

Abstract:-

The Rural works Programme was started in 1970-71 as an employment oriented programme and its most prominent feature was its labour intensive character, covering, activities such as soil conservation, afforestation, road construction and provision of irrigation facilities.

We have a long history and experience in implementing wage employment programmes. Beginning with Jawahar Rozgar Yojna in 1989, the outreach of these programme increased in the period 1989 to 2001 ultimately culminating in Mahatma Gandhi National Rural employment Guarantee Programme. The significance of MNREGA lies in the fact that it creates a right based frame work for wage employment programmes and makes the government legally bound to provide employment to those who seek it.



AN APPRAISAL OF MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE PROGRAMME: A CASE STUDY OF TRIBAL BLOCK – (NARHARPUR)

Starting with 200 districts across the country in phase-1 during 2005-06, MNREGA was extended to additional 130 districts in Phase-II during 2007-08. From April 2008 onwards the Act will cover the whole of rural India.

The experience with MNREGA so far suggests that it is one of the main planks of rapid poverty reduction in Eleventh Five Year plan.

An attempt has made to explore the anomalies of MNREGA in grass root level viz. guarantee of one hundred days of job works who have fulfilled the optimum level. Further the most disappointing factor which is passively in tribal areas is delayed payment. The provision of wage payments have arranged within 15 days, but practically it is failed.

Keywords:

Rural Employment, MNREGA, Tribal beneficiaries, Narharpur(C.G).



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INTRODUCTION

Mahatma Gandhi National Rural Employment Guarantee Act, 2005 came in to force in National areas on 2nd February, 2006 as an act to provide for the enhance the livelihood security of the households in rural areas of the country by providing at least one hundred days of guaranteed wage employment in every financial year (except monsoon periods) to every house hold whose adult member volunteer to do unskilled manual work.

An exercise of the powers conferred by Sub section(3) of section 1 of the MNREGA Act 2005(42 of 2005), the central Government hereby appoints the 2nd day of February, 2006, as the date on which the said Act shall come into force in Chhattisgarh state as specified in the scheduled given below:

- (1)Bastar
- (2)Bilaspur
- (3)Dantewada
- (4)Dhamtari
- (5)Jashpur
- (6)Kanker
- (7)Kawardha
- (8)Koriya
- (9)Raigarh
- (10)Rajnandgaon

By the end of 31st March 2007, the total allocation of fund was Rs.84104.28 Lacs. The share of central government to the state was of Rs. 5777.04 Lacs (83.55 percent). During the year 2006-07 the total expenditure on the scheme account for 79.52 percent in 2013-14, near about 26.37 lacs households were benefitted.

100 days performance

MNREGA enjoin the State to provide a guarantee of employment for 100 days every year to each rural household that demands work. The achievement of MNREGA in the state of Chhattisgarh is insignificant.

- (1)In 2006-07 barely 10.36 percent rural household were provided 100 days wage employment.
- (2)In March 2009, the performance as recorded in the state was 11.08 percent.
- (3)During the year 2010-11 the achievement of 100 days casual employment was 7.93 percent and
- (4)By the end of financial year 2013-14, 3,46,368 rural households in the state were provided 100 days employment which was 27.01 percent to 12,82,202 households.

2.Review of literature

(1)Mid-Term Appraisal of 11th Plan.

The national average intensity of work was 48 days. As many as 14 states fall below the national average. Only 14 percent worker households completed 100 days of work.

(2)India, 2013, Publication Division M/o Information and Publicity, Govt. of India

Per household intensity of employment in the country was-

43 days	2006-07
42 days	2007-08
48 days	2008-09
54 days	2009-10
47 days	2010-11
25.88 days	2011-12(up to September 2011)

(3)Social Development Report-2010, Council for social development, Oxford University Press New Delhi-2011

A most disappointing fact is that the employment guarantee is to be provided to rural households and not to individuals.

3. RESEARCH METHODOLOGY

3.1 Objective of the study

- (i) To study one hundred job works to each household.
- (ii) Payment of labour job works within 15 days.
- (iii) Monitoring the implementation of this Act.
- (iv) Performance of MNREGA in Tribal areas.

