

**IMPACT OF MAHATMA GANDHI NATIONAL RURAL  
EMPLOYMENT GUARANTEE PROGRAMME: A CASE STUDY  
OF ADAT GRAMA PANCHAYAT.**

By

**SRUTHY JOHNY**

**(2007 – 05 – 132)**



173965

**PROJECT REPORT**

Submitted in partial fulfillment of the  
requirement for the degree of

**Bachelor of Science (Hons.) in Co-operation & Banking**  
**Faculty of Agriculture**



**COLLEGE OF CO-OPERATION, BANKING & MANAGEMENT**  
**KERALA AGRICULTURAL UNIVERSITY**  
**VELLANIKKARA, THRISSUR – 680 656**  
**KERALA, INDIA**

**2011**

---

---

*Declaration*

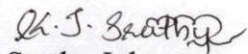
---

---

## DECLARATION

*I hereby declare that this project report entitled "IMPACT OF MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE PROGRAMME - A CASE STUDY OF ADAT GRAMA PANCHAYAT" is a bonafide record of research work done by me during the course of project work and that it has not previously formed the basis for the award to me for any degree/diploma, associateship, fellowship or other similar title of any other University or Society.*

Vellanikkara  
02-05-2011

  
Sruthy Johny  
(2007-05-132)

---

---

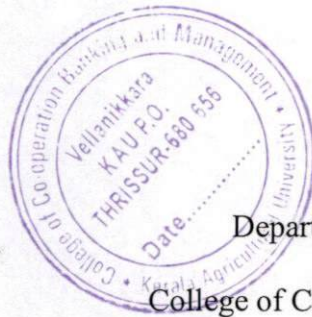
*Certificates*

---

---

## CERTIFICATE

*Certified that this project report entitled “IMPACT OF MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE PROGRAMME - A CASE STUDY OF ADAT GRAMA PANCHAYAT” is a record of project work done independently by Ms. SRUTHY JOHNY (2007-05-132) under my guidance and supervision and that it has not previously formed the basis for the award of any degree, fellowship or associateship to her.*



**M. Mohanan**

Associate Professor

Department of Rural Marketing Management

College of Co-operation, Banking and Management

Kerala Agricultural University

Vellanikkara, Thrissur

Vellanikkara

16-05-2011

## CERTIFICATE

*We, the undersigned members of the Board of examination of Ms. SRUTHY JOHNY (2007-05-132) a candidate for the degree of B.Sc (Hons.) in Co-operation and Banking agree that the project report entitled "IMPACT OF MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE PROGRAMME - A CASE STUDY OF ADAT GRAMA PANCHAYAT" may be submitted in partial fulfillment of the requirement for the degree.*



**Dr. K. A. Suresh**

Professor

Department of Development Economics  
College of Co-operation, Banking and Management  
Kerala Agricultural University  
Vellanikkara, Thrissur  
**(Chairman)**



**M. Mohanan**

Associate Professor  
Department of Rural Marketing Management  
College of Co-operation, Banking  
and Management  
Kerala Agricultural University  
Vellanikkara, Thrissur  
**(Guide)**



**Smt. Sunanda. K.A**

Associate Professor  
Department of Development Economics  
College of Co-operation, Banking and  
Management  
Kerala Agricultural University  
Vellanikkara, Thrissur  
**(Examiner)**

---

---

*Acknowledgement*

---

---

## ACKNOWLEDGEMENT

*I bow with gratitude before Almighty for all his blessings, all through my life and above all for the help extended to me through various known and unknown hands during the course of my project work.*

*I considerate as a moment of great delight to express my gratitude to all those who have lended me a helping hand, directly or indirectly in the completion of my work. I have no hesitation to declare that the outcome of the project is the culmination of the collective wisdom and encouragement of a group of elites to whom I owe its credibility, however I will be failing in my duty if I do not endorse a few.*

*I am extremely indebted to my Guide, **Dr. M. Mohanan**, Associate Professor, College of Co-operation Banking and Management for his valuable guidance, support and tireless patience and incomparable concern during my project work, even in the midst of his busy schedules.*

*I reckon with inner heart, my deep sense of gratitude and solemn indebtedness to my advisor **Mr. Boniface. P .J**, Associate Professor,, for his timely advices, constant encouragement and affection rendered on me throughout my academic pursuit.*

*I am highly obliged to **Dr. K.A.Suresh**, Professor, Chairman of Viva Board and **Smt . Sunanda. K.A.** Associate Professor, Examiner of Viva Board for their discerning criticism, effective judgments, encouragement and insightful comments made my project more logical.*

*I remember with much respect and gratitude, the good advices and help of **Dr.Molly Joseph**, Professor and Placement Officer, throughout my academic pursuit.*

*I am highly grateful to the officer-in-charge of different modules of our Work Experience Programme **Dr. R. Sendil Kumar** (Project Work, Institutional Placement and Village Stay) for his constant efforts to conduct the programme in the most efficient manner.*

*I am very much obliged to **Dr. U. Ramachandran** , Former Associate Dean, for his advices, great guidance and immense love throughout my academic life.*

*I wish to express my heartfelt gratitude towards **Dr. Shaheena P., Shri. Philip Sabu, Dr. M. A. Lizy, Dr. K. N. Ushadevi, Dr. G. Veerakumaran, Dr. E. Vinaikumar, Dr K. M. George, Mr. Jacob Thomas M, Dr. A Sukumaran, Mr. E.G.***



*Renjithkumar, Smt. Misha Davis, Smt. Jisha S Kumar and all the teachers, and staff of our college for providing me great help, support, motivation and inspiration throughout my academic career.*

*I wish to express my thanks to Mr. K.P.Sathian, (Librarian), Shri Praveen and other library staff of our college as well as Central Library for all the help they extended during my college days.*

*I am also thankful to all the Office staff in CCBM, for their help and co-operation in all my academic matters.*

*Friends are the companions for our life. And I am very much blessed with many of such friends in my life. I am thankful to God that I have best friends like Sruthy Ghosh, Midhu.V.S, & Arya.K.V for my ever memorable days in my college life. I am very much thankful to Almighty God that I have three intimate friends like Nithin. V.A. (Pappa), Deepak Chandran (Deepu) ,& Rakesh G Nair (Raju) for their endless love and care to me. I extend my heartfelt love to all my close friends like Chinju, Hridya, Varsha, Anju,, Linu, July, and Anu, for their endless support to me. I cannot forget Telme, Divya, Ciji, Sanu, Ursu, Sreeja, Priya, Hiba,c , Nisha, and all my friends in the 'Laurels' family.*

*I also recall help received from my Seniors and Juniors like Vineetha Paul, Vigna kutton, Mangala chechi, Christy chettan, Jijesh chetten., Sanyal chetten, Dibin chetten, Nisa, Keerthi, Reshma, Swathi, Lulu etc... I also thank all my brothers and sisters of MBA 2007, 2009, 2010, Pioneers '04, Sapphires '05, Pranavam '06, Genex '08, Neo Rockz '09 and Astirs '10.*

*No words can fully explain my affection and gratitude to my beloved Appa, Amma, my sister Sandra (sanu) and sweet brother Fejas (feju). I am also thankful to all my cousins.*

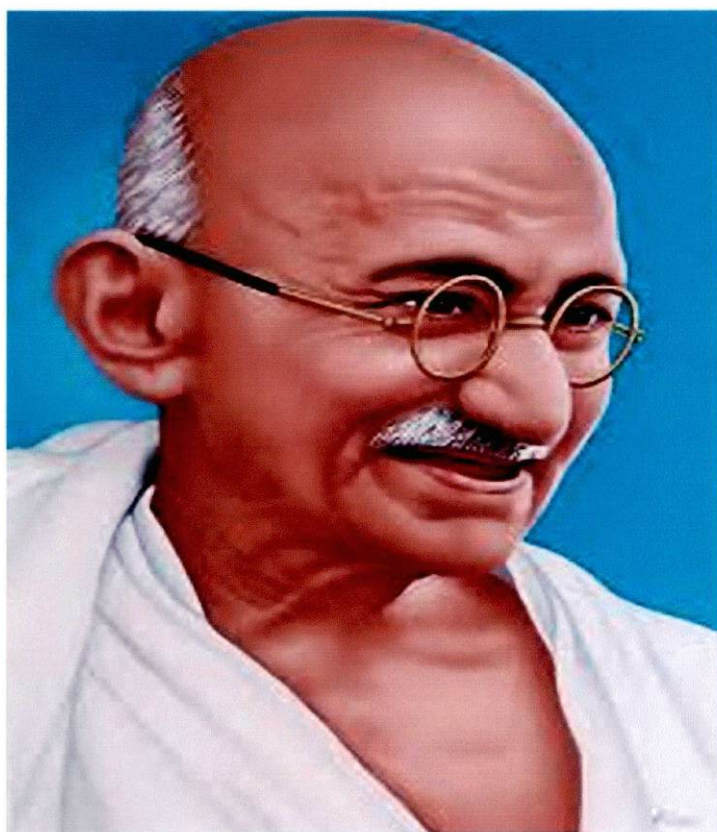
*The report has been in its shape only with the support of Educare, Thrissur.I record my heartfelt thanks to all staffs for their excellent work.*

*I would also use this opportunity to beg pardon to all those who have ever been hurt, knowingly or unknowingly by my words and deeds.*

*Needless to say, I solely am responsible for any errors, which may remain.....*

*SRUTHY JOHNY*

*DEDICATED TO OUR  
FATHER OF NATION*



---

---

*Contents*

---

---

## CONTENTS

CHAPTER NO.	TITLE	PAGE NO.
1	DESIGN OF THE STUDY	1-11
2	MGNREGP AN OVERVIEW	12-35
3	PROFILE OF ADAT GRAMA PANCHAYAT	36-43
4	MGNREGS- AN EVALUTION	44-58
5	SUMMARY OF FINDINGS AND CONCLUSION	59-63
	BIBLIOGRAPHY	
	ABSTRACT	
	APPENDIX	

---

---

*List of Tables*

---

---

## LIST OF TABLES

<b>Table .No</b>	<b>TITLE</b>	<b>Page No</b>
2.1	NREGA - national overview (up to march 2011)	16
2.2	Comparisons with earlier employment programmes	27-30
2.3	performance of NREGS at state level	34
2.4	MGNREGA Statistics in Kerala (2010-11)	34
3.1	Basic details of Adat Grama Panchayat	36
3.2	Major social institutions in Adat Grama Panchayat	38
3.3	List of equipments and their rent provided under MGNREGA	41
3.4	Performance of MGNREGA in Adat Grama Panchayat (Up to Dec 2010)	43
4.1	Age wise classification of respondents	45
4.2	Community wise classification of respondents.	46
4.3	Sex wise classification of respondents	47
4.4	Occupational status of respondents.	48
4.5	Housing details of beneficiaries	48
4.6	Income and expenditure of respondents	49
4.7	Assets details of respondents	49-50
4.8	Bank details of respondents	50
4.9	Loan details of respondents	50
4.10	Level of Migration of respondents	51
4.11	Social participation of the respondents	51
4.12	Awareness regarding MGNREGA	52
4.13	Registration	53

4.14	Employment details of respondents	53-54
4.15	Wage details of respondents	55-56
4.16	Effects of MGNREGA	56
4.17	Level of satisfaction towards MGNREGA in the Panchayat	57

---

---

*List of Figures*

---

---



## LIST OF FIGURES

<b>Figure No</b>	<b>Title</b>	<b>Page No</b>
3.1	Organizational structure of Adat Grama Panchayat	37
4.1	Age wise classification of respondents	46
4.2	community wise classification of respondents	46
4.3	Sex wise classification of respondents	47

---

---

*List of Abbreviations*

---

---

## LIST OF ABBREVIATIONS

AAP	: Anthodia Anna Poorna
ADS	: Area Development Society
APL	: Above Poverty Line
BDO	: Block Development Officer
BPL	: Below Poverty Line
BPO	: Block Programme Officer
CBOs	: Community Based Organizations
CDS	: Community Development Society
CSIs	: Civil Society Institutions
DPAU	: District Poverty Alleviation Unit
DRDA	: District Rural Development Agencies
FGD	: Focus Group Discussion
GDP	: Gross Domestic Product
GNP	: Gross National Product
GP	: Gram Panchayat
GS	: Gram Sabha
HH	: Household
IAY	: Indira Awas Yojana
IMR	: Infant Mortality Rate
KILA	: Kerala Institute of Local Administration
MIS	: Management Information System
MMR	: Maternal Mortality Rate
NGO	: Non Governmental Organization
NREGA	: National Rural Employment Guarantee Act
NREGS	: National Rural Employment Guarantee Scheme
NREP	: National Rural Employment Programme
PRI	: Panchayat Raj Institutions
PWP	: Public Works Programme
RD	: Rural Development
SC	: Scheduled Caste

SGRY : Sampoorna Grameen Rozgar Yojana  
SHGs : Self Help Groups  
SIRD : State Institute of Rural Development  
ST : Scheduled Tribe  
WEP : Wage Employment Programme

---

---

*Design of the Study*

---

---

## CHAPTER 1

### DESIGN OF THE STUDY

#### 1.1 INTRODUCTION

India is a developing country with rural economy as its base. About 64 percent of our people reside in rural area and depend on agriculture as their main occupation. But agriculture is not providing employment opportunities throughout the year. It is seasonal and heavily depends on monsoon. The earnings from agriculture is also very less. Majority of the poor in rural area of the country depend not only on agriculture but also on the wages they earn through unskilled, casual and manual labour. Inadequate labour demand or unpredictable crisis adversely affect their employment opportunities. Unemployment and poverty are strongly related, and hinder the economic growth and development of the country. Even after more than 60 years of independence, India accounts for an over whelming number of the poor people in a single country, where the rate of poverty and unemployment is more in rural area compared to the urban area. In India's population, an estimated 260.3 million are below poverty line, of which 193.2 million are in rural area and 67.1 million are in urban area. The impact of poverty alleviation measures adopted during the last five year plan periods has been fairly good. With the expansion of the economy, poverty in India has declined from 54.9 percent in 1973-74 to 27.5 percent in 2004-05. But the absolute number of the poor continues to remain high. As per economic appraisal 2006-07, the estimated number of unemployed persons rose from 7.98 million in 1983 to 9.02 million in 1993-94 to 10.51 million in 1999-00 and to 13.10 million in 2004-05. In Kerala, even though the literacy rate is high, unemployment and poverty are still existing.

The new economic view of development considers reduction or elimination of poverty, inequality and unemployment as an important index of development. Realizing this, the Government has initiated several schemes, from the early 70's to get access of credit and employment to the poor. But because of the increasing rate of population in the country, the fruits of the efforts made by the

Government have almost neutralized and the problem still persists at a higher degree.

