

**ROLE OF MNREGA IN THE CHANGING
SCENARIO OF RURAL DEVELOPMENT
(A CASE STUDY SAWAI MADHOPUR DISTRICT)**



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University Of Kota
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Certificate

It is certified that the

- a) Thesis entitled “**ROLE OF MNREGA IN THE CHANGING SCENARIO OF RURAL DEVELOPMENT (A CASE STUDY SAWAI MADHOPUR DISTRICT)**” submitted by **Mr. Vishambhar Dayal Meena** is an original piece of research work carried out by the candidate under my supervision.
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DECLARATION

I, Vishambhar Dayal Meena, do hereby, declare that the research work carried out in the thesis entitled “**ROLE OF MNREGA IN THE CHANGING SCENARIO OF RURAL DEVELOPMENT (A CASE STUDY SAWAI MADHOPUR DISTRICT)**” submitted to the University of Kota, Kota for fulfillment of partial requirements for the award of degree of Doctor of Philosophy in Geography is a record of my bona-fide research work except mentioned otherwise and has not been previously submitted in any university or institute for award of any degree, diploma or fellowship.

Date:

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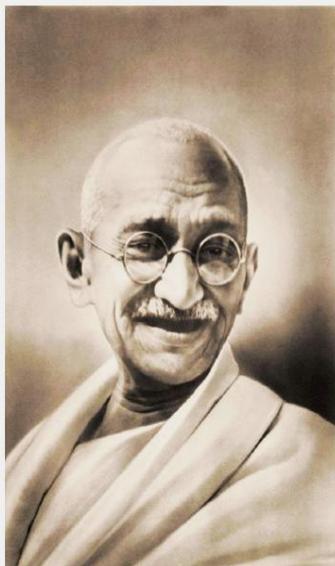
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ABBREVIATIONS

- AREP:** Accelerated Rural Electrification Programme
- ARWSP:** Accelerated Rural Water Supply Programme
- BPL:** Below Poverty Line
- CAA:** Constitutional Amendment Act
- CDP:** Community Development Programmes
- CRSP:** Central Rural Sanitation Programme
- DPEP:** District Primary Education Programme
- DWCRA:** Development of Women and Children in Rural Areas
- EAS:** Employment Assurance Scheme
- GP:** Gram Panchayat
- GS:** Gram Sabha
- IAY:** Indira Awas Yojana
- IRD:** Integrated Rural Development Programme
- JGSY:** Jawahar Gram Smridhi Yojana
- JRY:** Jawahar Rozgar Yojana
- JSY:** Janani Suraksha Yojana
- MDM:** Mid-Day Meal
- MWS:** Million Wells Scheme
- NRHM:** National Rural Health Mission
- OBCs:** Other Backward Castes
- PHC:** Primary Health Centre
- PHSC:** Primary Health Sub-Centre
- PMGSY :** Pradhan Mantri Gram Sarak Yojana
- PMGY:** Pradhan Mantri Gramoday Yojana
- PRIs:** Panchayati Raj Institutions
- PWD:** Public Works Department

RCH: Reproductive Child Health
RDPs: Rural Development programmes
RDWP: Rural Drinking Water Programmes
RGVY: Rajiv Gandhi Gramin Vidyutikaran Yojana
RHP: Rural Health Programmes
RHP: Rural Housing Programmes – HFA (Housing for All)
RIDF : Rural Infrastructure Development Fund
RRDP: Rural Road Development Programmes
RSP: Rural Sanitation Programmes (Clean India Mission)
SAGs: Social Action Groups
SAY: Samagra Awas Yojana
SC : Scheduled Castes
SHGs: Self Help Groups
SITRA: Supply of Improved kits to Rural Artisans
SSA: Serva Shiksha Abhiyan
STs: Scheduled Tribes
TRYSEM: Training of Rural Youth for Self-Employment

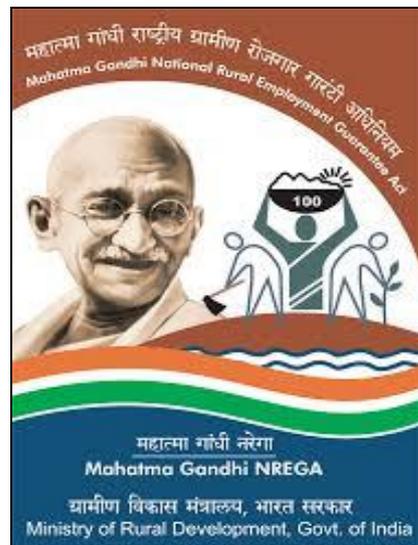


'I will give you a talisman. Whenever you are in doubt, or when the self becomes too much with you, apply the following test. Recall the face of the poorest and the weakest man whom you may have seen, and ask yourself, if the step you contemplate is going to be of any use to him. Will he gain anything by it? Will it restore him to a control over his own life and destiny? In other words, will it lead to Swaraj (i.e. self-rule/freedom) for the hungry and spiritually starving millions?'

M. Gandhi

CHAPTER - 1

INTRODUCTION



Mahatma Gandhi Ji's idea of people's participation in overall rural development is still applicable in Indian villages. Despite implementation of a large number of development schemes and making Panchayati Raj a constitutional body, they have not achieved much needed success in rural development. So there is a need to make rural people active and more participatory in rural development and ensure "Sabka Sath-Sabka Vikas". This was realized and materialized through giving Gram Sabha a constitutional status, power and functions as a legislative body of village

panchayat and as a forum of participatory development, now it is needed to make them an effective medium of good governance. The present chapter discuss the issue of people's participation through Gram Sabha in rural construction, meaning and history of people's participation as well as level of awareness of different rural development programmes. The problems of villages has to be solved in best way by the villagers own.

----- *Mahatma Gandhi*

In his famous talisman, Mahatma Gandhi urged us, in our moments of doubt, to recall the face of The Antim Vayakti (the poorest person) we may have seen and ask ourselves whether the step we are contemplating is likely to be of any use to him or her. It is in this spirit that the Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA) was launched in February 2006. It is perhaps the largest and most ambitious social security and public works programme in the world. While market-oriented reforms are necessary to generate faster growth and larger public resources, they do not, on their own, guarantee participatory and equitable growth. Active social policies (such as the MNREGA), far from detracting from economic reforms, complement them in an essential way. Notwithstanding some initial scepticism about the practicality and viability of this initiative, eight years later, the basic soundness and high potential of the MNREGA are well established. That, at any rate, is one of the main messages emerging from this extensive review of research on MNREGA. It is also a message that comes loud and clear from the resounding popularity of MNREGA-today, about more than one-fourth of all rural households participate in the programme every year.

The MNREGA is a step towards the right to work, as an aspect of the fundamental right to live with dignity India is a country of villages. Here nearly 70% population still lives in rural area and most of the villages are backwards and under developed. This is the reason why India is a

developing country. This is a reason of many problems in rural India today. The Govt. has realized this problem.

Rural development is a strategy designed to improve the economic and social life of specific group of people, the rural poor's. It involves the extension of benefits of development to the poorest among those who seek a livelihood in rural areas, such as small farmers, tenants and landless" (World bank, 1975)

Rural Development in general is used to denote the actions and initiatives taken to improve the standard of living in rural area and sustainable development.

The integrated rural development programme of the Govt. was launched in the financial year 1978. Rural India needs all those services which are provided in urban area.

MG National Rural employment Guarantee Act (MNREGA) can play important role in Rapid, inclusive and sustainable Development of Rural Area. Priority of MNREGA to Development in rural area and eradication of poverty and hunger from the face of rural India, make ensure that "Sabka Sath-Sabka Vikas".

Rural poverty and its eradication has been part of the discourse since independence. A plethora of programmes since then have been tried in rural India to eradicate poverty, with varied impacts. It has been often argued in certain quarters how rural development programmes have become important instruments in the strategies for alleviating poverty and hunger in many developing countries. This concept has been well recognized for a long time. It has also been argued that even if land reforms are carried out successfully and the beneficiaries are provided with access to credit and modern agricultural inputs, a large fraction of the rural poor in a densely populated agrarian economy, such as India, is likely to remain unaffected simply

because there is not enough surplus land to distribute among them. Furthermore, the potential beneficiaries may find that the income from cultivation of small plots falls short of subsistence requirements. Most of those without access to land are forced to rely primarily on agricultural employment with long seasonal spells of inactivity. In such a context, rural public works have a potentially significant role in poverty alleviation. Also given the difficulties of targeting anti-poverty interventions. There is a strong need for these programmes. Specifically, through a work-requirement, these programmes are expected to include the more sections.

1.1 NREGA Change to MNREGA

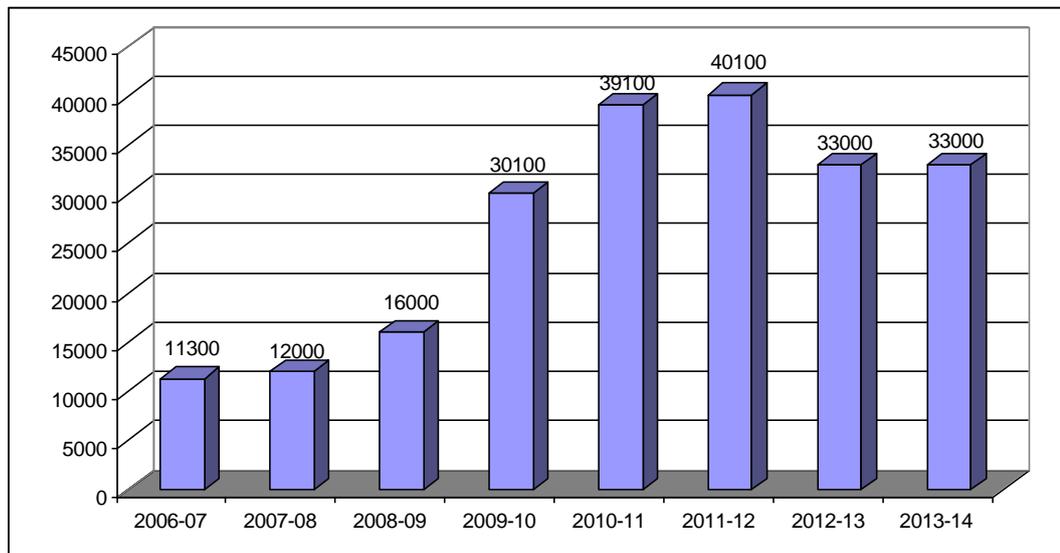
The MNREGA implemented by the Ministry of Rural Development, Government of India. It is the flagship programme of the Central Government that directly touches the lives of the poor and promotes inclusive growth. The National Rural Employment Guarantee Act was notified on September 7, 2005 and was the first of its kind in the world. It was brought under per view of an act for rural employment at an unprecedented scale in order to provide employment when other employment alternatives are scarce or inadequate. The Act came into force on Feb 2, 2006 and was implemented in a phase manner. During 2009-10, it has been rechristened as Mahatma Gandhi National Rural Employment Guarantee Act (MNERGA). The act aims at enhancing at least one hundred days of guaranteed wage in a financial year to every one whose adult members volunteer to do unskilled manual work. Its auxiliary objective is strengthening natural resource management through works that address the causes of chronic poverty like draught, deforestation and soil erosion and so encourage sustainable development. The process outcomes include strengthening grassroots process of democracy and infusing transparency in governance. The Act is also a significant vehicle for strengthening decentralized and deepening process of democracy by giving a pivotal role

to the Panchayati Raj Institution concerning planning, monitoring and implementation. Unique features of the Act include, time bound employment guarantee within 15 days, and incentive-disincentive structure to the State Governments for providing employment as 90 per cent of the cost for employment is borne by the Centre or payment of unemployment allowance at their own cost and emphasis on labour intensive works prohibiting the use of contractors and machinery. The Act also mandates 33 per cent participation of women.

The MNREGA which was practically launched on February 2, 2006 in 200 most backward districts in the first phase was expanded to 330 districts in the second phase during 2007-08. The remaining 266 districts were notified on September 28, 2008, and the scheme has now been extended to all the districts of the country.

More than 4.47 crore households were provided employment in 2008-09. This is a significant jump over the 3.39 crore households covered under the scheme during 2007-08. Out of the 215.63 crore person-days created under the scheme during this period, 29 per cent and 25 per cent were in favour of SC and ST population, respectively and 48 per cent of the total person days created went in favour of women. An allocation of Rs.30,100 crore has been made in the interim budget for 2009-10 as against Rs. 16,000 crore in 2008-09 for MNREGA. (Economic Survey 2009-10).

(Rs. in Crores)



Source: www.nrega.com

Figure 1.1 : Budget Quality of NREGA (MNREGA)

The key processes in the implementation of MNREGA are the following:

1. Adult members of rural households submit their name, age and address with photo to the Gram Panchayat.
2. The Gram Panchayat registers households after making enquiry and issues a job card which contains the details of adult member enrolled and his/her photo.
3. Registered person can submit an application for work in writing (for at least fourteen days of continuous work) either to Panchayat or to Programme Officer.
4. The Panchayat/Programme officer will accept the valid application and issue dated receipt of application, letter-providing work will be sent to the applicant and displayed at Panchayat office.
5. The employment will be provided within a radius of 5 kilometres and if it is above 5 kilometres extra wage will be paid.

6. If employment under the scheme is not provided within fifteen days of receipt of the application, daily unemployment allowance will be paid to the applicant.

The cost sharing is done on the following basis:

Cost Sharing : Central Government 3/4th, State Government 1/4th

MNREGA was implemented in three phases:

1. I Phase - notified in 200 districts with effect from February 2nd 2006.
2. II Phase - extended to 130 districts in the financial year 2007-08 (113 districts from April 1st 2007 and 17 districts of UP were notified with effect from May 15th 2007)
3. III. Phase - remaining districts in all the States/Ups were notified from April 1st 2008.

1.2 History of MNREGA

Prior to the enactment of Mahatma Gandhi, India had no programme in rural areas that promised employment as a legal right, although employment generation through rural works had a long history in India dating back to the 1960s. Since 1960, the government had been merging old schemes to introduce new ones while retaining the basic objective of providing additional wage employment involving unskilled manual work, creating 'durable' assets, and improving food security in rural areas through public works with special safeguards for the weaker sections and women of the community. The problem areas had also been almost similar like mismanagement, lack of planning and implementation. The remuneration had been a combination of wages and food grains across all schemes. It took 30 years of government experimentation to launch major schemes like Jawahar Rozgar Yojana (JRY), Employment Assurance Scheme (EAS), Food for Work Programme (FWP), Jawahar Gram Samridhi Yojana (JGSY)

and Sampoorna Grameen Rozgar Yojana (SGRY) that were forerunners to Mahatma Gandhi NREGA. In the process, the government decentralized implementation by providing financial and functional autonomy to the local self-government institutions or Panchayati Raj Institutions (PRIs) in order to fight corruption.

The government experimented with various schemes from 1960-90. The most significant ones were Food for Work Programmes (FWP) of 1977 and National Rural Employment Programmer (NREP) of 1980. The popular FWP provided food grains to complement wages. It was then revamped and renamed to NREP with almost similar objective.

On 1 April 1989, to converge employment generation, infrastructure development and food security in rural areas, the government integrated NREP and RLEGP into a new scheme JRY. The most significant change was the decentralization of implementation by involving local people through PRIs and hence a decreasing role of bureaucracy. Due to implementation issues, JRY was restructured and renamed to JGSY in 1999.

On 2 October 1993, the EAS was initiated to provide employment during the lean agricultural season. The role of PRIs was reinforced with the local self-government at the district level called the 'Zilla Parishad' as the main implementing authority. Again due to implementation issues, EAS was merged with SGRY in 2001.

In January 2001, the government again introduced FWP similar to the one initiated in 1977. Once again due to implementation issues, it was merged with Mahatma Gandhi NREGA in 2006.

On 1 April 1999, the JRY was revamped and renamed to JGSY with a similar objective. The role of PRIs was further reinforced with the local self-government at the village level called the 'Village Panchayats' as the

sole implementing authority. But again due to implementation issues, it was merged with SGRY in 2001.

Once again on 25 September 2001 to converge employment generation, infrastructure development and food security in rural areas, the government integrated EAS and JGSY into a new scheme SGRY. The role of PRIs was retained with the 'Village Panchayats' as the sole implementing authority. Yet again due to implementation issues, it was merged with Mahatma Gandhi NREGA in 2006.

Finally on 2 February 2006, and again to converge employment generation, infrastructure development and food security in rural areas, the government integrated SGRY and FWP into a new scheme called Mahatma Gandhi NREGA.

The total government allocation to these precursors of Mahatma Gandhi MNREGA had been about three-quarters of ₹1 trillion (equivalent to over \$18 billion).

According to the Twelfth Five Year Plan (2012–17), the number of Indians living on less than \$1 a day, called Below Poverty Line (BPL), was nearly 300 million that slowly declined over the last three decades ranging from 1973 to 2004, although their proportion in the total population decreased from 36 per cent (1993–94) to 21.9 percent (2011–12), and the rural working class dependent on agriculture was unemployed for nearly 3 months per year which was rising due to a downward trend of the agricultural productivity and in turn also aggravating poverty. In large states like Bihar, Madhya Pradesh, Maharashtra, Rajasthan and Uttar Pradesh, the number of poor even increased. The plan targeted poverty through MNREGA which promised employment as an entitlement. The law is based on Gandhian principles.

Previous employment guarantee schemes (EGS) like ‘Sampoorna Grameen Rozgar Yojana’ (SGRY) or Universal Rural Employment Programme and National Food For Work Programme (NFFWP) - both SGRY and NFFWP were merged with MNREGA - also provided short-term unskilled employment to poor, assured food and job security and created durable assets. In contrast to the earlier wage employment programmes, MNREGA, as per its definition, is a right-based, demand-driven public employment programme that is principally based on decentralized, participatory planning at the gram panchayat level with adequate transparency and accountability safeguards for effective implementation.

The MNREGA is notified on 7 September 2005 with the objective of "enhancing livelihood security in rural areas 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". In addition to this the aim of MNREGA is to create durable assets that would augment the basic resources available to the poor. At minimum wage rate and within 5 km radius of the village, the employment under MNREGA is an entitlement that creates an obligation on the government failing which an unemployment allowance is to be paid within 15 days. Along with community participation, the MNREGA is to be implemented mainly by the gram panchayats (GPs). The involvement of contractors is banned. Labour intensive tasks like creating infrastructure for water harvesting, drought relief and flood control are preferred. Starting from 200 districts in 2 February 2006, the MNREGA covered all the districts of India from 1 April 2008.

Journey of MNREGA

Timeline of MNREGA PROGRAMME

Aug. 2005	Feb. 2006	April 2007	April 2008	Oct. 2008	16 FEB. 2009	Oct. 2009	Till the date
NREGA legalized	Came into force in 200 Districts	130 more districts included	Universalization of Scheme	Wage transaction through bank/ Post Offices	MOU with the Postap department	Name Changed to MNREGA	No Change in Women clature

1.3 Significance of MNREGA in Rural Development

MNREGA aims to achieve the objective as enunciated in the Article: 41 of the Indian Constitution- “giving citizens the right to work”. The Act is significant due to the following reasons:

- While the earlier wage employment programmes did not provide any guarantee of job, this Act provided guaranteed job. This guarantee for wage employment is now uniformed all over the country like never before.
- It is a development initiative, chipping in with essential public investment for creation of durable assets, without which the growth process can't be possible in the most backward regions of rural India.
- Almost all the previous programmes were allocation based rather than demand based. MNREGA, which was launched in 2006, is considered to be unique from this stand point.
- The key element of MNREGA is the provision of employment by the state to those people who are unable to find alternative employment,

which provides a form of social safety net to the rural unemployed people.

- In other wage employment programmes, anyone can be engaged as labour while in MNREGA only job card holders that apply for employment can be engaged as labourers.
- There is no time frame in other wage employment programmes but in MNREGA, employment will be given within 15 days of demand, payment also within 15 days of work.
- In other wage employment programme the duration of employment is dependent on duration of work by implementing agency while in MNREGA, a job card holder applies for maximum 100 days.
- The other key attributes of this Act are labour-intensive work, decentralized participatory planning, women's empowerment, work-site facilities and above all transparency and accountability through the provision of social audits and right to information. The use of information technology in this programme is considered to bring about greater transparency through intensive monitoring and faster execution. The payment of wages through bank and post office accounts is other innovative step that is likely to reduce fudging of muster rolls on the part of the implementing agencies since the actual payments are beyond their reach.

Thus MNREGA is not only a welfare initiative but also a development effort that can take the Indian economy to a new prosperity.

1.4 Salient Features of MNREGA

(i) Right based-frame work

- All adult members of a rural household willing to do unskilled manual work have the right to demand employment.

- The GP after due verification will issue a job card.
- After verification, the GP will issue a job card (contain details of the member) to the household with photograph free of cost within 15 days of application

(ii) Time bound guarantee of employment

- Employment will be provided by the GP within 15 days of work application, else unemployment allowance will be paid.
- A household may avail to 100 days of guaranteed employment in a financial year, depending on its need.

(iii) Permissible works

- Water conservation; drought proofing (including plantation & afforestation); flood protection; land development; minor irrigation.

(iv) Labour intensive works

- A ratio of 60:40 will be maintained between wage and material.
- Contractors/machinery is not permitted.
- Payment of wages
- Wages will be paid at the wage earners through their bank/post office accounts.
- Payment of wages to be made in every week and in any case not later than a fortnight.

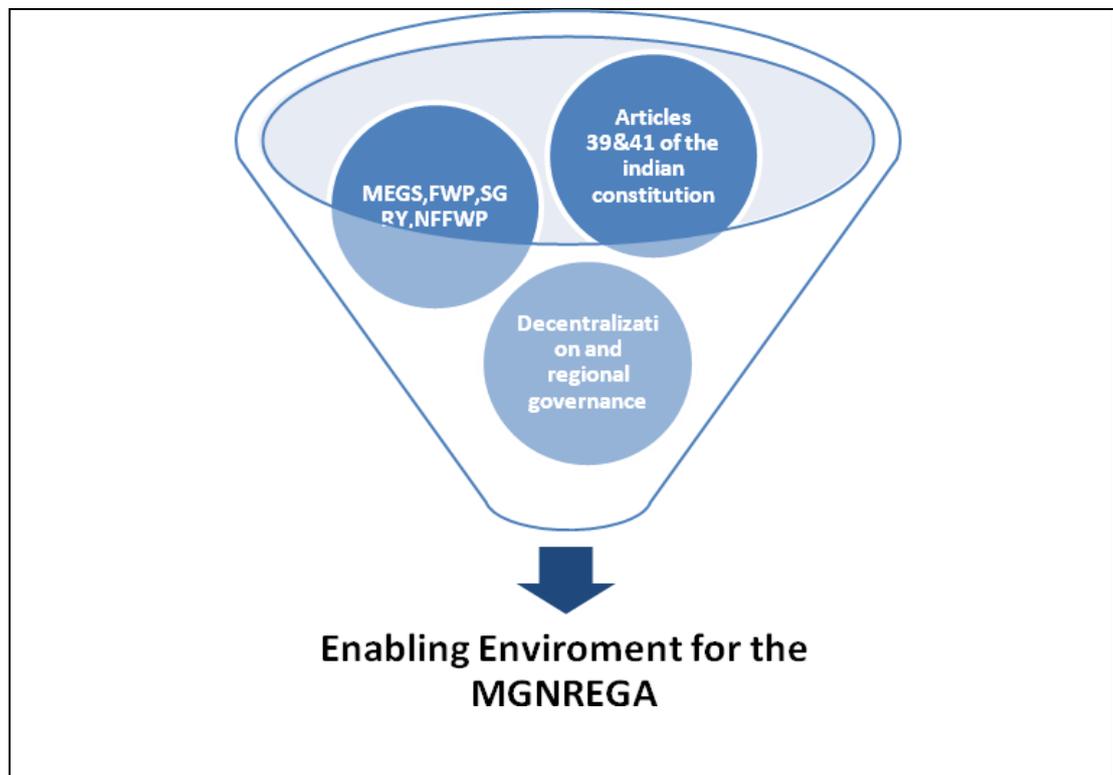
(v) Decentralization

- Gram sabha (local community) will recommend works to be taken up.
- Gram panchayats will execute at least 50% of work.

- PRI will have a principal role in planning, monitoring and implementation.

(vi) Work site management and facilities

- Work should be provided within 5 km radius of the village.
- In case the number of children below the age of 6 years accompanying the women working at any site is 5 or more, provisions shall be made to assign one women worker to look after such children. The person assigned for this shall be paid the statutory minimum wage.
- Thus creche, drinking water, first-aid and shade are to be provided on the work sites.
- Timely measurement to be ensured.



Source: Computation by author.

Figure 1.2: Decentralization of the Scheme

(vii) Women empowerment

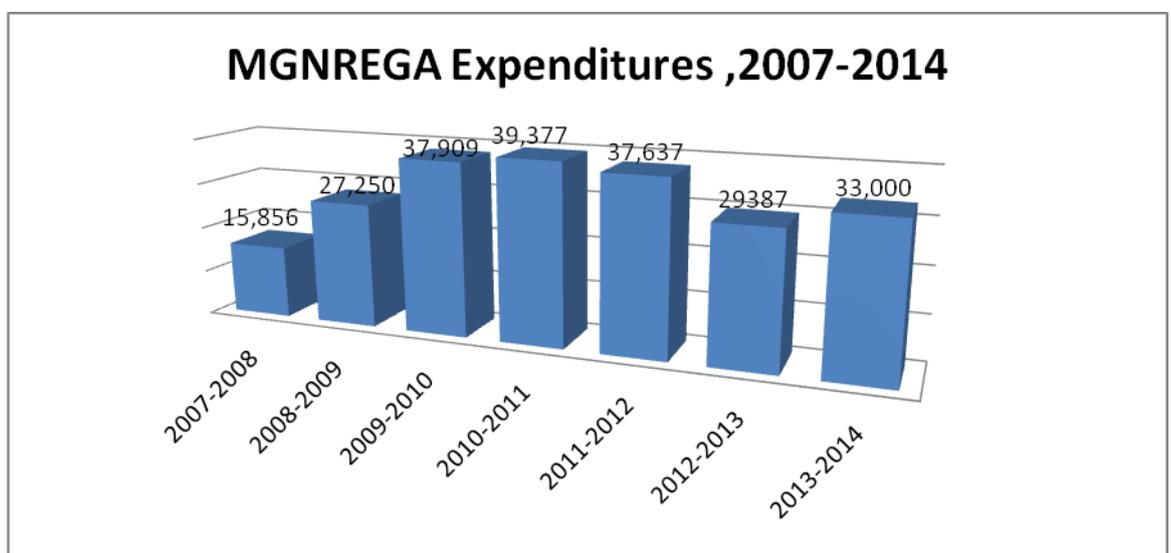
- At least one-third of the workers should be women.
- Equal wages will be provided to both men & women.

(viii) Transparency and Accountability

- Proactive disclosure of information.
- Social Audit by the Gram Sabha is compulsory.
- Regular monitoring at all levels.
- grievance redressal mechanism is to be set up.

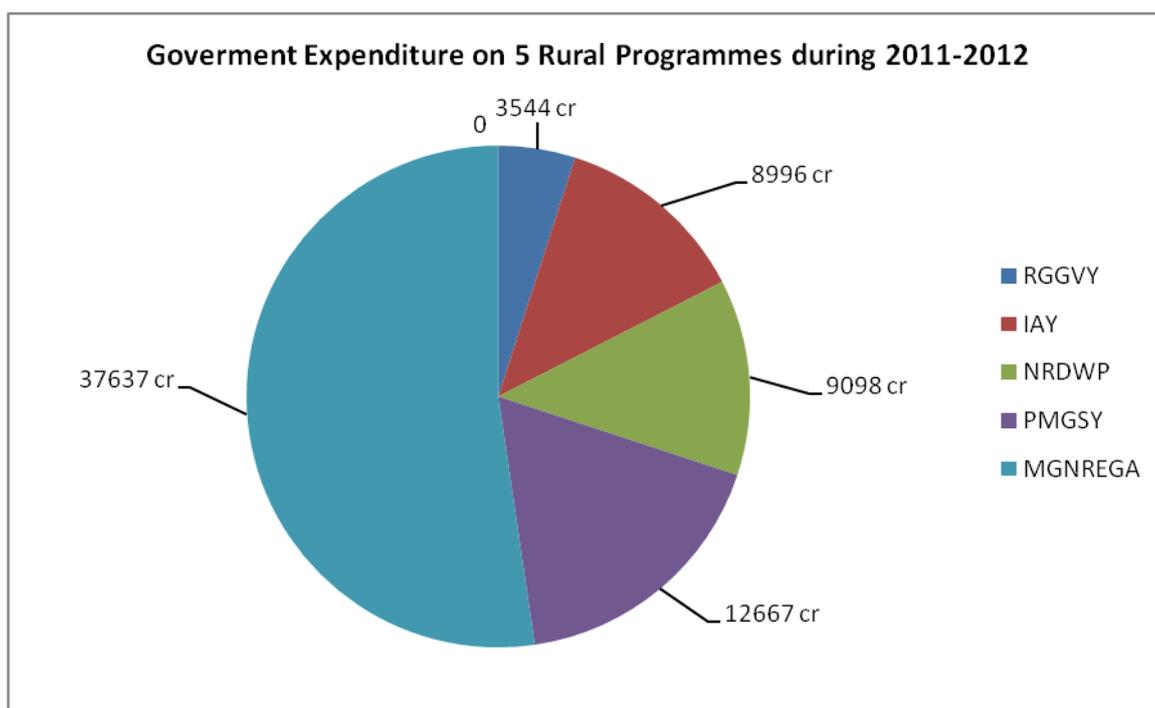
(ix) Funding

100% wage cost is borne by Central Govt. 25% Material cost is born by the State Govt. Unemployment allowance is borne by State Govt.



Source : www.nrega.nic.in&Union Budget

Figure 1.3: MNREGA Expenditure (2007-2014)



Source : MORD, GOI

Figure 1.4: Government Expenditure on 5 Rural Programmes during 2011-2012

1.5 The implementation structure of MNREGA

MNREGA has a five-tier structure of implementation starting from GP at the bottom to the central government at the top.

1. Gram Panchayat (GP)

GP is the nodal agency at the bottom level that has the authority to select, design and implement 50% of the works. Selection of works, monitoring and supervision are done by the Gram Sabha (village council). GP has the responsibility to register households, issue job cards, receive applications for employment, provide employment and monitor the MNREGA works.

2. Block Panchayat

The rest 50% may be undertaken either by the block Panchayat or the district Panchayat or both. Block Panchayat monitors and coordinates the plans and works at the block level. Computer updating of MNREGA works, muster roll entries, etc is done at the block level under the guidance of the MNREGA programme officer.

3. District panchayat

District Panchayat, in addition to implementing non-mandatory works, coordinates MNREGA activities at the district level. Besides, it has the responsibility to prepare both the district annual plan and the five-year perspective plan. These two plan documents are the bases which guide the implementation of MNREGA at the village level. These documents are prepared at the district level in consultation with the GP and block Panchayats.

4. State Government

Next in hierarchy is the state government which acts as a facilitator in the flow of MNREGA funds and helping in preparation of manpower. It has the responsibility to set up the State Employment Guarantee Council. The latter has the role to advise the government from time to time on MNREGA implementation in the state. Besides, the council is also entrusted with the responsibility of monitoring and evaluation of the MNREGA in the state.

5. Central Government

At the top of the hierarchy comes the central government. The Ministry of Rural Development, New Delhi is the nodal agency for MNREGA implementation. It has the responsibility to set up Central Employment Guarantee Council for receiving advice on MNREGA implementation. It may also undertake independent evaluation and

monitoring of the scheme. It has the responsibility to prepare the budget and disburse funds.

1.6 Statement of Problem

The literature review carried out above reflects that though some researchers have done study on MNREGA most of those are confined to economic aspect only. It is not comprehensive. Very few people have emphasized on implementation aspects of MNREGA. Social aspects are not much highlighted. The present study will discuss both implementation and the impact of MNREGA in a tribal dominated village of Sawai Madhopur district, Rajasthan. While studying the study will emphasis on following questions:

1. Are the people really aware about MNREGA work?
2. Does it promise job to the needy?
3. Does MNREGA become successful in improving the living condition of the poor?
4. Is it really a livelihood generating programme than wage-earning scheme?
5. Does it successful in reducing migration?
6. What extent MNREGA has helped in sustaining the tribal livelihoods?
7. Is the Act properly implemented as per its rules?

1.7 Review of Related Literature

Dreze (2007) looks at the corruption in rural employment programs in Orissa and how this has continued in a MNREGA as well. However, he believes that there is tremendous potential of MNREGA in the survey areas. Where work was available, it was generally found that workers earned close to (and sometimes more than) the statutory minimum wage of Rs 70 per day,

and that wages were paid within 15 days or so. This is an unprecedented opportunity for the rural poor, and there was evident appreciation of it among casual labourers and other disadvantaged sections of the population. There is the hope among workers that MNREGA would enable them to avoid long-distance seasonal migration. Further, there is plenty of scope for productive MNREGA works in this area, whether it is in the field of water conservation, rural connectivity, regeneration of forest land, or improvement of private agricultural land.

Khan ,Ullah and Salluja (2007) have discussed the direct and the indirect effects of NREGA on employment generation and poverty reduction in a local area. For this, a detailed survey was done in a poor agricultural village with 400 households, nearly 2500 people. The survey recorded income and expenditure levels by type of household including large, small and marginal farmers, agricultural labour etc. The survey also recorded production activities undertaken by the inhabitants.

Mihir Shah says “MNREGA programmes visualize a decisive break with the past. Ever since independence, rural development has largely been the monopoly of local contractors, who have emerged as major agents of exploitation of the rural poor, especially women. Almost every aspect of these programmes, including the schedule of rates that is used to measure and value work done, has been tailor-made for local contractors. These people invariably tend to be local power brokers. They implement programmes in a top-down manner, run roughshod over basic human rights, pay workers a pittance and use labour-displacing machinery. MNREGA is poised to change all that. It places a ban on contractors and their machines. It mandates payment of statutory minimum wages and provides various legal entitlements to workers. It visualizes the involvement of local people in every decision - whether it be the selection of works and work-sites, the implementation of projects or their social audit.”(Shah, 2008) Thus,

MNREGA comes out as a potentially positive force to change the power structures working in the rural areas of India in favour of the poor.

Mathur (2007) thinks that a system of regular and continuous flow of authoritative information is essential. There is room for the government to take up concurrent evaluations, more effective monitoring, time-series studies, and focused reports on critical aspects like minimum wages, muster rolls. To improve implementation, the government needs to solve problems, modify policy directives, and issue operational guidelines for the district, block and village levels. The government must take the lead, be proactive, mobilize institutions and groups, and use the media effectively. MNREGA involves several lakh government officials, panchayat functionaries, elected representatives, NGOs and community groups. They play a critical role but had little preparation for the challenge. MNREGA in fact is a programme of national importance which has been marginalized. While the ministry of rural development is the nodal ministry at the centre, every relevant department and agency requires being involved.

Mathur (2009) states that in social audit undertaken in Andhra Pradesh, it was found that in certain villages, some people stated that they had not been paid for the work done. When comparisons were made of the payments as per the pass-book with the payment as per the job card, it was discovered that the job card did not contain the inner pages that record the work done by each person; the job card itself was incomplete. Earlier, several officials, Field and Technical Assistants and Mates admitted to irregularities and about Rs. 50,000 were returned.

Institute of Applied Manpower Research, Delhi (2009), “All India Report on Evaluation of MNREGA, A Survey of Twenty Districts”. This study is based on evaluation of the MNREGA which assess its impact by taking 20 districts from Northern, Western, Southern and North-East region of India and 300 beneficiaries from each districts. This study reveals that in

many districts, affixing of photograph on job cards is not followed and in some places the beneficiary paid money for getting it. Job card was not designed to have sufficient space for all the entries in detail. Many households did not get the work within the stipulated 15 days time of demand for work, neither were they paid any unemployment allowance. On the utility of maximum number of days of works, only small fractions of households could utilize more than 35 days of work, remaining still lagging behind. The reason for non-utilization of maximum permissible 100 days of work is late starting of the scheme. In most of the worksites, excepting crèche, other facilities like shed, drinking water were provided. Due to the income generation through this scheme, the numbers of beneficiaries at the low earning level are reduced to nearly half in size. There is a rise of families who are spending more on food and non-food items.

1.8 Objectives of study

The main objectives of the present study are:-

- To assess the implementation of MNREGA, it's functioning and to suggest suitable policy measures to further strengthen the Programme.
- Identification of factors determining the participation of people in MNREGA scheme and whether MNREGA has been successful in ensuring better food security to the beneficiaries.
- To find out the nature of assets created under MNREGA and their durability.
- Impact of MNREGA on the pattern of migration from rural to urban areas.

- To compare wage differentials between MNREGA activities and other wage employment activities.
- Measure the extent of manpower employment generated under MNREGA, their various socio-economic characteristics and gender variability in the Study Area.
- The impact of MNREGA on tribal livelihoods.
- Understanding the implementation procedure of MNREGA in the study Area.

1.9 Hypothesis

1. MNREGA is a major source of empowerment for women.
2. The Employment Guarantee Act is an opportunity to create useful assets in rural areas.
3. MNREGA is helpful to protect rural households from poverty and hunger.
4. The MNREGA gives employment, income, a livelihood and a chance to live a life of self Respect and Dignity.

1.10 Conceptual Framework

While doing study it will reflect upon the various aspects of MNREGA. It will develop a link among various factors like peoples' need, social and economic aspects. The concepts which are used in study are defined follow as per the MNREGA operational guidelines.

- **“Livelihood”** according to Carney (1998), “It is comprised of capacities, assets and activities required for means of living.”
- **“Unskilled manual work”** means any physical work which any adult person is capable of doing without any skill or special training.

- **“Minimum wage”**, in relation to any area, means the minimum wage fixed by the State Govt. under section 3 of the minimum wages Act, 1948 for agricultural labourers as applicable in that area.
- **“Adult”** means a person who has completed his eighteenth year of age.
- **“Household”** means the member of a family related to each other by blood, marriage or adoption and normally residing together and sharing meals or holding a common ration card.
- **“Applicant”** means the head of a household or any of its other adult members who has applied for employment under the scheme.

1.11 Research Methodology

Study Area

The study was carried out in Sawai Madhopur District of Rajasthan. Using purposive sampling method the study area was selected.

Sampling Design

(i) Selection of Blocks

Sawaimadhapur district comprises of 7 blocks as per census (2011) name of the blocks are Bamanwas, Bonli chauth ka Barwara, Khandar and Malana Doongar. Case studies carried out in all five blocks except chauth ka barwara and Malana Doongar.

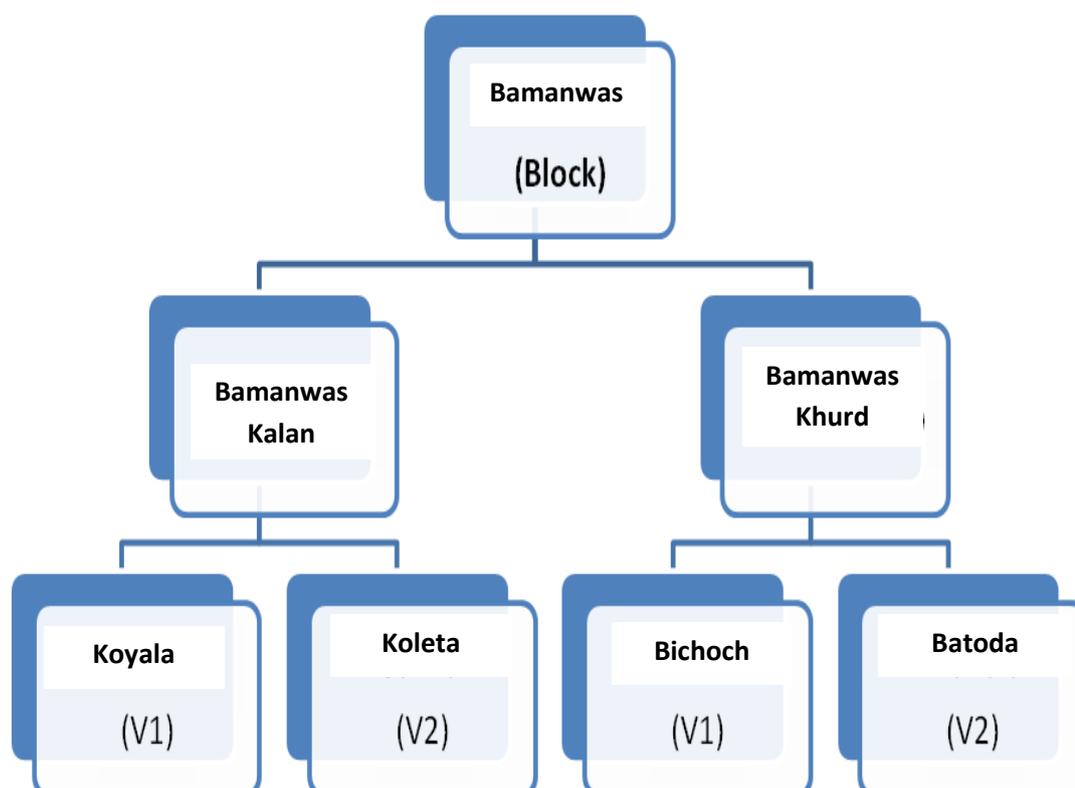
(ii) Sampling Procedure

Study area is selected on the basis of purposive sampling method.

Multistage – Stratified Random Sampling is used to select the blocks and villages in the study area. For selection of sample respondents, random sampling method was adopted.

(iii) Sample Size

A sample of 150 households including both job card holders and non-job card holders were selected. Here, non-job card holder households were selected to explore the reasons for their non-participation in the MNREGA Activities. Out of 150 households 68 households are not having job cards.



Source: Computation by Author

Figure 1.5 : Sampling Design for the Study

Data Collection

Data was collected both from primary and secondary sources. Primary data was collected from the stakeholders of MNREGA. Questionnaire surveys with the different stakeholders engaged in MNREGA in the study site were organised. Semi structured informal interviews also taken from selected households. Transect walk into the MNREGA worksites were conducted to have firsthand experience on the MNREGA works at the community level.

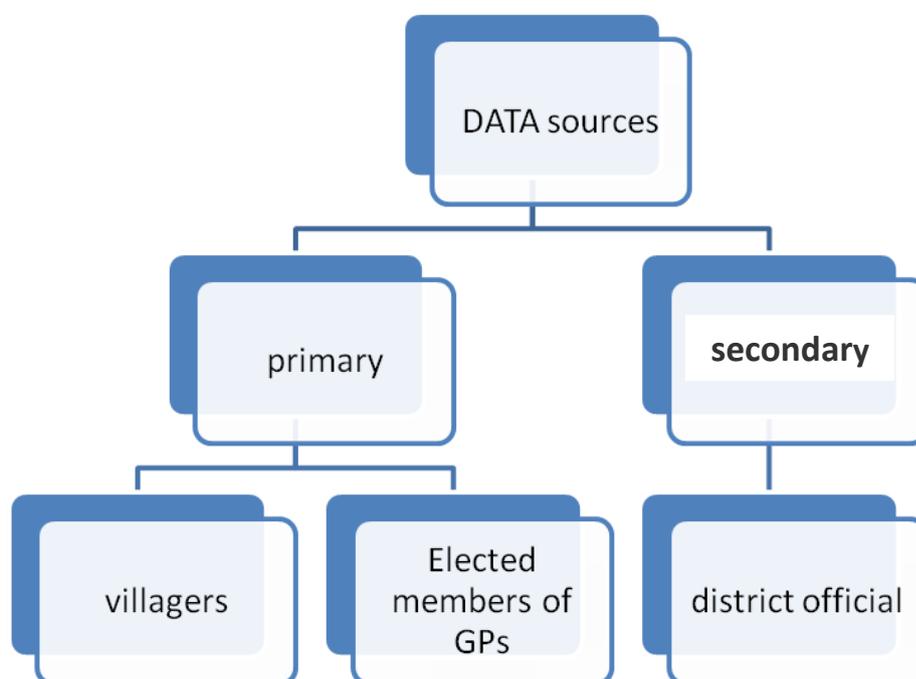
- **Research Sequence**
 - ❖ Desk review of MNREGA
 - ❖ Understanding the implementation process
 - ❖ Development of work plans , study tools and the questionnaires
 - ❖ Sample selection
 - ❖ Data collection
 - ❖ Data compilation and analysis
- **Research Tools Used**

The following research tools were used for the study:

1. One to one interaction with beneficiaries
2. One to one interaction with government officials
3. Focused group discussion with beneficiaries
4. Focused group discussion with community groups

DATA SOURCES: The study is primarily based on primary data which has been supported by secondary data. Primary data has been collected with the help of structured questionnaires Besides, qualitative methods like group

discussions and Participatory Research Appraisals PRAs have also been used.



Source: Computation by Author

Figure. 1.6: Data Sources

Secondary Data

Secondary data has been collected from the records maintained by the different institutions of central, state and local government, such as :

- Planning commission Reports (NITI Aayog)
- Ministry of Rural Development, GOI.
- Central and State Financial Commissions Reports.
- National Sample Survey.
- World Bank Reports.
- Economic Survey of India.

- National Statistical Organization.
- District Planning Committee.
- Districts Census Hand Books.
- Records maintained by different tiers of the PRIs.
- Development Block office.
- The District Gazetteer.
- Others.

1.12 Significance of the study

The problems and prospects of MNREGA can then be better understood and accordingly, necessary measures can be advised to make the programme realize its set objectives. The outcome of the study will help in understanding the problem of implementation of the project. It will help in formulating the better policy and strategy for the future.

The present study attempts to understand the implementation procedures of MNREGA and its impact on tribal livelihoods in a tribal dominated panchayat of Sawai Madhopur district, Rajasthan. This study focuses on the role of GP to generate sufficient employment opportunities, the procedures for registration, issuance of job cards, and application for employment. This would enable us to understand and examine the institutional mechanisms under which the entire programme is being implemented.

1.13 Limitations

The study undertaken by the researcher focuses a particular community of Sawai Madhopur district of Rajasthan. It may not be applicable in the other parts of the country. However, certain characteristic of MNREGA implemented village in Rajasthan may be the same and that can

be generalized across the country. The researcher couldn't much interact with the government officials due to time constraints, therefore the decision-making people's views regarding MNREGA can not included in the research. The researcher got very less time to gather all the primary data. Consequently, a range of issues had been left out from the research.

Time was the most important limitation in this study. So it is very difficult to do an extensive and effective field work, financial difficulties also limited the study although some financial assistance was provided by an NGO for fieldwork but the assistance was very limited. Lack of communication in these villages to block headquarter and district headquarter has its own impact on the study. Uncooperative nature of the Block officials and some officials of Department of Rural Development (Former DRDA) has also limited and delayed the study. People's lack of interest to participate in discussion for the study to a great extent. Despite all these I have managed to complete my study.

The MNREGA act came in to the force in 2006 therefore very less books are written related to this subject as a result of whom the researcher congregated his most of the secondary data from field reports, news paper articles and internet sources only.

1.14 Chapterization

The whole thesis has been arranged into nine chapters. Chapter-I is the introductory chapter which spells out the background, objectives, data base and methodology of the study. Chapter-II deal with geographical background of the Sawai Madhopur district. This chapter contains physical aspects such as relief, slope, geology, flora and fauna are discussed first and subsequently land use pattern and demographic characteristics have also been discussed.

Chapter three describes highlight of MNREGA in Sawai Madhopur. Chapter four focus on evaluation of MNREGA and the functioning of MNREGA covering various aspects of MNREGA inclusive of manpower employment generated under MNREGA, the socio-economic characteristics of the participants, projects completed under MNREGA and various other performance indicators relating to the implementation of MNREGA.

Chapter five analyses MNREGA implementation, its role in changing scenerio of rural development, impact on rural development and discusses the overall impact of MNREGA on village economy. The characteristics of sample households, their income and consumption pattern. Chapter six concerns on MNREGA and people's participation in rural development specially women participation.

Chapter seven deals with outcomes and potential benefits of MNREGA. Chapter eight focus on unfinished agenda, critical factors of MNREGA and public grievance.

Chapter nine provides concluding remarks, future prospects, suggestion and policy implications emerging from the study.

CHAPTER – 2

GEOGRAPHICAL PROFILE OF THE STUDY AREA

Implementation of MNREGA in Rajasthan

The NREGA launched by the Union Government in 2006 to provide rural livelihoods is having an annual budget of more than Rs. 40,000 crore. NREGA, which is the largest job guarantee scheme in the world, is having the potential of transforming the lives of millions of people across the country that has low income. Employment under MNREGA by income category indicates that 40% of households accessing MNREGA.

A fall within the low-income group, with a monthly income of up to Rs. 657 Rajasthan was one of the best implementing states and it was ranked first for MNREGA implementation (in terms of employment generation per rural household) by MoRD during 2007-08. However the recent studies and data from the Delivery Monitoring Unit Report show that the status in Rajasthan is alarming. The table below taken from the MNREGA website of Rajasthan (<http://nrega.raj.nic.in/>) shows the declining trend for the last 4 years in terms of expenditure, number of families given work, number of days of work given, average wage rate etc.

राज्य की प्रगति					
क्र.सं	विवरण	2010-2011	2011-2012	2012-2013	2013-14 Jan-2014 तक
1.	जॉब कार्डधारी परिवारों की संख्या (लाखों में)	92.74	95.88	99.47	99.1
2.	कार्य पर नियोजित परिवारों की संख्या (लाखों में)	58.24	48.57	42.17	29.41
3.	कुल सृजित मानव दिवस (लाखोंमें)	3026.65	2042.62	2202.33	1153.55
	1. अनुसूचित जाति द्वारा सृजित (लाखों में)	771.8	421.08	407.49	230.98
	2. अनुसूचित जनजाति द्वारा सृजित मानव दिवस (लाखों में)	704.93	533.65	524.44	320.16
	3. महिलाएं द्वारा सृजित मानव दिवस (लाखों में)	2046.68	1424.29	1518.51	775.59
4.	100 दिवस पूरे करने वाले परिवारों की संख्या (लाखों में)	5	2.85	4.21	1.35
5.	औसत रोजगार दिवस (प्रति परिवार)	52	42	52	39
6.	व्यय राशि (रुपये करोड़ों में)	3300.33	3130.57	3176.63	2194.32
7.	औसत श्रमिक दर रुपये प्रति मानव दिवस	75	94	100	110
8.	औसत व्यय प्रति जिला (रुपये करोड़ों में)	100.01	94.86	96.26	66.5
9.	औसत व्यय प्रति पंचायत समिति(रुपये करोड़ों में)	13.25	12.62	12.81	8.85
10.	औसत व्यय प्रति ग्राम पंचायत (रुपये लाखों में)	36	34.11	34.62	23.91
11.	औसत व्यय रुपये प्रतिमानव दिवस	108	153	144	190.22

Source: www.nrega.nic.in

Figure 2.1 : MNREGA Progress in Rajasthan

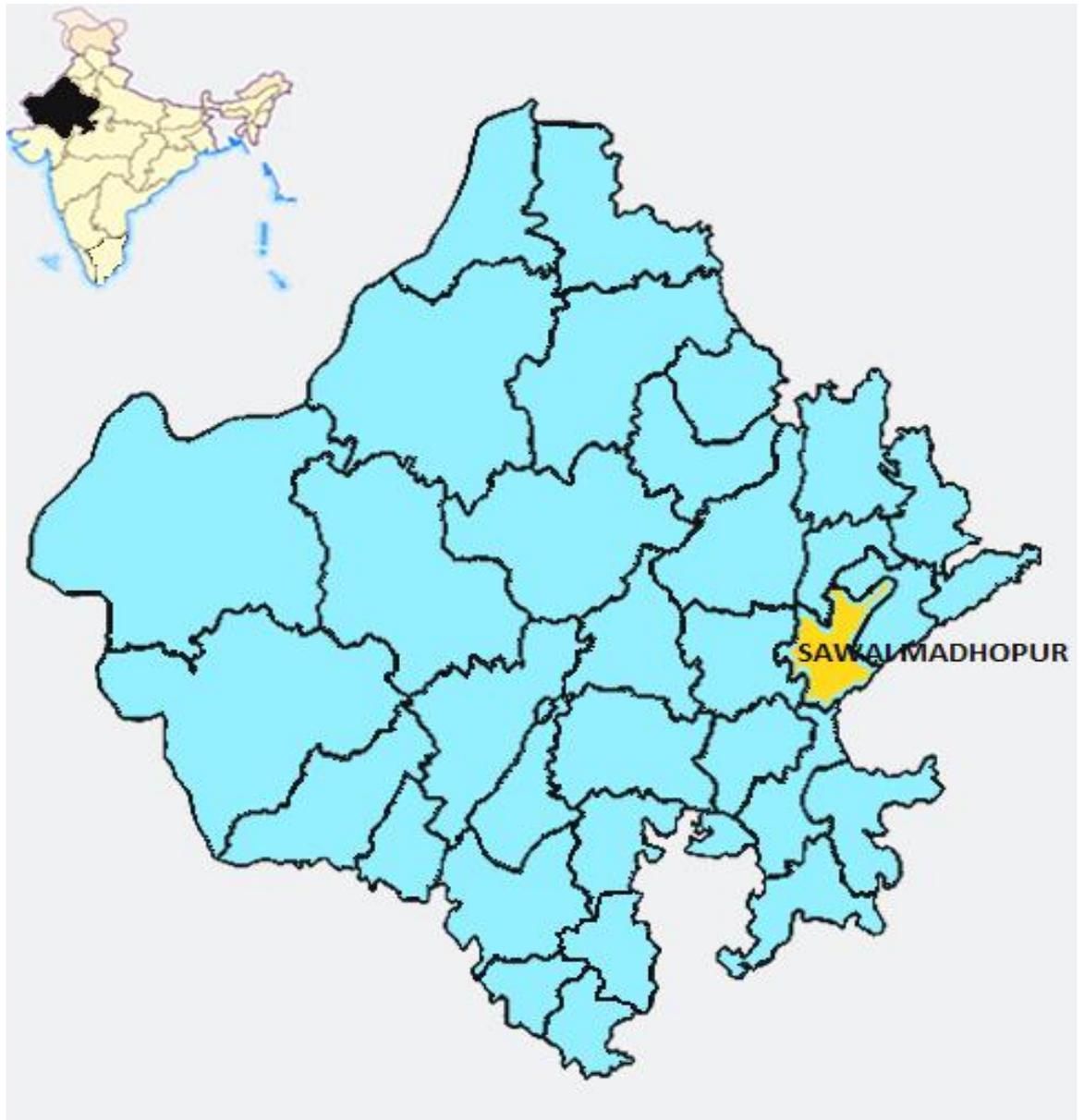
2.1 MNREGA in Rajasthan - A performance trend

Rajasthan was one of the first states to launch this programme in 2006. The state has had a history of relief works and an advantage of an active civil society involvement since the inception of MNREGA. Within two years of implementation and gradual expansion to phase II and phase III districts, it became essential to look at the functioning and impact of MNREGA.

