

# Impact Of MGNREGA In Anantnag With Special Reference To Block Dachinipora

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**Abstract:** A majority of the poor in rural areas of the country depend mainly on the wages they earn through unskilled labour. They are often on threshold levels of subsistence and are vulnerable to the possibility of sinking from transient to chronic poverty, in the event of inadequate labour demand or in the face of unpredictable crises that may be general in nature like natural disaster or personal like ill- health, all of which adversely impact their employment opportunities. In a context of poverty & unemployment, wage employment programmes provide unskilled manual workers with short-term employment on public works such as irrigation infrastructure, reforestation soil conservation, road construction etc. These programmes provide income transfers to poor households during critical times and so also enable consumption smoothing specially during slack agricultural seasons or years. Durable assets created under these programmes have the potential to generate sustainable livelihood. This study is an attempt to focus on performance of Mahatma Gandhi national rural employment Act in District Anantnag with a focus on Block Dacihnipora.

**Keywords:** Rural Development, Unemployment, Persondays, welfare.

## I. INTRODUCTION

Anantnag is one of the districts of Kashmir valley situated in south and south west direction. It lies geographically 33°-20' and 34°-55' North latitude and 74°-30' and 75°-35' East longitude. Its area is 3984 sq. kms, population is 1070144, sex ratio 940 and literacy 66% (2011 census). The district comprises of 6 Tehsils. Among them Dachinipora is a Tehsil and Block which is also my study area. It is an ancient and well known Town and Block of this State. Dachinipora Tehsil Headquarters is Dachinipora town. It is located 14kms from District Headquarters Anantnag, 44kms from state capital Srinagar.

The main town of Dachinipora is located at 33°35'05"N latitude and 75°18'31"E longitude. It is bounded by Tral Tehsil towards North, Anantnag Tehsil towards South, Qaimoh Tehsil towards South, Devsar Tehsil towards South. Anantnag city, Srinagar city, Bandipora City are the nearby cities to this Block.

It is at an altitude of 1593m elevation. This Tehsil is in the border of the Anantnag District and Kulgam. Kulgam District's Qaimoh is South towards this place. Also it is in the border of other district Pulwama.

Anantnag, Pulwama, Aharbal, Kokernag, Dachigam National Park are the near by important tourist destinations to see. Kashmiri is the local language here.

Dachinipora experiences the mild climate with temperature rising to about 30°C to 34°C in Summer and the average temperature during in January is -1°C.

This Block has come up with many religious temples nearby. Several pilgrims definitely visit this Tehsil as it is connected with route of Mata Vaishno Devi Temple. Moreover this region has stable financial position and many citizens work hard in order to maintain their living. Furthermore, from tourist point of view this tehsil has various natural landmark sites. Therefore, numerous nature admirers visit this tehsil in order to relax and peaceful hours. Additionally this Tehsil serve economic staying and dining to

its guests. Even tourists can visit its nearby caves of Pandavas attraction site.

## AREA UNDER STUDY

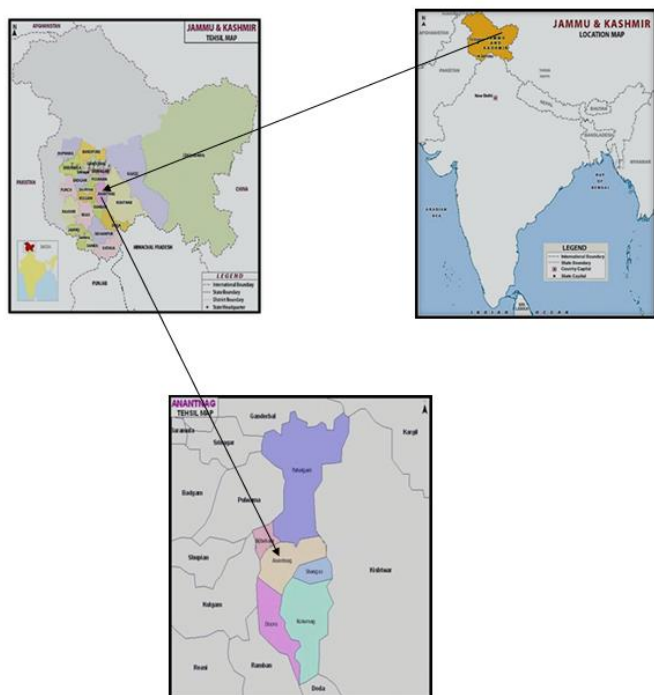


Figure 1

## II. OBJECTIVES OF THE STUDY

The primary objective of the present study is to assess the role of Mahatma Gandhi National Rural Employment Guarantee Programme in rural employment and rural development. Based on this primary objective, other specific and detailed objectives are drawn as under:

- ✓ To study the objectives, salient features and funding pattern of MGNREGA in Block Dachinipora.
- ✓ To examine about the role of MGNREGA in rural employment and rural development of Block Dachinipora.
- ✓ To analyze the dynamics impelling on the rural employment and overall progress of rural areas of Dachinipora Block through MGNREGA programme.
- ✓ To give some suggestions for the effective implementation of MGNREGA Programme for rural employment in Dachinipora Block.

## III. METHODOLOGY

The research has used both the quantitative as well as qualitative approaches. The questions which require descriptive analysis are being answered through quantitative approaches dealing with or requiring data on the entire population of participants (say workers enrolled in the scheme / job card holders) in the study area. On the other hand, questions requiring explanatory discussions, say for

example, answer to the question, 'what constitutes the constraints of women's access to work' are dealt with through qualitative approaches and has involved primary data sources. The primary data source was household level data being collected through especially designed semi- structured interviews/questionnaire, the job cards and the MIS reports/Monthly/quarterly progress reports of the District Program Coordinators and the district specific reports collected at the state level.

## PRIMARY DATA

The primary data sources included a total of 20 semi-structured & structured interviews: 30 interviews with MGNREGA workers, BDO and District Coordinators and 9 with Panchayat representatives/local knowledge leaders. In addition 10 panchayat members from various villages were interviewed. The selection of people interviewed was random. Efforts were made to cover cross section of schemes/projects in different sites.

## IV. SECONDARY DATA

The secondary data has been collected mainly through published works in the form of books, articles, and internet resources. The investigator made use of secondary data in order to understand literature review with respect to the research study. From these published works, the researcher was able to theoretically understand the research study he is engaged with, and he could was able to draw on the concepts which were relevant for his study.

The secondary source of information include : (i) Various Monitoring & Evaluation reports of the Ministry / state Govt., (ii) Papers, Journals & Periodicals on the subject & (iii) Other references viz. relevant websites of Govt of India & concerned state Govt., various Operational Guidelines & Notifications of the Ministry etc.

Particulars	Numbers
Registered workers	15
District / Block Officials	5
Panchayat Representatives	10

Table 1

For the purpose of analysis and data collection, 1 April 2014 has been considered as the reference point

## V. REVIEW OF LITERATURE

Indian Village life is a mixture of harmony, tranquillity, quietude and innocence. Along with many small and big grass fields, several rivers, chirping of birds, swinging of emerald trees, speaking in a low voice the tale of languishment and love to the big and clear blue sky give a mesmerizing, captivating and bewitching effect to the Indian villages. The heart of India lies in its villages. The village life in India is blessed with its innocence, purity and uncomplicated saga making the village quaint, archaic, mystic yet charming places to rediscover nature.

In India, providing employment as entitlement for the welfare of the public has a long history. During the fourth century BC, the ancient political economist Kautilya, in his Arthashastra, emphasised the welfare of the public through relief work, particularly during famines. Kautilya stated: "In the welfare of the people lies the welfare of the King." As the economic policies of the colonial era were based on the economic interest of the imperial masters rather than that of the colonised people, when India attained independence, the impact of such economic policies was visible on all spheres of the Indian economy. India at that time faced a high incidence of poverty and unemployment, and the concomitant social and economic challenges before the country were enormous. Ever since, poverty reduction and providing basic needs to its people have constantly been one of the major aims of independent India. Decades after independence, India is still struggling to address the issue of poverty. This is evident from the fact that India is ranked 119th among 182 countries in the Human Development Index (HDI). Despite India's booming economy, which now stands as the tenth largest in the world, 302 million people (21.8 % of its total population) were living below the poverty line in 2004–2005 (61st NSSO round), where the poverty line is equated at ` 356 monthly per capita consumption expenditure for rural areas and 539 for urban areas. According to the Human Development Report (HDR) 2003 of the United Nations Development Programme (UNDP), India has the largest number of poor population among single countries of the world and is home to one-fourth of the world's poor population. Based on the experiences of previous poverty alleviation and employment generation policies, and a long-drawn struggle by various sections, MGNREGA was enacted in 2005 by the Government of India to tackle poverty more efficaciously. During this period, most of the developing nations were in distress, largely due to neoliberal policies. As has been rightly put forward by Hirway et al. (2010), the neoliberal policies have treated employment very indifferently, creating shortages of decent work opportunities in most developing countries. MGNREGA was enacted to reinforce the commitment towards livelihood security in rural areas. The significance of MGNREGA lies in the fact that it creates a right-based framework for wage employment programmes and makes the government legally accountable for providing employment to those who ask for it. The high growth rate of the Indian economy in the recent years has failed to generate adequate 'decent' employment for the labour force. The annual average growth rate of the economy in the last decade has been between seven and eight percent with the growth rate reaching almost nine percent during the past four years. Against this, the annual rate of growth of employment is very low and it has declined from 2.01 percent over 1983-1993/4 to 1.84 percent (1.45 percent in rural areas and 3.14 percent in urban areas) over the following decade. This rate is much below the rate of growth of the labour force (around three percent, which is higher than the rate of growth of population). To make the situation worse, as on March 2005, 21.8% of 1.1 billion Indians were living below poverty line, against 3.1 percent of unemployment rate.