From the fourth five year plan, the Govt of India has been launching several schemes for the unemployed in the rural and urban areas of the country. The most important among them are Differential Rate of Interest Scheme (DRI), Integrated Rural Development Programme (IRDP), Nehru Rozgar Yojana (NRY), Jawahar Rozgar Yojana (JRY), Self Employment Scheme for Educated Unemployed Youth (SEEUY), Prime Minister's Rozgar Yojana (PMRY). Mahatma Gandhi National Rural Employment Guarantee Programme (MGNREGP) is the latest in the series which was launched by the Govt of India.

NREG Act had been passed by the Govt of India in September 2005 and came into force with effect from 2006-07. The scheme aims at enhancing livelihood security of people in rural area by guaranteeing hundred days of wage employment in a financial year to a rural household whose adult members volunteers to do unskilled manual work. Today MGNREGP is the most important employment generation programme of the Government in our country.

## 1.2 STATEMENT OF THE PROBLEM

According to Gandhiji "The real India is rural India". 64 percent <sup>\*1</sup> of India's population lives in rural area. So it is necessary to develop rural area systematically. But the rural India is dominated by vast number of small and marginal farmers, landless labourers, and the poor. After realizing this fact the Govt. initiated several employment generation programmes in rural area. Mahatma Gandhi National Rural Employment Guarantee Programme (MGNREGP) is one amongst them. The Govt. had hiked the budgetary allocation for this scheme as Rs. 30100crores, with the objective of improving socio-economic status of rural India.

Hence the present study is intended to examine the impact of MGNREGP.

---

<sup>1</sup> \* 2011 census

### **1.3 OBJECTIVE OF THE STUDY**

1. To evaluate the implementation of the Mahatma Gandhi National Rural Employment Guarantee Programme from the perspective of the beneficiaries.

### **1.4 METHODOLOGY**

The methodology adopted for the study is as follows:

The study was based on primary and secondary data. The primary data were collected through a sample survey based on structured schedule. The schedule enquired about the details like socio-economic characteristics, awareness about the scheme, performance of the scheme, and satisfaction towards the scheme. The secondary data was collected from the documents and records kept by the Adat Grama Panchayat and Puzhakal block panchayat.

#### **1.4.1 DATA COLLECTION**

Primary data was collected from 60 sample spread over 2 wards of Adat Grama Panchayat, who are the beneficiaries of the scheme and selected on a random basis. The Secondary data was collected from the documents and records kept by the Grama Panchayat and block panchayat for the period from the year 2005-2010.

#### **1.4.2 DATA ANALYSIS**

The data collected was analyzed by using statistical tools such as Indices and percentages. A well defined number of statements were prepared and the respondents were asked to grade them on a 5 point scale. The score of all respondents for each grade added together to get the total score for each statement. The total score



for each statement was then divided by maximum possible scores to derive the satisfaction index. The satisfaction index about the scheme, procedure of the scheme and performance of the scheme were derived using the following method.

$$\text{Satisfaction index} = \frac{\text{Total score of each statement}}{\text{Maximum possible score}} * 100$$

The indices calculated for the study were categorized as follow as to interpret the results. The categorization is based on the score assigned to the responses of the sample.

Below 30	- very poor
30-50	- poor
50-70	- average
70-90	- good
90-100	- excellent

## 1.5 SCOPE OF THE STUDY

The study helps in analyzing the impact of the scheme and improvement in the living standard of the beneficiaries. The Adat Grama Panchayath can use the results of the study for proper implementation of the scheme thereby reducing unemployment and improve the socio economic conditions of the people.

## 1.6 LIMITATION OF THE STUDY

- The study is confined to the selected wards of Adat grama Panchayath only.
- The sample of the study is restricted to 60 beneficiaries due to the time constraint.
- Low level of education in the area selected might have resulted in bias or incorrect responses.

## 1.7 REVIEW OF LITERATURE

Review of literature is an inevitable part of any scientific investigation. It helps to identify the research gaps and define the methodology. An attempt has made here to review the concept used and past studies related to MGNREGP.

Karkar (1995) revealed that as the programme was effectively implemented, the monthly income of the beneficiaries had increased substantially. A large number of groups had become mini banks reducing the dependence on money lenders. It had also resulted in improving the standard of hygiene and nutrition.

Choudhary (1996) in her study stressed the need for sharpening women's empowering strategies to make them effective and result oriented. She pointed out that money earned by poor women is more likely to be spent on the basic needs of life more than that by men and that this realization would bring women as the focus of development efforts.

Asha Kapoor Mehta and Amit Shah (2001) in their study "Chronic poverty in India: overview study" opined that Casual agricultural labourers were the largest group and cultivators were the second largest among the chronically poor. The bulk of the chronically poor depended on wages. This implies that much of the change in the household income of the chronically poor depended critically on how the wage component changed over the period. Wages paid to agricultural labour leave very little surplus over the cereal consumption for meeting food and non-food needs. Fixation of minimum wages, their periodic revisions and most importantly use of bargaining power to demand their effective implementation become extremely important specially during the slack season when wages fall.

Mihir Shah(2004) examined the benefits of the proposed National Rural Employment Guarantee Act in India, including employment generation for the poor; revival of public investment in agriculture as well as public works to address the

drinking water crisis; and the possible galvanization of panchayati raj institutions which have to implement a portion of the public works projects.

Ganesh Kumar. et. al (2004) in their paper entitled “ Employment in rural India” stated that, the scope of the programme should not be restricted to certain regions. They also discussed the financial implications of the programme and the lessons from Maharashtra's experience with its Employment Guarantee Scheme.

Jacob, A. and Varghese, R. (2006) in their study evaluated the implementation of government's rural employment guarantee scheme in Palakkad district, Kerala. The study revealed the vital role played by the local bodies on the implementation of the scheme. They also argued that, the scheme needs to be more efficient and effectively used so as to meet the long-term requirements of the state and people.

Yamini Aiyar and Salimah Samji (2006) in their study “Improving the effectiveness of National Rural Employment Guarantee Act” suggested some key principles that can strengthen the effectiveness of the NREGA, particularly with regard to accountability and monitoring.

Indrabhusan Singh and Usha kumari (2007) opined that “women in many countries still lack right to inherit property, own land, get education, obtain credit, earn income or work outside home, control their fertility. They are still widely under – represented in decision-making at the household or social level. Empowerment by means of modest income generation projects is clearly insufficient for the high quality of life for women”.

Lalit Mathur (2007) in his Article“ Employment Guarantee: progress so far ”examined the progress in the implementation of National Rural Employment Guarantee Act (NREGA) in India. In conclusion, the employment guarantee has evidently begun well though there is great scope for improvement as can be expected of a new programme, especially one that is complex. He suggested the active participation of the rural poor who are disillusioned by government schemes and close

involvement of government officials and administration. Concurrent government evaluation and dissemination of feedback through media is also needed..

Anish Vanaik (2008) in his study “payment of wages through bank accounts for work carried out under the National Rural Employment Guarantee Act in India” opined that the scheme is not free from the problems. The study also discuss the rationale of bank payments, the system of maintaining bank accounts, the instruments of transfer, the reception of the system and the bank payment hurdles .

Tulka Chandra (2008) in his study “Institutional support for women empowerment in India-special reference to Mahila Cooperative Bank” opined that the Indian rural women comprise 50 percentage of the work force, with female labourers outnumbering the male labourers in the hilly areas. Though their contribution are immerse the rural women continue to be marginalized, undervalued and are not a part of decision making process. Despite substantial contribution in asset, the women especially in rural areas have little control over the assets and many matters. This state of affairs is Universal and as per UNDP report while 67 percentage of the world’s work is done by women, only 10 percent of the global income is earned by women and mere 1 percent of the property is owned by women. Empowering people is vital to human development. Empowering people, particularly rural women would surely link rural development and growth.

Santosh Mehrotra (2008) in its Article entitled““The performance of NREG scheme since its launch in mid-2005 in India” he stated that the scheme serve as a beacon of light for other rural development programmes, to raise the stagnating rural wages, to push up productivity, to stem the tide of rural-urban migration and will have second-and third-round effects that go well beyond the policymakers' original design of NREG.

The study conducted by Gopal, K.S (2009) on the social audits conducted in Andhra Pradesh under the National Rural Employment Guarantee Act revealed that these audits have achieved much less than advertised and they have ignored many important aspects of implementation of NREGA. The social audit

process has a long way to go before it can claim to have contributed to transparency, empowerment and good governance.

Mohinder Singh and Vijay Kumar (2009) in their study "Implementation of NREGS in Haryana" observed that the NREGS is a boon for the poor and the village but the programme runs the risk of going the way of most previous wage employment programmes.

Mamidipally Rajanna, and Gundeti Ramesh (2009) in their micro study "NREGP-Facet of inclusive growth: A case study of Karimanagar District in Andhra Pradesh" revealed that the NREGP has become a beacon of light in the rural areas, and contributed substantially for the increased living and economic conditions by reducing the income imbalances in rural area.

Shankar Chatterjee (2009) in his article "Rural Employment Programme: Fuelling Development of Indian Economy" analyzed the striking features of SGSY and NREGS based on group approach where rural poor have more bargaining power. NREGS gives 100 days of guaranteed employment to a rural household. Both the programmes have been fuelling Indian economy.

Pattanaik, B.K. (2009) in his article entitled "National Rural Employment Guarantee Scheme: some preliminary findings from Hoshiarpur District" stated the implementation of NREGS has been successful in achieving the equity. While its efficiency is still a question to be effectively dealt by the implementers of the programme. The better coordination between the Government and the panchayats would enable efficient implementation of the scheme at the village level.

Raj Kumar and Sunil Kumar (2009) in their field study "Implementation of NREGS in Haryana: A study of social audit" opined that the NREGA Act, by and large, has the potentials not only to strengthen community's mobilization to need and priorities.

Amrit Patel (2010) in his article "NREGA and panchayati raj Institutions: Need for capacity building of PRIs".opined that the participatory approach of Grama Panchayats and Grama sabhas under NREGA has created productive assets, generated Massive employment among poor and disadvantaged groups, improved productivity of Small farms and contributed to inclusive growth in rural india.NREGS can also erase India's image as the land of poor and illiterate.

## 1.8 CHAPTERISATION

The chapter scheme of the study is as follows, apart from the chapter one, which gives the design of study, and second chapter deals MGNREGP an overview. Third chapter deals with the profile of Adat Grama panchayat.The forth chapter contains evolution of MGNREGP.This is followed by the summary of findings and sugessions in the fifth chapter.

## REFERENCES

- 1) Karkar (1995) "Effectiveness of NREG Act". Economic and political weekly, 18(22):32-35, PB: Mumbai, India: Sameeksha Trust.
- 2) Choundhary (1996) "Womens empowering strategies". Journal of Kurukshetra 1996.
- 3) Mihir Shah (2004) "National Rural Employment Guarantee Act - a historic opportunity". Economic and political weekly, 39(50): 5287-5291, PB: Mumbai, India: Sameeksha Trust.
- 4) Ganesh Kumar. et.al (2004) "Employment guarantee for rural India". Economic and political weekly, 39(51): 5359-5361 ,PB: Mumbai, India: Sameeksha Trust.

- 5) Jacob, A. and Varghese, R .(2006) “: NREGA implementation - I: Reasonable beginning in Palakkad, Kerala”. Economic and political weekly, 41(48): 4943-4945, PB: Mumbai, India: Sameeksha Trust.
- 6) Yamini Aiyar and Salimah Samji (2006) “Improving the effectiveness of National Rural Employment Guarantee Act”. Economic and political weekly, 41(4): 320-326, PB: Mumbai, India: Sameeksha Trust.
- 7) Lalit Mathur (2007) “Employment Guarantee: progress so far”. Economic-and-Political-Weekly, 42(52): 17-20, PB: Mumbai, India: Sameeksha Trust.
- 8) Santosh Mehrotra (2008) “NREGA two years on: where do we go from here”. Economic and political weekly, 43(31): 27-35, PB: Mumbai, India: Sameeksha Trust.
- 9) Asha Kapoor Mehta and Amit Sha (2001) “Chronic poverty in India: Overview study”. Economic and political weekly, 43(8): 41-50, PB: Mumbai, India: Sameeksha Trust.
- 10) Indrabhusan Singh and Usha Kumary (2007)“Empowerment of women ” Economic and practical weekly 2007: 44(2); 62-65, PB: Mumbai, India: Sameeksha Trust.
- 11) Anish Vanaik (2008) “Bank payments: end of corrupton in NREGA?” Economic and political weekly, 43(17): 33, 35-39, PB: Mumbai, India: Sameeksha Trust.
- 12) Tulka Chandra (2008)“Institutional support for women Empowerment in India-Special reference to Mahila Cooperative Bank”, Indian cooperative Review, January p-247-257.
- 13) Mohinder Singh and Vijay Kumar “Implementation of NREGS in Haryana” Journal of Kurukshetra (vol 57, no.8, p.31-32)2009.

- 14) Mamidipally Rajanna and Gundeti Ramesh (2009) "NREGP-facet of inclusive growth: A study of Karimanagar Distt.In Andhra Pradesh". Journal of Kurukshetra (vol 57, no.4,) Feb 2009.
- 15) Shankar Chatterjee "Rural Employment Programmes: Fuelling Development of Indian economy". Journal of Kurukshetra (vol 57, no.12) Oct 2009.
- 16) Pattanaik, B. K.(2009) "National Rural Employment Guarantee Scheme: Some preliminary findings from Hoshiarpur District"Journal of Kurukshetra (vol 57,no.6) April 2009.
- 17) Raj Kumar Siwach and Sunil Kumar (2009) "Implementing NREGAS in Haryana: A case study of social audit". Journal of Kurukshetra 2009.
- 18) Gopal, K. S. "NREGA social audit: myths and reality". Economic and political weekly 2009; 44(3): 70-71, PB: Mumbai, India: Sameeksha Trust.
- 19) Amrit Patel (2010) "NREGA and panchayati raj institutions: Need for capacity building of PRIS".Journal of Kurukshetra (vol 58, no.12, p.23-26)2010.



---

---

*MGNREGP AN OVERVIEW*

---

---

## CHAPTER-2

# MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE PROGRAMME: AN OVERVIEW

NREGA is the first ever law internationally, that guarantees wage employment at an unprecedented scale. NREGA aims at enhancing livelihood security of households in rural areas of the country by providing at least one hundred days of guaranteed wage employment in a financial year to every household whose adult member volunteer to do public work-related unskilled manual work at the statutory minimum wage.

The National Rural Employment Guarantee Act (NREGA, also known as National Rural Employment Guarantee Scheme, NREGS) is Indian legislation enacted on August 25, 2005. And came into force February 2006. NREGA renamed as Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) to the loving memory of the Father of nation, Mahatma Gandhi. This act was introduced with an aim of improving the purchasing power, raising productivity, reducing distress migration, generating livelihood opportunities and helps to create durable assets in rural people, primarily semi or un-skilled work to people living below poverty line in rural India. It attempts to bridge the gap between the rich and the poor in the country.

