NR	NR	NR	NR
Lakshadweep	614	22.88	0	100	21.43	65.34	0	45.95
Pondicherry	39335	21.48	35.38	0.12	85.68	61.18	22.08	91.61
Total	47929461	34	22.6	17.19	52.84	91.85	45.14	68.87

Source: Report of the People 2nd February, 2013 & www.nrega.nic.in

(III) Person days generated for**Marginalized:**

Self targeting in nature, the scheme has high work participation for marginalized groups as person days generated by SC, ST and women were 23%, 17% and 53% respectively in Financial Year 2013-14 in comparison to the number of person days of SC, ST, and women being 25%, 36% and 40% respectively in 2006-07 year.

It has been noticed that person days generated by of SC and ST participation has decreased while the participation of women is significantly increased from 51% in financial year 2012-13, to 53% in 2013-14 financial year. It can be said that involvement of marginalized is not awe-inspiring in the case of SC/ST and Women participation.

On analyzing **state wise participation of SC/ST**, it has been observed that in Punjab, the SC community generated maximum number of person days i.e. 76.94% followed by Haryana 48.41%, while performance for Lakshadweep, Andaman and Nicobar and Arunachal Pradesh was 0% (Zero), 0% (Zero), and 0.03% respectively in the financial year 2013-14. The participation of ST was the greatest in Mizoram 99.77%, followed by Nagaland 94.26% and Meghalaya 90.17%; while it was 0.04% in Punjab, and in Pudicherry 0.12%.

In fact participation of SC and ST depends on the percentage of these categories in total population in the state. That's why Haryana and Punjab gave sufficient employment to SC as the percentage of population of SCs in total population is much more than of STs. In above Table 2 shows that Punjab is providing employment opportunities to SCs and mostly the eastern states are generating employment to ST's as the majority of ST category are in this part of the country.

(IV) Women Workforce Participation: The Scheme has surpassed the statutory minimum requirement of 33 per cent of employment for women. Over the previous six years, it ranged between 40-48 per cent. While it was observed that 51% in Financial Year 2012-13, and 53% in 2013-14 financial year, the participation of women has significantly increased. The table 2 clearly shows that participation of women is increasing, which gives a satisfactory outcome that this scheme has been able to achieve successfully its one of the objectives. If we have a discussion about state wise participation of women, Kerala shows a positive trend of this scheme with 93.37% participation of women while, surprisingly Uttar Pradesh which provided handsome employment (49,94,725 households) couldn't succeed in providing employment to women as only

22.17% women participation was found in this state during financial year 2013-14. Andhra Pradesh showed minimum 59% participation of women.

(V) Person days Per Household: If we compare person days per household, it decreased from 47 person days during 2010-11 to 43 days during 2011-12. But, it increased from 43 days during the year 2011-12 to 46 days during the year 2012-13. During the year 2013-14 it did not increase. Even CAG report has also pointed out this fact. The report has pointed out the instances of works abandoned midway or not completed in a significant period. If we compare the percentage change during financial year 06-07 with financial year 13-14, it was zero, but it doesn't mean that during these periods, there was no change. In fact the variation in person days per household was not large and it

(VI) Budget Outlay: It is clearly observed from Table 2 that starting from Rs. 11300 crore during 2006-07, budget outlay has increased to Rs. 40,100 crore in the Financial Year 2010-11. But it has decreased to Rs. 40,000 crore during Financial Year 2011-12, and further decreased to Rs. 33,000 crore during Financial Year 2013-14. Under this, Central Government release was Rs. 32,746.27 crore and available fund was Rs. 42,819.56 crore.

Increasing trend can be noticed till financial year 2010-11 regarding the central release, as well as its effect on availability of funds. In the financial year 2010-11, central release was Rs. 35,678.95 crore and during 2011-12 it came to Rs. 29,189.77 crore; but it was Rs. 32,746.27 crore, in financial year 2013-14.

In the same way, availability of funds during financial year 2010-11 was Rs. 54,172.14 crore, in the financial year 2011-12, it was Rs. 48,832.49 crore and it was Rs. 42,819.56 crore in financial year 2013-14.