A major element in the policy for poverty reduction in India has always been to undertake targeted programs to

generate employment and livelihoods for poor people. The first instance of a wage employment program on an organized national scale in the country can be traced back to 1961, when the Rural Works Program (RWP) was started in selected districts to generate employment to the poor in the lean season. A series of wage employment programs have followed this program. The major programs have been- the Crash Scheme for Rural Employment (CSRE) and Food for Work Program (FFWP) in the 1970s, followed by the first all India wage employment programs viz. the National Rural Employment Program (NREP) and the Rural Labour Employment Guarantee Program (REGP) in the 1980s and the Jawahar Rojgar Yojana (JRY), the Employment Assurance Scheme (EAS), and the Jawahar Gram Samridhi Yojana (JGSY) i.e. the revamped JRY in the 1990s. In 2001 yet another program viz. Sampoorna Grameen Rojgar Yojana (SGRY) was launched by merging the ongoing schemes of EAS and JGSY. Reviews of these programmes, however, had shown several perennial weaknesses. They include:-

- ✓ Low programme coverage.
- ✓ More than 50 per cent beneficiaries not from most needy group.
- ✓ Bureaucracy dominated planning.
- ✓ Little participation of community in planning.
- ✓ Work to women lower than stipulated norm of 30 per cent.
- ✓ Only 16-29 days employment provided to household.
- ✓ Assets created not durable, and
- ✓ Corruption.

In an attempt to improve up on the weaknesses of the previous programs, the Government of India launched the National Rural Employment Guarantee Program (NREGP) following enactment of a National Rural Employment Guarantee Act (NREGA) by Indian Parliament in 2005.

## VI. MGNREGA---AN ACT TOWARDS PROSPERITY

India today presents a striking contrast of development and deprivation. Nearly two decades after the unleashing of economic reforms in India, there is no doubt that GDP growth has accelerated. The rate of GDP growth has consistently been above 5% during the last two decades (Nagaraj, 2008). India is the 12th largest economy in the world in terms of GDP and is also one of the fastest growing economies in the world today (World Bank, 2008). Growth rates of per capita expenditure point to a significant increase in rural-urban inequalities at the all-India level, and also within most individual states. They conclude that rising inequality within states has dampened the effects of growth on poverty reduction. This echoes the findings of Datt and Ravallion (2002) who find that "the geographic and sectoral pattern of India's growth process has greatly attenuated its aggregate impact on poverty". The rate of growth of employment, in terms of the Current Daily Status (CDS) declined from 2.7 % per annum in the period 1983-94 to only 1.07 % per annum during 1994-2000 for all of India. In the both rural and urban areas, the absolute number of unemployed increased substantially, and the rate of unemployment (CDS) in rural India as a whole went up from 5.6% to 7.2% in 1990-00 (NSSO, 2000). A major reason for

the low rate of employment generation was the decline in the growth elasticity of employment, which captures the impact of growth on employment (Ghosh, 2006). Latest data from the 61st Round employment surveys of the NSS provide clear evidence of a rise in rural unemployment in the first 6 years of the 21st century (Mukhopadhyay and Rajaraman, 2007). Some of this was because of the decline in public spending on rural employment programmes since the mid-nineties. As a percentage of GDP, expenditure on both rural wage employment programmes and special programmes for rural development declined from 1990s (Ghosh, 2006). So it was not surprising the employment generation has become not only the most important social-economic issue in the country, but also the most pressing political concern. The mandate of the 2004 general elections in India was clear indicator of this: the people of the country decisively rejected policies that implied reduced employment opportunities and reduced access to and quality of public goods and services. Indeed, one the main reasons for the defeat of the previous government was the widespread dissatisfaction with the government's economic policies, and the complete collapse of rural employment generation was a dominant cause of public dissatisfaction. This was why almost all the political parties that later came into power made the issue of employment a major plank in their electoral campaigns, and their election manifestos. Therefore, it was only to be expected that the promise of generating rural employment through public works programmes would find major expression in the declared programme of the government of United Progressive Alliance (UPA) which came into power after 2004 elections. One of the first sections of the Common Minimum Programme of the UPA government makes mentions it clearly: "The UPA government will immediately enact a National Employment Guarantee Act. This will provide a legal guarantee for at least 100 days of employment on asset-creating public works programmes every year at minimum wage for every rural household." If we see the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) in this back ground, this is clear that an urgent need to implement this kind of scheme was urgency for pacifying the mounting discontent of rural unemployed population.

A majority of the poor in rural areas of the country depend mainly on the wages they earn through unskilled labour. They are often on threshold levels of subsistence and are vulnerable to the possibility of sinking from transient to chronic poverty, in the event of inadequate labour demand or in the face of unpredictable crises that may be general in nature like natural disaster or personal like ill- health, all of which adversely impact their employment opportunities. In a context of poverty & unemployment, wage employment programmes provide unskilled manual workers with short-term employment on public works such as irrigation infrastructure, reforestation soil conservation, road construction etc. These programmes provide income transfers to poor households during critical times and so also enable consumption smoothing specially during slack agricultural seasons or years. Durable assets created under these programmes have the potential to generate sustainable livelihood. This study is an attempt to focus on performance of Mahatma Gandhi national rural employment Act in District

Anantnag with a focus on Block Dacihnipora. The secondary sources of data were used from the website of Ministry of Rural Development, office of Assistant Development Commissioner Anantnag and Block Development Officer Dachinipora.

The National Rural Employment Guarantee Act (NREGA), which has now been renamed as 'Mahatma Gandhi Rural Employment Guarantee Act (MGNREGA), notified on 7th September, 2005 by the Government of India. This Act aims at enhancing livelihood security of households in rural areas of the country by providing at least one hundred days of guaranteed wage employment in a financial year to every household, whose adult members volunteer to do unskilled manual work. The choice of works suggested in the Act addresses the causes of chronic poverty like drought, deforestation and soil erosion etc., so that the process of employment generation could be maintained on a sustainable basis. The Act covers all 615 rural districts of India, in 200 districts in its first phase in 2006-07, 330 additional districts in Phase II in 2007-08 and all the remaining rural districts were notified with effect from April 1, 2008 making Phase III of the Act. The MGNREGA promises wage employment to every adult person who resides in any rural area and is willing to do casual manual work at the statutory minimum wage. The employment seeker has to register with the Gram Panchayat for a job card that will be valid for a minimum of 5 years. Different persons belonging to the same household shall share the same job card which is renewable. All applications must be for at least 14 days of continuous work. There is no limit on the number of days of employment for which a person applies, or on the number of days of employment actually provided to him or her. It is the responsibility of the State government to provide to every applicant within 15 days of receipt of his application. Else, it is liable to pay an unemployment allowance to the applicant at the minimum wage rate. The Act provides 8 categories of works which can be undertaken i.e. water conservation and water harvesting, drought proofing (including a forestation and plantation) and land development on the private lands of SC/ST, Indira Awas Yojna (Indira Housing Scheme), and land reforms beneficiaries and Below Poverty Line (BPL) families, land development, flood protection and drainage works, providing all-weather connectivity in rural areas. In this Act there is a provision to include any other work that may be notified by the Central Government in consultation with the state governments. For example the Government of India has now extended the provision of work on individual land of the small and marginal farmers. Under this programme the individual farmers who possess less than 5 acres of land holdings; they can dig a pond a on their field.

The Ministry of Rural Development has made it clear that works on the land of Scheduled Castes and Scheduled Tribes households with the individual landowner possessing a job card alone shall be taken up. Only upon saturation of these two categories in the gram panchayat concerned will work on lands of small and marginal farmers be considered for the second round of investment. The Ministry allows works relating to irrigation facility, land development and horticulture and plantation to be taken up with the condition that these meet the MNREGA-prescribed labour-material ratio



of 60:40. Panchayat Raj Institutions are principal planning, implementing and monitoring authorities. The Gram Sabha (village general body) must monitor the execution of projects and conduct social audits of all projects executed within territorial jurisdiction. For this Programme Central Government bears 90 percent of its expenditure and state government has to bear 10 percent of its total cost.

Employment related work programmes, as means of poverty reduction, have a long history in India. The notion of the right to work is not new in India. Constitution of India, in the Directive Principles of State Policy, has emphasized that ensuring what is now called “decent work” for all should be a crucial focus of state policy. Thus Article 41 of the Directive Principles states that “The State shall within the limits of its economic capacity and development, make effective provisions for securing the right to work, to education and to public assistance in cases of unemployment, old age, sickness and disablement, and in other cases of undeserved want.”(Ghosh, J.2006).In India after independence several-employment oriented schemes were introduced. The government has consistently been introducing in past a large number of rural welfare programmes. Schemes such as Jawahar Rozgar Yojana, the Swarojagar Yojana, the Sampoorna Grameen Rozgar Yojana and the National Food for Work Programme have all seen somewhat similar fates. With huge amounts of leakages and the actual intended beneficiaries getting a minute proportion of the funds allocated for them, these schemes have far from achieved their intended goals. The failure of schemes for rural development can be attributed to various factors such as lack of awareness among the locals of their rights and entitlements, lack of a proper legal enforcement mechanism to handle cases of fraud, lack of a physical auditing system and most importantly – inadequate implementation due to bureaucratic bottlenecks. All these programmes were treated as top-down missions with little involvement of the local population and led to the involvement of a number of intermediaries between the government and the target group. Poor monitoring and lack of safeguards resulted in large-scale leakages and inefficiencies in the implementation of these programmes.

