



PERFORMANCE OF MGNREG SCHEME IN HARYANA : A STUDY

Dr. Satish Kumar, Assistant. Professor , Department of Economics, IGU.REWARI

Dr. Dhanpat, Associate. Professor, Govt. College. Jhajjar

The Inception of the Programme in Haryana

The Article 21 of constitution of India guarantees for decent and dignified livelihood and the Article 41 bestows the 'Right to work' to citizens of India. Keeping in view the above provisions of the constitution of India, various employment programmes like 'Community Development Programme- 1952' to 'Mahatma Gandhi National Rural Employment Guarantee Scheme-2005' were started to eradicate poverty prevalent among the masses. The MGNREG programme is quite different from all earlier Employment programmes started in India. It is the very first employment programme which provides guaranteed employment on demand. If the needy households do not get employment within 15 days of demand for work, they become rightful claimant of unemployment allowance. The earlier programmes were not aimed at providing guaranteed employment to the needy people. The employment was provided on the convenience of the government. The MGNREG scheme of employment brought a radical change in the philosophy working behind the earlier employment programmes. The equation of convenience turned about from government to the beneficiaries. The provision of 'Right to Work' in Article 21 of Constitution of India became a guiding philosophy behind the 'Mahatma Gandhi National Rural Employment Guarantee Scheme. The National Rural Employment Guarantee Act was notified on 7th September 2005. The programme was started from 2nd February 2006 from Bandlapalli village of Anantpuram District of Andhra Pradesh. The programme was launched by the then Prime Minister of India, Dr. Man Mohan Singh. The programme was to be implemented in a phased manner. In the first phase the programme was started in 200 most backward districts in India. In the year 2007-08 the programme was extended to 130 more districts and from 2008 the rest of the districts were covered under this programme. The National Rural Employment Guarantee Scheme was renamed as 'Mahatma Gandhi National Rural Employment Guarantee Scheme' on 2nd October 2009. The MGNREG Scheme is a comprehensive poverty eradication programme with its primary objective of 'Strengthening the Natural Resource Management'. The droughts, denudation of forests cover and the erosion of land which are the permanent causes of poverty, are to be controlled under this programme. The scheme is oriented to make a sustainable development of the resources and of the masses.

REVIEW OF LITERATURE:

A number of studies have been conducted on the performance and the weaknesses of the programme among them many recent studies have focused on the implementation and operational details of MGNREGA, the important ones are Aiyar and Samji (2006), Bhatia and Dreze (2006), Chakraborty (2007), Comptroller and Auditor General (2008), Ambasta et al. (2008), Jha et.al. (2009), Gopal (2009), Khera and Nayak (2009), Adhikari and Bhatia (2010), Jha et al (2011), Shankar et al (2011), Dutta et al (2012) and so on. Aiyar and Samji (2006) argue for strengthening social audit in order to improve the effectiveness of MGNREGA Programme. They argue that the preceding wage employment programmes failed due to the common problems of ineffective target setting, leakages in the funds and poor quality asset creation, etc. They emphasized for a clear separation of functions among different levels of government machinery. The Gram Panchayat (GP) as well as the Zila Parishadh should be responsible for all operational and implementation activities whilst the state government should take overall monitoring and regulation of the process and performance of the programme. According to them such a system allows the GPs flexibility to respond effectively to the needs of citizens and priorities without depending on any external



authority. It also prevents tiers of government from passing responsibility of performance on to one another, as it is common in the present day system. Secondly, the citizens must play the central role in monitoring the provisions of public services. In such a system the regular flow of information would be crucial as well as will enhance the abilities of the citizens to exercise enforceability through tools such as social audits and community score cards which will play a major role in effectiveness and transparency of the programme

Liu and Barrett (2013) using 2009-10 NSS data, analyzed patterns of job-seeking, rationing, and participation in the MGNREGA. At the national level, they found that the self-targeting design of MGNREGA leads to greater rates of self-selection into the programme by poorer and Scheduled Tribe or Scheduled Caste households. However, the administrative rationing of MGNREGA jobs was not pro-poor but exhibited a sort of middle class bias. At the state level, roughly half of 27 states exhibited rationing and participation profiles that signal effective pro-poor targeting; the other half struggled to avoid high rates and regressive patterns of administrative rationing of jobs to which the poor had a legal right. They argued that households near the poverty line were more likely to receive the jobs they sought than were the poorer households, although those in the upper reaches of the expenditure distribution were least likely to secure MGNREGA jobs. They further observed that MGNREGA fares less well in reaching poor female-headed households, due both to self-selection and rationing effects. Male headed households were more likely to seek and receive MGNREGA jobs over most of the per capita expenditure distribution. According to them there was room for improvement and perhaps much to be learned from an in-depth comparative analysis of MGNREGA programme implementation across states that had demonstrated greater or lesser success in targeting the poor with job opportunities.

