

Status of implementation of the MG-NREGA -A study of Bellary District**Karigoleshwar¹,**Assist. Professor of commerce and Management,
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Dept. of commerce,
Gulbarga University Gulbarga**Abstract:**

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is considered as a “Silver Bullet” for eradicating rural poverty and unemployment, by way of generating demand for productive labour force in villages. Rural poverty and unemployment in India have grown in an unprecedented manner during the last few decades. There is a growing incidence of illiteracy, blind faith, hungry people, mal-nourished children, anemic pregnant women, farmer suicides, starvation deaths, migration resulting from inadequate employment, poverty, and the failure of subsistence production during droughts. In order to make solution of these problems and to provide livelihood security to rural unemployed, Government of India (GOI) enacted the National Rural Employment Guarantee Act (NREGA) in 2005. It is the biggest poverty alleviation programme in the world which is started with an initial outlay of Rs. 11,300 crore in year 2006-07 and now it is Rs. 40,000 crore (2010-11).

Key Words: Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), Government of India (GOI), Jawahar Rozgar Yojana (JRY), National Rural Employment Programme (NREP), National Food for Work Programme (NFFWP).

I. Introduction:

The launch of MGNREGA by the Union Government is guided by the successful implementation of the Maharashtra Employment Guarantee Scheme (MEGS), which has been implemented for three decades in Maharashtra, where the demand for unskilled wage work is not declined. The MGNREGA is not a new wage employment programme. There are several such programmes before this Scheme. But the previous employment programmes were not adequate in fulfilling the demands of rural poor. The experiences gained in implementation of different wage employment programmes like National Rural Employment Programme (NREP: 1980), Rural Landless Employment Guarantee Programme (RLEGP: 1983), Jawahar Rozgar Yojana (JRY: 1989), Employment Assurance Schemes (EAS: 1993), Jawahar Gram Samridhi Yojana (1999), Sampooran Grameen Rozgar Yojana (2001) and National Food For Work Programme (NFFWP 2004) during the past three decades, were also taken into account while formulating the Act. With the launch of the National Rural Employment Guarantee Act (NREGA) on 2nd February 2006, entire NFWP programme was subsumed into it. SGRY programme in 200 districts was also subsumed into

NREGA in the first phase in 2006-07. SGRY programme in additional 130 districts was subsumed into NREGA in the second phase in 2007-08. The entire SGRY programme was subsumed into MGNREGA with effect from 1st April, 2008.

II. Brief History of MGNREGA:

Starting from 1960, the first 30 years of experimentation with employment schemes in rural areas taught few important lessons to the government like the 'Rural Manpower Programme' taught the lesson of financial management, the 'Crash Scheme for Rural Employment' of planning for outcomes, a 'Pilot Intensive Rural Employment Programme' of labour-intensive works, the 'Drought Prone Area Programme' of integrated rural development, 'Marginal Farmers and Agricultural Labourers Scheme' of rural economic development, the 'Food for Work Programme' (FWP) of holistic development and better coordination with the states, the 'National Rural Employment Programme' (NREP) of community development, and the 'Rural Landless Employment Guarantee Programme' of focus on landless households.^[01]

In later years, major employment schemes like Jawahar Rozgar Yojana (JRY) in 1977, National Rural Employment Programme (NREP) in 1980, Employment Assurance Scheme (EAS), National Food for Work Programme (NFFWP) in 2004, Jawahar Gram Samridhi Yojana (JGSY) and Sampoorna Grameen Rozgar Yojana (SGRY) were launched. Some of them (e.g. NFFWP) provided food grains to complement wages. On 1 April 1989, to converge employment generation, infrastructure development and food security in rural areas, the government integrated NREP and RLEGP ^[02] 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.^[03]

On 2 October 1993, the Employment Assurance Scheme (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. Later, EAS was merged with SGRY in 2001.^[04] 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. In 2001, it was merged with SGRY.^[05]

In January 2001, the government introduced FWP similar to the one initiated in 1977. Once NREGA was enacted, the two were merged in 2006.^[06] 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.^[07] Yet again due to implementation issues, it was merged with Mahatma Gandhi NREGA in 2006.^[08]

III. Review of Literature:

Aiyar and Samji (2006)^[9] argue for strengthening social audit in order to improve the effectiveness of MGNREGA Programme. They argue that the earlier wage employment programmes failed due to the common problems of ineffective targeting, leakages and poor quality asset creation, etc. **Jacob (2008)**^[10] observed that the MGNREGA programme has immense potential to improve the gap between urban and rural India and lead to rural development in terms of basic infrastructure like roads, in terms of agricultural productivity from irrigation works. **Khera (2008)**^[11] thinks that the successful implementation of the NREGA in the Pati block in Orissa state goes beyond the ability of its residents to claim their rights. This is brought out by the high levels of engagement with the program in terms of planning, implementation and monitoring.