Rajasthan, situated at the north-western part of India is the biggest state in the country of India and lies between 23⁰30 and 30⁰11' North latitude and 69⁰29 and 78⁰17' East longitude. The state shares its north-western and western boundary with the Indo-Pakistan international border that extends about 1,070km and touches the major districts Barmer, Bikaner, Shri Ganganager and Jaisalmer, Rajasthan is bordered by Pakistan in the west and northwest, the state of Punjab, Uttar Pradesh and Haryana in the north and northeast. The state of Madhya Pradesh lies in the southeast and Gujrat in the southwest.

The huge portion of the state of Rajasthan is desiccated and houses the biggest Indian desert the Thar Desert known as the 'Maru-Kantar'. The oldest chain of cold mountains-the Aravali Range splits the state into two geographical zone-deserts at one side and forest belt on the other. Only 9.36% of the total geographical region lies under forest vegetation. The Mount Abu is the only hill station of the state and houses the GurShikhar Peak that is the highest peak of the Aravali range with an elevation of 1,722m. The capital city of Rajasthan is Jaipur.

The north-western state of Rajasthan is the largest Indian state with an area of 3,42,239 sq.km comprising of the 11% of the total geographical area of the country. This state has a type of rhomboid shape and stretches lengthwise 869 km. from west to east and 826km. from north to south.

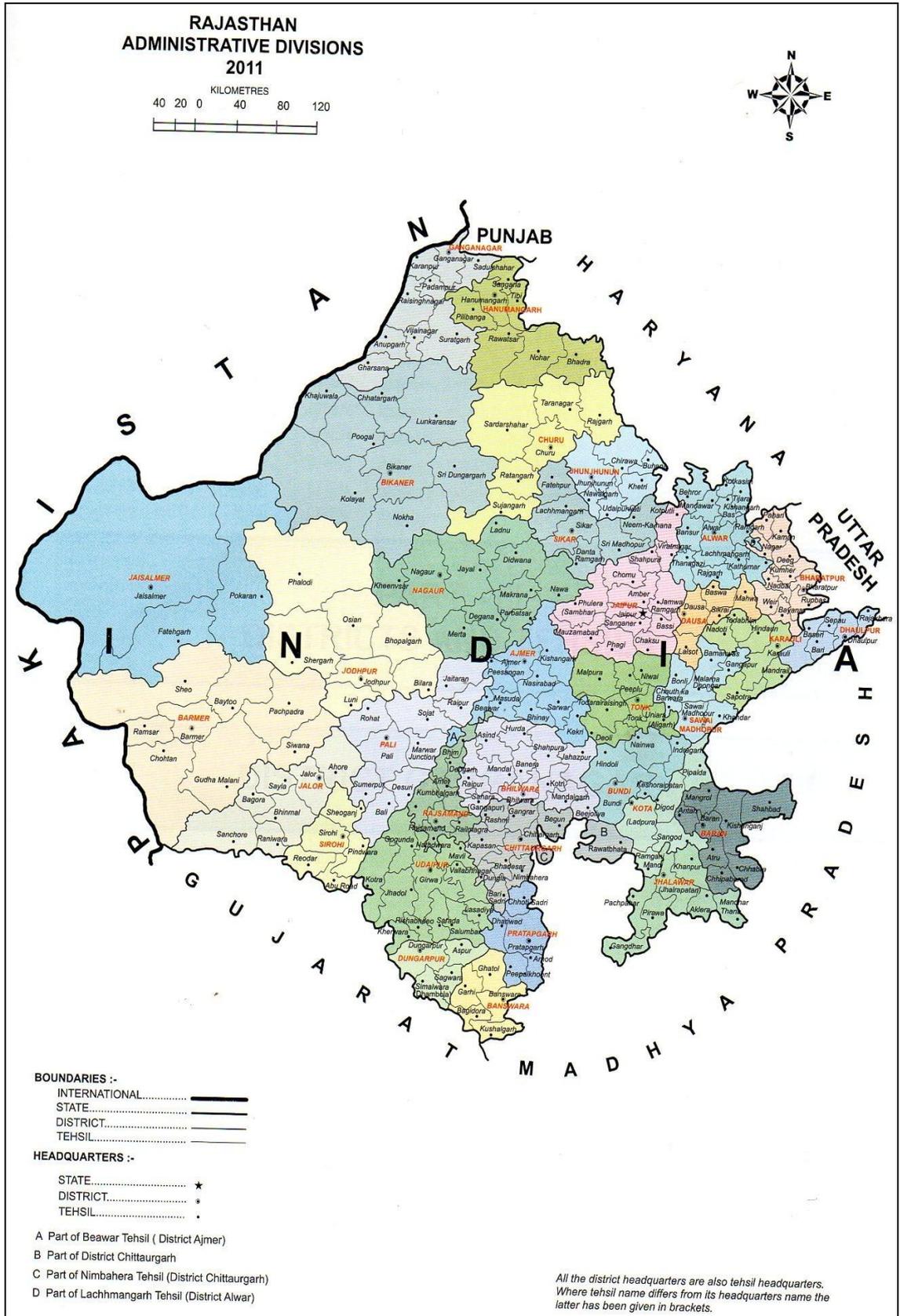


Map 2.1 Study Area : Sawai Madhopur, Rajasthan (India)

Rajasthan: Fact Sheet

- Geographically the largest State in the Country (Area 342239 sq. kms), Jaisalmer District is almost equal to Kerala State (38401 sq. kms).
- 66% area is desert & tribal.
- 70% area is single crop and rain fed.
- Livestock population more than human population.
- 5% of country's population and 1% of its water resources.
- Recurrent droughts.
- Low level of literacy, specially in female.
- 66% people depend on Agriculture & Animal Husbandry for their livelihood.
- 22% population below poverty line.

MNREGA is expected to have a large effect on migration, as rural workers have a guarantee of at least 100 days of employment close to home and therefore have less of an incentive to move to the cities. However, we need more detailed data to estimate the effects of the program on migration over this short period. Helpful information includes surveys asking rural families about migration and their reasons, or more detailed data that would allow for an econometrics analysis on the causes of rural-urban migration and MNREGA's effect.



Map 2.2 Rajasthan Administration Divisions

Table 2.1 MNREGA: Achievements in Rajasthan

MNREGA IS A BOON TO THE STATE

S. No	Activity	Achievements		
		2008-09	2010-11	2012-13 (15.9.13)
1	No. of households registered (lakhs)	15.08	28.71	79.48
2	No. of Job Cards issued (lakhs)	15.08	28.69	78.79
3	% households reported on works as against registered	78%	76%	61%
4	Average days of employments per household	85	77	65
5	% households reporting on works completed 100 days	54%	42%	9%
6	Employment to weaker sections:			
	(i) % Women workers	67%	69%	69%
	(ii) % SC workers	16%	19%	30%
	(iii) % ST workers	64%	46%	24%

Source: www.nrega.nic.in

Table 2.2: Achievements

Indicator	Performance	
	Raj.	All India
No. of households demanded employment per distt.	181094	97889
Person days gen. (lakhs per distt.)	139.86	40.14
Average days of employ. provided to a household	77	41
Completion of 100 days employ	42%	11%
Employment provided to:		
a) SC	19%	27%
b) ST	46%	30%
c) Women	69%	42%
Average exp. Per distt. (Crores)	125.97	44.01
Rajasthan ranked First for MNREGA implementation by MoRD during 2007-08		

Source: www.nrega.nic.in

2.2 Sawai Madhopur District

Sawai Madhopur district encompasses an area of 5042.99 square kms., which is 1.47 percent of the state's area. It is bordered by Karauli district on the north east, by Tonk district in the west; by Dausa district on the north; and by Kota on the South. District Sawai Madhopur has partly plain and partly undulating Hilly terrain. The height from the sea level in the district varies between 450-600 meters.

2.3 Administrative setup

Sawaimadhapur district has 7 tehsils Sawaimadhapur, Choth ka Barwara, Khandar, Bonli Malarna Dungar, Gangapur City, Bamanwas, It has 5 Panchayat Samitis, 800 Revenue villages and 267 patwar circles.

There are 5 Panchayat Samities Viz Sawaimadhapur, Gangapur, Banli, Khandar and Bamanwas.

2.4 Location and physical setting Relief, Slope, Drainage, Geology

Location and size

The district is located in the eastern region of Rajasthan between 25°45' to 26°41' north latitude and between 75°59' and 77°00' east longitude. It is surrounded by Dhaulpur district in the north east, by the state of Madhya Pradesh in the south east, by Kota, Bundi districts in the south, by district Tonk from the west and by Dausa district from the north. Total geographical area of the district as per Surveyor General of India is 5042.99 Sq. Km. The district is 400 to 600 meters above main sea level.



Map 2.3 Location Map of Sawaimadhopur

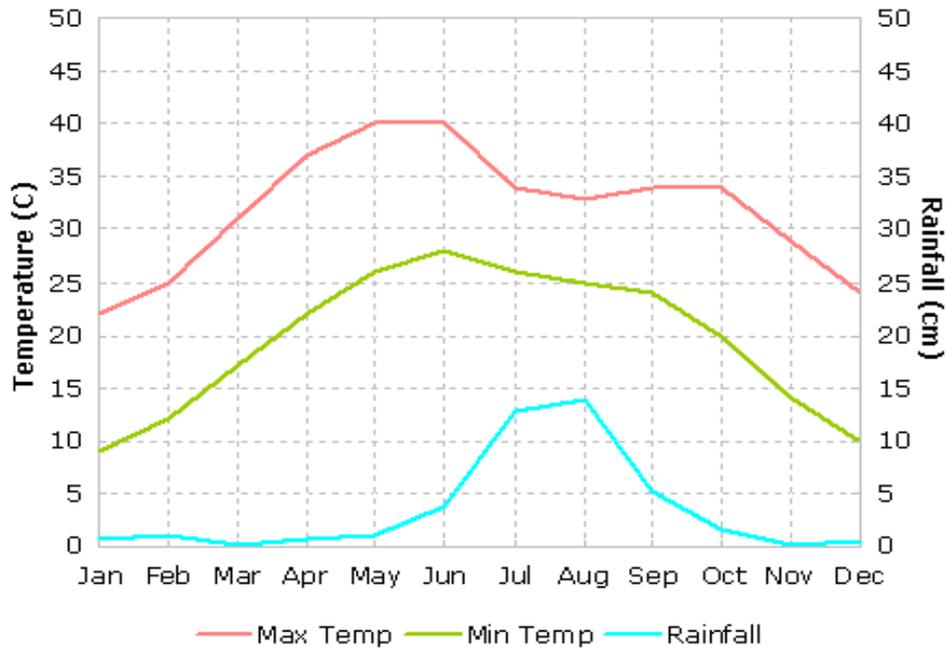
The area under Sawai Madhopur Sub division can be described as hilly area while the remaining part of the district is level and plain. The plains are fertile and their soil in most part light and sandy. The south and south east portion of the district comprised of hills and broken ground which form a part of rest tract of rugged region enclosing the narrow valley of Chambal River. The Chambal river flows on the boundaries of Sawai Madhopur district which works as a dividing line between Sawai Madhopur district and Madhya Pradesh. Ranges of Aravali hills lie in the northern western and southern parts of the districts.

Geology

District Sawai Madhopur is surrounded on one side by the river Chambal and on the remaining three sides by plains. The district is endowed with a variety of mineral resources both metallic and non-metallic. The metallic minerals include lead, copper, iron etc. And non metallic minerals comprise lime stone, clay, silica sand and clay etc. Besides this the districts is also endowed with extensive resources of diverse rocks, suitable for use as building materials and decorative stones. The pink and white spotted sand stone of Silica sand is extensively quarried in the Khandar.

Rainfall

The bulk of the precipitations from SW monsoon and occurs during the months of July to September. The winter rains from NE monsoon are quite common, particularly during December –January. The average rainfall is 800mm. The rainfall during the period from June – September constitutes about 92 percent of the annual rainfall.



Source: www.sawaimadhpor.nic.in

Figure 2.2 : Rainfall and Temperature of Sawai Madhopur District Rivers

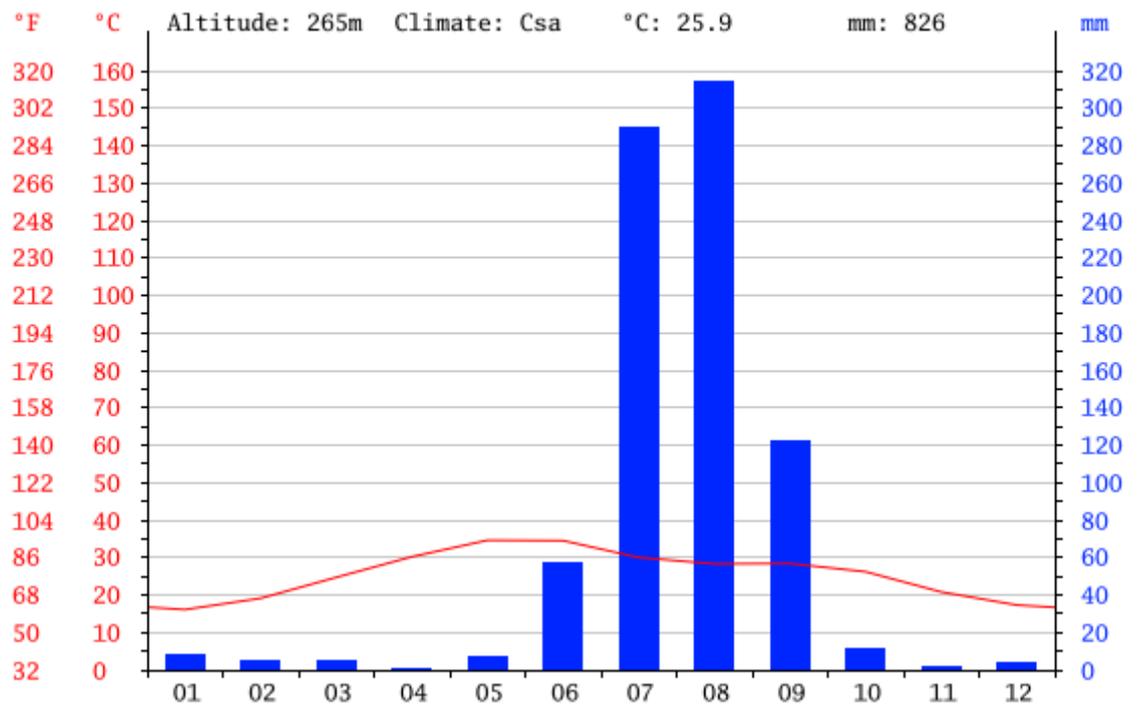
The river Chambal, the only perennial river of the district, forms south eastern boundary with Madhya Pradesh. Banas which originates from Khamnaur hills, flows through this district to a greater length.

2.5 Climate and Forest

Sawai Madhopur district is located in the semi-arid region of the state. The district has a dry climate expect during the short rainy season. The winter extends from the first week of November to March, while the summer season extends from end of March to third week of June. The rainy season follows which lasts until about the third week of September. The normal rain fall in the district is 68.92 cms, while in the year 1995 the maximum rain fall was recorded 106.44 cms. On an average there are 35 rainy days in the years. The maximum rainfall of 36 cms.in 24 hours was recorded at Sawai Madhopur on August 11, 1972. The relative humidity is

generally over 60 percent during the south-west monsoon and during rest of the year the air is dry. The temperature varies from maximum of 49°C in May to a minimum of 20°C in January.

Thus District is characterized by sub-tropical dry climate with district cold (November- February), warm (March-June) and rainy (July-September) season. October is a transition period. The highest temperature (above 47°C is recorded in May-June and the lowest (up to 2°C) in December-January.(Figure No.2.4)



Source: www.sawaimadhopur.nic.in

Figure 2.3: Climatic Condition of Sawai Madhopur District

Temperature

During the summer months of March to June, the temperature is on a continuous rise, with end May and first half of June being the hottest parts of the year. The maximum temperature in May and June rises up to 47°C. In the second half of June, normally pre-monsoon showers start which brings

down the temperature by 3 to 5⁰C. After withdrawal of monsoon by the end of second week of September, days become warm. The nights become progressively cooler. After mid-November both day and night temperatures drop. During the winters January is the coldest month. The daily maximum temperatures drop.

month	1	2	3	4	5	6	7	8	9	10	11	12
mm	8	5	5	1	7	57	290	314	122	11	2	4
°C	16.1	19.1	24.7	30.2	34.6	34.5	30.0	28.3	28.4	26.2	20.8	17.3
°C (min)	8.4	10.7	16.3	22.0	27.2	28.7	26.1	24.9	23.7	18.9	11.9	8.9
°C (max)	23.9	27.5	33.2	38.4	42.0	40.3	34.0	31.7	33.1	33.6	29.7	25.7
°F	61.0	66.4	76.5	86.4	94.3	94.1	86.0	82.9	83.1	79.2	69.4	63.1
°F (min)	47.1	51.3	61.3	71.6	81.0	83.7	79.0	76.8	74.7	66.0	53.4	48.0
°F (max)	75.0	81.5	91.8	101.1	107.6	104.5	93.2	89.1	91.6	92.5	85.5	78.3

Source: www.sawaimadhopur.nic.in

Figure 2.4 : Monthly Temperature and Rainfall

Forest

The area under forest in the district is 816.28 59.km out of which the reserved area under forest is about 674.38 59.km.

The forest covers an area of about 27.77% of the total area of the districts. Dhokara khair, bambu, Neem, Pepla, Sisam etc. are the major trees of these forests. Major products are cooking wood, charcoal, Tendu Leaves, Cuegal, Gum, Kattha, Honey etc. Apart from these above, products of one special type of grass known as khas is also available in abundance in these forests and is used for manual and use & perfumes etc.

Land Use

The total geographical area of the district as per the Surveyor General of India is 5524.99 Sq. km. and as per land record it is 497947 hectares i.e. in the year 1999-2000. The area classified under land use pattern during 1999-2000 is given below.

Table 2.3 : Landuse Pattern in Sawai Madhopur District

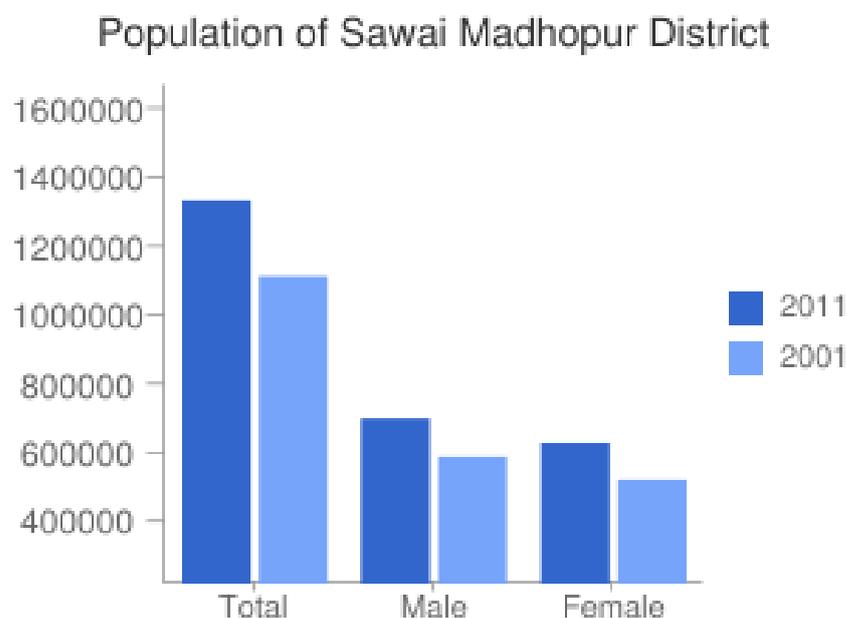
Land Use Pattern	Area Hectares	%
Total Area	497947	100
Forest	79997	16.06
Land Put to Non-agricultural Use	27994	5.62
Barren and Uncultivated Land	39289	7.89
Permanent Pasture and Other Grazing land	24719	4.96
Land under Misc. Tree Crops and groves	543	0.109
Culturable Wasteland	12878	2.586
Other Fallows	22740	4.57
Current Fallow	33182	6.66
Net Area Sown	256600	51.53
Total Cropped Area	329600	
Area Sown More Than Once	73000	

Source: Computation by Author

2.6 Demographic characteristics

Sawaimadhapur District Overview

An official Census 2011 detail of Sawaimadhapur, a district of Rajasthan has been released by Directorate of Census Operations in Rajasthan. Enumeration of key persons was also done by census officials in Sawaimadhapur District of Rajasthan.



Source: District Census hand books

Figure 2.5: Population of Sawai Madhopur District

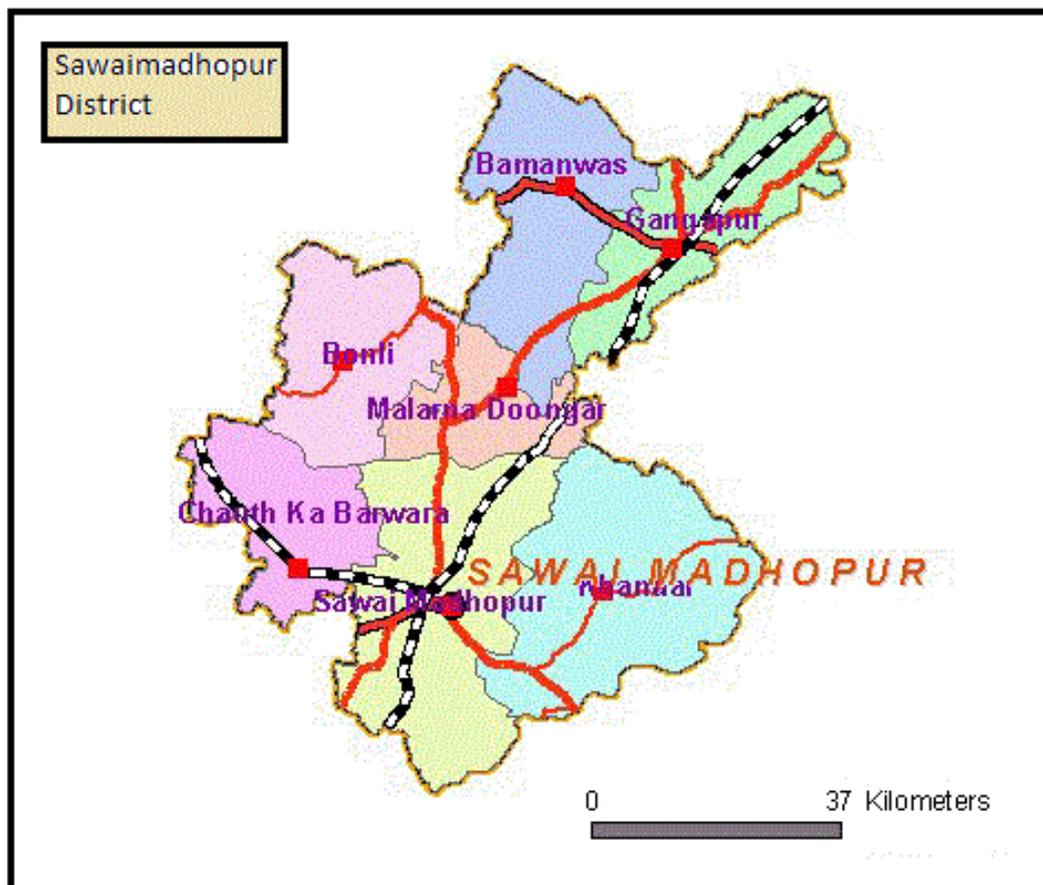
In 2011, Sawai Madhopur had population of 13,35,551 of which male and female were 704,031 and 631,520 respectively. In 2001 census, Sawaimadhpor had a population of 1117057 of which males were 591,307 and remaining 525750 were females.

Sawai Madhopur District Population Growth Rate

There was change of 19.56% in the population compared to population as per 2001. In the previous census of India 2001, Sawai Madhopur District recorded increase of 20.44 % to its population compared to 1991.

Sawai Madhopur District Density 2011

The data released by census India 2011, shows that density of Sawai Madhopur district for 2011 is 297 people per sq. km. In 2001, Sawaimadhpor district density was at 248 people per sq. km. Sawaimadhpor district administers 5042.99 square kilometers of areas



Map : 2.4 Connectivity Map of Sawai Madhopur District

Sawai Madhopur Literacy Rate 2011

Average literacy rate of Sawai Madhopur in 2011 were 65.39 compared of 2001. 56.67 If things are looked out at gender wise, male and female literacy were 81.51 and 47.51 respectively. For 2001 census, same figures stood at 75.74 and 35.17 in Sawai Madhopur District. Total literate in Sawai Madhopur District were 741748 of which male and female were 486184 and 255564 respectively.

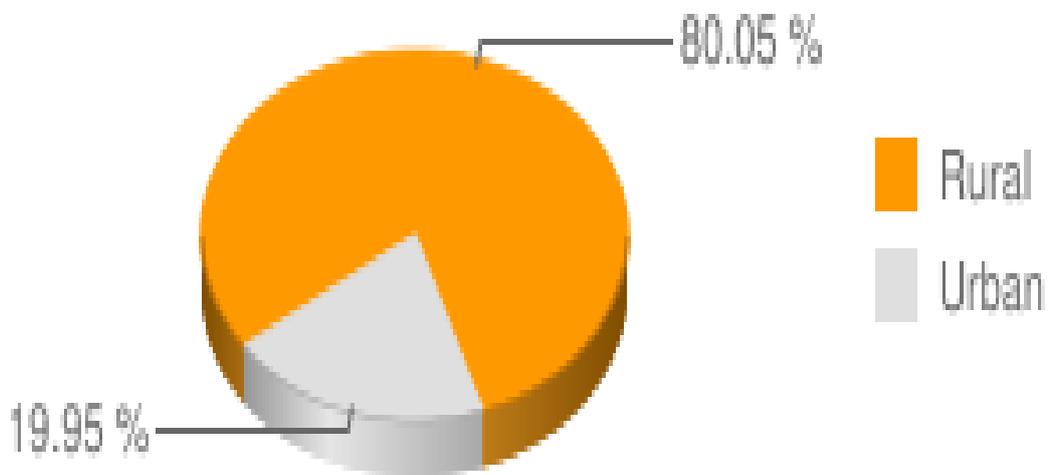
Sawai Madhopur Sex Ratio 2011

With regards to Sex Ratio in Sawai Madhopur, it stood at 897 per 1000 male compared to 2001 census figure of 889. The average national sex ratio in India is 940 as per latest reports of Census 2011 Directorate. In 2011

census, child sex ratio is 871 girls per 1000 boys compared to figure of 902 girls per 1000 boys of 2001 census data.

Sawai Madhopur Child Population 2011

In census enumeration, data regarding child under 0-6 age were also collected for all districts including Sawai Madhopur. There were total 201188 children under age of 0-6 against 206750 of 2001 census. Of total 201188 male and female were 107557 and 93631 respectively. Child Sex Ratio as per census 2011 was 871 compared to 902 of census 2001. In 2011, Children under 0-6 formed 15.06 percent of Sawai Madhopur District compared to 18.51 percent of 2001. There was net change of -3.45 percent in this compared to previous census of India



Source: District Census hand books

Figure 2.6: Rural Urban Population Ratio of Sawai Madhopur

Table 2.4: Population Fact**POPULATION**

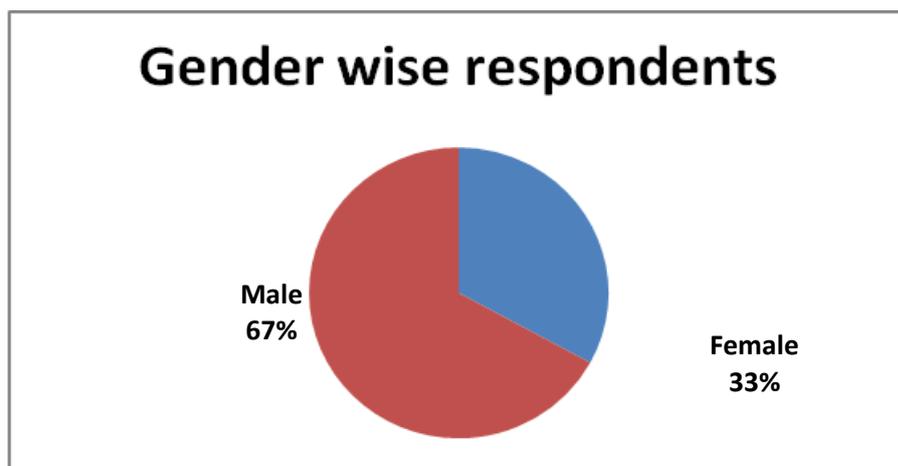
Population (2011)		1335551
	Male (2011)	704031
	Female (2011)	631520
Urban Population (2011)		266467
Rural Population (2011)		1069084
Schedule Cast (2011)		278789
Schedule Tribe (2011)		285848
Density per sq. km. (2011)		297
Population Growth Rate (2011)		(+) 19.56 %
Literate (2011)		
	Male	486184
	Female	255564
Literacy Rate (2011)		65.39 %
	Male	81.51 %
	Female	47.51 %

Source: Districts Census Hand Books

2.7 Respodent's profile

- **Reposndents' Background**

Out of the total beneficiaries in the sample, 120 belonged to the below poverty line (BPL) families and 55 to the above poverty line (APL). The gender wise composition of the sample showed 33% female and 67% male. The awareness level about the program was indeed high. Out of the total, 160 (91.43%) respondents had good knowledge about the scheme, 143 (75%) respondents were literate, and only 13-15 respondents had studied beyond the 10th year of school. This shows that MNREGA beneficiaries are mostly unskilled and semi literate people who need this scheme the most.



Source: District Census hand books

Figure 2.7 : Awareness in Respondents

- **Housing Pattern**

Majority of the respondents had their own house, and majority of the houses were made from stone and mud.

- **Income Sources**

All the respondents were marginal or small farmers and their main source of income was agriculture. They were either doing farming in their own land or were associated with agriculture labour. Majority of the respondents (90%) had their own land, 39% of them had access to irrigation facility.

Table 2.5: Income Sources of Respondents

Income sources	No. Of respondents	% (N=175)
Agri. Labour	117	66.85
Own Farming	72	41.14
Livestock Farming	51	29.14
Non-Agri. Labour	21	12.00
Salaried persons	20	11.42
Small shop owners	13	7.42
Government Scheme	7	4.00
Others	6	3.42

Source : Computation by Author

It may be added here that in general, one or two persons were found to be earning members in the family. About 57% respondents had one earning member in the family and 12% respondents had 2-3 earning members in the family. MNREGA work could be a big help for such families who are small or marginal farmers, depending mostly on the farming income, having only one earning member. MNREGA work could supplement their incomes and raise their standard of consumption.

- **Conformance with the MNREGA Guidelines**

The MNREGA guidelines view the program at the district level in three major phases. These are Planning, Management and Implementation / Execution. In the paragraphs that follow, we look at the state's performance within the framework of these three phases.

Planning Level

As per the guidelines, the administration prepares the plan in close interaction with community based on the community's demand. This fact was reflected in our data as well, where we found that 70% of the respondents informed us that planning was done as per the community's demand and they had taken part in the plan development at village level.

Management Level

The state administration has set up an effective communication channel for MNREGA through a functional Helpline. The administration has developed good printed information material on MNREGA for circulation. It is through the government machinery that the village community gets to know about the MNREGA. Our data shows that the most important sources of knowledge about MNREGA are Gram Panchayat followed by Gram rozgarsahayk. Such a responsive communication has resulted in high awareness level among the beneficiaries. The success in creating awareness is complemented by an effective implementation by the administration. The job cards are issued within 15-17 days' time according to 74.2% respondents.

CHAPTER – 3

HIGHLIGHTS OF MNREGA IN SAWAI MADHOPUR DISTRICT

3.1 Rajasthan Experience of MNREGA

This is the largest ever-public employment programme visualized in human history. On February 2, 2006, amidst great hype and hope, the National Rural Employment Guarantee Act (MNREGA) came into force in 200 of India's backward districts. In 2007, it was extended to cover another 130 district and with effect from April 1, 2008 Act is covering all rural India. The most important change MNREGA represents is that it gives rise from a legally binding law of right to work, MNREGA, as enshrined in law. This implies that the constraint of a fixed budget allocation will no longer affect the attendant entitlements. Guarded by the Constitution, this is a commitment by the State that is unprecedented in the history of India-as enforceable right as well as in terms of financial resources.

3.2 Why Sawai Madhopur District?

The region had to be a district where the MNREGA was being implemented poor. It had to be industrially backward and agriculturally dependent but not productive and hence because of the lack of opportunities in the region it would have to have a history of distress migration, mainly to urban areas as contract labour. A social audit on the MNREGA conducted in

Sawai Madhopur in 2012 showed that there were some irregularities in the way the scheme was being implemented.

- ❖ Severely drought prone area.
- ❖ Bandit affected area.
- ❖ Scarcity of natural resources.
- ❖ Sawai Madhopur is one of the backward districts out of the six districts, where the act was introduced in the first phase.
- ❖ Sawai Madhopur is one of the districts, where the Government claims that “there had not been a single instance – other than one case in Bamanwas block in Sawai Madhopur where anomalies were found in MNREGA”. Hence we have chosen this district for the pilot project.
- ❖ 30% Badland topography.
- ❖ More than 2/3 labour force employed in seasonal works, eg. Agriculture.
- ❖ 85.5% population live in rural area.

3.3 Details of the programme

Distance: Work is to be provided within a radius of 5 kilometers of the applicant’s residence if possible and in any case within the Block. If work is provided beyond 5 kilometers, travel allowances have to be paid.

Wages: Workers are entitled to the statutory minimum wages applicable to agricultural labourers in the state, unless and until the Central Government “notifies” a different wage rate. If the Central Government notifies, the wage rate is subject to a minimum of Rs. 60 per day.

Timely payment: Workers are to be paid weekly or in any case not later than a fortnight. Payment of wages is to be made directly to the person

concerned in the presence of independent persons of the community on preannounced dates.

Entitlement: Any applicant is entitled to work within 15 days, for as many as he/she applied, subject to a limit of 100 days per household per year.

Employment Guarantee Scheme: Each State Government has to put in place an “Employment Guarantee Scheme” within six months of the Act coming into force.

Worksite facilities: Labourers are entitled to various facilities at the worksite such as clean drinking water, shade for periods of rest, emergency health care, and crèche.

Unemployment Allowance: If work is not provided within 15 days, applicants are entitled to an allowance one third of the wage rate for the first thirty days, and one half thereafter.

Permissible works: A list of permissible works is given in Schedule 1 of the Act. These are concerned mainly with water conservation, minor irrigation, land development, rural roads, etc. However, the Schedule also allows “any other work which may be notified by the Central Government in consultation with the State Government.

- Minor irrigation project
- Seasonal sarak/ways.
- Water conservation, drought proofing desalting of tanks, control on overflow water
- Land development/improvement
- Any other work which may be notified by the Central Government in consultation with State Government.

Decentralized planning: The Act includes various provisions for transparency and accountability, such as regular social audits by the Gram Sabhas, mandatory disclosure of muster rolls, public accessibility of all documents, regular updating of job cards, etc.

Implementing Agencies: Works are to be executed by “implementing agencies”. These include, first and foremost, the Gram Panchyats (they are supposed to implement half of the works), but implementing agencies may also include other Panchyati Raj Institution, line departments such as the Public Works Department or Forest Department, and NGOs.

Contractors: Private contractors are banned.

Programme Officer: The Rural Employment Guarantee Scheme is to be coordinated at the Block level by a “Programme Officer”.

Others Provisions

Participation of women: Priority is to be given to women in the allocation of work, "in such a way that at least one-third of the beneficiaries shall be women”, equal wages for women and men in all circumstances, no gender discrimination of any kind and priority for women in the allocation of work; at least 33% of laboures should be women.

Cost Sharing: The Central Government has to pay for unskilled labour wages and 75% of the material and semi-skilled, skilled labour wages. State governments have to pay the 25% of the material costs and unemployment allowance, if liable.

State Council: The implementation of the Act is to be monitored by a “State Employment Guarantee Council”.

Penalties: The Act states that “whoever contravenes the provisions of this Act shall on conviction be liable to a fine which may extend to one thousand rupees”.



Source : Primary

A PARADIGM SHIFT

The MNREGA marks a paradigm shift from previous wage employment programmes either planned or implemented in India’s history. MNREGA is unlike any other in its scale, architecture and thrust. It has an integrated natural resource management and livelihoods generation perspective. The transparency and accountability mechanisms under MNREGA create unprecedented accountability of performance, especially towards immediate stakeholders. Some of its other unique aspects are outlined below:

- Unlike the earlier wage employment programmes that were allocation-based, MNREGA is demand-driven and the transfer of resources from GOI to States is based on the demand for employment in each of the States. This provides an additional incentive for the States to leverage the Act to meet the employment needs of the poor.

- It has legal provisions for allowances and compensation, in case of failure to provide work on demand, and delays in payment of work undertaken. In case work is not provided on time, the States bear the cost of the unemployment allowance.
- It is a demand-driven programme where provision of work is triggered by the demand for work by wage-seekers.
- Social audit, a new feature of MNREGA, creates unprecedented accountability of performance, especially towards the immediate stakeholders.
- A Report on the outcomes of MNREGA is presented annually by the GOI to the Indian Parliament and by the State governments to the State Legislatures.
- It incentivises States to provide employment as 100 per cent of the unskilled labour cost and 75 per cent of the material cost of the programme is borne by the GOI.
- Its design is bottom-up, people-centred, demand-driven, self-selecting and rights-based,
- It provides a legal guarantee of wage employment,
- It overcomes problems of targeting through its self-targeting mechanism of beneficiary selection,
- The order of devolution of financial resources to GPs (with GPs implementing 50 per cent of the works in terms of cost) is unprecedented,
- The bottom-up, people-centric, demand-driven architecture also means that a great share of the responsibility for the success of the MNREGA lies with the wage-seekers, GSs and GPs.

Given the radically new character of the programme, an innovative approach is required for the effective implementation of MNREGA so that the novel elements of the Act can be properly realised on the ground at the cutting-edge level of implementation.

3.4 Main Findings and Analysis

Starting from 200 districts, the coverage of MNREGA was increased to all the rural districts in the country. However, despite coming out of a countrywide struggle for enactment of EGA, the performance of the MNREGA varies a lot across the states.

The major question raises how to implement the Act, which can give justice to the poor for whom the act was designed. To a certain extent, the effective implementation is consequent upon greater awareness and participation of beneficiaries and PRIs, since they have a greater role to play according to the Act. However, technicalities apart, effective implementation of the Act is also conditional on the effort of the state governments in ensuring effective implementation of the Act by doing away with the contractor system, simplifying the implementation design and above all, the political will to ensure its successful implementation.

3.4.1 Total employment generated their socio economic characteristics

Agriculture development related activities accounted for 73.43 percent in total works in phase 1 districts, 66.41 percent in phase 2 districts and 61.36 percent in phase 3 districts. In phase 1 and phase 2 districts, water conservation and water harvesting followed by renovation of traditional water bodies and land development were the major work categories among the agricultural development related activities. In phase 3 districts, drought-proofing followed by minor irrigation and renovation of traditional water bodies constituted the major share of works undertaken among agriculture related activities. Rural connectivity works singly constituted the major

activity among all the works undertaken and completed in phase 1, phase 2 and phase 3 districts. Thus in Rajasthan works under MNREGA mainly concentrated on agriculture related activities designed to ensure future growth in agricultural sector followed by rural connectivity works providing access to all weather roads. Notably, the works undertaken in the MNREGA were consistent with the eight categories of works listed under MNREGA. These included (1) water conservation and water harvesting; (2) drought proofing including afforestation; (3) irrigation canals including micro and minor irrigation works; (4) provision of irrigation facility to land owned by households belonging to the Scheduled Castes and Scheduled Tribes, beneficiaries of land reforms and beneficiaries of Indira Awas Yojana (IAY); (5) renovation of traditional water bodies including desilting of tanks; (6) land development (7) flood control and protection works including drainage in water logged areas; and (8) rural connectivity to provide all weather access and (9) any other work which may be notified by the Central Government in consultation with the State Government.

The works carried out under the scheme suggested that a total of 65,673 works in different work categories have been accomplished during the financial year 2010-11 (till December, 2010) in the state. The corresponding figure was much higher for the year 2009-10, which stood at 1, 21,858 followed by the figure of 54526 in 2008-09. The works undertaken and completed during the financial year 2010-11 indicated that agricultural development related activities accorded top priority which accounted for the maximum share in total number works completed during the year. As evidenced by secondary data, water conservation (27.72 percent), renovation of traditional water bodies (14.92 percent), land development (9.58 percent) minor irrigation (4.69 percent), drought proofing (4.63 percent) flood control (4.23 percent) and provision of irrigation facility to land development (4.09 percent) together constituted 69.86 percent of total works undertaken and

completed. The next in importance was the emphasis on rural connectivity which alone constituted 28.98 percent of total works accomplished during the year. Across the districts, works relating to the development agriculture were given utmost priority, during the year 2010-11.

As recorded for the year 2010-11, water conservation and water harvesting activities accounted for the largest share (29.96 percent) in total expenditure incurred for carrying out different activities followed by rural connectivity (29.26 percent), renovation of traditional water bodies (20.68percent), land development (5.91 percent) and flood control (5.08 percent). As a whole agriculture related activities comprising of water conservation, land development, flood control, drought proofing, micro-irrigation, provision of irrigation facility and renovation of traditional water bodies accounted for the major share of 70.10 percent of total amount spent in the activities undertaken and completed under MNREGA, in the state. In terms of amount spent in different activities phase 1 districts represented the state average picture where water conservation topped the list (33.45 percent) followed by rural connectivity (29.11), and renovation of traditional water bodies (19.14 percent).

3.4.2 Issue of Job-Card and work application

Majority of the households reported no irregularity in the job card in entries of work done and in putting signature of the concerned authorities. Some of the households however informed that they are not sure about of the correctness of the entries made in the job card. It is worth-mentioning that cent per cent of the sample beneficiary households kept their job cards with the holder themselves. Under the Act, there is a provision to submit written application demanding employment generally to the Gram Panchayat stating the registration number of job card, the date from which employment is required and the number of days of employment required. The concerned authority will issue a dated receipt for the application for work. Employment

is supposed to be provided within 15 days of application; otherwise, daily unemployment allowance is to be paid by the concerned authority at the rate prescribed in the Act. In response to the questions related to work application, cent per cent of the respondents reported that they got employed in response to application for work. Out of those who applied, only 18 per cent got a dated receipt for the application and 72.50 per cent got employment under MNREGA within the stipulated time period of 15 days of application. Thus as per provision in the Act, unemployment allowance became due for payment to 27.50 per cent of households. Notably, out of these 27.50 per cent of households, 95 per cent did not get any unemployment allowance.

As per the guidelines, it is the duty of the Gram Panchayet to issue job card with photograph to every registered household free of cost. The job card ensures that workers are in possession of written record of the number of days period of five years and it will be kept in the custody of the household to whom it is issued. In response to the questions related to the issuance of job cards, cent per cent of the households reported that they had not paid any fees or bribes for getting job card. Majority of the households reported no irregularity in the job card in entries of work done and in putting signature of the concerned authorities. Some of the households however informed that they are not sure about of the correctness of the entries made in the job card. It is worth-mentioning that cent per cent of the sample beneficiary households kept their job cards with the holder themselves they have worked, wages paid, unemployment allowances received and so on. The job card is valid for a period of five years and it will be kept in the custody of the household to whom it is issued. In response to the questions related to the issuance of job cards, cent per cent of the households reported that they had not paid any fees or bribes for getting job card.

3.4.2.1 Mechanism of Job Card Registration

This section captures the views of HHs pertaining to the procedures followed by GP in conducting the registration of willing HHs and the efficacy and mechanism of registration process such as survey of HHs, inviting applications, registration for job cards and verification of the same in a transparent manner.

Primary survey shows the response of HHs regarding the method of obtaining job card such as

- (i) approved by Gram Sabha (GS),
- (ii) oral request,
- (iii) applied on plain paper,
- (iv) door to door survey
- (v) any other method. One-fourth of the HHs got their job cards through GS. Nearly half of the HHs have applied for job card through a plain paper. One-fifth of the beneficiaries got their cards through door-to-door survey conducted by GP. Only seven percent of the surveyed people got the job card by oral request. Primary survey reveals the opinion of respondents regarding approval of all applications prior to registrations by GS. The guidelines dictates that all the eligible HHs who were registered for issue of job card have to be approved by convening of GS meeting and by reading the names of those families in the open meetings of GS. Eighty five percent of respondents accepted that the names of registered persons were read out in the GS meeting.

Remaining fifteen percent respondents expressed that all the registered persons were not read out in the meeting. The MNREGA

guideline also dictates that the registration process has to be an open-ended process to facilitate registration of eligible HHs throughout the year.

However, shows that fifteen percent of the beneficiaries did not experience the same. Very negligible number of people in eastern region revealed that they got the job card by intervention of elected ward members/public servants etc. Collective opinion of individual beneficiaries revealed that the registration process was carried out as a ritual for a period of one week or couple of weeks in their respective villages to report the same to Block / District level officials. During this seasonal period of registration, many families who missed out due to various reasons, one among them, migration to neighbouring cities/towns, were making several visits to GP office to register under the scheme. As per the stipulated guidelines of MNREGA, all the eligible registrants have to be verified in an open meeting of GS.

Data gives the response details of HHs who certified that such norm was followed before issue of job card. Three-fourths of the respondents agreed that proper verification of all applicants was done before issuing of job card. An attempt was also made to elicit the views of HHs about the review of applications in GS which were rejected earlier due to various reasons. Primary data shows that only 40 percent of the respondents agreed that the applications which were not approved in the earlier occasion were approved in the consequent GS meetings. Majority of respondents hailing from eastern and southern region expressed their views that once the application was rejected in earlier occasion were not taken up for any review in the consequent meetings. In general, the procedure for reviewing of cases is taking place in a satisfactory, democratic and transparent manner through Grama Sabhas and the applicants were given a chance to present their case in front of other inhabitants of village approved in the earlier occasion were approved in the consequent GS meetings. Majority of respondents hailing

from eastern and southern region expressed their views that once the application was rejected in earlier occasion were not taken up for any review in the consequent meetings. In general, the procedure for reviewing of cases is taking place in a satisfactory, democratic and transparent manner through Grama Sabhas and the applicants were given a chance to present their case in front of other inhabitants of village.

Opinion was also sought about the genuine HHs who wanted to register for job card but could not register due to any reason. According to Primary data, more than 93 percent respondents agreed that every genuine HH who wanted to register was able to do so. Only three percent of the respondents expressed that some HHs could not register as they were absent due to migration or some other reason.

Opinion was collected about the frequency of GS meetings convened for the ongoing activities of registration, approval of works, preparation of plan of activities etc. Primary data shows that there were more quarterly meetings than monthly or bi-monthly meetings. Half of the HHs surveyed opined that GS meetings were convened on quarterly basis. Assessment of the overall responses reveal that the activities are being carried out to a satisfactory level within the guidelines stipulated under MNREGA.

3.4.2.2 Issue of Job Card

Through this section, opinion of all job card holders is collected on issues such as (i) whether all the eligible HH members are included in the job card, (ii) under whose custody, the job card is kept, (iii) waiting period for applying and obtaining the job card, (iv) number of visits by beneficiaries to obtain job card, (v) whether photograph is enclosed on the card, (vi) physical verification and observations on the entries in the job card.

Ten percent of the respondents opined that all the eligible members of the family were not included in the job card. Such responses are widespread from the eastern region where more than 22 percent of the beneficiaries not satisfied with all the willing members of the family not included in the job card followed by southern region with fifteen percent as per primary data. One of the several reasons expressed by the beneficiaries is non-presence of those families during the registration process due to migration for want of wages. Their case could not be taken up later on due to non-persuasion of those affected families. Such cases are rampant in the eastern region.

It has come to light that in the eastern region nearly one-tenth of the beneficiaries' cards are in the possession of either GP official or Mate looking after the worksites contrary to the fact that job card should be in the custody of respective HHs as shown in primary data. On an average, nearly five percentage of the surveyed HHs agreed that the job cards are surrendered to GP officials and only during work allocation they will be handed over to them for getting entries of wages etc.

Another crucial aspect is the time-lag between application and issue of job card. As per the directives of the MNREGA, job card has to be issued at the earliest preferably within couple of weeks. Primary survey shows that two-thirds of the surveyed beneficiaries revealed that the job cards were issued to them within 15 days of application. Nineteen percent of HHs revealed that job cards were issued to them within one month of application in case of only fourteen percent of the families.

Though affixing of photograph is mandatory on the job card, and it is the responsibility of GP office which is issuing the card, there are cases to the extent of 20 percent among the surveyed cards, that no photograph was affixed. More widespread among them were from the eastern and southern region. One-fourth of the job cards verified in Sawai Madhopur district in Rajasthan state did not have any photograph on the job card. Nearly 30

percent of the beneficiaries paid for the photographs. Only in half of the cases, GP facilitated the affixing of photograph of HHs on their respective job cards. Data reveals that almost all the HHs in the Bamanwas and Bonli have affixed their own photographs with their own money.

An attempt was also made to check the entries in the job card regarding wage payment, number of days of employment etc. It was found that in many cases there was no enough space to record wage payment. In two blocks (Gangapur and Khandar) of districts, all the job cards did not have enough space for entry of wage payments. Nearly one-third of the job cards of eastern region did not have proper entries about details of number of days of employment.