(VII) Expenditure: Now the question arises, out of available funds how much money has been spent each year for each item. During financial year 2010-11, an amount of Rs. 39,377.27 crore was spent, which amounts to 73% of available funds, while in financial year 11-12, Rs. 37,072.82 crore was spent which was 76% of available fund. During financial year 2012-13, Rs. 39,657.04 crore was spent, which is 88% of available funds, it can be said that till 2010-11 although amount of expenditure was increasing but there is lot of variation in the percentage of available funds that amounts spent on this scheme.

While comparing funds available and expenditure of the states it seen that the maximum Rs. 5,386.08 crore fund was available to Taminadu, while a

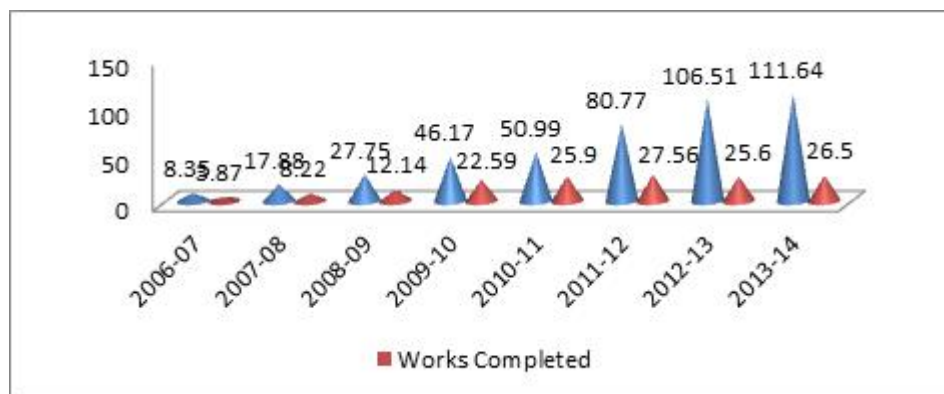
minimum of 1 crore was available to Lakshdweep during financial year 2013-14. But at the same time the percentage of expenditure against total available funds it is high in Punjab followed by Kerala with 99.77% and 98.88% of expenditure respectively in 2013-14 financial year. It is also clear that the percentage of expenditure from total available funds in Puducherry and Goa is notified as very low i.e. 44.87% and 61.18% respectively.

(VIII) Expenditure on Wages: Over the last eight years an amount of Rs.1,67,304.55 crore has been spent on the wages of MGNREGS labour. During financial year 2007-08, percentage of wage expenditure was 68% of total expenditure i.e. Rs. 10738.4 crore, but after that percentage of total expenditure on wages decreased to 67% in financial year 2008-09 same percentage continued in 2009-10. And again decreased by 2% in financial year 2010-11 (65%) amounting to Rs. 25686.53 crore, whereas during the financial year 2011-12, it increased to 67% i.e. 2% increase and again it increase to 68% in financial year 2012-13, which amounted to Rs. 27153.53 crore. Again it increased sharply from 68% to 74% in financial year 2012-13 amounting to Rs. 29243.39.

On analysing state wise expenditure on wages , it was observed that Kerala spent 92.52 per cent on wages, Tamilnadu 92.45 percent and Puducherry 91.61 per cent, Andaman & Nicobar 90.42 per cent also performed well. But at the same time, Lakshadweep spent minimum amount 46 % on wages among all states.

(IX) Total Works Taken Up: During financial year 2013-14, 111.64 lakh works were undertaken and out of them, 26.50 lakh works were completed. Figure 2 clearly shows a lot of gap between works undertaken and works completed during all the financial years. However, increasing trend in percentage of completed work from year of starting to financial year 2011-12, proves improvement every year. But from the next financial year i.e. 2012-13, 25.60 lakh works were completed it is decreased when compared previous financial year. Considering percentage of work completed the figure 2, turns out to show that range from 43% to 51% remained except from financial years 2011-12 to financial year 2012-13 and 2013-14 where it decreased to 34.12, 24.01, and 23.7 per cent respectively.

Figure-2
Total Works Taken and Completed
(Financial year wise)



If we look at the overall performance of states in the financial year 2013-14, Tripura successfully completed 88.58% of the work, Mijoram completed 86.19%, while Arunachal Pradesh completed minimum works which is 5.59% only. It is also a fact that completion rate of work in all states is not satisfactory.

