

Implementation and Performance of Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)

(A Study of Nizampatnam Mandal in Guntur District, A.P)

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Abstract: Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) An Ambitious Mass Employment Guarantee Scheme Is One Of The Major Landmarks In The Process Of Policy Formulation, Adopting The Rights-Based Approach In India. It has taken several steps forward that were necessary for the actual operationalisation of the right based approach on the ground. A large programme, backed by budgetary allocation promises 100 days of manual work to households who register and apply to rural India. MGNREGS has experienced a plethora of operational hurdles since 2nd feb, 2006 of its implementation. it has the potential to address both substance of income and enhance the social welfare and social security of households in rural unemployed. the nature of MGNREGS is strongly linked to the cherished national goal to strengthen and broad base decentralization but also in the capacity to implement such a large scheme and lack of convergence to relevant government departments and functionaries . This article is focusing on implementation and performance of MGNREGS in Nizampatnam mandal of Tenali revenue division of Guntur district.

Key Words: Performance, Implementation, Programme, Scheme, Employment, Guarantee, Unemployment, Nizampatnam, Guntur.

1. INTRODUCTION

National Rural Employment Guarantee Act (NREGA) was enacted in September, 2005 and brought into force with effect from February 2nd, 2006 in 200 most backward districts of the country. The programmes of Sampoorna Grameena Rozgar Yojana (SGRY) and National Food for Work Programme (NFFWP) have been merged into NREGS. After a long time of several rural employment schemes and programmes of rural India, Dr. Manmohan Singh government took a bold step and permanent solution for rural unemployment in India. A long term employment guarantee is the panacea to reduce the severity of poverty that is known as the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) aims at enhancing the livelihood security of people in rural areas by guaranteeing of wage employment in a financial year to a rural household who volunteer to do unskilled manual work. This is the world's largest public work programme ever, provides basic social security for rural workers, a universal and legally enforceable right to 100 days of employment per rural household on local public works at minimum wage. Labourers who are not given work within 15 days of asking for it are entitled to unemployment benefits.

2. PROGRESS AND PERFORMANCE OF MGNREGA IN ANDHRA PRADESH

This programme has been implemented primarily in 200 districts in 2006-07 and it has increased to 330 districts in 2007-08, and further 615 districts in 2008-09, and 619 districts in 2009-10. 2009-10. In 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. 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.

During financial year 2008-09, 113.47 crore job cards were issued which increased to 150.32 crore during financial year 2013-14. 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%. 57 lakh households were provided employment under MGNREGS in the state has gradually increased except 2011-12 financial year. It declined to 49.97 lakhs in 2011-12 financial year. It is increased 60.39 lakhs in 2013-14.

Central and state governments both were releasing sufficient funds for proper implementation of this scheme 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.

The Cumulative numbers 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. 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.

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. 2012-13 it increased to Rs.105 and to Rs. 112, during 2013-14.

3. MGNREGS IN NIZAMPATNAM MANDAL

Mahatma Gandhi National Rural Employment Guarantee Scheme has been implemented in Nizampatnam Mandal of Tenali Revenue division of Guntur District since its inception. This scheme is opened to all rural households in the Mandal. The entitlement of 100 days of guaranteed employment per households in a financial year is the objective. It can be shared by any member of the household; more than one person in a household can be employed simultaneously or at different times. Every registered household under the scheme in the Mandal is assigned a unique registered number and shall be issued a job card with a serial number by the village Panchayat Secretary that is valid for 5 years. The respective Gram Panchayat/ Programme Officer will provide wage employment to the applicant within 15 days of the date of receipt of the application.

3.1. CASTE WISE BENEFICIARIES

The scheme aims at bringing economic equality by giving large share of access and opportunity to the disadvantaged and economically poorer sections of the society, such as the Scheduled Castes, the Scheduled Tribes and those Below Poverty Line (BPL) households. Table-1 gives the caste wise employment details of beneficiaries in Nizampatnam Mandal.