3.4.2.3 Registration and Application for Work

This section captured very important aspect of procedures and rules vis-à-vis guidelines of MNREGA followed by the officials at GP level by way of views expressed by the beneficiaries. There are several guidelines to be followed by GP officials such as –

- (i) allotment of work on time,
- (ii) time-lag between application for work and allotment of work,
- (iii) distance between worksite and residence,
- (iv) communication and dissemination of information about works and other activities under MNREGA,
- (v) extent of women participation in all the activities carried under MNREGA,
- (vi) facilities at worksite,
- (vii) redressal of grievances and complaints,
- (viii) record keeping of attendance,

- (ix) wage implementation and awareness,
- (x) procedure to be followed for payment of wages,
- (xi) delay in providing employment within stipulated time and unemployment allowance etc. This section tries to capture the views of all the beneficiaries in the above aspects.

Surveys captures the data on the extent of fulfilment of obligation by GP to provide employment as a mandatory duty under MNREGA for all those applicants who applied for job. Out of 5997 HHs tapped, the 169 HHs expressed that they were not offered employment at the time of investigators interviewed those HHs. Majority among them i.e., 80 HHs out of 1200 HHs hail from western region The reason could be non-starting of the works in those districts, or those beneficiaries are still under consideration while the work plan is underway.

Data captures whether there is any time lag between application for job and allocation of job. According to the guidelines of the scheme, within a maximum period of 15 days of applying for job in writing, wage employment has to be provided. However, the response of the beneficiaries who got the wage employment speaks the other way. Out of the total beneficiaries, 80 percent of them did not get the employment within the stipulated time. Neither of them got any employment allowance as stipulated in the Act. In the northern and north-eastern region, most of the HHs did not get the job within the stipulated time. All the beneficiaries revealed that they were forced to visit GP office several times to seek employment even after applying for the job in writing. In other regions only few people got within the stipulated time.

The enquiry at official level revealed that since they are straddling with teething problems of the scheme such as lack of human resources, lack

of vision, and lack of plan approvals etc. the work allocation got delayed. Officials are confident that this problem will be solved in due course of time.

The scheme was implemented in a gigantic scale at village level and it is commendable that though there is some delay, the work was provided up to the satisfaction of all the job seekers as far as the time lag is concerned. It is commendable to record that 28% of the job-seekers were provided wages within one week of demanding for wage employment. Among the 1712 HHs who constitute nearly one-fourth of the total sample, who were delayed employment beyond two weeks, majority are from the northern and eastern region.

Field survey tries to capture the HH data pertaining to average number of days of work provided to each and every household. There is a maximum limit of 100 days of employment to each household under this scheme. Only 4.5 percent of job card holders did utilize more than 35 days of wages per family. 14 percent of job card beneficiaries get up to 8 days of employment as on the time of this survey. Most of the beneficiaries did not utilize up to 100 days since the scheme is in its initial stages and all of them are yet to get work allocation in near future according to the version of officials. There is non-uniformity of distribution of number of wage-days in each district since the scheme was in its different stages of initiation. In some of the Panchayats surveyed, the scheme was hardly launched. Therefore, most of the eligible families are yet to utilize their share of 100 days of wage employment.

Villagers explain the duration of waiting period after seeking for employment through application. Normally, within the framework of the MNREGA, the work has to be provided within fifteen days of seeking employment. However, the primary data analysis shows that only 71.5% of the job-seekers were provided wage employment within the stipulated time

period of 15 days. Seven percent of the people were provided after 3 weeks of seeking job.

As per the guidelines of MNREGA, the work site should not be more than 4 km away from the GP office/residence of the beneficiaries. However, it was revealed in survey that 5 percent of the beneficiaries did work in those sites which are beyond 4 kms. Notable among them are from Gangapur and Bamanwas regions. More than half of the HHs did work in the worksites which are within the radius of one kilometre from their residence.

Though it is mandatory to provide transport allowance to job card holders in the event of work site falling beyond the distance of 4 km, it was found in the survey that no such allowance was paid in spite of working in sites falling beyond the stipulated distance. However, in case of Gangapur block of Sawai Madhopur, a very minute number of beneficiaries i.e., 13 HHs expressed that transport allowance was paid.

MNREGA Scheme stipulates at least one-third of the wage allocation i.e., person-days to women beneficiaries. Data captures the HH data of women participation in the MNREGA works. An attempt was made to analyse the participation of women in each and every household compared to the total person-days utilized by the respective households. It was found that in 21.5 percent of HHs, women folk of the family did not take part to the extent of 33% of person-days. Only in 42 percent households, the women could share the 1/3rd of the allocated person-days (wage days). However, in 22 percent of the households, the women folk did utilize more than one-third of the utilized person-days in the household.

There has to be several modes of dissemination of information detailing the work allocation so as to inform all the HHs falling in the jurisdiction of GP such as (a) notice board, (b) drum beating, (c) public announcement etc. Through the districts survey an attempt was made to

know the most common mode of communicating the information regarding works. It was found that 55 percent of the HHs did come to know about the works and about the scheme itself through public announcements either in GP or in GS. 29 percent of the people came to know about the scheme and other details through notice boards displayed at GP office. Many among them heard through others who read or seen the contents of the notice board. 16 percent of the beneficiaries have come to know the details through drum beating which is the age-old, traditional way of disseminating the information from the GP office.

The Act under MNREGA stipulates to provide basic facilities such as crèche, first aid, drinking water and shade for workers at the work site. An attempt was made as shown in Tables to enquire the extent of such facilities provided to the workers at the work site. Only 80 percent of the HHs did find drinking water facility at the work site. Only one-fourths of the HHs did agree that there is a crèche facility. However, only 83 percent of the HHs who participated in the wage employment did agree that there is a drinking water facility. Though, a shade for resting in between work hours and during lunch recess is mandatory, only 65 percent of the HHs did agree that there is a facility of shade near the work site.

An attempt was also made to enquire with the beneficiaries whether there are any general nature of grievances or complaints regarding works allocation, registration procedures, and job card allocation etc. These grievances do not contribute to any particular lacunae of officials but the views and opinions of beneficiaries expressed during interaction with the investigators. 4.5 percent of the respondents recorded a complaint about works allocation, though in other cases i.e., registration, and allocation of job card there were only minor complaints as per the data show. Among the complainants, majority are from the western region. Relatively, there were more complaints on the issue of work allocation compared to the process of

registration and issue of job cards. Significant about this enquiry is that majority of beneficiaries expressed satisfaction with the overall work allocation and not attributed to any complaints in general.

Through district office an attempt is made to arrive at an opinion about the awareness of the HHs vis-à-vis minimum wages Vs MNREGA wages, maximum hours of work involved per day, prevailing wage rates in the respective places etc. Two-thirds of the participants agreed that there are separate better wages under MNREGA Scheme compared to local prevailing wage rates. They also agreed that the prevailing rate for unskilled workers is less than the MNREGA stipulated rate.

Primary survey shows that the payment of wages is done either at public place, or work site itself, or GP office or through Bank. One-third of the beneficiaries were paid at the work site itself. 23 percent of the beneficiaries were paid at the GP office while the rest were paid at some other public place.

Recording of attendance at the work site is another important step in the overall process of carrying out works under MNREGA Scheme. Data reveals that 53 percent of the participants could not put their signature on the records and recorded their attendance by thumb impression. 58 percent of the HHs in the eastern region are illiterates and put their signature by thumb impression.

To make the payment of wage highly transparent, and to make it clear to every beneficiary about the details of payments made, it is mandatory to publicly announce the names, number of days of wages, and total amount to be paid to respective participant in order to rule out the ambiguity among the beneficiaries. However, survey shows that nearly 15 percent of the HHs is not convinced that there was any public announcement of individual names

prior to payment of wages. Most of these respondents hail from eastern region, and to be precise majority of the surveyed HHs in Khandar and Sawai Madhopur blocks did not agree that there was a public announcement detailing the payment of wages to individual participant at the worksite.

An enquiry was also made about their knowledge of any person who was delayed work allocation beyond stipulated duration and was paid any unemployment allowance. GS says that no one has come across any person who was paid any such allowance.

3.4.3 A case study of Bamanwas Block

Case Study 01 / Shankarpura Panchyat

Saraswati, runs a small shop in the Bichhochha. She worked only the first year in MNREGA for 44 days and earner Rs 4400/- and feels quite happy with the effort, “this money came in multipurpose at that time and I invested it in my shop. It has become very popular lately, amongst people and they seem quite keen to work for 100 days as it is a good source of employment in this part of the state.” The shop happens to be her main source of livelihood now and she doesn’t need to work under MNREGA any more.

Though it’s been only two years since MNREGA got operational in this GPR of 1500 households, job cards have been issued to everybody interested and eligible. Awareness about MNREGA (locally called “NREGA” in all the blocks) is quite high and one person from each household participated in the works taking place in the respective wards.



Source : Primary

Soil Digging by MNREGA Workers at Barnala

Strategic use of MNREGA money so far, has initiated comprehensive development of the village by increasing income, productivity and preventing land degradation. Works have been undertaken in all the wards (comprising approx 335 household in each) with Catch water drain. Work on Catch water drain in one of the wards “upper talai” on underway with approx 40 households participating. As elsewhere, strength of women in much higher. “Tribal women are very hard working and why shy away from manual, hard work if we need to feel empty stomach!” Roshni Meena rightfully questioned. They are quite eager to learn new skills as well to carry out the tasks.

“The fact that men are fewer in number also gives us an opportunity to try out tasks traditionally being carried out by men until now” remarks Kamali smilingly.

Despite being the first year in the district, people have worked more than 75 days last year and most of women have accounts in their name. But payment is not immediate and this causes a great deal of inconvenience. Renu, a young girl, living with her father is a regular worker in MNREGA. “It is difficult to remember how much money I have earned last year as the gap between payment and work was quite high. But it for spent on buying ration, clothes, food and other essential commodities”. “Working on the hilly, sloppy terrain is no easy job and we need to be paid more than 100, to be honest”-she frankly adds.



Source : Primary

Women Working at Koyala in Sawai Madhopur

She looks forward to working regularly, and gets disappointed if for some reason work gets stopped half way, as happened on one of the occasions in the past. “I, along with others in the group, went to the BDO and made a complaint for the work to resume”. Such is the demand for work under MNREGA.

“Lack of suitable employment in the past made me work on other people’s land, but thankfully I am not required to do so ever since we started working on MNREGA”, says Roshni Meena. She lives with her husband and children and is quite keen to work all 100 days “Working in MNREGA for almost 75 days last year and few days this year, has granted me monetary security to maximize my efforts on my own land, unlike earlier times when I was forced to work as an agricultural labour at a much lower wage on other people’s land”.

This is the story of most of the people who now prefer to maximize their time and effort of their own land. Moreover with MNREGA, with don’t feel forced to work elsewhere at exploitative wages, anymore.

“Frankly we had difficulty making ends meet earlier but a lot has changed now. I am in a position to spend more money on children’s education, household items, food, get my children treated when they fall sick and even spend some money on agriculture now to buy seeds and other inputs” narrated Indira Maya Meena, happily.

Most of the women working at the Box drain site didn’t have a bank account in their name earlier “it is an elated feeling. But the bank being in Morara, we have difficulty going along. We all go together but each of us has to spend 100 Rs. Just on the transport. I don’t like wasting away even a day’s hard earned wage”, says Renuka. Women in remote areas like Bichhochha, have difficulty accessing bank/post offices.

She and her husband also sell milk to supplement their income. With regular earnings from MNREGA now, they are able to concentrate more to optimize returns from mild sale. “Most of the decisions at home are still being taken by men in the family; nevertheless I have begun to have some say in expenditure especially if it is about my earning. This is giving me some sense of freedom, something I had never experienced before”. A

sentiment shared by other women in the group currently working on the box drain in their ward.

Most of the women have joint accounts with other members of the family and this hampers women's complete control over the account, as realized by one of the Panchayat functionaries, "Opening of individual account is a very long, time consuming process though we know the shortcomings of having a joint account. Nevertheless we will try and rectify it in future", he further promised.

Thus emergence of women workers as independent bread winners in the family is also impacting their role in the decision making in the family.

Nevertheless, the discretion to spend on her own needs and control the use of her earnings is something that will take few more years, but thankfully a beginning has already been made.

Decisions regarding MNREGA schemes are taken up in Gram Sabha meetings, held at the start of the work. Women hardly participated in these meetings earlier, but MNREGA has given them a chance to be part of these decision making forums. Though they still hesitate in attending and expressing themselves, proceedings are at least making them aware of the processes involved and other developmental activities of the village.

Thus even in the west district, with just two years behind them, MNREGA is proving instrumental in providing real livelihood opportunities for rural poor. This is also a reaffirmation of the hypothesis that MNREGA has supplemented the income of the worker households and is beginning to bring about an improvement in their standard of living, to an extent.

Unlike previous schemes, MNREGA has also done away with contractors and middle men, thus minimizing the siphoning off of public

money,” I was told that in earlier schemes contractors would take away large part of money that was meant for public, but thankfully, we haven’t come across any middle men yet and money is coming straight into our hands” says one of the young workers present.

People seem quite happy with the choice of works; in fact they all take the decision collectively. They feel that the construction of rural connectivity and flood control structures in their wards as well as the village has been quite useful for the fragile mountain environments. Leela Meena substantiates it saying “Box drain has been quite effective so far in controlling the over flow water and channelizing the water for a more productive use, we had a tough time earlier with severe soil erosion and surface runoff.”

Tree plantation with broad leaf species like “Uttis, Aukhar” etc. has also been carried out on village land primarily to prevent landslides.

Nevertheless, workers are not very happy with the state of assets created so far – be it tree plantation, drinking water tank, cardamom plantation of even.....

“Water tank worked quite well for some time but is need of a repair now. Likewise plantation needed proper care and protection from strong sunshine and rainfall. Lack of it resulted in damaging a good number of seedlings last seasons”, says an elderly women who worked at the plantation last year.



Source: Primary

Pond Constructed on Near Farmlands in Bamanwas

“Water tank worked quite well for some time but is need of a repair now. Likewise plantation needed proper care and protection from strong sunshine and rainfall. Lack of it resulted in damaging a good number of seedlings last season “, says an elderly woman who worked at the plantation last year.

At least 30% of the plants have died in absence of proper care and attention, during summers and winters, they claim. This clearly conveyed some level of awareness of the state of assets created, amongst women.

On condition of anonymity, one of woman workers revealed, “Quality of cement and other material used in water tanks and other assets is clearly not of high standard and this has resulted in the damage to the assets.”

Moreover, many of the plants didn’t bear fruits this year. Many of the saplings, people claim probably came from the nearby areas and not from the forest department, as decided in the meeting.

With just two years gone by, it's little too early to expect women being fully informed on empowering provisions of MNREGA, especially with regards to workers entitlement and MNREGA itself- complaint and grievance redressal, employment allowance, process of social audit, community based planning and evaluation of MNREGA schemes etc. "Except for the knowledge of each household being entitled to 100 days of work, equal and minimum wages for both men and women, necessity of job cards for work, we are hardly aware of any other provision. We don't even know the full form of MNREGA" says Renu and her father. "Attempts need to be made to improve awareness levels and capacities to help villagers use MNREGA provisions optimally"- agrees the Mate.

Though job cards are duly filled up (with signature of authority missing in all) , awareness of different sections of job cards, details mentioned including the amount and number of days, is pathetically low, especially amongst women.

According to Saraswati, Roshni, and others, worksite facilities are routinely absent except for drinking water (contradictory to the Mate who claimed the presence of all facilities). Nevertheless young women with children and aged residents are also assigned work as per their physical status.

Women are also not aware of inspection visits to the site by vigilance committee (as claimed by a member of vigilance committee- comprising 9 members including one woman) of any senior officer from the Block.

"Aged women are thankfully not denied work. An old woman from our ward, having a mentally challenged young daughter, and with no other source of income, could make her ends meet with 5000-6000 money she earned working in MNREGA earnings have been truly helpful to people like her, cope with real difficult times"- an emotion shared by everyone present.

Case Study 02 / Medpura, Bonli Block

Rajasthan is immensely endowed with poor biodiversity, forest and water resources. The livelihood of the people is intimately connected with these resources and appropriate water and forest management would benefit agriculture, horticulture activities like cultivation of exotic fruits, ecotourism, and hydropower generation and also reduce erosion.

However the fundamental water related challenge for Sawai Madhopur has been:

1. Ravine topography in Dang and Maad Area (a deep narrow valley and blocky black soil).
2. Loose top soil, deforestation and steep gradient leading to severe land degradation during monsoon.
3. Uneven spatial and temporal variation in rainfall
4. Concentration of rainfall during 2-3 months of the year
5. High intensity and volume of rainfall leading to high surface runoff and soil erosion

These along with the recent drying up of Banas river has limited the livelihood options of the people and posed a serious socio-economic challenge for the people.

The Banas is the major source of water in Sawai Madhopur with about 50% of rural household depending on it for drinking and agriculture purpose. It is formed when there is a small crack in the rocks and it is recharged by the infiltration of rain water in the soil around the catchment area. Deforestation, Climate change and land degradation have reduced the percolation of water in the soil and increased evaporation and surface run of consequently drying the ravines. Thus there is a need to respond to these water related challenges to ensure that these assets which offer the highest

possibility for sustainable development are managed properly. They, thrust of development agenda needs to be directed towards conservation programme not only by the line department, but a framework which draws on the partnership between the community and the Government along with the principles of conservation.

The MNREGA ravines development (dang vikas) under MNREGA is being implemented in Sawai Madhopur with the objective to rejuvenate the ravines while creating employment opportunities for the rural poor. It seeks to arrest the speed of the surface runoff so that maximum water percolated into the soil and the ravines are recharged.

Under the MNREGA Ravines Vikas programme amount of plantation of fast growing trees, fodder grass, shrubs is being successfully carried out. The survival rate of the plants conveyed that social fencing was strict and successful. A person has also been specifically deputed under MNREGA to look after the survival of plants and ward off illegal grazing by the people. Mukesh Kumar “The result will be visible in the dry season, we are positive that this time water will not dry in Talab and there will be increased flow in Nalas.” Thus the MNREGA Ravines Vikas will directly impact the livelihood of the people living in Rural Sawai Madhopur. It has become a symbol of hope for the rural people whose livelihood has been affected by climate change and other such reasons.

The participation in MNREGA has also raised the capacities of the people to a large extent. People are increasingly becoming aware of the Government schemes and development activities in the village and the role of functionaries like BDO and Panchayats. They said that they have more interaction with their elected representatives after implementation of MNREGA and if they have any problem they approach the BDO. “Earlier we used to be busy in our own household chores and didn’t know what was going on but now we work and know lot of things” Bulbul Kumari.

Manoj Tatu “We are earning more in MNREGA compared to the earlier days, when we were engaged as agriculture labourers and moreover it was not available throughout the season.” Almost all the workers were aware of the minimum and equal wage provision under the scheme and they perceived it as their right which is a very positive sign. The MNREGA has not only given immediate income opportunity but it seems to be changing the social fabric of the society. Kaluram Meena “Earlier we used to take gifts like sugar and local beer and request for loan of Rs. 1000/-to Rs 1500/- to the local mahajans (moneylenders). They charged an interest of 3% to 5% and if unable to pay we had to part with our animals. But now we go to the bank to take our money from MNREGA during emergency.” The workers agreed that opening of bank accounts have increased their saving habit, earlier all the money was received in cash and they spent all they had and during emergencies they approached the local money lenders. Kaluram Meena “we utilize half the money and half remains in the bank because this gives us a sense of security.”

Case Study 03/ Piloda, Gangapur Block

Piloda GPU, comprising 480 households, is situated in this block, not very far from Gangapur.

Savitri, a middle aged woman, living alone with her young daughter, worked in MNREGA last year. She worked along with her daughter, for 40 days last year and the money earned was spent well on household items, foods and health care primarily. She seems quite keen to work in MNREGA, as she feels. “it is a good source of employment especially for women being in village, unlike earlier employment schemes”. She is disappointed that her household chores keep her from participating in MNREGA works happening in her ward.

Besides lacking continuity, earlier schemes didn't maintain wage parity between men and women and invested mostly in laying down of footpath or construction of motorable roads, unlike MNREGA, where a big fraction is for environmental preservation. Focus on environmental restoration works and conservation is a big assurance in this ecologically fragile area, especially from the point of view of women.

With just two years gone by, money has been invested judiciously in all the wards, in carrying out varied works like-footpath, plantation, box drain, village school wall protection and so on.



Source: Primary

MNREGA Work digging a pond to conserve Rainwater in Sawai Madhopur

Like other Blocks, Panchayats and Government Functionaries have been quite prompt with respect to getting job card made of almost 90% of the population and making work available to all those eligible, interested and needy.

Ramfhal Koli, a young woman, is quite happy with MNREGA work. Having availed full 100 days of work last year, she is looking forward to finishing another round this year. Her only regret is that it is not available through the year. She seems quite keen, like others that it goes beyond, 100 days. Though payment is not immediate, she has received wages for 83 days already. “ it is a substantial amount. Though I work all day in my field and

carry out household chores, this is the first time I have earned cash worth 8300 Rs. It is a satisfying feeling. I have invested it well in buying ration, my children's education and it comes in handy when my children fall ill, and also in social causes. It has certainly changed the outlook of my family members ever since I started bringing in money."

ramola Maya, another woman from the same ward, is also a regular presence at the worksite. She is thankful that with MNREGA money coming in now, "I am not required to work as agriculture labour any more. Moreover I was paid very low, just 20-30 Rs. a day, in comparison to Rs 100 that I am getting now, and earlier that too would depend on the whims and fancied of the employer"

Like other areas, women have bank accounts in their name now, for the first time. Lalita has already been to the bank 3-4 times. **"initially I would go with others, but I can go alone too. I certainly feel more confident now."**

"Though money earned has improved our purchasing capacity, nevertheless it can be put to a much better use if the gap between the payment and work gets reduced" –a feeling unanimously shared by all the women.

Another very interesting revelation as shared by Pavitra and others, **"MNREGA has forced private employers to provide us much better rates as compared to earlier times. We have refused to work for them at such a low wage rate, moreover we insist on some parity in wages in wages with men, now that we know we are entitled to it"**. This is an ample proof of increased awareness and exercise of women's rights.

Thus apart from ensuring increased income which could be spent on education facilities, health care, it has increased their power to bargain and negotiate.

“Since we are not aware of the provisions in detail, we don’t know what we are entitled to. Otherwise we will not hesitate to even approach the BDO in case of any violation”

MNREGA seems to have created reasons and opportunities for those in search of alternated employment for stable income, to work and remain in their village with their families. This has had an impact on curbing people’s out migration. **“Few Men and women had migrated to the area where tunnel work was going on. Since MNREGA came in, they have all come back. I too had gone there with my family and we are happy that we don’t need to go there anymore. More than men, we suffered as we were paid less than men, had to slog the whole day, take care of kids and household chores after a hard day’s work and survive in bad living conditions. Children suffer the most in such a situation. MNREGA has been instrumental in bringing us back”**, happily admitted one of the women workers.

It is a fact that during migration, women and children become more vulnerable, as the probability of their being subjected to violence, malnutrition, hunger and insecurity, goes up significantly, in such a repeated situation.

Men strongly feel that MNREGA has come as a boon especially for women, **“Days is not far when they will be confident enough to take decisions on their own, without depending on men. This will definitely impact the strong position men have been enjoying in the society till now”**, though jokingly added by a male relative of Rajni Meena.

Case Study Aksyagadh, Khandar Block

Aksyagadh is the other important village situated in the Block of Khandar in Sawai Madhopur. It is a small village with multi caste society but dominating community Gurjjar. This beautiful village is said to be the **“most picturesque village in the entire area in rainy season.”**

In such a situation MNREGA is a program that has begun to make a difference in the lives of people, particularly women. Furthermore, it is increasingly popular among the workers, ever since it for introduced in 2006.

As amply expressed by a local shop owner, a woman, “It is a unique scheme which allows us to improve our environmental conditions and also earn money doing that”. MNREGA is thus providing not just real livelihood opportunities which are not just helpful in mitigating poverty but also environmental degradation simultaneously.

Patel Punch, the traditional local self governance bodies, has been responsible for the generation information about the availability of work, so necessary for successful implementation of MNREGA. “ All of us have heard of the scheme and almost all the households have worked also”, says Pemaram, a young boy.

Most of the women were of the view that MNREGA is beginning to bring about a significant change in their villages as well as in their own lives. This is because employment is being provided regularly within their village (unlike previous schemes).

Thought it is an agrarian economy, it is not able to provided livelihood the whole year round. In such a situation MNREGA offers an excellent opportunity to women to add up to their household income.

Somatti, living with her family, has worked on the scheme ever since it got initiated three years back. She looked happy having earned Rs. 1500 Rs. for 15 days of work she did last year, She has spent her earnings of consumer timers, food and also on health care and children’s education- “I even spent some money on buying myself Choodi, clothes etc which I could certainly afford earlier but could never decide on my own as I was not earnings then. I certainly feel a sense of freedom”.

MNREGA Success Story

	District Name	Sawai Madhopur
	Block Name	Bamanwas
	Panchayat Name	Shafipura
	Village Name	Radheki
	Work Name	Small pond
	Expenditure on Labour (in Lacs)	5.51
	Expenditure on Material (In Lacs)	0.61
	Work Start Date	7/2/2007
	Man days Generated	10307
	Work Comp. Date	3/31/2008
	Details of Benefit to Public	Solution of water problem
	Beneficiary Name	Rural people

Source: Computation by Author

Most of the women we spoke with have opened up their account in banks and post offices because of MNREGA. In fact many of them have done it for the first time. Chitin feels elevated having a bank account in her name- “I go to the bank myself to take our money. Earlier I would go with a male member but now I can go on my own”. Though a small change, it has given women a taste of independence and strength.

Fixed working hours also (from 8 in the morning till 4 in the evening) is an added incentive. “People need more work and if possible higher wages, to take care of their needs throughout the year”, demands Reetu Verma, a young resident of Livali, “Conditions of living are quite, opportunities of earnings decent livelihood are quite slim though, especially when agricultural work gets over”.

People have collectively worked on schemes undertaken so far like Plantation, Catch water drain, Terracing, road etc. Though level of awareness with respect to details of number of plants planted, area of the land, money invested etc, is quite low, they seem quite knowledgeable of the advantages of these initiatives. They feel box drain, plantation would help considerably in arresting soil erosion taking place through massive surface runoff. Though eventual impact of the plantation will become evident in few years time, villagers have worked collectively despite it being a private piece of land, as they believe that terracing, plantation would result in prevention to landslides and would have a multiplier impact on the surrounding preventing damage to households from getting washed away.

Job card remain with People during the execution of work, and are returned once the work gets over. Women are not much aware of the details given inside the card. Apart from the basic provisions of MNREGA, awareness levels with respect to grievance redressal mechanism, work application procedure, stipulated time period of payment, worksite facilities

etc, is dismal. Moreover, sharing of details of MNREGA scheme is not done proactively by the mate and others Bodies, as claimed by people.

Gender related concerns can be crucial in collective decisions on creation, sustainable of village assets as it can prove effective in the long run in reducing their workload and improving the quality of women’s lives. Their opinion, experience, perspective in planning, implementation and evaluation of process and assets can be very useful in building a gender inclusive community ownership of MNREGA process.

As mentioned earlier, low level of awareness especially amongst women, as well as lack of worksites facilities is quite troubling. It is denying women with young children, the opportunity to make MNREGA a viable option. Procedural delay, resource crunch leading to inordinate delay in payments in another challenge that needs to be overcome.

Nevertheless, the overall impact of MNREGA on women’s lives have been quite positive with improved levels of awareness, increased presence/participation in public forums, and contribution to health care and food security of the family, Gradually, with more effective implementation of MNREGA provisions, it will have a multiplier impact enhancing their economic independence and self-confidence with more just and equitable gender relations at the households and society level.

Table 3.1 : Works Detail of Bamanwas Block in FY (2012-13) and (2013-14)

Works	2012-13	2013-14
Total No. of works takenup (New + Spill over)	1,815	1,784
Number of Ongoing Works	965	1,560
Number of completed works	850	224
% of expenditure on agriculture & agriculture allied works	58.78	52.32

Source: www.nrega.nic.in

CHAPTER – 4

EVALUATION OF MNREGA PROGRAMME IN STUDY AREA

My analysis of MNREGA’s implementation and data shows that the program has some strong results in the short-term. Among them, I have identified the most important results as: providing a safety net for rural citizens, empowering the poor to demand higher wages from private employers, and generating work for women and scheduled tribes and castes. The first and second results are clear goals of the program. Nonetheless, as it currently stands, I do not expect MNREGA to have significant effects in the long term, particularly because workers do not learn new skills and the infrastructure built is of poor quality.

4.1 Timeline of MNREGA

The following table 4.1. Shows the time line of MNREGA whereby the scheme got its modifications during the years of its running.

Table 4.1: The Time Line of MNREGA

Aug 2005	Feb 2006	Apr 2007	Apr 2008	Oct 2008	16 Feb 2009	2nd Oct 2009
MNREGA legalized	Came into force in 200 districts	130 more districts included	Nationwide implementation of the scheme	Wage transaction through banks/post offices	MOU with the postal dept.	Name changed to MNREGA

Source: www.nrega.nic.in

Table 4.2 : Time Schedule

Date	Action to be taken
15 August	Gram Sabha to approve GP annual plan
2 October	Block Panchayats submit Block Annual Plan to the District Programme Coordinator (DPC)
1 December	District Panchayat approves District Annual Plan
15 December	DPC ensures shelf of projects ready for each GP
1 March	Work for the next financial year begins

Source : www.nrega.nic.in

4.2 Work profile under MNREGA, Wage structure and migration issues

4.2.1 Work profile under MNREGA

Work profile under MNREGA has been given in Appendices. Number of members per household employed in aggregate during the year was 1.45 persons in Sawai Madhopur, 1.45 persons in Bonli, 1.23 persons in Khandar, 1.13 persons in Gangapurcity and 1.00 persons in Chauth Ka Barwara with a state average of 1.25 combining all caste components of the sample districts. In each district on an average 0.45 woman were employed per household. During field investigation, three different wage rates were obtained, in the first part of the year, it was of Rs. 77; in the mid of the year it was raised to Rs.80 and then it was revised again and raised to Rs100.00 per day.

4.2.2 How successful has been MNREGA providing 100 day's employment (to registered families at their door steps)

Table 4.3 : Fund Released in MNREGA (Sawai Madhopur)

Block	Fund	Expenditure [In Lakhs.]			
	Released	Total	Labour	Material	Admin
Bawanwas	318.48	281.25	110.91	127.31	43.03
Sawai Madhopur	1375	1830.96	995.88	796.33	38.75
Bonli	273.42	362.28	217.27	116.16	28.85
Gangapur	281.6	335.54	143.99	143.89	47.66
Khandar	1664.12	1229.97	724.69	466.6	38.68
Total	3912.62	4040	2192.7	1650.29	196.97

Source: www.nrega.nic.in

40 households in each sample blocks, only 5 registered households (2.50%) has got 100 days employment; only 3 in Bawanwas block (7.50%) while only 2 households (5.00%) could complete 100 days employment in Gangapurcity block. No record of completion of 100 days employment was observed in the registered households in the rest of the sample districts. No much variation had been observed in average distance from the residence to the work place. In aggregate, it was at 1.11 kms.

Table 4.4 : Job Card Issued

S No.	Block	Projects			Job Cards Issued				
		Sanctioned	Completed	In Progress	Total	SC	ST	Others	BPL
1	Bawanwas	52	58	883	40464	7538	11030	21896	4251
2	Sawai Madhopur	385	46	1550	53688	9691	10885	33112	2
3	Bonli	144	406	818	28286	5502	6789	15995	6897
4	Gangapur	337	11	439	53673	17940	8797	26936	13114
5	Khandar	647	5	2084	61320	12374	23047	25899	3809
	Total	1565	526	5774	237431	53045	60548	123838	28073

Source : www.nrega.nic.in

4.2.3 Nature of assets created and their durability

It has been observed, MNREGA is giving more stress in paying wages to the workers than the volume and quality of works. On the contrary, it is also difficult to assess the quality of work by the non technical persons like us. From eye estimation, it may be mentioned that the quality of work in some areas were not up to the mark. As a result in some areas, it failed to create durable assets and wherever created, it was reported that there is no as such provision for post care of the created assets under MNREGA. However, from the opinion of the interviewees, Sawai Madhopur district showed better performance among the 5 sample districts in creating quality of assets created through MNREGA activity. Over all opinion, 32.50 per cent was found as “very good”, 47.00 per cent as “Good” and 20.00 per cent as “Bad”.

Table 4.4.1 : Job Card Profiles Bamanwas Block

Total No. of Job Cards	40,940
Total No. of Workers	1,01,843
(i) SC Worker % as of total workers	19.04
(ii) ST worker % as of total workers	29.87
Total No. of active job cards	24,021
Total No. of active workers	37,967
(i) SC workers % as of total workers	17.75
(ii) ST worker % as of total workers	32.43

Source: www.nrega.nic.in

Table 4.4.2 : Job Card Profiles Bonli Block

Total No. of Job Cards	51,983
Total No. of Workers	1,50,670
(i) SC Worker % as of total workers	18.83
(ii) ST worker % as of total workers	27.8
Total No. of active job cards	32,264
Total No. of active workers	52,328
(i) SC workers % as of total workers	17.86
(ii) ST worker % as of total workers	32.54

Source: www.nrega.nic.in

Table 4.4.3 : Job Card Profiles : Khandar Block

(i) Total No. of Job Cards	36569
Total No. of workers	100813
(i) SC Worker % as of Total workers	30.92
(ii) ST Worker % as of total workers	9.66
Total no of Active job cards	18596
Total no of Active wokers	28293
(i) SC worker % as of total Workers	37.63
(ii) ST Worker % as of Total workers	6.9

Source: www.nrega.nic.in

Table 4.4.4 : Job Card Profiles : Sawaimadhapur Block

(i) Total No. of Job Cards	30,745
Total No. of workers	88,806
(i) SC Worker % as of Total workers	11.4
(ii) ST Worker % as of total workers	43.69
Total no of Active job cards	13,796
Total no of Active wokers	21694
(i) SC worker % as of total Workers	11.22
(ii) ST Worker % as of Total workers	48.34

Source: www.nrega.nic.in

Table 4.4.5 : Job Card Profiles : Gangapur Block

(i) Total No. of Job Cards	46,732
Total No. of workers	1,16,330
(i) SC Worker % as of Total workers	20.78
(ii) ST Worker % as of total workers	22.57
Total no of Active job cards	19,748
Total no of Active wokers	30426
(i) SC worker % as of total Workers	24.81
(ii) ST Worker % as of Total workers	23.67

Source: www.nrega.nic.in

4.2.4 Wage differential under MNREGA and its comparison with Minimum Wage Act:

Wage differential among different activities is presented in data. Wage rate did not show much difference between beneficiaries and non beneficiaries. Female wage rates were lower in different occupations. Coefficient of variation in respect female is much higher in case of beneficiaries as compared to non beneficiaries. Wage rate of migrant workers was on higher side as compared to wage rate under MNREGA and coefficient of variation was also found lesser. In aggregate, wage rate in

agricultural casual labour were at Rs. 71.18 for male and Rs.63.24 for female; wage rate in non agricultural casual labour were at Rs. 96.29 for male and Rs.67.10 for female; wage rate earned by migrant worker was of Rs.97.33 and there was no report of migrant female worker and wage rate under MNREGA were at Rs. 86.12 for male and Rs.86.33 for female. There was no report of any workers of the households participating in public work programme.

The daily rates of minimum wages for agricultural workers fixed at Rs.106.71 by the state administration of Rajasthan under the Minimum Wage Act of 1948. (Agricultural Statistics at a glance, 2010, DES, MOA, GOI).As per the data collected by the Directorate of Economics and Statistics, Government of Rajasthan, the average daily wage rate for unskilled labourer in rural areas were at Rs.84.65 for field labour Ploughman, Rs.82.72 for herdsman, Rs.82.55(Man), Rs.66.76(Women) for reaper and harvester and Rs.83.47(Man) and Rs. 66.60 (Women) for other agricultural labourer in 2008-09. (Economic Survey, 2009-10) while wage rate of State MNREGA on an average was found at Rs.86.56.

4.2.5 How has MNREGA affected labour migration

The MNREGA in the state is going at a very slow pace and still it was not in a position to speed up its activity to provide the targeted employment of 100 days for each house hold in the reference year. It was also reported that activity of MNREGA in the state was also seasonal on account of prevailing weather condition. Therefore, migration of workers form the village was found to be a common phenomenon in the sample areas. There was no report of labour migrating back into village for MNREGA. There was no report of female migrant workers. Table 4.4 revealed the migration incidents recorded during the Reference period - Jan. - Dec. 2009. The overall migration incidents were at 0.54 persons per household. They also reported that migration depends upon the demand for

unskilled labour and they felt that it is decreasing on account of extensive use of modern machinery.

Among the sample villages surveyed, out migration was observed in almost all the villages; main reason being that MNREGA was not able to provide employment to all job card holders for all un skilled workers of the households. Besides, other workers who did not participate in MNREGA also migrated to nearby towns in search of works. It was also reported that they opted for migration due to higher wage rate as compared to that of MNREGA. Of the total population (983), there were 447(45.57%) workers in the beneficiary households and MNREGA provided employment to 251(25.53%) workers only and that too for 48.23 days on an average for each household during the reference year.

4.3 Rural-Urban migration

In this section of the chapter, ours best forward has been put to examine migration incidents recorded during the reference period (January-December, 2009). The impact of MNREGA on migration, has been enumerated based on the following parameters(aspects) block wise –

- (i) Number of members migrated from the village because of not getting work under MNREGA even after registration per household,
- (ii) In the case some members returned back to the village to work under MNREGA, where were they earlier working (% of returned members),
- (iii) In the case some members returned back to the village to work under MNREGA, in which activity they were earlier working in (% of returned members). It contains: (a) Construction/ manufacturing/mining, (b)Trading/services and transport, (c)

Private work/self business, (d) Other government Work, (e) Agriculture labour, and; (f) Any other.

- (iv) Year in which shifted (% of shifted household) (a) Shifted last year and (b) Shifted before last year, and;
- (v) Is your family better off now compared to previous occupation (% of shifted households).

Highest and lowest percentages of members were earlier working in construction/manufacturing/mining related activities and private work/self business in district-1 (65.00 %) and district-2 (1%) respectively. Gangapur block was ahead in regard to households family experiencing better compared to previous occupation. A high number of members of the MNREGA job card holder families reported to have earlier worked in construction/manufacturing/mining related activities in 3, 4, 2 and 5 (52.00%, 45.25%, 41.50%, and 35.00%) respectively. Members of sampled households also prominently worked as agricultural labourers while they remained migrant workers in districts 2, 4, 3, 5 and 1 (54.50%, 40.25%, 40%, 30% and 20.00%) respectively. Greater percentages of members were found to have shifted before last year 2007 means in the beginning years of MNREGA, when very few of them actually knew about some of the leakages/weaknesses of MNREGA. However, it is interesting to note that quite higher percentages of job card holder sample beneficiaries accepted their families to be in better off position now compared to previous occupation in all the five, viz., 1, 2, 3, 4 and 5 (40.00, 40.25, 50.00 and 30.00) respectively table 4.4. Concluding MNREGA has been successful in reducing the incidence of migration of labourers, but to a low extent. Much has to be done by developing complexity free mechanism of wage payment within a maximum duration of seven days.

4.4 Household (HH) Characteristics

4.4.1 Household Profile of the Respondents

Table containing data related to demographic profile of the respondents endorses that out of the total number of 200 households under beneficiary category and 50 households under non-beneficiary category, average household sizes were estimated at 6.38 and 6 respectively. Under both the categories of respondents male dominated (52.58% and 66.00%) respectively and the aggregate being 55.20 per cent.

Female on aggregate level were found comprising 44.80 per cent. Presence of female under beneficiary group(47.42%) was higher than that of non-beneficiaries (34.00%). 18-60 age groups respondents were largely available for MNREGA works and non-MNREGA works on aggregate and in beneficiary and non-beneficiaries groups (88.00 %, 91.00% and 76.00%) respectively.

Table 4.5 : House Holds Provided Employment in Sawai Madhopur

S No.	Block	HouseHold Provided Employment					Persondays Generated				
		Total	SC	ST	Others	BPL	Total	SC	ST	Others	BPL
1	Bawanwas	40523	811	792	2342	512	95646	20452	16222	65217	13185
2	Sawai Madhopur	54301	4529	4146	11747	0	137852	159587	150088	389043	0
3	Bonli	28381	1358	1260	2362	1433	80832	35134	36453	65126	36840
4	Gangapur	53713	1859	1403	2361	1896	144968	47505	34094	69764	51928
5	Khandar	61669	3805	6848	7339	964	152391	119561	206410	213003	23080
	Total	238587	12362	14449	26151	4805	611689	382239	443267	802153	125033

Source : www.nrega.nic.in

While there was not a single respondent of ST category in any of the five districts, OBC households dominated on aggregate and group levels (49.20%,52.00% and 38.00 %) respectively. BPL respondent households belonging to below poverty line group (BPL) and households undertaking farming as main occupation comprised the majority in the surveyed districts.

No doubt, wage earners were also largely present among the surveyed households on aggregate level under beneficiaries and non-beneficiary categories (40.00%, 43.50% and 26.00%) respectively. Rationally, it can be concluded that on aggregate level, highest percentage of respondents (both beneficiary and non-beneficiaries) was found to be educated up to primary level (42.40%), followed by illiterate (28.00%) and up to secondary level (25.20%). Only 4.40 per cent of the respondents possessed educational status up to graduation. It comprised 18.00 per cent for the non-beneficiaries and only 1.00 per cent for the beneficiaries table No. 3.1. Concludingly, household characteristics of the respondents reveal male dominated, having larger shares of (a) male decision maker (68.40%), (b) educational status up to primary level (42.40%), (c) pre-dominance of OBC (49.20%), (d) greater share of BPL respondents (46.00%), and; (e) undertaking farming as the main occupation (55.60%).

4.4.2 Main Occupation

Field survey contains occupation wise percentage of total mandays per household. Having viewed on aggregate level it could be stamped that Agricultural Casual Labourers (ACL) were at the most advantageous stage (24.90%) including both beneficiary and non beneficiary respondents (26.12% and 20.00%) respectively.

It was followed by households, who worked under MNREGA (23.20%), self-employed in agriculture (15.60%), Non-ACL (12.20%) self-employed in livestock (8.80%) and public works programme other than MNREGA (6.20%). The data in table also helps us in prying out that only 3.40 per cent worked as migrant workers, 2.20 per cent did take up self employment in non-farming activities and only a meagre of 0.40 per cent were engaged in regular/salaried jobs.

Table 4.6: Main occupation (% of total man-days per hh)

Occupation	Rajasthan		
	Beneficiaries	None-beneficiaries	Aggregate
Agricultural casual labour	106.3	65.8	98.2
(%)	24.24	16.18	22.72
Non agricultural casual labour	160.4	139.1	156.1
(%)	36.57	34.21	36.12
Work for public work programmes other than MNREGA	0	0	0
(%)	0.00	0.00	0.00
Self employed in non farming	19.0	68.6	28.9
(%)	4.33	16.87	6.69
Self employed in agriculture	43.0	50.6	44.6
(%)	9.80	12.44	10.32
Self employed in livestock	20.8	12.7	19.2
(%)	4.74	3.12	4.44
Regular/Salary job	16.4	29.2	19.0
(%)	3.74	7.18	4.40
Worked as a migrant worker	18.9	40.6	23.2
(%)	4.31	9.99	5.37
Worked under MNREGA	54.0	0	43.2
(%)	12.31	0.00	10.00
Total	438.8	406.6	432.2
(%)	(100.00)	(100.00)	(100.00)

Source : www.mnrega.nic.in

4.4.3 Household Net Income

Overall analysis of household net income (meant for the surveyed respondents of all the five districts covered) will be explicated taking into consideration the following incomes: Income from (i) Work under MNREGA, (ii) Wages in agriculture, (iii) Wages in non-agricultural, (iv) Wages in Public Works Programmes (PWP), (v) Wages as migrant workers, (vi) Self-employed in non-farming, (vii) Agriculture/livestock, (viii) Regular job/salary/pension, and; (ix) Sale of assets/rent/transfer, etc. As far as the sources of average income for beneficiaries, non-beneficiaries and on aggregate level are concerned it was highest in case of wages in agriculture for the three types. It contributed Rs. 10,347.23 (25.31%), for beneficiaries, Rs. 10,402.58 (25.00%) for non-beneficiaries and Rs. 10,358.30 (25.24%) on aggregate level. Income from wages in non-agricultural activities also formed one of the most significant sources for beneficiaries Rs. 10,016.10 (24.50%), from agriculture/livestock Rs. 10,236.13 (24.60%) for non-beneficiaries and on aggregate level, income from wages out of non-agricultural activities estimated at Rs. 9,261.20 (22.57%) table 3.3. In concluding it can be conveyed that income as wages from agriculture and wages from non-agricultural activities are the prominent sources of net income for the sampled respondents.

4.4.4 Household Consumption

Data in table No. 4.6 containing quantities of food items per capita per month meant for sampled beneficiaries, non beneficiaries and NSSO's data of 1993-94, 1999-2000 and 2004-05 for the state of Rajasthan help us to espy that in regard to rice, the quantum consumed by the surveyed respondents is much lower than the NSSO's average for Rajasthan. As per 1993-94, 1999-2000 and 2004-05 reports of different rounds of NSSO, the quantities were 4.54 kg, 7.59 kg and 7.20 kg respectively, whereas same for beneficiaries and non-beneficiaries were as low as 1.71 kg and 1.37 kg

respectively. Consumption of wheat (per capita per month) by the beneficiary and non-beneficiary respondents (5.73kg and 6.70 kg) aggregate being 5.92 kg was marginally higher than NSSO's 1999-2000 and 2004-05 figures (5.38 kg and 5.45 kg) respectively. Consumption of total cereals on aggregate level (9.51 kg) was clear cut lower than NSSO's 1999-2000 and 2004-05 quantities (13.27 kg and 13.04 kg) respectively.

Lower quantities of total cereals consumed by sample respondents seem to have been adjusted by higher quantity of consumption of total pulses (1.46 kg at aggregate level) than that of NSSO's quantities (0.55 kg, 0.82 kg and 0.61 kg) respectively. Except a bit higher quantities of consumption in case of liquid milk (3.88 litres) and poultry meat (0.350 kg) in regard to all other items, the sampled respondents either equalled or were marginally lower than NSSO's 1999-2000 quantities. Aggregate quantities of consumption of sugar in case of beneficiaries and no beneficiaries (at aggregate level) 0.5 kg, edible oil 0.51 kg and milk products 0.06 kg, were marginally higher or a bit lower than that of NSSO's 1999-2000 quantities (i.e., 0.49kg, 0.43 kg, and 0.07 kg) respectively. In case of consumption of spices (134 gms) and vegetables (4.09 kg) sample respondents on aggregate level were a little bit and significantly lower than that of NSSO's 1999-2000 quantities (193.46 gms and 7.35 kg) respectively. No fruits were found to have been consumed by the sampled respondents of the five surveyed districts. To note that on national level, 57.00 per cent of the total expenditure in rural areas was meant for food items. It means, in Rajasthan, 7.70 per cent more expenditure was incurred on food items by people living in rural areas than that of national level. In monetary terms a total of Rs. 780/- was estimated as expenditure per capita per month for rural areas. Out of it, Rs. 505/- only (64.74%) was incurred on food items. On the other hand, budget for monthly per capita expenditure in urban areas was estimated in the latest NSSO survey at Rs. 1,238/-, out of which Rs. 655/-

(52.91%) was incurred on food items. In the urban areas of the country (at national level), 44.40 per cent of the total expenditure was invested on food items. The microscopic view of the analysis makes the fact clear that with the change of the time and rising income, peoples' preferences could change, but demand for food items (in both rural and urban areas) is still much higher. It further prompts us to accept after examination that productivities and production of agricultural commodities' need to be enhanced on sustainable.

According to Dr. D K Joshi (Chief Economist of the main rating agency of the country (CRISIL), data of National Sample Survey indicate that poorer the state' greater the expenditures on food items. The data are based on the quantum of consumption and expenditures in the reference year 2009 (January-December). So, the monthly per capita expenditures in surveyed districts meant for total food, total non-food and gross total were genuinely higher than the same of the NSS (2004-05) data. Out of the gross total expenditures (on food Rs. 513.26 and non-food Rs. 187.26 items, 73.27 per cent was incurred on food items and 26.73 per cent on non-food items by beneficiary sample households. For no beneficiary sample households, these were 72.28 and 27.72 per cent respectively. On aggregate level, monthly per capita consumption expenditures comprised 72.97 and 27.03 per cent for food and non-food items respectively as compared to 64.51 and 35.49 per cent of NSS (2004-05). Due to significant increase in prices of food items and non-food items too during the five years period of 2004-05-2009, expenditure levels of sample households (Rs. 516.66 for food and Rs. 191.42 for non-food items) were found 1.93 times and 1.30 times (i.e., Rs.266.98 for food and Rs. 146.91 for non-food items) higher than that of NSSO (2004-05) figures. Sample households were not found to have used fruits and confectionery. In regard to sugar only under food items, expenditure of sampled households on aggregate level (Rs.6.03) was a bit

lower than that of NSSO (2004-05) level i.e., Rs. 7.73. In regard to the expenditure on rice, the sample households incurred lower per capita amount (Rs. 38.68) than that of NSSO data (2004-05) i.e., Rs. 67.88 for Rajasthan. On all other items of food (including other cereals, pulses, etc.) expenditures by sample households were higher than NSSO (2004-05) levels, which may be a positive impact of MNREGA that needs to be corroborated by further specific study.

4.4.5 Variability of Income and Consumption

Field survey shows to elicit that average household income during the reference year (2009) and average household consumption during the reference year were higher in cases of non-beneficiaries' (Rs. 41,610.30) and beneficiaries (Rs. 42,882.84) respectively. On overall level beneficiary and non-beneficiaries taken together the average household income was Rs. 41,027.66. The average household consumption was a bit higher (Rs.42,867.07). It is indicative of the fact that beneficiary and non-beneficiary sampled respondents are hardly able to survive out of the income earned by working in MNREGA and other short term or irregular engagements in other public works programmes (PWPs). Less income and higher consumption expenditure is one of the strong reasons for migration of labourers from the village areas.

MNREGA Success Story

	District Name	सवाई माधोपुर
	Block Name	गंगापुर सिटी
	Panchayat Name	अमरगढ
	Village Name	अमरगढ
	Work Name	भारत निवास राजीव गांधी सेवा केन्द्र
	Expenditure on Labour (in Lacs)	0.68
	Expenditure on Material (In Lacs)	7.57
	Work Start Date	5/9/2010
	Mandays Generated	5500
	Work Comp. Date	3/31/2011
	Details of Benefit to Public	सभी ग्राम पंचायत ग्रामीणों का मिल सकेगी एक ही जगह ई ग्राम सुविधाएँ
	Beneficiary Name	ग्राम पंचायत अमरगढ
	Beneficiary Address	ग्राम पंचायत अमरगढ
	Beneficiary Contact No	0
Beneficiary Statement	आईटी सुविधा केन्द्र	

Source: Computation by Author

4.4.6 Functioning of MNREGA - Quantitative Questions

Quantitative questions related to functioning of MNREGA have been addressed and examined to suggest foregone conclusion considering the following aspects:

- (i) Payment of some amount to get job cards,
- (ii) Job card not kept with the job card holder,
- (iii) Authority monitoring functioning of MNREGA,
- (iv) Lodging complaints and actions thereupon,
- (v) Description of works and its starting date,

- (vi) Family members migrated to city after implementation of MNREGA and why,
- (vii) Details of family members migrated back to village to work in MNREGA with reasons, and;
- (viii) Details of family members migrated to city with dissatisfaction and why. At a glance on table No 3.6 reveals 40.00 per cent of sampled households were found not keeping job cards with them for updating entries (UE). 80.00 per cent told about monitoring the functioning of MNREGA. 10.00 per cent lodged complaints, out of which, in 80.73 per cent cases actions were taken. Higher wage rates in city and town areas (HWRC 50.00 per cent) and dual objective of undertaking own agriculture and livestock related works (DOA & LSW 40.00 per cent) were the main factors responsible for migration to city and family members migrating back respectively. Fortnightly payment (FNP-20%) was also one of the dominant reasons for family members being dissatisfied with MNREGA.