(X) Works Completed and Works Break Up: In 2013-14, 37% of works were related to Rural Sanitation, 16% of works were related to Rural Connectivity, 13.7% of works were related to Drought Proofing, 11.2% of works were related to water conservation, 7.4% of works were for Land

Development, 5.1% of works were allotted to the Micro irrigation, 3.5% of works were related to Renovation of Traditional Rural water bodies, 2.9% of works to Flood Control, and 2.6% of work were for other activities. It is clear that maximum number of works were related to Rural Sanitation in the financial year 2013-14. From the financial year 2010-11, work under Bharat Nirman Rajiv Gandhi Seva Kendra was also started which got share of 0.33, 0.34 and 0.4% of work in financial years 2010-11, 2011-12 and 2013-14 respectively. Figure 2 clearly shows that there remains a clear gap between total works taken up and completed every financial year. This gap has

increased in every financial year and especially in financial year 2011-12.

2. PERFORMANCE OF MGNREGS IN THE STATE OF ANDHRA PRADESH:

Andhra Pradesh is acknowledged as one of the successful implementers of the Scheme. MGNREGS-AP (earlier known as The Andhra Pradesh Rural Employment Guarantee Scheme (APREGS)); is being implemented since February 2006. The Scheme so formulated would have to provide for the minimum features stipulated in Schedule 1 of the Act and may prescribe conditions, which are without prejudice to the conditions specified in Schedule 2 of the Act. Accordingly, the Government of Andhra Pradesh has formulated the rules and regulations for the

implementation of the Scheme on 28th January 2006 to provide not less than one hundred days of guaranteed waged employment in a financial year to every household in rural areas covered under the Scheme and whose adult members volunteer to do unskilled manual work subject to the conditions stipulated in the Act and notified in the Scheme. Before analyzing the performance of MNREGS in Andhra Pradesh state, it is relatively important to have an idea about the study area.

2.1 PROGRESS OF MGNREGS IN ANDHRA PRADESH:

Table-3 gives the phase wise expansion of the scheme in the state.

Table-3
Phase wise extent of Districts under MGNREGS in Andhra Pradesh

Sl.NO.	Phases	Month & Year	Districts
1.	Phase-I	February 2006	Adilabad, Ananapur, Chittoor, Kadapa, Karimnagar, Khammam, Mahaboob Nagar, Medak, Nalgonda, Nizamabad, Ranga Reddy, Vijayanagaram, Warangal
2.	Phase-2	May 2007	East Godavari, Kurnool, Guntur, Nellore, Prakasam and Srikakulam
3.	Phase-3	April 2008	Krishna, Visakhapatnam, West Godavari

Source: Ministry of Rural Development, Government of Andhra Pradesh.

Table-3 shows that during the first phase, the MGNREGS was launched in 4 districts of Andhra Pradesh, out of which all three districts are from Rayalaseema region and only one district was covered in coastal Andhra. The fundamental reason for the inclusion of large number of districts in Rayalaseema region is that these districts are not well developed, when compared to other coastal districts of the state. During the second phase the scheme was extended to 6

districts of the state, in which 5 districts are from coastal Andhra and one from Rayalaseema region. In the last phase 3 districts of coastal Andhra were covered under the scheme. All the 13 districts were covered by the scheme, as this scheme intended to provide employment for the rural poor.

An Overview of the performance of MGNREGS in Andhra Pradesh has been presented in Table-4 and discussed as follow:

Table-4
An Overview of MGNREGS in the State of Andhra Pradesh

Particulars	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Rural Population (%)	56361702 (66.64) (Censuses - 2011)					
No. of Job Card issued (cumulative in Lakhs)	113.47	117.26	120.79	120.46	144.31	150.32
Employment Demanded (Cumulative)	57.00	61.58	62.00	49.97	58.53	65.97
Employment provide Households (in Lakhs)	57.00	61.55	62.00	49.97	58.53	60.39
Employment provided Individuals (in Lakhs)	99.88	116.11	118.94	91.24	107.10	107.62
Funds Available (Lakhs)	357653.4	481470.6	909450.2	578050.8	508323	532954.4
Expenditure (Lakhs)	296390.4	450918	543938.6	424587.8	508179.9	529342.8
No. of Works Started	670693	809558	365783	734139	588357	690763
No. of work Completed	209527	800529	345093	595650	372849	274631
Work Completion Rate	(31.27)	(98.88)	(94.34)	(81.13)	(63.37)	(39.75)
Cumulative No. of HH completed 100 days	480967	1393734	967419	948873	1014092	752354
Persondays of Employment (In Lakhs) Total	2735.45	4044.3	3351.61	2939.37	3273.35	2994.11
Person days generated by SC (%)	715.02 (26.1)	998 (24.7)	815.03 (23.32)	747.16 (27.0)	765.20 (23.37)	693.46 (23.16)
Person days generated by ST (%)	354.36 (13.0)	594.8 (14.7)	537.08 (16.02)	508.26 (18.4)	505.01 (15.42)	440.31 (14.70)
Person days generated by women (%)	1590.78 (58.2)	2349.6 (58.1)	1912.09 (57.05)	1599.58 (57.8)	1909.54 (58.33)	1756.99 (58.68)
Persondays generated by others (%)	1666.07 (60.90)	2451.5 (60.61)	1999.5 (59.65)	1512.3 (51.44)	2003.1 (61.19)	1860.3 (62.13)
Average wage rate per day per person	83.61	90.35	97.13	97.32	105	112
Average days employment provided per HH	48	66	54	59	50	49.58

Source: Ministry of Rural Development, Government of Andhra Pradesh.

The progress of MGNREGS in Andhra Pradesh during 2008-09 can be rated as satisfactory. However this scheme is open to all, the inclusion of the socially disadvantaged (women) was encouraged from the poverty eradication point of view.

(I) Number of Job Cards Issued: Issuance of job cards is the basic activity of the MNREGS, without which no demand for the job can be entertained. Table 4 explains that during financial year 2008-09, 113.47 crore job cards were issued which increased to 150.32 crore during financial year 2013-14.

(II) Employment demanded and Employment Provided

During all the financial years from 2008-09 to 2012-13 there was equality between number of households demanded employment and employment provided. But it decreased during financial year 2013-14, cumulative number of household demanded employment was 65,97,385 but cumulative number of households employment was provided to was 60.39 lakhs only, which was 91.54%.

(III) Availability of Funds and Expenditure

Central and state governments both were releasing sufficient funds for proper implementation of this scheme, as it is clear from the Table 4 that available funds in the financial year 2012-13 and 2013-14 were Rs. 508322.97 lakh and Rs. 532954.4 lakh respectively, while expenditure incurred during those years were Rs. 508179.89 lakhs and Rs. 529342.76 lakh, which were 99.97% and 99.32% respectively against available of funds.

In 2012-13, 5,88,357 works were started, but 3,72,849 works could be completed including suspended work of previous year while during 2013-14, 6,90,763 works were started and 274631 works could be completed.

(IV) Number of Households completed 100 days

It is evident from table- 4, cumulative number of households completed 100 days of work are not clearly distributed in all six financial years. In the year

2008-09 the number was 480967 which is sharply increased to 1393734 in the financial year 2009-10 and it decreased in the following two years to i.e. 967419 households in 2010-11 and 948873 households during 2011-12. And again it increased to 1014092 in financial year 2012-13. But it decreased to 752354 in financial year 2012-13.

(V) Person days Generated: In the financial years 2012-13 and 2013-14, the number of person days generated were 3273.35 lakh and 2994.11 lakh respectively, out of which 58.33 lakh person days and 58.68 lakh person days were generated for women. Compared to SC/ST categories person days generated by others 61.19 lakh during financial year 12-13, which increased to 62.13 lakh person days in 2013-14.

(VI) Average days Employment provided and Average wage rate

If we compare Average days of employment provided per household it increased to 48 days during 2008-09 and to 66 days during 2009-10 financial year. In 2010-11 it decreased to 54 days and again the following year it increased to 59 days. After that in the last two years it decreased to 50 days to 49 days in financial

years 2012-13 and 2013-14, which is not a good trend. In case of Average wage rate per day per person indicate an increasing trend during each financial year. In 2012-13 it increased to Rs.105 and to Rs. 112, during 2013-14

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