

MGNREGA –AN APPRAISAL OF PERFORMANCE with reference to Bangalore district.

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Abstract: MGNREGA scheme named after Mahatma Gandhi in the year 2009, provides a legal guarantee for one hundred days of employment in every financial year to adult members of any rural household willing to do public work as well as work related to unskilled manual work with a minimum assured wage. The act saw its implementation in Karnataka since 2006 covering districts of the state. The objective of this act is to ensure minimum livelihood and food security by providing work for the rural population who don't have work during the lean period of agriculture sector thereby acting as an additional source of wage employment aiming to eradicate poverty and unemployment. This paper concentrated on to study the performance and progress of MNREGA in Bangalore district. The aim is to focus on to study employment generation in Bangalore district and to analyses the constraints and to suggest remedial measure for improvement of the MNREGA in Bangalore district.

Keywords: MGNREGA, Features, Employment, Expenditure, Performance.

Introduction:

MGNREGA- Mahatma Gandhi National Rural Employment Guarantee Act is the biggest poverty alleviation programme in the world providing work to rural households. Its main objective is to enhance livelihood and food security to the rural poor by giving 100 days of guaranteed employment to adult members of the family who are interested to participate in the unskilled manual work in a financial year. MGNREGA started in three phases, first in 2006 covering 200 districts, second phase in 2007-08 covering another 130 districts and in the third and final phase the remaining all the districts have been notified under NREGA. Thus the whole nation was brought under the purview of MGNREGA with the exception of the districts which are having hundred per cent urban population. In 2nd October 2009 NREGA has been renamed Mahatma Gandhi.

Table 1 – Stages of MNREGA in India

Introduction of the Scheme	2005, August 25th
I stage	Started Functioning in 200 most backward districts from 2nd February
II stage	Extended to 130 more districts in April 2007
III stage	Extended to whole country from April 1, 2008
IV stage	Started paying wages through banks/ post offices from October 2008
V stage	MOU with postal department has been signed from February 2009
Final stage	NREGA has been renamed as MGNREGA with effect from 2nd October 2009

Sources- compiled from journals and newspaper.

MNREGA as seen the introduction of SMS service on December 2010, compulsory report of daily expenditure on April 20th, 2011, adding workers mobile number in the data on July 5th, 2013 and the seeding of Aadhaar under Aadhaar [Targeted Delivery of financial and other subsidies, benefits and services] Act 2016.

Objectives of MNGREGA: Every act comes with a set of goals to be achieved. MNGREGA was enacted with a well defined aims and goals which include-

- Social protection for the rural people by providing employment opportunities to them.
- Empowerment of women, SCs and STs.
- To have efficient Flood Management and Drought-proofing in rural India.
- To strengthen decentralization process.
- To strengthen democracy at the grass-roots level.
- To provide greater transparency and accountability in governance.

Salient features of the act:

1. Adult members of a rural household, willing to do unskilled manual work, may apply for registration in writing or orally to the local gram panchayat.

2. The gram panchayat after due verification will issue a job card which will bear the photograph of all adult members of the household willing to work and it is issued free of cost.
3. The job card should be issued within 15 days of application.
4. The job card holder may submit a written application for employment to the gram panchayat, stating the time, duration for which work is sought. The minimum days of employment have to be at least fourteen days.
5. Employment will be given within 15 days of application of work.
6. Work should be provided within 5 km radius of the village. In case work is provided beyond 5 km, extra wages of 10% are payable to meet additional transportation and living expenses.
7. Wages are to be paid according to the minimum wages act.
8. Disbursement of wages has to be done on weekly basis and not beyond a fortnight in any case.
9. At least 1/3rd beneficiaries shall be women.
10. Work site facilities have to be provided.
11. Permissible works to be undertaken.
12. Social audit has to be done by the Gram sabha.
13. All accounts and records of the scheme should be available for public scrutiny.

Source: *Mahatma Gandhi National Rural Employment Guarantee Act*

Literature review: MGNREGA has attracted a more of academic interest because of its nature, size and its implications for rural India. Literature on MNREGA helped in understanding the entire process of its planning, implementation related issues.

‘MGNREGA-Provisions, implementation and performance’ by S.M.Javed Aktar focuses on MNREGA as a tool for ecological regeneration, technological innovations for good governance of Mnrega.

‘Community Governance in India- Good Practices in MNREGA’ by Kush Varma and Poonam Singh, identifies the practical working of MGNREGA and process of good practices in MNREGA.

‘An Economic Impact of MNREGA’ by Harish BJ and Nagaraj, evaluates the impact of MNREGA on income generation and labour supply in agriculture. Analysis revealed that gender, family size and education are the dominating factors influencing the workers under the programme.