What makes MGNREGA different is that it is one of the largest rights-based social security programmes in the world, which is open to all rural people who are willing to take manual work as unskilled workers. The ‘Right to Work’ establishes in the Act makes it a distinctive and huge programme in terms of both scale of resources and the number of households demanding employment. Already the number of households demanding employment as per official estimates have increased from 21 million in 2006- 07 to 34 million in 2007-08, 45.11 million in 2008-09 and 44.91 million in 2009-10 (up to February 2010), respectively. Hence, there are huge expectations from the Act because it is believed that by providing employment and building the productive assets in rural areas the Act has the potential to transform the lives of the poor living in villages. The twin benefits of employment and creation of productive assets are expected to reduce migration from rural areas. The MGNREGA differs from all the other schemes in that the legal provision under this scheme to prevent corruption is much stronger and several steps have been taken to ensure greater transparency of operation. The

most significant difference between the MGNREGA and the other schemes is that it provides the rural worker with The Right to Work.

The National Rural Employment Guarantee Program (NREGP) is the flagship rural employment generation program of the Govt. of India. The scheme aims at better livelihood security of the households in rural areas of the country by providing at least 100 days of guaranteed wage employment in a financial year, to every household whose adult members volunteer to do unskilled manual work. The choice of work suggested in the act addresses causes of chronic poverty like drought, deforestation and soil erosion etc. So the process of employment generation is maintained on a sustainable basis.

The Act covered 200 districts in its first phase implemented w.e.f. 2 February 2006 and was extended to 330 additional districts in 2007-08. From 1 April 2008 the Act was extended to cover all 615 rural districts of the country.

MGNREGA is the first even law, internationally, that guarantees wage employment at an unprecedented scale. The primary objective of the Act is meeting demand for wage employment in rural areas. The works permitted under the Act address causes of chronic poverty like drought, deforestation and soil erosion, so that the employment generation is sustainable. The Act is also a significant vehicle for strengthening decentralization and depending processes of democracy by giving a pivotal role to local governance bodies, that is, the Panchayati Raj Institutions.

#### VII. MGNREGA IN ANANTNAG A CASE STUDY OF BLOCK DACHINIPORA

Anantnag is a city and a municipality in Jammu and Kashmir. Anantnag is regarded as the commercial capital of Kashmir valley. As of 2011 India census, Anantnag city had a population of 11 lakhs, Anantnag urban Agglomeration had a population of 458785 and Anantnag district had a population of 1170144. Situated at a distance of 55kms of the South East of Srinagar, Anantnag is spread over an area of 3984 Sq. kms. Anantnag is a gateway of Kashmir valley and is called the granary of the Kashmir valley as it is agriculturally very fertile. The district is predominantly rural. The people of the district are mostly engaged in agriculture.

District Anantnag is one of the oldest District of Kashmir valley situated in South Kashmir, famous for springs/ stream. The District comprises of 5 Tehsils and eight Community Development Blocks namely 1. Achabal 2. Breng 3. Dachanipora 4. Khoveripora 5. Shahabad 6. Shangus 7. Qazigund and 8. Quimoh Partly (13 Panchayat Halquas of Block Quimoh ) falling in District Anantnag. During 2007-08, the Government of India launched a new scheme namely National Rural Employment Guarantee Scheme ( NREGA) by replacement of Sampoorna Grameen Rozgar Yojna (SGRY) in this District w.e.f 01-04-2007.

The basic objective of MGNREGA guarantees 100 days of employment in a financial year to any Rural Household whose adult members are willing to do unskilled manual work. The NREGA is a “People Act” in several senses. The Act addresses itself chiefly to working people and their

fundamental right to life with dignity. The Act empowers ordinary people to play an active role in the implementation of employment guarantee schemes through Gram Sabhas, Social Audits, participatory planning and other means. The Act is an important step towards realization of the right to work it is also expected to enhance people's livelihoods on a sustained basis, by developing the economic /social infrastructure in rural areas. The choice of works seeks to address the causes of chronic poverty such as drought, deforestation and soil erosion effectively implemented; the employment generated under the Act has the potential of transforming the geography of poverty. The MGNREGA has given rise to the largest employment programme in human history and is unlike any other wage employment programme in its scale, architecture and thrust. Its bottom-up, people centred, demand-driven, self-selecting, rights-based design is distinct and unprecedented.

The scheme has been launched in this District w.e.f 01-04-2007. Being a new scheme, in the initial two and half years till the issuance of SRO-304 dated:-01.10.2009, the scheme could not takeoff in a big way in the district as the wage rate was Rs 70/ per day which was lesser than the prevailing wage rate in the District. However with the notification of SRO-304 dated:-01.10.2009, the wage rate were enhanced from Rs:70/ to Rs:110/- per day which proved to be a big booster for picking-up of MGNREGA Scheme in the District. During 2010-11 the Govt. of India vide SRO No. 82 E further revised the wage rate from Rs110/- to Rs121/- per day w.e.f 01-01-2011.& w.e.f 01.01.2012 the wage rate has been enhanced to 131/-per days. Now from 01.04.2013, the rates have been once again revised to Rs. 145/- per day.

## VIII. SOME IMPORTANT RURAL DEVELOPMENT SCHEMES IMPLEMENTED IN ANANTNAG

S. No	Name of the Scheme
1	Employment Assurance Scheme
2	Indira Awas Yojana
3	Swaranjayanti Gram Swarozgar yojana
4	National Old Age Pension
5	Sampoorna Gramin Rozgar Yojna
6	Integrated Watershed Development Programme
7	MGNREGA

Table 2

Anantnag has average performance in terms of various indicators under NREGA as compared to all India. This is true of employment generated, enhancement of wage earning, promotion of equity and impact of the program on income and quality of life.

## IX. WORKFORCE PARTICIPATION BY SOCIAL GROUPS

'The program had a high workforce participation of marginalised groups like SC/ST. The distribution of employment generated by social groups indicates that about 0.04% of total man days generated during 2013-2014 were accounted for by SCs and another 4.4% by the STs. This implies considerably low representation by the marginalised social groups and thus reflects a poor targeting.

The women workforce participation has shown somewhat increase in the total employment generated and reached to

about 19.19% of the total persondays generated. Thus the trend in women participation and share of women in total employment generated has shown considerable increase against the SC and ST participation.

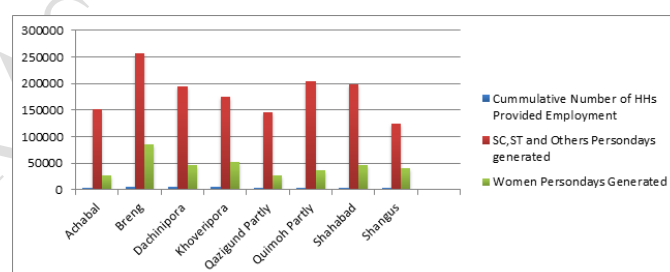
## EMPLOYMENT PROVIDED UNDER MGNREGA DURING YEAR 2013-14

S.No	Block	Cumulative No. of HH provided employment	Cumulative Persondays generate(Till the reporting month)				Cumulative No. of HH completed 100 days)	No. of Disabled beneficiary individuals
			SCs	STs	Others	Total		
1	Achabal	3609	104	0	152649	152753	26645	5
2	Breng	6206	190	38516	217952	256658	84677	1
3	Dachinpora	5352	110	2075	192833	195018	46245	5
4	Khovripora	5524	122	9754	164549	174425	53316	2
5	Qazigund Parly	3394	112	269	145688	146069	26194	6
6	Quimoh Parly	3079	0	0	203287	203287	35982	4
7	Shahabad	3981	14	3933	194782	198729	46398	2
8	Shangus	3311	0	4658	119691	124349	41665	1
Total		34256	652	59205	1391431	1451288	1686	26

Source: Assistant Development Commissioner Anantnag.

Table 3

## PROVISION OF EMPLOYMENT UNDER MGNREGA



Source: Assistant Development Commissioner Anantnag

Figure 2

## X. EQUAL OPPORTUNITY

While there is nothing specific to show that the women workers were not treated equally, the overall environment continued to be unhelpful to the women workers. Most of the projects selected being related to rural connectivity and renovation of local water bodies involving earth work requiring application of physical force, male workers were preferred to women workers. In order to ensure that the volume of work was not sacrificed, in some of the worksites, especially that involving earth work, work was allotted on piece work basis, which was later converted in to daily wage at the time of recording in the job card. This enables male members to get more in terms of remuneration as their volume of work is more compared to a women worker and as such disadvantageous to the women workers.