The MGNREGA works are intended to create permanent assets in the rural areas for future needs. These include water conservation and water harvesting, drought proofing (including afforestation and tree plantation), irrigation canals including micro and minor irrigation works, horticulture plantation and land development facilities. It also helps in creating rural infrastructure, improving road connectivity, school building etc....

## 2.1 MGNREGA AND ITS FEATURES

MGNREGS is an improvement over its predecessors. The scheme is also described as 'flagship programme', 'first ever scheme that guarantee wage employment at an unprecedented scale', 'mother of all local development programme', 'demand-driven and people-centered programme', 'boon to the rural poor', 'lifeline to the marginalized and landless', 'the largest employment programme in human history'.

## 2.2 THE SALIENT FEATURES OF ACT ARE:

The following are the salient features of the scheme

- Application by the adult members of the rural households to the local panchayat seeking registration.
- Issue of job cards by the panchayat within 15 days from the date of application.
- Written application by the job card holders to the panchayat seeking employment.
- Issue of dated receipt of written application for employment.
- Provision of employment within 15 days of application for work; failing of which gives a payment of unemployment allowance.
- Provision of work within a radius of 5 km from the village (payment of extra wages of 10 per cent, if the work provided is beyond 5 km).
- Payment of wages as per the minimum wages act.
- Provision of equal wages for men and women.
- Disbursement of wages on a weekly basis.
- Women should constitute one-third of the workers.
- Provision of basic facilities needed at the work site.
- Shelf of project determined as recommended by the Grama panchayat and approved by zilla parishad.
- Permissible works are predominantly soil and water conservation, afforestation and land development.

- Wage material cost ratio should be 60: 40 (no room for machine and contractors).
- Social audit has under the supervision of Grama Sabha.
- Institution of grievances redressal mechanism for ensuring responsive implementation process
- Accountability and transparency of the scheme through public scrutiny.

### **2.3 Objectives of NREGS**

The primary objective of the Act is augmenting wage employment. More specifically, the Act aims at: i) providing a right based 100 days employment in a year to strengthen the subsistence livelihood support, enhancing the rural households purchasing power and capacity to alleviate hunger; and ii) directing the colossal amount of wages towards creating productive and durable assets of irrigation, drought proofing, land and water conservation, horticulture and connectivity to general prosperous livelihood support system. The ultimate objective was to benefit the entire community by providing employment; raising agricultural productivity and increasing natural resource base, particularly water. The process envisaged to attain the objectives would result in strengthening the grassroots processes of democracy and infusing transparency and accountability in governance.

### **2.4 PROGRESS OF NREGS**

The scheme has been implemented in a phased manner. It was introduced in 200 most backward districts of the country in Phase-I (February 2006). It was implemented in 130 more districts in Phase II during 2007-08. The scheme was further extended to the remaining 285 rural districts of India from April 1, 2008 in phase III in order to bring the whole nation under its safety net. The programme was first launched on 2nd Feb, 2006 from Anantapuri District of Andhra Pradesh.

The budget outlay of the scheme has steadily gone up over a period of three years. Started with a budget outlay of Rs.11,300 crores in 2006-07, the scheme has budget outlay of Rs. 30,000 crores in 2008-09 and which raised to Rs.40100crores in 2010-11. This is due to the phased extension of the programme to different districts.

Employment opportunities and wage rate have significantly gone up since the implementation of the scheme.

Employment provided to 50.25 crores of households; real wages raised to Rs. 150 (2010-11) per day. Average rate per day has increased from Rs. 65 in 2006-07 to Rs. 91 in 2009-10. 776.8 crore Person days generated since 2006, of which women comprise 50 percent, SC's 21 percent, and ST's 20 percent; 69.5 lakh households (13.24%) have completed 100 days of work. Over 9.19 crore accounts (in banks and/post offices) opened to give wages transparently, Rs. 21625.18 Crores (84% of wages) disbursed as wages through bank and post office accounts; over 46.95 lakh works taken up in 619 districts and social audits conducted in 76 percent Panchayat. The Act mandates that, a minimum of one third of the beneficiaries should be women. The national average shows that women participation was 41 per cent in 2006-07. It registered steady increase recording 43 percent in 2007-08, 47.88 percent in 2008-09 and 51.15 percent in 2010-11 (up to march 2011). The women participation thus has surpassed the minimum prescribed levels.

Progress of MGNREGA is summarized in the table 2.1 given below.

**Table 2.1 NREGA - National Overview (up to march 2011)**

	2006-07 200 districts	2007-08 330 districts	2008-09 615 districts	2009-10 615 districts	2010-11 615 districts
Employment provided to households	2.10crore	3.39crore	4.49crore	5.25crore	4.37crore
<b>Person days(in crore)</b>					
<b>Total</b>	90.5	143.59	216.01	282.57	158.79
SCs	22.95(25%)	39.36(27%)	63.39(29%)	86.30(29%)	35.6(22.42%)
STs	32.98(36%)	42.07(29%)	54.78(25%)	58.74(22%)	27.06(17.04%)
Women	36.79(41%)	61.15(43%)	103.41(48%)	137.40(50%)	78.13(49.21%)
Others	34.56(38%)	62.16(43%)	97.84(45%)	137.69(49%)	96.13(60.54%)
<b>Financial detail</b>					
Budget outlay(in Rs crore)	11300	12000	30000	39100	40100
<b>Work details</b>					
Total works taken up(in lakh)	8.35	17.88	27.2	46.01	85.22
Works completed(in lakh)	3.87	8.22	12.09	20.94	4.56

Source: [www.nrega.nic.in](http://www.nrega.nic.in)

Note:Figures in parenthesis indicate percentage.

It is evident from the table that in 2006-07 employment was provided to 2.10 crore households, in 2007-08 it was 3.39 crore. The no. of households increased to 4.49 crore and 5.25 crore in 2008-09 and 2009-10 respectively. In 2010-11 it slightly decreased to 4.37 crore households. Budget outlay for providing employment had been increased from 11300 crore in 2006-07 to 40100 crore in 2010-11. Total work taken up and completed was 8.35 lakh and 3.87 lakh respectively in 2006-07. But it is 85.22 lakh and 4.56 lakh respectively in 2010-11.

## 2.5 MERITS AND SHORTCOMINGS OF NREGA

NREGA has benefited the people especially the marginalized and the poor on several counts. But the scheme has certain shortcomings too. They are not related to the scheme as such but the way in which it is implemented or executed. The benefits listed here are based on the field reports and studies conducted across the country.

### 2.5.1 MERITS

1. **Minimum wages assured:** A very significant benefit of NREGA is that it has ensured payment of minimum wages irrespective of the sex. The minimum wage of Rs.150 a day under NREGA provided to the poor with required support in the labour market by not letting them below a certain level. Now, the NREGA wage has become a bench mark and NREGA workers bargain for wages and are no longer willing to work for cheaper wages.
2. **Assured Income:** The scheme has improved the lives of the people and has brought stability and assured income to the families .A study conducted by the Institute of Applied Manpower Research covering a sample of 6000 households across 20 states in the country (300 samples per state) has revealed that the low earning level of a number of beneficiaries declined and the number of households reporting marginally higher income has increased (K.Balchand: 2009). In certain places especially during the lean season NREGA had been the only source of income (Sudha Narayan: 2008).
3. **Change in expenditure pattern:** The scheme has its impact on the expenditure pattern of the families also. A shift in the expenditure pattern on food and non-food items with family spending more on both the counts could be found; more than half of the households have purchased livestock like sheep and goat.

4. **Migration checked:** An important problem in rural areas was “distress migration” especially when an area was struck by drought, famine, flood or other natural calamities. Field reports have clearly indicated that the people / beneficiaries no longer have to move places to places looking for work. The migration has fallen very sharply.
5. **Panchayat strengthened:** The entire scheme is being implemented by the Panchayat and through the Panchayat. Identification of work, implementation of work, disbursement of wages and social auditing has become the responsibility of Grama Panchayat. This has provided a vast scope for strengthening Gram sabhas and the Panchayat which in turn helps building participatory democracy.
6. **Women empowered:** Participation of women has increased significantly. Women perceived that, NREGA is giving them a sense of independence and security. Wages earned under NREGA has helped women in several ways. It helped them to pay the debt and retrieve the pawned gold; helped them in taking care of children’s education; enabled them to meet the day-to-day household expenses and facilitated them to save money (Dr .T.Ramachandran and S.Balakrishnan 2008, Journal of kurukshetra).
7. **Social capital created:** a large number of men and women irrespective of the caste working together in creating productive assets. This provides a great deal of opportunities for frequent interaction resulting in mutual trust and social capital creation.
8. **Corruption checked:** The act has a wide range of transparency safeguards to prevent corruption. Employment and wage details have to be recorded in the job cards to enable the workers to check and verify the records for themselves. Contractors are totally banned. For instance, muster rolls are to be kept at the worksite, displayed at the panchayat office and read out in public at the time of wage payments. There is evidence of substantial progress towards a transparent accountable system.



## 2.5.2 SHORTCOMINGS OF NREGA

The scheme suffers from certain problems. The problems are inter-related. The problems are not with the scheme but with the way in which it is implemented. Some important problems are reported from the fields are presented below.

1. **Delay in payment of wages:** As per the provisions of the Act, workers must be paid within 15 days. The main reason attributed for the delay is the inability of the banks and post offices to handle mass payment of NREGS wages. They are delay in issuing payment order to the banks and post offices by the Panchayat, delay in work measurement, bottlenecks in flow of funds and irresponsible record keeping.
2. **Overemphasis on employment:** Even during the social audit the prime attention goes to matters related to registration, issue of job cards, allocation of work, timely wage payment and worksite facilities rather than the utilization of works completed, increase in production, multiplier effects of income generation, issue of ownership, operationalization and maintenance of assets created on the public land. An alarming fact is that during non of the last 4 years the work is not done.
3. **Shortage of human resources:** Yet another critical problem in the implementation of NREGS has been the shortage of dedicated human resources. The government officials who are incharge of the programme could not totally devote themselves to NREGS.
4. **Delay in issue of job cards:** An important factor of the NREGS is that job needs to be given to a worker within 15 days of demand for work. The study by the Institute of Applied Manpower Research indicated that 80 per cent of the households are yet to get job within 15 days of their demand for work and worse still they were not given unemployment allowance either.
5. **Failure to convene the meeting of Grama Sabha:** Grama Sabha has to play a very crucial role in implementing NREGS, especially in three important

stages in the process of NREGS viz., i) preparation of shelf of projects; ii) appraisal of shelf of projects; and iii) conducting of social audit. These activities are very essential for the effective implementation of NREGS. There are instances where Grama Sabha meeting were not convened in certain areas of the district in certain states.

6. **Failure to hit the 100 guaranteed days:** The Act has guaranteed 100 days of work per year to all the rural households registered under the scheme. However, majority of the households work only for an average of 50 days. For instance, the average person days employed per household was less than 50 in 24 out of 34 states (2008-09). This clearly shows that a lot need to be done to ensure 100 days of work to all the rural households in all the states.
7. **Poor participation of stakeholders:** The success of social Audit under NREGS depends upon level of awareness and number of participants in the meeting but it has been observed that all the stakeholders have no genuine interest in this meetings. Most of the concerned official's remains absent on the meeting day (Raj Kumar Siwach, Journal of Kurukshetra 2009).
8. **Inter-state variations:** There are inter-state variations in executing the scheme. Certain states have performed well in terms of certain key indicators, such as women participation, average days of employment per person per annum, conduct of social audit etc. For example, Rajasthan and Tripura have performed better among all major states in terms of employment generation per rural household.

## **2.6 NREGA MANAGEMENT AT STATE AND PANCHAYAT LEVELS.**

At the state level, a State Employment Guarantee Council (SEGC) has been set up headed by the minister for Local Self Government Department (LSGD). Generally the meetings at the state level are convened by the principal secretary, LSGD to review the progress and take necessary steps ahead. Principal Secretary, LSGD is acting as the state employment guarantee commissioner, who also functions as the member-secretary of SEGC. At the district level, District collector is designated

at the District Programme Coordinator (DPC) of NREGS. An official in the rank of a Deputy Development Commissioner (DDC) from the Rural Development Department (RDD) is appointed as the Joint Programme Co-ordinate (JPC), who is responsible for planning, implementation and monitoring of the scheme at the district level. At block level, a Block Programme Officer (BPO), in the rank of Block Development Officer (BDO), is responsible for the scheme execution. At the Grama Panchayat level, the gram Panchayat secretary is responsible for the implementation of the scheme.

### **2.6.1 SYSTEM ADOPTED TO CAPTURE DEMAND**

The message of NREGS was conveyed to the community through Grama Sabha, meetings of Neighbourhood Groups of Kudumbasree Mission, posters, banners, cinema slides, etc. in the districts. Political part and class and mass organisations affiliated to them also played a significant role. Annual Action Plans (AAP) is prepared based on the proposals and suggestions from Grama Sabhas in each GP. Block and District level AAPs are prepared considering the AAPs of GPs within their respective geographical boundaries. Preparation of a 'Perspective plan' and 'Labour budgeting' through a participatory process among the population would have been other options for capturing demands.

### **2.6.2 SYSTEM ADOPTED TO PROVIDE EMPLOYMENT**

Applications for employment are collected by the NREGS staff at the GPs only and the intimation for jobs are also dispatched by them. In some cases, the applications for employment are distributed through the ward members/Area Development Society (ADS) functionaries of Kudumbasree. One application from one family is generally collected.

### **2.6.3 CAPACITY BUILDING OF THE PERSONNEL**

Number of capacity building/training sessions were organised in the districts. Separate training sessions for elected members, officials and NREGS staff were organised at block/district levels. Training sessions for technical staff has been organised at district level. Separate session for the president and secretaries of panchayats were organised at district/state levels. State Institute of Rural Development (SIRD), district administration and Kerala Institute of Local

Administration (KILA) are the main agencies involved in the training. Necessary training to Kudumbasree volunteers, working as field supervisors, has been organised in the districts.

#### **2.6.4 POSTING OF NREGA OFFICIALS AS PER THE GUIDELINES**

One Accountant-cum-Computer Operator (ACO) and an Overseer/Assistant Engineer (AE) were appointed as NREGS staff. Overseer/AE looks after the technical side and the ACO looks after the administrative aspects. In many GPs, more than one technical staff was appointed as part-time consultants to facilitate estimate preparation, technical supervision, taking measurements and finalising the bills without delay. In some GPS, an additional post of NREGA Co-ordinator has been created for a period of six months, by redeployment of the GP staff. In most of the blocks, one AE and one ACO were posted for NREGS duties to assist BPO. It is observed that in the absence of any one or more posts falling vacant at the Block/GP levels, some internal re-organisation of manpower from the panchayats also has been cited. At the district level, JPC is assisted by one ACO. Secretarial assistance to JPC is provided by PAU (erstwhile DRDA) in the districts.