Gaiha et al (2009)^[12] suggested in order to realize the poverty reducing potential of this scheme, a policy imperative was to ensure a speedier matching of demand and supply in districts that were highly poverty prone, as also to avoid the trade-offs between poverty reduction and inflation. **Mathur (2009)**^[13] 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.

Adhikari and Bhatia (2010)^[14] argued that the direct transfer of wages into worker's bank account was a substantial protection against embezzlement and control of corruption. Their findings revealed positive picture of the bank payments, but they also exposed the limited capacity of the banking and post office system in fighting corruption.

Kareemulla et al (2010)^[15] concluded that scheme was achieving its primary objective of employment generation but the assets created were generally seen as a by-product in the study areas. **Sanjay Kanti Das (2013)**^[16] stated that the Scheme ensures the economic security of the rural poor by providing guaranteed wage employment. MGNREGA has positive impact on employment pattern of women.

IV. Statement of the Problem:

The MGNREGA Scheme has high expectations in terms of employment generation, alleviation of poverty, food security, halting migration and overall rural development. As the scheme has already completed 10 years of its functioning, there is a need for a study to evaluate the scheme for its impact on rural poor. The literature review carried out above reflects that though some researchers have done study on MGNREGA most of those are confined to economic aspect only. It is not comprehensive. Very few people have emphasized on implementation aspects of NREGS. Social aspects are not much highlighted. The present study will discuss the status of implementation of MGNREGA in Bellary district, Karnataka.

V. Main Objectives of the Study:

1. To study history of MGNREGA.
2. To assess the impact of MGNREGA on sample beneficiaries in Bellary district.

3. To evaluate the achievements and failures of the MGNREGS and offer suggestions for the proper implementation of the programme

VI. Research Methodology:

The study carried out in Bellary District of Karnataka State. However, the study area was confined to Bellary District. Using purposive sampling method the study area has been selected. Data has collected from secondary source. Secondary data was collected from various books; articles published annual reports of the Ministry of Rural Development Department of Rural Development Government of India New Delhi. For the purpose of making the analyses of the data, percentage tools have been used.

VII. Results and Discussion:

Bellary is having seven talukha and 189 gram panchayats in its jurisdiction. It is one of the big districts in Karnataka and known for many things like historical places, Chili, etc. MGNREGA implementation status has been discussed in the below with the real statistics and its analyses in detail.

Table No. 01 Total Job cards and active job cards in Bellary

Job Cards details in Bellay Distric	
Total No. of Job Cards[In Lakhs]	2.13
Total No. of Workers[In Lakhs]	6.92
(i)SC worker % as of total Workers	19.91
(ii)ST worker % as of total Workers	21.41
Total No. of Active Job Cards[In Lakhs]	0.51
Total No. of Active Workers[In Lakhs]	1.58
(i)SC worker % as of total Workers	19.67
(ii)ST worker % as of total Workers	21.61

The above table clearly summarizes that, according to Nation Rural Development site in the Bellary District the total job card are 2.13 lakhs and the number of workers were 6.92 lakhs. Among which SCs were 19.91 %, STs were 21.41%. This indicates there is a significant participation by the SC and ST workers in Bellary and MGNREGA has really helped for the upliftment of the gross root level of society. According to Nation Rural Development site in the Bellary District the total active job card are 0.51 lakhs and the number of workers were 1.58 lakhs. Among which SCs were 19.67 %, STs were 21.61%. This indicates there is a no much significant participation by the SC and ST workers in Bellary and MGNREGA has not really helped for the upliftment of the gross root level of society. Ultimately the inferences can be given that, though the total number of cards and workers are more but there is a problem on the part of the district administration which has not provided

the works to the SC and STs which clearly indicates that, still they have deprived from the government assistance.