An overview on the Appendices leads with a light to arrive at a conclusion that: (i) higher wage rates in city/town areas for different manual, skilled and semi-skilled works, and; (ii) Lower wage rate followed by weekly or fortnightly payment were the main factors responsible for out migration and dissatisfaction from MNREGA related works. The factor mainly responsible for family members of job card holders migrated back to villages was not only the craze to work in MNREGA, but the interest and objectives of (i) Undertaking agriculture and livestock related works in their own small/marginal holdings, (ii) To work in other's fields as casual labourers, and; (iii) To stay with their family members simultaneously.

4.5 The functioning of MNREGA-Qualitative aspects

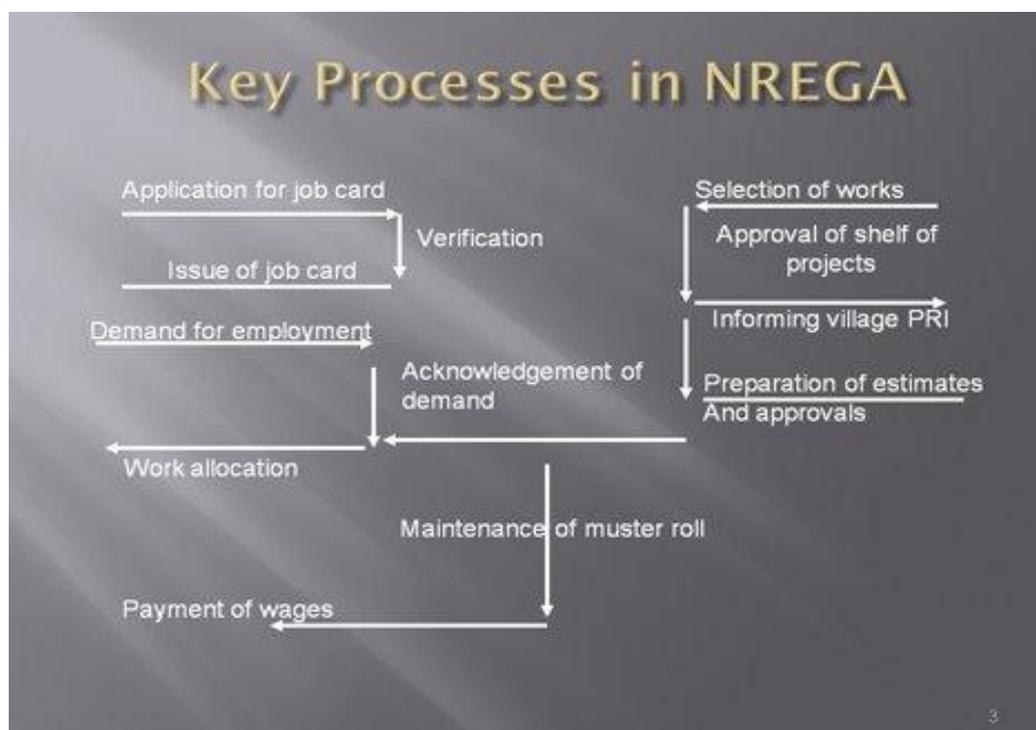
4.5.1 Payment of wages and related issues

In respect of payment of wages under MNREGA, men and women are entitled to receive the same wages. In fact, any form of gender discrimination is prohibited under the MNREGA. Based on the information received from the sample participant households, no gender bias is noted in the responses of majority of households (83.50 per cent).

Only 16.50 per cent of households reported timely payment of wages in favour of men. With regard to the mode of wage payment, cent per cent of the sample households reported that wages were paid on, piece rate/ task wage” basis district data. The measurement of works carried out under MNREGA is done on individual, team and collective basis. In the state of West Bengal, 80 per cent of the households reported that the parameter for measurement of work was group of workers (team). Nearly 10 per cent of households said that their works were collectively measured and another 10 per cent of households reported that their works were measured on the basis of work done by the individual. The Act provides that wages are to be paid on time; disbursement of wages to workers has to be done on weekly basis and not beyond fortnight from the date on which work was done. In our survey data, 49.50 per cent of the total sample beneficiary households received wage payment within the stipulated time – within a fortnight and 50 per cent were paid wages within a month. As an effective check against the embezzlement of MNREGA wages and to prevent defrauding of workers, the government has shifted from cash to bank/ post office payments of wages.

In our survey data, the responses of households show that the MNREGA wage payments have been made either through banks (53.50 per cent) or through post office (46.50 per cent). In case of wage payment made

in the bank/ post office, cent per cent of the accounts were on self's name and the accounts opened are entirely individual account (for each MNREGA labourer). All households unanimously reported that banks/ post office followed the usual banking procedure. There was no complaints regarding wage payments except the delay in wage payments (50.00 per cent) and facing difficulties in accessing the bank or post office accounts (22.50 per cent).



Source: Computation by Author

Figure 4.1: Key Processes in NREGA

4.5.2 Worksite facilities and economic usefulness of the work

As per the MNREGA, it is mandatory to provide the basic facilities at the worksite inclusive of safe drinking water, shade for children and for periods of rest, first-aid box with medicines for emergency treatment. In case of facilities at the worksite, majority reported drinking water facility. Shade for periods of rest and first-aid kit/ medicines were the facilities

available. The availability of child care facility was reported by 10 per cent of sample households. Notably, 80 per cent of the households reported that first-aid kits with medicines were made available at the worksite. In respect of economic usefulness of the works executed under MNREGA, the majority of the responses showed that work is very useful to the villagers. The majority of households constituting 68.50 per cent believed that works were very useful to the villagers. Another 18.50 per cent of households considered works quite useful. In sum, majority expressed satisfaction about usefulness of works, although some of the households (6 per cent) questioned about the usefulness of works. Many of the respondents (56.50 per cent) reported that Gram Panchayet member gave details of the sanctioned amount, work dimensions and other details about the works. Some others (18 per cent) said that such details were not provided.

4.5.3 Monitoring of the work

In response to the questions relating to monitoring of MNREGA works, the sample households unanimously (cent per cent) reported that the concerned officials made frequent visits at the worksite and monitored the execution of works. No one lodged complaint relating to implementation and functioning of MNREGA.



Source: Primary

Work of MNREGA in village Peepalwara in Bonli Block

Table 4.7 : Success at Bonli Block FY (2012-2014)

Works	2012-13	2013-14
Total No. of works takenup (New + Spill over)	2,155	3,202
Number of ongoing works	1,600	2,884
Number of completed works	555	318
% of Expenditure on Agriculture & AGriculture Allied Works	71.02	61.9

Source: www.nrega.nic.in

4.5.4 Nature of assets created and their durability

Majority of the households (63 per cent) reported that the quality of structures created was good and these would last up to 10 years. About 6 per cent of households perceived that the quality of created structures was so good that they could last more than 10 years. About 31 per cent of households were of the view that assets created under MNREGA could last up to 5 years. Hence, these structures require timely repairs and maintenance to be capable of lasting more and generating expected benefits.

4.5.5 Labour migration and MNREGA

One of the objectives of MNREGA is to arrest out-migration of rural labour households who go outside villages in search of employment. In order to know the impact of MNREGA on rural labour migration, related data were collected from the sample beneficiary households. It was revealed from the responses that after implementation of MNREGA, 23.50 per cent of sample beneficiary households were found to be involved in out-migration. In 89.36 per cent of out-migrated households, only one family member migrated to other places which in the rest 10.64 per cent more than one member migrated. This shows that out-migration has taken place even after MNREGA was implemented.

Similarly, some households who migrated earlier to other places in search of employment returned back to village to work under MNREGA. The proportion of such in-migrated households accounted for 23 per cent and among them in 89.13 per cent of households only one member of the family migrated back to the village while in the rest 10.87 per cent of households, more than one member of the family migrated back to the village. There was only one member of one single household (2.13 per cent) who migrated to outside places to work as wage labour due to dissatisfaction from MNREGA.

Overall, the impact of MNREGA on labour migration is positive in the sense that MNREGA has succeeded in bringing migrated households back to village, although at the same time, there are more instances of out-migration. The incidence of out-migration might have been arrested on providing 100 days of employment to each adult worker within a family during a financial year.

4.5.6 Respondents' awareness about MNREGA implementation

Awareness about MNREGA among people in all its aspects is an important ingredient for success of MNREGA. However the responses received from the sample households in the sample villages show that although, the people were aware about the implementation of MNREGA (63.50 per cent), majority were not aware about the specific aspects of MNREGA, specifically right based aspects such as right to apply for work and get employed within 15 days, minimum wages, wages calculation method, unemployment allowance, minimum worksite facilities, mandatory availability of muster rolls at the worksite and the list of permissible works under MNREGA. About 56 per cent of the households had knowledge about work application procedure while only 7.50 per cent of households were aware that they should be provided employment within 15 days and in rest of the cases they were either totally unaware or unsure about their legal right

to get employment within 15 days. Only 29 per cent of beneficiary households reported that they had knowledge about right to minimum wages. Only 14.50 per cent of the households were aware about the provision of unemployment allowance. About 61 per cent of households were found unaware about the provision of minimum worksite facilities. Reportedly, about 94 per cent of households were either unaware or unsure about mandatory availability of muster rolls at the worksite and the list of permissible works under the MNREGA.

4.6 MNREGA and Food Security

MNREGA through generating incremental income is expected to bring about changes in the food security situation at least making available the minimum quantity of food for the entire members of the family. Evidently, 70.50 per cent of households reported that they got full two meals throughout the year 2009 while the rest 29.50 per cent of households did not get full two meals throughout the same year. Out of the households who are not having full two meals, 11.86 per cent did not get sufficient food for one month, 62.71 per cent for two months and the rest 25.43 percent for period of more than two months. To cope with the worsening situation of food security, majority of households (69.49 per cent) suffering from food security took loans from different sources whereas some of the households (28.81 per cent) reduced food consumption taking meal only once a day. However, although some of the households reported worsening situation of food security even after the introduction of MNREGA, the overall impact MNREGA on food security is positive as it has improved the food security for majority of households. In the context of ensuring food security, the potential benefit of MNREGA might have been greater if households are provided with full one hundred days of employment during the financial year.

Under this section, attempt has been made to ascertain the quantitative aspects of MNREGA related to food security. It included the following questions to address various aspects in percentage of household terms (% of households): (i) Do you feel that your family does not have sufficient food for the whole year, (ii) faced any deprivation other than food security, (iii) main difficulties faced by you and your family during the last year, (iv) most important thing lacked by your household, and; (v) suggestions to improve MNREGA functioning (a) Marginal land holdings, low wage rate, lack of desired employment opportunities (30%), (b) no proper housing facilities (28%), and; (c) expense on treatment of diseases (25%) were the main reasons/factors responsible for deprivation and insufficient food for some time for the sample households in surveyed districts. Field data causes to develop absence of drainage, electricity and proper sanitation related housing facilities marginal land holdings low wage rates (both in MNREGA and non- MNREGA works/activities) in rural areas faced with the constraint of lack of desired employment opportunities and significant portion of income spent in treatments for illness of family members or the beneficiaries himself/herself to be the main factors evident through rice paper responsible for some of the deprivations and not having sufficient food for sometime in a year. So 35.00 per cent of the surveyed respondents extended suggestions that more than 100 days of work should be provided under MNREGA. They also suggested providing ensured drinking water, medicines, and shadow and crèche facilities (as per norms contained in MNREGA provisions). A clear and direct view of sample households to make arrangement for wage payment on daily or alternate day basis is of high significance. One of the corrective suggestions by the sample respondents is opportune and needs immediate attention of the planners and authorities of the Central Employment Guarantee Council (CEGC), Ministry of Rural Development (MoRD). The beneficiaries of MNREGA opined that

payment of wages should be preferably made through banks with a view to check defalcation of wage amounts (being, made in some of the cases through fake thumb impression in case of illiterate and migrated job card holders). In nutshell, MNREGA has been helping people towards achieving the goal of food security. However, it needs some improvement with regard to smooth payment at shorter intervals preferably through banks.

4.7 Social Auditing and inspection of MNREGA

This scheme also envisages this step to be carried out. Social audit is considered as the integrative step that completes any scheme. For evaluating the potential outcomes reaching the desired level, this social audit is done. The special features of social audit in this field are given below:

- The social audit- a transparent, participatory and active evaluator process- has the potential to check the corruption that plagues anti-poverty programmes.
- Lateral public accountability systems like conducting social audits are being put in a place. Social audits are to be conducted at least once in a six month. So, social audits have been conducted in 2 villages like Shankarpura and Abhayapura out of seven villages of two blocks.
- The social auditing of the works taken up under the MNREGA was completely new at Shankarpura village.
- In the meeting, the Zilla panchyat officers explained the works taken up under the MNREGA and the amount on them. The villagers also provided the list of works, which are in progress.
- Zilla panchyat officials told the villagers that the employment guarantee scheme was a golden opportunity for not only development of the region but also for eradication of rural unemployment.

- The villagers were told that out of these works two have been taken up, three completed and the remaining were under different stages.



Source: Primary

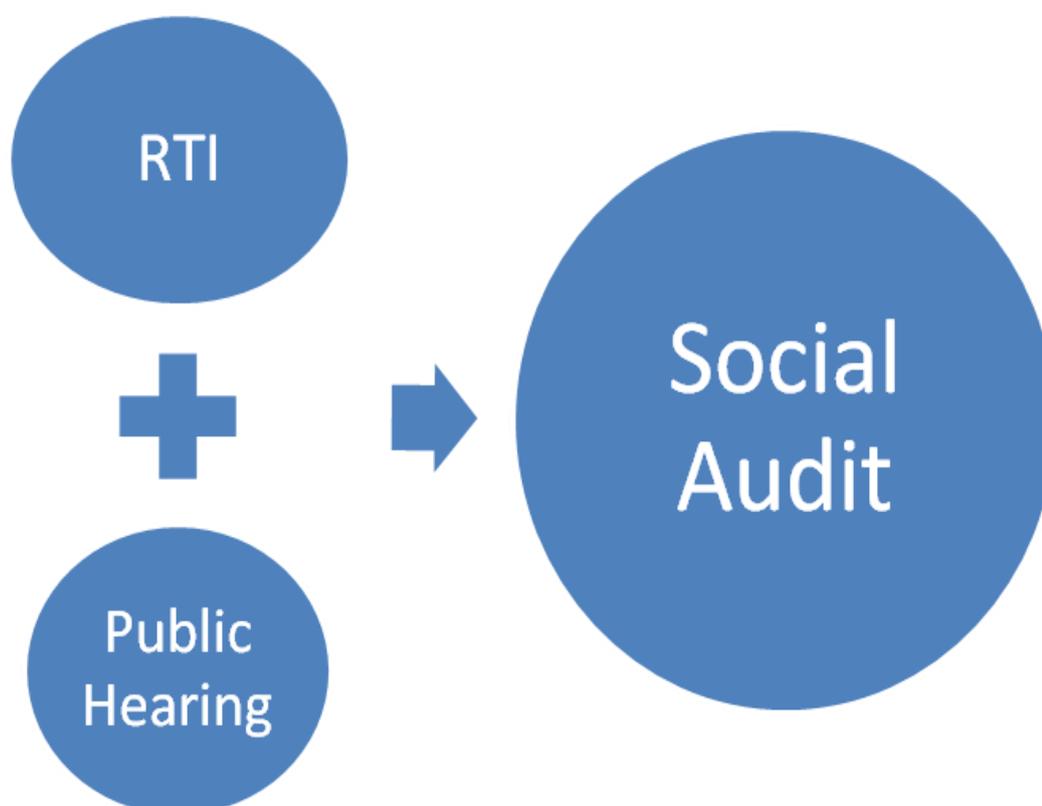
Afforestation by Forest Department under MNREGA

Social auditing and inspection of MNREGA related works have been examined and predicated in the light of the following parameters: (i) Muster Roll verified, (ii) Social Audit, (iii) Inspections conducted, (iv) Gram Sabha held, (v) Complaints received, and; (vi) Complaints disposed. In the year 2008-09, maximum numbers of muster rolls used and verified were found in Sawai Madhopur district (67,755 and 61,788) respectively. It is because of the fact that number of muster rolls used in this district was the lowest among the five surveyed districts.

A careful glance at the table leads us to ascertain the noticeable fact that except in Bawanwas and Bonli blocks during the year 2008-09 and again the two noted districts in 2010-11, social audits were held in all Gram Panchayats of the surveyed districts. While maximum number of total works taken up were seen in Sawai Madhopur district during the three years of 2008-09 to 2010-11 (4692, 4335 and 4153), works prominently inspected at district level could be seen in Sawai Madhopur in the years 2008-09 and 2009- 10. In regard to number of works inspected at block level, Bawanwas,

Bonli and Khandar blocks were ahead during 2008-09, 2009-10 and 2010-11 respectively.

On the parameter of Gram Sabhas held (1930, 1426 and 829) respectively. As far disposal of complaints is concerned, performance of Gangapur Block was very poor in the year 2012-13. While performances of Bawanwas and Bonli blocks were appreciable in the year: Concluding, all the five blocks surveyed showed exemplary performance in regard to most of the parameters of social auditing and inspection of MNREGA works.



Source: Computation by Author

Figure 4.2: Social Audit Processing

Table 4.8 : Social Audit Report

S. No	Block Name	Total GP	No. of Panchayat Covered	No. of Social Audit	Issue Raised and action taken	Verification of Documents	Grievance Submitted and action taken	Minutes of meeting
1	Sawai Madhopur	45	45	45	44	12	0	44
2	Bawanwas	43	43	43	24	0	0	24
3	Bonli	29	28	29	296	0	0	24
4	Khandar	55	55	55	4	0	0	1
5	Gangapur	51	51	51	51	0	0	51
	Total	223	222	223	152	12	0	149

Source : www.nrega.nic.in

An innovative feature of the Mahatma Gandhi National Rural Employment Guarantee Act is that it gives a central role to ‘social audits’ as a means of continuous public vigilance. One simple form of social audit is a public assembly where all the details of a project are scrutinized.

The role of gram sabha and Panchayat Samiti in case of Sawai Madhopur is of great importance in the implementation of the scheme. The act provides that it is the gram sabha that should recommend the gram panchayet in the preparation of the development plan and maintenance of a shelf of possible works to be taken up under the scheme as and when the demand for work arises. It should monitor the exaction of the works as well as conduct regular social audits of the projects under the scheme within the gram panchayet. It is the duty of gram panchayet to provide all the relevant documents including muster roll, bill, voucher, estimate, timeframe, copies of sanction order and all other relevant details to the Gram samiti (beneficiary committee). Gram panchayat will be guided by the works selected in gram sansad meeting. Social audits thus can be seen as a means of promoting some basic norms in public works namely, transparency, participation and accountability.

Monitoring of MNREGA works has also involved muster roll verification. Gram Panchayets are required to maintain muster rolls for every works issued by programme officer in which name of the person on work, his job card number /by-number, days of work, payment made are entered. Signature or thumb impressions of the payees are also recorded in the muster roll.

For effective implementation of MNREGA scheme the state, district block level officers are supposed to monitor programme at every stage of implementation through field visit. Each district is supposed to draw a schedule of inspection to ensure that district level and sub-divisional/block level officers together inspect the works separately.



Source: Computation by Author

Assessment of the Act by the Constitutional Auditor

The state of Rajasthan social audits and vigilance works must be institutionalized in the sense that they must be regularly carried out by Gram Sabhas through the participatory process. Gram sabha is expected to monitor the work of gram panchayat and also to participate in the planning process. In particular the gram sabha will prioritise the works to be taken up, conduct regular social audits of all works carried out in the panchayat and verify that all the relevant norms are being observed.

Social Audit Rules for Gram Sabha

Section 17 of the MNREGA, 2005 provides for regular ‘Social Audits’ so as to ensure transparency and accountability in the Scheme. In this regard, Sub-section (2e) of Section 31 of the MNREGA 2005 mandates that the Central Government can make rules of “any other matter which is to be, or may be, prescribed, (wherein “prescribed” means prescribed by rules made under this Act) or in respect of which provision is to be made by the Central Government by rules”. Where it is intended that Social Audits be conducted in an impartial and objective manner and that the findings of the same be presented without any dilution and action would be taken to address the gap there of with an aim to strengthen the scheme. It is the responsibility of the State Government to conduct the Social Audit. The State Government will conduct the Social Audit according to the pre designed “Schedule of Social Audit”.



Source: Primary

Women Sharing their Work Experience under MNREGA

The State Government will ensure that the agencies for conducting Social Audits are trained.

1. Steps for conducting the Social Audit

- i. Preparation for Social Audit
 - a. However, if the Program Officer is unable to do so within the prescribed time, the Village Vigilance Committee will take charge.
 - b. The Programme Officer has to ensure that the Social Audit is convened on the given date.
 - c. The laborers and village community shall be informed about the Social Audit Forum by the Social Audit teams as well as the administration to ensure full participation.
 - d. The Programme Officer shall notify in writing all the Public Representatives and also concerned staff implementing the MNREGA well in advance to ensure that they are kept informed about the process and are present at the Social Audit Forum.
 - e. The Program Officer shall design a “Social Audit Calendar”. A date for the Social Audit Forum (Gram Sabha) will be set at the beginning of the Social Audit exercise jointly by the administration and the social audit teams.
 - f. The Program Officer has to ensure that regular Social Audits of all works within the jurisdiction of the Gram Panchayat are carried out by the Gram Sabha and that prompt action is taken on the objections raised in the Social Audit

ii. Social Audit process in the village

Social Audit shall be conducted on all works done by the Gram Panchyats and payments made in the period specified by interaction directly with the labourers. It will include,

- a. Corrective action shall be taken to the extent possible. Creating awareness amongst the labourers about their rights and entitlements under the Act will be an important part of the Social audit.
- b. Holding the Social Audit Forum, presided by a worker and not an implementer, in the Gram Panchayat to elicit information as well as read the findings of the Social Audit.
- c. Recording the written statements of the labourers on any issue as well as filling of the Social Audit formats will be done (Format in Social Audit Manual).
- d. Focused group discussions and holding of Ward Sabhas/ habitation meetings with the primary stake holders including special meetings in the SC/ST localities on the various aspects of the implementation of the MNREGA, 2005.
- e. Work site verification.
- f. Door to Door verification of Muster Rolls and payments made in the time period specified for Social Audit.

iii. Social Audit Forum

The Social Audit Forum in MNREGA refers to periodic assemblies convened by the Gram Sabha as part of the process of Social Audit.

- a. Senior officials such as the DPC as well as the Program officer shall on each finding of the social audit exercise in cases of gaps, lapses or deviations fix responsibility and take immediate corrective action. In case of doubt or dispute on any issue, the matter shall be referred to the Programme Officer, who shall treat it as a complaint under Section 23(6), and dispose off the matter within 7 days. In case of a Social Audit finding of a violation of workers' entitlements, such finding shall be disposed off as per Grievance Redressal Rules.

- b. Social Audit reports will be read out in the Social Audit Forum in presence of the labourers, political representatives, the official functionaries of the MNREGA and the media. Where ever required the public will be encouraged to testify and the official functionaries shall be required to be present and respond.

5. Frequency of the Social Audit to be conducted

- (i) Action taken report shall be filed by the Program Officer within a month of the Social Audit Forum being held and the same shall be communicated to the Gram Sabha.
- (ii) Social Audits shall be conducted every 6 months.

6. Role of Administration in the Social Audit Process

Complete cooperation shall be extended to the persons conducting Social Audits for trainings, publicity, ensuring attendance of officers, ensuring no disruption and production of action taken reports for disclosure.

(i) Information

- a. The last audit report of the local fund audit/audit department of the Gram Panchayat shall be placed before the Social Audit Forum before the Social Audit. Audit objections shall be read out aloud, along with compliance.
- b. Information regarding the Social Audit process and date of the Social Audit Forum shall be communicated in writing by the PO as detailed in Sub Section vi (a) of Section (4).
- c. When applications are filed for information of works and other documents pertaining to works undertaken as part of the MNREGA, 2005 photocopies of the same shall be provided ordinarily within 7 working days of filing the application by the Programme Officer.

(ii) Action on the Social Audit findings

Representatives of the implementing agency shall mandatorily be present in the Social Audit Forum and shall ensure that corrective action is taken on the findings and shall implement the decisions taken at the Social Audit Forum without fail and with utmost sincerity. Any Social Audit findings or any item in the Social Audit report that indicates a contravention of the Act or a shortcoming in the implementation of MNREGA should automatically be interpreted as a "complaint" under the Grievance Redressal Rules. Where there is a dispute in the findings of the Social Audit the administration shall cause enquiry and shall decide on the issue at the earliest and not later than one month; the dispute shall also be treated as a complaint under the Grievance Redressal Rules.

Wherever, in the course of a Social Audit findings in the Social Audit reports and the evidence, through written and oral testimonies are established against those who have deviated money in a Gram Sabha or a public assembly, the official or functionary shall initiate action for recovery. This action for recovery shall be without prejudice to action to be taken against the person under the relevant laws; provided that wherever it is established that these irregularities /extractions have had a direct relation to wage payments under MNREGA, the amount shall be paid back to workers within a period of a week. The responsibility of various levels of functionaries is detailed in the Social Audit Manual.

Villagers in Sawai Madhopur, Rajasthan express the urgency of a grievance redressal mechanism

A common held middle-class view is that villagers tend towards lethargy and complacency, and are not driven by an impetus for change. However, this myth far from corresponds to reality, which reveals that, when

provided a conducive platform, villagers can be highly outspoken and articulate about their grievances and demands. A recent public hearing and grievance redress camp held in Sawaimadhopur, brought to light just how many grievances an average villager is faced with and how ardent they are to make these heard. A jansunwai and shikayatnivarana camp in the Gram Panchayat of Koleta unprecedentedly gave villagers the opportunity to publicly speak out their personal and collective grievances before the concerned government administrators. What is more, a simple and ad hoc grievance application mechanism had been set up, allowing each villager to register their complaints and to demand work under MNREGA. In a manifested proactive and spirited manner, over the course of the day hundreds of complaints were written and swarms of people rushed to the mike to testify the non-deliverance of government schemes.

This latest public hearing and grievance redress camp was organised by Suchna evum Rozgar ka Aahikar Abhiyan, in collaboration with Prayatna Sansthan, a local organisation. Prior to the public hearing, an audit team comprised of the two organisations had spent three days carrying out surveys and door-to-door verifications in Koleta Gram Panchayat. The main schemes audited by the team were the Janani Suraksha Yojna, the Deendayal Upadhyaya Gram Jyoti Yojna, and the MNREGA. The state of all these schemes quickly proved to be appalling.

Prominent financial advisors and policy makers from key ministries, including the Ministry of Rural Development and Ministry of Panchayati Raj, observe the proceedings, assuming the role of 'jury'. They have been invited to attend the public hearing as part of a policy and service delivery workshop organized by the Institute of Economic Growth.

On the day of the public hearing itself, a colourful tent is put up on the school grounds. Desks corresponding to each of the departments have been set up, with volunteers facilitating the registration of complaints. One separate desk has been set up for application for MNREGA works. As people begin trickling in they crowd around these tables, each villager anxious to have their complaint noted or their demand for work registered. No one wants to miss this unique opportunity to have their accumulated grievances registered. The commotion around the desks only subsides, when the crowd is convinced that the registering of complaints will be resumed later on and on the following day.

Representatives from all of the departments being scrutinised are present. From the electricity department, the Junior Engineer, the Assistant Engineer, and the Executive Engineer have all shown up. Two CMHOs have come from the health department. The BDO, the SDM and the Tehsildar of Bawanwas are also present. Towards the end of the public hearing, the District Collector also makes his appearance.

The first scheme to be scrutinized is the Janani Suraksha Yojna. Under this scheme, a mother is given Rs 1400 per delivery of a child in a government hospital, as well as Rs 300 to cover the travel costs and free medication. Throughout the public hearing, names of women from the official list of beneficiaries under this scheme are called up so as to cross-examine whether the recorded information is correct. The first woman to speak up is an old woman who is asked whether her daughter had received Rs 1400 for the delivery of her child, as stated on record. The old woman explains that her daughter has been a migrant laborer in Gujarat for the last few years and that both of her children were born there, and had thus received no money from the local health department authorities. The next woman, whose name appears on the official list as having received Rs 1400

for the delivery of her child, announces on the mike that her child was born at home, and was thus not entitled to the government scheme. More than 30 women are now on the stage, each one wanting to announce their story.

One woman says that her child was born en route to the hospital, so she was not given any money. Another one recounts that she had given birth in a private hospital. One woman's name appears on the record three times as having received money for all three of her children's delivery, yet she states that she received Rs 1400 only for the birth of one of her children, as the other two were born at home and in a private hospital. Yet another woman announces that her child was born on the 29th of a given month, yet on record a cheque had been issued to her on the 22nd of that same month.

Various women come to the stage who had received their entitled Rs 1400, yet each one of them recounts that they had been made to pay a 'cut' to nurses and doctors. When asked whether they were given reasons for this payment, they respond that they were told that it was for 'chai' or 'mitai'. One woman was made to pay on so many instances (for the cleaning of her baby, for medication, for the doctor and the nurse, for the taxi fare) so that at the end, she was left with nothing of the Rs 1400 that she had been given. Following each of the accounts, there is uproar of laughter from the crowd. They are all evidently entertained by the unscrupulous, yet all too familiar, extent of these cases of fraud.



Source: www.nrega.com

Scam Scenario in MNREGA Sawai Madhopur District

The next department to be examined is the electricity department. The representative from the electricity department is requested to inform the villagers on their entitlements under the Deendayal Upadhyaya Gram Jyoti Yojna, which provides free electricity connections to BPL families. Under this scheme, BPL households receive all the components required to set up an electricity connection, as well as a CFL bulb, which consumes less electricity. The first man to come to the mike is asked whether he received a CFL bulb, to which he responds that he was given a bulb by the electricity company just the night before. The audience bursts out laughing once again. The audacity of this gesture is apparent to all. The calculation is made that if each CFL bulb costs Rs 100, and there are 83000 households in this block, the non-deliverance of bulbs alone amounts to a fraud of 83 lakhs rupees! Another man comes forward with his entire meter under his arm. He says his

electricity has not been working for over three years, and yet he continues to be billed. Many such stories repeat, with people complaining that they still have no electricity, or that they were made to pay for their electricity components, or that they had not received CFL bulbs, with some exceptions who received a bulb on the previous day.

Lastly MNREGA is scrutinized. The Gram Panchayat secretary reads out the amount that Koleta has spent on MNREGA over the last years, which amounts to a mere 15 lakh in total. When asked why so little had been spent when a Gram Panchayat can claim up to crores of rupees under MNREGA, the response given is that people are not demanding work.

When the audience is asked to raise their hands if they would work if MNREGA were to be resumed, all the hands of the approximately 500 villagers present enthusiastically and vehemently go up. All of them say that they are in dire need of work, but that since years work has not been provided to them under MNREGA. The villagers are informed on the significance of 'Form 6', which gives an applicant of work under MNREGA a receipt as proof of when the work was sought. If work is not provided within 15 days of application, the person is entitled to unemployment benefit.

To conclude the public hearing proceeding, the District Collector engages in an interactive and animated session with the villagers and the audit team. In response to the individual and collective complaints, the Collector makes a range of promises, all of which he ends up keeping. Amongst other, two of the village midwives under the Janani Suraksha Yojna are suspended; the CMHO is ordered to provide a report of the Janani Suraksha Yojna from the entire district of Sawai Madhopur within seven days; CC notices are issued to the BDO and the superintendent of the electricity department; the SDM is ordered to carry out public hearings of this sort in each of the Tehsils of Sawai Madhopur.

Altogether, this event proved to have a highly bestirring and animating effect on people. It became evident that villagers know all too well that they are being deprived of their rights and entitlements, yet they have no opportunity to make themselves heard. In the current state of affairs that does not favor the poor and marginalised, an awareness of rights alone does not translate into redress and accountability. This public hearing and grievance redress camp allowed the aggrieved direct confrontation with those who deprive them of their entitlement. It facilitated a platform from which people's sense of injustice and their demands for redress could not only be heard, but also addressed and ultimately acted upon.

The positive experience of the recent public hearing in Sawai Madhopur signalled an important message for the entire country: in order for the innumerable grievances that a common person is faced with to be heard and addressed, a grievance redress mechanism must be institutionalized. Without such a mechanism in place, people will continuously be subjected to the apathy of government functionaries. A platform from which people can publicly and collectively raise their concerns, as well as a system that facilitates the registering of complaints, as was the case in Sawai Madhopur, ought to be seriously deliberated at the policy level.

CHAPTER – 5

CHANGING SCENARIO BY MNREGA AND IMPACT ON RURAL DEVELOPMENT

5.1 Attitude and awareness about MNREGA

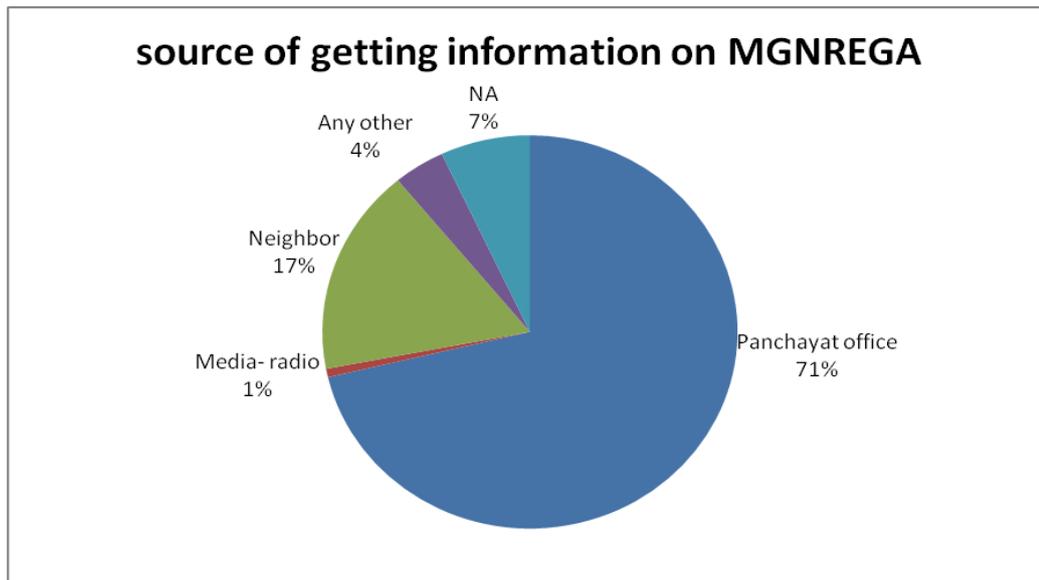
Around 93% of the villagers are aware about the MNREGA. Among them the majority are the STs (63.3%) and illiterate (48%). But workers' awareness on how to apply for job cards, awareness about minimum wages and demand for work was reportedly very low. Around 7% villagers are not at all aware about MNREGA. 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. Only 54% households in this panchayat are having job cards. The procedural and implementation aspects of MNREGA have never been free from confronting some basic challenges like general awareness, understanding policy nitty-gritty, sufficient access etc.

MNREGA 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 MNREGA has emerged out to be a major concern in all the hamlets.

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 MNREGA, 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.

The major source of information for the villagers regarding MNREGA is PRIs including Sarapanchs, Gram Sathi and GP officials. Around 71.3% of the villagers claimed that they informed about MNREGA from GP office which indicates that GP officials playing a significant role in spreading information on MNREGA. 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. Even not in distributing the job cards in an ethical procedure.



Source: www.sawaimadhopur.nic.in

Figure 5.1: Source of getting information on MNREGA

Provisions for safeguard of transparency and accountability are incorporated into the Act and also in the MNREGA guidelines. For instance the MNREGA guidelines require muster rolls to be available in the Panchayat office and also at work sites. This can go a long way to preventing corruption in wage payments, since it makes the muster rolls available for public scrutiny and social audit. But the reality is somewhat else. Interestingly, a large section of the respondents (40.7%) across panchayat report that they hardly see notifications in advance regarding the MNREGA meetings. This perhaps indicates that notices are not widely circulated by the panchayat. The place and mode of notification may also cause hindrance. This is so because the notifications are generally put in the government offices and villagers hardly visit these offices. They visit such offices only when they desperately feel to do so. Further, most of the job seekers being illiterate do not have the ability and inclination to read the notification even when it is written in vernacular language. This is likely to restrict not only the job-seekers' participation in the scheme but also incorporation of their needs and views in works.

5.1.1 Mismanagement of Job Cards

Bribe was also taken from Govt. employees, rich families, by the Sarapanch, Gram sathi and GP secretary in order to give one or two job cards to a single household. Not only that but also there is religion and street biasness and favoritism seen in case of getting job card. Some of the Muslim women claimed that as the Sarapancha is belonging to ST community he has ignored their demand for card in many times. However due to interference of Block Development Officer few of them got the card.

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.

“After complaining through the member of Disha office, BDO came to our village and at last we got our job cards,” Said Sabina Khatun(35 years), a women from Muslim community. She also said, they faced some trouble in getting their payment for which they had to do strike/dharna at BDO office”.

As per the MNREGA guideline, affixing of photographs on job cards is mandatory without any charge. However, not a single job card found with photograph in the field. There is also manipulation of job cards by the panchayat secretary and Gram Sathi for which in most of the job cards, entries were either fake or blank. With respect to average days of employment provided to the households, it is 50 man days according to muster roll, while according to job card entries and labor statement it is 60 and 15 respectively.

Sobha Tanti (40 years), a woman from SC community, had worked for 15 days and was paid for those number of days, but in her job card, 60 days of work mentioned. Likewise (28 years) Baber Ansari, has worked only for 15 days but there was entry of 72 days in his job card. It shows that this system is highly corrupted. No officials are worried about the poor tribal. Regarding the job card updating, no such initiation is being taken by GP.

While large majority of the job card holders reported that they keep the cards in their own custody, few respondents (20%) have reported that their cards are normally kept in the custody of the ward members or sarpanchs or gram sathis. This may largely be due to the ignorance of the job-seekers on custody of the cards. It is also giving an opportunity for officials to manipulate.

5.2 MNREGA Implementation Details

5.2.1 Application for Employment

Regarding employment, respondents shared that they have not availed complete 100 days in a year. Even in last five years nobody got 100 days of employment. The villagers of Shankarpura gram panchayat worked under MNREGA for around 15 days in last five years. Only 10% households received around 50 days of works in last five years.

The average number of respondents applied for employment is very low in the study area (23.17%). Those who applied for job are mostly non-tribal beneficiaries and among them not a single person got unemployment allowance. 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 MNREGA is nothing but mercy of sarpanch. Even in some cases it was found that those who are really needy

of those cards have not received the cards. Whereas few villagers who are working in public sectors have taken job cards and are not at all applying for job. Thus among the job card holders 82.93% of people have worked under MNREGA while 17.07% haven't worked. During the field work it was observed that these households are giving their cards to other households for getting benefits through them.

5.2.2 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 MNREGA. 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 Sarapanch. The internal understanding between contractors, Sarapancha 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. MNREGA guidelines permit execution of road projects providing all weather connectivity in rural areas. However, during field work it was observed that the road remain kutchha and incomplete and is not able to provide all weather access.

Drawing an example of village infrastructure a villagers said that the road which was constructed 2 year back through MNREGA project has not meet the needs of villagers. The quality of road was so bad that it did not continue even for a year. The road is totally wiped out in last rainy season and now it is same as before.

5.2.3 Poor Planning and Lack of Coordination Among Villagers and Official Members

The majority of population said that only road work has been undertaken in their Gram Panchayat which is incomplete due to conflicts among villagers as well as between members of panchayat office and forest dept. Though, there was fund around Rs. 300000 came for watershed activities in 2010 but it was returned to Block office, as the work stopped before it starts due to above reason.

5.2.4 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 laborers who are illiterate and no voice. It is observed from the field that around 81% of the beneficiaries are not having the minimum wages fixed by the centre. While the MNREGA guidelines permit equal wages for equal work, it is not happening in reality. As per the views of few villagers widow and old women are receiving lesser wages in comparison to men Sumitra Gauda, this woman already crossed 65 years, earned only Rs. 30 from MNREGA work for supplying water to workers. According to her, the Scheme from Govt. is good, but those who are taking in charge of it, are not implementing properly.

Now MNREGA 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. But in the study area, around 46.35% of the beneficiaries have not opened their account either in bank or in post office while 53.65% beneficiaries have account. It may be due to lack of interest or lack of awareness. According to some villagers, if there is

regular work and regular payment, we will be interested to open account. 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 MNREGA. However, the situation is not very encouraging in this regard. All the respondents have pointed out that the muster roll is not read out.

5.3 Household consumption

The following analyses attempt to examine the living standard of households across beneficiary and non-beneficiary households depending on consumption expenditure data collected in course of the study. Apart from this, for the sake of comparison, consumption expenditure data furnished by NSS is used. Most of the contemporary studies of level of living and poverty have concentrated on state-level averages drawing data on consumption expenditure furnished by NSSO. This is understandable because the NSS is the only source which provides more or less comparable time series information on the levels and patterns of consumption. The information is gathered by a nation-wide field organization on the basis of scientific sampling procedure and using a rather elaborate questionnaire. Very few studies have attempted any district level analysis based on NSS data because of the very nature of the sampling design followed by NSSO. It was only in the 61st round survey of NSS (2004-05) that the sample design had taken districts as strata in both rural and urban sectors which makes it possible to get unbiased estimates of important socio-economic parameters at the district level, adequately supported by the sample design. However, among the state-level studies conducted in recent years some have highlighted the reduction in poverty (among others Sundaram and Tendulkar, 2003) while some others have expressed anguish over the rising economic inequality (Deaton and Dreze, 2002, Sen and Himanshu, 2004).

Now we proceed to analyze household consumption expenditure data separately on food and non-food items which was collected in course of the study. Firstly, we concentrate on household consumption on food items expressed in terms of kgs per capita per month.

Table 5.1: Progress of Work Execution in Financial year 2014-2015

State: Rajasthan District: Sawai Madhopur

Spill Over Works					
S. No	Block	From Fin. Year 2010-2011 and earlier	From fin. Year 2011-2012	From Fin Year 2012-2013	Total
1	2	3	4	5	6=3+4+5
1	Sawai Madhopur	845	247	210	1302
2	Bawanwas	717	153	48	918
3	Bonli	275	162	298	735
4	Khandar	784	365	396	1545
5	Gangapur	223	71	46	340
	Total	2844	998	998	4840

Work Take Up In Current Year 2014-2015					
S. No	Block	Work Approved in Current Year	Approved In Previous Year	Approved In Current Year	Total
1	2	3	4	5	6=4+5
1	Sawai Madhopur	79	206	62	268
2	Bawanwas	6	12	5	17
3	Bonli	51	416	50	466
4	Khandar	240	134	94	228
5	Gangapur	37	56	29	85
	Total	413	824	240	1064

Work Complete In Update 2013-2014				
S. No	Block	Spill Over Work Complete in Current Year	Approved and Completed in Current Year	Total
1	2	3	4	5=3+4
1	Sawai Madhopur	45	1	46
2	Bawanwas	28	0	28
3	Bonli	0	1	0
4	Khandar	5	0	5
5	Gangapur	11	0	11
	Total	89	2	91

Source : www.Sawai Madhopur.nic.in

The item-wise distribution of expenditure shows that cereal intake of the household population is the largest component of expenditure on food items both for beneficiary and non-beneficiary households, rice being the major among cereals followed by wheat. This pattern does not vary across the beneficiary and non-beneficiary households in terms of the level of monthly consumption per capita. However, there are large differences when the comparison is made by specific non-cereal food items viz. liquid milk, poultry meat & egg, fruits, vegetables and confectionery or beverages. The monthly per capita expenditure on these food items is significantly higher for non-beneficiary households, the difference ranging from 28.57 percent in vegetables to 70.97 percent in liquid milk. In case of poultry meat & egg it is higher by 56.41 percent in case of non-beneficiary households.

In terms of cereals consumption per capita per month, NSS data (2004-05) gives relatively higher figure by about 20.85 percent. As a whole NSS estimates of food-grains consumption is 20.60 percent higher than implied in our survey estimate. In most other food items, viz. sugar, oils, spices and meat NSS shows lower level of consumption than our survey estimates, the difference ranging from 8.33 percent in edible oils to 33.74 percent in spices. NSS estimates of liquid milk consumption is 42.45 percent

higher than implied in our estimate while NSS estimate of poultry meat and egg consumption is lower than our estimate by 30.30 percent.

To carry this analysis a bit further we have compared the monthly per capita consumption expenditure of households by broad commodity items groups under food and non-food. First of all, it is observable that the average level of monthly per capita consumption expenditure (food and non-food) is higher for non-beneficiary households which is of the order of Rs. 539.68 for beneficiary households and Rs. 651.23 for non-beneficiary counterpart. In terms of food intake, the pattern of expenditure shows again higher value figure of monthly per capita consumption expenditure for non-beneficiary (434.94) as compared to beneficiary (376.50). The pattern of expenditure distribution by broad commodity groups as food and non-food appear somewhat different across the beneficiary and non-beneficiary households. Although, the pattern shows a larger share of expenditure on food items in case of both beneficiary and non-beneficiary households, the observed behavioral tendency of non-beneficiary households has been to expend more on non-food items as compared those of beneficiary households. In case of non-beneficiary households, more consumption on non-food consumer goods involves greater sacrifice in food consumption as compared to beneficiary households. Notably, the estimates of consumption expenditure on non-food items for non-beneficiary households is 32.55 percent higher than implied in non-food expenditure of beneficiary households.

The item-wise distribution of monthly per capita consumption expenditure of households shows that food items together accounted for 69.76 percent of the total expenditure of beneficiary households with cereals alone accounting for 31.11 percent, rice (27.78 percent) being the major among cereals. The point to note is that comparatively the share of per capita monthly intake of food item is higher for non-beneficiary households (66.79 percent) with lesser consumption by cereals (26.36 percent) and accordingly

more on non-cereals. With regard to the expenditure on non-food items, both the absolute level as well as the proportion of expenditure on each of the non-food items varied between the beneficiary and non-beneficiary households. In respect of all the items excluding education, the absolute levels as well as the percentage shares of expenditure were higher for non-beneficiary households.

The monthly per capita consumption expenditure data (2004-05) furnished by NSS is also used for the sake of comparison. The NSS consumption expenditure data have given sensible results in various types of analyses and are based on comprehensive sample size. It is however generally believed that the estimates of cereals consumption obtained from NSS consumer expenditure enquiry are on the higher side. Here an attempt is made to carry out the comparisons of household consumption expenditure data collected by us with those of NSS data.

Evidently, NSS data on consumption expenditure are broadly in close agreement with our survey data in respect of total monthly per capita consumption expenditure of households. The NSS figure of per capita monthly consumption expenditure is estimated at Rs. 562.11 (food and non-food) as against our estimate of Rs. 561.99 combining beneficiary and non-beneficiary households together. As opposed to general belief, NSS estimate for cereal consumption is on the lower side by nearly 5.14 percent than the figure derived from our estimate. Both the beneficiary and non-beneficiary households ranked ahead of NSS estimate in respect of per capita cereals consumption of households. The monthly per capita consumption of pulses in 2004-05 as revealed by NSS is exceptionally below the estimate made in our enquiry. It is nearly 53.12 percent less than those of our estimate obtained for all the households together. Notably, the differences is about 51.89 percent in case of beneficiary households and 58.13 percent in case of

non-beneficiary households. The monthly per capita consumption of sugar, cooking oil, milk products, spices, poultry meat & egg and vegetable as obtained from NSS estimate is uniformly below the levels of our estimates. In respect of total expenditure on food items, the NSS estimate of Rs. 329.93 per capita per month is below the estimate of our enquiry of Rs. 388.19 by as much as 17.66 percent. Hence if we rely on the NSS estimate, it would appear that monthly per capita consumption expenditure on food items increased by 17.66 percent during the period after 2004-05. The likely increase in food intake as evidenced by our consumption expenditure data is more for non-beneficiary households (31.83 percent) than beneficiary households (14.12 percent). However, NSS pattern of consumption expenditure shows relatively larger monthly per capita expenditure on non-food items (Rs. 232.18) compared to the corresponding estimate of our survey meant for both beneficiary (Rs. 163.18) and non-beneficiary (Rs. 216.29) households.

Data furnished above may be used for drawing a statistical picture of the level of living of the sample households. In fact what is regarded a minimum level of living in rural India? The official poverty lines for India and its states are based on a calorie norm of 2400 calories per capita per day for rural areas. If one regards the level of per capita monthly consumption expenditure of Rs. 382.82 (official poverty line for 2004-05 for the state of West Bengal based on expert group method, 1993) as the bare minimum, then beneficiary households lie below the poverty line even after their participation in MNREGA scheme.

MNREGA Success Story

	District Name	सवाई माधोपुर
	Block Name	खण्डार
	Panchayat Name	गोठडा
	Village Name	कमोखरी
	Work Name	ग्रवल सडक निर्माण
	Expenditure on Labour (in Lacs)	7.72
	Expenditure on Material (In Lacs)	5.5
	Work Start Date	3/1/2009
	Mandays Generated	11121
	Work Comp. Date	8/31/2009
	Details of Benefit to Public	शहर से सम्पर्क के कारण सभी प्रकार की सुविधाएँ प्राप्त व आवागमन के संसाधनों में विस्तार
	Beneficiary Name	ग्रामीण जन
	Beneficiary Address	ग्राम पंचायत गोठडा कमोखरी
	Beneficiary Contact No	0
	Beneficiary Statement	शहर के लिये राह आसान चिकित्सा सुविधा सुलभ

Source: Computation by Author

5.4 Quality of Life

As the implementation of the scheme will rise the income levels of the people, the improvement in lives would be obvious. Their livelihood securities would be strengthened. Providing a sort of employment guarantee in rural areas may help reduce the likelihood of jobless youths getting attracted to terrorism and crime.

In the study area one year of implementation of MNREGA indicates the self-targeting, demand-based nature of the programme. It is also evident that the nature of employment is seasonal and the duration of employment sought various according to the prevailing opportunities of offered under local agricultural practice and other alternative forms of employment.

Table 5.2: Utilization of MNREGA Income

Utilization pattern	No. of family	% (N=175)
Good food	141	81
Children's education	126	72
Health related expenditure	112	64
Bought new/old things for household use	61	35
Buying things of agriculture	49	28
Renovated the house	25	14
For irrigation work	14	8
Paid back loan	11	6.3
Share market	6	3.4
New insurance policy	1	0.6

Source : Computation by Author

MNREGA had brought changes in the lives of beneficiaries even if there is a feeling among a substantial proportion of them that this changes brought by MNREGA are negligible and temporary.

Major changes felt and reported under this study by beneficiaries are increase in income and improvement in debt clearance. A noticeable shift in case of means of livelihood is from agriculture to labour work. A positive impact of MNREGA on quality of life in terms of non –food items like possession of vehicles and mobiles rather than food items like milk, milk products, rice, cereals etc, is evident from this study. But at the same time no substantial change could be observed in the health and nutritional aspects, education and overall development of the beneficiaries and their families.

Research on impact of MNREGA on rural lives documents similar perception from Rajasthan that even though the implementation of MNREGA was not up to the mark most of the workers felt that MNREGA had made their lives better. Further it is observed by him that workers were engaged on an average 15-20 days of work and this was not enough to bring about major changes in the lives of the workers. This echoes the research findings reported by ISWSD MNREGA second draft report, 2008:63 that the direct and indirect benefits of MNREGA have to some extent mitigated the rural distress and agrarian crisis. The MNREGA has at least halted the tendency of growth by-passing poor regions and people since it is more universal, inclusive and labour – intensive strategy.

5.5 Changing Scenario of economic condition

This section is trying to bring out the impact of MNREGA scheme on various important attributes which contribute to the enhancement of quality of life such as

- (i) income levels before and after the scheme in vogue,
- (ii) status of loans outstanding against the beneficiaries at the time of enquiry,
- (iii) shift in means of livelihood
- (iv) shift in expenditure pattern on food items after income generation through the present scheme,
- (v) expenditure pattern on non-food items before and after implementation of the scheme,
- (vi) acquisition of movable and immovable assets by the beneficiaries during the year of implementation of the scheme,
- (vii) details of livestock creation prior to and after utilizing the scheme.

Reported income before and after joining the scheme by respondents depicts the positive change brought out by MNREGA in the economic condition of beneficiaries. It is evident from a sharp decline in percentage of respondents with income less than 2000-5000 from 50 percent to 79 percent prior to and after the scheme.