While identifying the shelf of projects at GP & Block level, very little was considered as regards suitability of women. In other words, hardly any project was selected which had specific women content both in terms of suitability for women workers and in terms of providing

direct benefit to women. Table below shows the participation of women in MGNREGA during the financial year 2013-2014.

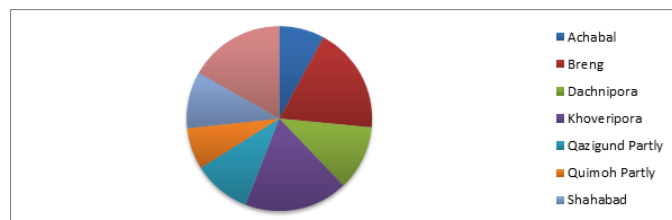
#### XI. NUMBER OF WOMEN ENGAGED IN MGNREGA

S.No	Block	women	Percentage
1	Achabal	4685	32.44
2	Breng	10936	34.71
3	Dachnipora	6663	27.95
4	Khoveripora	10709	39.38
5	Qazigund Partly	5968	31.42
6	Quimoh Partly	4258	30.38
7	Shahabad	5811	29.33
8	Shangus	9899	37.38
	<b>Total</b>	<b>58929</b>	<b>33.43</b>

Source: Assistant Commissioner Development Anantnag  
Table 4

The given below wheel diagram gives us clear idea about the women participation in MGNREGA in District Anantnag. Breng block has the highest number of women workers working under the programme. This is an important indicator about the fair implementation of the programme in this Block.

#### BLOCK WISE WOMEN ENGAGED IN MGNREGA



Source: Assistant Commissioner Development Anantnag  
Figure 3

#### EQUAL WAGE

The average daily wage, a women worker gets now under NREGA is INR 122.06, which is equal to their male counterparts. Unlike the wage structure in the unorganized sector including the agriculture wages, this is a major gain under the employment guarantee program.

Under the new guidelines under NREGA, wages are paid through either the Bank / post- office pass book account. Accordingly, Bank accounts have been opened in the name of almost all workers. However, inadequate branch net-work and shortage of staff in a branch has led to delay in issue of payments. The bank accounts are opened in the name of the wage workers. The money is directly transferred to the accounts and there is no one in between.

#### NUMBER OF BANK ACCOUNTS OPENED AND WAGES DISTRIBUTED THROUGH THEM

S.No	Block	No. of Bank Ac. Opened	Amount of Wages Disbursed through bank accounts ( Rs in lakhs)
		Women	Women
1	Achabal	140	66.81
2	Breng	0	0.00
3	D.Pora	0	0.00
4	K.Pora	0	0.00
5	Shahabad	0	0.00
6	Shangus	0	0.00
7	Quimoh Partly	0	0.00
8	Qazigund	0	0.00
	<b>Total</b>	<b>140</b>	<b>66.81</b>

Source: Assistant Commissioner Development Anantnag.  
Table 5

#### CATEGORY WISE EMPLOYMENT PROVIDED

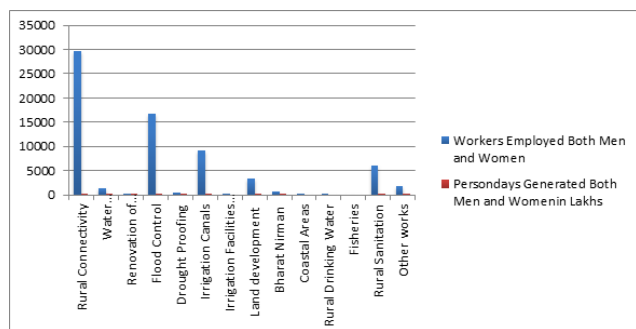
The NREGA hopes to make an impact upon the conditions for local development through creation of durable community assets. Works have been carried out in all the permissible categories of rural connectivity, land development, flood control and protection, water conservation, drought proofing, micro-irrigation, provision of irrigation facilities on land owned by SCs & STs and renovation of water bodies. An idea of type of schemes implemented in Anantnag district can be made from Table given below. Rural connectivity has been given more importance in view lack of proper connectivity of the villages.

#### CATEGORY WISE EMPLOYMENT PROVIDED

Works Category	Worker Employed		Person days [in Lakh]	
	Women	Men	Women	Men
Rural Connectivity	7852	21927	1.6279	5.26877
Water Conservation And Water Harvesting	439	971	0.08171	0.16839
Renovation of Traditional Water Bodies	56	105	0.00965	0.0172
Flood Control	4685	12093	0.9137	2.65175
Drought Proofing	129	283	0.01902	0.04392
Irrigation Canals	2399	6805	0.40619	1.35491
Irrigation Facilities To SC/ST/IA/Y/LR	2	10	0.00056	0.00266
Land development	938	2421	0.20409	0.55536
Bharat Nirman Rajeev Gandhi Sewa Kendra	182	473	0.03774	0.10151
Coastal Areas	2	7	0.00024	0.00085
Rural Drinking Water	0	6	0	0.0008
Fisheries	0	0	0	0
Rural Sanitation	2075	3933	0.22831	0.49564
Other works	495	1354	0.08211	0.2399
Grand Total	19254	50388	3.61122	10.90166

Source: Assistant Commissioner Development Anantnag.  
Table 6

## GENDER WISE PERSONDAYS GENERATED UNDER MGNREGA



Source: Assistant Commissioner Development Anantnag.

Figure 4

## IMPLEMENTATION OF MGNREGA IN ANANTNAG: A GROUND REALITY CHECK

The statistics released officially reflect that MGNREGS has been quite successful and well implemented in Anantnag.

Poor rural households belonging to either BPL or Antyodaya category are largely, the applicants. This signals that employment is majorly demanded by the ones who are relatively poor and in need of a livelihood opportunity.

Under the Scheme, unemployed individuals who are willing and available to do unskilled work are entitled to receive job cards.

A job card is an essential instrument for a job seeker under the scheme as this is supposed to hold a record of the details of the work done by the individual and the wages paid to him/her. Job cards are issued to the household members (above 18 years of age) who are willing and available to do unskilled work. Issuance of Job Cards Job cards are the most important instrument which can ensure that the workers are not being cheated on their entitlements. The data shows that with the increase in awareness among the masses the number of job cards increased. There was considerable increase in the number of job card issued.

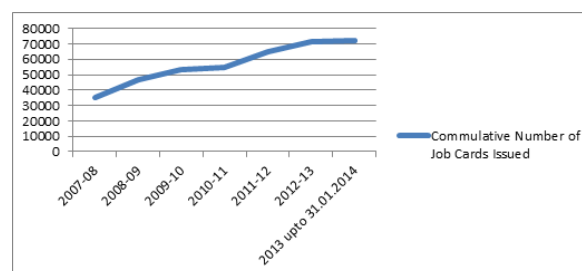
## NUMBER OF JOB CARDS ISSUED DURING VARIOUS YEARS

S. No.	Year	Cumulative No. of Job Cards issued
1	2007-08	34890
2	2008-09	46705
3	2009-10	53061
4	2010-11	54921
5	2011-12	65182
6	2012-13	71804
7	2013 upto 31-01-2014	72160

Source: Assistant Commissioner Development Anantnag.

Table 7

## JOB CARDS ISSUED UNDER MGNREGA



Source: Assistant Commissioner Development Anantnag.

Figure 5

During Financial year 2013-14, 1686 households who have job cards and got the employment under MGNREGA.

It shows the wider reach of the programme among the poor in rural areas. Another interesting fact evident from the data is that there was hardly any difference between households demanding employment and those were provided employment. This implies that all those who demanded jobs were provided jobs barring few exceptions. The reason behind this might be the advice of state governments to their district and local administration to avoid the payment of unemployment allowance, which state governments have to pay if they fail to provide the jobs on demand.

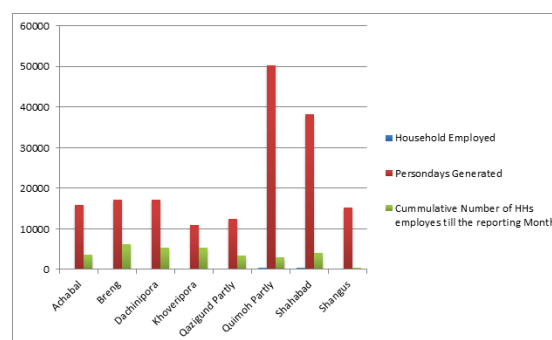
## NUMBER OF HOUSEHOLDS EMPLOYED AND PERSONDAYS GENERATED DURING YEAR 2013-2014

S.No	Block	House Hold Employed	Persondays Generated	HHs provided employment (Till the reporting month)
1	Achabal	152	15789	3609
2	Breng	165	17282	6206
3	Dachnipora	160	17205	5352
4	Khoveripora	102	10968	5324
5	Qazigund Partly	117	12362	3394
6	Quimoh Partly	485	50381	3079
7	Shahabad	360	38337	3981
8	Shangus	145	15245	3311
	<b>Total</b>	<b>1686</b>	<b>177569</b>	<b>34256</b>

Source: Assistant Commissioner Development Anantnag.

Table 8

## CUMMULATIVE EMPLOYMENT GENERATED UNDER MGNREGA DURING 2013-2014



Source: Assistant Commissioner Development Anantnag.