D. Narasimha Reddy et.al., (2014) studied the Impact of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) on Rural Labor Markets and Agriculture. There are clear evidences on the impact of MGNREGS on agriculture and labor market. The findings may be summarized into the broad stylized facts like agricultural wages have increased across the country, in which the impact of MGNREGS is considerable. The rate of increase in the female agricultural wage has been much higher than male wages, and the historically high male-female differentials in agricultural wages have declined substantially. The tightening labor market has offered better bargaining power to agricultural laborers, better treatment at the place of work, and the ability to negotiate the duration of the working day. There is clear evidence that rise in wages is one of the contributing factors, along with other rising input costs, to increasing costs of cultivation. While SC, ST, and other small marginal farmers who are also participants in the MGNREGS were not affected much, or in many cases gained considerably, the better off farmers could face the rising costs partly through mechanization. One of the salutary effects of MGNREGS on poor rural households is the drastic reduction in distress migration.

Dr. Suman Pamecha and Indu Sharma (2015) studied the Socio-Economic Impact of MGNREGA-A Study Undertaken among Beneficiaries of 20 Villages of Dungarpur District of Rajasthan. MGNREGA is an ambitious scheme providing employment to rural people of India. The basic aim of Mahatma Gandhi National Rural Employment Guarantee Act is to enhance livelihood security of household in rural area. By this scheme Govt. gives assurance of employment to unskilled rural labourer for 100 days. With better implementation such type of scheme may be an effective weapon to fight against poverty. It also aims at transforming the rural areas by improving the socio-economic conditions of people. Rural economy is the back-bone of Indian economic development. Providing employment to rural households will certainly boost the economy. It increases demand for goods and services. In this article an effort has been made to analyses the socio-economic impact of MGNREGA scheme on the life of beneficiaries of Dungarpur district. The findings of the study revealed that the programme has brought the change



in the lives of the beneficiaries. Though it is always a debatable issue that such changes by MGNREGA are sustainable or temporary?.

The MGNREG Scheme in Haryana was also started in a phased manner as shown in the table

Table.1.1
Different Phases of Implementation of MGNREG Scheme in Haryana

Source: (Compiled From Data of Government of India, Ministry Rural

Sr. No.	Phases	Districts	Year
1	1 st	Sirsa & Mahendergarh	Feb.2006
2	2 nd	Ambala & Mewat	April, 2007
3	3 rd	All the rest	April, 2008

Development)

The MGNREG scheme took the final shape in Haryana in April 2008 when all the Districts of the state were included in the scheme. Since the scheme is implemented by Gram Panchayats at the grass root level and the higher administrative units play the role of mentors and guides. The administrative set- up through which the scheme has been implemented in Haryana, like other states in India, is shown by the table 1.2

Table 1.2
Number of Districts and Development Blocks in Haryana as on 01-01-2018

Source: (Compiled From Data of Government of India, Ministry Rural Development)

Sr. No.	State: Haryana	
1	Total No. of Districts	22
2	Total No. of Blocks	140
3	Total No. of Villages	6841
3	Total No. of GPs	6,226

The table 1.2 shows that the total number of Districts in Haryana on 01-01-2018 was 22, the number of Development Blocks was 140 and the total number of village Panchayats was 6226. The total villages are 6841. In small villages one Gram Panchayat is organized by clubbing two or three village in a single Gram Panchayat. Some villages have more than one Gram Panchayat.

Table 1.3
Total Job-Cards Issued and Number of Workers (2017-18)

Sr. No.	Job-Cards & Workers	No. & %age
1	Total No. of Job-Cards Issued (In Lacs)	8.78
2	Total No. of Workers (In Lacs)	16.06
3	Total no. of active Job-Cards (In Lacs)	4.48
4	Total No. of Active workers (In Lacs)	6.73
5	SC workers against active workers (%)	48.92
6	Women workers against active workers (%)	44.92

(Source: Compiled From Data of Government of India, Ministry Rural Development)



The table 1.3 shows that the total number of job cards issued from the beginning of the programme is 8.78 Lacs. Total number of workers who have been benefitted by scheme since the very beginning of the programme is 16.06 Lacs. The total number of active job cards during the FY 2017-18 was 4.48 Lacs and the number of active workers was 6.73 Lacs. The percentage of scheduled caste workers among total workers was 48.92. The share of women workers was 44.92 among total workers.