“Performance of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA): An overview” By Prasad explores the current status of MGNREGA, review the performance of MGNREGA and to explain the funding pattern of MGNREGA. The study concludes that MGNREGA serves as an effective safety net for the unemployed especially during famine and drought.

Harish, Nagaraj, Chengappa and Basavaraj (2011) have conducted a study on *“Impacts and Implications of MGNREGA on Labour Supply and Income Generation for Agriculture in Central Dry Zone of Karnataka”*. The study evaluates the impact of MGNREGA on employment, income and savings of the MGNREGA workers, and analyzes the impact of MGNREGA wages on labour availability for agriculture and on workers’ gender and age. The outcome of the study indicates that the MGNREGA programme often poses the problem of labour scarcity for some of the agricultural operations linked to market wage rates.

Kadrolkar (2012) has analyzed that the ‘Mahatma Gandhi National Rural Employment Guarantees Act’ (MGNREGA) In Karnataka”. The aim of the study was to study the socioeconomic background of the beneficiaries of the act, the perceptions of the beneficiaries about the act and to find out the lacunas in the implementation of the act and to offer suggestions for policy implications. The study suggested that job should be provided to all job card holders.

‘Impact of MGNREGA on rural poverty’ by Manoj Kumar Bagoria identifies the impact of MGNREGA scheme on the reducing in rural poverty and rural migration. The aim of this study was to examine the unpaid work. This book aims at assessing the impact of substituting portions of unpaid work and reduces in rural migration work by employment guarantee scheme.

‘MNREGA SUCCESS OR FAILURE-’ by Dr.Moitri Dey concentrates on the research study conducted in Rajasthan addressing the issue of effectiveness of the act, limitations of the act and its implementation.

On the basis of issues and arguments these literatures can be divided into two areas of thought: Firstly, it focuses on the implications of MGNREGA as an act providing rural employment. Secondly, it discusses the implications of MNREGA as a lender of the last resort of employment. As far as literature on Bangalore, Karnataka MGNREGA is concerned it is quite scanty and inadequate. However, the present study makes an attempt to fill the existing gap in the review of literature by conducting a study on the working of MNREGA in Bangalore district, Karnataka.

Objectives of the study:

- ❖ To study the performance and progress of MGNREGA in Bangalore district, Karnataka.
- ❖ To study the number of employment generated in Bangalore.
- ❖ To analyses the constraints and to suggest remedial measure for improves the MNREGA in Bangalore district.

Methodology:

The study is based on secondary source of data such as books, records, Government documents, journals, magazines and official records of Ministry of Rural Development and Panchayat Raj, Government of Karnataka and Government of India, websites.

Bangalore, the capital city of Karnataka, comprising of a population of more than 10 million, makes it a mega city and the third most populous city. Bangalore district comprises of four blocks which includes Anekal, Bangalore East, Bangalore North, and Bangalore south. Anekal comprises of 28 panchayat comprising of 278 villages, While Bangalore East comprises of 11 panchayat with 63 villages. On the other hand Bangalore north comprises of 39 panchayat with 285 villages and Bangalore south comprises of 18 panchayat with 186 villages in nutshell.

Table.2- MASTER DATA of Bangalore district [STATE OF KARNATAKA]

Sl.no	Block	No of panchayat	No of villages
1	Anekal	28	278
2	Bangalore east	11	63
3	Bangalore north	39	285
4	Bangalore south	18	186
	TOTAL	96	812

Sources- MNREGAWEB2.NIC.IN

PERFORMANCE AND PROGRESS OF MNREGA IN BANGALORE

Performance and Progress of MNREGA in Bangalore can be studied under the following headings

- Work task taken up and completed percentage for the financial years 2015-16, 2016-17 and 2017-18.
- Number of employment generated in Bangalore.
- Constraints and remedial measures for improvement.