Figure 6



## SCHEDULED CASTE AND SCHEDULED TRIBE PARTICIPATION IN MGNREGA

If we analyse the social status of the households which have been issued job cards in year 2013-2014, we find that proportion of scheduled castes and scheduled tribes is high. However, if we see the proportion of the workers who got the employment then the result is not that satisfactory. In India the incidence of poverty is more acute among these castes. Keeping this fact in mind that their proportion in the poor strata of the population is quite high this share makes the point clear that they are not represented in adequate proportion in MGNREGA. As shown in Table, the share of Scheduled Castes (SCs) in the total number of people registered in MGNREGA is quite low. The proportion of Households who are registered in MGNREGA is also low. It shows that they are not getting the proper share in the jobs created under this programme. For the Schedule Tribe households, their share in the total households issued job cards is 7 percent and share in the total person days generated under MGNREGA till the reporting time is 4.07 percent. This means the allotment of work for Scheduled Tribes (STs) is less than their proportion in the job cards issued.

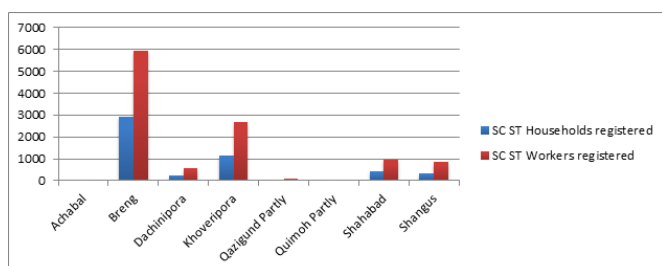
## NUMBER OF REGISTERED HOUSEHOLDS, WORKERS OF SC, ST FAMILIES IN MGNREGA

S.No	Block	No. of H.H's registered		No. of workers registered	
		SC	ST	SC	ST
1	Achabal	2	0	6	0
2	Breng	10	2918	19	5932
3	Dachnipora	6	238	11	572
4	Khoveripora	14	1142	30	2642
5	Qazigund (P)	3	48	7	75
6	Quimoh (P)	1	0	2	0
7	Shahabad	1	403	1	958
8	Shangus	5	305	14	855
	<b>Total</b>	<b>42</b>	<b>5054</b>	<b>90</b>	<b>11034</b>

Source: Assistant Development Commissioner Anantnag.

Table 9

## SC/ST HOUSEHOLDS AND WORKERS REGISTERED IN MGNREGA



Source: Assistant Development Commissioner Anantnag

Figure 7

## DEMAND FOR EMPLOYMENT

Large number of people applied for employment during the year 2013-2014. Those who applied for job are mostly non-tribal beneficiaries. However, this does not necessarily

mean that there is low demand for employment in the study area. The poor tribal have not much courage to go to the GP office and claim for job. Still most of them feel that the job they used to get through MGNREGA is nothing but mercy of sarpanch.

The projected number of Households and persons who have completed 100 days of their work in year 2013 was considerably good. Besides large number of households and people demanded employment under MGNREGA during the same year. The following table shows the number of households and people who demanded employment during the year 2013.

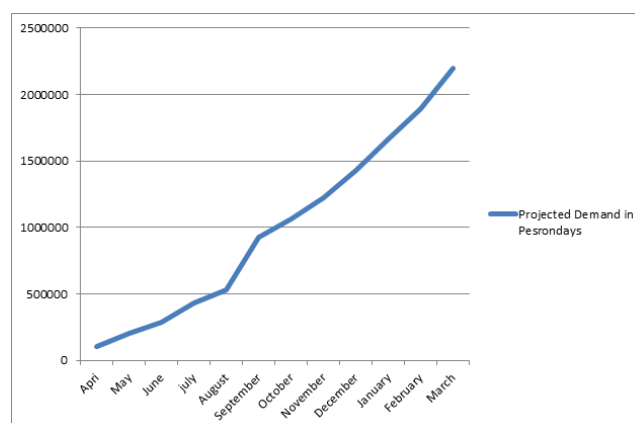
## PROJECTED EXPENDITURE AND DEMAND OF EMPLOYMENT IN YEAR 2013

S No.	Up To the Month Of	Projected Demand (Hs)	Projected Demand (Person days in No.)	Projected Expenditure (in Lakhs)	Projected No. of HHs completing 100 Days
1	April	5200	100000	256.16	0
2	May	5600	200000	512.32	0
3	June	6800	288000	737.74	0
4	July	7200	428000	1096.36	426
5	August	15425	527000	1349.96	535
6	September	18614	925000	2369.48	620
7	October	18614	1065000	2728.1	650
8	November	19255	1221000	3127.71	1215
9	December	20255	1428000	3657.96	1516
10	January	25366	1665000	4265.06	2025
11	February	35652	1892000	4846.55	2025
12	March	40668	2200000	5635.52	3025

Source: Assistant Commissioner Development Anantnag.

Table 10

## DEMAND OF EMPLOYMENT UNDER MGNREGA



Source: Assistant Commissioner Development Anantnag.

Figure 8

## PAYMENT OF WAGES

Now- a -days MGNREGA has become very organized. The bank accounts are opened in the names of the wage workers. Wages are paid through both bank accounts and post Office accounts. The total availability of funds under labour budget in the year 2013-2014 was 3553.81 lakhs. The total

expenditure made was quite significant and account for 3212.24 lakhs. In terms of percentage it was 90%. This reflects that the funds under the labour budget were utilized properly.

The payments made to the workers through bank accounts both individual and joint was quite remarkable and at the same time funds were also transferred through post office accounts also. The total amount of Rs 2279.62 lakhs were transferred to the bank accounts of the workers both joint and individual. Small amount of Rs 8.279 lakhs were transferred to the post office accounts of the workers.

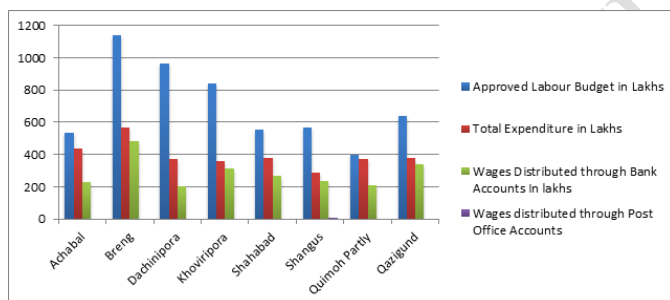
#### APPROVED LABOUR BUDGET 2013-2014

S. No	Block	Approved Labour Budget	Total Availability	Expenditure	Expenditure %age	Wages Disbursed through bank accounts (in lakhs)	Wages disbursed through post Office Accounts (in Lakhs)
1	Achabal	534.80	445.52	437.45	98	230.53	0
2	Breng	1136.97	628.37	563.98	90	484.67	0
3	D.Pora	961.51	423.81	369.85	87	201.77	0
4	K.Pora	841.38	418.35	358.83	86	316.00	0
5	Shahabad	552.77	451.81	375.72	83	264.70	0
6	Shangus	569.93	336.07	286.39	85	236.13	8.297
7	Quimoh Partly	399.15	388.73	370.85	95	206.79	0

Source: Assistant Commissioner Development Anantnag.

Table 11

#### LABOUR BUDGET, EXPENDITURE AND DISTRIBUTION OF WAGES



Source: Assistant Commissioner Development Anantnag

Figure 9

#### WORKSITE FACILITIES

Any studies on MGNREGS would sound incomplete if it doesn't talk about worksite facilities. A proper working condition is a primary necessity for ensuring safety and efficient condition for workers which particularly in the case of women is much more important. According to MGNREGS guidelines, it is mandatory to have basic facilities such as safe drinking water, first-aid kits, shades, period of rest and also crèche facility. But it was observed during field work that except drinking water no other facilities were arranged near worksite. Even some respondents claimed that in some cases drinking water was also not available. While discussing worksite facilities like shade, some of the respondents claimed that the trees near to worksite were used and treated as shady shelters. Thus manipulation by the local implementing

agencies and absence of any monitoring mechanism at the same time resulted in the creation of unsafe and sub-standard working conditions.

#### IMPLEMENTATION OF MGNREGA IN BLOCK DACHINIPORA---A GROUND REALITY CHECK

The study makes all references from the interviews of 35 respondents.

#### NUMBER OF MEMBERS REGISTERED UNDER MGNREGA FROM A FAMILY

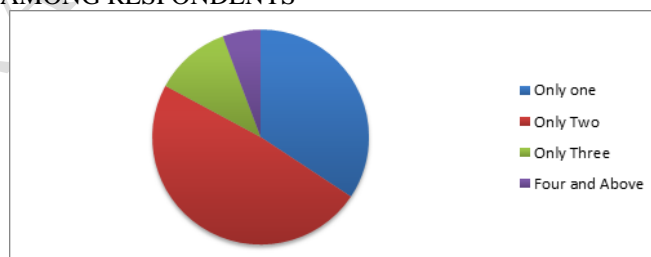
Beneficiaries	No. of Respondents	Percentage %
Only one	12	34.28
Only two	17	48.57
Only three	04	11.42
Four and Above	02	5.71
Total	35	100

Source: Primary Data

Table 12

Table above indicate the number of members in a family registered under MGNREGA. About 48.57% respondents registered 2 or more members from a family rural employment programs. Therefore, it can be depicted that most members of a family of village labour class and small agriculturalist enjoying the benefit of the scheme.