#### **2.6.5 PLANNING PROCESS-PERSPECTIVE PLANS**

A special Grama Sabha was called in the districts to prepare the shelf of works for NREGS for one year. Demands/projections from the grama sabha have been the source of shelf of works at the GP plans and the block and district levels have prepared their AAPs out of them only. Separate AAPs are prepared by block panchayats and district panchayats, considering the plans from the GP plans. In addition, certain works cross-cutting number of GPs and blocks were included in the block plans and the district plan. Different steps involved in preparation of AAP, through people's planning, is conveyed to the panchayats through guidelines from the local self government department, government of Kerala. On demand from the agency assigned with the preparation of district perspective plan (DPP), the panchayats prepared the shelf of works for a period of 5 years also. The shelf of works for one year and 5 years has been approved by panchayats in the districts.

### **2.6.6 SELECTION OF WORK**

The procedures for selection of works are given below.

- o Selection of works has been made from the shelf of works proposed by the Grama Sabha and later approved by the panchayat.
- o Annual plans are made out of the shelf of works, based on the priorities.
- o Priority sectors are conveyed to the panchayats through a guideline issued from the Local Self Government Department.
- o Approval of AAPs submitted by the panchayats, followed by necessary financial allocations are also done by the DPCC.

### **2.6.7 IMPLEMENTATION PROCESS**

- o After the administrative sanction (AS) by the respective GP, it is submitted for technical sanction (TS) before the technical committee at the block level.

### **2.6.8 CREATION OF DEMAND FOR JOB**

Demand for job is generated among the rural population using awareness building, publicity, etc. Grama Sabha, meetings of Neighbourhood Groups of Kudumbasree mission, posters, banners, cinema slides, etc. were widely used in the districts. Political parties and class and mass organisations affiliated to them also played a significant role in generating the demand for job. Demand for job has been noted in the districts during the scheme execution, which has been manifested in additional registration of names after starting of the works in many parts in the districts.

### **2.6.9 LABOUR BUDGETING**

Preparation of a detailed and comprehensive labour budget is a pre-requisite of NREGS execution, particularly to protect the interest and survival of peasantry. Labour budgeting, prepared in a participatory and scientific manner, would have been the ideal tool for assessing the demand from the people, period of work and availability of manpower as required for this dimension.

#### **2.6.10 DISTRIBUTION OF WORK AMONGST JOB SEEKERS AND ADEQUACY OF SHELF OF WORKS TO MEET THE DEMAND FOR JOB**

Wherever feasible, workers from same ward of a GP are called for the works taken up in that area. In the absence of non-availability of required labour from the same ward, workers from the nearby wards are also called in. As far as possible, workers are provided work in the nearby areas of their dwelling. The shelf of works available with the Panchayat is presently adequate to meet the demand for job in the districts. However, some regulatory measures are taken in the districts at the field level to regulate the demand and payment of unemployment allowance.

#### **2.6.11 MEASUREMENT BOOKS FOR WORKS**

One overseer/engineer is appointed on contract basis at the GP/Block level for taking estimates, supervise the progress of work and taking its measurements. Engineering staff from the GP/Block carry out the check-measurement. Up to works costing Rs.50,000, overseer carry out the measurement and Assistant Engineer (AE) carry out the check-measurement; in works more than Rs.50,000, AE carry out the measurement and the Assistant Executive Engineer (AXE) carry out the check-measurement. At the start of the work, the technical staff indicates the quantum of work to be carried out towards fulfilling the prescribed wages. In between and at the end of the work, the total work is measured and wages calculated. In some places, Kudumbasree volunteers, acting as the work supervisor, is also trained for conveying of measurement of works expected from a worker on each day.

#### **2.6.12 SYSTEM FOR CROSS-VERIFICATION OF ENTRIES**

The entries made in the muster roll and employment register are verified and cross checked before approving the final bills.

#### **2.6.13 SYSTEM ADOPTED FOR PROVIDING WORKSITE FACILITIES AND ACTUAL PROVISION NOTICED AT WORKSITE**

Kudumbasree volunteers are involved in providing worksite facilities to the workers, to a certain extent. They bring the tools and implements to the worksite

and collect the same after end of day's work. They are keeping a first aid kit and also provide drinking water to the workers. In some cases, ADS volunteer carry the worker injured at the worksite to the primary health centre/private hospitals.

#### **2.6.14 MONITORING ISSUES**

Monitoring of the NREGS activities is carried out by conduct of review sessions, seeking periodical progress reports, perusal of documents, undertaking field visits and constituting Vigilance and Monitoring Committees (VMC). Weekly/monthly progress reports from each GP are generally sent to the BPO by phone or by mail. JPC, BPO and other officials of rural development department make visits to the worksites. District panchayat president, district collector and state level officials also visited various worksites. However, before approving the final bills, entries in the muster roll and employment register are tallied. In general, monitoring system in the districts is lacking as the required minimum verification of works could not be carried out by State/District/Block level officials.

#### **2.6.15 VIGILANCE AND MONITORING COMMITTEE (VMC) SYSTEM AND PRACTICE**

VMCs are constituted in most of the GPs in the districts at panchayat level. Mostly presidents, standing committee chairpersons and Kudumbasree chairperson and secretary are included in the committee. VMCs are constituted at ward level. VMC at ward level include the ward member, ADS volunteer and some more members. 'Checks and balance principle' is not adopted in the composition of VMC and its functions are not appreciable. Reports by the VMC are also insisted as a mandatory provision for clearing of bills in some GPs. Work verification by VMCs is not meticulously carried out and the reports filed in the work file. Elected members from the panchayat should not be included in the VMC at both GP and ward levels. And the VMC submit the report to the Grama panchayat committee at regular intervals.

#### **2.6.16 WAGE DISTRIBUTION, WAGES FOR WOMEN AND TRANSPARENCY IN PAYMENT**

Payment to the workers is made through banks only. A consolidated cheque with the roll of workers with their entitlement and their bank account number is forwarded to the bank. Equal wages are paid to both men and women. Transparency in making payment to the workers are made through bank accounts of the workers only. Even then, unauthorised way of getting money by manipulation of muster rolls, etc. has been noted. No list of workers with their wages sanctioned is displayed at most of the GPs resulting in lot of confusions among the workers. It is felt that non-availability of information to the workers regarding the 'Amount of wages authorised to each person' before they approach the bank is a problem with the bank payment. Illiteracy of workers also figures in creating minor difficulties, though most of them are settled with the support of ward members, Kudumbasree volunteers and the bank staff.

#### **2.6.17 COMMUNITY/PEOPLE'S PARTICIPATION AND EMPOWERMENT MECHANISM**

A special Grama Sabha was called in the districts to prepare the shelf of works for NREGS for one year and 5 years respectively. Several participatory systems, institutions and procedures have been developed in the districts to improve community participation. Awareness building sessions through Grama Sabha, involvement of Neighbourhood groups of Kudumbasree mission at various levels, institution of panchayat and ward level VMCs, constitution of task force at District/Block/GP levels, etc. are some of the measures initiated to improve people's participation. Experience gathered by the state from People's Plan Campaign (PPC) and Kerala Development Programme (KDP) during the past decade has certainly acted as a guiding force during the scheme execution at various stages and levels.

#### **2.6.18 GRIEVANCE REDRESSAL MECHANISM AT EACH LEVEL, PERIODICITY OF DISPOSAL**

A complaint register is opened at JPC/BPO level to record the grievances. Complaints from elected members and officials of PRIs, leaders of political parties, etc. were written in the complaint register at JPC/BPO. Complaint



register is not being maintained at the GP level. Most of the complaints are received orally. Grievance redressal mechanism is functioning reasonably well at JPC/BPO levels. The representations/complaints directly received from several quarters are channelised to the respective BPO/GP for the action and follow-up.

### 2.6.19 ISSUES OF OPERATIONAL LEAKAGES

The issues came under the operational leakages are

- o Non-availability of district perspective plan.
- o Non-conduct of work-time-motion study.
- o Absence of a scientific and rational labour budgeting, keeping the seasonal calendar, unavailability of labour, etc.

### 2.7 NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME AND EARLIER WAGE EMPLOYMENT PROGRAMMES – A COMPARISON

Historically there have been a series of Wage Employment Programmes for the poor but the National Rural Employment Guarantee Scheme represents a paradigm shift and is different from the early Wage Employment Programmes in several aspects.

The differences are captured in the following Table 2.2.

**Table 2.2 COMPARISONS WITH EARLIER EMPLOYMENT PROGRAMMES**

NREGS	EARLIER PROGRAMMES
<b>Concept</b>	
Legal guarantee of right to employment – a full blown entitlement – a new vision of Rights-based development for the poor.	No grand vision – concepts incidental to schemes – based on executive decisions and instructions
Non-exclusive and total coverage	Limited in scope and coverage
Demand-based	Supply-based
Self-targeting	Patronage-based

Focus on employment	Focus on assets
Focus on productive sector – for sustainable development	Focus on public works, predominantly roads
Natural resource management	Real estate development
Labour perspective – voice of the worker	Perspective of the bureaucrat / engineer / middleman-contractor
Gender sensitive	Male / machine – dominated
Off season employment	Peak season expenditure
Transparent	Opaque
Accountable	Manipulative
Organic, central role for PRIs	Marginal agency role for PRIs

<b>Planning</b>	
Long preparatory phase	Hurried quick-fix plans
Real planning from below covering who, what, where, when and how.	Hotchpotch list of works
Elaborate budget – work to match demand	Financial budget – work to match resources
Can be integrated with varied development works	Limited to schematic works
Integrated plan	Isolated works
Statutory across-tier linkages in the Panchayat Raj system	Independent and repetitive plans
Multi-dimensional action plans covering time, space, manpower and resources	Two-dimensional action plan covering resources and works
Results-based and outcome-oriented	Expenditure oriented
Real People’s Plan	Bureaucratic/technocratic plan
<b>Organization</b>	
Panchayat in central place – development from within	Middleman-contractor in central place – outsourcing development
Administrative Sanction and Technical Sanction before organization of work	AS & TS in response to middlemen contractor clout

All activities done in house <input type="checkbox"/> Getting together workers <input type="checkbox"/> Executing the work <input type="checkbox"/> Mustering <input type="checkbox"/> Material procuring <input type="checkbox"/> Measuring <input type="checkbox"/> Paying	Most of the activities carried out by the middlemen contractor except measurement and payment
Fortnightly measuring and payment	Often once or twice per work
People's estimates	Engineer's estimates
Minimum wages	Market wages
Equal wages – strong subsidizing the weak	Differential wages
Piece rate	Mostly bulk measurement
Local labour	Often outside labour
Payment through Bank	Direct cash payment
Payment by Government	Payment by middleman-contractor
Work without whip – new dynamics of mutual help and group discipline	Ruthless supervision by middleman contractor
Actual material labour ratio	Notional and fictitious ratio
No abandoned works	Quite a number of abandoned works
<b>Administration</b>	
Outside DRDA	DRDA centered
Clear role for District Project Coordinator, Block Programme Officer etc.	Roles routinised over the years
Real records <ul style="list-style-type: none"> <li>• Estimates</li> <li>• Muster rolls</li> <li>• Vouchers</li> <li>• Measurements</li> </ul>	Often "created" records
Integrated and consistent data base <input type="checkbox"/> Unique ID of workers	No such data base

<input type="checkbox"/> Unique ID of work <input type="checkbox"/> ID of muster rolls <input type="checkbox"/> Payment vouchers <input type="checkbox"/> Bank Accounts of individuals	
Close monitoring <ul style="list-style-type: none"> <li>• National level monitoring</li> <li>• State level monitoring</li> <li>• District level monitoring</li> <li>• Inspection schedule</li> </ul>	Routine monitoring
Clear accountability systems <ul style="list-style-type: none"> <li><input type="checkbox"/> Proactive disclosures</li> <li><input type="checkbox"/> Vigilance and Monitoring Committees</li> <li><input type="checkbox"/> Social Audit</li> <li><input type="checkbox"/> Penalties</li> </ul>	Ritualized and routine
<b>Special features</b>	
Difficult to manipulate	Easy to manipulate
Criticality of Panchayat capacity	No such issue
Proactive role of Government of India	Routine role of Government of India
High visibility, watched with interest by supporters and opponents	No such interest
Clearly articulated political will	No such will

## 2.8 NEW INITIATIVES UNDER MGNREGA

The initiatives are listed below.

1. Dedication of NREGA to the memory of father of the nation Mahatma Gandhi and re naming the scheme as the Mahatma Gandhi National Rural Employment Guarantee Act.

2. Guidelines have been issued to states to set up ombudsman at district levels for effective grievance redressal. Instructions on ombudsman have been issued. Ombudsman will be an agency independent of the central or state government. The ombudsman will receive complaints from NREGA workers and others on any matters consider such complaints and facilitate their disposal in accordance with law. The ombudsman will be appointed by the state government on the recommendation of the

selection committee. Ombudsmen will be well-known persons from civil society who have experience in the field of public administration, law, academics, social work or management.

3. NREGA partnership with Unique Identification Development Authority of India (UIDA): NREGA partnership with UIDA has been initiated. The database of NREGA will be utilized by the UID authority to expedite the development of the identification system for the residents.

4. National helpline set up for receipt of complaints: The ministry has set up a toll free national helpline 1800110707 to enable the submission of complaints and queries to the ministry for the protection of workers entitlements and rights under the act. This is being enabled and linked with the state and district level help lines to create a national network of NREGA helpline. It will also be linked to office of the ombudsman at district level for registration of complaints.

5. Social audits: Social audits enable the rural communities to monitor and analyze the quality, durability and usefulness of NREGA works as well as mobilize awareness and enforcement on their rights. Social audit is an important tool by which the people can improve and devise strategies to enhance the quality of implementation of NREGA. The ministry has accorded utmost importance to the organization of social audits by the gram Panchayat and issued instructions to the states to make necessary arrangements for the purpose. The act was amended to provide for procedures on conducting social audits. Social audits have been undertaken in the entire grama Panchayat of the country.

6. NLM visit: Thirty two National Level Monitor were deputed in different states for special monitoring of the social audit campaign initiated by the ministry.

7. Eminent citizen's monitors for NREGA: Eminent citizens will be identified to further report on the progress of NREGA. Their reports and findings will be placed on the website and discussed at an annual workshop to enable the programme to improve itself.

8. Convergence of the Mahatma Gandhi NREGA: The ministry of rural development has developed and disseminated guidelines for convergence of the Mahatma Gandhi NREGS with different schemes and specific programmes. 115 convergence pilot districts in 23 state, independent organizations have been instituted by the ministry. The National Institute of Rural Development (NIRD) is monitoring the convergence projects.

9. Construction of Bharat Nirman Rajiv Gandhi Sewa Kendra / gram Panchayat Bhawans would be constructed under the scheme to create durable assets in the village's.

10. Business correspondent model is being adopted in Rajasthan with the help of central bank of India to ensure timely payment of wages to the workers under the MGNREGA.