Repayment of outstanding loans/ debts is been facilitated by MNREGA. A large proportion (78 percent) of respondents was indebted to money lenders and many of them reported that they could repay their debts partially from their MNREGA income. But at the same time around 21 percent of respondents are still not able to clear off their outstanding debts and majority of them belong to Sawai Madhopur district, a tribal area where several issues like non-payment of wages at time was reported largely.



Source: Primary

Public Grievance Redressal by Officials

Propensity to labour work as a mean of livelihood is evident from this study. A noticeable shift is reported by samples from agriculture and farm labour to labour work as their prime mean of livelihood. This is mainly due to the direct impact of wage employment under this scheme. But no

concordance exists among respondents regarding continuous availability of this opportunity.

Expenditure pattern of beneficiaries on non food items before and after the scheme documents no significant difference in this study. However from Sawai Madhopur Block, a comparatively developed area and an area from where more number of work days has been reported with higher wages, this difference is seen, as they could spend substantially more than the beneficiaries of other two Blocks, especially in Khandar, after the scheme, with only few reported any difference in their spending pattern on non food items before and after the scheme.

A research on impact of MNREGA on the living and working conditions of women also narrates similar trend that “the Sawai Madhopur district with higher MNREGA earnings report an increase in the purchase of suitcase, trunk, box, handbag, travel goods, clothing, footwear, toilet articles, crockery, utensils, bucket, water bottle, feeding bottle, other plastic goods, etc while district like Dausa and Dholpur which started with poor initial conditions reported increase in expenditure in food items like milk, milk products, cereals, pulses, vegetables and fruits (*ISWSD MNREGA second draft report, 2008:39*).

There is an increase in acquisition of movable and immovable assets like vehicles and live stocks after the scheme reported from everywhere. Percentage of respondents having cows/buffaloes/ bulls/oxen increased to 23 percent from 17 percent, possession of cycles increased to 18 percent from 8 percent, mopeds to 9 percent from 6 percent. There is a remarkable improvement in the number of mobile users from 45 percent to 72 percent.

Very small fraction of respondents reported that they bought TV, fan and grinding mill with their MNREGA income. At the same time no significant difference is reported in case of possession of gold, renovation of

houses, availability of portable water facility and construction of toilets or purchase of land etc before and after the scheme. Income from the scheme was mainly used for clearing the debts and meeting daily needs of the beneficiaries like getting cereals, pulses and vegetables, As the number of work days available to them was limited and regular payments were not done in many places there is a strong negative feeling among the samples towards the ability of this scheme in transforming the lives of poor rural people. They refuse to acknowledge the benefit of this scheme as they are not able to experience any notable change happened in their lives due to MNREGA.

5.6 Changing Scenario of Health and Nutrition

It is been reported by many respondents that they were able to have three meals per day after MNREGA work days/ payment days, something which was not possible for them before that and after that. Also they could include green vegetables and seasonal fruits, in their menus, which were other wise remained luxury for most of them. Many bought items like milk, curd and fruits for their children on the payment day and two to three days following it. But they were also critical about the continuity of this income generation scheme as they commented as where will we go for job after this work and again we will be in the same old condition with our poor menu”.

Available data also suggests rise in expenditure and growth in consumption of food items. Studies conducted in Rajasthan reported increase in expenditure on food items like milk & milk products, pulses & products, vegetables and fruits. An improvement in nutrition in terms of the frequency, quantity and quality of food is very much reported from Sawai Madhopur. Most interestingly, it is revealed that after payment day, women and girls could manage to eat the same menu as the rest of the family, especially in Dang area.

Reports from Sawai Madhopur clearly stated that most families had used their wages to buy rice even though majority of the workers had done very little work under MNREGA. This was an important factor in making MNREGA a major success in terms of increasing food security as even those workers who had cut one godi (earned Rs.112) could buy their share of subsidized rice (i.e.35kgs. of rice – at Rs. 3 per kg – for Rs. 105) for BPL card holders.

Table 5.3: Incidence and Health Expenditures

	MNREGA workers	MNREGA non-workers
Incidence of diseases	14.21%	14.76%
Average health expenditures	2242.86	3335.55

Source : Primary survey

There is concordance exists among beneficiaries that payment to be made partly in grain and partly in cash. Many women respondents wanted to have wages partly in kind as they felt that would ensure the food security of their family members. The main concern expressed by them are men do not use the total amount to bring essential commodities including grocery to their houses, instead they spend a lot for their personal needs like gutkha, pan masala, country liquor, gambling etc and they would be left with nothing for the health, education and other needs of their families. But if they get a portion of their wage in kind, there are less chances of selling it and taking money and using it by themselves.

This echoes the research findings of a nationwide study reported as “interestingly women respondents wanted the men of their households to receive wages only in kind since, whatever the quality, whatever the quantity, it would at least reach home and fill empty stomachs. This view is

held all over the country, which once again underlines the primary importance of food security”.

No change in treatment practice is confirmed with this study as almost all respondents stated that whenever fall sick they first attempt home remedies and then would go to PHCs. Before and after MNREGA they feel that they would be able to go to government hospitals only under whatever a condition they may be in, they can't afford private medical practitioners.

5.7 Changing Scenario of Education of children

A significant difference in expenditure on education of children is clearly documented by this study. Increase in expenditure on education in terms of books, pencils, erasers, bags, water bottles and tiffin boxes is acknowledged by majority of the respondents as a result of MNREGA. However there isn't any agreement among them that MNREGA wages enabled them to provide their children with special care in education like tuition, extra learning materials, story books, colour pencils etc. All were of the opinion that they could send their children to government schools only. At the same time very few were ready to share their feeling that if this scheme continues with less corruption and all its spirits and if number of working days is increased they would be in a position to continue with the education of their children and interestingly this view is expressed mostly by women participants.



Source : Primary

People Discussing about MNREGA at Khandar

5.8 Changing Scenario of Social Life

There is no evidence that participation in MNREGA had brought changes in the social lives of beneficiaries. However many admitted that after joining MNREGA they are able to celebrate festivals with more zeal and they felt that they could spend more money for clothes, food and recreational activities like films etc during festival seasons as an impact of MNREGA. An attempt is made to know whether they have joined any association or started working in association with any organization like self help groups. Even if a small fraction of the respondents have taken membership in such groups, we could not acknowledge that as an impact of MNREGA as most of them reported that they were members before joining MNREGA.

Even though MNREGA has brought changes in the Quality of life of beneficiaries especially from economically and socially backward communities, a lot more has to do to achieve the expectations of the society at large. People are still not empowered to use their right to demand and

ensure transparency in the implementation of this scheme. It calls for intervention by authorities to ensure smooth functioning of this programme, free from malpractices and corruption so that it can act as a tool to rejuvenate the otherwise unproductive and under productive areas of our country.

Table 5.4: Usage of earnings from MNREGA

Spending level	Food	Clothes	Education	Health	Luxury assets	Agriculture assets	Festivals and celebrations	Debt repayment
Not spent	0	10	27	7	29	30	27	28
Less spent	10	20	2	20	0	0	0	2
More spent	20	0	1	3	1	0	3	0

Source: NGO's survey

The MNREGA provides a social security to the poorest people of this country and tries to address the urgent issues of hunger and rural distress that creates problems for a large part of the Indian population. This act in a way has redefined the private wage system of the village, it restructured the relations between the peasant and land less people, the act bringing development and creating changes in the overall life of the daily wage labourers. This chapter discusses the effect of the MNREGA in the overall life style of the daily wage workers, their perception about the act and views regarding the same.

The researcher interviewed those labourers of the village who exercise their rights of hundred days of employment under the MNREGA during the financial year 2009/2010. He aimed to understand the impact of the act on the labourers' life and development of the village from their point of view. He also tried to learn the experiences of the labourers in working under the MNREGA and its role in providing a source of livelihood opportunity to the labour class of the village. The researcher also visited MNREGA worksite of the sample selected in order to understand the kind of

work been undertaken, facilities available and other benefits and opportunities as per the provisions of the act.

The researcher also interviewed the farmers of the village to understand their views regarding the MNREGA. He tried to understand how the scheme was affecting the overall livelihood of the farmers of the village and to what extent the work undertaken in the village was beneficial to the farmers in their agricultural work. Changes in the lifestyle of the laborers from the perception of the farmers have been also dealt with in this chapter. On the basis of gathered findings the researcher attempted to draw analysis at the end of this chapter.

5.9 Changing Scenario of Wage and Income

MNREGA is the most significant scheme to uplift the overall quality of life of rural households. However, the impact time of the scheme is very less, in most districts of survey it is hardly couple of months and the utility of this scheme is not up to the maximum permissible limit of 100 days at the time of survey. Due to this reason, all the important variables which contribute towards quality of life did not give much output for further analysis since the scheme is not fully and not uniformly implemented in all the districts surveyed. Nevertheless, this little span of impact time has given much of the information to gauge the overall impact in areas such as expenditure pattern on food and non-food, asset creation at household and agricultural level, trends in income shifts etc. Following parts illustrate the impact of each and every variable studied on the beneficiaries of the scheme.

This section is trying to bring out the impact of the scheme on various important attributes which contribute to the enhancement of quality of life such as (i) income levels before and after the scheme in vogue, (ii) distribution of means of income of beneficiaries e.g., agriculture, daily wage, petty business etc. (iii) shift in expenditure pattern on food items after

income generation through the present scheme, (iv) expenditure pattern on non-food items before and after implementation of the scheme, (v) beneficiaries of the scheme having electricity connection, (vi) land holding pattern of the beneficiaries of this scheme, (vii) acquisition of movable and immovable assets by the beneficiaries during the year of implementation of the scheme, (viii) status of loans outstanding against the beneficiaries at the time of enquiry, (ix) status of household assets gathered before and after the scheme in vogue, (x) status of cultivation assets owned by the beneficiaries before and after the scheme's implementation, (xi) details of livestock creation prior to and after utilizing the scheme.

One of the important aspects of impact assessment is rise in income levels of the beneficiaries. Annual income of the beneficiaries is categorized into four groups such as (a) less than Rs. 5,000, (b) between Rs. 5,000 and 10,000, (c) between Rs. 10,000 to 15,000 and (d) above Rs. 15,000 but less than 20,000. This grouping is done based on the feedback from the beneficiaries and after confirming that all the beneficiaries income levels are falling under Rs. 20,000 per annum. Primary data shows that there is a shift in the first two income bracket of (a) & (b) categories as stated above. Percentage of HHs falling in these categories are reduced from 5.5 and 41.5 to 2.9 and 26.6 percent respectively. On the other hand, beneficiaries earning in the range of Rs. 15,000 and up to Rs. 20,000 increased from 33 and 20 percent to 44 and 26.3 percent respectively as a result of impact of the scheme. The effect is clearly visible in the eastern region where there is a reduction of low income group up to one-third of the original size.

Primary survey captures the income sources of the beneficiaries from various sources such as agricultural yield, unskilled labour, agricultural labour, petty business etc. It was found that 52.3 percent of the HHs are unskilled labourers eking out their livelihood by odd and unskilled jobs. 12 percent of the HHs are agricultural peasants totally depending on seasonal

agricultural works. One-fifth of the HHs are generating income from their own agricultural yields/activities. Very small fraction of them are eking out livelihood by petty businesses revolving around rural economy. Most of the HHs depending on purely unskilled labour activities are hailing from eastern region.

An attempt is also made to judge the impact of the scheme on the expenditure pattern of beneficiaries on food items. This information goes a long way in assessing the impact of the scheme on nutritional inputs of the beneficiaries . Here again it is categorized into three groups of beneficiaries i.e., (a) beneficiaries spending less than Rs. 500 on food items per month, (b) spending between Rs. 500-700, and (c) above Rs. 800 per month. The surveyed beneficiaries pattern of the above three categories shifted from 23.5, 27, and 49.5 percent to 15.5, 28 and 56.5 percent. It shows that there is a significant shift of beneficiaries from 49.5 to 56.5 % who are spending Rs. 800 & above on food items. This is the result of reduction of people spending very less i.e., less than Rs. 500 on food items. The region wise impact is shown in appendices.

On the above lines an inference is also drawn to assess the expenditure on non-food items as given in appendix-VI. It shows that there is an increase of beneficiaries from 6 to 11 percent who are spending more than Rs. 800 on non-food items. In western region there is an increase of three fold among the beneficiaries who are spending Rs. 800 above on non-food items. Non-food items include all eatables, consumables like beverages, alcoholic drinks, non-food supplements to their children etc.

Data shows the land holding status of the beneficiaries. This land holding include all the beneficiaries who claimed to have possessed even one bigha of land in their name or in the name of the head of the family. 53 percent of the beneficiaries are possessing at least a small agricultural land

in their name. This data also includes the beneficiaries who are possessing land distributed by state/local government free of cost on various occasions.

As part of assessment of quality of life, an enquiry is also made to assess the electricity connections in the hutments, dwelling units of the beneficiaries as shown in appendices. It was revealed that only 31 percent of the beneficiaries are having electricity connection in their residences. 1569 beneficiaries out of 2100 HHs surveyed (75%) in the eastern region expressed that they do not have any electricity connection in their dwelling units.

An attempt is also made to measure the acquisition of movable and immovable assets by the beneficiaries during the year. This asset base also includes livestock which is the important asset in rural areas. 68 percent of the HHs revealed that they purchased livestock during the year. This livestock include sheep, goat, poultry etc. Seven percent of the beneficiaries purchased household articles like utensils, pressure cookers, crockery etc. Nearly two percent of the HHs opened bank accounts and deposited some money for the first time. Most of them are from northern and southern region. There was also an interesting revelation that nearly one percent of the beneficiaries and all of them are from southern region purchased some amount of gold during the year.

Primary survey reveals the outstanding loan status of the beneficiaries. Nearly four-fifths of the beneficiaries do not have any outstanding loan. This loan status is from all the sources i.e., banks, local money lenders etc. Only one-fifth i.e., nearly 20% of the HHs have taken loans from the local money lenders. Among them, majority are from southern and western regions. It is interesting to note from the data that out of 300 beneficiaries surveyed in each district in the western region at least 60% of them have declared that they owe money to money lenders.

An attempt is also made to assess the purchasing capacity of the HHs as a result of this scheme by way of measurement of acquisition of household asset base such as bicycle, radio, sewing machine, electrical fittings, fans, steel trunk, etc. as shown in primary data. Primary survey gives the auditing of household assets base prior to and after the implementation of the scheme. It has come to light that nearly 46 percent of the beneficiaries were already possessing bicycle even before the scheme. With the increase of income due to this scheme, only 3.3 percent of beneficiaries could buy new bicycles. 4.6 percent of people were able to buy radio/transistor. Only 31 out of 5997 HHs did buy sewing machine. 1.5% of the beneficiaries did buy either electric fan or other electrical fittings. 3.2 percent of the beneficiaries purchased steel trunks with the savings out of the income from this scheme.

Wells and the net increase during this year is mere 11 tube wells from among the huge cohort of nearly 6000 beneficiaries. 1.2 % HHs were possessing harvesters and threshers and its number remained same even after implementation of the scheme. It is most significant to note that 53 beneficiaries were possessing tractors even before on-set of this scheme. It is remarkable that two beneficiaries used the income generated from this wage scheme as a supplement to buy tractor.

Primary survey shows the asset status of livestock of the beneficiaries before and after utilizing this scheme. 27% of the people were possessing milk animals and their number increased to 35% due to impact of the scheme. HHs possessing goat/sheep increased from 22% to 32% whereas the HHs possessing poultry/duck increased from 14 to 22% with the income generation from this scheme.

5.10 Changing Scenario of Out-Migration

One of the significant objective of the MNREGA is to arrest out-migration of unskilled, landless labour force from the rural areas to urban areas by ensuring up to 100 days of wage employment within their native jurisdiction so that these 100 days guaranteed wage employment can be judiciously and rationally utilized by the landless peasants during lean and distress seasons. This section analyses the impact of this scheme in arresting out-migration by taking the opinion of households who have enrolled under the MNREGA scheme and who are in possession of the job cards. This section precisely gathers the collective opinion of HHs on important attributes such as (i) details of families migrating in search of work, (ii) any knowledge of mass migration from the village, (iii) permanent migration of families from the village, (iv) wage parity of migration, i.e., attractiveness of wages upon migration, and (v) measures initiated by GP to check migration. In all the following description and illustration of tables, it was described only the opinion and experiences of each and every household regarding the information of migration of other families including self to assess the extent of migration prevailing in the village.

Through field survey an attempt is made to know the reasons for migration purely in terms of whether there exists enhanced wages upon migration in other places compared to the same kind of work in their own native villages. It is surprising to note that contrary to the general perception of better wages upon migration, 70 percent of the beneficiaries revealed that the migration is only for just wages and not for any better wages. This implies that there is a distress migration for just minimum wages to eke out the livelihood and for survival rather than for better wages. This can be arrested through this MNREGA Scheme which is intended to address the distress migration of unskilled labour force among other things. Notable among the responses is that 82 and 67 percent of the HHs interviewed in the

Bawanwas and Bonli block respectively expressed that the out-migration is in search of work and meagre wages rather than for better earnings which can be viewed as a distress migration.

There is a commendable role to be played by local bodies such as GPs to arrest the out-migration and distress migration. The MNREGA Scheme has given impetus to these local bodies to generate work within the village framework by sustaining the local resources and creating irrigation, agricultural asset base within the village set up itself. In this context, data shows the views of beneficiaries vis-à-vis the capacity of GP to initiate measures to arrest the out-migration of the rural folks. It is disappointing to note that 38 percent of the HHs did not agree with the measures taken by GP to check out-migration. They expressed that the GP did not take any measures to create sustainable assets to generate wage employment within the village. Only 40 percent agreed that GP is taking appropriate steps to create wage employment. Rest of the beneficiaries did not give their opinion at all about the capacity of GP. Most notable fact is that the eastern region beneficiaries to the extent of 46 percent did not express any confidence in their respective village GP about their efforts of checking out-migration.

The last two sections which deal with the impact of the scheme on quality of life, asset base and migration were dealt with a limited purpose since the scheme was not uniformly implemented in all the 5 blocks which were selected for the study. In some districts, the scheme was hardly launched, and even in few districts where it was under implementation for more than six months, all the beneficiaries could not utilize the maximum 100 days due to teething problems at the GP level to generate work to the full extent. Nevertheless, the study has brought out very important signals within the time frame of the implementation.

5.11 Reducing rural poverty by MNREGA

MNREGA aims to provide a steady source of income and livelihood security for the poor, vulnerable and marginalised. This chapter reviews the existing literature on the impact of MNREGA on poverty and inclusive growth to assess the extent to which the Scheme has succeeded in meeting its objectives. Overall, evidence suggests that MNREGA does provide basic income assurance to a large number of beneficiaries. In FY 2011–12 alone, nearly 5 crore households (close to 25 per cent of all rural households in the country) were provided over 209 crore person-days of work. Many micro-level studies have assessed the impact of MNREGA in terms of poverty alleviation and generation of income opportunities in the future. However, further research and analysis is required, both for evaluating the current efforts in terms of their impact on livelihood and poverty as well as informing future implementation of the Scheme. The key inferences and findings from the research studies are listed below. From FY 2006 up to FY 2011–12*, over 1,10,700 crore (66 per cent of the total expenditure of around Rs 1,66,000 crore) under MNREGA has been spent on worker wages. In FY 2011–12* alone, Rs 24,600 crore of the total expenditure under MNREGA was on worker wages. To assess the impact of the Scheme on poverty and deprivation, studies have used proxy indicators, including household income and monthly per capita expenditure (MPCE). Estimations of the net benefits from the Scheme also take into account, availability of alternate employment opportunities (AEO) and opportunity cost of time as important parameters.

5.12 Improving Socio-economic status of rural poor

Implementation of MNREGA is expected to bring about various changes in the village economy. The Act provides strong social safety net for the vulnerable group through the process of providing a legal guarantee of 100 days wage employment on works that address causes of chronic

poverty such as draught, deforestation and soil erosion. The Act thus seeks to enhance livelihood security in rural areas through strengthening the natural resource base of rural livelihood and creating durable assets. The Act is also likely to lead to a substantial reduction of rural-urban migration. MNREGA thus if effectively implemented has the potential to transform the geography of poverty. The present section deals with qualitative information on changes in various aspects of village economy as experienced by the village households after the introduction of MNREGA. As revealed from primary data, a good majority of households (91.09 per cent) reported that there has been shortage of agricultural wage labour at some point of time during last year.

The shortage of agricultural wage labour varied over the months of the year. Last year the shortage of wage labour was mostly felt at sowing period in the months of June and July as reported by 53.12 per cent and 43.38 per cent of households respectively. Nearly 38.23 per cent of households reported labour shortage during inter culture period in the month of August and 36.49 per cent of households experienced shortage of agricultural wage labour during harvesting in the month of November. After implementation of MNREGA, a greater proportion of households (93.92 per cent) reported that there has been a shortage of agricultural labour. Responses show varying degrees of shortage of agricultural labour over the months. Notably after implementation of MNREGA, shortage of agricultural labour is largely confined in the months of June, July, Aug and November representing sowing, inter culture and harvesting periods.

Table 5.5: Income Sources

Income sources	No. of respondents	% (N=175)
Agri. Labour	117	66.85
Own Farming	72	41.14
Livestock Farming	51	29.14
Non-Agri. Labour	21	12.00
Salaried persons	20	11.42
Small shop owners	13	7.42
Government Scheme	7	4.00
Others	6	3.42

Source : Primary Survey

Labour cost being the important component of cost of production, all households unanimously (cent per cent) reported that cost of production in agriculture increased because of scarcity of labour. Regarding the magnitude of increase in cost of production, majority of households (66.42 per cent) believed that cost of production increased by 20 per cent while 27.75 per cent households reported that cost of production recorded an increase of 10 per cent. The remaining 5.83 per cent replied that cost of production increased in the range of 20-50 per cent. One of the important goals of MNREGA is to reduce rural-urban migration. On the questions relating to migration, 88.09 per cent of households believed that the implementation of MNREGA has affected the trends of labour migration. With regard to migration however mixed responses of both out-migration and in-migration were noticed. Out of the households who believed that MNREGA has affected labour migration trend, nearly 56.88 per cent reported labourers who migrated earlier to town/ city are coming back to their own villages after implementation of MNREGA.

According to some households (26.06 per cent), some labourers has come back to work in the village but others are moving to the town/city. The

remaining 5.15 per cent households reported otherwise who replied that more labourers are migrating from the village and moving to the town. In both the cases of out-migration higher wage rates at migrated places tempted the labourers to migrate from the villages to the towns. All households unanimously reported that wages of casual labourers have increased after implementation of MNREGA. As shown in appendices, the reasons cited are shortage of labour availability caused by MNREGA (17.34 per cent), higher wage rate in MNREGA activities compared to other activities in the village (46.27 per cent), increased job opportunities due to the introduction of MNREGA (24.46 per cent) and labour movement for higher wages (31.90 per cent). All households unanimously pointed out that after introduction of MNREGA the trend of people living in village and going to work outside daily has decreased. Majority of the respondents (93.92 per cent) also feel that the trend of people going to work outside daily for longer period has decreased. MNREGA is expected to bring about changes in the standard of living of village people.

In this regard, all respondents feel that living standard in general improved after the introduction of MNREGA. The responses show that due to incremental income obtained from MNREGA activities, households were able to spend more on food, clothing, housing and education and thus improvement in the living standard since the introduction of MNREGA is noticed specifically in terms of these aspects. After introduction of MNREGA, household daily consumption is increased as reported by 11.93 per cent of households. About 8.91 per cent of households reported improvement in health treatment condition. Households able to spend more on consumer goods and social ceremony are also noticed. All households held the view that after the introduction of MNREGA, they have witnessed increase in household consumption.

The good impact is also noticed in the education front where cent per cent of households experienced schooling of more children after introduction of MNREGA. As shown in primary data, improvement in household consumption was recorded in terms of access to full two meals (28.66 per cent), increased protein intake (60.14 per cent) and improved condition of food, clothing and health treatment (34.17 per cent). In the education front, all households reported that they are investing more money on children's education due to extra income earned from MNREGA. Reportedly, awareness about education is also improved after the introduction of MNREGA (6.08 per cent). Villagers were asked whether the incidence of attached labour in agriculture had increased. Majority of the respondents (94.16 per cent) reported changing situation of the incidence of attached labour in agriculture. According to them, work opportunities created under MNREGA (86.46 per cent) and higher wage rate in MNREGA activities (13.54 per cent) induced the labourers to work under MNREGA rather than working as attached labour. Accordingly the incidence of the practice of attached labour in the villages had decreased after the introduction of MNREGA. The beneficial impact of MNREGA is largely noticed in creating awareness about government schemes among the villagers. All the respondents (cent per cent) unanimously reported that after the introduction of MNREGA, villagers awareness towards government schemes have increased. Nearly 74.51 per cent of households reported that campaigning by Gram Panchayet have created interest and awareness about different government schemes. Awareness camp organized by Block-level officers also enhanced the level of awareness among people in villages about government schemes as reported by 51.00 per cent of households. Discussions among participants in the Gram Sabha meeting played important role in making the villagers well informed about the government schemes. Village households were asked to offer suggestions for

improvement of MNREGA implementation in the interest of benefits accruable to both labourers as well as cultivators.

Village households offered their suggestions mainly in three important aspects of MNREGA for improvement of MNREGA functioning. Firstly, as reported by 34.49 per cent of households MNREGA works should be taken up in the lean season of agriculture when labourers mostly remain out of work in the village due to season-bound character of agriculture. Secondly, 35.78 per cent of households reported that agriculture related activities should be taken up under MNREGA for the improvement of agricultural productivity as well as overall agricultural development.

Thirdly, according to the opinion of 21.97 per cent households MNREGA works should be made available throughout the year and thus 100 days limit should be increased. If the work is continuously available in the villages for longer periods, the labourers can afford the delay in wage payment depending on lump-sum amount of wages which they receive after every few days. It is also likely to lead to arrest out-migration of family members of households. Among others, some of the village respondents (19.97 per cent) suggested simplification of administrative procedure for successful implementation of MNREGA, while some others (12.74 per cent) suggested the presence of Block-level technicians at the time of preparation of district-level annual action plan.

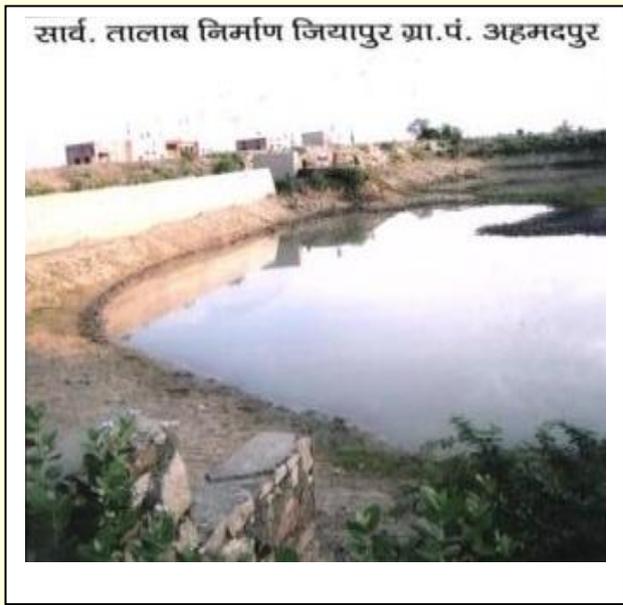
5.13 Impact on agricultural and environmental sector

In the earlier paragraphs the level of agricultural and non-agricultural wages across sexes both before and after the introduction of MNREGA are analyzed. In this section, we intend to examine the changes in agricultural wages in various agricultural operations occurred during the period between pre and post introduction of MNREGA. Agricultural operation-wise wage rates for the selected years, viz. 2001, 2005 and 2009 are presented in

appendix-V. The comparative time periods before the implementation of MNREGA pertaining to the years 2001 and 2005 while the year 2009 refers to the time period after the introduction of MNREGA. Evidently, in general, there was a rising trend in the wage rates for all the agricultural operations with varying degrees between 2001 and 2005, that is, during the pre-introduction period of MNREGA.

After starting of MNREGA, there was a sharp increase in the wage rates for all the agricultural operations of principal crops viz. paddy and wheat. Notably, the gap in the wages in the post MNREGA period between 2005 and 2009 appeared to have widened as compared to the pre MNREGA period between 2001 and 2005. The rate of increase in wages was highest (67.14 percent) in ploughing operation from Rs. 318.00 per acre in 2005 to Rs. 531.50 per acre in 2009 followed by levelling (57.69 percent) and weeding (39.66 percent). In the case of wheat there was 39.66 percent increase in wage rates for harvesting operation from Rs. 58 per day in 2005 to Rs. 81 per day in 2009 while for threshing operation wage rate enhanced by 37.80 percent during the same period from Rs. 63.5 per day to Rs. 87.5 per day. The changes in wages for harvesting operation of pulses uniformly recorded an increase of 39.66 percent. In short, using the comparable years 2005 and 2009, with the implementation of MNREGAs wages in various agricultural operations have gone up stretching from an increase of 37.80 percent to 67.14 percent. Obviously, higher agricultural wage rates with the commencement of MNREGA works have adversely affected cost of cultivation of crops to the extent of rise in wages in various agricultural operations. The escalation in the cost of cultivation could partly be compensated if a portion of enhanced income earned through MNREGA is invested in agriculture in the form purchasing of yield increasing inputs for the purpose of raising yield of crops.

MNREGA Success Story

	District Name	सवाई माधोपुर
	Block Name	गंगापुर सिटी
	Panchayat Name	अहम्मदपुर
	Village Name	जियापुर
	Work Name	तालाब खुदाई व सेफटीवाल
	Expenditure on Labour (in Lacs)	3.23
	Expenditure on Material (In Lacs)	2.05
	Work Start Date	6/23/2007
	Mandays Generated	5201
	Work Comp. Date	3/15/2009
	Details of Benefit to Public	कुओं के जल स्तर में सुधार व पलायन पर अंकुश
	Beneficiary Name	ग्राम पंचायत ग्रामीण
	Beneficiary Address	ग्राम पंचायत
	Beneficiary Contact No	220634
Beneficiary Statement	मवेशियों की पानी की सुविधा व रोजगार उपलब्ध	

Source: Computation by Author

MNREGA is recognised as an ecological Act that aims to create sustainable livelihoods through regeneration of the natural resource base of rural India. In the process, it provides resilience and adaptation to climate change. Evidence of the suitability of the MNREGA works in terms of their usefulness for environment and ecology is emerging. In the short run, environmental services have an impact at the local level on natural resources, water availability, etc. At a large scale, these may have regional implications for climate change mitigation and carbon sequestration as well. This chapter looks at some of the evidence-based studies that have attempted to quantify and/or project the environmental and agricultural impact of the Scheme. The existing literature suggests that MNREGA has had a positive impact at the micro-level. However, more scientific studies quantifying the

macro-level impact of the Scheme are required; for instance, questions like has the MNREGA affected the viability of cultivation of small/medium and large farm holders in certain/all tracts and for which crops, still remain unanswered. While there are several studies that suggest that MNREGA has had a positive impact on the environment, there are only a few studies that have actually attempted to quantify this impact.

A pilot study in Khandar, Rajasthan, developed and tested a framework for quantification of environmental services provided by the MNREGA. The findings suggested that the potential and extent of impact depended on the scale, technical design, ownership and maintenance of the structures constructed and activities undertaken. While effective planning is vital to ensure the usefulness and sustainability of MNREGA works studies point that some MNREGA works are easy to execute and can even be categorised as '*full-proof*'. In other words these activities can improve soil, water and forest resources without requiring micro-plans and watershed plans.

Changes in the pattern of agriculture after the introduction of MNREGA: Indian agriculture is mostly dependent on the traditional ways of farming. In the recent times there have been many developments in the field of agriculture to reduce dependency on the laborers and faster growth of the crops. Still farmers need laborers to perform their agricultural work. Earlier when there was no source of employment available other than agriculture in the village, all the laborers use to work with the farmers of the village, but now since the MNREGA is providing work opportunity to the laborers, they started to work in the MNREGA. The farmers who need laborers many times in their agricultural work are facing problem to perform the same. Therefore the farmers are changing their earlier pattern of doing agriculture work. This section deals with the changes in the pattern of agriculture after the introduction of MNREGA in the village. The researcher

spoke to the farmers of the village to understand their views regarding the same and how these farmers were adjusting with this. Since the farmers are engaged in the agricultural work therefore the researcher spoke to the farmers only.

The researcher also attempted to understand what will be the consequences of changing patterns of the agriculture in future of the country. Based on the evidence available the researcher tried to draw his analysis at the end of this chapter. ‘Nowadays farmers are adopting modern ways of doing agricultural work’ says Ramkishan 50 year old farmer of Bamanwas Patti Khurd village. As mentioned in the above cases, the farmers strongly feel that, after the implementation of MNREGA in the village there is large change in pattern of agriculture. Before four-five years, laborers used to work from 11 O’clock to 5 O’clock in the evening without any difficulty. For example, if they required one laborer, five would be available to work. However, the situation has altered now. Nowadays if the demand is for ten laborers, only about two would be available and that too with much difficulty.

Previously farmers used to do their agriculture work through traditional way of farming involving cattle and employing labor. When the tractor came, big farmers started to do cultivation through it. Thus the dependency on the cattle reduced but laborers continued to work with the farmers. After the implementation of the MNREGA, the laborers stopped working with the farmers because they get more money in the MNREGA and working hours are less. The farmers adopted new patterns of doing agriculture work.

“There was no harvester available in the village before three years and all harvesters came from the Punjab” says Chetram - 45 year old farmer of Abhaypura village. Harvesting machine is a mechanical device used for harvesting. A typical Harvesting Machine comprises of a traveling part, a

reaping part and a baler part. Reapers are employed for cutting cereal grains, threshers are used for separating the seed from the plant; whereas corn or maize harvesting is performed by using a specially designed mechanical device called 'mechanical corn pickers.' Harvesting Machines are also employed for controlling the production of weeds. Machines such as the field choppers, balers, mowers, crushers, and windrowers, are the common examples of the machines of this category. A forage harvester is employed for cutting and chopping of almost all silage crops.

5.14 All over changing scenario of village economy

This chapter focuses on existing infrastructure of the sample villages during survey time. All together 10 villages were surveyed two villages from each selected blocks. Selection of the villages was done as per the guidelines of the study, which had already been mentioned elsewhere in the report.

5.41.1 Infrastructure available within the village (Percentages of villages)

Primary survey reflects a comparative scenario of infrastructure available within the villages (sample villages) and the nearest villages. Information was collected from knowledgeable persons and the respective panchayat offices of the villages. Of the 10 sample villages, 100 percent of villages have Road connectivity within the villages while it was 100 percent in the nearest villages as well. The concerned interviewees also reported that not all connective roads were all weatherproof. There was no railway connectivity within the sample villages and the nearest villages. Mobile connectivity covered 100 per cent in both the categories of villages. Its services were at a distance of 0.50 km. Post office services covered 70 per cent of the sample villages and 30 percent of them had it in nearest villages. About 30 per cent of the sample villages had Co-operative Credit Society and 70 per cent of them had it in the nearest villages. Banking services

covered 20 percent of the sample villages and it was of 80 per cent covered by the nearest villages with an average distance of 3.5 km. Neither sample villages nor nearest villages were covered by services of Commercial Bank. While 20 per cent villages had RRB, services and 80 per cent of them availed its services from nearby villages at an average distance of 3.50 km.

Table 5.6: Implementation of Rural Infrastructure Development Programmes in the Study Area

Villages	Health	Sanitation	Drinking Water	Education	Electrification	Road	House
Piplai	√	√	√	√	√	√	√
Koyla	√	√	√	√	√	√	√
Abhaypura	×	×	√	√	√	×	√
Sancholi	×	×	√	√	√	×	√

Source : Primary survey

Agricultural Produce Market covered 10 per cent of the sample villages and 90 per cent of them availed the market facilities from nearest villages at an average distance of 1.20 km. All the sample villages (100%) have Self Help Group Centre. 100 per cent of the Sample villages had primary school and 30 percent of the sample villages had secondary school and 70 per cent had it in the nearest villages at an average distance of 2.50 km. Only 30 per cent of the sample villages had their own primary health centre and the rest 70 per cent of them had its service from nearby villages at an average distance of 1.50 km. Two sample villages (20%) have Higher Secondary School and there is no such school in the nearest villages. Average distance to such school from both the villages is about 1.30 km while 20 per cent sample villages had services of Hospital/Dispensary while 80 per cent of them had it from nearby villages at an average distance of

1.75 km. Only 20 per cent of the sample villages had GP offices and 80 per cent, they had it nearby villages at an average distance 2.25 km. All most all the sample villages (90%) had fair price shops of their own. From the table, it has been observed that the most of the infrastructure were available within the sample villages; if not available, they were approachable in the nearest villages at an easily accessible distance.

5.14.2 Changes in occupational structure

The changes in occupational structure of the sample villages in terms of percentages of households in the reference year 2009 over 2001. The percentage of cultivators (21.43%) and household small industry (3.24%) had decreased in 2009 over 2001 while agricultural labourer (11.74%), other manufacturing /mining (0.31%), labourer engaged in construction (34.71%), trade, commerce and business (18.86%), transport and communication (4.57%) and other services (5.14%) recorded marginal increase in 2009 over 2001. Labourer in construction work might have increased due to impact of MNREGA or due to rapid changes in some other sectors. However, decrease of workers' opportunity in household industry is a matter of concern for the village economy.

How has MNREGA affected wage rates in selected villages?

Research focuses on wage rate for different activities over a period of times.. There is no doubt about it that MNREGA has enhanced wage rate for both skilled and unskilled labourer. It helps to protect the wage earners from exploitation through increase job opportunity. Wage rate for male and female worker for different activities under observation has increased in 2009 over 2005 (MNREGA introduced) infrastructure Available in the Village.

In this section, availability of infrastructural facilities has been examined in the light to their existence within the village and nearest village.

Primary data grip attention towards non-existence of most of the infrastructural facilities within the surveyed villages. That is to say that right from road and railway connectivity to hospital/dispensary, GPO and fair price shop, most of the infrastructural facilities are situated at distances varying from 1 km to 12.86 kms. While railway connectivity was available in nearest village as found in case of 90.00 percent of the surveyed villages (at average distance of 12.86 kms), in 70.00 per cent cases, road connectivity were available within villages. Landline connectivity (60%), Post Office (90%), Co-operative Credit Society (CCS 80%), Regional Rural Banks (RRBs 100%), Commercial Banks (CBs 90%), Agricultural Produce Market (APM 100%), Self Help Groups (SHGs 70%), Secondary School (60%), School – Higher Secondary (90%), Primary Health Centre (PHC 70%), Hospital/Dispensary (90%), Gram Panchayat Office (GPO 60%) fair price shop (FPS – 50%) were available nearer to surveyed villages, but not within the villages .

The MNREGA gives employment to the rural people . It gives bargaining power to the labor class of the village. The MNREGA has redefined the understanding of the daily private wage rate in the village and, because of this programme, the private rate has gone up which is effecting the relationship amongst the farmers and the laborers. The villages are being developed, new roads constructed and now people can move easily inside the villages.

The act empowered the laborers, and now they are aware of their rights; they are no more slaves of the farmers. The laborers' purchasing power has improved now they have access to all those goods and services which earlier considered only for the wealthy people. The MNREGA has changed the pattern of agriculture in the village. Since there is less availability of the laborers in the village hence the farmers are adopting new ways of doing farming. While doing agricultural work with machines the

farmers don't get fodder for their animals therefore nowadays farmers reducing their domestic animals. On the one hand MNREGA has brought large change in the life of the laborers; on the other hand its impact on the agriculture is very poor.

However, the MNREGA does not intend to affect the agricultural pattern but because of changes brought about through it is directly affecting the agricultural system.

5.14.3 Changes in Occupational Structure in the Selected Villages

The impact of MNREGA on occupational structure has been enumerated on the basis of the following occupations at two different points of time, viz., the years 2001 and 2009. (i) cultivators, (ii) agricultural labour, (iii) household small industry, (iv) other manufacturing/mining, (v) construction, (vi) trade, commerce and business, (vii) transport and communication, and; (viii) other services. Field survey contains data related to occupational structure in terms of percentage of households (% of households) mean for the years 2001 and 2009.

The impact of MNREGA on occupational structure has been enumerated on the basis of the following occupations at two different points of time, viz., the years 2001 and 2009. (i) cultivators, (ii) agricultural labour, (iii) household small industry, (iv) other manufacturing/mining, (v) construction, (vi) trade, commerce and business, (vii) transport and communication, and; (viii) other services. Primary data contains data related to occupational structure in terms of percentage of households (% of households) meant for the years 2001 and 2009, labour (from 30.90 to 27.40) and other manufacturing/mining (from 4.60 to 3.10) in the year 2009 in comparison to 2001.

The percentages of households engaged in 'household small industry,' construction, Trade, Commerce & Business, Transport and

Communication and other services increased during the period (from 2.10 to 2.50, 12.00 to 17.20, 5.00 to 7.20, 8.50 to 10.50 and 6.20 to 9.80) respectively. In epitomized terms, it can be said that MNREGA has, to some extent, prompted the cultivators, agricultural labourers and persons engaged in manufacturing activities to go for other activities.

5.15 Increase in bargaining power and choice of work by labours

MNREGA wages provide an alternative source of income for rural labourers, raising the reservation wage (the fall-back position if a bargain is not struck) and implicitly offering labourers bargaining powers in an otherwise inequitable rural labour market. The Scheme has also provided labourers (particularly those who are in debt bondage or contract labour) with a dignified *choice of work*. Thus the diversion of labour in places may reflect an active choice made by the workers. Given this, the seasonal scheduling of works may not be an optimal solution.

Table 5.7: Income group classification of the sample households

Type of card	MNREGA workers	MNREGA non-workers
APL	10.00%	43.30%
BPL	40.00%	40.00%
Antyodaya	40.00%	3.30%
No Card	10.00%	13.30%

Source: Primary Survey

The impact of MNREGA on rural labour markets is far from straightforward and has several dimensions that need careful consideration. For instance, the programme has increased rural labour participation rates by drawing into the workforce many who were not active workers, and making attractive and convenient work opportunities easily accessible. But it is also argued that the Scheme has created labour shortages by removing a block of

labour supply from the residual labour market. People who are already participating in the rural labour market may seek MNREGA work if wages and employment conditions are better than their current employment.

This chapter considers the available literature on the impact of MNREGA on labour market shortage and whether this shortage, if any, has had any impact on agricultural productivity. It also looks at the effect of the Scheme on migration. Overall, there is no conclusive evidence to support the claim that MNREGA has led to a shortage of labour in the agriculture sector or vice versa. The setting of a reservation wage for rural labourers has been considered to be a significant impact of the Scheme. The main conclusions of the primary studies on the subject are summarised below.

5.15.1 Shortage of Agricultural Labour

The impact of MNREGA on agriculture labour has been the subject of considerable debate among researchers. It is hypothesised that government hiring of unemployed labourers would affect labour supply across peak and lean agricultural seasons directly through its effect on wages and indirectly through its effect on agricultural output. Data suggests that the MNREGA has had a positive impact on labour force participation in public works or that participation in public works has increased following the implementation of MNREGA.

A study comparing the MNREGA districts and non-MNREGA districts, found that the probability of a casual worker being engaged in public works increased by 2.5 percentage points more in MNREGA districts compared to non-MNREGA districts. Another research confirmed the analysis- comparing 2007–08 and 2004–05, it was seen that the fraction of days spent in public works employment increased by 1.2 percentage points during the dry season in the programmes' districts. A large part of this can be attributed to the female labour force participation directly in the Scheme. However, it is difficult to suggest that this casual labour in MNREGA is

actually labour from the agriculture sector. The shortage in agricultural labour and their diversion from farms may be due to factors outside MNREGA. In fact, post 2004–05, there has been a negative trend in labour force participation. The National Sample Survey Organisation (NSSO) data indicates that this decline is also with regard to the agriculture labour force. According to the Survey, the decline in agriculture labour, as a share of total economic activity, at the national level, is since 2004, that is the trend precedes MNREGA.

A study found that high non-farm wages have had a more significant role in the diversion of labour from agriculture than MNREGA. Using macro level data in the drought-prone districts like Karauli and Sawaimadhopur as well as in an irrigation-dominated district like Shri Ganganagar, it observed that the impact of MNREGA wages on the economic scarcity of labour is more prevalent in Karauli and Sawaimadhopur; however this impact is relatively modest when compared with the impact of hike in nonfarm wages. Though the provision of food security through the Public Distribution System (PDS) has also contributed to the economic scarcity of labour, the relative hike in non-farm wages is contributing to higher economic scarcity of labour rather than PDS and MNREGA wages. In other words, labour is being diverted away from agriculture due to more lucrative non-farm wages. A study in Jodhpur corroborated the findings. It noted that though there has been a shortage of labour, there has been a parallel increase in non-farm activity in the same villages such that it is difficult to segregate the effect of non-farm pull factors, spread of education and the MNREGA factor.

5.15.2 Providing Reservation Wage for Labourers

Proponents of the Scheme believe that the MNREGA wages ensure an alternative source of income raising the reservation wage (the fall-back position if a bargain is not struck) of all workers and implicitly offering

them some bargaining powers. This must be seen as a positive development, since the Indian labour market, due to inequitable social and power dynamics, has suppressed wages far below the competitive wages for the rural labour force. For instance, as per agricultural practices in some areas, land owners lock-in or tie up labourers at a predetermined rate for agricultural seasons to minimise production costs. Other research concurs with the findings and further suggests that such benefits extend even to other workers who do not participate in the Scheme.

Thus, the increase in average wage, whether agriculture or non-agricultural is resulting in creation of more flexible and fair labour markets in rural areas. Research also reflects favourably towards the ‘choice of work’ that MNREGA offers to rural workers. The agrarian relations in rural India exhibit a variety of labour hiring arrangements—from active casual markets in both seasons, to tied labour/implicit contracts to collective bargaining between labourers and landlords. The explicit and implicit objectives of MNREGA target those labourers that are either involuntarily unemployed in the agricultural lean season or those that are desperate to escape the vicious cycle of poverty and debt. Thus, in places where there is a diversion of labour to MNREGA, the situation may just be indicative of an active and preferential choice made by workers. In fact provision of this choice of work is one of the arguments that support the need to effectively implement MNREGA in areas where contract labour/debt bondage still exist.

Although there may be difficulties in making the switch from agriculture to the MNREGA, such as escape from the labour contractor, timely and regular wage payments would definitely make the Scheme more attractive.

5.15.3 Seasonal Scheduling of MNREGA Activities

Research claims that the positive effect of the Scheme on agricultural productivity may be offset by a diversion of labour away from the

agricultural sector into the Scheme. As pointed out by a study in Sawai Madhopur, the diversion of labour from mustard fields may actually result in a decline in agricultural productivity. To limit distortion of the labour market during agricultural season, and ensure that employment opportunities are additive instead of substitutive, some districts schedule MNREGA activities during the non-agricultural peak season. The Gram Panchayats (GPs) prepare calendars, based on the advice of the Gram Sabha (GS), that demarcate exclusive times of the year for MNREGA work and for agricultural work. In the Barnala GP in Sawai Madhopur a calendar was prepared setting aside six months for MNREGA and six months for agriculture work.

The Dholpur and Rajsamand districts in Rajasthan, scheduled MNREGA work during the summer when demand for agricultural labour was low such that MNREGA work was additive and it expanded the labour market. Similar results were reported from Bikaner (Rajasthan). The solution of limiting MNREGA work days may also not be optimal in the case the GPs have surplus labour that could not find employment even during the peak agriculture seasons (and MNREGA absorbs this labour) or in the case of labour (debtbondage, tied labour, etc.) that prefers the choice of MNREGA work over work on private farms as pointed in the paragraph under Providing Reservation Wage for Labourers above.

5.16 MNREGA Impact on HDI

The impact of MNREGA can be viewed in terms of the extent to which it has come to have a bearing on the state's position in the terms of the indicators of the Human Development Index (HDI). While it is beyond the scope of this study to exactly peg down the impact (Of MNREGA) On the HDI, evidences suggest that it has indeed significantly impacted the four major ingredients of the HDI: Income Generation, Economic self reliance (of the poor), Women's empowerment including gender mainstreaming and

Quality of life. Based on the current evidences, we believe that MNREGA work would have positive impact on the HDI of the state and the concerned district.

5.17 A Ground reality check- case study of Sawai Madhopur

The statistics released officially reflect that MNREGA has been quite successful and well implemented in Sawai Madhopur. Even though, the scheme has been widely a success, field reports suggest that Sawai Madhopur continues to witness low level of development and bleak livelihood options for its households. The disparity needs to be addressed for which primary data from 57 villages has been collected pertaining to the status of implementation of MNREGA.

The results are discussed below which show a contrasting picture when compared with the official statistics. The primary data reveals that majority of households who have applied for job cards are Tribals. Poor rural households (69%) 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. However, in the 57 sampled villages, only 44% applicants have received job cards. One of the stipulations under the scheme is that the job card should necessarily be in the possession of the job seeker. In the 57 sampled villages, only 14% applicants have their job cards with them and for the rest, the cards are either with the *Sarpanch* or the *Panchayat* (Figure 1). To understand the ground situation extensively, an in depth case has been studied of Meena Koleta village in

Bamanwas block of Sawai Madhopur. The box below details the status of implementation of MNREGA in Meena Koleta.

Rural Insight: A case study of Meena Koleta Village, Bawanwas

Meena Koleta is a village located in the Bawanwas block of Sawai Madhopur. Owing to its strategic location near the sub-divisional headquarter, the village is expected to be utilizing the benefit of MNREGA effectively. Qualitative discussions with key informants and resource mapping exercises however, reveal a different picture. Only a few job seekers in the village are found to have their job cards in their own possession. Furthermore, they are not aware of their right to demand job work under the scheme. Resultantly, they assume that as and when work arises, work will be given to them by the Panchayat. Discussion related to MNREGA has never happened in the *Gram Sabha* of the village. Qualitative discussions indicate that only a handful of Panchayat members and pro-Sarpanch group gather to make decisions regarding the work to be allocated under MNREGA. Delay in wage payments has also been reported to be one of the problems encountered by workers under MNREGA. The workers report delay ranging from 1 to 2 years for release of wages. None of the inhabitants mention receiving any facility at the work site. With respect to work, it was last awarded in the year 2012 under MNREGA. Thereafter, there has been no work done under the scheme. A pond was created in 2012 which has been given to contractors for fish rearing. The community is not allowed to access water from the pond. No other asset has been created in the village under the scheme.

The limited amount of assets created in these villages point to a need to diversify such that the potential in the region can be tapped and the scheme can facilitate rural development.

The scheme entitles a job card holder with 100 days of employment but only a few (1.8%) could get that. The startling fact is that around 32% sampled households in these 57 villages could not obtain any employment at all under the scheme. In 21 out of 57 villages, it was reported that no employment was generated at all until the year 2012. Averaging out the number of days of employment received by the job seekers, it emerges that only 21 days of employment was provided under MNREGA as opposed to 100 days guaranteed under the scheme. To further add to the plight, the wages being received by the workers is Rs. 78.51 as against Rs.179 announced by like the Haryana government. This wide gap evident between the guaranteed and realized employment and between the wages announced and received, lead the job seekers under MNREGA to succumb to an annual loss of Rs. 16251 per household on an average.



Source: Primary

Section of Lining Constructed under MNREGA at Shankarpura

CHAPTER – 6

MNREGA PROGRAMME AND PEOPLE’S PARTICIPATION

The suggestion of the newly organised NITI Ayog, the MORD started a new programme, called "Integrated participatory planning exercise/IPPE" for more improvement in productive employment creation under MNREGA. 'Labour Budget' is prepared for the financial year of 2015-16 in 2500 selected backward blocks with help of the participatory rural calculation mechanism, agriculture and allied activities are specially targeted, hence 60% percent of cost of construction blocks concerned with productive and durable assets creation in any district and it is integrated with agriculture and allied activities through the management and development extension of land, water and forest like natural resources by the integrated participation of people/community, administration and other engaged organisations in the newly applied "IPPE".

The MNREGA is a self-targeting programme that assumes that only those who can't find better-paying, less-strenuous work will participate in the hard manual labour offered under the act.

There are few government programmes that excite as much passion as the Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA). For advocates, it is a lifeline for the rural poor. For critics, it is

a programme that distorts labour markets and does far more harm than good. In this partisan quicksand, it is hard to find firm ground from which to evaluate the promises and challenges of the MNREGA 10 years after its enactment. However, in recent years, more empirical studies have emerged to provide a solid foundation from which to address a number of questions.