Table No. 02 Progress MGNREGA scheme in Bellary District:

Progress MGNREGA scheme	FY 2015-2016	FY 2014-2015	FY 2013-2014	FY 2012-2013
Approved Labour Budget[In Lakhs]	19.09	25.09	17.55	17.53
Persondays Generated so far[In Lakhs]	1.7	12.51	15.82	14.14
SC persondays % as of total persondays	24.65	21.32	20.22	20.45
ST persondays % as of total persondays	22.72	21.18	21.73	23.26
Women Persondays out of Total (%)	47.88	48.53	48.32	48.11
Average days of employment provided per Household	31.16	44.74	48.88	45.52
(i)Average PersonDays for SC HouseHolds	28.74	44.92	47.25	43.36
(ii)Average PersonDays for ST HouseHolds	33.64	44.79	50.32	46.25
Total No of HHs completed 100 Days of Wage Employment	47	949	1,771	1,301
% payments generated within 15 days	18.27	11.34	39.18	49.91
Total Households Worked[In Lakhs]	0.05	0.28	0.32	0.31
Total Individuals Worked[In Lakhs]	0.14	0.93	1.16	1.14
% of Men Worked	51.22	51.58	51.09	51.86
% of Women Worked	48.78	48.42	48.01	48.14
% of SC Worked	25.78	20.08	19.98	20.57
% of ST Worked	21.56	21.74	21.96	23.74
% of Disabled Persons Worked	0.18	0.17	0.17	0.12

The above table defines about Labour Budget approved and the person days generated. The number of total labour budget approved in the year 2012-13 was 17.53 lakhs, in 2013-14 was 17.55 lakhs, in 2014-15 was 25.09 lakhs and in 2015-16 was 19.09 lakhs. This clearly indicates that, there is no improvement in the approval of labour budget and it has not served the purpose for which the MGNREGA has been implemented. The number of total person days generated in the year 2012-13 was 14.14 lakhs, in 2013-14 was 15.82, in 2014-15 was 12.51 lakhs and in 2015-16 was 1.7 lakhs. It reveals that there is a static stay in the generation of person days which will never gives the employment to the people if it continues in the same phase. The percentage of SC person days as of total person days in the year 2012-13 was 20.45%, in 2013-14 was 20.22%, in 2014-15 was 21.32% and in 2015-16 was 24.65%. The percentage of ST person days as of total person days in the year 2012-13 was 23.26%, in 2013-14 was 21.73%, in 2014-15 was 21.18% and in 2015-16 was 22.72%. The percentage of Women person days as of total person days in the year 2012-13 was 48.11%, in 2013-14 was 48.32%, in 2014-15 was 48.53% and in 2015-16 was 47.88%. In the case of SC, ST and Women average person days as of total person days comparison it is more are less static in all the category and there is no improvement in numbers.

The average person days of employment provided per household in the year 2012-13 was 45.52%, in 2013-14 was 48.88%, in 2014-15 was 44.74% and in 2015-16 was 31.16%. The average person days of employment provided for SC households in the year 2012-13 was 43.36%, in 2013-14 was 47.25%, in 2014-15 was 44.92% and in 2015-16 was 28.74%. The average person days of employment provided for SC households in the year 2012-13 was 46.25%, in 2013-14 was 50.32%, in 2014-15 was 44.79% and in 2015-16 was 33.64%. there is a continuous slight fall in the percentage of average employment proved to the households respectively which is of very serious point to think of in order to bring some sort of improvement in the MGNREGA scheme. The total numbers of households completed 100 days of wage employment in the year 2012-13 were 1301, in 2013-14 were 1771, in 2014-15 were 949 and in 2015-16 were only 47. It clear from the above table that the MGNREGA has not is of full pledged employment provider to the people as concern with the 100 days programme. It has failed to provide the employment opportunity to the people. The percentage of payments generated within 15 days in the year 2012-13 was 49.91%, in 2013-14 was 39.18%, in 2014-15 was 11.34% and in 2015-16 was 18.27%. In the 2012-13 the scheme has shown in time i.e. within 15 days generation of payment but after that it has failed to provide wage in time to the workers.