#### NUMBER OF PERSONS REGISTERED IN MGNREGA AMONG RESPONDENTS



Source: Primary Data

Figure 10

#### BENEFIT OF MGNREGA IN DACHINIPORA

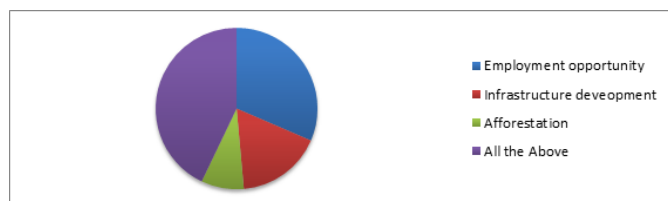
Type of benefit	No. of the Respondents	Percentage (%)
Employment opportunity	11	31.42
Infrastructure development	06	17.14
Afforestation	03	8.57
All the above	15	42.85
Total	35	100

Source: Primary Data

Table 13

Table above presents the facts of benefit of MGNREGA Programme to villagers and the village. This scheme has seen the sound success in providing rural employment which is used for development of infrastructure, afforestation, desilting of ponds in villages. Hence, this scheme is achieving two tasks together.

## VIEWS OF RESPONDENTS ABOUT THE BENEFIT OF MGNREGA



Source: Primary Data

Figure 11

## ROLE OF MGNREGA IN RURAL EMPLOYMENT IN DACHINIPORA

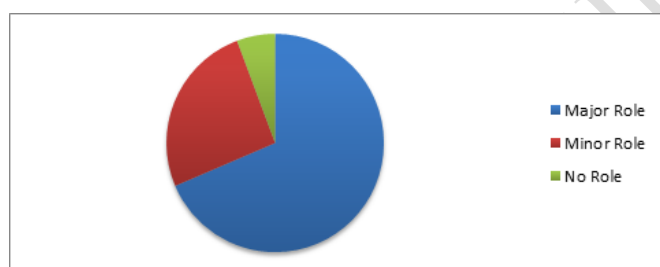
Role in Rural development	No. of the Respondents	Percentages (%)
Major role	24	69.6
Minor role	9	24.8
No role	2	5.8
Total	35	100

Source: Primary data

Table 14

Table above indicate the opinion of respondents towards the role of MGNREGA towards rural employment. Majority (69.6%) of the respondents' opinion that, this programme is major role in providing the employment opportunities but around 30.4% argue that it is not giving sufficient employment through the year and it is just working as filler.

## VIEWS OF RESPONDENTS ABOUT ROLE OF MGNREGA



Source: Primary data

Figure 12

## PROBLEMS IN MGNREGA PROGRAMME IN DACHINIPORA

Problems	No. of the Respondents	Percentage (%)
Corruption	6	17.14
Late Payment	7	20.00
Irregular work	4	11.42
Political intervention	11	31.42
Poor quality work	7	20.00
Total respondents	35	100

Source: Primary Data.

Table 15

## IMPLEMENTATION OF MGNREGA FROM THE LAUNCHING YEAR FINANCIAL PROGRESS OF MGNREGA FROM YEAR 2007-08 TO YEAR 2011-12

The table below shows the financial progress of the programme in Dachinipora Block over the last few years. It includes both the funds released by the central as well as state government and at the same time it shows the release and availability of funds over these years.

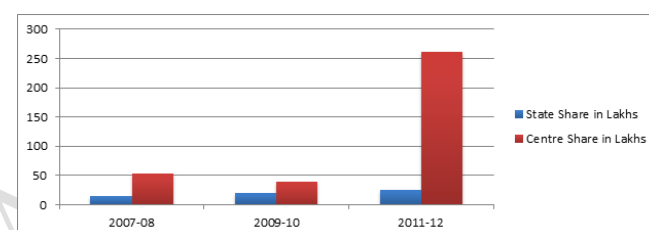
### FINANCIAL STATUS OF MGNREGA OVER THE YEARS

Year	Opening Balance	Funds Released		Total Availability
		State Share	Centre Share	
2007-08	79.80	15.80	54.00	70.10
2009-10	96.2	21.11	40.00	157.73
2011-12	120.60	26.00	261.65	549.30

Source: Block Development Officer Dachinipora.

Table 16

### FINANCIAL STATUS OF MGNREGA OVER THE YEARS



Source: Block Development Officer Dachinipora.

Figure 13

The table below shows the expenditure made over the recent past under MGNREGA in Dachinipora Block. It also envisages the trend of spending of state as well as the central funds allotted to this block under the programmed. The table only shows the spending of state and centre funds of year 2011-12 because of non-availability of the date before this year.

### EXPENDITURE UNDER MGNREGA OVER YEARS

Year	Expenditure			Total	State Share	Centre Share
	Wages	Non-wages	Adm. Charges			
2007-08	17.61	5.69	1.60	-	-	-
2009-10	-	-	-	175.0	-	-
2011-12	133.72	16.24	1.84	235.50	26.00	209.50

Source: Block Development Officer Dachinipora.

Table 17

Dachinipora has average performance in terms of various indicators under MGNREGA. This is best illustrated through the following table which shows employment generated, enhancement of wage earning, promotion of equity and impact of the program on income and quality of life under MGNREGA. The data in the following table indicates status of employment generation in Dachinipora Block during last few years

## SC. AND ST. EMPLOYMENT GENERATION

Year	No. of HHs provided Employment	Persondays Generated			No. of HHs completing 100 days of Employment
		SC	ST	Women	
2009-10	700	-	4550	1500	27
2011-12	2712	-	4300	100	65

Source: Block Development Officer Dachinipora.

Table 18

## JOB CARDS ISSUED OVER YEARS

The table below shows the number of job cards issued under MGNREGA in Dachinipora Block during the past few years. It also includes the number of persons from scheduled castes and Scheduled tribes category that were provided job cards during these years. These figures provide us a good clue of the implementation of programme in this block.

## JOB CARDS ISSUED

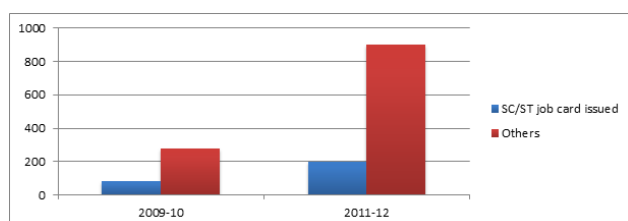
S.No	Block	Year	Number of Job Cards issued		
			Sc's/ST's	Others	Total
1	Dachinipora	2009-10	80	280	360
2	Dachinipora	2011-12	200	900	1100

Source: Block Development Officer Dachinipora.

Table 19

The above Table indicates that both the number of persons in general as well as SC's and ST's category increased tremendously from the year 2009-2010 to year 2010-2011. This increase may be attributed to the growing awareness of masses about the programme.

## JOB CARDS ISSUED TO ST/SC PERSONS



Source: Block Development Officer Dachinipora

Figure 14

## DEMAND AND PROVISION OF EMPLOYMENT

One of the most important aspects of MNREGA is that the villagers can rightfully demand employment. The act guarantees provision of at least 100 days of employment to each household that demand work and is willing to do manual labour. The percentage of households that have been provided with 100 days of employment is an important indicator for assessing the progress of MNREGA. The government is bound to provide unemployment allowance in case it is unable to do so. In order to understand the effectiveness of the Act, it is essential to look at the time schedule for getting work under

MGNREGA. The table given below shows us the provision and demand of employment under this programme in this block over the last two financial years.

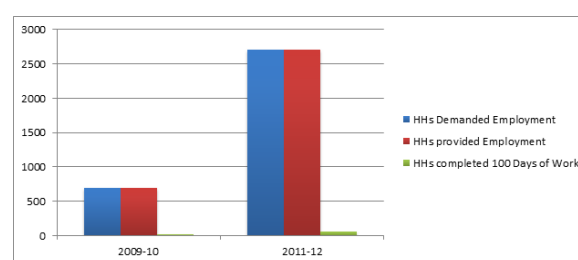
## EMPLOYMENT GENERATION IN DACHINIPORA

S.No.	Year	Cumulative No. of H/H Demanded Employment	Cumulative No. of H/H provided Employment	Cumulative No. of H/H completed 100 days of work
1	2009-10	700	700	27
2	2011-12	2712	2712	65

Source: Block Development Officer Dachinipora.

Table 20

## DEMAND AND PROVISION OF EMPLOYMENT



Source: Block Development Officer Dachinipora

Figure 15

## NUMBER OF PERSONDAYS GENERATED OVER THE LAST TWO YEARS

The Table given below enumerates the total number of persondays generated under MGNREGA in block Dachinipora. It also enlists the number of persondays generated by the SC's and ST's people under this programme. Women folk have also good figures in the table and at the same time shows an increasing trend.

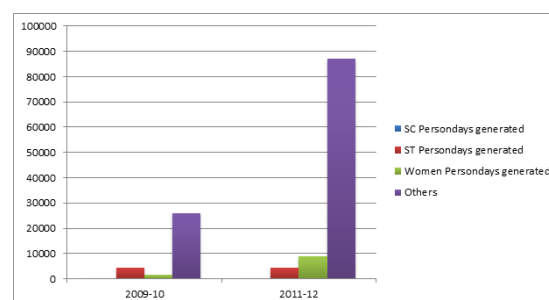
## PERSONDAYS GENERATED in Block Dachinipora

Year	SC	ST	Others	Women	Total
2009-10	Nil	4550	26000	1500	32050
2011-12	Nil	4300	10957	1000	16257

Source: Block Development Officer Dachinipora.