Table-1 Caste-wise Analysis of Employment provided under MGNREGS in Nizampatnam Mandal

Particulars/ Caste	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
ST						
No.of Regd. HHs	500	500	500	500	500	500
No.of working HHs	95	41	77	159	32	151
% of ST HHs	19	8.2	15.4	31.8	6.4	30.2
Total Days Worked	1769	639	5093	19095	798	5584
Average persondays	18.62	15.58	66.14	120.09	24.93	36.98
SC						
No.of Regd. HHs	1769	1769	1769	1769	1769	1769
No.of working HHs	575	167	632	900	363	948
% of SC HHs	32.5	9.44	35.73	50.88	20.52	53.59
Total Days Worked	12102	2007	25571	78446	12845	36500
Average persondays	21.04	12.01	40.46	87.16	35.38	38.50
BC						
No.of Regd. HHs	8514	8514	8514	8514	8514	8514
No.of working HHs	2108	500	1315	2536	574	2302
% of BC HHs	24.76	5.87	15.45	29.79	6.74	27.04
Total Days Worked	33004	5358	50148	182014	17018	72963
Average persondays	15.65	10.71	38.13	71.77	29.64	31.69
OC						
No.of Regd. HHs	2389	2389	2389	2389	2389	2389
No.of working HHs	927	299	428	745	135	711
% of OC HHs	38.80	12.52	17.92	31.18	5.65	29.76
Total Days Worked	25023	2931	14670	61809	3209	21375
Average persondays	26.09	9.80	34.27	82.96	23.77	30.06

Source: District Water Management Agency, Guntur

As per Table-1 the number of registered households in case of all social categories is constant during 6 years under study. The percentage of working households is changing in case of all social categories. The actual number of working ST households

shows fluctuations in all six years under study. The average person days of ST households is not evenly distributed. It ranges from 15.58 days to 120.09 days. Among the registered households of Scheduled Castes, the number of working households is high i.e. 50.88% in 2011-12. The average person days of SC households ranges from 21.04 days to 87.16 days except in the year 2009-10. The numerical strength of registered as well as working OC households is higher than BC social categories in the sample Mandal. But the percentage of working OC households is not evenly distributed over the years. The percentage of OC working households ranges from 5.65% to 38.80%. In the case of average person days per household also, there are wider fluctuations. In the case of numerical strength the working households BCs occupy the third place after OCs and SCs. The percentage of BC working households ranges from 5.87% to 29.79%. In the year of 2010-11 the average person days per each BC households is 38.13 days.

3.2. HOUSEHOLD WAGE EARNING ANALYSIS

Table-2 gives the details of the household wage earning of wage seekers in Nizampatnam Mandal.

Table-2 Year-wise House Hold Wage Earning Analysis in Nizampatnam Mandal

Particulars	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Household Registered	13172	13172	13172	13172	13172	13172
Household Working	3705	1007	2513	4421	1168	4118
Household Total Days	75290	11201	97618	348650	33870	138151
Household Total wage (in Lakhs)	70.22	12.25	102.89	448.21	46.8	193.93
Household avg.wage	93.26	109.38	105.4	128.55	138.18	140.38

Source: District Water Management Agency, Guntur

Table-2 reveals that in the year 2011-12 the total household days reached highest point of 348650 days. On the other hand the lowest number of man days is 11201 in the sample Mandal as registered in 2009-10. The household total wages corresponds with the total household days in the Mandal. There are wider variations in the average wage of each household during 6 years under study. In 2008-09 the average wage is 93.26%. It is increased to 109.38% in the year 2009-10. And it decreased to 105.4% in 2010-11. Again it increased to 128.55% to 138.18% to 140.38% in following three study years 2011-12 to 2013-14 respectively.