Presently the MGNREGA is being implemented in all 619 districts of the country. The ministry proposes to spent Rs. 39,100 crore during the current year and out of this an amount of Rs. 18950 crore has been utilized up to December, 2009. 160 crore person days employment has been generated. MGNREGA has resulted into major financial inclusion wherein bank/post office account have been opened for the families getting employment. Ministry has advised all the states to ensure payment of wages fully through the accounts. About 880 lakh accounts have been opened. A sizeable proportion of all the benefits have gone to the weaker sections of the society like SCs (30%), STs (21%) and women (50%).

The new initiatives under MGNREGA will ensure transparency and accountability in the process so the benefit of the government's flagship program reaches out to the millions of rural poor across the country and in the process making it an effective instrument of poverty alleviation.

## 2.9 MGNREGS IN KERALA

Kerala State has more than a decade of experience in local level planning and development. So the Government internalizes the operationalisation of NREGA into Panchayati Raj System. The salient features of the approach are: i) implementation of NREGA through Grama Panchayats; ii) communicating the distinctive features of the Scheme to the various stakeholders, especially to panchayat leaders; iii) Involvement of Kudumbasree network of poor women in a big way; iv) focus on total resource management in forest areas, river basins and watershed areas as the state has very little public land; v) designing processes and programmes to see that NREGS fits into the administrative operating system now existing in Panchayats; vi) institution of consistent and coherent information and accountability systems and participatory processes to ensure transparency; and vii) aiming of zero corruption in implementing NREGA.

The scheme known as Kerala Rural Employment Guarantee Scheme (KREGS) created under NREGA has been implemented in Palakkad and Wayanad districts of Kerala in February 2006. Subsequently, it has been implemented in all the remaining 12 districts. An assessment of the progress of the NREGS in Kerala shows that number of households registered under the scheme has increased from 3.27 lakh in 2006-2007 to 23.30 lakh in 2009-10. The percentage of households provided employment under the scheme has shot up from 11.30 to 43.34 recording four fold increases over a period of four years. An interesting feature of NREGS in Kerala is the participation of women. Of the total person days of employment, more than 80 per cent was constituted by women person days. Which indicate high participation of women in the scheme.

Performance of MGNREGS in Kerala is shown in the table 2.3 given below.

**Table 2.3 Performance of NREGS at State level**

Particulars	2006-07 Phase I	2007-08 Phase II	2008-09 Phase III	2009-10 Phase III
Households Registered (no.)	327132	579617	2330566	2330566
Percentage of Households provided employment	3.46	12.90	27.42	43.34
Total Person days (in Lakh)	11.30	18.58	155.87	102.84
Percentage of SCs person days	21.85	11.18	16.63	16.0
Percentage of STs person days	3.40	20.86	8.82	9.96
Percentage of Women person days	80.30	70.26	85.92	86.23

Source: [www.nrega.nic.in](http://www.nrega.nic.in)

Around 327132 households were registered in 2006-07 during phase I and among them 3.46 percent was provide employment. During phase II it was 579617 and 12.90 percent respectively. In phase III 2330566 households was registered and 27.42 percent got employment. In 2009-10 43.34 percent of the registered households were provided employment.

MGNREGA statistics of Kerala in the 2010-11 periods is given in the table below.

**TABLE 2.4 MGNREGA STATISTICS IN KERALA (2010-11)**

Employment provided to households:	9.79237 lakh
Person days [in lakh]:	
Total:	296.37
SCs:	49.64 [16.75%]
STs:	10.37 [3.5%]
Women :	267.51 [90.26%]
Others:	236.36 [79.75%]
Total fund:	683.81 Crore.
Expenditure:	441.66 Crore.
Total works taken up:	136142
Works completed:	41662
Works in progress :	94480

Source: [www.nrega.nic.in](http://www.nrega.nic.in)



In 2010-11, 9.79237 lakh households were provided employment. In that 16.75 percent was SCs and 3.5 percent was STs. Total fund sanctioned was 683.81 crore from which 441.66 crore was utilized.

## **CONCLUSION**

NREGA started in the year 2006, the scheme has been in operation in all the states. The outcome of the scheme is quite encouraging as it has started yielding dividends in terms of improved wages, improved income, and marginal improvement in living standards and so on. The scheme has come across certain hurdles or shortcomings which include delayed payment of wages, instances of fudging of muster rolls, corruption, more emphasis on employment rather than long-term interest such as ownership and maintenance of assets, shortage of dedicated human resources at the Panchayat level, failure to provide employment within 15 days of demand for work, non-convening of Gram Sabha meetings, uneven performance within the state and across the states and so on. Despite all these shortcomings, the scheme, this is the largest employment programme in the human history. These are the macro scenario of the NREGS over a period of three years based on the review of earlier studies and the review of secondary sources of data and information. The subsequent chapters will deal with the profile of the Grama Panchayat, evaluation of the scheme in the Panchayat etc.

\* \* \* \* \*

---

---

*PROFILE OF ADAT GRAMA PANCHAYAT*

---

---

## CHAPTER -3

### ADAT GRAMA PANCHAYAT-PROFILE

#### 3.1 INTRODUCTION

Adat Grama Panchayat is one of the special grade Panchayat, which is located at Puzhakkal block of Thrissur district. The panchayat covers a total area of 23.22 Km. square. According to 2001 census the total population of the panchayat is 29336 of which 14614 were men and 14722 were women. There are 17 wards in the panchayat and 4 villages coming under this panchayat namely Puranattukkara (urban), Puzhakal, Chittilapilly, and Adat. The occupational structure of the people in the panchayat shows that above 75 percent of the people are cultivators.

The basic of Adat Grama Panchayat are listed in the table 3.1.

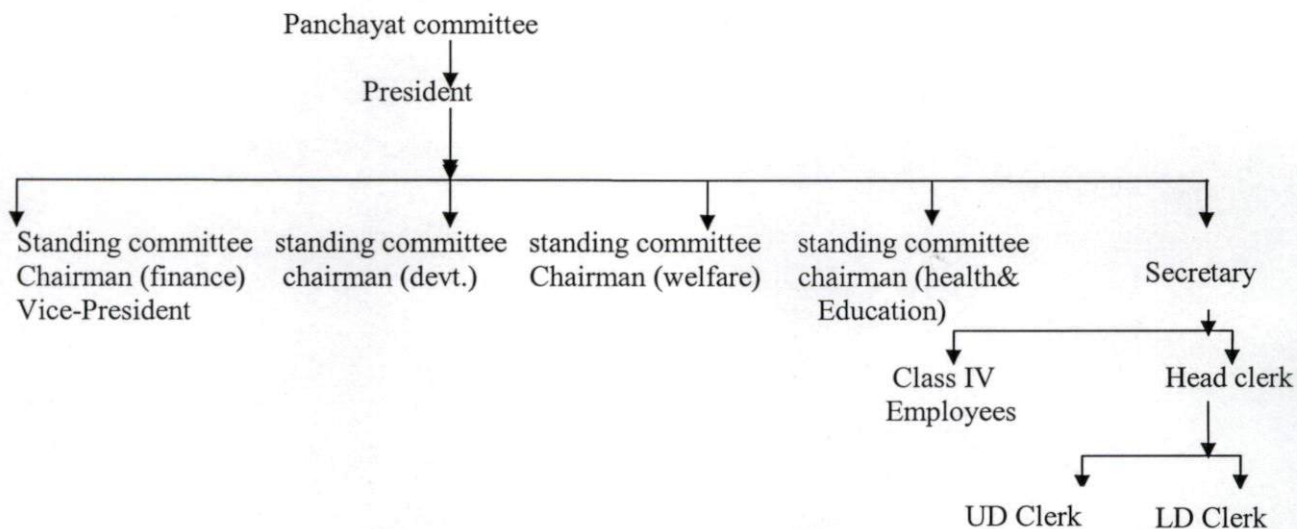
**Table 3.1 BASIC DETAILS OF ADAT GRAMA PANCHAYAT**

Name of Panchayat	Adat Grama Panchayat
District	Thrissur
Block	Puzhakkal
Village	Adat
Ward	17
Area	23.22Km.square
Total population	29336(census 2001)
Male	14614
Female	14722
Sc	2340
ST	6
Colony	13

Source: Development report of Adat Grama Panchayat 2010-11

The elected representatives of Panchayat committee consist of President, Vice-President who is the finance standing committee chairman, Development, welfare, Health and Education chairman, 17 ward members and the Secretary.

**Figure 3.1 ORGANIZATIONAL STRUCTURE OF ADAT GRAMA PANCHAYAT**



### 3.2 AGRICULTURE

A good part of the population is depending on Agriculture. The main crops of the Panchayat are paddy, coconut, and arecanut. In Adat Panchayat, there exist Chathankole Padavilakad Karshaka Samajam and Poranatukkara Karshaka Samajam. Farmers from the Adat Grama Panchayat produced organic paddy successfully for the first time in Kerala. A sound package of eco-friendly technologies to grow rice is being successfully adopted at Adat Panchayat. Adat Farmers cooperative society is giving financial support to the farmers. All the technical advices regarding agricultural operation were given by the Kerala Agricultural University.

### 3.3 ANIMAL HUSBANDRY

The Panchayat provides veterinary assistance to farmers such as supply of medicine and vaccination to animals to protect them from several diseases.

### 3.4 PUBLIC HEALTH

The Panchayat provides medical facilities to the people through Primary Health Center (PHC). In this Panchayat there is one PHC working effectively. There is also one Ayurvedic hospital and 2 Allopathic hospitals working under the panchayat.

### 3.5 EDUCATION SECTOR

There are 4 schools in this Panchayat including two higher secondary schools. With the help of DPEP and SSA the Panchayat is able to maintain the physical condition of the schools. Also there are 28 Anganwadies in this panchayat. The total literacy rate of Panchayat is 96.4 percentage.

### 3.6 SOCIAL WELFARE

There are 8 Ration shops working in this Panchayat. Two Cooperative Banks, branches of 6 commercial Banks are also functioning in the Panchayat. Banking facility helps the people to improve their habit of saving. Other institutions working in the Panchayat are listed below in the table 3.2.

**Table 3.2 MAJOR SOCIAL INSTITUTIONS IN ADAT GRAMA PANCHAYAT**

Sl no	Name of institution	Number
1	Primary health centre	1
2	Ayurvedic dispensary	1
3	Allopathy hospital	2
4	Veterinary hospital	1
5	Ration shop	8
6	post office	4
7	Anganwadies	28
8	Lower primary school	1
9	Upper primary school	1
10	High school	2
11	Professional College	2
12	NGO's	1
13	Cooperative banks	2
14	Commercial banks	6
15	Industrial estate	1

For the welfare of the people the Panchayat is doing many activities. Timely maintenance of street lights, construction of Panchayat roads, digging of wells etc...are some among them. During the year Panchayat made 4 medical camps.

### 3.7 WOMEN EMPOWERMENT

The Panchayat is able to give employment opportunities to hundreds of people especially women employee through Mahatma Gandhi National Rural Employment Guarantee Scheme. The Panchayat has introduced many projects in order to empower women. Around 162 Self Help Groups were working under Adat Grama panchayat. The women undertake vegetable cultivation, candle making, canteen, pickle and jam making, and oil producing are part of Kudumbasree. Through this, the Panchayat strives to guide the women for their empowerment and it has helped many women in this Panchayat to earn regular source of income. The main aim of these groups is reduction of poverty. In SHG, a very small number of units have been raised to a commercially producing unit. The Panchayat act as a implementing agency for provision of pension to widows, handicapped, aged and unemployed.

The Adat Panchayat has establish linkages with the village extension officer (VED), Scheduled caste department, Fisheries department, Tourism department, Primary health centre; Sarva Siksha Abiyan (SSA). Also the Panchayat has linkages with KSEB for street light maintenance and for providing CFL lamps.

The Panchayat has 3000 acres of kole paddy fields, were successfully launched itself on the organic path to farming and set a model for Panchayat elsewhere in the state. The Panchayat, which has won the State government's Swaraj Trophy for the Best Grama Panchayat eight times, the Union government's Nirmal Gram Puraskar and the Ground Water Augmentation Award, embarked on a mission to provide safe food and clean water for its people in 2002.

Adat actively engaged in tourism development, healthcare, sanitation, environment conservation and resource mobilization etc.... The picturesque Vilangan Kunnu in the Panchayat is a favourite tourist destination and the vast kole lands are a haven for migratory birds. Puzhakkal Tourism Village is another notable project. Adat has effectively implemented the Universal Health Insurance Scheme of the Union government. About 3,500 BPL families and 1,000 APL families have been covered under the scheme enabling Adat to win the first Health Security Panchayat Award in the State.

### **3.8 PROCEDURE FOR THE SELECTION OF BENEFICIARIES AND IMPLEMENTATION OF PROJECTS**

The decision regarding project selection is taken by concerned working group. There are 16 working groups in the panchayat. The implementation of project will take place in two phases.

First phase: The working group meeting will be conducted in which, suggestion for the development of concerned area will be placed.

Second phase: Grama sabha will discuss the points placed by the working group. They are the ultimate authority. They add on their own suggestions. The suggestions will be summed up in the next working group meeting. Based on the available fund and seniority the Panchayat committee will prepare the list. Then, development seminar will be conducted. Working group members, Grama sabha members, Block Panchayat members etc will attend the seminar.

Then the report of the development seminar will be forwarded to the working group in the panchayat. The needs will be prioritized by the group and projects based on these needs will be prepared. Then these projects will be submitted to the Panchayat committee, which is the final authority to sanction the project for implementation. The sanctioned projects are implemented through various departments. The project has to be completed before March 31<sup>st</sup> of every year. Projects not completed within the stipulated period will be carried forward to the next year as 'spill over project'.

There are specific criteria for selection of beneficiaries under each project. The forms are distributed through Grama Sabha and Panchayat office. Working group will prepare the priority list of eligible beneficiaries, which require the approval of Grama Sabha. Final decision regarding beneficiaries will be taken by the Panchayat committee.

### **3.9 SOURCE OF FINANCE FOR THE PANCHAYAT**

Government provides various funds to the Panchayat as follows

- a) Plan fund: This fund consist of general sector fund, special component plan (SCP) and TSPC meant for scheduled tribes. As this Panchayat has no scheduled tribe people, this fund is not provided in this Panchayat.
- b) Maintenance Grant: It consists of road and non road maintenance. Non road maintenance include funds for school maintenance, medicines for Ayurvedic hospitals, Veterinary hospitals etc..
- c) Owned fund: General purpose grand is used for their own needs like salary. But sometimes it may be used for the road maintenance also.
- d) Block Panchayat contribution fund
- e) District Panchayat contribution fund
- f) MGNREGS: this is special fund granted by the block Panchayat.