One, how well does the self-targeting mechanism work? The MNREGA is a self-targeting programme that assumes that only those who can't find better-paying, less-strenuous work will participate in the hard manual labour offered under the act. A recently published report by researchers from the National Council of Applied Economic Research (NCAER) and the University of Maryland, based on the India Human Development Survey (IHDS) of over 28,000 households before and after the implementation of the MNREGA, shows that the programme is moderately effective in this. Thirty per cent of poor and 21 per cent of non-poor households participate; and 30 per cent of illiterate households versus 13 per cent of households with college graduates participate. However, it also offers work to a variety of middle-income rural households, such as moderately prosperous farmers who can't find work during non-harvest periods. Since programmes solely directed at the poor rarely enjoy wide political support, this broad participation may be one reason for its popularity.

Two, does it really reduce poverty? The IHDS shows that among the 24.4 per cent of MNREGA-participating households, the median number of days worked is 40 and the median annual income from the MNREGA is Rs 4,030, forming about 8.6 per cent of total household income, a small but crucial part of the household budget. The impact of the MNREGA on poverty depends on assumptions about what workers could do in the absence of the programme. But estimates based on a variety of assumptions suggest that without the MNREGA, the poverty ratio would be at least 25 per cent

higher among participants. These estimates are based on comparing pre- and post-MNREGA poverty rates for MNREGA households and their neighbours with comparable characteristics, even after accounting for poverty reduction due to a strong economy.

Three, does it distort labour markets? The biggest complaint against the MNREGA is from large farmers, who claim it has provided alternative jobs to agricultural labourers and increased agricultural wages. Data show that agricultural labour wages have risen faster than other wages, but it is not clear that this increase can be totally attributed to the MNREGA. Although 24.4 per cent of IHDS households participate in the MNREGA, most households have more than one worker, so only 12 per cent of the men and 9 per cent of the women in the IHDS sample participated in the programme. While individuals often worked 30-34 days, at the population level, this comes to less than four days of MNREGA work per person; about 2.5 per cent of total workdays for men and 5 per cent for women. Thus, the MNREGA forms a very small part of rural labour and the impact of other transformations, like the growth in the construction sector, is likely to be greater. While this does not discount farmer concerns in areas with high levels of MNREGA participation or in those reliant on migrant labour, such as Punjab, much of the impact of rising wages is limited to large farmers. The small and marginal farmers who own the bulk of India's farms are both MNREGA workers and employers of farm labour. Thus their MNREGA income more than makes up for any hardships caused by an increase in agricultural wages. Medium to larger farmers — less than 10 per cent of cultivators — are affected by increases in agricultural wages. The recent MNREGA emphasis towards improving agricultural infrastructure and irrigation should compensate for this hardship.

Four, why are 70 per cent of the poor not participating in the MNREGA? The effect of the programme on poverty reduction has been

limited by the fact that only 30 per cent of poor households participate. In the IHDS sample, more than 60 per cent of interested households complained of not having sufficient work due to poor implementation. This phenomenon, known as work rationing, varies across the country and some of the poorest states, such as Bihar and Odisha, have particularly low participation rates. Since about 40 per cent of the excluded poor live in low-performing states, better performance in these states will be a tremendous step towards increasing inclusion of the poor.

Five, what about cash transfers? Recently, a lobby for replacing employment guarantee programmes with cash transfers has emerged among economists. This would dismantle the bureaucracy and get cash into the bank accounts of individuals without distorting labour markets. However, welfare versus workfare is an old debate. Developed countries, where incomes are well documented and the poor can be more easily identified, often provide cash incomes to the poor. Indian experiments with identification of the poor have been dismal failures, leading to enormous errors of inclusion (the non-poor getting benefits) and exclusion (the poor being left out). There is no reason to believe that we can do a better job of targeting subsidies if we eliminate the self-targeting aspect of work requirement. If cash is to be given to all households for 100 days without that barrier, the financial burden would be enormous.

Cash transfers have other unanticipated impacts, and countries like the US, which have considerable experience with cash benefits, have struggled to incorporate work requirements in cash assistance programmes. For example, in the US, concerns about welfare dependence — and strong political distaste for so-called “welfare queens” — led to reforms that required work participation for single parents, with young children receiving welfare assistance.

Given these considerations, it would not be prudent to let our cynicism about public programmes push us into dismantling the MNREGA instead of reforming it to ensure better performance — both for household welfare and for infrastructure development.

Table 6.1 : Targeted Participants

Targeted Participants	Events Done
PRI leaders of micro project villages	<p>Exposure to best watershed development activities in Rajasthan (Sawai Madhopur)</p> <p>One day workshop organized on concept of micro project and role division among PIA and PRI</p> <p>One day coordination meeting organized for discussion on replication best watershed activities</p>
Community	<p>Mass event on 22nd April 2011 to launch the project and awareness about MNREGA NRM</p> <ul style="list-style-type: none"> • Regular trainings and video shows in all villages • Exposures have been done for 8 villages regarding watershed plus approach • Social audits held in all villages • Awareness choupals organized by district administration on regular basis
Village level volunteers (Mates and extension volunteers)	<p>Field trainings done by PIA</p> <ul style="list-style-type: none"> • 10 days training organized at Samaj Pragati Sahyog, Khandar on watershed planning and implementation
PIA team	<p>Exposure to old works of rural development in Rajasthan</p> <ul style="list-style-type: none"> • Regular internal trainings

Government Engineers	<ul style="list-style-type: none"> • Exposure to project villages has been conducted by district administration to replicate the watershed works under MNREGA in other villages of district
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Source : Computation by Author

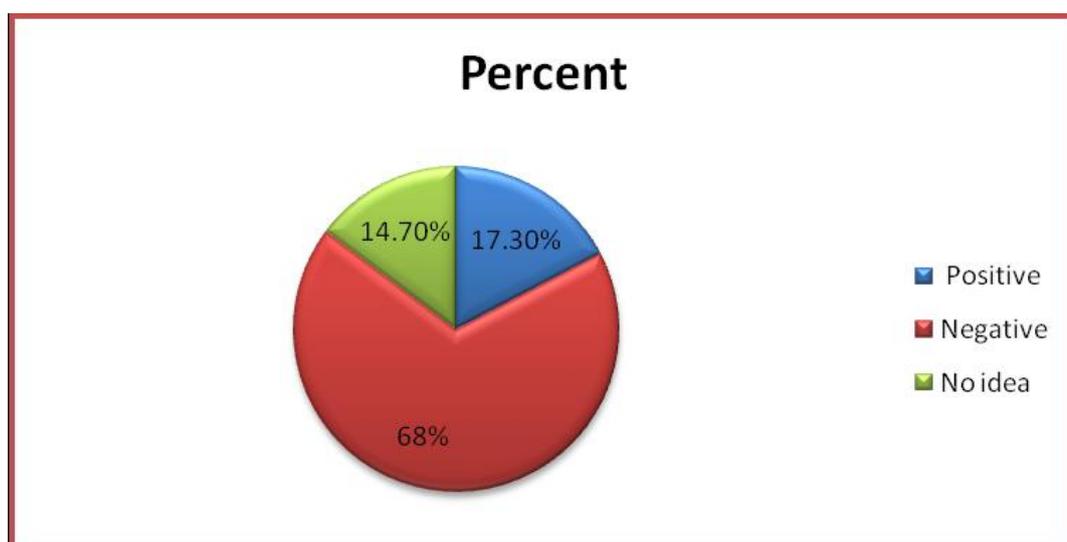
6.1 MNREGA and tribal livelihood

MNREGA is the most significant scheme to uplift the overall quality of life of rural households. 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. However, the data from the field reflected that there is little impact of MNREGA on tribal livelihoods. By comparing the annual income of beneficiaries before MNREGA and after MNREGA, it is found that there is increase of 28.52% in income of the beneficiaries. Like that there is increase of 47.42% in expenditure of the beneficiaries. Before the implementation of MNREGA the villagers were generally spending 64.24% from their income while after the implementation of this scheme they are spending 73.69% of their income.

The above data shows that due to change in income there is also change in expenditure. Generally the expenditure of villagers was more on food items. Around 69.13% of their expenditure used to go to food. But after the implementation of this scheme the expenditure on food items gradually shifted to non-food items which include both luxury and necessity items. For this the expenditure on food items is gradually decreasing (59.29%) and on non-food items is increasing. This reflects that there is some impact on tribal livelihoods but this impact is considered as very little. This is because no proper and regular work which is the direct result of poor implementation.

On the issue of asset creation nothing much is observed from the field. Except road work no other works are being taken here. Recently some

initiations have been taken by Sarapanch for the SC-ST land development. In all three hamlets including Jahirra, Kakrala, Chandankoli, people had expressed their disappointments with MNREGA works. Here, the following diagram shows that maximum numbers of respondents (68%) have the negative opinion on MNREGA.



Source: www.sawaimadhopur.nic.in

Figure 6.1: Positive and Negative Response on MNREGA

According to some villagers, whatever the poor gets from MNREGA work spends only to feed his stomach and also in alcohol for few days, nothing left for saving, clothing, and maintenance of house as well as children's education.

6.2 Participation of marginalised community

Evidence suggests that MNREGA is succeeding as a self-targeting programme, with high participation from marginalised groups including the SCs and STs. At the national level, the share of SCs and STs in the work provided under MNREGA has been high at 40–50 per cent across each of the years of the Scheme's implementation. In FY 2011–12* alone, 40 per cent of the total person-days of employment (84 crore out of 209 crore) were

provided to SCs and STs as according. In the case of both SCs and STs, the participation rate exceeds their share in the total population.

Table 6.2: MNREGA participants and number of person days per household

	Average 2008-09	Average 2010-11	Range 2012-13
Women	40	48.1	6.7 to 88.2
Scheduled tribes	36	20.7	0 to 100
Scheduled Castes	26	30.52	0 to 79
Person days per households`	43	54	18.8 to 94.6

Source : Collector office Sawai Madhopur District

MNREGA employment trends validate the hypothesis that it is the most needy who seek employment under the Scheme. In a survey conducted in 2012 in six states-Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Rajasthan and Uttar Pradesh-it was found that a majority of the MNREGA workers belong to the most disadvantaged sections of society; 81 per cent of the sample workers lived in *kachcha* (non-permanent) houses, 61 per cent were illiterate, and 72 per cent have had no electricity at home. SC and ST families accounted for 73 per cent of the workers in the randomly selected sample. At the national level, the share of SCs and STs in the work provided under MNREGA has been high at 40–50 per cent across each of the years of the Scheme’s implementation. In the case of both SCs and STs, the participation rate exceeds their total share in the total population (except in Rajasthan where it is only marginally less). This trend is definitely a positive indication. Other field studies corroborate the high workforce participation by the marginalised. A study conducted in five blocks of Sawai Madhopur

district noted that in its sample, around 85 per cent of the beneficiaries belong to Below Poverty Line (BPL), 50 per cent belong to SCs, 45 per cent belong to the Other Backward Classes (OBCs). An NSSO survey on MNREGA observed that in Andhra Pradesh 42 per cent of the beneficiaries were SCs-STs and 50 per cent were OBCs, these proportions in Madhya Pradesh were 67 per cent and 29 per cent, and in Rajasthan 50 per cent and 42 per cent, respectively.

6.3 Women's Participation

The block Development Officer (BDO) and the District Development Officer (DDO) are directly involved in the works-schemes' implementation. The former, acts as the program officer (PO) while the latter acts as the District Program Coordinator (DPC). The recent appointment of Gram Rozgaar Sahayak as a link between the Panchayat and the district and the state administration has come as a boon to the execution part of the program. The shelf of projects for a village is generally recommended by a gram sabha and approved by the district panchayat.

It was found that women's participation is both solicited and insisted at all the levels of the project - scheme - work cycle. Fortunately, in Rajasthan, gram-sabha is the pivot around which planning and execution processes revolve. Generally, the gram-sabhas choose, plan, prepare labour budget and recommend works at the village level.

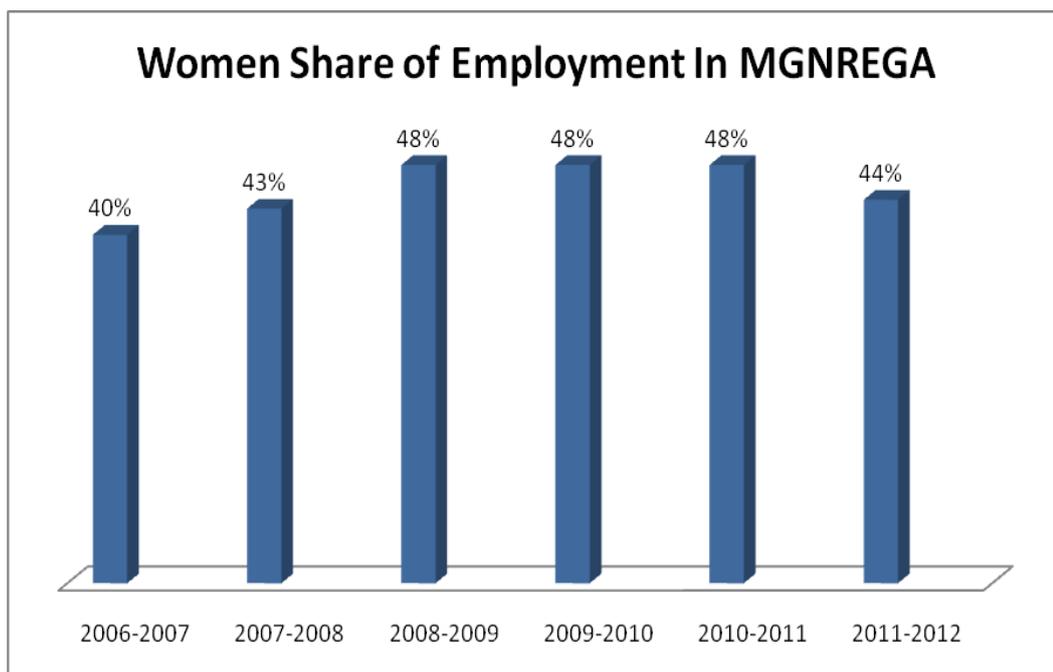
In Bawanwas and Bonli blocks of Sawai Madhopur District MNREGA has given opportunities to earn in her own village. "Now women can also earn, so the family's earnings increase. The MNREGA is very important because women get the same wage as men."

- The women have stop working for a landlord, who pays women less than men.

- Women have faced some harassment from the mate, who pressures the women work to harder. She is also worried about her 5-6 years child, who is alone at home when she goes to work. The participation of women in the MNREGA was below the stipulated minimum of 33% in the survey sample.
- Some barriers that prevents women from joining the MNREGA in larger numbers in the districts as block. Gram panchyat functionaries often told us that women were not interested in MNREGA work. After the conversation five barriers was came out in their participation of works:
 - 1) Delayed payments also come in the way of participation of poor women.
 - 2) The standard task of the day's work at the time of the survey was digging 110 cubic feet in soft soil, which is far too much.
 - 3) In some places, the presence of contractors actively impacted women's Participation in MNREGA works.
 - 4) The second big hurdle is the lack of child-care facilities. The lack of these facilities can be crippling for women, especially those with breastfeeding babies.
 - 5) In my study area Shankarpura, Tundeela, Sittod, Piplai, Dholeta, Sherpur villages ware tenacious social norms against women working outside the home. Some of them also faced verbal sexual harassment- they were teased, ridiculed or verbally abused by male labourers and other villagers.

Only a small proportion of women workers in the survey sample had attended a gram sabha, many do not go to gram sabha because they do not feel welcome or because they believe these meetings are not for women.

- Unlike MNREGA, equal wage policy was not being followed in earlier schemes, making them an unattractive proposition. Besides this, with no guarantee of work being available regularly, these schemes were hardly popular amongst women. Breaking the social norm of “unequal wages” between men and women is an achievement in itself.
- The scheme has effectively generated a feeling of ownership for the women about the entire program. None of the women seem to have any knowledge of previous employment generation scheme. Most of the schemes had men working. With hardly any women availing the opportunity. As one of the respondents, Mohan Pandit, explains: *“this is the first time when I have worked so regularly on any employment generation scheme. With MNREGA being introduced, we would never go and work in other schemes as wages there are lower and not equal to men”*.
- Women’s participation is quite impressive. In fact, percentage of women working at the site many a times exceeds 50%. It will be apt to call this scheme “a women’s scheme” as sight of women doing hard work, in high numbers, is quite common. In fact, MNREGA has managed to generate employment, for the first time, at fair and equal wages in the village itself, unlike previous schemes.
- Effective implementation of the MNREGA in the state has led to ample employment opportunities for Women. The MNREGA has raised both enthusiasm and expectations among women workers. They unanimously affirmed that it has enhanced their lives by helping them generate more livelihood options from their immediate surroundings by making work available to everyone, preferably women and aged, within a five kilometre radius.



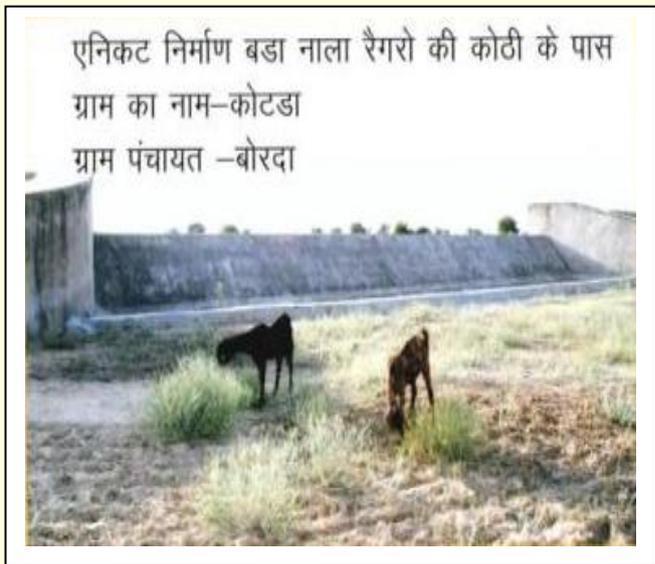
Source : Parliamentary committee on Empowerment of women, 2012

Figure 6.2 : Women Share of Employment in MNREGA

At the national level, the participation of women in the Scheme has surpassed the statutory minimum requirement of 33 per cent; in FY 2011–12* alone, women person-days of employment were close to 50 per cent. The percentage of women participation from FY 2006–07 up to FY 2011–12 increased at good level. Significantly, female share on works under MNREGA is greater than their share of work in the casual wage labour market across all blocks. Women are participating in the Scheme much more actively than they participated in all forms of recorded work. This may support the hypothesis that MNREGA creates decent and favourable work conditions for women. For instance, MNREGA’s stipulation of work within 5 kilometres (kms) of the village where the job applicant resides makes participation in the Scheme logistically feasible for women who may have limited employment opportunities available to them, given their role and responsibilities in their households. A study conducted across five sample of blocks of Sawai Madhopur, Rajasthan seems to confirm these findings; only

30 per cent of the women in the sample recalled earning a cash income from a source other than MNREGA, in the three months preceding the survey. Of the total women in the sample, 50 per cent said that in the absence of MNREGA they would have worked at home or would have remained unemployed.

MNREGA Success Story

	District Name	सवाई माधोपुर
	Block Name	बौली
	Panchayat Name	बोरदा
	Village Name	कोटडा
	Work Name	एनिकट निर्माण कार्य
	Expenditure on Labour (in Lacs)	9.81
	Expenditure on Material (in Lacs)	11.77
	Work Start Date	3/16/2008
	Mandays Generated	9700
	Work Comp. Date	9/15/2009
	Details of Benefit to Public	ग्रामीणों को पानी की सुविधाएं खेती की सिंचाई आसान व मवेशियों को पानी की सुविधा व वर्षा जल संग्रह
	Beneficiary Name	ग्राम पंचायत आम जन
	Beneficiary Address	ग्राम पंचायत बोरदा
	Beneficiary Contact No	0
Beneficiary Statement	जल ग्रहण संग्रह	

Source: Computation by Author

Inter-Block Variations: However, the large inter block variation in women participation has remained an issue for further analysis Rajasthan followed with 74 per cent and 69 per cent respectively. The some blocks, like Bawanwas and Khandar, show a higher rate of participation in as compared to their overall work participation in all recorded works. Among all blocks, however, the pattern has been generally different, with

proportionately fewer women working in the Scheme than in other rural work; Sawai Madhopur is the only exception. These gaps are especially marked in Khandar and Sawai Madhopur, where women participation in MNREGA is particularly low .Some of the possible factors responsible for a high rate of participation in the southern blocks could be:

- Higher rationing in poorer blocks such that there are still a higher percentage of women in casual wage.
- Wage differentials between private sector and MNREGA
- Effective institutions at the State and local government level that are committed to promoting female participation in MNREGA
- Influence of Self-Help Groups (SHGs)
- Cultural acceptance of female participation in the labour force.

Table 6.3 : Share of women in MNREGA

District Average	42%	
High	Bamanwas	44%
	Bolni	40%
	Khandar	40%
	Chauth ka Barwada	38%
Low	Sawai Madhopur	32%
	Gangapur	31%

Source: Computation of Author

Rationing could also be due to a lack of awareness in the poorer states, or also due to a high demand and limited supply of work opportunities where in women are forced to compete with men for employment, and the latter are usually favoured for manual labour.

However, in places where the market wages are higher than MNREGA, men undertake jobs in the market and women seek employment under the Scheme. (Also see Reduced Differential Wages and Wage Parity below). Non-availability of work-site facilities like crèches, is also a huge disincentive for women. Further, certain types of MNREGA work also limit the participation of women. In some states, productivity norms are too exacting, because the Schedule of Rates (SoRs) is yet to be revised in line with the norms of the Scheme. Additionally, the work hours may make it difficult to balance MNREGA with their housework such as collecting water, wood, grass for livestock, etc.

6.4 Gender concern

There are wide variations across districts, within states and across districts in the share of work days going to women. The required proportion of work days going to women is one-third and one would expect to find a clustering around that number. In 4 Blocks out of 6, the share of women in total work days was over 33 per cent in November 2009 (data for 2006-07), at the time that this study was started, and 4 out of the same 6 in 2009-10. Three blocks showed a share of 35 per cent or less in 2006-07 (but just three blocks were in this group in 2009-10). While most Blocks show an upward trend both in total volume of work generated and the share of women in work days, there are some exceptions. In Rajasthan, for example, the number of work days going to women fell over this period (2006-10). The share of women work days has fallen substantially and very marginally in Rajasthan. In Rajasthan the share of women work days, already high at 66 per cent in 2006-07, went up to 88 per cent in 2009-10.



Source: www.nrega.com

Women Empowerment by MNREGA and JAM (Jandhan, Aadhar, Mobile)

6.4.1 Interface with women and women's groups

Features of the MNREGA specific to Rajasthan are that worksites are managed by women and that most women coming for work have already been mobilised into self-help groups. The prior experience of working together and existing female managerial capacity both help to make the MNREGA more accessible to women. The Rajasthan state government has entrusted the line management and implementation of the MNREGA to Sawai Madhopur (the state poverty eradication mission and a programme that has mobilised women into self-help groups for economic activity). The Area Development Society of the Sawai Madhopur represents 30 to 40 'neighbourhood groups' at ward level. It provides a volunteer area development supervisor (ADS) who is in charge of MNREGA work and ensures proper maintenance of muster rolls and provision of worksite facilities. The ADS is usually the head of an existing self-help group and an emergent village leader. She looks after two to three sites, depending on the size of the village.

In At Dang, a tribal area, the Sawai Madhopur is the first point of contact through which villagers learn about and participate in the programme. Mutual mistrust led to the dissolution of mixed groups of tribal and non-tribal members. It was found that tribal illiteracy impaired the spread of information about the scheme and some tribal ADSs remain unclear about procedures, even after orientation programmes and trainings. About 100 entirely-*adivasi* Sawai Madhopur groups were created in early 2009 to ease the process of assimilation. According Chathukulam and Gireesan (2007), MNREGA implementation in these tribal communities has been hindered by ignorance of tribal life and faulty targeting. By giving the responsibility of MNREGA implementation to Sawai Madhopur, the Rajasthan state government has further consolidated women's position in the programme. Fieldwork showed that women believe one needs to be a member of Sawai Madhopur in order to work on MNREGA sites. This is not the case, but women are joining to make sure of getting work.

In Rajasthan there is no comparable mobilisation of women. MNREGA implementation is largely left to panchayats. However, there are active youth groups and other social movements (around the right to information for example) that have been deeply involved in the programme. As a result, general levels of awareness are much higher than they would have been if advocacy had been left exclusively to the district administration. Several of these groups have participated in social audits as a way of drawing attention to irregularities, gaps, etc and improving implementation. While the state government had initially encouraged such independent audits, this policy has been changed because it was strongly resisted by panchayats.

The state government decided that each panchayat would set up its own social audit group. But active mobilising by youth continues, leading to periodic reports of local conflicts. Although self-help and other women's

groups are present, fieldwork did not find evidence of these groups playing any active part in MNREGA audit or implementation.

6.4.2 Economic Independence and Empowerment of Women

Preliminary findings suggest that the increased access to paid work due to MNREGA has had a positive impact on women's socio-economic status and general well-being. For instance, in a survey conducted across six states, 82 per cent of the widows in the sample regarded MNREGA as a very important source of income, and of the total sample, 69 per cent of the women stated that MNREGA had helped them avoid hunger. Findings from different studies also observe that post MNREGA, women have greater control over their wages and have been spending them on repaying small debts, paying for their children's schooling and bearing medical expenses, etc.

6.5 Role of SHGs and community based organisation

Youth groups and other social movements have been deeply involved in and encouraged women participation in the programme. Several of these groups have also participated in social audits as a way of drawing attention to irregularities, gaps, etc., and improving implementation. Focussed targeting of women through awareness campaigns, organisation in groups, has been shown to be an effective model in the case of district Sawai Madhopur in Rajasthan. The appointment of women as worksite supervisors, also known as *mates*, increased participation and also aided with better worksite management including recording of measurements, division of workers into groups to finish allocated tasks, etc. With a deployment of trained women supervisors at around 40 per cent of the worksites, the measurements and task allocation was found to be more efficient such that, the average wage for workers increased from Rs 45 to Rs 70 (which was closer to the minimum wage of Rs 73 in the year of the study) in 2009.



Source: Primary

Officers Meeting with MATES

Mobilisation of women through community based organisations has improved outreach and generated awareness, and contributed to increasing participation of women in all aspects of the Scheme. It is important to note the role of community-based organisations and Self-Help Groups in mobilising and organising the poor women to increase their participation. A part of the credit for more visibility of women in MNREGA in the southern States may also be awarded to these organisations (see Box 2.1).

6.6 Role of civil society

Till 2009, civil society groups, such as Rajasthan's MKSS, played a crucial role in carrying out social audit of the programme within the state. They highlighted irregularities committed in its execution at various levels, triggering a wave of resentment among sarpanches, who opposed the scrutiny. A group of sarpanches subsequently obtained a stay from the high court on activities of these civil society organisations, and the exercise of social audit was jettisoned. Civil society in association with *Wada Na Todo Abhiyan* (WNTA) released a review report assessing the performance of the government.

The Civil Society Review is a collective effort to expedite the development process and decide the future agenda keeping the welfare, priorities and aspirations of the poor and the marginalized in mind.

Assessing the Centre's rights based approach, the report reiterates the need to empower beneficiaries of the flagship scheme MNREGA.

“For an ambitious demand-driven programme such as the MNREGA to be successful, the intended beneficiaries must have adequate information. This has not happened. Many studies have pointed out that people often do not register for work because they are not aware about the Act's provisions,” the report stated.

According to the report, by locating decision making for planning and implementation of MNREGA with Gram Panchayat, the Act ‘intends to promote decentralized democracy’. However, civil society organizations have repeatedly highlighted instances where Panchayats have discriminated against the marginalized while providing work: they have not been provided information and have not been included in the planning process.

Additionally, several studies have shown how panchayats become the locus of powerful and dominant groups. These studies show how Dalits, tribals and women are actively discriminated against, their participation in panchayats rendered meaningless, and developmental goods and services appropriated by those at the helm of decision making.

Other forms of exclusion include lower wage rates and delays in providing jobs and payment of wages. Women's participation has been hobbled by inadequate work place facilities.

The report recommends that since lack of information and awareness at the village level frustrate the rights-based approach of the Act, it becomes imperative to equip people especially the marginalized with such information. Gram panchayats should be provided the technical and human

resource support they need so that they can play their role in planning and implementing the Act.

More specifically, practices must be evolved at the Panchayat level; ensuring excluded communities can participate in Gram Sabha meetings. Special attention needs to be provided to vulnerable pockets where MNREGA work appears to be the only possible source of employment and income - such as those with high migration or acute landlessness.

6.7 Role of Gram Sathi and Sarpanchas

To make the MNREGA activities more vibrant Govt. of Rajasthan launched the Gram Sathi scheme. In this scheme two persons in each village are recruited to assist the implementation of MNREGA especially organize cardholders to start a job, write muster rolls, check measurement, payment of labourers etc. However, Gram Sathi in this panchayat is not trained and aware about the policies.

The sarpanch is the most important agent of implementation of the MNREGA 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 MNREGA fund, the sarpanchs need to play a major role in this regard. They are involved in the planning, designing and implementation of MNREGA. 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. Rajanti Meena, a tribal lady who is Sarpanch in this Panchayat is not much active and aware about MNREGA. Her husband who acts as a contractor is misleading the entire programme. While distributing work and job cards he is taking care of those who voted for him. Even though he is well about some rules and regulations, he is not ready to share it among villagers.

From the above discussion it is concluded that the MNREGA, 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 that of the rupee spent for the development programmes in the rural areas only 15 paise reaches the beneficiary is absolutely true in this case. There is no denying that MNREGA 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 MNREGA wages reach the workers directly.

6.7.1 Role of Mates

In the sample area largely the mates are men usually belonging to the village where the work is being undertaken. In Blocks like Bawanwas, Khandar and Bonli, it was found that women mates have also been working; but are not too many. Mates are involved with daily supervision of the work and maintenance of the muster rolls. In some cases, it has come out clearly that it is the Mate who approaches the villagers for work.

In the sample area, it was found that wherever the Mate is knowledgeable, sensitive and conscious, there the work and the payment of the wages are done properly. In cases where the Mate is honest and does not enrol wrong persons and does not get influenced by the influential people of the village, there the payment of wages is up to the satisfaction of the all involved. But this is rare fact. The Muster Rolls are also checked by the Sachiv and JENs and other MNREGA officers. The Mate has full liberty to handle the muster roll as per his wishes.

In Sawai Madhopur, Panchayat Samiti's Sherpur village, one of the women mates was 8th pass (schooling) and highly admired in her village. Women workers mentioned that they are getting maximum wage for the work done. She regularly supervised the work and maintains the muster roll properly.

In gram panchayat Bamanwas Pattikhurd of Sawai Madhopur district the sarpanch Smt. Urmila Devi takes special interest in the works undertaken in his panchayat. 90 percent labour is women and there is a women mate who supervised MNREGA work of water pond digging. She is a very conscious and an honest mate. She made sure that each individual labour is working for the set target. She has divided the work in a group of 5. Because of her proper supervision the wage rate here is Rs.70 to Rs.73 per day.

Data source shows that it is mainly the mate who supervises the work at the construction site, though in few cases sarpanch has also been found to supervise works. It has happened in Bawanwas and Khandar.

6.7.2 Perception of farmers

The participant farmers feel, the MNREGA is playing very significant role in the development of village. New roads are constructed in the village. Through those roads, villages are connected with each other. The village is developed and being converted into Aadarsh Gram, Panth-Canal was constructed and Bawanwas road are being constructed. People of the village earlier used to call MNREGA Bawanwas because government started it for giving relief to those people who were poor and unemployed. Nowadays farmers can bring their yield from the field to the home easily through those roads which were constructed under the MNREGA.

Farmers feel, there is great change in the life of the labourers of the village. Earlier labourers 'conditions was very pathetic; labourers could

afford only one meal a day. In the evening labourers have to survive on Daliya, Buttermilk (Chhach), etc. Nowadays Labourers are able to afford the food that the farmers are eating. They are better clothed, there is a change in their way of life also; previously when they take bath they had to make do with scrubbing with sand, they couldn't afford soap but now they have capacity to buy basic needs like soap. Their financial situation has improved, they have become more aware, they see if the work of the MNREGA is running in the village, then they work in that otherwise they go outside cities Jaipur and New Delhi. There they get high wages and hence prefer to work there even if the work is harder. Many of them have mobiles, TV, bicycle, their living condition is good, their diet is good and their house condition is also improved they made good roof for themselves.

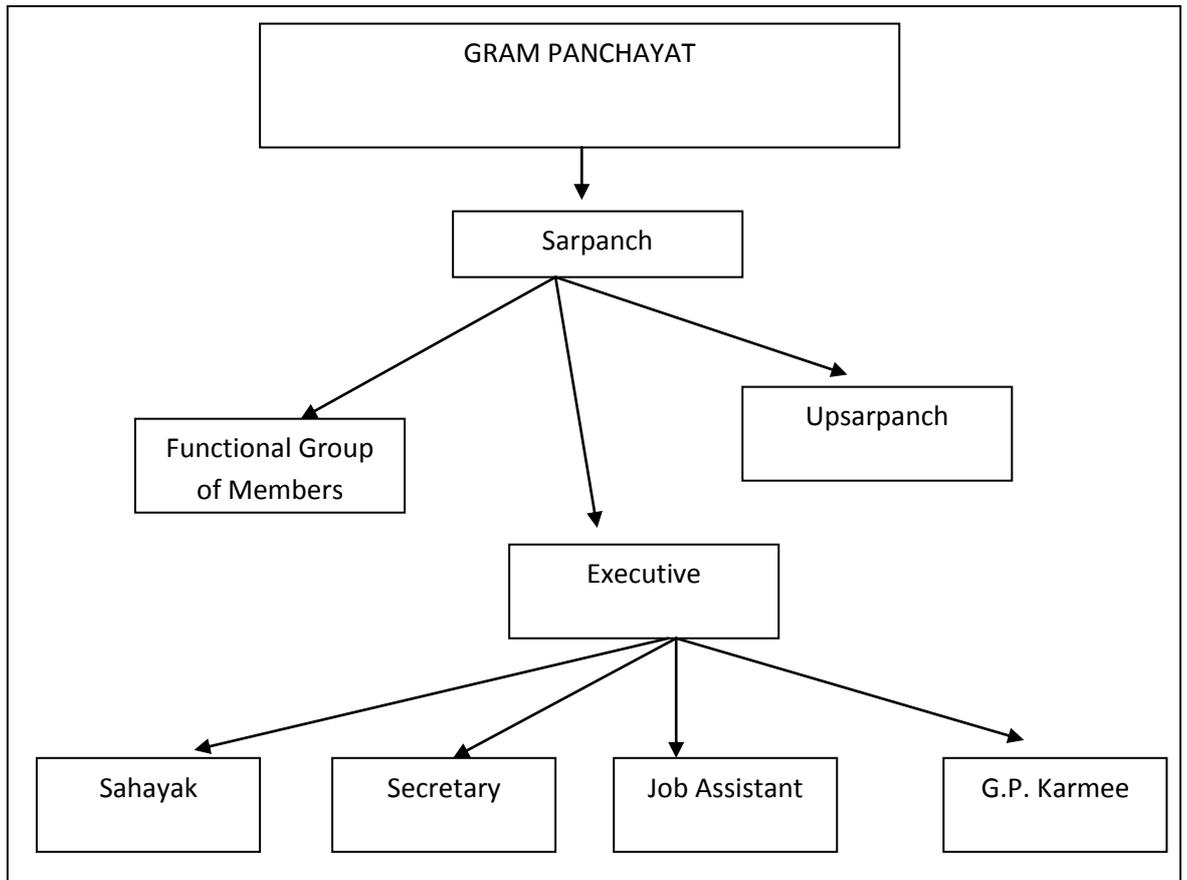
The Labourers get daily wages and they have also become aware in the terms of the fact that if they do not have work in the village, they go Jaipur and New Delhi in search of work. And when the work under the MNREGA starts in the village, *they come back and start working here.* Another participant remarked that there is need to create small dams for irrigation of the land of the village under the MNREGA scheme. Through this process the farmers of the village would be wealthy and through farmer, labourer's condition would also improve. They suggested that, while taking decision in the Gram Panchyat meeting regarding the work of the MNREGA, there should be an engineer available so that he can suggest which work has long term benefits for the village. That's why for the creation of productive durable assets with the participation of skilled and semi-skilled labour-force, the present BJP led state Government started "Deendayal Upadhyaya Gram Koshalya Yojna". Under this scheme government prepare "Basefoot Engineers" for the semi-technical (trained) help in MNREGA related construction works.

According to the farmers, because of the MNREGA the private rate has gone up, farmers are facing difficulty to perform their agricultural work because of the scarcity of the labour in the village and farmers have started to use machines to perform their agricultural work. The participant farmer strongly feels that, the work of the MNREGA should totally stop at the time of peak season of agricultural work so that the farmers also get labourers to perform their agricultural work.

6.7.3 Integrated People's Participation through Gram Sabha

It is now being increasingly realized that only active involvement of people and community through participation can bring a genuine and sustainable rural transformation. Further active people's participation is the pre-requisite condition for the successful implementation of rural development programmes. The idea of people's active participation in rural development has been materialized through mandatory provision of Gram Sabha in the 73rd CAA. Several researches indicated that after the implementation of Act people's participation in the decision making is on the rise in several parts of the country.

The legislative empowerment of the Gram Sabha in India is a political development of utmost importance because it marks the clearest break from the most dominant political orthodoxy in this century (Mander, 1999). The Gram Sabha was perceived as an institution to give collective strength to the poor and deprived to gain a measure of self-confidence enough to enable them to stand on their own and regain the spirit of self-reliance and human dignity.



Source: Computation by Author

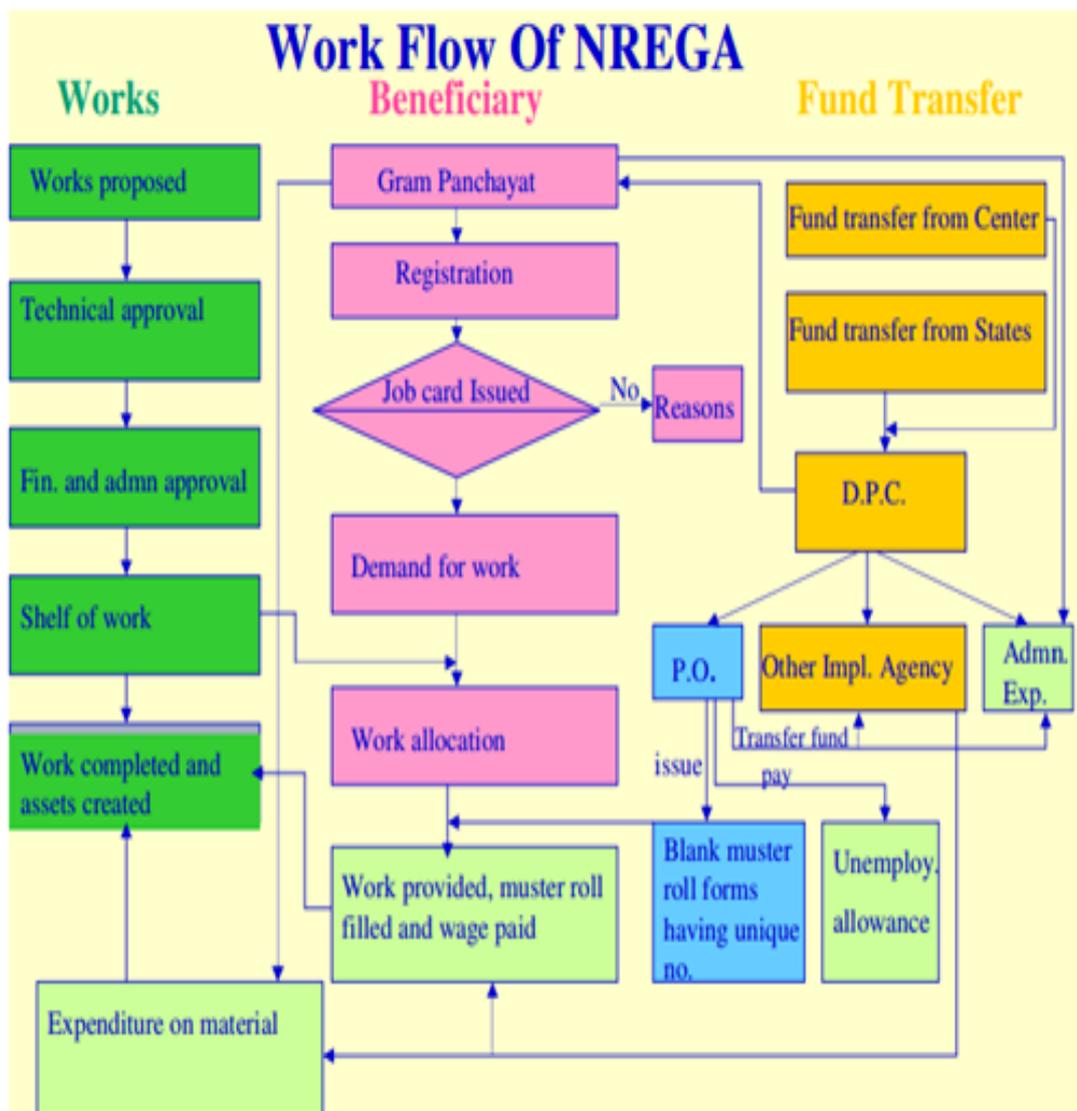
Figure 6.3 : Function of PRIs

Gram Sabha is the body consisting of persons registered in the elector rolls relating to a village comprised within the area of panchayat at the village level. In Rajasthan every avenue village is considered as a Gram Sabha. There must be provision of Ward Sabha as villages of Rajasthan have been divided into several wards with their respective ward members.

6.8 Co-ordination of District Administration, NGO and PRI's

Good amount of coordination has been achieved under the project under the leadership of current and previous district collectors. District collector has put a focus on convergence of relevant schemes with MNREGA. CEO, Zila Panchayat has taken lead role in materializing the plans on ground and ensuring smooth availability of resources for the

project. Largely playing the role of facilitator for all the agencies and the actual implementation of the plans in villages. In the whole process PRIs are also kept in confidence regarding the project and it is expected that they can also play an important role in implementation of the planned activities. Regular review meetings are organized by Zila Panchayat regarding the progress of project. District collector and CEO Zila Panchayat have visited the villages regularly to assess the progress.



Source: Official web site of MGNREGA (www.nrega.gov.in)

Role of the NGO's

Being questioned about the role of NGO's in the scheme, there was mixed response. The officials of the scheme are against it. In fact in Sawai Madhopur, in one of the Panchayat Samiti it came out that the On NGO's come and just talk to the villagers and do not take into account, the officials' views and their perspective. Sarpanchas, however, felt the NGO's are needed to create awareness about the scheme, to facilitate planning of the project and to check the works. NGO's from outside Rajasthan have also been visiting the districts. PRIA is one organization that has been actively working with the Sarpanchas. Sawai Madhopur Vikas Sansthan has been active in some Panchayat Sarpanchas.

CHAPTER - 7

OUTCOMES OF MNREGA WORKS

For a scheme meant to be used by the poorest of the poor in their leanest times, it is unconscionable that the government owes Rs.3,200 crore to beneficiaries of the Mahatma Gandhi National Rural Employment Guarantee Scheme (NNREGA). Yet that is exactly where matters have reached with the ten-year-old scheme, a fact the Supreme Court took notice of earlier this week. The scheme was launched by the United Progressive Alliance (UPA) government in its first term and failure in management of implementation like delays in wage payments preceded the change of government, but matters have come to a head over in the previous year, resulting in a decline in the number of people participation. The number of households that got the legally guaranteed 100 days of work fell from 51.73 lakh in 2012-13 to 46.59 lakh in 2013-14 (under the UPA), and then dipped continuously to 24.93 lakh in 2014-15 due to base malfunctioning effects. Funds sanctioned for the scheme show a similar decline in this period this is shown that how much enormous pub. money infused in unproductive works, from Rs.27,484 crore in 2013-14 to Rs.17,074 crore in 2014-15. Research and news reports suggest that delays in wage payments are turning workers away from the scheme and towards more exploitative forms of work that might require them to leave their States, but where payment is guaranteed each week. Institutional mechanisms written into the scheme, including a

social audit system, have been neglected, and wages have not kept pace with inflation.

There is now a wealth of evidence of the anti-poverty capacities of the MNREGA. Perhaps the most rigorous came from the India Human Development Survey, which found that 14 million people escaped falling into poverty on account of it. Yet the incoming BJP led NDA government have transforming vision for this scheme that has been evaluated by governments, research organisations and multilateral lenders worldwide as a model anti-poverty measure worth emulating but we know that any scheme is as effective as its implementation that's why, When Prime Minister Narendra Modi, in a speech to Parliament in February, said he would keep the scheme as a monument to the Congress failure and his success, he made it clear that the prime value of the scheme to his government was as a reformative development agenda. As the country faced down its second successive drought this year, this promise fulfilled by the government through offered 50 extra days of work under the MNREGA in drought-hit areas, implementing that the schemes effectiveness in lean agricultural seasons is proven. But without the active political will that is the hallmark of other previous schemes launched by the UPA government, now the present governments message has reached the ground: money will come timely and properly at all because this scheme is his priority in his great vision "Sabka Saath-Sabka Vikas". This Government is putting petty politics aside and fully committed to a scheme that is a proven success and will transform in monument of NDA's "transforming development agenda".

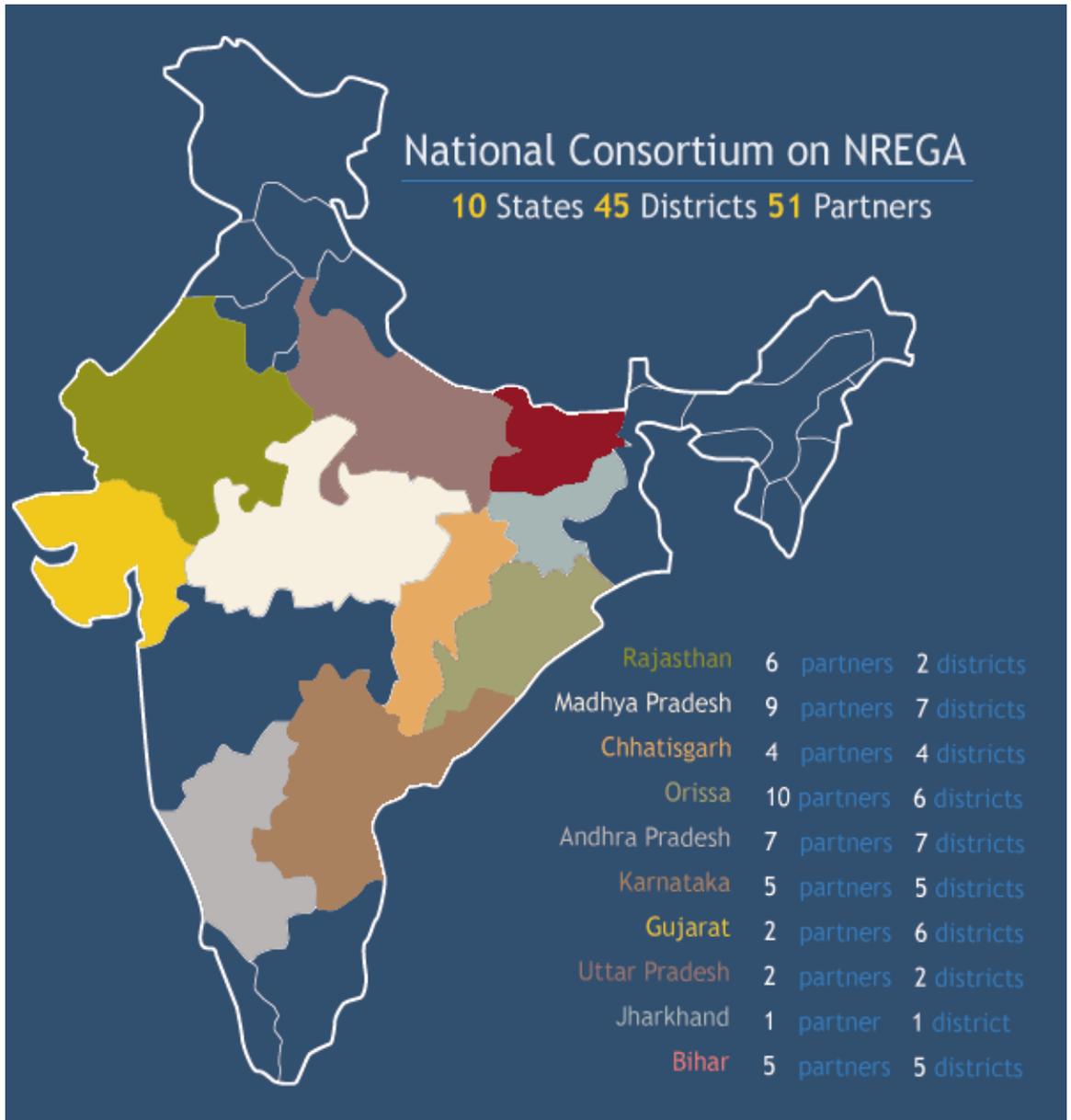
That why the Modi Government's implementation of MNREGA would ensure at least six outcomes. One, the employment guarantee would not merely provide relief in times of distress; it would also be a move towards long-term drought and flood proofing of rural agriculture. Two, this would shift the economy on to a more sustainable growth path, less

vulnerable to the vicissitudes of nature. Three, The growth will be a more effective instrument for reducing poverty because we now know that the impact of growth on poverty is higher in areas where social infrastructure is more developed. Four, the number of people who depend on a state sponsored employment guarantee would steadily decline over time. As the condition of their farms improves, people will no longer need to look for work under MNREGA. Five, the expenditure incurred on the employment guarantee would be non inflationary because it will spur agriculture growth upon whose foundation a whole range of sustainable livelihoods could be built, and six, by fuelling successive rounds of private investment, it will also set up a multiplier of secondary employment opportunities.

Implementation of MNREGA is expected to bring about various changes in the village economy. The Act provides strong social safety net for the vulnerable group through the process of providing a legal guarantee of 100 days wage employment on works that address causes of chronic poverty such as draught, deforestation and soil erosion. The Act thus seeks to enhance livelihood security in rural areas through strengthening the natural resource base of rural livelihood and creating durable assets. The Act is also likely to lead to a substantial reduction of rural-urban migration. MNREGA thus if effectively implemented has the potential to transform the geography of poverty. The present section deals with qualitative information on changes in various aspects of village economy as experienced by the village households after the introduction of MNREGA.

The Rajasthan Government's transforming development agenda also fulfilling through "The Bhamashah Scheme". This bank account open on the name of female househead and the wages and other cash benefits of government schemes are transferred in these accounts in this way governments ensure timely and properly wage payments of MNREGA,

financial inclusion, empowerment of Women and rapid, inclusive and sustainable rural development.



Source: www.nrega.com

Map 7.1 : National Consortium on NREGA

An overview of the performance of MNREGA over the last 6 years is provided in Table 7.1

TABLE 7.1 : An Overview of the Performance of MNREGA (FY 2006-07 to FY 2013-14*)								
	FY 2006-07 (200 districts)	FY 2007-08 (330 district)	FY 2008-09 (All rural districts)	FY 2009-10 (All rural districts)	FY 2010-11 (All rural districts)	FY 2011-12* (All rural districts)	FY 2012-13	FY 2013-14
Number of Households provided employment (In crore)	2.1	3.4	4.5	5.3	5.5	5	4.98	4.79
PERSON-DAYS (In crore) [% of total person-days]								
Total :	90.5	143.59	216.3	283.6	257.2	209.3	229.86	134.8
SCs:	23	39.4	63.4	86.5	78.8	46.2	50.96	31.53
	[25%]	[27%]	[29%]	[30%]	[31%]	[22%]	22%	23%
STs:	33	42	55	58.7	53.6	37.7	40.75%	21.09%
	[36%]	[29%]	[25%]	[21%]	[21%]	[18%]	18%	16%
Women:	36	61	103.6	136.4	122.7	101.1	117.93	73.33

	[40%]	[43%]	[48%]	[48%]	[48%]	[48%]	51%	54%
Average person-days per employed household	43 Days	42 Days	48 Days	54 Days	47 Days	47 Days	46 Days	35 Days
FINANCIAL DETAILS								
Budget outlay (in Rs crore)	11300	12000	30000	39100	40100	40000	33000	33000
Expenditure (in Rs crore)	8824	15857	27250	37905	39377	37303	39262	24848
Expenditure on unskilled wages (in Rs crore)	5842	10739	18200	25579	25686	24660	27128	17832
[% of total expenditure]***	[66%]	[68%]	[67%]	[67%]	[65%]	[66%]	68%	67%
WORKS (In lakh)								
Works taken up	8.4	17.9	27.8	46.2	51	73.6	106.51	111.6
Works completed	3.9	8.2	12.1	22.6	25.9	14.3	26.60	11.17

Note.* Provisional Data: **Data cannot be averaged, ***Percentage has been calculated from the total expenditure including administrative expenditure, during the FY.