Table 21

## PERSONDAYS GENERATED FROM YEAR 2009 TO 2012



Source: Block Development Officer Dachinipora.

Figure 16



## ASSET CREATION FROM FINANCIAL YEAR 2009 TO YEAR 2012

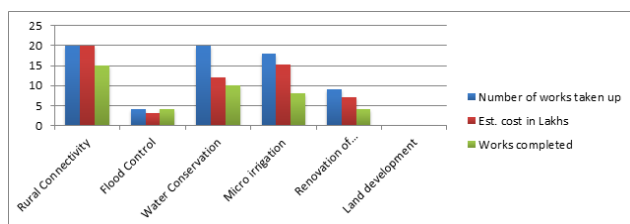
The funding under the MGNREGA have been spent upon the creation and maintenance of various assets that include-rural connectivity, flood control and protection and many other important works. Funds were made available for the up gradation of the existing infrastructure in the rural areas of the block. Following given two tables gives us a clear view of the allotment of funds and the amount spent on these works. It is important to note here that the asset creation and the availability of funds increased from the financial year 2009-2010 to 2011-2012.

### ASSET CREATION DURING 2009-2010

Activity	No.of works taken up	Est. cost (in lakhs)	Benefit achieved unit (Kms, Hect, Cumt etc)	Works completed		
				No's	Exp.	Bnft. Achieved
Rural Conectivity	20	30	5 kms	15	7	3kms
Flood control and protection	4	3.2	4kms	4	3.2	0.50kms
Water conservation	20	12	180 cu mts	10	3	145 cu mts
Micro irrigation	18	15.3	130 cu mys	8	3.3	45 hectares
Renovation of traditional water bodies	9	7.2	400 cu mts	4	1.7	110 cu mts
Land development	Nil	Nil	Nil	Nil	Nil	Nil
Total	83	67.3	-	49	21.7	-

Source: Block Development Officer Dachinipora.  
Table 22

### WORKS STARTED AND COMPLETED DURING 2009-10



Source: Block Development Officer Dachinipora.  
Figure 17

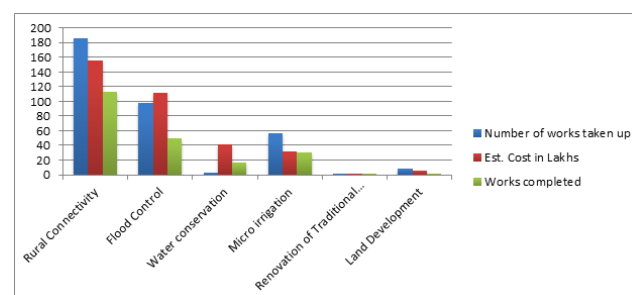
### ASSET CREATION DURING 2011-2012.

Activity	No. of works Taken up	Est. Cost (in lakhs)	Benefit achieved unit (Kms,H ect.,cum t.etc.)	Works Completed		
				No.'s	Exp.	Bft. Achieved
Rural Connectivity	186	155.34	21Kms	113	85.52	7Kms
Flood control and protection	98	110.93	4.3kms	50	45.29	2kms
Water	32	41.28	18 cu	17	21.88	7.5

conservation and water harvesting			mts			cu.mts
Micro irrigation works	57	32.19	40.5 cu mts.	30	12.81	16hectares
Renovation of traditional water bodies	1	0.28	-	1	0.28	-
Land development	9	6.20	-	2	2.96	-
Total	383	346.22	-	213	168.42	-

Source: Block Development Officer Dachinipora.  
Table 23

### WORKS STARTED AND COMPLETED DURING 2011-12



Source: Block Development Officer Dachinipora.  
Figure 18

### CURRENT STATUS

The following given two table gives us an important information regarding the current status of MGNREGA in Dachinipora Block. The figures in these tables were obtained from the official website of MGNREGA. These figures clearly indicate the expected number of persondays generated and expenditure likely to be incurred during the current financial year.

### LABOUR BUDGET 2014(BLOCK DACHINIPORA)

Panchayats	No of HH expected to demand employment	No of persondays expected to be generated	Expenditure likely to be incurred
32	16058	1024861	2715.96

Source: BDO, Dachnipora

Table 24

Number of job cards issued during the current year financial year also showed an increasing trend with demand reaching to its ever high. The table below shows the current trend of number of persons registered in MGNREGA and the number of job cards issue.

## NUMBER OF JOB CARDS ISSUED DURING 2014

Panchayats	Number of Registered		Job Cards Issued
	Households	Person	
32	10774	23550	8714

Source: BDO, Dachnipora.

Table 25

## PROBLEMS OF MGNREGA PROGRAMME IN DACHINIPORA BLOCK GENERAL PROBLEMS IN MGNREGA

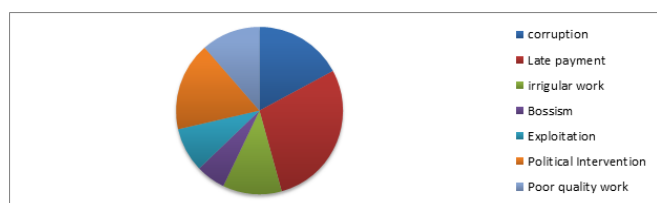
Problems	No. of the Respondents	Percentage (%)
Corruption	6	17.14
Late Payment	10	28.57
Irregular work	4	11.42
Bossism	2	5.71
Exploitation	3	8.57
Political intervention	6	17.14
Poor quality work	4	11.42
Total respondents	35	100

(Source: Primary data) Note: Respondents answered more than one options.

Table 26

The above table indicates the problems faced by the registered members (respondents) for MGNREG programme. A majority of the respondents are not happy with the irregularity of work provided to them, political, intervention and favouritism playing the major role in allotment of work. Corruption and late payment is one of the major hick-ups in execution of the programme. Though the respondents are part of MGNREG programme, they are not happy with the quality of work done and property created by them.

## VIEWS OF RESPONDENTS ABOUT THE PROBLEMS OF MGNREGA



Source: Primary data

Figure 19

## AWARENESS

NREGA is distinctive for its unique vision to redefine avenues of providing employment opportunities to the deprived in rural India. But the possibility and efficient chances of employment largely comes with the better level of awareness as it marks the level of accessibility. This issue of awareness emerges one of the hindrances to the local

community. It thus necessitates sufficient awareness amongst the intended beneficiaries regarding provisions like guaranteed days of employment, unemployment allowance, minimum wages, availability of complaint register, etc. However, the situation in this front is not very encouraging in the study area. As most of the worker respondents are illiterate and belong to the economically poor class, the extent of awareness about MGNREGA has emerged out to be a major concern in all the hamlets. Around 93% of the villagers are aware about the MGNREGA. But workers' awareness on how to apply for job cards, awareness about minimum wages and demand for work was reportedly very low. Around 7% villagers are not at all aware about MGNREGA. Those who are aware about it out of them only 41% of the respondents are aware of the number of minimum days of employment guaranteed to each household under the scheme.

The procedural and implementation aspects of MGNREGA have never been free from confronting some basic challenges like general awareness, understanding policy nitty-gritty, sufficient access etc. Having given the socio-economic background of the respondents, the structural issues such as transparency, maintenance of documents and accountability were difficult things to actualize from the workers' point of view. When asked whether beneficiaries knew about the time span of getting employment from the date of the submission of applications under the MGNREGA, only 20 per cent respondents revealed that they were aware of any such guidelines like to get employment within the 15 days from the date of application for jobs.

## MISMANAGEMENT OF JOB CARDS

Majority of households (84.14%) expressed that they got their job cards without waiting for much time and without unnecessary visits to GP office while 15.86% claimed that they had to run many times to GP office even Block office for getting job cards. Some interesting things were found in the initial days during 2006. It was revealed that few villagers first got employment without card and after working some days, got their job card at the work place.

## POOR QUALITY OF WORKS

There is no proper execution of works. Hence, it is a matter of concern that throughout the GP, the approved works are not always publicly displayed. It was revealed by the villagers that there was no Gram Sabha meeting regarding the activities of MGNREGA. Even maximum numbers of people are not aware about Gram Sabha meeting, which reflects non-participation of villagers or community in decision making. The villagers used to work in any work assigned by the contractor or Sarpanch. The internal understanding between contractors, Sarpancha and JE used to confine the work in paper only. Site account registers in respect of receipt and issue of materials to the work and Temporary advance register in respect of advance availed for payment of wages had not been maintained, despite their mandated requirement for departmental execution. MGNREGA guidelines permit execution of road projects providing all weather connectivity in rural areas. However, during field work it was observed that

the road remain kutcha and incomplete and is not able to provide all weather access.

#### PAYMENT OF WAGES

The data from the field reflected that there is huge irregularity in payment of wages. While only 28% of beneficiaries claimed that they received the wages within a month, the rest claimed that there is no certainty in getting wages. But they received it mostly after 2 months. The contractors were quite conscious while paying the wages. They used to delay in paying wages to those labourers who are illiterate and no voice

Now MGNREGA has become very organized. The bank accounts are opened in the name of the wage workers. The money is directly transferred to the accounts and there is no one in between.