3.3. GENDER WISE PROFILE OF THE BENEFICIARIES

As the works under the scheme are available in and around the village Panchayats, women and those who are interested can get the benefits of the scheme. Moreover, the MGNREGA made it obligatory to pay equal wages to both male and female workers. As such the scheme has given a valuable work opportunity to women workers to raise their household income. As the work is implemented by the Panchayat and payment is also made by the Panchayat, it created a genuine belief and confidence in the minds of women. The gender wise beneficiaries of the scheme are presented in table-3

Table-3 Gender-wise participation under MGNREGS in Nizampatnam Mandal

Particulars	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Male Registered	14420	14420	14420	14420	14420	14420
Percentage of Male Registered	51.79	51.79	51.79	51.79	51.79	51.79
Female Registered	13418	13418	13418	13418	13418	13418
Percentage of Female Registered	48.20	48.20	48.20	48.20	48.20	48.20
Male working	3655	956	2264	4369	1134	4077
Percentage of Male Employment	57.81	76.97	57.47	54.85	52.04	53.30
Female working	2667	286	1675	3595	1045	3572
Percentage of Female Employment	42.18	23.02	42.52	45.14	47.95	46.69
Male wage Rs.in Lakhs)	39.97	9.74	68.98	246.80	28.53	104.37
Female wage (Rs.in Lakhs)	26.93	2.21	41.03	187.90	26.85	87.34
Male average wage rate	94.5	109.56	106.35	128.5	136.39	141.62
Female average wage rate	91.02	109.38	106.7	128.05	135.76	138.71

Source: District Water Management Agency, Guntur

It is clear from table-3 that the number of registered males and females is constant throughout 6 years under study. The registered females are lower than registered males. And the percentage of working females is lower than the males during all years under study in the sample Mandal. In 2009-10 there is a wider gap in the working males percentage 76.97% and females

23.02%. The wage amount of males is higher than the females,. The average wages of males is higher than the female average wages during all years under study except in 2010-11. But this variation i.e 106.35 of males wage rate and 106.7 of females wage rate is negligible.

3.4. HOUSEHOLD EMPLOYMENT

The MGNREGA guarantees 100 days of employment for all rural households. Table-4 gives a clear picture of person days provided for each household in Nizampatnam Mandal.

Table-4 Distribution of Households by person days of Employment provided under MGNREGS in Nizampatnam Mandal

Particulars	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
No.of HHs working	3705	1007	2513	4421	1168	4118
No.of HHs Completed 100 days	19	0	236	1352	26	148
% of HHs completed 100 days	0.51	0	9.39	30.58	2.22	3.59
Average Wage days of employment Provided for HH	19.41	10.86	41.21	79.07	34.85	33.12

Source: District Water Management Agency, Guntur.

It is evident from table-4 that the number of households who got statutory 100 days of employment is 0.51% in 2008-09. But it decreased to 0% (zero) in the following year. Again it increased to 9.39% in 2010-11. But it increased sharply to 30.58% in 2011-12. Again it rapidly decreased to 2.22% in 2012-13. In the following year it is increased to 3.59%. The average wage days of employment provided per household ranges from 10.86 days to 79.07 days.

3.5. PROGRESS OF WORKS

The MGNREGA recognized specific works to be undertaken under the scheme. Table-5 gives the details of progress of works in Nizampatnam Mandal.

Table-5 Progress of works in Nizampatnam Mandal

Particulars	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Total Tech & Admin Sanction Given (Nos)	379	118	376	104	2049	2366
Total Tech & Admin Sanction Given (Rs in Lakh)	56.12	42.99	128.54	68.37	999.36	637.42
Works in progress (Nos)	0	0	1	2	63	163
Works in progress (Rs in Lakh)	.00	.00	.44	.61	53.61	80.31
Works Completed (Nos)	10	118	375	99	1286	635
Works Completed (Rs.in Lakh)	32.03	42.99	128.10	59.80	739.94	191.77
Shelf of works (Nos)	6	0	0	3	700	1568
Shelf of works (Rs.in Lakh)	2.88	.00	.00	7.96	205.82	365.35

Source: District Water Management Agency, Guntur

It is evident from table-5 that the number of works given technical and administration sanction decreased from 379 in 2008-09 to 118 in 2009-10 years under study and increased in the following year. But again it decreased to 104 during 2011-12 year and again it increased rapidly to 2049 and 2366 in the following two years.

