

Execution and Evaluation of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), 2005 with special reference to Assam

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Abstract:

In India, Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is the main demonstration which ensures wage work on a remarkable scale. Its point is to build the job security of family units in provincial regions of the nation by giving them at least 100 days of ensured wage work in a budgetary year. It is hailed as a milestone activity to mitigate neediness and creates profitable compensation business. Along with this act, the government of India has taken up several policies after the independence in the matter of rural development with a view to ensure social justice and to solve the problem of unemployment, under-employment, poverty which is the major factors hunting the socio-economic development. But most of the government programmes had neither reduced the poverty levels in a sustainable manner nor had they extended the labour absorption size of the main stream economy in any significant scale. In this regard MGNREGA has a revolutionary step to play in eradicating poverty especially in rural areas. This present study attempts to depict the performance of Mahatma Gandhi National Rural Employment Guarantee Programme, 2005 particularly in Assam.

Keywords: MGNREGA, Employment, Development.

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I. Introduction-

The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is the primary recognizable duty to the poor by the Government of India. The plan targets giving work as a wellspring of salary by guaranteeing their poise. Hence it is viewed as a one of a kind plan, which gives them Right to Work, as revered in the Constitution under Directive Principles of state approach (Part IV, Article 39 (an) and Article 41, Constitution of India). Right now conspire should be the most remarkable plan after autonomy as it gives them statutory right to work. Since the administration has a statutory commitment to give work to each rustic family unit in a financial year.ⁱ

Implementation of MGNREGA in India: The MGNREGA programme which was initially implemented in 200 backward districts of India, witnessed a number of challenges during its formative days, the cause being the varied and specific problems of the respective districts. These 200 districts were identified as backward by the Planning Commission which called for immediate and urgent measures for social development. However, these districts, with their respective socio-economic problems inevitably posed a serious threat in the way of the successful implementation of the MGNREGA. Yet, the fact cannot be overlooked that gradually, the MGNREGA programme emerged successful with its multi-dimensional efforts that

hold a way over the rural life of India. The success of the MGNREGA is reflected in the significant increase in employment opportunities and wage rates which have definitely resulted in a significant dent in rural poverty. They are the least created zones of the nation including for the most part of negligible ranchers and woods inhabitants. This act was executed in different stages. In the primary stage, it was executed in 200 backward districts of the country, an extra 130 districts were included the second stage in 2007-08 and staying 266 regions were informed in September 2008. And as on date, the scheme has been extended to all the districts of the country. In a considerable lot of these locales, neediness has expanded in spite of reliable spotlight on a few destitution destruction programs. Administration has next to zero nearness in the majority of these locales.ⁱⁱ

One of the positive effects that have been brought about by the MGNREGA is that the villagers have been granted the power to demand employment. They could fearlessly come up with this demand, which has now been identified as one of their several rights. For performance analysis, it is essential to look at the response of government in providing employment against the demand raised by workers. MGNREGA can target improvement utilizing enormous interest for easy going occupations. It has made an imprint on destitution by expanding work openings. Table 1.1 presents the details of the progress of MGNREGA in India during the period 2006-07 to 2014-15. The indicators selected for measuring the progress are the number of job cards issued, Household demanded employment and employment provided to households.

Table 1.1: Progress of MGNREGA in India

Year	No. Of household issued job card.	No. Of household demanded employment	No. Of household provided employment	Employment Provided %
2006-07	37850390	21188894	21016099	99.18
2007-08	64740595	34326563	33909132	98.78
2008-09	100145950	45518907	45115358	99.11
2009-10	112548976	52920154	52585999	99.36
2010-11	120095282	54008043	53384234	98.84
2011-12	125075528	46128636	46093261	99.92
2012-13	130630164	45605414	45578452	99.94
2013-14	128162177	51797343	51735913	99.88
2014-15	121031400	43582789	43503419	99.81

*Source: Compiled from Azeez, N.P.A. & Akhtar, S.M.J. (2015). *Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) provisions, Implementation and Performance*. Delhi: New Century Publication and <http://www.nrega.nic.in/netnrega/home.aspx>, accessed on 20.09.2019.