3.2 Data Collection

For primary data from tribal participants, one single year i.e. 2013 have been earmarked.

Village Selection

Four Villages from Naraharpur block of Kanker district of Chhattisgarh has been selected with the consultation of C.E.O. Naraharpur Block.

Rural/Tribal Participants.

100 tribal participants were selected on the basis of list provided by Surpunchas through simple random survey method.

3.3 Limitations:

Present field work is restricted to one single block of Kanker district of Chhattisgarh.

3.4 Hypothesis

- (1) The achievements of MNREGA in Kanker district are very poor and insignificant.
- (2) Delayed payments are causal to poor achievements of participants and 100 days fulfillments are below the expectations.

4. OBSERVATIONS

4.1 Social Background

In tribal society, socio and cultural barriers are as much as higher rather than economic affairs. In 21st Century, they are religious, orthodox and conservative. However, constitutional safeguard i.e. reservation is being continued since first five year plan and now extended by January 2020.

Our field data from selected four villages from Naraharpur block revealed that 87.29 percent surveyed tribal were illiterate barely 9.62 percent were having educational standard up to primary and rest of them were educated up to middle standard.

Table.1. Achievement of beneficiaries of MNREGA-2013

No.	Particulars	Sample Villages			
		Amoda	Choriya	Jangaon	Basanwahi
1	Registered SC	58	11	5	16
2	Registered ST	283	442	336	524
3	Others	133	96	144	175
	Total	474	549	485	715
Provided Employment –No of days					
4	SC	1186	119	48	62
	Per Household	3.20	10.81	9.6	3.87
5	ST	5908	2790	11197	5212
	Per Household	20.87	6.31	33.32	9.94
6	Others	1912	737	4585	1869
	Per Household	14.37	7.67	31.84	10.68

Sources: Surpunchas-Respective sample Villages of Naraharpur Block

It is revealed from the table.1 that four villages were selected from the block viz: Amoda, Choriya, Jamgaon and Basanwahi. Each Village has mentioned full records as per provisions of Act-2005.

The registered numbers of households are scheduled castes, scheduled tribes and others. Above same the tribal villages have registered a large number of STs. whereas the sizes of SC populations are comparatively lower than STs. Results thereby SCs participants are smaller. The largest households being 715 registered was in Basanwahi and lowest 474 participants were registered jobless households in Amoda village.

With regards to performance of MNREGA in sample villages, unskilled job works available to SCs were 1186 in Amoda, 119 in Choriya, 48 days in Jamgaon and 62days in Basanwahi. Thus per day employment calculated for SCs were 3.20 days in Amoda, 10.81 days in Churiya, 9.6 days in Jamgaon and lowest being 3.87 days in Basanwahi.

Per day employment was provided to STs in Amoda village was 20.87 days, 6.31 days in Choriya village, 33.32 days in Jamugaon and 9.44 days in Basanwahi.

Being a demand based programme, number of employment to any households could not possible as laid down MNREGA Act 2005. Hundred days held employment was registered being one and two households in Choriya and Jamgaon respectively.

The severe shortcomings of MNREGA across the state with regards to expectations and outcomes lead us to ask this question: Is the MNREGA a case of faulty design or a faulty implementation etc?

A major reason for poor performance of MNREGA in four selected villages is delayed payments to tribal beneficiaries and little awareness about the development schemes etc.

4.2 Experiences from field data:

The impact of MNREGA is based on primary data collected from four sample village.

Table.2
Participation of Sample Beneficiaries-2013

S.No.	Samples	Sample Beneficiaries			
		Amoda	Choriya	Jamgaon	Basanwahi
1	No. of Samples	25	25	25	25
2	Job Card Holders (Percent)	19 76.0	21 84.0	14 56.0	16 64.0
3	Provided Employment Days	17	19	10	14
4	Days of Job works	188	269	142	133
5	Per Household	11.05	14.15	14.2	9.5
6	100 days completed H.H.	0	1	1	2
7	Payment Scheduled				
	(i) Between 15-30 days	10	8	6	10
	(ii) 30-60 days	3	5	2	3
	(iii) 60-90 days	2	4	1	1
	(iv) Above 90 days	2	2	1	0

Source: Information Collected from sample villages

On an average less than 15 days wage employment were provided to sample beneficiaries of Narharpur block during 2013. Barely four sample tribal participation from three villages viz. Choriya(1), Jamgaon(1) and Basanwahi(2) were lucky to complete 100 days guarantee period as per provisions of MNREGA Act 2005.