Source: www.MNREGA.nic.in.

7.1 Annual household's expenditure before and after MNREGA

MNREGA – A RAY OF HOPE FOR RURAL UNEMPLOYED YOUTH

Virendra the middle standard is all praises for the Central Government for starting the MNREGA Programme and making the rural masses self-sufficient. When asked, does he face any problems while working? To which Virendra proudly replied, “I do not find any problem in digging or any other manual labour as I can sense the things much better than others”. It gives me pleasure and satisfaction when I give my hard earned money to my parents to run the hearth.

Imagine a blind person who cannot afford to make his two ends meet, working happily as a casual labourer, Becoming an independent earning person and financially supporting his poor parents.

Vinod Kumar of village Kakrala block Bawanwas, employed under MG National Rural Employment Guarantee Act Programme (MNREGA) along with his mother Banarsi is no more a burden on his family, but is facing the life head-on. “I can work like any able-bodied person. All the distances are on my fingertips and if I come across any hurdle, people of my village happily extend a helping hand to overcome it”, says confident Vinod.

Table 7.2 : Source wise annual households expenditure before and after MNREGA

Source of Expenditure	Before MNREGA	After MNREGA
Food	69.13%	59.29%
Clothing	7.68%	8.28%
Health	3.46%	3.57%
Cooking fuel	0.99%	1.24%
Education	0.9%	1.2%
Transport	2.14%	2.63%
Social/religious function	3.95%	4.55%
Alcohol	1.91%	2.19%
Electricity bill	0.96%	2.83%
Phone bill	0.35%	2.55%
Agri. Equipments and seeds	2.36%	2.31%
Household assets	1.38%	2.04%
Recreation	0.27%	0.31%
Maintenance of House	4.52%	7.01%

Source : BDO office Sawai Madhopur

It was Vinod's sheer determination, which led him to work like any other person. At the village site where the work for digging a pond under this programme to conserve water is on, Vinod works with other labourers including his mother. He digs the earth with the help of spade and throws the mud by stepping up and down the mud stairs. Vinod, who has studied Braille language up to the middle standard is all praises for the Central

Government for starting the MNREGA Programme and making the rural masses self-sufficient. When asked, does he face any problems while working? To which Vinod proudly replied, “I do not find any problem in digging or any other manual labour as I can sense the things much better than others”. It gives me pleasure and satisfaction when I give my hard earned money to my parents to run the hearth. Second amongst three brothers, two of whom are married and living independent lives, he is fond of listening to FM Radio.

When his parents were asked whether they face any problem in looking after their blind son, they smiled back and said, “We faced problems earlier, but now he does everything independently. His father added Vinod use to feel bad for not contributing financially or otherwise towards his home, but after getting a job under MNREGA, he is satisfied and so are we. The Programme has given him and others in the village livelihood. The Block Development Programme Officer. Divakar Meena, under whose jurisdiction the village Kakrala falls is happy with Vinod's work and enthusiasm.

7.2 Potential benefits of MNREGA

The benefits/impact has been examined in the light of the or in terms of the following aspects/parameters

- (a) NREGA enhanced food security,
- (b) provided protection against extreme poverty,
- (c) helped to reduce distress migration,
- (d) helped to reduce indebtedness, and;
- (e) gave greater economic independence to women.

Data in the table endorse that NREGA has positively benefited/gave greater economic independence to women (40%) followed by protection against extreme poverty (30%), helped in reducing distress migration (25%), enhanced food security and helped in reducing indebtedness (20% each)

Table 7.3 : Mahatma Gandhi NREGA at a Glance

Performance since inception		Person days Generated (In Cr.): 1600.57		Total expenditure (Rs.In Cr.):
		FY 2013-2014	FY 2012-2013	FY 2011-2012
Total no of Districts		644	636	635
Total No. of Blocks		6576	6568	6378
Total No. of GPs		247643	247643	247643
Total no of Villages		778134	778134	778133
Total No. of HH Registered(In Cr)		13	12.9	12.6
Total No. of Workers in Job Card(In Cr)		28.6	28.7	27.8
Number of GPs with NIL exp		31657	25778	25065
Number of Ongoing Works(In Lakhs)		112.9	79.9	53.2
Total No. of Works Takenup (New+Spill Over) (In lakhs)		128.2	105.1	80.8
Total Exp (In Cr)	Wages(Rs. In Cr.)	20382.3	27155.7	24306.2
	Material and skilled Wages(Rs. In Cr.)	7061.6	10404.3	10650.5
	Adm Exp:			
	GP Level	164.6	307.6	301.8

	Block Level	915.3	1328.3	1191.7
	District Level	388.1	482	514.4
	State Level	146.745	32.936	108.055
	Total Adm Expenditure	1614.8	2150.9	2116
	Total Exp (Rs. in Cr.)	29058.8	39710.9	37072.7
	Labour Vs Material(%)	74.3	72.3	69.5
	Admin Exp(%)	5.6	5.4	5.7
Wage Employment Provided(in lakhs)	Households	417.3	498.8	506.4
	Individuals	621.5	797.2	820
	Men	320	422.1	446.6
	Women	301.5	375.1	373.3
	SCs	144.3	181.6	185
	STs	108.3	142.8	147.4

	Persons with Disability	4	4.2	4
Person days(In Cr)	Total as per LB	259.5	278.7	199.6
	Persondays Generated so far	160.3	230.4	218.8
	% of Total LB	61.8	82.7	109.6
	% as per Proportionate LB	69.2	94.3	155.8
	SC persondays	37.2	51.2	48.5
	ST persondays	26	40.9	40.9
Average Wage rate per day per person		130.6	121.4	114.5
Average days of employment provided per Household		38.4	46.2	43.2
Total No of HHs completed 100 Days of Wage Employment(In Lakhs)		19.9	51.7	41.7
% payments generated within 15 days		65.5	63.2	57.8
% of payments Disbursed through EFMS		18.6	0.9	0

Source: www.nrega.nic.in

7.2.1 MNREGA enhanced food security

Families are able to include vegetables in their food, increased food availability for More months than previous year, Due to increase in income they occasionally eat meat too, Many families previously got only one time food, now they are getting one & half time food, Decrease in migration and higher wage payments ensures food security.

It was general responses that due to employment generation under the scheme some change occurred in their food security, which resulted in improvement in diet. An analysis on better food for children revealed that villagers are able to include vegetables in their food and can ensure food security for family. In some cases the diet pattern of labourers has also changed considerably as some people have reported that they have been able to include meat occasionally in their diet.

Mohanlal got job card made under MNREGA. He is working from last one year. He believes that condition of his family and living standards have improved. They can now easily manage their expenses from weekly or 15 days wage payment as the case may be. He is also planning to send his children to schools from month of April. All the villagers in this village believe that is MNREGA is implemented at this pace, it is for sure that their future will be bright. They will have better standards of living.

Shankarpura villager Damodar told, the majority of the population of the village is of labourers. Their condition is very pathetic and poor. He is a labourer from the age of 10 years. He is working for Pond construction in the village from last one month. Earlier he used to starve without food for many days. His children were deprived of any educational and medical facilities because of the poverty. But in year 2006, he heard about National Rural Employment Guarantee Scheme (MNREGA).

7.2.2 Helped to reduce distress migration

The MNREGA income in wages has two dimensions. The families owning small agricultural land which is insufficient to generate food security for the whole of the year or create additional surplus of cash to meet other basic needs, families are supplementing agricultural income with wage income of MNREGA. There are large numbers of small land holding families having low agricultural produce; MNREGA income provides a significant value addition to meet their higher order needs critical for their survival or growth and development of their family. There are families who are completely landless and depend on wage labour, look for work in agriculture sector or civil works. In the off season of agriculture, such families migrate to towns.

Civil works opened up in village have given them option to earn in the village even if the wage rates are lower in the MNREGA civil works. Even if the younger family members migrate as skilled labourers, middle aged unskilled family members prefer to stay in the village and work under MNREGA. Among the sample villages overall half of the villages reported that migration has considerably decreased due to availability of job at local level.

The graph shows the responses of sample villages about decrease in migration. Now migration has reduced in the MNREGA villages and labourers are able to spend more time with their families as they do not have to migrate in search of work. The guaranteed employment increased income of labour it could be used for fulfilling daily needs like food, cloth etc. and ensure dignity of labourers.

7.2.3 Response on reducing Migration

- 1) Parents are able to spend more time with children as they do not have to migrate in search of work.

- 2) Migration has reduced in the village and families are able to pay attention towards the children's education.
- 3) Women were earlier compelled to work in preparation of country liquor, now they prefer to work under MNREGA.
- 4) Since work is available within the village, women are able to get food in time; equal wages have given women dignity in the family.
- 5) Children of labourers are also going to school now.
- 6)

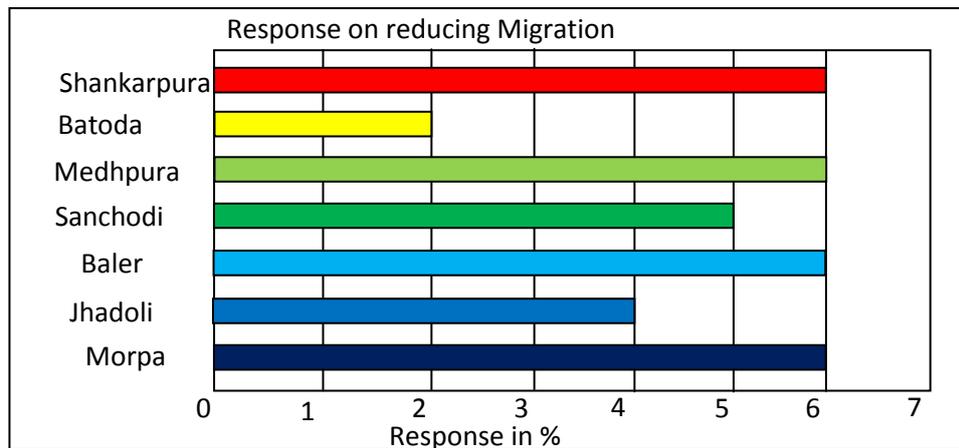


Figure 7.1 : Migration Trend in Bawanwas Block

Studies on poverty suggest that deprivation across a wide range of nutrients (calories, micro-nutrients, etc.), can lead to a poverty trap where low nutrition leads to low productivity which in turn leads to low wages and then to low nutrition, thus completing a vicious cycle. Depending on how net transfers from MNREGA are spent, their nutritional implications may be significant.

Table 7.4 : Provide details on the following potential benefits of NREGA (Percentage of hh)

Q1.	NREGA enhance food security
Answer	TSE - 20%
Q.2	NREGA provided protection against extreme poverty
Answer	AAH - 30%
Q.3	NREGA helped to reduce distress migration
Answer	NCM - 25%
Q4.	NREGA helped to reduce indebtedness
Answer	HTRI - 20%
Q.5	NREGA gave greater economic independence to women
Answer	O/OEWLIW - 40%

Source: www.nrega.nic.in

Note: This table is only indicative and the answers need to be coded and presented in percentage terms

TSE = To some extent.

AAH = Assurance against hunger.

NCM = No compelled migration.

HTRI = Heading towards reduction of indebtedness.

O/OEWLIW = Opportunity of equal wage leading towards independence of women.

A few research studies also observe that MNREGA has had an impact on the health of the beneficiaries. As per the longitudinal study in Sawai Madhopur in Rajasthan (mentioned earlier), the health outcomes impacted by the programme include a significant reduction of 12 per cent in the incidence of reported depression and improvements in mental health indicators. Consequently, post MNREGA, health expenditure has decreased by Rs 8 per capita.

The programme also raised the probability of holding savings for a rural household by 21 per cent and the per capita amount saved increased by around Rs 19. In assessing the impact of MNREGA on poverty, it is important to also look at the interplay between MNREGA and market wages. Literature suggests that workfare programmes like MNREGA, that

can put upward pressure on agriculture wages, are likely to be some of the most effective ways of improving the welfare of the poorest.

MNREGA entitles every worker to wages at the GoI notified, State-wise wage rate, for each day of work. The MNREGA notified wage rates have increased across States over the years, with some states like Maharashtra registering an increase of over 200 per cent. The MNREGA wage is higher than the legal minimum agriculture wage in 19 States.

Research suggests that welfare costs of economic crises and weather shocks are proportionately large for the poor who lack the means to protect themselves from adverse income and employment shocks. This could further reinforce existing inequalities, create persistent poverty and hurt the pace of poverty reduction. Through its impact on income, consumption, food security and employment, MNREGA appears to be helping in protecting the poor and vulnerable. For instance, according to a secondary analysis of MNREGA data from Rajasthan, a study observed that MNREGA provides income for poor households when they most need it, i.e. when they are hit by adverse weather conditions. Each millimetre (mm) in deficit rainfall suffered by a sub district was correlated with nearly Rs 20 in additional MNREGA wages per working age person, while each extra day of rain went with reduced MNREGA wages per working age person by slightly over Rs 7. There is, however, a need for concrete and rigorous research on the issue as well, as only a few studies look at this aspect.

Impact of NREGA can be termed as encouraging in such a short period of its implementation. Its objectives have to be fulfilled by making it more and easily accessible for the really needy persons of rural areas.

Research studies have attempted to analyse if this increase is causing an upward pressure in market wages. A majority of the literature supports this claim. Based on NSSO 64th Round Survey during agricultural year

2008–09, both male and female workers reported earning an average of Rs 79 per day for work under the Act. These earnings are 12 per cent higher than the average daily earnings for casual workers.

7.3 Woman Empowerment

The extensive participation of women in MNREGA works has been discussed above. Participation in the scheme has meant that women are coming out of their homes, not only to work but also to visit banks and panchayat offices, which they may not have done previously. This enhanced mobility comes with the higher status of being income-earning workers. Although this study did not find any evidence of changing gender roles within the household as a result of women working on MNREGA sites, it did find evidence of increased confidence among women. ‘Now I am not afraid of meeting officers at the site and explaining what work has been done’; ‘Women can now be seen moving around in places like gram panchayat office, banks, schools, block office without anybody to accompany them.’

An unintended consequence of the programme, which this study observed, was that older daughters supporting the work of their mothers by looking after younger siblings missed out on their own schooling in the process. This is a result of what has been well described by Palriwala and Neetha as the ‘gendered familialism of employment and wage policy’. ‘Gendered familialism reiterates that care work is the responsibility of women... Women remain embedded in family relations in employment and in the formulation of social protection policy. There is a refusal to accept women’s double day or the issue of care responsibilities as a collective concern of the state, in fact, the implicit and explicit concern is that the family is essential if the minimalist welfare regime is to work and women’s care labour is essential to the family’.

The presence of infants and young children at worksites was observed mainly in Rajasthan. When asked, women here said they prefer to leave their infants with an older child, rather than demanding crèche facilities at the worksite. This is mainly because they have more trust in their older child than an unknown caregiver, and because no active care giving is seen to be taking place in the rare event of a '*jhula*' (cradle) being provided.

Because women remain caregivers even if they take on paid work, their preference is for work near the home, flexible timings, etc – all of which are fulfilled by the MNREGA. Although the operational guidelines of the programme require the provision of crèches on worksites, this study suggests the more attention needs to be given to the quality of care on offer.

7.4 Expected major outcomes

Table 7.5 : Expected Outcome in MNREGA

1	Number of labourdays	Doubling the labourdays compared to previous years
2	Distress migration	80% decrease
3	Household income	Increase by Rs.12000 per annum
4	Irrigation area	Increase by 200 hectares
5	Food security	Tribal families having grains for additional 3 months
6	Governance	Active social audits in gram sabha
7	Ground water table	Increase by 1 meter
8	Institution building	150 SHGs, 16 Gram sabha and 16 village development committees
9	Bank Credit	At least 3 crore per annum through SHGs

Source: Computation by Author

7.5 Initial outcomes

- a. Revenue based development: Appx. 22 hectare wasteland land has been treated through various measures like CCT, cattle protection trench, plantation and grass seeding. As an initial impact appx. 400 trolleys of grasses were received by the two villages. Around 78% survival of plants was recorded in the survival counting during February 2011. CCTs on the hills directly benefited wells falling below this treatment.
- b. Livelihood Improvement: Although it is too early to claim any major impact on livelihoods of tribal community still some of the works have already started providing benefits to the community. Some of the successful interventions are listed below

Table 7.6 : Major outcomes till date (Bawanwas Village)

Indicator	Outcome
Labour days generated	3403 in FY 2011-12 against 1305 in FY 2010-11
Wage payment	Rs. 415166 in FY 2011-12 against Rs. 130500 in FY 2010-11
Land improvement	51 hectare land has been treated through field bunding, gabions, gully, plugs etc.
Irrigation	3 Boribandh provided irrigation in 11 hectare of land
Horticulture	17 farmers built WADI
Wasteland development	11 hectare land treated through CCT, plantation and grass seeding
Social audit	Conducted in No. 2011

Source : Primary survey

- c. Bori Bandhan: 34 Boribandh in 13 villages were constructed under the Micro Project in the month of November 2011. It provided direct irrigation to 78 farmers in 138 hectares of land. Total storage capacity of these boribandh was 38250 Cubic Meters.
- d. Field Bunding: Filed bunding is one of the most suitable activities for this area keeping in view the undulating farm fields. Proper dimensions of the bund ensured the check on soil erosion. Stone outlets are provided to avoid water logging.
- e. Vegetable cultivation: Commercial vegetable cultivation has directly benefited 28 farmers in micro project villages. Creeper vegetables (Mandawa system) are promoted by AKRSP(I) for commercial purpose. 350 SHG members received vegetable mini kit for kitchen garden purpose ensuring their nutritional security.
- f. Governance: First time proper social audits were started in some of the villages. All the relevant documents like muster rolls, beneficiary lists, measurement books, bills and vouchers were placed before the gram sabha for their verification. Although the proceedings are not noted down in the Gram Sabha minutes but it would be ensured from next social audits onwards with the help of administration. Arrangements are under progress to paint the progress of each village for general observations by the community. In some of the villages SHG members were motivated to take part in the Gram Sabhas.
- g. Dairy development: Milk cooperatives have been opened in three micro project villages with the help of Indore Milk Union. 72 farmers are currently member of these cooperatives. Currently farmers are selling milk to these cooperatives worth Rs.1.5 lakhs per month. 38 new buffalo have been introduced in the villages. Women members are taking active interest in this activity.

7.6 MNREGA's role in rapid, inclusive and sustainable development

MNREGA workers do not receive any training, and jobs are purely manual and unskilled. There is a lack of skilled technicians at almost every site and no labour-replacing machinery is allowed, so workers are not acquiring abilities that can improve their long-term prospects of breaking out of poverty. In response to this criticism, BDO that the scheme is not intended to teach skills, but rather to function as last-resort employment. However, with this approach in mind MNREGA becomes simply a “Band-Aid solution”: it provides work for people who are in desperate situations but does not address the root causes of the problem, nor does it prevent the problem from surfacing again.

My analysis of MNREGA's implementation and data shows that the program has some strong results in the short-term. Among them, I have identified the most important results as: providing a safety net for rural citizens, empowering the poor to demand higher wages from private employers, and generating work for women and scheduled tribes and castes. The first and second results are clear goals of the program. Nonetheless, as it currently stands, I do not expect MNREGA to have significant effects in the long term, particularly because workers do not learn new skills and the infrastructure built is of poor quality.

Not surprisingly, given that work sites usually only have unskilled workers doing all of the work manually, the infrastructure built through MNREGA is of very poor quality. Only basic works get done, and less than half of the projects started since 2006 have been completed. Mahendra sharma, a senior official at the Ministry of Rural Development, says that state governments are responsible for monitoring projects and ensuring audits are carried out, and therefore are at fault for cases of corruption and unfinished work. He also states the goal of the program is to create work and raise wages, not to build major infrastructure. The result is that the program

consists of mostly wasteful construction, with roads that are washed away with heavy rain. Local people acknowledge that the works are of poor quality, particularly the roads.

Given MNREGA's design and implementation, and statements from senior government officials, it is clear that the government has approached MNREGA purely as a job-creation programme.



Source: Primary

However, many studies have shown that giving preference to employment creation over the construction of durable assets results in poor-quality works, large numbers of incomplete projects (more than half), and very low levels of maintenance. We already see many of these problems with MNREGA. The requirement of a 60:40 ratio of wages to material costs and the prohibition of the use of labour-replacing machinery also makes it harder to produce durable assets. The study undertaken by CSE concluded that about 80 percent of the assets created under the MNREGA are not providing sustainable benefits. Rural employment and infrastructure upgrading have not been complementary, but they should be in order for MNREGA to have lasting effects on India's rural development.

A) Bottlenecks at the institutional level

1. Views of stakeholders (right from GP to district officials, and others) on the convergence of other programmes with NREG Scheme
2. Capacity building (staff, training, adoc recruitments etc.)
3. Difficulties in compliance of features of the NREG Act.
4. Coverage of beneficiaries : BPL Vs Any rural house-hold.
5. Grass-roots level difficulties; views/opinions of GP Members, GS members
6. Technical & administrative hurdles faced by all the officials involved in implementing the scheme

B) Observations on Social Audit, Transparency, Village-level monitoring:

1. Opinion of members of Village-Level Monitoring Committees (VMC)
2. Comments on functioning of social audit,
3. Grama Sabha involvement: Unilateral Vs Democratic process
4. General awareness of the scheme among rural folk

C) Observations on role of GP:

1. Overall capability of GP to tackle this kind of gigantic scheme like NREGA
2. Registration of households and issue of Job Cards
3. Local politics: Gram Panchayat Vs Gram Sabha
4. Identification of works and shelf of works
5. Shortage of manpower to handle the records & multiple registers
6. Local needs Vs Top-down guidelines

D) Difficulties faced by GP in implementation of scheme

1. delay in procedures and processes
2. extent of autonomy in planning processes
3. procedural flaws in technical estimates
4. technical sanction, Administrative sanctions

E) Observations on Payment of Wages:

1. Labour – material ratio & cost
2. promptness of payment, delay & reasons
3. Cash Vs Cheque/Post Office/Bank A/c
4. Equal pay or gender-biased wages

F) Work-site and muster roll Observations

1. views of some wagers i.e., local monitoring committee members
2. observations on entries in muster-roll, i.e., wages, job card details,
3. random checking of work-force vis-à-vis muster-roll entries
4. participation rate of women,
5. Basic facilities i.e., sheds, drinking water, crèche,

G) Positive Impact of the Scheme

1. scope for perspective planning at village level
2. enhanced quality of life, assured wages
3. arresting out-migration
4. creation of durable assets at village and household level.

Sawai Madhopur : Positive Findings

- *Ofsure integrated participatory planning.*
- *Transforming the scenario of rural development exercise.*
- *Massive progress compared with earlier years*
- *Effectively reduce out migration*
- *Awareness level have improved specially in females*
- *Increase financial inclusion*
- *MNREGA is a lifeline for the rural poor*
- *Improvement in HDI indicators*
- *Corruption levels have gone down*
- *Transform the rural infrastructure*
- *Minimum wages are being paid*
- *Better human and natural resource management*
- *Employment on massive scale*
- *Ensure Rapid, inclusive and sustainable development.*
- *Most families have a job card*
- *Improvement of marginal class specially women*
- *Contractors have disappeared*
- *Ensure "Sabha Saath-Sabka Vikas".*
- *Most of the works are productive*
- *Fulfilled the dream of "Antyodya".*

CHAPTER - 8

CONSTRAINTS AND PROSPECTS

The eminent Indian economist and vice-chairman of NITI Aayog Shri Arvind Panagariya, one of MNREGA's main transformer, claims the transition to an effectively implemented rights-based framework has led to a major decline in labour exploitation in rural public works. Wages are now higher, delays in wage payments are shorter than before, productivity norms set by employers are more reasonable, and complaints of harassment cases are rare. According to the Ministry of Rural Development, Government of India because of better management of MNREGA's now pay is much better than that at other previous rural jobs, workers have gained some bargaining power to demand higher wages from private employers now MNREGA transform into better medium of upliftment of 'Antim Vayakti'.

According to the social audit in Sawai Madhopur district following areas of concern:

- Basic worksite facilities such as first aid are lacking in most cases.
- Corruption persists.
- Disabled persons and old people are excluded.
- Enforcing Guarantee of work: Commitment & providing 100 days employment to maximum households

- Ensuring payment of minimum wage: about 75% did not get minimum wage
- Faulty design, distribution and maintenance of job cards.
- Long delays in wage payment.
- Making the poor demand work as right-lack of knowledge & collective strength.
- Shortage of staff at all level.
- Violations of the transparency safe guards.
- Work is not "demand driven".

8.1 Institution and organisations

- Panchayats unable to execute all type of works with the help of Junior Technical Assistant
- Technical Departments of the Government overworked : unable to provide support to Panchayat with existing staff
- Village Level Vigilance & Monitoring Committees & Social Audit Forums largely inactive
- Participation in Gram Sabhas very low
- Willingness of Panchayat: Feel aggrieved by excessive audits & burdensome procedures

8.2 Planning for durable assets

- Durability of assets questionable : strong need for convergence
- Lack of capacity of Panchayats to prepare perspective plans focussing on NRM & goals of NREGA
- Thin attendance in Gram Sabhas: Low level of participation
- Works selected with objective of labour employment

8.3 Capacity building programme

- Focus mainly on information & lecturing
- Continuous effort to focus on methods, techniques & motivation
- Huge Task & limited resources

8.4 Staff related issues (Administrative Human Resource Management)

- Low motivation, high attrition, frustration, due to
- Insecurity of tenure
- Low remuneration
- Non availability of technical staff in remote districts
- No funding support to PIA's other than Panchayats to augment their capacity

8.5 Critical factors that need to be strengthened

MNREGA has benefited the Indian rural population, but it has some implementation deficits that limit the programme's potential. I describe the program's benefits, followed by its main problems, in the next paragraphs. Most importantly, MNREGA ensures that millions do not starve. By guaranteeing a minimal income for able bodies when no other work can be found, the program helps citizens afford food for their families. There is also tentative evidence that the scheme has led to an increase in cultivated land, improved dietary habits, and reduced forced migration. Nevertheless, payment is sometimes delayed for months, which means that MNREGA cannot be relied upon as an emergency fund to meet current needs.

According to the outspoken BDO of Bawanwas block, MNREGA has had the following implementation problems: Gram Sabhas' lack of capacity, malfeasance, and uneven and limited implementation across India. I have identified a few more: the program does not teach workers any new skills,

the infrastructure built is not durable and reduced migration might have negative effects. I describe all of these problems next.

The Gram Sabhas (village councils) play a pivotal role in the planning, monitoring and implementation of MNREGA, primarily performed through public meetings between local government and citizens. The public expected this arrangement to solve corruption and inefficiency problems. However, the councils had never dealt with large amounts of funds before, and lack the support structure to properly utilize them. Capacity building and training would prepare the councils for performing their new roles, but experts say both the number and quality of human resources deployed for MNREGA so far are inadequate. The 2014 report of Social Audit at district level described the lack of adequate administrative and technical manpower as a big problem, because it undermines the preparation of plans, scrutiny, approval and monitoring of the work being done.

Another significant problem, identified by CEO of Sawai Madhopur and other senior officials, is that MNREGA is riddled with corruption. The program is designed to be self-targeting and to reach every able-bodied person demanding work, ostensibly preventing clientelism and other corruption problems, but it is not implemented well enough to prevent leakages in general. Local officials in Sawai Madhopur, Gangapur and Bawanwas were found to demand a bribe for application forms or job cards, in amounts as high as a daily wage. There have also been instances of discrimination with regard to caste, age and gender, with evidence that single women-headed households were denied registration. Workers have stated that powerful people control the employment lists, and some people are being paid whether they work or not. A report in the Rajasthan from Sawai Madhopur district found that influential villagers claimed pay without

turning up to work, or used mechanized diggers to finish the work more quickly while still charging for the full hours.

Social audits have also found inconsistencies between the number of job cards issued and the number of people working, indicating that local officials are inflating the number of workers and pocketing the funds. A quarter of the 200,000 job cards in the Rajasthan district of Sawai Madhopur were found to be fake, and only 60 percent of households in Rajasthan said that a member had done any of the work reported on their behalf. Part of the reason why malfeasance takes place with MNREGA is that the central government relies on state governments to comply with its operation guidelines, and it does not monitor how state and local governments are conducting the scheme. This arrangement leaves MNREGA vulnerable to corruption and other irregularities. Corruption limits the impact of anti-poverty programs and taints their credibility, and unfortunately this is nothing new to India: former PM of India Late Mr. Rajiv Gandhi confessed that time only 15 percent of money spent on India's poor over time made it to the intended recipients.

Lastly, MNREGA is expected to affect migration, with mixed results. Program employment is usually provided within five kilometers of the village where the worker resides at the time of the application. If rural-urban migration is decreasing because rural workers are able to sustain good lives, then the scheme works well in improving rural livelihood and decreasing population pressure in the urban areas. Local insurance allows them to stay in the villages. Nevertheless, migration is often necessary for workers to join more productive sectors of the economy. Mobility is important for efficiency, development and economic growth. MNREGA's effect on migration, and its conflicting consequences, must not be overlooked. In the next section I analyze migration census data, as well as other MNREGA statistics.

8.6 Governance and process challenges

On the other hand, poorer states have greater demand for work under MNREGA. However, they also have higher rationing rates and greater unmet demand for work. This is perhaps because the state institutions are less capable of implementing MNREGA. There is a possibility, therefore, that poorer states might end up in a vicious cycle in implementation of MNREGA. They have higher demand for work but a lesser capacity to implement MNREGA effectively because of institutional factors and end up with greater unmet demand for work.

MNREGA marks a radical departure from earlier wage employment programmes in terms of its legal and demand-driven framework. However, there is no denying the fact that there have been many problems in infusing the system with the new culture of demand-driven, rights-based, decentralised decision-making. In general, the implementation of MNREGA in a State can be expected to depend on the quality of governance. States with better systems of governance and administration are more likely to have the ability to run complex programmes more effectively.

Some of these issues have been highlighted in the previous chapters, for instance, the low participation of women in some states, low capacity of Gram Panchayats (GPs), low quality and durability of some assets, low work-completion rates etc. This section looks at some of the major governance and process issues in the MNREGA 'life-cycle', i.e. the initial stage of planning, demand for work, implementation at work sites, wage payments, etc. As identified by independent evaluations.

It is important to note that all blocks took action on the findings of the Social Audit and introduced systems to prevent procedural deviations and promote transparency in implementation of the Scheme. In fact 24 GPs from Sawai Madhopur were selected for a limited scrutiny of record maintenance

for one month (November 2012). The audit found improvements in record maintenance.

Over the last few years, based on these reports from the field, MNREGA has instituted several reforms and policy changes in its implementation, for instance, bringing all documents and data in public domain through Management Information System (MIS). Some of the Government of India (GoI) initiatives to address these challenges are mentioned under each issue.

8.6.1 Awareness about the Act

Awareness about the provisions of the Act is vital to exercising the demand to work and other entitlements under MNREGA. Studies indicate that awareness levels among the potential beneficiaries of provisions of the Act, such as demanding work, unemployment allowance etc. are still low. A National Sample Survey Organisation (NSSO) panel survey on MNREGA conducted in Rajasthan, in one of its Rounds in 2010–11 found:

- **Low awareness about work on demand:** In Rajasthan, 72 per cent of households were aware that MNREGA work can be demanded at any time during the year. But only 67 per cent households in Sawai Madhopur district are known with this provision.
- **Low awareness about grievance redressal mechanisms:** About 35 per cent households in Sawai Madhopur, 16 per cent households in Rajasthan were not aware of any grievance redressal mechanism in the MNREGA.
- **Low awareness about unemployment allowance:** In Sawai Madhopur 18 per cent households and Rajasthan, less than 20 per cent households were aware of the legal provisions of the unemployment allowance.

But there are also positive findings on this account. For instance, in a study undertaken in two blocks of Sawai Madhopur districts of Rajasthan, out of 200 respondents, more than 75 per cent said they were aware of MNREGA and more than 75 per cent had also received the information about MNREGA from GPs. Other sources of information were the GS, panchayat functionaries and other villagers. Noticeably, districts like Jaipur and Ajmer with more mature and active Panchayati Raj Institutions (PRIs) seem to have higher awareness levels.

8.6.2 Delay in Payments

MNREGA mandates that wage payment be made to beneficiaries within 15 days of work being completed. However, delays in payment have been recorded by different studies across the country. Delays on wage payments are a huge disincentive for beneficiaries who seek employment under the Scheme. It also dilutes the spirit of the Act that is meant as an instrument of social security for the poor. Field surveys point to delay in wage payments across several states. The NSSO survey on MNREGA findings in FY 2009–10 indicate that; in Sawai Madhopur about 68 per cent of households who worked in MNREGA received payments within 15 days; in Rajasthan, 10 per cent of the households received payment within 15 days and in Sawai Madhopur 23 per cent of the households received payments within 15 days. The CAG audit conducted in 2009 found there were delays in payment in 13 GPs in Sawai Madhopur including, Field studies and reports from state Governments note the following broad reasons for the delays in wage payment.

8.6.3 Inadequate staff

Shortage of staff (often given part-time responsibility) lead to late measurement of works which translates into late payment of wages. This lack of functionaries is a real bottleneck in MNREGA implementation, with serious consequences, especially for its bottom up, people-centred architecture. The shortage of staff has had a serious impact on key parameters like high-quality, people-centred planning and implementation of works, availability of employment on time, timely measurements of works that are completed or in progress and hence, timely payments. A field assessment was undertaken in Sawai Madhopur district of Rajasthan . Results from the survey showed that in Bawanwas and Bonli blocks of Sawai Madhopur districts, the block development officers were given part-time responsibility of MNREGA. For a block of 140 villages, only four to five Junior Engineers (JEs) were available, two of whom were given additional responsibility for the MNREGA. The social audit conducted in 2009 found that there were no appointments of full-time, dedicated programme officers in 5 blocks of the 56 audited GPs, of technical assistants in 4 blocks and of dedicated Gram Rozgar Sevak (GRS) 41 in 33 GPs.

The problem of inadequate staff and delayed measurements and payment gets further exacerbated during peak seasons, when the demand for work is at its highest.

8.6.4 Irregular flow of funds

The funds are allocated to states and districts based on an initial demand, at the beginning of the FY and subsequently based on expenditure (district/block/GP should have spent at least 60 per cent of the funds to request for the next instalment). There can be several time lags in this cycle; for instance, delay in updating expenditure records, delay in placing demand for additional fund by the district (which travels through the state to the GoI)

and scrutiny of expenditure and release of funds by the GoI. There may be further delay for the funds to reach the GP or the field. The Social Audit conducted in 2012 found that fund delays and procedural issues were caused due to non submission of appropriate documentation by blocks while applying for a subsequent instalment of funds; 4 blocks did not submit Utilisation Certificates of at least 60 per cent of funds while applying for the next instalment. Delay in payments was observed to be the biggest perceived problem for beneficiaries, in a study conducted across 12 Panchayats.

What Can Be Done to Overcome the Governance Challenges?

Using the insights gained from Process- Influence Mapping, this paper has pointed to a number of governance challenges in the implementation of NREGA that limit the effectiveness of the program. The findings are largely consistent with the literature reviewed in Section 3. The use of the mapping tool, however, made it possible to identify some challenges that have received less attention in the literature and to provide more detailed insights regarding the specific features of the implementation process that create scope for the misappropriation of funds. We conclude this paper with an overview of the five main NREGA implementation problems as revealed by the Process-Influence Mapping tool, and discuss possible solutions.

8.7 Leakages and misappropriation in MNREGA

MNREGA has received serious criticism on account of perceived misappropriations and leakages under the Scheme. While there is no denying that in several cases these are true, states are making progress by introducing IT innovations.

- **Low Cash and Line Limit:** A major problem faced by branch post offices (BPOs) is that their cash and line limit is very low. States need

to raise the cash and line limit for their BPOs so that they are not strapped for funds while making payments to MNREGA workers.

- **Illiterate workers:** Workers sometimes do not get to open or operate their own account. In a survey conducted in Bawanwas and Bonli, only 28 per cent of the sample workers had opened their accounts on their own. Filling deposit and withdrawal slips is also a problem for illiterate beneficiaries.
- **Non-streamlined record-keeping at banks/post offices:** This is primarily due to a lack of staff given the large volume of MNREGA beneficiaries and payments. Other problems include non-updation of pass-books; in a survey it was found that pass-books were updated in only 44 per cent of the cases.
- **Poor coverage/network of banks/post offices:** This suggests that the distance from the nearest bank/post office may be too much, making it inconvenient for the beneficiary to collect payment.
- **Non-seeded eligible:** the process of seeding (Feeding of Computerized data) not cover all digibles.
- However, despite these issues, beneficiary interviews in Khandar and Sawai Madhopur indicated that a majority (77 per cent) of the sample workers preferred bank payments over the traditional form of cash payments.

MNREGA has received serious criticism on account of perceived misappropriations and leakages under the Scheme. There are several field studies that confirm the fact that, given the scale of the programme, there are large scale discrepancies at state/district level. Some of the main findings from these studies are:-

Muster Roll

Wage payments to beneficiaries are calculated on the basis of attendance and measurements listed on Muster Rolls (MR). MRs are supposed to be available at worksites and updated every day. However, studies that have conducted and MR verification indicate several irregularities in the filling and maintenance of these MRs.

Fake Entries in Muster Rolls

A survey conducted across different states in India with a detailed MR verification found that:-

- In Sawai Madhopur district of Rajasthan, leakages of around 5 per cent were noted.
- In Sawai Madhopur, no large-scale fraud or leakage was found.
- In Bawanwas, Bonli and Khandar blocks of Sawai Madhopur districts in Rajasthan, leakage in funds (due to the presence of contractors among other reasons) was found to be 30–40 per cent during the MR verification process.
- In Bawanwas block of Sawai Madhopur district of Rajasthan there were leakages of around 5 per cent.
- In Sawai Madhopur district of Rajasthan, leakages of around 33 per cent in the five randomly selected GPs.
- Here was no large irregularity found. However in Sawai Madhopur (as also noted by the study mentioned above), there were significant irregularities such as adjustment's to MRs had been made.

While there are instances of leakage on the ground, several blocks have taken initiatives to improve their monitoring and wage payment systems.

8.8 Public grievance redressal mechanism

Largely complaints have been lodged about the discrepancies in the payment of wages and the names in muster rolls. The procedure followed in all the districts was that initially a complaint is lodged with the Sachiv and the Sarpanch and that is forwarded to the PO. The PO either sets up a committee or requests the JEN to look into the matter. According to the Sachivs “Usually the matter is solved at the village level itself after discussion with the concerned persons.” Only in one case in Gangapur, a stay order was obtained for the work, as according to the complainant the selection of the site of anicut (cannal) was wrong. He suspected that the work might disrupt his field. But this was also solved out of court and the case was withdrawn.

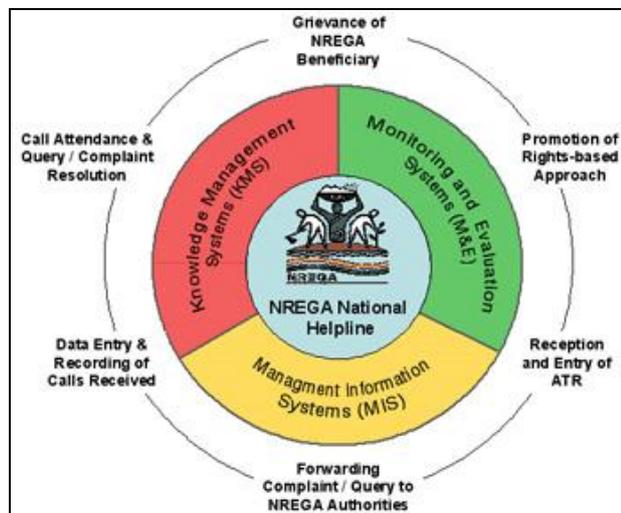


Source: www.nrega.com

The officers have their own problems in implementation of the scheme. The Programme Officers (POs) are largely on deputation from other departments. The POs are usually RAS officers (State Administrative Service officers) whereas the BDO is junior in hierarchy to a RAS officer. The BDO is more respected officer at the block level. Both these officers are seated in the same Panchayat Samiti Bhawan. The PO faces problems in getting the work done as both BDO and PO are placed at the same level in

the same office and certain functional and hierarchal issues surface since the Sachiv (Secretary) is functionally accountable to the BDO.

The JENs are of the opinion that due to the number of gram panchayats (10-15) under their jurisdiction, it is not possible for them to supervise the work at regular intervals. In fact, a suggestion came up from the *Sachivs* and the Sarpanchs that the JENs should be given 5 gram panchayats to supervise so that they are able to perform the tasks assigned to them related to measure regularly. It would help timely payment of wages; which is not a practice at present across the districts.



Source: www.nrega.com

Figure 8.1 : MNREGA Management Information Systems (MIS)

The *Rozgar Shayak* and the *Sachiv* also feel, especially in Bawanwas and Bonli, that they should be given travel allowance for visiting numerous villages to supervise large number of work sites. The JENs were initially paid Rs.7000 as remuneration and recently the remuneration has been increased by Rs.500 to cover their travel expenses. Despite this, they are demanding a further raise, especially in districts like Bawanwas and Bonli.

In Sawai Madhopur, the *Sachivs* and the JENs mentioned that when there is a controversy on measurements, labour get down to physical abuse

and nobody is ready to be a witness. In such cases even FIR does not help the officers. It came out as a demand from the *Rozgar Shayak, Sachiv* and the Sarpanch that the government should get them insured. As very often in case of wrong payments or controversy in measurements the villagers attack them. Villagers of course have different opinion.

There is a need for a Technical Assistant in the field as according to the Sarpanches and the villagers the JEN is not technically equipped to design water-harvesting structures. Therefore, each gram panchayat should have a Technical Assistant and an Accountant.

1 Complaint : Any matter referred directly or indirectly, written, signed and enclosed with complete identity, to the Programme Officer suggesting as shortcoming in the implementation of the NREGA, including any grievance communicated to him/her through writing, Complaint Register, Helpline, Social Audit or other modes, will be deemed a “complaint” under Section 23(6) of the Act. Any reported contravention of the Transparency and Accountability Rules shall also be deemed to be a complaint under Section 23(6).

2 Complaint register : All complaints shall be immediately entered in the Complaints Register and dated and numbered receipts issued for intimation to the complainant.

3 Complaint disposal: Complaints that fall within the jurisdiction of the Programme Officer (PO), including any complaints concerning the implementation of the Act by a Gram Panchayat, shall be disposed off by the PO within 30 days, as prescribed under Section 23(6) of the Act. In case a complaint relates to a matter to be resolved by any other authority, the Programme Officer shall conduct a preliminary enquiry and refer the matter to such authority within 7 days under intimation to the complainant.

(This needs an amendment in the Act)

4 Failure to dispose: Failure to dispose of a complaint within the prescribed time will be considered a contravention of the Act by the Programme Officer, punishable under Section 25. Complaints against such failure will be lodged with the Appellate Authority.

5 Action on corruption: If a complaint concerns corruption, defalcation or forgery, the Programme Officer shall be responsible for having a preliminary enquiry completed within 7 working days, and if there is prima facie evidence of such irregularities, he or she shall initiate proceedings for recoveries and the filing of a First Information Report (FIR).

6 Criminal offences : If a complaint concerns other violations of the IPC (such as any form of intimidation, violence or discrimination), the Programme Officer shall be responsible for having a preliminary enquiry completed within 7 working days, helping the complainant to file an FIR and ensuring that the matter is promptly dealt with by the appropriate authorities.

7 Appeals : Appeals by the complainants against the orders of the Programme Officer will lie with the District Project Coordinator, the Divisional Commissioner-NREGA or the State Commissioner-NREGA.

8 Disposal of appeals : The Appellate Authority shall be responsible for disposing of appeals made by a complainant and “references” made by the Programme Officers. Based on an appeal or “reference”, the Appellate Authority shall issue a charge sheet and give an opportunity for a hearing to the person concerned. All appeals and references shall be disposed off within one month.

9 Due process: While disposing off an appeal or reference the Appellate Authority shall follow due process, including, giving an opportunity to be heard to both the complainant the person against whom the complaint is being made.

10. Fines: While disposing off any ‘reference’ or appeal, if the Appellate Authority finds any person guilty of contravention under section 25 of the Act, it shall impose a fine which may extend to Rs. 1,000. If the person concerned is a government official, the fine shall be deducted from the official’s salary.

11 Additional grievance redressal mechanisms : Within the normal chain of command of the MNREGA, any complaint related to the Gram Panchayat can be made to the Programme Officer, any complaint related the Block can be made to the District

Programme Coordinator and any complaint related to the District can be made to the Commissioner MNREGA. In addition, the administrative machinery (SDMs, ADMs, etc.) will have a duty to act on any complaint received by them and dispose of the complaints within 15 days. It will be the responsibility of the District Programme Coordinator to put in place a “Dedicated Transparency Cell”, within the District such as help-lines, facilitation centers, legal aid, web-based complaint systems, special grievance redressal drives or “grievance redressal days”, Rozgar Melas, to ensure that there are quick and effective internal grievance redressal mechanism

8.9 Recent initiatives for strengthen MNREGA

Ministry of Rural Development has initiated the Mission Antyodaya (Intensive Participatory Planning Exercise 2).

The main focus of this exercise is to prepare participatory MNREGA work plans which would strengthen their natural resource based livelihoods and ensuring that a prioritised list of works get approved in gram Sabha.

This chapter highlights some of the recent initiatives and reforms taken up by the Government of India (GoI) as part of the next level of implementation of MNREGA, viz. MNREGA 2.0. The GoI will also be

releasing revised MNREGA Operational Guidelines based on the recommendations of the Mihir Shah Committee. The chapter also provides an overview of the salient features of the new Guidelines.

List of Permissible Works Expanded

The list of permissible works under MNREGA has been expanded:

- Some of these works are new but many of them come within the category of works already permitted under MNREGA. The list was drawn up in response to demands from States for a more elaborate, specific and unambiguous list of works that could be taken up under the categories currently permissible.
- To help improve the ecological balance in rural India
- To strengthen the positive synergy between MNREGA and agriculture and allied rural livelihoods,
- To respond to the demands of the States for greater location-specific flexibility in permissible works, and
- While taking up works under MNREGA, the following conditions need to be followed:
 - Only those works to be taken up that result in creation of durable assets,
 - The order of priority of works will be determined by the Gram Panchayat (GP),
 - 60:40 ratio for labour: material costs should be maintained at the GP level,
 - No contractors/labour-displacing machinery to be used.

List of Works

(A) Watershed Related Works

1. Contour Trench
2. Contour Bund
3. Boulder Check
4. Farm Bunding
5. Gabion Structures
6. Underground Dyke
7. Bogout Farm Ponds
8. Stop Dam
9. Earthen Dam

(B) Watershed Related Works in Mountain

10. Springshed Development

(C) Agriculture Related Works

11. Nadep Composting
12. Vermi Composting
13. Liquid Bio – Manures : Sanjeevak or Amrit Panni

(D) Live Stock Related Works

14. Polutry Shelter
15. Goal Shelter
16. Construction of Pucca Floor, Urine tank and fodder trough for cattle
17. Azolia as Cattle-feed Supplement.

Ensuring the Demand-based Character of MNREGA

A major weakness in the implementation of the Scheme (also discussed in Chapter 6) has been that States have not set up effective systems of recording demand. The new MNREGA Guidelines enlists provisions for States to overcome this weakness. Some of these are:-

- The provision for submitting applications for work must be kept available on a continuous basis through multiple channels so designated by GPs.
- The GP or Programme Officer (PO), as the case may be, shall be bound to accept valid applications and to issue a dated receipt to the applicant,
- Refusal to accept applications and provide dated receipts will be treated as a contravention under Section 25 of MNREGA,

GPs may empower ward members, *anganwadi* workers, school teachers, self-help groups (SHGs), village-level revenue functionaries, common service centres and MNREGA Labour Groups to receive applications for work,

- The MNREGA software will automatically generate the pay-order for payment of unemployment allowance to such wage seekers whose demand for work is not met within 15days (of demand). Reports prepared on this will have to be part of the essential set of reports to be tracked at the State level,
- To estimate demand in advance, the district administration may conduct a door to door survey of Job Card (JC) holders .
- Provision must also be made (wherever feasible) for workers to register applications for work through mobile phones in addition to

the MNREGA website and this should feed directly into the Management Information System (MIS),

- State Governments have to ensure that the MNREGA MIS will record the demand for work, i.e. the monitoring system has to ensure it captures even households that may have been purposely denied employment,

Effective Planning

To adequately match the demand of work, prior assessment of the quantum of work likely to be demanded as well as the timing of this demand, is required. Concomitantly, a shelf of projects of works to be taken up in the year, should be prepared to meet this demand.

This matching of demand and supply of work is the process of planning under MNREGA and is summed up as a Labour Budget for submission to the GoI for fund allocation at the beginning of the Financial Year (FY).

A Labour Budget must, therefore, reflect:

- A plan that outlines the *quantum and schedule of work* to be provided to those who demand work.
- Anticipated *quantum of demand* for work,
- Precise *timing of the demand for work*, as also

This is the only way work-providers can open work in a manner that is synchronised with the pattern of migration in that area so as to pre-empt distress migration. It must also be incumbent upon work providers to *pro-actively inform* work-demanders well *in advance* about the schedule of work to be provided so that they do not need to migrate in distress.

Strict Time Schedule

Under the current timeline, Annual Plans (outlining works to be undertaken in a GP, as per demand) are to be presented for approval at the Gram Sabha (GS) around 2 October each year. However, this may be too late to prevent distress migration. In the absence of a timely work guarantee, households are likely to migrate after the *kharif* harvest season. It is, therefore, important for the GP to inform potential workers of available employment and the timing of this employment well in advance of the kharif harvest. The Guidelines provide a time schedule, to ensure that Labour Budgets are submitted on time by States, approved by the GoI, communicated back to the States and districts for beginning work in March and April.

Deployment of Human Resources

Field studies and reports have both indicated the need to deploy additional staff to aid with effective planning at the GP level, supervising (taking measurement, etc.) and monitoring of works.

The new Guidelines suggest that:

- Each Block must appoint a full-time PO for MNREGA. Block Development Officers (BDOs) or other block officers should not be given ‘additional charge’ for the programme, as substitute for deploying a PO.
- Blocks, where either Scheduled Castes (SCs) plus Scheduled Tribes (STs) form ≥ 30 per cent of the population or the annual MNREGA expenditure was more than Rs 12 crore, appoint at least three Cluster Facilitation Teams (CFT), each of which will service a Cluster of Gram Panchayats (CGP). Each CGP will cover around 15,000 JCs or an area of about 15,000 hectares (ha). The CFT will comprise a fully

dedicated, three-member professional support team led by an Assistant Programme Officer (APO) and include specialists in earthen engineering, community mobilisation, hydro-geology, and agriculture/allied livelihoods. This will also enable more professional planning based on the watershed approach aimed at improved land and water productivity.

Reducing Delays in Wage Payments

Apart from deploying additional staff, *MNREGA 2.0* also

- Specifies a payment schedule for states to follow and track, using a transactions-based MIS
- Suggests that the timeline for each process be determined and delays be monitored at each step through MIS like closure of Muster Rolls (MR), capturing measurements, generating pay-order, issuance of cheque and pay-order to paying agency, transfer of cash to sub-agency (Branch Post Office/Business Correspondent) and wage disbursement to workers.