The number of total households worked in the year 2012-13 was 0.31 lakhs, in 2013-14 was 0.32 lakhs, in 2014-15 was 0.28 lakhs and in 2015-16 was 0.05 lakhs. The number of total individual worked in the year 2012-13 was 1.14 lakhs, in 2013-14 was 1.16lakhs, in 2014-15 was 0.93 lakhs and in 2015-16 was 0.14 lakhs. As per as concern with the household and individual work is concern there is no much amount of benefit to the workers in connection with the whole family as well as individual. The percentage of men worked in the year 2012-13 was 51.86%, in 2013-14 was 51.90%, in 2014-15 was 51.58% and in 2015-16 was 51.22%. The percentage of Women worked in the year 2012-13 was 48.14%, in 2013-14 was 48.10%, in 2014-15 was 48.42% and in 2015-16 was 48.78%. The percentage of SC worked in the year 2012-13 was 20.57%, in 2013-14 was 19.98%, in 2014-15 was 20.80% and in 2015-16 was 25.78%. The percentage of ST worked in the year 2012-13 was 23.74%, in 2013-14 was 21.96%, in 2014-15 was 21.74% and in 2015-16 was 21.56%. The percentage of disabled persons worked in the year 2012-13 was 0.12%,

in 2013-14 was 0.17%, in 2014-15 was 0.17% and in 2015-16 was 0.18%. More or less the work allotted percentage is static in all the case. In order to bring improvement in the area like Bellary, the security of work providing percentage is to be enhanced contentiously.

Table No. 03 Works details of MGNREGA scheme in Bellary District:

Works details of MGNREGA scheme in Bellary District	FY 2015-2016	FY 2014-2015	FY 2013-2014	FY 2012-2013
Number of GPs with NIL exp	10	0	1	1
Total No. of Works Taken up (New+Spill Over)[In Lakhs]	0.2 8	0.3 2	0.2 1	0.0 6
Number of Ongoing Works[In Lakhs]	0.2 6	0.1 9	0.1 4	0.0 4
Number of Completed Works	2,2 59	13, 266	6,8 55	2,5 76
% of Expenditure on Agriculture & Agriculture Allied Works	69. 72	71. 66	78. 82	84. 85

The above table reveals about the Works details of MGNREGA scheme in Bellary District. The number of GPs (Gram Panchayats) with nil experience is 01 in 2012-13, 01 in 2013-14, zero in 2014-15 and 10 in 2015-16. It clears that all the GPs which are exist in Bellary all are having the experience of this scheme and is a good sign in the year 2015-16 the number are increased only because of their new establishment. The numbers of total works taken up in the year 2012-13 were 0.06 lakhs, in 2013-14 were 0.21 lakhs, in 2014-15 were 0.32 lakhs and in 2015-16 were 0.28 lakhs. It is the positive sign with which the workers will get the employment opportunity. But the taken up works are more whereas accordingly increase in the workers have not done which is of not good sign.

The numbers of ongoing works in the year 2012-13 were 0.04 lakhs, in 2013-14 were 0.14 lakhs, in 2014-15 were 0.19lakhs and in 2015-16 were 0.26 lakhs. It is clear from the above table that the ongoing works have increase year by year but government is failed in case of increase in the number of workers for their welfare. The numbers of works completed in the year 2012-13 were 2576, in 2013-14 were 6855, in 2014-15 were 13266 and in 2015-16 were 2259. It is good that there is an increase sign in completion of works. The percentage of expenditure on agriculture and agriculture allied works in the year 2012-13 was 84.85%, in 2013-14 was 78.82%, in 2014-15 was 71.66% and in 2015-16 was 69.72%. It is clear from the table contentions fall in the percentage of expenditure on agriculture and agriculture allied works which of bad impact on the agricultural and its allied activities as all ready the farmers are facing many problems.

VIII. Conclusion:

The success of the programme depends upon its proper implementation. Creating awareness is necessary not only to motivate the people to work under the scheme but also to encourage them to participate in its planning and implementation. Efficient utilization of resources under the scheme requires, bringing transparency and accountability. There is also the important role of the Govt. in implementation of MGNREGA. Thus the Govt. must take immediate steps to stop corruption in its implementation by which the MGNREGA wages reaches to the workers directly. There should be the ability and willingness of local Govt. and Panchayat to plan works and run the programmes effectively. A proper monitoring mechanism should be developed that can assured correct procedure in job card. Social Audit should carry out in regular interval. If all these are executed properly a good implementation of MGNREGA can be found the district like Bellary.

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