Financial progress during the period of study has been shown by the Table No. 1.4

Table 1.4
Financial Progress in State of Haryana

Sr. No.	Fund allocation	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18
1	Total Centre release	37687.81	16715.29	12470.72	28771.33	21210.07
2	Total Availability	44078.51	21588.62	14452.92	32391.57	23315.24
3	%age Utilization	86.5	100.11	98.54	100.24	94.92
4	Total Expenditure (Rs. in Lacs)	38,127.19	21,613.22	14,242.01	32,468.51	22,131.94
5	Wages (Rs. in Lacs)	24,729.24	15,998.99	10,499.14	23,046.43	18,804.98
6	Material and skilled wages %age	12,119.25	4,740.01	3,057.45	8,509.56	2,633.37
7	Material %age	32.89	22.86	22.55	26.97	12.28
8	Total Adm. Expenditure.	1,278.71	874.22	685.42	912.52	693.59
9	Adm. Expenditure %age	3.35	4.04	4.81	2.81	3.13
10	Average cost per day per person (In Rs.)	320.99	311.61	300.03	358.65	356.96
11	%age of total expenditure through EFMS	26.21	96.55	98.26	99.56	99.79
12	%age payments generated within 15 days.	64.57	17.06	31.68	58.88	83.45

(Source: Compiled From Data of Government of India, Ministry Rural Development)

The table 1.4 exhibits that total fund released from the centre to state of Haryana was Rs. 37687.81 Lacs in 2013-14 and the total availability of funds was Rs. 44078.51 Lacs including the share of state in the funding of the scheme. The central release of funds show a down turn and came down in 2017-18 to the level of Rs. 21210.07 Lacs and hence the total availability of funds also came down to Rs. 23315.24 including the state share in funding of the scheme. The utilization of funds has increased from 86.5 % to 94.92 % in the period of study. Sometimes the utilization went above 100 % e.g in 2014-15 and 2016-17. The share of wages has also shown a down turn from Rs. 24729.24 Lacs in 2013-14 and Rs. 18804.98 in 2017-18 and it was at its lowest ebb in 2015-16 at Rs. 10,499.14 Lacs. The total expenditure on the scheme in 2013-14 was Rs. 38127.19 Lacs and it came down to the tune of Rs. 22131.94 Lacs in 2017-18. The payment of wages through EFMS (Electronic funds management system) has increased from 26.21 % in 2013-14 to 99.79 in 2017-18. The percentage of wages made within 15 days has increased from 64.57 percent in 2013-14 to 83.45 percent in 2017-18. The material cost percentage in total cost has decreased from 32.89 percent in 2013-14 to 12.38 percent in 2017-18.

The progress of the scheme in case of generation of 'number of 'person days' employment' during the period of study which has been shown by the Table No.1.5. The table also shows the data relating to labour budget, SC person days employment, women person days employment, average of days of employment, average wage rate per day per person and the number households who completed 100 work days in a year. The table also shows how many disabled persons were provided employment as per the statutes on the MGNREGA Act.



Table 1.5

Employment Generation Progress of the Scheme

(Source: Compiled From Data of Government of India, Ministry Rural Development)

Sr. No.	Employment Progress	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18
1	Approved Labour Budget (In Lacs)	129.3	90.74	83.47	98	100
2	Person days Generated so far (In Lacs)	117.88	61.65	48.48	84.92	64.63
3	% of Total LB	91.17	67.94	58.08	86.66	64.63
4	SC person days % as of total person days	48.48	43.8	49.66	50.02	47.58
5	Women Person days out of Total (%)	41.73	41.65	45.13	45.62	48.4
6	Average days of employment rovided per Household	36.28	28.29	28.74	30.21	27.72
7	Average Wage rate per day per person (Rs.)	215.16	238.06	253.32	259.88	278.54
8	Total No of HHs completed 100 Days of Wage Employment	14,103	5,407	3,597	2,460	1,738
9	Total Households Worked(In Lacs)	3.25	2.18	1.69	2.81	2.33
10	Total Individuals Worked (In Lacs)	5.12	3.26	2.6	4.18	3.33
11	Disabled persons worked	357	238	227	412	571

The table 1.5 shows the employment generation progress of the scheme during the period of study. The total approved labour budget was Rs. 129.3 Lacs in 2013-14, Rs. 90.74 Lacs in 2014-15, Rs. 83.47 Lacs in 2015-16, Rs. 98.00 Lacs in 2016-17 and Rs. 100.00 Lacs in 2017-18. The total 'person days' employment generated in 2013-14 was 117.88 Lacs. The progress in generation of employment is decelerating from 2013-14 to 2017-18. The employment generated in 2017-18 was 64.63 Lac 'person days'. It was at its lowest ebb in 2015-16 at 58.08 Lac person days. The households who completed 100 work days were 14103 in 2013-14 and their number their fell to 1738 in 2017-18. On this front the data of the state show a disappointing feature.

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