### **3.10 ADAT GRAMA PANCHAYAT-IN THE FIELD OF MGNREGA**

MGNREG scheme was introduced in Adat Grama Panchayat in the year 2008-09. 1403 households were registered in MGNREGP in the same year. The scheme got a wide range of acceptability in the Panchayat. The scheme provided employment to people, especially to women during the offseason. People who need employment submit an application as prescribed by the Panchayat in the MGNREGP department. After verification of application the Panchayat issue job card and inform job details to the applicant within 15days. If work is not provided within 15 days of application the applicants are eligible for unemployment allowance (150/day). The job card is carried to the work place and details of work done is record therein. The registered members have to open an account with the Canara bank and through that account their wages are paid. Each person has to contribute Rs. 125 as premium to the insurance scheme. This helps to cover any accidents or death that takes place in the worksite. The worksites are situated within the area of operation of the Panchayat. The equipments are provided by the Panchayat; otherwise rent is provided for the equipments brought by the beneficiaries.

List of equipments provided under MGNREGA and their rent is given in the table below.

**Table 3.3 LIST OF EQUIPMENTS & THEIR RENT PROVIDED UNDER MGNREGA**

NO	EQUIPMENTS	RENT
1	Bamboo basket	5
2	Broom stick	3



3	sickle	4
4	Axe	4
5	Whittle	5

Bamboo basket was provided at the rate of Rs.5 as rent, Broom stick at Rs.3, Sickle at Rs.4 and so on.

All the activities were monitored by the ADS representatives. There were around 162 Self Help Group (SHG) working under Adat Grama Panchayat. The Puzhakal block Panchayat provides orientation regarding MGNREGP and its working to the representatives of these SHG's and these facilitators inform it to other members of the group. Accordingly each SHG give the number of persons demanding the job and list of activities that would be under take in the area. The activities that can be under taken are:

- Water conservation and Rain water harvesting.
- Forest conservation and a forestation.
- Irrigation-small irrigation projects involving canals.
- Irrigation and land development programme in lands of SC-ST families, beneficiaries of Indira Awas Yojana, and beneficiaries of Land Reform Act.
- Rebuilding the conventional water resources.
- Land development
- Flood control measures and other protection activities in high risk areas.
- Construction of roads which are usable in any climate connecting people.

At the ADS level they summarize all the activities .After that, a beneficiaries Grama Sabha will be conducted, which will followed by a general Grama Sabha. This Grama Sabha approve Labour budget and action plan of MGNREGA for the next year. Copy of the Labour budget and action plan will be sent to the block Panchayat .The block Panchayat, again, summaries the data obtained and send it to the District committee, for its approval and funding. The Block Panchayat provides funds to the Panchayat as per Labour budget and action plan.

The Grama Panchayat sends monthly performance report of MGNREGA to the block Panchayat. Adat Grama Panchayat is one of the best Panchayats, where MGNREGS works actively.

**Table 3.4 PERFORMANCE OF MGNREGA IN ADAT GRAMA PANCHAYAT  
(UP TO DEC 2010)**

year	no: of household registered	SC	general	female	amount received (Rs)	expenditure (Rs)	works taken
2008-09	1403	492	911	1323	2388801	2310031	61
2009-10	126	56	70	117	5032000	4152145	94
2010-11	229	28	201	191	4833902	4759597	115

At present (2010-11), 1758 (21.85 %) out of 8043 households in the Adat Grama Panchayat have registered under MGNREGA. Out of 2256 person working under the scheme, 77 percent are women and more than 25% are scheduled caste members.

### 3.11 CONCLUSION

From the development reports of the Panchayat, it is understood that Panchayat has made many achievements in the field of employment generation and poverty eradication. The profile of the Panchayat reveals that it has fairly good potential of human resource and finance for development.

\*\*\*\*\*

---

---

*MGNREGS- AN EVALUATION*

---

---

## CHAPTER -4

### MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME-AN EVALUTION

#### 4.1 INTRODUCTION

The National Rural Employment Guarantee Act (NREGA, also known as National Rural Employment Guarantee Scheme, NREGS) is Indian legislation enacted on August 25, 2005, and came into force February 2006. NREGA renamed as Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) to the loving memory of the father of nation, Mahatma Gandhi. NREGA is the first ever law internationally, that guarantees wage employment at an unprecedented scale. NREGA aims at enhancing livelihood security of households in rural areas of the country by providing at least one hundred days of guaranteed wage employment in a financial year to every household whose adult member volunteer to do public work-related unskilled manual work at the statutory minimum wage.

The study conducted in Adat Grama Panchayat which is one of the special grade Panchayats, which is located at Puzhakkal block of Thrissur district. The Panchayat covers a total area of 23.22 Km.sq. According to 2001 census the total population of the panchayat is 29336 of which 14614 were men and 14722 were women. The Grama Panchayat is divided into 17 wards coming under four revenue villages viz; Puranattukkara (urban), Puzhakal, Chittilapilly, and Adat. The occupational structure of the people in the panchayat shows that above 75 percent of the people are cultivators.

MGNREG scheme was introduced in Adat Grama Panchayat in the year 2008-09. 1403 households were registered in MGNREGP in the same year. The scheme got a wide acceptability in the Panchayat. The scheme provided employment to people especially women during the offseason. All the activities of the scheme were monitored by the ADS representatives. There were around 162 Self Help Group (SHG) working under Adat Grama Panchayat.

The present study was undertaken with the objective to evaluate the implementation of MGNREGS. Primary data for the study was collected using a pre-tested structured schedule and which was administered on sixty respondents.

Statistical tools like percentage, and satisfaction index were used for the analysis. For calculating satisfaction index and, a number of statements were prepared and the respondents were asked to grade them on a 5 point scale. The score of all respondents for each grade added together to get the total score for each statement. The total score for each statement was then divided by maximum possible scores to derive the satisfaction index. The satisfaction index of awareness about the scheme, procedure of the scheme and performance of the scheme were derived using the following method.

$$\text{Satisfaction index} = \frac{\text{Total score of each statement} * 100}{\text{Maximum possible score}}$$

#### 4.2 SOCIO-ECONOMIC PROFILE

For analyzing the socio-economic profile of the respondents indicators are taken viz, age, community, educational status, occupational status, SHG membership, housing condition, family income, family expenditure, and housing assets. The socio-economic profile of the respondents provides a clear idea about the back ground of the respondents. Most of the respondents are financially and economically poor.

The age wise distributions of respondents are shown in the table 4.1 given below.

**Table 4.1 AGE WISE CLASSIFICATION OF RESPONDENTS**

sl no	Age group	No. of respondents	Percentages (%)
1.	Below 20 years	-	-
2.	21-40 years	23	38.33
3.	41-60 years	37	61.67
4.	Above 60 years	-	-
	Total	60	100

Source: Primary data collected through survey.

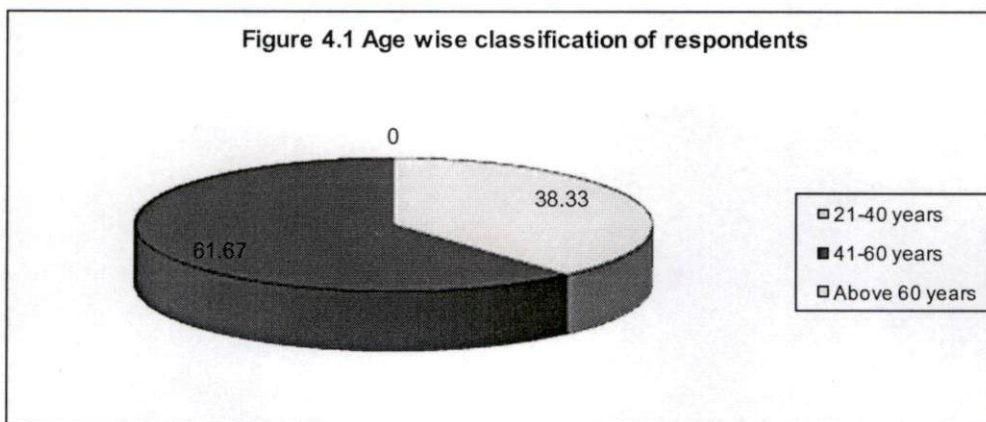


Table 4.1(Fig 4.1) reveals that all the respondents fall under the age group of 41-60 years and 21-40 groups, 61.67 percent under the category of 41-60 years and 38.33 percent under the age group of 21-40 years. This shows that the beneficiaries of the scheme are fall under the working age group.

The community wise classifications of respondents are shown in the table 4.2 given below.

**Table 4.2 COMMUNITY WISE CLASSIFICATION OF RESPONDENTS.**

Sl no	Community	No. of respondents	Percentages (%)
1.	SC	36	60
2.	General	24	40
3.	ST	-	-
	Total	60	100

Source: Primary data collected through survey.

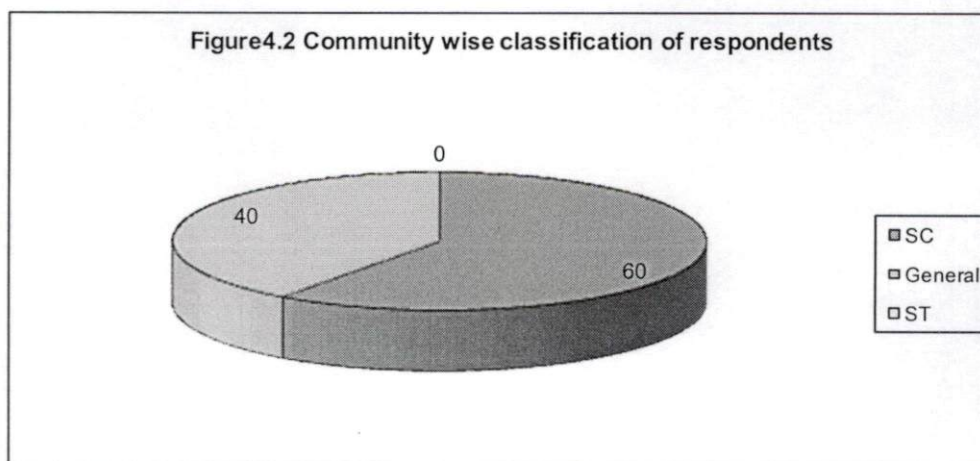


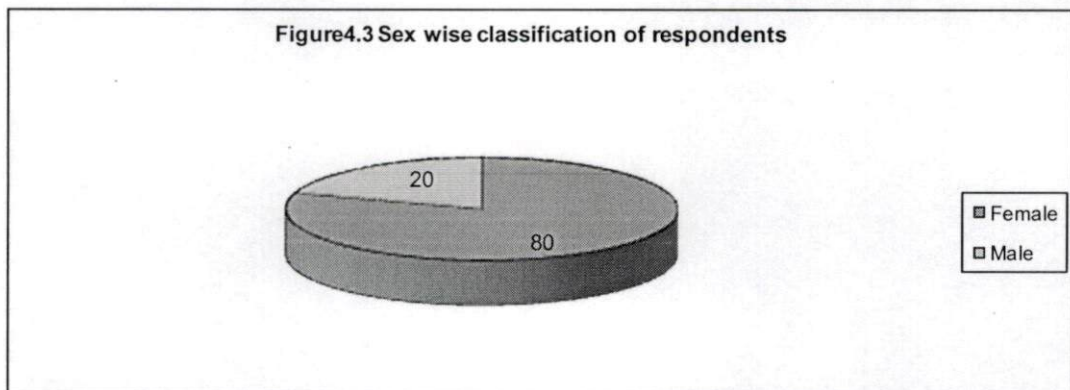
Table 4.2(Fig 4.2) shows that 60 percent of the beneficiaries belong to the SC community. There were no ST families in the Adat Panchayat. An important inference that can be drawn from the analysis is that people belonging to different communities, participated in the NREGS.

Sex wise classification of respondents is shown in the table 4.3 given below.

**Table 4.3 SEX WISE CLASSIFICATION OF RESPONDENTS**

Sl no	Sex	No. of respondents	Percentages (%)
1.	Female	48	80
2.	Male	12	20
	Total	60	100

Source: Primary data collected through survey.



Out of the 60 respondents, 80 percent were women, and they are members in the Self Help Groups. Male SHG were not functioning in the Adat Grama Panchayat. So the 20 percent of male beneficiaries are not members in SHG. The number of males participated in the NREGS is very less compared to that of females. The reason was that, the males prefer other higher income providing jobs to the low wage earning works under the NREGS.

Occupational status of respondents is shown in the table 4.4 given below.

**Table 4.4 occupational status of respondents.**

Sl no	Occupation	No. of respondents	Percentages (%)
1.	Farmer	-	-
2.	Labour	25	41.67
3.	House wife	35	58.33
	Total	60	100

Source: Primary data collected through survey.

Table 4.4 reveals that majority of MGNREGS workers are housewives ie, 58.33 percent. 25 respondents were working as manual labourers ie, 41.67 percent. This shows that the scheme has helped to create employment for the women especially to the housewives. The table also shows that the scheme provides offseason work to the labour class.

Housing details of beneficiaries are shown in the table 4.5 given below.

**Table 4.5 HOUSING DETAILS OF BENEFICIARIES**

Sl no	Particulars	No. of respondents	Percentages (%)
1.	Self constructed house	39	65
2.	Constructed with the help of Govt.	9	15
3.	Rented house	12	20
4.	Structure of house		
	Concrete	51	85
	Asbestos	6	10
	Others	3	5
5.	Electricity connection	60	100
6.	Drinking water		
	Public stand post	22	36.67
	Public well	7	11.67
	Private well	31	51.67
7.	Latrine facility	60	100

Source: Primary data collected through survey.

Table 4.5 reveals the housing details of the beneficiaries. Of the 60 respondents 39 (65 percent) live in self constructed houses. Fifteen percent of the respondents live in houses provided by Government under the Indira Awasz Yojana scheme. Twenty percent of the respondents live in rented houses. The houses of



respondents were fully electrified and have sanitation facilities. For drinking water 51.67 percent of the respondents depend on their own well, 36.67 percent on public stand post and 11.67 percent on public well. 85 percent of houses have concrete roof, 10 percent have asbestos roof and remaining are tiled houses.

Income and Expenditure pattern of respondents are shown in the table 4.6 given below.

**Table 4.6 INCOME AND EXPENDITURE OF RESPONDENTS**

Sl no	Classification	No. of respondents	Percentages (%)
	<u>Monthly Income(Rs.)</u>		
1.	<3000		
2.	3000-5000	40	66.67
3.	6000-9000	18	30
4.	>9000	1	1.67
		1	1.67
	<u>Monthly Expenditure(Rs.)</u>	60	100
1.	<3000	30	50
2.	3000-5000	15	25
3.	6000-9000	10	16.67
4.	>9000	5	8.33
		60	100

Source: Primary data collected through survey.

Two thirds of the sample households have a monthly income of less than Rs. 3000/- indicating prevalence of poverty. The expenditure pattern shows that half of these households spent Rs.>3000/-. A comparison of household's income and expenditure pattern shows that, in general income is insufficient to meet the expenditure.