Equal Opportunity for Vulnerable Groups

The Guidelines have provisions to ensure rights of vulnerable groups such as persons with disabilities, primitive tribal groups, nomadic tribal groups, de-notified tribes, women in special circumstances senior citizens above 65 years of age, and internally displaced persons.

Facilitation

For ensuring equal opportunity, POs may procure the services of resource agencies/Civil Society Organisations (CSOs) working for the disabled/ vulnerable. The resource agencies will be responsible for assisting the GS in identifying the disabled and vulnerable persons, mobilising them and ensuring that they get their rights under the Act.

Greater Role for Civil Society Organisations

To ensure greater dissemination of information and participation of rural people at every stage of MNREGA, from planning to execution, the Guidelines emphasise the need for state and district governments to involve CSOs as resource agencies. CSO involvement will also aid the process of social audits and help with increased transparency and accountability in implementation of the Act.

Social Audit

Under *MNREGA 2.0*, the GoI has notified Social Audit Rules that mandate the establishment of a Social Audit Unit (SAU), to facilitate social audit by GSs.

- The SAU can be either a society or a directorate, in each case independent of the implementing departments/agencies.
- The SAU shall be responsible for building capacities of GSs for conducting social audit by identifying, training and deploying suitable resource persons at village, block, district and State level (drawing from primary stakeholders and other CSOs).
- The SAU will create awareness amongst the labourers about their rights and entitlements under the Act and facilitate verification of records with primary stakeholders and work sites.

Performance Audit

Complementing the social audit will be one by the Comptroller and Auditor General (CAG). All expenditure on MNREGA will be audited both at the level of the Central and State Governments. In addition to the financial audit, the CAG will conduct a performance audit with regard to these schemes. To begin with, performance audits of MNREGA will be taken up in 12 States-Assam, Andhra Pradesh, Bihar, Chhattisgarh, West Bengal,

Jharkhand, Madhya Pradesh, Rajasthan, Gujarat, Maharashtra, Odisha and Uttar Pradesh.

Strengthening Section 25 of the Act

The Guidelines emphasise the need for States to ensure that provisions of the Act are followed carefully. The following will be considered offences punishable under Section 25 of the Act:

- JCs found in the possession of any Panchayat or MNREGA functionary without plausible justification,
- Missing entries or delay in entries in the JC,
- Refusal to accept applications and provide dated receipts,
- Unreasonable delays in payment of wages,
- Failure to dispose of complaints within the stipulated time.

Limitations on Administrative Expenses

MNREGA provides 6 per cent of the total expenditure in a State, as administrative expenditure. To ensure this is not misused, the Guidelines prescribe that:

- At least two-thirds of the 6 per cent admissible under it should be spent at the block-level and below (GP etc.),
- The following items shall under no circumstances be booked under the administrative costs of MNREGA:
 - New vehicles,
 - New buildings,
 - Air-conditioners,
 - Salaries/remuneration/honoraria of functionaries who are not exclusively or wholly dedicated to MNREGA work.

CHAPTER – 9

FUTURE SCENARIO, IMPLICATION AND CONCLUSION

A striking feature of the above discussion is the low values of the multipliers. The main reason for the low value is the fact that (1) about half the products consumed in the village come from outside the village and therefore a considerable part of the impact will go outside the village – which is really a loss to the local rural economy, and (2) since the village is backward, the output, income and the employment coefficients are quite low. It needs to be underlined however that the value the multipliers will increase with the positively transformed implementation of MNREGA.

The study, through interviews and focused groups group discussions, reflects on the problems faced by the villagers and the officers in implementation of the Act. The respondents were very open in discussing with the problems. The problems have been related to work, wages, and administrative difficulties. Along with the problems, there have been number of suggestions which have been put up by the villagers and the concerned officials.

MNREGA is providing vital employment opportunities to the rural poor and is helping to revive the local economy of the Indian villages. The researcher conducted his study in the Sawai Madhopur district of Rajasthan,

India. The researcher interacted with the MNREGA workers and the farmers of the village in order to understand the impact of the MNREGA in the daily wage rate of the village, sources of livelihood of laborers and the farmers, the pattern of agriculture after the introduction of MNREGA and changes in the relations among the laborers and the farmers and overall impact of MNREGA in the village.

Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA) 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 rural development. Using a random sampling method, a total 150 households including NREGS beneficiaries and non-beneficiaries were selected.

This field study was carried out during the period from 2012 December to 31st December, 2013. Both close ended and open ended questionnaires were used to gather information from all the stakeholders in MNREGA. Sarapanch, Gram Sathi and Nayab Sarapanch questionnaire were designed to elicit information at the GP level. Apart from group discussion individual household interaction was organized. Transect walk into the NREGA worksites were conducted to have firsthand experience on the MNREGA works at the community level.

Barnala Gram Panchayat (GP) is generally a tribal dominated area. Among the 150 households, the majority (63.3%) of the households are

belonging to ST population. This may be due to their lack of interest to work under the MNREGA 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, close relationship with the PRI functionaries' 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. Around 93% of villagers are aware about the MNREGA. 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 all aware about MNREGA. Around 71.3% of the villagers claimed that they informed about MNREGA from GP office which indicates that GP official playing a significant role in spreading information on MNREGA. 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.

There is religion, street biasness and favouritism seen in case of getting job card. Bribe was also taken from Govt. employees, rich families by the Sarapanch, Gram Sathi and GP secretary in order to give one or two job cards to a single household. As per the MNREGA guidelines, affixing of photographs on job cards is mandatory without any charge. However not a single job card is found with photograph in the field. There is also manipulation of job cards by the panchayat secretary, Gram Sathi for which entries were either fake or blank. There is no wage column to maintain about "wage paid" in the job card issued in this area. For this it is impossible to verify from the job card, the wages paid to an MNREGA worker.

The average number of respondents applied for employment is very low in the study area (23.17%). Those who applied for job are mostly non-tribal beneficiaries and among them not a single person got unemployment allowance. 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 MNREGA is nothing but mercy of sarapanch. Regarding employment, respondents shared that they have not availed complete 100 days in a year. The villagers of Koleta Gram Panchayat worked under MNREGA for around 15 days in last five years. Only 10% households received around 50 days of works in last five years MNREGA guidelines permit execution of road projects providing all weather connectivity in rural areas. However, during field work it was observed that the road remain kutchha and incomplete and is not able to provide all weather access. The majority of population said that only road work has been undertaken in their Gram Panchayat which is incomplete due to conflicts among villagers as well as between members of panchayat office and forest dept.

Though, there was fund around Rs. 300000 came for watershed activities in 2010 but it was returned to Block office, as the work stopped before it starts due to above reason. 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 laborers who are illiterate and no voice. While the MNREGA guidelines permit equal wages for equal work, it is not happening in reality. As per the views of few villagers widow and old women are receiving lesser wages in comparison to men.

In the study area, around 46.35% of the beneficiaries have not opened their account either in bank or in post office while 53.65% beneficiaries have account. It may be due to lack of interest or lack of awareness. According to some villagers, if there is regular work and regular payment, we will be interested to open account. 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 MNREGA. 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 MNREGA 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. There is also compulsion on worker regarding work i.e. one cannot dig more than ½ chauka in a day. The operational guideline detailed the procedure of Social Audit forums to be held by gram sabha on MNREGA works 6 months basis. But in this village Social Audit is never held. 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 MNREGA. But in Shankarpura small children are found to work under it. Names of dead people are there in the job cards. Redressal of grievances is an integral part of the MNREGA scheme. Majority of the respondents of the field do not know that there is provision for grievance redressal.

Thus there is no denying that MNREGA 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 MNREGA wages reaches the workers directly.

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 MNREGA. Regular employment opportunities also motivate many of them to migrate to other cities like Dausa, Jaipur and Alwar. On the issue of asset creation nothing much is observed from the field. Except road work no other works are being taken here. Recently some initiations have been taken by Sarapanch for the SC/ST land development. In all three hamlets including naharsinghpura, Megdhpura and Ramsinghpura people had expressed their disappointments with MNREGA works. MNREGA 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 MNREGA 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, MNREGA 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 MNREGA, they would like to do. Clearly, there is a massive demand for MNREGA 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.

The officials of MNREGA come up with the following problem:

- The Sarpanches suggested that once the project is sanctioned 40 percent of the amount should be released immediately, then 30 percent on submission of utilization certificate and once the work has completed the rest 30 percent should be released.
- The distances and the area under charge is relatively large, therefore the supervision becomes a daunting task.
- Due to pressure from the “influential people of the village” the names are added in the muster roll. It is a common practice.
- On most sites the labour does not work efficiently and take longer time to complete the task.
- During certain seasons, the labour is not available as they work on fields.

Suggestions

During the study by the researcher, it was found that the data about MNREGA which is supposed to be fair and transparent is not adhered to by the village Panchayat members. This may be due to two reasons; one reason is that there might be some element of corruption or unfair practices going on under the MNREGA by the Panchayat members which may impede its growth in reaching to the labourers. The other reason may be because the Panchayat members themselves being unaware of the terms and conditions of the MNREGA. Future research in the field of MNREGA could be in the areas of transparency of the Act and about the awareness among the people

about its benefits for the poor. The impact of MNREGA on the change in the pattern of agriculture though dealt with in this study, needs deeper focus as it can give us deeper instincts about the future scenario of the Indian Agriculture and necessary steps can be taken the Government so as to use this changing scenario to its advantage.

- The success of the programme depends upon its proper implementation. Much of the pitfalls of MNREGA 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 MNREGA 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.
- 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 MNREGA. Thus the Govt. must take immediate steps to stop corruption in its implementation by which the MNREGA wages reaches to the workers directly. We can surely ensure that the money goes to those who need it.
- The villagers complained that the measurement is not done on regular basis nor are they proper. At places when verified by the research team it was found that the measurements were not recorded properly. This actually led to improper and lower payment of wages.
- Women mentioned that the pregnant women there should be additional consideration while distributing work.

- A proper monitoring mechanism should be developed that can assured correct procedure in job card.
- There should be the ability and willingness of local Govt. and Panchayat to plan works and run the programmes effectively.
- Villagers are assured of the minimum payment of Rs. 50 per day whether they work or not once registered in the muster roll. Therefore, some of them take advantage of this fact and do not perform the required task.
- Where there is a male mate, women face a lot problem, as they are not sensitive. Women feel safer working with a women mate.
- In some districts, the villagers complained about the discrepancies and favouritism for the number of days of employment.
- 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.
- Social Audit should carry out in regular interval.
- Job cards do not have proper and accurate information.
- Payment of wages is not timely.
- Villagers have also alleged that influential people of the village get their names registered in the master roll but are not at the worksites. This leads to work burden on the other labourers as their work is divided amongst the workers in order to provide wages to them.
- The actual workers are much less then the registered labourers in the muster roll. This leads to decrease in the wages of the actual workers as once the digging work is measured maydays is then divided by the

number of workers. This is further creating a problem for those who are working, they too have become irresponsible.

- Caste problems have also been identified. For e.g. where there is a Meena mate, the Gujars do not like to work at that place and vice-versa. Similarly, where there is majority of Meena labourers, the Gujars do not go to work and vice versa.
- Farm pond works are considered as works of individuals. Therefore, they have the family members included in the master roll. This leads to division of wages of the labourers as most of the time these family members do not work.
- Since the wages ranged from Rs. 45 to Rs. 65 per day this had led to incompleteness of work to the defined target.
- Task deduction methodology is not observed properly at any place. The JEN manages himself. Because of this proper wages are not delivered to the people.
- Job cards are also given on rent and the wages are shared between job cardholder and the labourer that rents in the card.
- Women also do not like to work on farm ponds as it is considered to be individual person's work.
- In Meena dominated areas, the Dalit groups find it difficult to get employment. Such case has been found in Khandar in Sawai Madhopur District. Here, the poor were not getting enough job opportunities.
- Construction of water harvesting and conservation should have more budget allocations. Similarly, the pucca road construction is preferred to kucha and gravel road.

- Upper caste people come to work but due to societal hesitation do not work efficiently and this leads to decrease in wage payment.
- In hard rocky and hilly and stony areas, the JCB machines should be allowed to function in Bamanwas and Sawai Madhopur blocks districts as it is difficult for the villagers to cut the stones.
- In some districts it was mentioned that villagers are not enthusiastic to take up work under MNREGA as they feel they can get more than Rs. 50 by working elsewhere.
- For each revenue village, there should be one Raozgar Shayak for maintaining the paper work properly.
- On worksites like farm ponds family members should not be given any work on their own farms. They should also not have a mate of their own choice.
- Each Gram Panchayat should have an Assistant Employment Officer.
- Supervision and evaluation should be done in the same manner as is done on drought relief works where each officer has the authority to supervise-this will lead to decline in problems at worksites.
- The mate training should be given to the labourers also and the mate should be chosen from among the workers.
- Budget ratio should be maintained to 60 percent material and 40 percent labour.
- There is not proper space to write about the MNREGA information in the Panchayats.
- Upper age limit of workers should be limited as older people are not able to perform the required task properly.
- Proper supervision of work should be done.

- Instead of 100 days, the work should be for 150-200 days.
- Wheat should be given as part payment.
- Each Gram Panchayat should have a Technical Assistant and an Accountant.
- Definition of Family needs to be more specific.
- Wage payments should be deposited in Bank of Post office accounts.
- All job cardholders should have knowledge about the task.
- Local Influential people get their name included in the muster Roll and do not want to work, this should be checked.
- Higher budget is needed.
- Kuchcha water harvesting systems should have a permanent (pucca) protective wall.
- Half the budget should be spent on permanent structures.
- Should abolish the 100 days mandatory employment.
- Only the needy one should be given a job card.
- Sarpanch/Sachiv should get insurance benefit from the state.
- Periodic trainings should be given for better understanding and implementation of the scheme.
- Wages should be increased and paid regularly.
- Usually when there is a controversy on measurements, villagers get down to physical abuse and nobody is ready to be a witness. In such cases even FIR does not help the officers. Measurement method needs to be innovative; local variants can be employed.

- Material used for Permanent structure should be cubed and tested in the laboratory for its quality of material.
- Assistant Employment Officers should get increase in their salaries.
- Job cards wages should be deposited in the banks. As it very often happen that women work under somebody else's name and take the payment.
- Paper work should decrease. For example form 6 (demand for employment) and form 8 (information about employment) should be removed. Form 7 should have a column asking that how much have you earned in this muster roll.
- During Agricultural time (sowing and harvesting) MNREGA work should be stopped.
- The quality of the tents and cradles is not good at all. Moreover, the Panchayat do not have any space to keep them. It is found that the workers like to lie around under the tent rather than work.
- More Women mate should also be appointed. It is suggested that 33 percent of all mates should be women.
- There are villages that fall in the Municipal limits have been left out in Sawai Madhopur districts, they should be included. Not all these villager can find jobs in the nearby small towns.

This thesis evaluates the Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA) of 2005. MNREGA provides last-resort employment to rural Indians and guarantees beneficiaries one hundred workdays per year, which consist of building and maintaining local infrastructure. I find that that although the program has had strong short-term results, as it currently stands it will likely not generate lasting impacts. Due to a lack of skills development and durable infrastructure, workers

remain dependent on the scheme for income, and the maintenance of infrastructure is dependent on continued program funding. In addition, poor oversight allows for corruption and decreases effectiveness. I describe MNREGA's weakest areas, as well as provide recommendations for how to refine them.

Policy implications

Although there has been a debate about the effectiveness of MNREGA, the experience of Rajasthan show a mixed picture. The scheme is successful in terms of coverage of weaker sections of society including coverage of women, asset creation and reduction in the incidence of large scale out-migration. The major problem however relates to the employment generation as the man-days generated and the number of households provided 100 days of employment were quite low in almost all the districts of Rajasthan. In our survey data, average number of person days generated per household was of the order of 54 days in the state. For women households it was 24 days, well below their male counterpart. However, the MNREGA is much better scheme than any other employment programmes undertaken in the past. Obviously MNREGA works should be made available throughout the year. The implementing agency should take up proper planning of work for both short-term and long-term benefits for the villagers. Further, 100days limit of guaranteed wage employment under the Act should be increased. This has been suggested by 21.97 per cent of village households in the surveyed villages. There is thus a lot to do for better functioning of the MNREGA. **(attn: Department of Panchayat and Rural Development, Government of Rajasthan).**

The act provides that gram sabha would monitor the execution of works and conduct regular social audits of all works carried out under the MNREGA. The study however observes that in many cases the mandatory social audits are not taking place. As evidenced by official level secondary

data, social audits have not been done in all the districts uniformly in the state. The findings thus lend support to demand that the social audit process must be taken more seriously by the administration for ensuring transparency, participation and accountability. **(attn: Department of Panchayat and Rural Development, Government of Rajasthan).**

The participatory process, the main route to ensuring transparency has not been taken seriously by the implementing authority in the state. As is evident, during the year 2010-11 only a total 191 VMC meetings (gram unnayan samiti or beneficiary committee meeting) were held as against the corresponding figures of 6472 and 6216 in 2009-10 and 2008-09 respectively. Notably, in many of the districts VMC meetings were not held at all during the year 2010-11. **(attn: Department of Panchayat and Rural Development, Government of Rajasthan).**

The projects/works undertaken in the MNREGA were consistent with the eight categories of works listed under MNREGA. However, for the fulfilment of the quota of 100 days of employment per household per year, the state government should be empowered to expand the list of permissible works in the light of local conditions. New innovative works need to be found out to bring down the level of out-migration of rural labour force as also to provide productive employment. **(attn: Ministry of Rural Development, Department of Rural Development, Government of India, New Delhi).**

Regarding the quality of assets created under MNREGA, about 31 per cent of households were of the view that assets created under MNREGA could last only up to five years. Hence, these structures would require timely repairs and maintenance to be capable of lasting more and generating expected benefits. Thus quality and maintenance of assets need more attention in future so that investments made would not go futile. In fact, employment guarantee and durable assets creation have to be seen as two

sides of the same coin. **(attn: Department of Panchayat and Rural Development, Government of Rajasthan).**

According to the Act, persons working under the scheme are entitled to receive the statutory minimum wage fixed by the State Government applicable to agricultural workers in the state. The primary data however reveals that in all the sample districts MNREGA wages obtained by the beneficiaries were less than the stipulated minimum wage. Persons working under MNREGA were given wages on piece rate basis. Hence, wages received under MNREGA varied from person to person depending upon the quantum of work done. However, even if wages are paid on a piece rate basis, the schedule of rates has to be such that a person working for seven hours would earn the minimum wage **(attn: Ministry of Rural Development, Department of Rural Development, Government of India, New Delhi).**

In our survey data, irregularity in wage payments is noticed. About 50 percent of sample beneficiary households were paid wages beyond fortnight and accordingly they are entitled to receive compensation as per the provision of the act. However, no compensation is paid to labourers in the state in respect of delayed payment of wages beyond the stipulated period of 15 days. Obviously, in the long run, much more sustained effort will have to be put in to ensure continued compliance with norms laid down in the MNREGA Act. **(attn: Department of Panchayat and Rural Development, Government of Rajasthan).**

The reluctance of state government to disburse unemployment allowances is noted in the study. Official level secondary data shows that unemployment allowances due for payment were for 3679 days in 2010-11 but it was paid only for 6 days in a single district. Further the primary data shows that the unemployment allowance is paid only in few districts like Jaipur and Alwar but to a few workers spending a small amount of money.

In this context, it is suggestive that the central government should pay a part of the unemployment allowance after amendment of MNREGA rules so that workers could draw unemployment allowance as per the provisions of the Act in the event of failure to provide unemployment allowance by the state government (**attn: Ministry of Rural Development, Department of Rural Development, Government of India, New Delhi**).

Shifting from cash payment of wages under the scheme to bank payment has been done in order to prevent embezzlement of funds and also to give workers greater control over their wages. The direct transfer of wages into workers' bank/post office account has given substantial protection against embezzlement. However, the distance from the place of residence to the nearest bank or post office has caused hardship to the MNREGA workers. This would require opening of new branches of banks in rural areas (**attn: Reserve Bank of India, Government of India**).

The rural labour markets have been influenced by the introduction of MNREGA and have had a decisive impact on agriculture. Nearly 66.42 per cent of village households in the surveyed villages believed that cost of production in agriculture is increased by 20 per cent due to scarcity labour caused by the introduction of MNREGA leading to rise in wages. In fact wage rise caused by MNREGA could only be maintained if productivity rises too in agriculture. MNREGA works must be such as to contribute to raising agricultural productivity. This has to be taken seriously by the administration which calls for innovative thinking and action. (**attn: Ministry of Rural Development, Department of Rural Development, Government of India, New Delhi**).

The MNREGA ranks among the most powerful initiatives ever undertaken for transformation of rural livelihoods in India. However for MNREGA, to realize its full potential, it must focus on raising the

productivity of agriculture. In our survey data about 35.78 per cent of village households reported that agriculture related activities should be taken up more under MNREGA for the improvement of agricultural productivity as well as overall agricultural development leading to the creation of allied livelihoods of the rural people. **(attn: Department of Panchayat and Rural Development, Government of Rajasthan).**

The MNREGA holds the powerful prospect of bringing major changes in the social and economic well-being of women. This of course happens to be true in a state like Rajasthan where women shared a sizeable proportion of working days generated under MNREGA. As is evident from secondary data, women workers shared 31.20 per cent of total person days generated under MNREGA. What is however frustrating is that the issue of child care is overlooked. Under the MNREGA, it is clearly stated that in the event where there are at least five children under the age of six years at the worksite, one of the female workers should be deputed to look after them and she should be paid the same wage as other MNREGA workers receive. Yet in our survey data only 10 per cent of the sample households reported the availability of child care facility at the worksite. Disturbingly many of the respondents were unaware of this basic entitlement. Thus the provision of effective child care facilities at MNREGA worksites is an important issue that calls for creative thinking and action. **(attn: Department of Panchayat and Rural Development, Government of Rajasthan).**

MNREGA provides an important opportunity for improving gender relations. However, for the longer term goal of gender equality to be realized, attention needs to be paid in ensuring greater participation of women in procedural aspects viz. participation in the planning process through participation in gram sabhas, social audits. These measures would simultaneously improve gender relations and ensures effective

implementation of MNREGA. **(attn: Department of Panchayat and Rural Development, Government of Rajasthan).**

Agriculture provides employment for the vast majority of the workforce. The agricultural activities dominate twice in a year during the sowing/ transplanting and harvesting seasons. Once these seasons are over, the households sink into a state of unemployment. During the period of seasonal unemployment, the MNREGA scheme can be efficiently used to fill the void created in the period of seasonal unemployment. In our surveyed villages, 34.49 per cent of village households were of the view that MNREGA works should be taken up in the lean season of agriculture when labourers mostly remain out of work. The implementing agency is thus required to schedule the MNREGA works accordingly. **(attn: Department of Panchayat and Rural Development, Government of Rajasthan).**

The government must recognize the enormous diversity of tasks involved in MNREGA and the skills required to execute the same with speed and quality. In this context, there is need to continuously upgrade the capacities of the personnel involved in MNREGA implementation, most crucially block-level personnel which is at the cutting-edge of implementation. Capacity building also ought to take place at the gram panchayet level. It is therefore suggestive that efforts can be made by the government in conducting one year diploma course on administering government 137 schemes including MNREGA. **(attn: Ministry of Rural Development, Department of Rural Development, Government of India, New Delhi).**

Conclusion

Overall, the scheme of MNREGA has the great potential in enhancing income and livelihood security of the rural poor. The present study, in an attempt to evaluate the impact of MNREGA has identified the key areas of

progress as well as the shortcomings of the programme. Notably, MNREGA has not been able to provide the employment that one would have expected. Despite making provision of 100 days of employment in a year, actual employment generation has been much below than 100 days in a year. In the matter of wage payment, in many cases, delay in wage payment is noticed. Procedural irregularities are also noticed at the stage of implementation of the scheme such as irregularities in conducting social audits and gram sabhas. True that MNREGA addressed many of the weaknesses of the earlier wage employment programmes through introducing several features in its design. However, as evidenced by the present study, MNREGA is also not free from limitations despite having its positive impact on income generation, asset creation and above all improving standard of living. Obviously, if the remedial measures are taken to address the limitations, the effectiveness of MNREGA would increase with experience and would go a long way in ensuring livelihood security to the rural poor in a sustainable manner and in altering the balance of power in rural society. The key lies in proper implementation and planning of the scheme as per the guidelines laid down in the Act.

Important Learning

- a. Village volunteers: Role of village level volunteers is very important in scaling up the watershed interventions and extension of agricultural practices.
- b. Role of district administration: Role of district administration especially the collector and CEO, Zila panchayat is most crucial for success of micro project. Their personal interest in the project helped a lot mobilizing convergence resources.
- c. Resources mobilization from outside: Resources required for professional human resources, training and capacity building, critical

gaps in livelihood plans can not be met entirely from the line departments hence the support of other agencies like NABARD and private donors is necessary.

- d. Institutional approach: Too much focus on physical activities can make any NGO equivalent to any other line departments. NGOs can demonstrate the effectiveness of MNREGA while facilitating PRIs to replicate the same in villages. Institutions like Gram Sabha, Village Development Committees, SHGs and SHG federation can definitely play a greater role in sustaining the efforts.
- e. Evolving activities: Micro Project should be a flexible plan where new activities can be added depending on requirement and availability of resources. Like in this particular micro project farmers did not show much response to including Farm Ponds as one of the major activities but later on due to awareness campaigns many farmers demanded it hence PIA and district administration decided to include it in the project.

Future Plans

- a. Delivering whatever is promised to community: Most important challenge of the project would be to deliver whatever has been promised to communities in a time bound manner.
- b. Sharing the learning on larger platforms: Learning from this Micro Project can become a role model for other to follow. Once substantial physical works is completed events for outreach would be organized for others.
- c. Livelihood improvement for landless through MNREGA: New draft MNREGA guidelines added some of the activities like Goat Shed preparation which can be very good livelihood activity for landless if converged with regular veterinary department schemes.

- d. Capacity building of smaller NGOs: AKRSP(I) is planning to work on capacity building of smaller who have partnered under MNREGA on various aspects of watershed plus approach once substantial physical work is done in current project.

Conclusion

Indian economy suffers from several distortions since independence. Though, current Indian economy is on a higher growth trajectory, it still suffers from high incidence of poverty and unemployment in rural India. Agriculture and allied sectors, which houses at least 60 percent of the Indian population is a backbone of rural economy. The low rate of growth of agriculture sector also affected the rate of creation of employment opportunities in rural areas. It is observed that majority of the poor in rural areas of the country largely depend on the wages earned through unskilled casual manual labour. They are often on threshold levels of subsistence and are not free from possibility of sinking from transient to chronic poverty. The inadequate labour demand in lean period or unpredictable events like natural disaster or personal ill-health, all such have adverse impact on the level of employment, income and livelihood securities of rural population. In a context of rural poverty and unemployment,

Workfare programmes are considered as most important interventions. These programmes typically provide unskilled manual workers with short term employment on public works such as irrigation, soil and water conservation, rural connectivity, reforestation etc. These all workfare programmes provide income transfer to poor households in critical times and prevent worsening

Their poverty and food security particularly during slack agricultural seasons. It was realized that workfare programmes for sustainable poverty alleviation has to be based on increasing the productive employment

opportunities in the process of growth itself. The durable assets created under such workfare programmes may also have the potential to generate second round of employment benefits.

The present study shows that if the MNREGA is undertaken on a scale and implemented well, it can reduce poverty at the bottom as well as empower the poor in the short run.

The multiplier analysis has demonstrated the positive impact of MNREGA on incomes, production and employment in Sawai Madhopur. For example the increase in terms of increased output is more than double than the increase in the expenditure because of increased income of labour households.

MNREGA interventions because (1) the consumption of locally grown crops, i.e. food crops, vegetables etc will increase (as shown below), (2) stability as well as increase in incomes will encourage local processing of food grains, oil seeds etc, (3) with improved infrastructure, more services will be made available locally. Again, the value of the multiplier for the village economy will depend, in addition to the extent to which people consume local goods and services, on (1) the distribution of income in the village (the higher is the share of the poorer sections the higher will be the value of the multiplier and (2) the labour intensity of the production (for the employment multiplier) in the village.

Since both these factors are likely to improve with growth, the value of the multipliers will get a further push. That is, these coefficients will increase rapidly once the village experiences growth in productivity.

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- The Maharashtra model of rural employment has existed since the 1970s. The most critical difference now is that people's entitlement, by law, to employment, is mandated through NREGA for the entire country. Not much has changed in the form and substance of the public work programmes in the past thirty-odd years, however. In many ways the NREGA is a replication of earlier schemes in letter and spirit, but with a legal guarantee. So past failures do haunt the NREGA like, lack of right planning, focus on local needs and also dominantly bureaucratic roles. The study posits that if implemented efficiently, NREGA can be used to regenerate local ecology, and help trigger real

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survey recorded income and expenditure levels by type of household (large, small and marginal farmers, agricultural labour, services, etc.). The survey also recorded production activities undertaken by the inhabitants. The study shows that the sectors that show the maximum impact are wheat, animal husbandry, and education and the maximum impact on the household incomes accrues to the small cultivator followed by the labour household and then the large farmer households.

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The Questionnaire 1

Questionnaire A (For MNREGA Beneficiary)

MNREGA - Sawai Madhopur Impact Assessment Study

A. Primary Information

101	GPU Name:	GPU code: [] []
102	Village Name:	Village code: [] []
103	Ward Name	Ward Code
104	Block Name	Block Code
105	Name of Beneficiary:	Contact:
106	Gender: Male: 1,	Female: 2
107	BPL/APL Code ¹ / ₂ :	Name of the Work :
108	Work Code :	
109	Is the beneficiary aware of the NREGA scheme?	Yes...1, No...2
110	When did the Scheme start?	Month..... Year.....

Job Card Number:						
Family Details		Total Number of members	Number of Literate members	Number of Class X pass and above	Number of Graduates and above	Number of illiterate members
		A	B	C	D	E
111	Adults male					
112	Adults female					
113	Minor- Boys					
114	Minor –Girls					
115	Number of earning members in the family:			Male: [] Female: []		
116	Current Main income source?			1. Agri- Labour 2. Non agri- labour 3. Own framing 4. Small shop 5. Livestock Farming 6. Government. Scheme 7 Salaried/ Contract 8 Other (Specify).....		
117	Does Beneficiary have own land?			Yes...1, No...2		If no, than go to 118

118	If yes, how much...	ACRES..... []
119	Does beneficiary have irrigation facility?	Yes...1, No...2
120	The type of house wall the beneficiary is having	Rented room.....0 Ekra Mud.....1 Stone Mud.....2 Wooden Plan.....3 Ekra Cement.....4 Stone Cement....5 Brick Wall.....6

B. About NREGA

201	Do you know about NREGA?	Yes...1 No...2
202	From which source did you come to know about NREGA?	1. Gram Panchayat 2. Media 3. Poster 4. Gram Rozgar Sahayak 5. Others (Specify).....
203	When did you apply for the job card?	Month: Year:
204	After application, within how many days did you receive the job card?	Number of days:
205	From which source you are getting information about MNREGA work?	1. Gram Panchayat 2. Poster 3. Key informatory 4. Key stakeholders 5. Gram Rozgar Sahaya 6. Others (Specify).....
206	Are you aware about MNREGA Planning?	Yes...1 No...2
207	Are you involved in MNREGA Planning?	Yes...1 No...2
208	Are you getting work against demand?	Yes...1 No...2
209	If no, give the reason:	
210	After your demand, the Gram Panchayat is providing work in a how many days?	Number of days:

211	If it is more than 15 days, please ask the respondent about the reason for the delay:	
212	Are you working in the village you are living?	Yes...1 No...2
213	If no, give the reason:	
214	How many family members are working in MNREGA scheme?	Male..... Females.....
215	How many days of employment were given to you in the last year under MNREGA?	Numbers.....
216	How many days of employment are given to you this year?	Days.....
217	Do you think you need more that 100 days employment from this scheme?	Days.....
218	You are working for which activity? (Multiple Choices Possible)	1. Flood control 2. Water conservation 3. Road 4. Foot path 5. MNREGA Dhara Vikas 6 Gutter (drain) 7 Land Development 8. Plantations
219	How many government departments are working under MNREGA in your village?	1. Agriculture / KVK 2. Forest 3 Horticulture 4. Irrigation 6. Others (Specify).....

220	Did you get any unemployment wages in case you didn't get the job within 15 days of the time demanded?	Yes 1..... No 2.....	
221	What is the per day wage given to you under MNREGA?	Rupees per day:	
222	How the wage money is paid to you?	1. Cash 2. Bank account transfer 3. Post office 4. Cheque 5. Others (Specify).....	
223	Within how many number of days the payment is Received?		
224	Are you getting payment on time?	Yes...1 No.... 2	
225	If no, give reason		
		Before the scheme	After the scheme
226	What was the total yearly family income?	Rs.	Rs.
227	How many members are migrating to other places for earning their Livelihood?	Number before MNREGA:	Number after MNREGA:

C. Wage Impact

301	<p>How do you spend the wage money received from MNREGA? (Multiple answer possible)</p>	<ol style="list-style-type: none"> 1. On good food 2. On children education 3. Paid back loan 4. Bought new/old things for household use 5. Renovated the house 6. Health related expenditure 7. Buying things for agriculture 8. For Irrigation work 9. New insurance policy 10. Shares Others (Specify) 	<p>Note Any Further Comments from the Respondent Here:</p>
302	<p>Do you believe that the MNREGA assets created in your village have helped you and others in the village generate some additional income? If yes, how? Please provide details.</p>		

D. Overall suggestions/views on the schemes:

401	How do you like/dislike this scheme?	
402	How does this type of scheme help as a livelihood option?	
403	Do you have any suggestions for improving this scheme?	
404	Do you have any other livelihood option in your mind?	
405	Are you interested in working under MNREGA? Why?	
406	(A) Are there people in the village who do not have the job card but are interested in Working under NREGA? (B) If yes, then what are the reasons for not having job cards? (If No, then go to the next question)	Yes ...1 2 No.....
407	Are notices related to MNREGA scheme etc put up in Panchayat offices regularly?	
408	Are any facilities provided at the work site? If yes then what are they?	

409	Is work always given within 5 km of the village? If not then do you get extra wages	
410	Are you aware about the grievance redressed mechanism? Have you ever made use of it?	
411	Are aged /disabled people also employed under MNREGA? If yes, then what kind of jobs are usually assigned to them?	

Annexure – 2

Questionnaire for the Gram Sabha Members (Villagers) **Panchayat**
Village

Part-1: Respondent's Profile

1. Name of Respondent

2. Age

3. Sex Male/Female

4. Religion

(a) Hindu (b) Muslim (c) Others (Specify)

5. Caste

(a) General (b) OBC (c) SC (d) ST

6. Details of the family members and benefits availed of since last five years

(start with the head of the household).

Name	Relationship with the head of household*	Age	Sex	Education**	Marital status***	Occupation****	Whether beneficiary of any scheme*****	Year (s)

7. Family Income (Monthly)

8. Do you have BPL card ? Yes /No

9. Household assetsd:

a) Cycle b) Rickshaw c) Motor Cycle d) Bullock Cart

d) Tractor f) Radio/TV

PART-II : PANCHAYATS

1. Do you participate in Panchayat activities ?

(a) Formal Yes/No

(b) Informal Yes/No

2. Did you vote in the last Panchayat election ? Yes/No

3. Do you consider working of present panchayat system successful ?

Yes/No

4. What do you think your village need most today ?

5. What activities of Panchayat do you appreciate most ?

(a) Educational

(b) Developmental

(c) Agricultural

(d) Setting Disputes

(e) Maintaining Law

(f) None

(g) No Information

6. What complaints do you have about your Panchayat ?

(a) Groupism

(b) Corruption

(c) Inactive

(d) Favoritism

(e) Discrimination

7. What do you think about reservations in Panchayat system ?

(a) Good (b) Bad (c) No Information

PART-III : RURAL DEVELOPMENT PROGRAMMES

1. Are you aware if different rural development Programmes ? Yes/No
3. From where do you get information about these programmes ?
4. How many Programmes have been implemented in your village in last 10 years ?
5. Are you satisfied the existing schemes of rural development ? Yes/No

6. In your opinion Panchayats have sufficient administrative and financial powers to implement rural development programmes Yes/No
7. Should implementation and identification of beneficiaries of different programmes be left in the hands Panchayat ? Yes/No
8. What type of people do you think benefited the most by these programs ?

HEALTH

1. Is there any health centre of hospital in your Panchayat ? Yes/No
2. Are you satisfied with existing health facilities in your Panchayat ? Yes/No
3. Have the health facilities increased during the last 10 years ? Yes/No

District Name : Sawai Madhopur

S.No.	Block name	Total GP	No. of Panchayat Covered	No. of Social Audit	Issue Raised and action taken	Verification of Documents	Grievance Submitted and action taken	Minutes of meeting
1	चौथ का बरवारा	0	0	0	0	0	0	0
2	खण्डार	38	26	26	0	0	0	0
3	गंगापुर सिटी	38	30	30	30	0	0	0
4	बामनवास	36	8	8	8	0	0	8
5	बौली	41	39	39	0	0	0	0
6	सवाई माधोपुर	47	36	37	15	0	0	14
Total		200	139	140	53	0	0	22

Appendix-II

District : SAWAI MADHOPUR

SNo	Block	Total FTO Generated	First Signatory		Second Signatory		FTO send to Bank/PFMS		FTO Processed by Bank/PFMS Completely		FTO Partially Processed by Bank/PFMS			FTO Pending for Processing by Bank/PFMS		Response from Bank/PFMS			
			No. of FTO Signed	No. of FTO Pending	No. of FTO Signed	No. of FTO Pending	No. of FTO	No. of Transaction	No.	No. of Transaction	No.	No. of Transaction Processed	No. of Transaction Pending	No.	No. of Transaction	NO of Transaction Processed	No of Invalid Account	No of transaction Rejected	Total transaction
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
1	खण्डार	58	<u>58</u>	<u>0</u>	<u>58</u>	<u>0</u>	<u>58</u>	1629	<u>58</u>	1629	0	0	0	0	0	1613	2	<u>14</u>	1629
2	गंगापुर सिटी	165	<u>165</u>	<u>0</u>	<u>165</u>	<u>0</u>	<u>165</u>	2491	<u>165</u>	2491	0	0	0	0	0	2419	2	<u>70</u>	2491
3	बामनवास	247	<u>247</u>	<u>0</u>	<u>247</u>	<u>0</u>	<u>247</u>	4867	<u>247</u>	4867	0	0	0	0	0	4774	54	<u>39</u>	4867
4	बौली	272	<u>272</u>	<u>0</u>	<u>272</u>	<u>0</u>	<u>272</u>	7310	<u>272</u>	7310	0	0	0	0	0	7266	2	<u>42</u>	7310
5	सवाई माधोपुर	281	<u>281</u>	<u>0</u>	<u>281</u>	<u>0</u>	<u>281</u>	3220	<u>281</u>	3220	0	0	0	0	0	3191	0	<u>29</u>	3220
	Total	1023	1023	0	1023	0	1023	19517	1023	19517	0	0	0	0	0	19263	60	194	19517

Report on E-Mustroll and Wagelist generated for financial year 2012-2013

State : RAJASTHAN District : SAWAI MADHOPUR

S.No	Block	NO. of Muster Roll for UnSkilled				NO. of Muster Roll for Skilled/SemiSkilled				NO. of Muster Roll Not Filled in due date (For UnSkilled)	WageList		
		Issued	Filled	Zero attendance MusterRoll	Total Muster Roll Filled	Issued	Filled	Zero attendance MusterRoll	Total Muster Roll Filled		Generated	No of Muster Roll covered	Nos. of Muster Rolls WageList not generated within due date
1	2	3	4	5	6=4+5	7	8	9	10=8+9	11	12	13	14
1	खण्डार	11902	10500	1289	11789	2136	2077	0	2077	70	1865	10168	6
2	गंगापुर सिटी	6482	5925	535	6460	604	573	0	573	0	1167	5785	0
3	बामनवास	9272	8805	459	9264	686	359	0	359	3	1927	8572	49
4	बौली	9356	8622	552	9174	1490	738	0	738	73	1667	8385	49
5	सवाई माधोपुर	8735	7774	639	8413	1319	1115	0	1115	0	1279	7613	6
	Total	45747	41626	3474	45100	6235	4862	0	4862	146	7905	40523	110

State : RAJASTHAN District : SAWAI MADHOPUR

वित्तीय वर्ष 2013-2014 के दौरान उत्पन्न रोजगार

1	2	3				4	6	7	9					10	11	12
		a	b	c	d				a	b	c	d	e			
क्रम संख्या	ब्लॉक	परिवारों की संख्या जिनको जॉब कार्ड जारी हो चुका है (रिपोर्टिंग महीने तक)				परिवारों की संख्या जो रोजगार की मांग कर चुके हैं (रिपोर्टिंग महीने तक)	परिवारों की संख्या जिनको रोजगार उपलब्ध कराया जा चुका है (रिपोर्टिंग महीने तक)	नरेगा के अर्न्तगत कार्य कर रहे परिवारों की संख्या (रिपोर्टिंग महीने में)	कुल उत्पन्न व्यक्ति दिवस (रिपोर्टिंग महीने तक)					100 दिन का रोजगार पूर्ण कर चुके परिवारों की कुल संख्या (रिपोर्टिंग महीने तक)	परिवारों की संख्या जो भूमि सुधार/ इंदिरा आवास योजना के लाभार्थी हैं	लाभार्थी विकलांग व्यक्तियों की संख्या
		अनुसूचित जाति	अनुसूचित जनजाति	अन्य	कुल				अनुसूचित जाति	अनुसूचित जनजाति	अन्य	कुल	महिला			
1	चौथ का बरवारा	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
2	खण्डार	12884	5082	24939	42905	13877	12140	2170	152134	26158	201133	379425	186286	359	0	15
3	गंगापुर सिटी	9911	10409	26154	46474	9010	8034	579	55875	54581	114245	224701	133936	275	1	3
4	बामनवास	7499	12101	20488	40088	11114	9320	255	42400	52289	113273	207962	35553	97	0	3
5	बौली	9242	13558	25235	48035	12629	11017	1010	65820	142744	143558	352122	195832	285	1	1
6	सवाई माधोपुर	7458	18094	25868	51420	11657	10153	462	43690	122528	145979	312197	195800	332	2	0
कुल		46994	59244	122684	228922	58287	50664	4476	359919	398300	718188	1476407	747407	1348	4	22

वित्तीय वर्ष 2013-2014 के दौरान कार्यों पर व्यय के लिए वक्तव्य

राज्य:राजस्थान		जिला:सवाई माधोपुर																								रूपये लाख में																						
क्रम संख्या	ब्लॉक	कार्यों की संख्या																																														
		बाढ़ नियंत्रण			ग्रामीण संपर्क			जन संरक्षण और जन संचय			पारंपरिक जन प्रिकारों के नवीनीकरण			स्वरोधन			सिंचाई नहरें			सिंचाई सुविधाएं अ.ज. / अ.ज.ज / इंदिरा आवास योजना / सर. वर्ग के लिए			भूमि विकास			अन्य कार्य			Rajiv Gandhi Seva Kendra			Coastal Areas			Rural Drinking Water			Fisheries			Rural Sanitation			कुल				
		कार्यों की संख्या	श्रम व्यय	सामग्री व्यय	कार्यों की संख्या	श्रम व्यय	सामग्री व्यय	कार्यों की संख्या	श्रम व्यय	सामग्री व्यय	कार्यों की संख्या	श्रम व्यय	सामग्री व्यय	कार्यों की संख्या	श्रम व्यय	सामग्री व्यय	कार्यों की संख्या	श्रम व्यय	सामग्री व्यय	कार्यों की संख्या	श्रम व्यय	सामग्री व्यय	कार्यों की संख्या	श्रम व्यय	सामग्री व्यय	कार्यों की संख्या	श्रम व्यय	सामग्री व्यय	कार्यों की संख्या	श्रम व्यय	सामग्री व्यय	कार्यों की संख्या	श्रम व्यय	सामग्री व्यय	कार्यों की संख्या	श्रम व्यय	सामग्री व्यय	कार्यों की संख्या	श्रम व्यय	सामग्री व्यय	कार्यों की संख्या	श्रम व्यय	सामग्री व्यय					
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46			
1	चौथ का बरवारा	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
2	खण्डार	3	0.01	0.77	40	21.36	8.14	252	162.1	46.55	0	0	0	52	5.73	1.1	0	0	0	152	31.47	0	43	147.75	42.49	21	14.63	3.59	0	0	1.42	0	0	0	0	0	0	0	0	0	1562	9.74	5.53	2134	392.8	109.6		
3	गंगापुर सिटी	0	0	0	214	79.52	45.28	192	122.02	7.03	62	7.43	0	55	4.93	0.67	2	0	0	121	25.31	0.58	0	0	0	2	0	0	4	0	0	0	0	0	0	0	0	0	0	1018	5.16	2.78	1675	244.38	56.34			
4	बामनवास	0	0	0	175	84.16	86.08	94	90.28	4.25	31	41.35	2.32	0	0	0	0	0	132	54.06	0	2	4.03	0	17	5.46	0.23	3	0.29	0.52	0	0	0	0	0	0	0	0	0	1325	2.16	0	1784	281.79	93.39			
5	बाँली	0	0	0	190	107.59	130.25	147	158.22	15.48	23	14.57	0.56	18	28.05	4.02	26	0.42	0	547	199.24	7.99	8	1.22	0.03	0	0	0	2	0	8.41	0	0	0	0	0	0	0	2241	10.99	6.26	3202	520.31	173.01				
6	सवाई माधोपुर	0	0	0	340	70.76	66.81	269	44.92	9.87	8	1.83	0.08	12	34.02	17.24	33	2	0.03	402	113.12	0	74	45.69	11.43	4	0	0	45	0.02	10.95	0	0	0	0	0	0	0	1138	9.73	6.48	2330	322.1	122.9				
6	कुल	3	0.01	0.77	959	363.38	336.57	954	577.55	83.18	124	65.19	2.96	137	72.74	23.03	66	2.42	0.03	1359	423.21	8.57	132	198.69	53.95	44	20.09	3.82	63	0.31	21.3	0	0	0	0	0	0	7284	37.79	21.05	11125	1761.38	555.24					

100 दिन का रोजगार पूर्ण कर चुके परिवार वित्तीय वर्ष -2013-2014

State : RAJASTHAN District : SAWAI MADHOPUR

क्रम संख्या	ब्लॉक	कार्यरत परिवार	जनित व्यक्ति दिवस
1	2	3	4
1	खण्डार	359	42048
2	गंगापुर सिटी	275	33347
3	बामनवास	97	11619
4	बौली	285	32969
5	सवाईमाधोपुर	332	39810
	कुल	1348	159793

Percentage of works completed since inception in MIS

S No.	Panchayat	Financial Year 2012-2013 and Earlier				Financial Year 2013-2014				Financial Year 2014-2015			
		No. of Works started	No. of Works Completed	Not Yet Completed	Work Completion Rate	No. of Works started	No. of Works Completed	Not Yet Completed	Work Completion Rate	No. of Works started	No. of Works Completed	Not Yet Completed	Work Completion Rate
1	2	3	4	5=3-4	6=(Coln(4)*100/Coln(3))	7	8	9=7-8	10=(Coln(8)*100/Coln(7))	11	12	13=11-12	14=(Coln(12)*100/Coln(11))
1	अमावरा	57	56	<u>1</u>	98.25	0	0	0	0	21	19	<u>2</u>	90.48
2	ककराला	70	66	<u>4</u>	94.29	1	1	0	100	43	29	<u>14</u>	67.44
3	कोयला	77	70	<u>7</u>	90.91	13	13	0	100	45	37	<u>8</u>	82.22
4	कोहली प्रेमपुरा	36	35	<u>1</u>	97.22	4	4	0	100	6	1	<u>5</u>	16.67
5	खेरली	43	42	<u>1</u>	97.67	39	39	0	100	32	30	<u>2</u>	93.75
6	गुजर बडोदा	40	37	<u>3</u>	92.5	1	1	0	100	68	35	<u>33</u>	51.47
7	गण्डाल	68	68	0	100	18	18	0	100	80	40	<u>40</u>	50
8	गोठ	71	69	<u>2</u>	97.18	36	36	0	100	21	14	<u>7</u>	66.67
9	चांदनहोली	52	46	<u>6</u>	88.46	2	1	<u>1</u>	50	88	86	<u>2</u>	97.73
10	जाहीरा	88	81	<u>7</u>	92.05	1	1	0	100	101	96	<u>5</u>	95.05

11	जीवद	69	61	8	88.41	31	29	2	93.55	39	28	11	71.79
12	इंगर वाडा	74	71	3	95.95	8	6	2	75	32	21	11	65.62
13	डाबर	61	61	0	100	43	43	0	100	62	62	0	100
14	नारोली चोड	29	29	0	100	0	0	0	0	45	26	19	57.78
15	पिपलाई	201	200	1	99.5	30	28	2	93.33	2	1	1	50
16	फुलवाडा+	64	63	1	98.44	1	1	0	100	53	26	27	49.06
17	बरनाला	44	44	0	100	139	138	1	99.28	39	3	36	7.69
18	बेराडा	163	159	4	97.55	1	0	1	0	60	7	53	11.67
19	बाटोदा	54	51	3	94.44	0	0	0	0	136	129	7	94.85
20	बामनवास कलां	178	175	3	98.31	8	6	2	75	11	1	10	9.09
21	बामनवास खुर्द	377	377	0	100	15	11	4	73.33	24	7	17	29.17
22	बिचपुरी	52	52	0	100	0	0	0	0	29	28	1	96.55
23	बिछोछ	177	175	2	98.87	9	9	0	100	12	4	8	33.33
24	बिन्जारी+	66	57	9	86.36	1	1	0	100	10	3	7	30
25	भांवरा	34	34	0	100	3	0	3	0	20	17	3	85
26	मीना कोलेता	69	67	2	97.1	15	15	0	100	85	49	36	57.65

27	मोरपा	47	39	<u>8</u>	82.98	123	123	0	100	57	55	<u>2</u>	96.49
28	रानीला	143	142	<u>1</u>	99.3	0	0	0	0	83	64	<u>19</u>	77.11
29	रिवाली	39	38	<u>1</u>	97.44	28	25	<u>3</u>	89.29	62	61	<u>1</u>	98.39
30	तिवाली	37	37	0	100	1	1	0	100	58	3	<u>55</u>	5.17
31	शफीपुरा	113	111	<u>2</u>	98.23	20	19	<u>1</u>	95	16	11	<u>5</u>	68.75
32	सूकार	45	42	<u>3</u>	93.33	45	45	0	100	12	11	<u>1</u>	91.67
33	सुन्दरी	76	74	<u>2</u>	97.37	69	69	0	100	22	6	<u>16</u>	27.27
34	सूमेल	59	59	0	100	4	4	0	100	18	0	<u>18</u>	0
35	सांचोली	90	89	<u>1</u>	98.89	16	16	0	100	50	37	<u>13</u>	74
36	सितोड	38	36	<u>2</u>	94.74	1	0	<u>1</u>	0	99	69	<u>30</u>	69.7
	Total	3001	2913	88	97.07	726	703	23	96.83	1641	1116	525	68.01

Appendix-IX**Spill Over Works For Financial year 2015-2016**

State : RAJASTHAN District : SAWAI MADHOPUR

S.No	Block	NO. OF WORKS														Total
		Flood Control	Rural Connectivity	Water Conservation And Water Harversting	Renovation of Traditional Water Bodies	Drought Proofing	Irrigation Canals	Irrigation Facilities To SC/ST/IAY/LR	Land development	BNRGSK	Coastal Areas	Rural Drinking Water	Fisheries	Rural Sanitation	Other works	
1	चौथ का बरवारा	0	14	28	0	1	0	126	15	0	0	1	0	53	6	244
2	खण्डार	0	9	106	0	4	5	213	25	0	0	0	0	252	4	618
3	गंगापुर सिटी	0	63	51	0	7	4	212	0	0	0	0	0	4	0	341
4	बामनवास	0	66	50	16	0	5	438	2	2	0	0	0	102	10	691
5	बौली	0	52	34	47	21	7	273	1	0	0	0	0	31	0	466
6	सवाई माधोपुर	0	11	40	0	2	4	64	3	1	0	0	0	28	10	163
Total		0	215	309	63	35	25	1326	46	3	0	1	0	470	30	2523