4.3 Delays in Payments

Delays in wage payments have emerged as most frequent heard complaint under MNREGA across the country. According to Provisions of Act.2005, labour/wage payments have not been made even after 90 days and participants are rarely being paid compensation for the delay.

The payment of the participants in Chhattisgarh is worse. As per collected data from panchayats and social welfare department, Govt. of Chhattisgarh during financial year 2013-14 a total wage payment of Rs.80146.33 lacs has distributed through the 10720189 muster-rolls. The break-up of wage payments represent the periods i.e. 15-30 days, 30-60 days, 60-90 days and above 90 days.

In Kanker district, during 2013-14 the following payments were arranged in all the 6 blocks.

Table.3
Block-Wise delayed Payments- Kanker District 2013-14.

S. No	Block	Delayed payments- Break-up of Periods							
		15-30 days		30-60 days		60-90 days		Total	
		M.R No	Payments(Rs. In lakhs)	M.R.	Payments (Rs. In lakhs)	M.R	Payments (Rs. In lakhs)	M.R	Payments (Rs. In lakhs)
1	B.P.Pur	3800	30.43	492	3.91	428	3.39	4720	37.72
2	Charama	1509	12.2	4070	30.64	294	2.58	5873	45.42
3	Durgkondal	104	0.9	0	0	0	0	104	0.9
4	Kanker	13652	43.7	2916	23.81	162	1.4	16730	138.91
5	Koelibeda	35	0.32	306	2.76	344	3.11	685	6.2
6	Narharpur	606	5.42	568	5.04	0	0	1174	10.46
	Total	19706	162.87	8352	66.16	1228	10.48	29286	239.61

Source: Kanker District Gramin Vikas & Gram Panchayats, C.G. Govt. 2013-14.

There is a provision made under MNREGA Act 2005 that wage payments have to be arranged either weekly or fortnightly as the case may be delay payments are common in the state. The major reason for the delays is that measurement of work is not being done at time. Further, the procedures of wage payments are very clumsy. The counter-signed by Job- supervisors, secretary of Gram panchayats, Surpanch and Chief executive officers are not made in time due to various administrative works.

It is revealed from table.3 that largest number of muster rolls in Kanker was 16730 through which wage payments Rs.138.91 lacs were arranged between 15 to 90 days expiry. Whereas lowest being 104 MR and barely Rs.90000 payments are made to participants in Durgkondal tribal block.

In Kanker district during 2013-14, the total number of MR was 29,286 through which Rs.239.61 lacs were made to MNREGA participants.

Delayed Payments was highest between the break-up of 15 to 30 days in all the blocks i.e. 19706 MR and Rs.162.87 lacs payments released. Whereas 1228 MR prepared and Rs.10.48 Lacs were released wages of beneficiaries but when 60-90 days break-up.

5.CONCLUSION

Mahatma Gandhi National Rural Employment Guarantees Act (MNREGA) has led to the largest employment programmes in India. MNREGA enjoins the state to provide a guarantee of employment for 100 days every year to each rural household that demand work.

The achievement is concerned with MNREGA it is insignificant with regard to 100 days guarantee works. As many as 15 states in this country fall below national average. The national average intensity of work was 48 days. Only 14 percent worker households completed 100 days of work.

During the initial year of implementation of MNREGA, 19354 households (19.91 percent) were provided 100 days employment in Kanker district.

In the year 2010-11(December) 3476 rural households (4.17 percent) were provided casual employment in the district.

Finally, it is said on the basis of data a most disappointing fact is that this employment guarantee is to be provided to rural households and not to individuals. The patrimonies in grass root level could be said even worse. Second monitoring activities have absolutely absent under MNREGA Act.2005; the state council has assigned the power to reviews the monitoring and redressal mechanisms from time to time and recommending improvements.

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