Assets possessed by the respondents are listed in the table 4.7.

**Table 4.7 ASSETS DETAILS OF RESPONDENTS**

Sl no	Assets	No. of respondents	Percentages (%)
1.	Fan	60	100
2.	Television	52	86.67
3.	LPG connection	36	60
4.	Cell phone	15	25
5.	Two wheeler	12	20
6.	Cycle	10	16.67

7.	Three wheeler	1	1.67
8.	Others (Grinder,Mixi)	20	33.33

Source: Primary data collected through survey.

Table 4.7 shows that, 36 household have LPG connection, 52 houses were with TV facility, 60 with fans, 15 with cell phones and 12 with two wheelers. Owning household assets is an indicator of wellbeing.

Bank details of respondents are listed in the table 4.8.

**Table 4.8 BANK DETAILS OF RESPONDENTS**

Sl no	Classification	No. of respondents	Percentages (%)
1.	Bank account owners	60	100
2.	Loan taken	12	20

Source: Primary data collected through survey.

Table 4.8 reveals that all the sample households have bank accounts. Payment of NREGS through bank accounts might be the reason for that. They are aware of the banking techniques. Only 20 percent of the respondents have availed the bank loans.

Loan details of respondents are listed in the table 4.9 given below.

**Table 4.9 LOAN DETAILS OF RESPONDENTS**

Sl no	Loan amount	No. of respondents	Percentages (%)
1.	Amount of loan		
	a) <5000	4	33.33
	b) 5000-10000	5	41.67
	c) 10000-50000	3	25
	d) >50000	-	-
	Total	12	100

Source: Primary data collected through survey.

Out of the 60 respondents, 12 had taken bank loan. Among the 12 loan takers, 33.3 percent had taken an amount of Rs. <5000, 41.67 percent had taken loan amount between Rs. 5000-10000. And 25 percent between Rs. 10000-50000.



Details of migration from the part of respondents are listed in the table 4.10 below.

**Table 4.10 LEVEL OF MIGRATION OF RESPONDENTS**

Sl no	Classification	No. of respondents	Percentages (%)
1.	Migration from the family	12	20
2.	No. of Migration		
	a) <2	12	100
	b) 2-4	-	-
	c) >4	-	-
3.	Reasons for Migration		
	a) Seeking employment	2	16.67
	b) Better wage	-	-
	c) Better amenities	-	-
	d) Children education	5	41.67
	e) Others	5	41.67
4.	Duration of Migration		
	a) <4 month	3	25
	b) 4-6 month	-	-
	c) 6-12 month	-	-
	d) >12 month	9	75
5.	Place of Migration		
	a) Near place	4	33.33
	b) Near district	4	33.33
	c) Near state	4	33.33

Source: Primary data collected through survey.

Table 4.10 shows that, Family members of 12 beneficiary households have migrated. It should be noted that only 16.67 percent of migration is for seeking employment and 83 percent of migration is an account of education of children and other causes. Duration of migration was more than 12 months in 75 percent of the cases.

Social participation of beneficiaries is listed in the table 4.11.

**Table 4.11 SOCIAL PARTICIPATION OF THE RESPONDENTS**

Sl no	Participation	No. of respondents	Percentages (%)
1.	Local Panchayat(Grama sabha)		
	a) yes	60	100
	b) no	-	-
2.	Local cooperatives		
	a) yes	60	100
	b) no	-	-
3.	SHG		
	a) yes	48	80
	b) no	12	20

Source: Primary data collected through survey.

Table 4.11 reveals that all of the sample household members participate in Grama Sabha and activities in cooperatives. 80 percent are members in SHG. All the women beneficiaries are members in SHG and there are no SHG for men in Adat Grama Panchayat.

### 4.3 EVALUATION OF MGNREGS IN ADAT GRAMA PANCHAYAT

The MGNREG scheme has completed 5 years of implementation, and hence it is an appropriate time to take stock of lessons learned. The following paragraph attempt to evaluate the scheme in Adat Grama Panchayat from the beneficiaries view point. In order to make an in depth analysis of MGNREG scheme, many factors are considered which are explained below.

**Table 4.12 AWARENESS REGARDING MGNREG SCHEME**

Sl no	Classification	No. of respondents	Percentages (%)
1.	Source of information on MGNREGS availed from		
	a) News paper	-	-
	b) Radio	-	-
	c) Television	-	-
	d) SHG	48	80
	e) Panchayat	6	10
	f) Friends	6	10
2.	Awareness on MGNREGA		
	a) 100 days per household	60	100
	b) Minimum wage	60	100
	c) Equal wage for men and women	60	100
	d) Work within radius of 5 km	60	100
	e) Compensation for delayed payment	60	100
	f) Worksite facilities	60	100

Source: Primary data collected through survey.

Table 4.12 shows that 80 percent of the sample household members got the information on MGNREGS through SHG, 10 percent from friends and the remaining 10 percent from the Grama Panchayat. All the respondents are aware of the various aspects like number of work days per household, minimum wage provision, equality of wage for men and women, compensation for delayed payment etc..

Details of registration under MGNREGS are shown in the table 4.13 given below.

**Table 4.13 REGISTRATIONS**

Sl no	Classification	No. of respondents	Percentages (%)
1.	Possession of Job card		
	a) yes	60	100
	b) no	-	-
2.	Time taken to receive job card		
	a) <15 days	60	100
	b) 15-20 days	-	-
	c) 20-30 days	-	-
	d) >30 days	-	-
3.	Problems faced		
	a) yes	-	-
	b) no	60	100
4.	Amount spent to receive job card		
	a) yes	-	-
	b) no	60	100

Source: Primary data collected through survey.

Table 4.13 shows that all of the beneficiaries received the job card within 15 days without spending money and no difficulties were faced in between.

Employment details of respondents are listed in the table 4.14 given below.

**Table 4.14 EMPLOYMENT DETAILS OF RESPONDENTS**

N=60

Sl no	Classification	No. of respondents	Percentages (%)
1.	Participation in Grama sabha		
	a) yes	60	100
	b) no	-	-
2.	Discussion on MGNREGA in Grama Sabha		
	a) yes	60	100
	b) no	-	-
3.	Time taken to get employment after date of registration		
	a) <15 days	60	100
	b) 15-30 days	-	-
	c) 1-3 month	-	-
	d) >3 month	-	-
4.	Delay in getting employment		

	a) yes	-	-
	b) no	60	100
5.	Days of employment		
	a) <80 days	-	-
	b) >80<100 days	-	-
	c) <100 days	60	100
6.	Works undertaken		
	a) Horticulture plantation	17	28.33
	b) Irrigation work	14	23.33
	c) land preparation	14	23.33
	d) Cleaning of canals	15	25
7.	Distance to work place		
	a) <1km	20	33.33
	b) 1-2km	22	36.67
	c) 2-5km	18	30
	d) >5km	-	-
8.	Mode of transportation		
	a) On foot	54	90
	b) Bicycle	6	10
	c) Bus	-	-
	d) Others	-	-
9.	Working hour		
	a) <4	-	-
	b) 4-6	-	-
	c) 6-8	60	100
	d) >8	-	-
10.	Facilities available in the worksite		
	a) First aid	-	-
	b) Tool supply	-	-
	c) Shade & drinking water	-	-
	d) All the above	60	100
11.	Tools provided by		
	a) Panchayat	29	48.33
	b) Self	31	51.67
	c) Kudumbasree	-	-
12.	Ownership of tools		
	a) Self	31	100
	b) Hired	-	-
13.	Is rent paid on owned implements		
	a) yes	-	-
	b) no	31	100
14.	Problems in the worksite		
	a) Poor tools	60	100
	b) Inadequate toilet facility	48	80
	c) Snake bite	2	3.33

Source: Primary data collected through survey.

Table 4.14 reveals that all of the sample household members participate in Grama Sabha and its discussion on MGNREGS. All of them got job

within 15 days of application. Therefore, there is no delay in provision of employment under the scheme. All the sample households were provided 100 days of employment during the year. 28.33 percent of them had taken work in horticulture plantations, 23.33 percent irrigation work, 23.33 percent land preparation and 25 percent in cleaning of canals.

90 percent of the respondents opined that work place is within the walkable distance and 10 percent travel by bicycle.36.67 percent of them had to travel 1-2km, more then 30 percent had to travel <1km and 30 percent 2-5km to the work place. Total work time including lunch and tea break is 8 hour. But the actual work time is in between 6-8 hour. All facilities like first aid, provision of tools, toilet facility, and drinking water were available in the worksite.

Slightly more than half of the respondents used their own implements for which they were not paid any rent under the scheme. 43.33 percent of tools were provided by the Grama Panchayat. None of the respondents were satisfied with the fitness of the tools, and 3.33 percent had snakebite at the worksite. 80 percent of total respondents, that is, all the women respondents experienced some difficulties in toilet facilities, though the officials did whatever was possible.

Wage details of respondents are listed in the table 4.15 given below.

**Table 4.15 WAGE DETAILS OF RESPONDENTS**

N=60

Sl no	Classification	No. of respondents	Percentages (%)
1.	Prevailing wage in the area		
	a) <200	-	-
	b) 200-300	-	-
	c) 300-400	60	100
	d) >400	-	-
2.	Wage earned under MGNREGS		
	a) <100	-	-
	b) 150	60	100
	c) >150	-	-
3.	Reason for preferring MGNREGS		
	a) Safety	24	40
	b) Insurance	12	20
	c) Work within near by area	18	30
	d) Others	6	10
4.	Payment of wages through		
	a) Bank	60	100
	b) Direct cash payment	-	-
5.	Problems faced		

6.	a) yes	11	18.33
	b) no	49	81.67
6.	Type of problems		
	a) Lack of staff	11	100
	b) Lack of monitoring by Panchayat	-	-
	c) Delay in providing muster rolls	-	-
7.	d) Others	-	-
	Do you receive full wage as per norms.		
	a) yes	60	100
	b) no	-	-

Source: Primary data collected through survey.

Table 4.15 shows that all of them earned a minimum wage of Rs. 300-400 per day and Rs. 150 under MGNREGS. It shows that the wage under the scheme is less than the prevailing wage in the area. 40 percent of respondents preferred MGNREG Scheme because of safety, 30 percent due to nearness of work place, 20 percent because of insurance facility under the scheme and 10 percent for other reasons. All of them were paid full wages as per the scheme through the bank. 18.33 percent of the respondent's face some problems due to shortage of implementing and monitoring staff.

Effects of MGNREG Scheme are shown in the table 4.16 given below.

**Table 4.16 EFFECTS OF MGNREGS**

N=60

Sl no	Classification	No. of respondents	Percentages (%)
1.	Benefits of MGNREGS		
	a) Acquisition of assets	-	-
	b) Better facilities for children's education	7	11.67
	c) Purchase of more food grain	41	68.33
2.	d) Others(Purchase of medicines, Repayment of loan)	12	20
	Migration after introduction of the scheme		
3.	a) yes	12	100
	b) no	-	-
3.	Intensity of migration		
	a) high	-	-
	b) low	12	100
		Score	Index (%)
4.	Changes taken place in Panchayat		
	a) Maintenance of Panchayat roads	144	60
	b) Renovation of irrigation canals	149	62.08
	c) Rain water harvesting	153	63.75
	d) Others(Improving road connectivity, School building)	149	62.08

Source: Primary data collected through survey.



Table 4.16 reveals that 68.33 percent of the respondents had taken the wage from the scheme for purchasing food grains, 11.67 percent for providing education to children and 20 percent for other purposes. 20 percent of them had migrated after introduction of the scheme. The intensity of migration is low. As seen earlier, lack of availability of work is only a minor reason.

The changes that took place in the Panchayat after introduction of the scheme were analysed based on factors like maintenance of roads, renovation of irrigation canals, rain water harvesting etc. The indices show that the scheme has resulted in moderate changes in the Panchayat on the considered aspects.

Level of satisfaction towards MGNREG Scheme in the panchyat is shown in the table 4.17 given below.

**Table 4.17 LEVEL OF SATISFACTION TOWARDS MGNREGA IN THE PANCHAYAT**

N=60

Sl no	Characteristics	Score	Index (%)
1.	Process of registration	227	75.66
2.	Issue of job card	228	76
3.	Selection of works	219	73
4.	Supervision at the worksite	226	75.33
5.	Facilities at the worksite	223	74.33
6.	Mode of distribution of wages	230	76.67
7.	Transparency	222	74
8.	Participation of people	220	73.33
9.	Benefits occurred to the Panchayat	224	74.67
10.	Benefits occurred to the households	231	77
	Overall satisfaction index		74.99

Source: Primary data collected through survey.

Table 4.17 shows the respondent's satisfaction index towards various aspects of the scheme. It is clear from the table that satisfaction index of MGNREGS working in the Panchayat are fall above 70 percent. Which shows that, all the sample respondents are satisfied to a "good extent" on implementation of the scheme in the Adat Grama Panchayat. It should be also noted that all the characteristics used for measuring overall satisfaction level are rated good.

#### 4.4 CONCLUSION

From the analysis it is clear that entire respondents were satisfied with the scheme and the scheme was successful in improving the socio-economic conditions of the people in the Panchayat. The study showed that, the scheme provided insurance coverage to the workers and improved the status of the women in the society.

\* \* \* \* \*

---

---

*Summary of findings and conclusion*

---

---

## CHAPTER -5

### SUMMARY OF FINDINGS AND SUGGESTIONS

Mahatma Gandhi National Rural Employment Guarantee Scheme has been implemented in three phases - two districts in first phase, two districts in second phase and the rest in the third phase. Kerala with its pioneering experience in local planning and development has been able to effectively ground all the essential activities specified under the NREGA. The present study is under taken in order to examine the MGNREG Scheme in Adat Grama Panchayat with the following objective.

1. To evaluate the implementation of the Mahatma Gandhi National Rural Employment Guarantee Programme from the perspective of the beneficiaries.

#### 5.1 METHODOLOGY

The methodology of the study involves the collection and analysis of primary data, which were collected through sample survey of 60 beneficiaries of the scheme. Secondary data were collected from the documents and records kept by the Adat Grama Panchayat. Statistical tools such as satisfaction index and percentage analysis are used for the purpose of analyzing the data.

The major findings of the study is summarised below.

#### 5.2 SOCIO-ECONOMIC PROFILE OF THE RESPONDENTS

1. All the respondents fall under the age group of 41-60 years and 21-40 groups.
2. 60 percent of the beneficiaries belong to the SC community. There were no ST families in the Adat Grama Panchayat.
3. Out of the 60 respondents, 80 percent were women, and they are members in the Self Help Groups.
4. The housing details of the beneficiaries revealed that, out of 60 respondents 39 (65 percent) live in self constructed houses. Fifteen percent of the respondents live in houses provided by Government under the Indira Awasz Yojana scheme.