#### WORKSITE FACILITIES

Any studies on MGNREGS would sound incomplete if it doesn't talk about worksite facilities. A proper working condition is a primary necessity for ensuring safety and efficient condition for workers which particularly in the case of women is much more important. According to MGNREGS guidelines, it is mandatory to have basic facilities such as safe drinking water, first-aid kits, shades, period of rest and also crèche facility. But it was observed during field work that except drinking water no other facilities were arranged near worksite. Thus manipulation by the local implementing agencies and absence of any monitoring mechanism at the same time resulted in the creation of unsafe and sub-standard working conditions.

#### DELAY IN HOLDING SOCIAL AUDIT

The operational guideline detailed the procedure of Social Audit forums to be held by gram sabha on MGNREGA works on 6 months basis. But in this Block Social Audit is held almost year after year. Even all most all the villagers are not aware about the concept of social audit.

#### SMALL CHILDREN ARE WORKING UNDER MGNREGA

As per the MNREGA guidelines, only adult members above 18 years who are interested to do unskilled work at the statutory minimum wage can work under MGNREGA. But many small children are found to work under it. Thus, it fails to stop child labour which is one of its targets.

#### NAMES OF DEAD PEOPLE ARE THERE IN THE JOB CARDS

There is no proper verification while allotting the job card also allotting the works. In some cases it was found that the ghosts have received job and job card. Many persons were using job card of their deceased ones.

#### REDRESSAL OF GRIEVANCES

Redressal of grievances is an integral part of the MGNREGA scheme. Majority of the respondents of the field do not know that there is provision for grievance redressal.

#### ROLE OF SARPANCH IN MGNREGA

The sarpanch is the most important agent of implementation of the MGNREGS as he/she works at the local level with the help of Gram Sathi and Village Level Workers (VLW). As the GPs are authorized to spend 50% of the MGNREGA fund, the sarpanchs need to play a major role in this regard. They are involved in the planning, designing and implementation of MGNREGA. Awareness of the sarpanchs regarding different aspects of the scheme is thus crucial for its successful implementation. The observation from the field reveals that the Sarpanch is not much aware about the scheme. Sarpanchs in this Block were not much active and aware about MGNREGA.

From the above discussion it is conclude that the MGNREGA, which was introduced in giving justice to the common man, has failed in meeting the desired needs. The famous statement given by our former Prime Minister Mr Rajiv Gandhi that of the rupee spent for the development programmes in the rural areas only 15 paise reaches in the beneficiary is absolutely true in this case. There is no denying that MGNREGA has turned to be a big pot for the intermediaries rather than true beneficiaries. Here, the real beneficiaries are the people in the chain who get the money for distributing to the poor tribal. They should be called the true beneficiaries. Thus, the implementation was done half-heartedly. There is an urgent need to remove the corruption in the delivery system. We have to work out a mechanism by which the MGNREGA wages reaches the workers directly.

#### XII. SUMMARY

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is considered as a "Silver Bullet" for eradicating rural poverty and unemployment, by way of generating demand for productive labour force in villages. It provides an alternative source of livelihood which will have an impact on reducing migration, restricting child labour, alleviating poverty, and making villages self-sustaining through productive assets creation such as road construction, cleaning up of water tanks, soil and water conservation work, etc. For which it has been considered as the largest anti-poverty programme in the world. But the success of this Act depends upon its proper implementation. Thus, the present project critically examined the implementation process of this programme and its impact on tribal livelihoods. Using a random sampling method, a total 35 households including MGNREGA beneficiaries and non-beneficiaries were selected. This field study was carried out during the period from 15th April to 30 April, 2014. Both close ended and open ended questionnaires were used to gather information from all the stakeholders in MGNREGA. Apart from group discussion individual household interaction was organized. Transect walk

into the MGNREGA worksites were conducted to have first-hand experience on the MGNREGS works at the community level.

Among the job card holder households the majority SC, ST share was about 22.22% from the total of 360 persons during the year 2009-2010 and it stood at 18.18% from the total of 1100 job cards issued during the year 2010-2011. This means less participation of SC, ST population in MGNREGA. This may be due to their lack of interest to work under the MGNREGA as they have greater mobility for alternative money making job opportunities even at a distance place. Among the sample non-job card holder around 50% households have already applied for job cards. The waiting time after the applications for job cards as reported by the respondents vary between 5 to 24 days. The reasons for non-issuance of job cards may be due to several factors such as relative socio-political and economic strength of the households in the village, awareness level etc. Those who have not applied for job cards may be due to lack of interest and awareness.

The awareness level in the study area is not very encouraging. Most of the villagers are aware about the MGNREGA. But workers awareness on how to apply for job cards, awareness about minimum wages and demand for work was reportedly very low. However, the GP has not played any major role in proper implementation of this project. It has confined itself mostly in spreading the message about job card.

MGNREGA guidelines permit execution of road projects providing all weather connectivity in rural areas. However, during field work it was observed that the roads remain kutchra and incomplete and is not able to provide all easy access to the pedestrians.

The data from the field reflected that there is huge irregularity in payment of wages. While only 28% of beneficiaries claimed that they received the wages within a month, the rest claimed that they received it mostly after 2 months. The contractors were quite conscious while paying the wages. They used to delay in paying wages to those labourers who are illiterate and no voice. While the MGNREGA guidelines permit equal wages for equal work, it is not happening in reality

In the study area, most of the beneficiaries have opened their account either in bank or in post office while. Around 67.07% of the beneficiaries have received their wages directly through cash while 32.93% beneficiaries received their wages through account transfer. Reading out of the muster roll at the time of payment is mandatory under the MGNREGA. However, the situation is not very encouraging in this regard. All the respondents have pointed out that the muster roll is not read out. According to MGNREGA guidelines, it is mandatory to have basic facilities such as safe drinking water, first-aid kits, shades, period of rest and also crèche facility. But it was observed during field work that except drinking water no other facilities were arranged near worksite. Even some respondents claimed that in some cases drinking water was also not available. The operational guideline detailed the procedure of Social Audit forums to be held by gram sabha on MGNREGA works 6 months basis. In this Block Social Audits are being held from last two years which plays an important role in the

redressal of grievances. But at the same time majority of the respondents of the field do not know that there is provision for grievance redressal.

Thus there is no denying that MGNREGA has turned to be a big pot for the intermediaries rather than true beneficiaries. Here, the real beneficiaries are the people in the chain who get the money for distributing to the poor tribal. They should be called the true beneficiaries. Thus, the implementation was done half-heartedly. There is an urgent need to remove the corruption in the delivery system. We have to work out a mechanism by which the MGNREGA wages reaches the workers directly.

One of the major objectives of the scheme is the improvement of the income levels and enhancement of livelihood security in rural areas by guaranteeing 100 days of wage employment in a financial year to every registered household. While the target is to guarantee 100 days of employment to each household, this Gram Panchayat has not achieved this target. However, the data from the field reflected that there is little impact of MGNREGA on tribal livelihoods.

The GP fails to provide 100 days of employment to job seekers. The limited and irregular supply of works restricts the job-seekers from working under NREGS. Except road work no other works are being taken here.

MGNREGA is landmark legislation in the history of social security legislation in India after independence. Enacted after a successful struggle for a comprehensive employment guarantee law, this legislation is a partial victory towards a full-fledged right to employment. Though MGNREGA is a well thought-out legislation, a powerful tool in the hands of the common people to get their basic livelihood, but its poor execution, deprives the rural poor from their basic rights. The study reveals that despite numerous problems, MGNREGA is a program that has begun to make a difference in the lives of women. For example, women have started asserting their voices in the family matters and nature of spending money. Though, awareness still continues to be a stiff challenge, women in study area have become pro-active learners and participants in the schemes. Furthermore, it is popular among the workers, who routinely ask if more work could be made available to them under the MGNREGA, they would like to do. Clearly, there is a massive demand for MGNREGA work, and the administration should respond to it by increasing the scale of employment. Both our executive leader and law maker should take due care that the scheme reaches the people who deserve it. Change should be made at ground levels in the system. Due care should be taken for effective implementation of the scheme.

### XIII. SUGGESTIONS

- ✓ The success of the programme depends upon its proper implementation. Much of the pitfalls of MGNREGA implementation can be overcome if proper processes and procedures are put in place. Thus, there should be continuous efforts towards creating adequate awareness on different provisions of MGNREGA amongst the people. Creating awareness is necessary not only to motivate the people to work under the scheme but also to



encourage them to participate in its planning and implementation.

- ✓ Efficient utilization of resources under the scheme requires bringing in transparency and accountability. Provision for social audit at the panchayat level on a regular basis can play a significant role in this regard.
- ✓ The leadership style should be democratic in nature. This will facilitate greater community participation, information sharing, expression of opinion by the rural mass, and development of social networks
- ✓ There is also the important role of the Govt. in implementation of MGNREGA. Thus the Govt. must take immediate steps to stop corruption in its implementation by which the MGNREGA wages reaches to the workers directly. We can surely ensure that the money goes to those who need it.
- ✓ There should be the ability and willingness of local Govt. and Panchayat to plan works and run the programmes effectively.
- ✓ A proper monitoring mechanism should be developed that can assured correct procedure in job card.
- ✓ Social Audit should be carried out at regular interval.

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