The financial allocations for different technical and administratively sanctioned works decreased in 2009-10, but they increased the following year. And again it decreased to Rs.68.37 in 2011-12. It is clearly observed that Rs. 999.36 lakhs is sanctioned in the year 2012-13 and again it decreased the following year. The number of works in progress and financial allocations for works in progress is also gradually increasing except in the year 2012-13 under study year. In case of the number of works completed and financial allocation made for completed works there are some fluctuations. The number of shelf of works rapidly increased from six in 2008-09 to 1568 by 2013-14 under study except under study in 2009-10, 2010-11 and 2011-12.

3.6. EXPENDITURE AND EMPLOYMENT GENERATED UNDER DIFFERENT WORKS:

Table-6 gives a clear picture of amount spent on different works and employment generated through such works in Nizampatnam Mandal.

Table-6 Expenditure and Employment Generated under MGNREGS in Nizampatnam Mandal

Particulars	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Wage Amount for water harvest & conservation (Rs.in Laksh)	60.41	0.35	0	1.41	0.15	1.1
Person days for water harvest & conservation	55795	283	0	0	0	0

Wage Amount for Drought Proofing (Rs.in Laksh)	0	0	4.6	3.71	1.29	0
Persondays for Drought Proofing	0	0	3938	2948	1034	0
Wage amount for irrigation provision (Rs.in Lakhs)	0	0	0	0	0	0
Persondays for Irrigation provision	0	0	0	0	0	0
Wage Amount for Renovation (Rs.in Lakhs)	0	1.21	0.33	8.28	1.11	81.8
Person days for Renovation	0	960	266	9479	794	62727
Wage Amount for Flood ctrl works (Rs.in Laaksh)	0	0	0	8.21	0	0
Persondays for Flood ctrl works	0	0	0	8324	0	0
Wage Amount Rural (Rs.in Lakhs)	3.12	2.86	2.17	0.49	0.2	0.32
Persondays Rural	2899	2697	1884	382	145	213
Wage Amount for Others (Rs.in Lakhs)	12.19	7.56	13.32	382	45.09	93.66
Persondays for others	13204	6995	12021	201284	32130	68002

Source: District Water Management Agency, Guntur

It is clear from table-6 that the wage amount and person days for other works are high in 2009-10, 2010-11, 2011-12, 2012-13 and 2013-14. The wage amount for other works like plantation, land levelling etc., ranges from Rs. 7.56 lakhs to Rs. 382 lakhs. In 2011-12 highest number of man days i.e. 201,284 were created under other works. In 2008-09 first place is occupied by water harvest and conservation works in sample Mandal. In 2008-09 as many as 55,795 man days were created under other works. The wage amount as well as person days for rural connectivity works, occupied second place in 2009-10. But during 2011-12 the second place is occupied by renovation works. In the sample Mandal none of the irrigation works was undertaken under MGNREGS. In 2013-14 the second place is occupied by the renovation works undertaken in sample Mandal, with 62,727 persondays.

CONCLUSION

The great significance of MGNREGA comes from its potential in reduction of poverty and its consanguinity income in equality. As it is an employment guarantee focused on asset creating works i.e. The Act makes it mandatory that of the total cost incurred by a panchayat 60% should be towards wage employment and 40% towards material costs. This clause is acting as a hindrance towards real asset creation. Scenario of employment opportunity in the district is dismal because the share of employment demanded households to total registered households and the share of employment demanded to total registered persons are very much low on the contrary all the households have been registered and issued job cards. no doubt it is a good sign. But less demands of job of registered households and persons is a matter of concern. The villagers never got 100 days of work got around 30 days of work however not continuously. the State government has to take the initiative in this record. As the program had been in operation for more than half a decade, it is the time for us to take stock of the situation to understand the loopholes in its implementation and suggest policy measures for effective implementation in future.

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