However, as the county is apparently and inevitably diverse in all aspects, so, also the implementation as well as the performance of the scheme is bound to have inter-states variation. Yet, there are examples of certain states that have very well achieved the fruits of employment as born by the MGNREGA as a consequence of the demands of the rural folks. If we look at the state-wise analysis,

the state of Andhra Pradesh performed well, as it was able to provide 100 % employment continuously under the scheme, followed by Tamil Nadu, Rajasthan, Gujarat, Maharashtra, Madhya Pradesh etc.; with low performance by Himachal Pradesh. Table 1.2 presents the details of employment provided as against employment demanded under MGNREGA in India.

Thus, on the off chance that we take the level of family units who requested for work and real business created at national level, it is by all accounts around 99% with minor variety in various budgetary years, implying that administration had the option to deliver work open doors for the individuals who requested work. A few variables clarify the explanations behind shifting degrees of

progress across states and even across regions inside a state. Solid political wills nearness of common society offices and NGOs, more significant levels of mindfulness among the networks; comparable projects were distinguished for a superior remove from MGNREGA in states like Andhra Pradesh, Tamil Nadu and Rajasthan.ⁱⁱⁱ

Table 1.2: Employment provided as against Employment demanded under MGNREGA in major States (%)

States	2006-07	2007-08	2008-09	2009-10	2012-13	2013-14	2014-15
Andhra Pradesh	99.99	100	100	100	100	99.52	99.57
Assam	99.26	96.87	87.1	99.91	99.51	99.98	99.87
Bihar	98.84	97.08	100	100	97.71	99.95	99.93
Gujarat	100	100	100	100	98.45	99.53	99.76
Haryana	100	100	94.84	100	99.51	99.99	99.93
Himachal Pradesh	94.53	98.42	98.23	99.63	89.68	99.93	99.97
Karnataka	99.39	99.28	98.86	97.49	99.70	99.93	97.93
Kerala	94.10	96.63	99.04	99.84	99.90	99.98	99.99
Madhya Pradesh	104.8	100	100	99.99	97.88	99.95	99.79
Maharashtra	109	100	99.84	99.99	99.07	99.98	99.89
Odisha	99.07	96.67	98.23	98.71	99.48	99.99	99.93
Punjab	99.56	100	100	99.72	99.43	99.87	99.69
Rajasthan	100	99.88	99.97	100	99.18	91.56	-----
Tamil Nadu	99.96	100	100	100	99.31	99.41	-----
Uttar Pradesh	96.15	99.81	99.95	96.75	99.64	90.29	-----
West Bengal	95.31	98.04	100	99.73	98.59	95.06	89.54
India	99.18	98.78	99.11	99.36	99.89	99.79	99.68

*Source: compiled from Azeez, N.P.A. & Akhtar, S.M.J. (2015). *Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) provisions, Implementation and Performance*. Delhi: New Century Publication and <http://www.nrega.nic.in/netnrega/home.aspx>, accessed on 20.09.2019.

Implementation of MGNREGA in Assam: The MGNREGA is an unparalleled country reproduction program to change the Indian provincial monetary scene. It has just been expressed that the MGNREGA is a one of a kind weapon in the financial history of free India to evacuate rustic destitution and joblessness. It is an imaginative advance for India's poor. This would help the abrogation of provincial joblessness as well as would put a keep an eye on movement of rustic individuals to the urban regions. Like other parts of India, this act was launched in Assam from the financial year 2005-2006. In the first phase of this act, seven