5. The houses of respondents were fully electrified and have sanitation facilities.
6. For drinking water 51.67 percent of the respondents depend on their own well.
7. Family income revealed that, two thirds of the sample households have a monthly income of less than Rs. 3000 indicating prevalence of poverty.
8. The expenditure pattern shows that, half of these households spent more than Rs.3000. A comparison of households income and expenditure pattern revealed that, in general income is insufficient to meet the expenditure.
9. All the respondents possess Electric Fan, 86.67 percent own Television sets and 60 percent have LPG connection.
10. All the sample households have bank accounts.
11. Among 60 respondents only 20 percent of the respondents have availed the bank loans.
12. 20% of the sample households have migrating members. Of this only 16.67 percent of migration is for seeking employment and 83 percent of migration is an account of education of children and other causes. Duration of migration was more than 12 months in 75 percent of the cases.
13. All the sample beneficiaries participate in Grama Sabha and activities of cooperatives.
14. There exist only women SHG in the Panchayat.

From the socio-economic profile of the respondents it is clear that even though the respondents were educated, they were from lower strata of the society. The financial condition of the respondents was poor.

### **5.3 EVALUATION OF MGNREG SCHEME IN ADAT GRAMA**

#### **PANCHAYAT.**

##### a) Awareness of MGNREG Scheme

1. It is found that 80 percent of the sample household members got the information on MGNREGS through SHG. All the women beneficiaries are members in SHG and there are no SHG for men in Adat Grama Panchayat.

2. All the respondents are aware of the various aspects like number of work days per household, minimum wage provision, equality of wage for men and women, compensation for delayed payments etc.

b) Registration

1. All the beneficiaries received the job card within 15 days of application without spending money and no difficulty is experienced in getting registration.

c) Employment details of respondents

1. All the sample households participate in Grama Sabha and its discussions on MGNREGS.
2. All the sample households were provided 100 days of employment during the Year 2010-11.
3. 28.33 percent of them had taken work in horticulture plantations, 23.33 Percent on irrigation work, 23.33 percent on land preparation and 25 percent in cleaning of canals.
4. 90 percent of the respondents carried out their work within walkable distance.
5. Total work time including lunch and tea break is 8 hour.
6. All worksite facilities like first aid, provision of tools, toilet facilities and drinking water were available in the worksite.
7. More than half of the respondents used their own implements for which they were not paid any rent under the scheme.
8. The survey revealed that 80 percent of the total respondents, that is, all the women respondents experienced some difficulties in toilet facilities, though the officials did whatever was possible.

d) Wage details

1. The wage under MGNREGS was less than the prevailing wage in the area.
2. 40 percent of the respondents preferred MGNREG Scheme because of safety and 30 percent due to nearness of work place.
3. All of the respondents were paid full wages as per the scheme through the bank.

### 5.3 IMPACT OF MGNREG SCHEME

#### a) Effects of MGNREG Scheme.

1. 68.33 percent of the respondents have utilize their wage from MGNRGA for purchasing food items.
2. The intensity of migration have decreased after the introduction of the scheme. Lack of availability of work is only a minor reason for migration.
3. The changes that took place in the Panchayat after introduction of the scheme were analysed based on factors like maintenance of roads, renovation of irrigation canals, rain water harvesting etc. The study revealed that, the scheme has resulted in moderate changes in the Panchayat.

#### b) Level of satisfaction

1. All the sample respondents are satisfied to a 'good extent' on implementation of the scheme in the Adat Grama Panchayat. All the characteristics used for measuring overall satisfaction level are rated good.

### 5.4 SUGGESTIONS

- 100 days of employment per adult member of rural household should be guaranteed instead of 100 days per rural household. This will improve the income level of households to a considerable extend.
- The working hours should be modified keeping in view the difficulties expressed by the women.
- The panchayats should provide tools and implements required by the labourers. They should be user-friendly and should be maintained well and be kept in a state of efficiency. As the scheme envisages provision of tools and implements necessary for work, rent may be paid for owned tools used by the beneficiaries.
- Though NREGA is labour-intensive work with emphasis on physical labour, certain items of work like water and soil conservation require skilled labourers. Provision should be made to employ skilled labourers also,

wherever necessary. This may necessitate payment of higher wages to such labourers.

- Minimum wages, especially in a state like Kerala, need to be revised upward. Men's participation is restricted due to low wages under NREGA. Land improvement and soil conservation works in private agricultural lands and construction of farm ponds in the lands of small farmers may be taken up in the larger interests of enhancing agricultural production in various regions. Such kinds of work may be taken up with matching financial contributions of the land owners.

## **5.5 CONCLUSION**

The study indicates that the scheme has its impact on the income level, expenditure pattern, savings, migration, acquisition of assets, status of women and the social relationship. The scheme has also brought in benefits to the households as well as to the community. Present study may be considered to be a pilot study, and generalization of findings requires further studies covering more areas.

\* \* \* \* \*



---

---

*Bibliography*

---

---

## BIBLIOGRAPHY

### **BOOKS**

Walter, C..Neale (1990) "Developing Rural India", Allied Publication Limited, New Delhi.

Chirley, A. While (1999) "The art of facilitating participation", Sage publications India Limited.

Verma, S.B. and Sankaran, P.N. (2006) "Rural based Development Strategies, published by Deep and Deep Publications private limited, New Delhi.

### **JOURNALS**

Mohinder Singh and Vijay Kumar" Implementation of NREGS in Haryana"Journal of Kurukshetra (vol 57, no.8, p.31-32)2009.

Mamidipally Rajanna and Gundeti Ramesh (2009) "NREGP-facet of inclusive growth: A study of Karimanagar Distt.In Andhra Pradesh". Journal of Kurukshetra (vol 57, no.4,) Feb 2009.

Shankar Chatterjee "Rural Employment Programmes: Fuelling Development of Indian economy". Journal of Kurukshetra (vol 57, no.12)Oct 2009.

Pattanaik, B.K. "National Rural Employment Guarantee Scheme: Some preliminary findings from Hoshiarpur District "Journal of Kurukshetra (vol 57, no.6) April 2009.

Raj Kumar Siwach and Sunil Kumar "Implementing NREGAS in Haryana: A case study of social audit". Journal of Kurukshetra 2009.

### **WEBSITE**

[www.ari.nic.in/nrega.htm](http://www.ari.nic.in/nrega.htm)

[www.indiabudget.nic.in](http://www.indiabudget.nic.in)

[www.economicstimes.indiatimes.com](http://www.economicstimes.indiatimes.com)

[www.nabard.org](http://www.nabard.org)

[www.keralaplanningboard.org](http://www.keralaplanningboard.org)

**IMPACT OF MAHATMA GANDHI NATIONAL RURAL  
EMPLOYMENT GUARANTEE PROGRAMME: A CASE STUDY  
OF ADAT GRAMA PANCHAYAT.**

**By**  
**SRUTHY JOHNY**  
**(2007 – 05 – 132)**

**ABSTRACT OF THE PROJECT REPORT**

Submitted in partial fulfillment of the  
requirement for the degree of

**Bachelor of Science (Hons.) in Co-operation & Banking**  
**Faculty of Agriculture**



**COLLEGE OF CO-OPERATION, BANKING & MANAGEMENT**  
**KERALA AGRICULTURAL UNIVERSITY**  
**VELLANIKKARA, THRISSUR – 680 656**  
**KERALA, INDIA**

**2011**

## **ABSTRACT**

The study entitled “Impact of Mahatma Gandhi National Rural Employment Guarantee Programme: A case study of Adat Grama Panchayat” was conducted to analyse the effectiveness of MGNREGA from the perspective of the beneficiaries.

The study was based on primary and secondary data. The secondary data were collected from various journals, reports, publications, and internet and from the Block Panchayat. The primary data were collected from 60 beneficiaries who had employed under the scheme in the year 2010-11 through a pre-structured questionnaire.

The MGNREGA in Adat Grama Panchayat was very effective and the scheme has its impact on the income level, expenditure pattern, savings, migration, acquisition of assets, status of women and social relationship. The scheme has also brought in benefits to the households as well as to the community. The respondents have rated the functioning of the scheme with reference to selected variables as ‘ good’ which is a sign of good work done by the various functionaries of the scheme.

\* \* \* \* \*

---

---

*Appendix*

---

---



**KERALA AGRICULTURAL UNIVERSITY**  
**COLLEGE OF CO-OPERATION, BANKING & MANAGEMENT**  
**SURVEY SCHEDULE**

**1. IDENTIFICATION**

1. Name :  
2. Panchayat :  
3. Ward :  
4. Community SC/ST/Others :

**2. SOCIO-ECONOMIC PROFILE**

1. Age : a) Below 20 years b) 21-40years  
c) 41-60 years d) Above 60 years
2. Sex : a) Male b) Female
3. Educational status:  
a) Literate b) Lower primary level c) Upper primary  
d) Matriculation e) Graduation f) Post graduation
4. Main occupation:  
a) Farmer b) Labour  
c) Housewife d) Others
5. SHG membership: a) Yes b) No

**3. HOUSING DETAILS**

No	Description	Response
1	Ownership of house	
2	If own is it given by Govt:	
3	If rented what is the rent	
4	Type of house structure	
5	Do you have electricity connection	
6	Source of drinking water	
7	Do you have latrine in your house	

4. Monthly income      a) <3000      b) 3000-5000      c) 6000-9000      d) >9000
5. Monthly expenditure      a) <3000      b) 3000-5000      c) 6000-9000      d) >9000

## 6. ASSET

No	Asset	Yes/No	No	Asset	Yes/No
1	LPG connection		6	Cell phone	
2	Television		7	Cycle	
3	Fan		8	Two wheeler	
4	Air condition		9	Three wheeler	
5	Personal computer		10	Other(Grinder, Mixi)	

## 7. LOANS

- Do you or your family member have an account in any bank?
  - Yes
  - No
- Have you taken any loan in last one year?
  - Yes
  - No
- If yes, Amount taken
  - <5000
  - 5000-10000
  - 10000-50000
  - >50000

## 8. MIGRATION

- Has any member of the family migrated
  - Yes
  - No
- If yes how many member
  - <2
  - 2-4
  - >4
- Reason
  - Seeking employment
  - Better wage
  - Better amenities,
  - Children education
  - Others
- for what duration
  - <4months
  - 4-6month
  - 6-12months
  - >12months
- Where do they migrate normaly
  - Near place
  - Near district
  - Near state
  - Others

## 9. SOCIAL PARTICIPATION OF THE MEMBERS

- Local Panchayat





2. If yes, was there any discussion on any matters related to MGNREGA
  - a) Yes
  - b) No
3. What was the time lag between date of application and the Provision of employment
  - a) <15days
  - b) 15-30days
  - c) 1-3month
  - d) >3month
4. Was there any delay beyond 15days in getting employment
  - a) Yes
  - b) No
5. If yes, were you given unemployment allowance
  - a) Yes
  - b) No
6. If yes what is the amount received
  - a) <100Rs
  - b) 100-150Rs
  - c) 150-200Rs
  - d) >200Rs
7. How many days have you got employed
  - a) < 80 days
  - b) >80 days<100 days
  - c) <100 days
8. Specify the various items of work in which you participated
  - a) Horticulture plantation
  - b) Irrigation work
  - c) Land preparation
  - d) Cleaning of canals
9. What is the distance from the residence to the place of work
  - a) <1km
  - b) 1-2km
  - c) 2-5km
  - d) >5km
10. Where you given TA if the worksite was beyond the distance of 5km
  - a) Yes
  - b) No
11. If yes, what was the TA received
  - a) <50Rs
  - b) 50-100Rs
  - c) 00-200Rs
  - d) >200Rs
12. What is the mode of transport used by you to reach the place of work
  - a) On foot
  - b) Bicycle
  - c) Bus
  - d) Others
13. What is the transport cost incurred
  - a) <5rs
  - b) 5-10rs
  - c) 10-20rs
  - d) >20rs
14. Who bore the transport cost
  - a) My self
  - b) Panchayat
15. What is the working hour
  - a) <4
  - b) 4-6
  - c) 6-8
  - d) >8
16. What are the facilities made available at the worksite
  - a) First-aid
  - b) Tool supply
  - c) Shade and drinking water
  - d) All the above
17. Are they adequate
  - a) Yes
  - b) No
18. If no what more facilities are required?
  - a) Toilet facility
  - b) Sharpened tools
19. How would you rate the quality of the work executed?
  - a) Very good
  - b) Good
  - c) Average
  - c) Poor
  - d) Very poor
20. Who provides the tools for the work in the worksite?

- a) Panchayath
  - b) Self
  - c) Kudumbasree
  - d) Others
21. If "self", are the tools of your own or hired?
- a) Yes
  - b) No
22. If "hired" is the rent paid to you for the tools is in time
- a) Yes
  - b) No
23. Have you faced any problem in worksite?
- a) Yes
  - b) No
24. If yes give details
- a) Poor tools
  - b) Adequate toilet facility
  - c) Snake bite
  - d) Others

### 13. WAGE

1. What is the minimum wage rate fixed in your area?
- a) <200
  - b) 200-300
  - c) 300-400
  - d) >400
2. What is the wage earned by you under the scheme
- a) <100
  - b) 150
  - c) >150
3. If minimum wage is more why you prefer MGNREGA?
- a) Safety
  - b) Insurance
  - c) Within area
  - d) Other
4. How is your wage paid?
- a) Direct cash payment
  - b) Bank
  - c) Panchayat office
  - d) Post office
5. If the wage is paid through bank/post office, was there any problem in withdrawing the cash from the bank/post office
- a) Yes
  - b) No
6. If yes specify the problem
- a) Lack of staff
  - b) Lack of monitoring by Panchayat
  - c) Delay in providing muster rolls
  - d) Others
7. Were you able to get the wage in full
- a) Yes
  - b) No

### 14. EFFECTS OF MGNREGA

1. What according to you are the benefits of MGNREGA to your family
- a) Acquisition of assets
  - b) Better facilities for children's education
  - c) Purchase of more food grain
  - d) Others(Purchase of medicines)
2. What are the changes that the scheme has brought into your Panchayat rank in order
- a) Maintenance of road
  - b) Renovation of irrigation canals
  - c) Rain water harvesting
  - d) Improving road connectivity
3. Did you migrate to other areas in search of job before the introduction of the scheme
- a) Yes
  - b) No
4. If yes what is the level and intensity of migration after the introduction of the scheme?
- a) Yes
  - b) No

## 15. PERFORMANCE OF THE MGNREGA

Given below are the key criteria to the functions of MGNREGA. Rate them on a five point Scale.

No	Criteria	V.good	Good	Satisfactory	Poor	V.poor
1	Process of registration					
2	Issue of job cards					
3	Selection of works					
4	Supervision at the worksite					
5	Facilities at the worksite					
6	Mode of distribution of wages					
7	Transparency					
8	Participation of people					
9	Benefits occurred to the Panchayat					
10	Benefits occurred to the households					



173965