1. Work task taken up and completed percentage for the financial year 2015-16 and 2016-17

TABLE-3
BANGALORE DISTRICT

Block	NO OF WORKS STARTED 2015-16	WORKS COMPLETED 2015-16	WORK COMPLETION RATE 2015-16	NO OF WORKS STARTED 2016-17	WORKS COMPLETED 2016-17	WORK COMPLETION RATE 2016-17
ANEKAL	6133	5799	94.55%	1208	324	26.82%
BENGALURU EAST	847	806	95.16%	546	277	50.73%
BENGALURU NORTH	4238	4085	96.39%	1381	730	52.86%
BENGALURU SOUTH	2756	2570	93.25%	380	65	17.11%
TOTAL	13974	13260	94.89%	3515	1396	39.72%

Sources- MNREGAWEB2.NIC.IN

Work task taken up and completed percentage for the financial year 2017-18 and 2018-19

TABLE-4
BANGALORE DISTRICT

Block	NO OF WORKS STARTED 2017-18	WORKS COMPLETED 2017-18	WORK COMPLETION RATE 2017-18	NO OF WORKS STARTED 2018-19	WORKS yet to be completed 2018-19	WORK COMPLETION RATE 2018-19
ANEKAL	925	74	8%	16	16	-
BENGALURU EAST	213	36	16.9%	1	1	-
BENGALURU NORTH	853	127	14.89%	38	38	-
BENGALURU SOUTH	268	1	0.37%	0	0	-
TOTAL	2259	238	10.54%	55	55	-

Sources- MNREGAWEB2.NIC.IN

A comparative study of the table of the work task taken up and completed from 2015 to 2018 reflects the following characteristics. The number of work task taken drastically reduced between 2015-16 and 2016-17. Again one can find the task reduction in 2017-18 too. The work completion rate showed a positive sign in 2015-16 [94%] however it came down to 39.72% in 2016-17 and to 10.54% in 2017-18 thereby raising the question to what extent MNREGA is successful as a render of job resort as a last resort?

While proximity to Bangalore and its city life as resulted in workers opting for better pay and better job - an important reason for poor enthusiasm of MNREGA. Moreover, introduction of Electronic Fund Management System (EFMS), which transfers wages directly to the workers' account without intervention of middlemen, had resulted in nobody "taking the initiative" to mobilize people.

2. Number of Employment generated through MGNREGA in Bangalore.

TABLE-5 Period Wise Employment Provided For Financial Year 2016-2017,2017-18 and 2018-19 till date
State: KARNATAKA District: BENGALURU

year	Total attendance between 1-14 days/ house hold employed	Total attendance between 15-30 days/ house hold employed	Total attendance between 31-40 days/house hold employed	Total attendance between 41-50 days/house hold employed
2016-2017	860	1369	276	234
2017-2018	392	1149	331	312
2018-2019	088	048	09	02

year	Total attendance between 51-60 days/ house hold employed	Total attendance between 61-70 days/ house hold employed	Total attendance between 71-90 days/house hold employed	Total attendance between 91-100 days/house hold employed
2016-2017	446	426	568	27
2017-2018	430	564	680	14
2018-2019	01	-	-	-

Sources- MNREGAWEB2.NIC.IN

An analytical study of number of employment generated through MGNREGA in Bangalore clearly indicates the changing scenario of people towards the job offered under MGNREG scheme.

3. Constraints:

Study clearly reveals that inordinate delay in payment of wages continues to be major constraints in its implementation followed by lack of proper medical facilities near the work site and unemployment allowance not provided in case of delay in job. Another constrains that is seen common is the issue of fake muster rolls and bills being generated. Moreover one can see the so-called elite groups within the workers try to capture most of job cards thus raising question whether MNREGA reaches the needy.

FINDINGS OF STUDY

Major findings of the study in Bangalore reflect the following:

1. The study concentrated on the data of 3 financial years pertaining to Bangalore district, Karnataka state.
2. The job cards issued as on 2018 is 42655 while the active cards are 12001. The number of job cards verified 35624 and active cards are 10754.
3. MNREGA focuses on capital assets more than employment.
4. From 2009 onwards online data entry in MIS is carried at Gram panchayat level.
5. Electronic fund management system (eFMS) has been launched all the districts in Karnataka including Bangalore district for both unskilled wages and material payments.
6. The number of work task taken and completed is declining indicating lesser interest of the people to accept MNREGA.
7. Where ever market wage rates are higher, Implementation of MNREGA suffered.

Suggestions:

1. Though the programme is said to be demand driven, actually labourers are not volunteering to participate in NREGA works- Hence there is a need for better motivation.
2. Administrative capacities for implementation and monitoring should be improved.
3. Greater public awareness of rights and rules of the scheme is essential for better implementation.
4. Reform efforts for MGNREGA work on both aspects- a stronger, more capable, local administration, plus more effective participation by civil society.
5. Better wage rate to prevent migration of jobs.
6. Basic computer and technical knowhow for the workers.
7. Incentives for proper completion of work within time framework.

Conclusion:

Successful implementation of the MGNREGA depends on the commitment of the government, civil society, and the stake holders. It is important that MGNREGA is treated as an exercise in empowering the poor rural mass and to help them to get out of poverty ridden society and to share the benefits of development.

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