Districts of Assam were covered i.e. Karbi Anglang, Bongaigaon, Kokrajhar, Goalpara, Lakhimpur, N.C.Hills and Dhemaji. After that it was extended to Cachar, Darrang, Barpeta, Hailakandi, Morigaon and Nalbari Districts of Assam in 2007-2008 and from 1st April, 2008, the scheme was implemented in all the remaining districts of Assam. The evolution of this act in Assam can be dignified in terms of Job Card issued, employment provided to household and total expenditure made on the act. These are the proper parameters from the basis for measuring the volume and progress of the act. While assessing the development on these measure one should also

consider that the nature of employment is seasonal and the duration of employment sought varies from district to district. The act is considered as an alternative source for providing employment when the main agriculture activities are not in full swing. Table 1.3 presents the details of the progress of MGNREGA in Assam during the period 2006-07 to 2014-15. In the year 2006-2007, the table (1.3)

reveals that about 916753 job card were issued of which 798179 (87%) demanded employment. The number of issue of job card was increased in the succeeding year. In 2007-08 and 2008-09 it was increased up to 1565775 and 2970522 respectively. In 2009-10 and 2010-11, the figure touched to 3611714 and 4369561 respectively.

Table 1.3: Progress of MGNREGA in Assam

Year	No. of Household issued job card.	No. of Household demanded employment	No. of Household provided employment	Employment provided %
2006-07	916753	798179 (87%)	-	
2007-08	1565775	1448243 (92%)	-	
2008-09	2970522	2155349 (72%)	1877393	87.10
2009-10	3611714	2139111 (59%)	2137270	99.91
2010-11	4369561	1807788 (41%)	1798372	99.48
2011-12	3915772	1353548 (34%)	1347341	99.54
2012-13	3963611	1229449 (31%)	1217074	98.99
2013-14	4165360	1321079 (32%)	13,20,881	99.99
2014-15	4336380	1083109 (24%)	1081765	99.88

* Source: http://164.100.128.68/netnrega/homestciti.aspx?state_code=04&state_name= ASSAM, accessed on 10.10.2019

By the end of 2014-15, the figure reached to 4243135. While looking at the figure of employment demanded by the households, in the 2006-2007 it was 798179 and in the 2007-08 it was increased 1448243. The demand for job increased in the later year. The cause for the high demand of employment was the increased consciousness on wage employment among the people. However, over the years there has been sharp fall in the demand for jobs under this act. The proportion of households with job cards demanding jobs decreased from 92 % to 72 % and further 59 % in 2009-10, 41 % in 2010-11, and 25 % in 2014-2015 respectively. While observing at the figure of employment provided to the number of household, it can be showed that in 2008-09, it was 1877393. In the later time the quantity of employment provider was increased day by day. In 2009-2010 the figure was 2137270 and in

2010-11 it was 1798372. The number of provided employment was touched 1261778 in 2013-2014.

Participation of Women, SCs & STs under MGNREGA: There is disparity and weakness of women in all circle of life. There are required to be enabled in varying backgrounds. Arrangement of another social request may not be a fruitful one without the dynamic investment of ladies, since ladies comprise half of the populace. Women have established rights to quality human services, financial security, and access to training and political force. The Mahatma Gandhi National Rural Employment Guarantee Act, which qualifies rustic family units for 100 days of easy going work on open works at the statutory the lowest pay permitted by law, contains extraordinary arrangements to guarantee full support of Women. The decrease in the works participation rate under MGNREGA

raises questions on the efficacy of implementation of this act in fulfilling the stated objective of the programme. In the initial years 50 % of the employment days were shared by women. In 2006-

07 the participation of women in this act was 181.43 lakhs; in 2007-08 it was 150.43 and 2008-2009 (table 1.4).

Table 1.4: Status (in Lakh Person-days) of MGNREGA in Assam

Year	Women	Men	Total	SC	ST	Others
2006-2007	181.43	133.19	314.62	49.57	265.05	0
2007-2008	150.43	77.39	227.82	37.06	190.76	0
2008-2009	204.03	547.05	751.08	78.19	258.78	414.11
2009-2010	203.03	529.92	732.95	89.03	227.36	416.56
2010-2011	124.73	345.82	470.55	51.74	128.26	290.55
2011-2012	88.05	265.42	353.47	19.64	80.68	253.15
2012-2013	80.56	24.41	104.97	19.46	63.77	22.74
2013-2014	29.17	87.99	117.16	7.14	20.77	22.74
2014-2015	59.34	151.6	210.94	12.79	31.96	166.17

*Source: Source: statistical hand book Assam 2007,2008,2009,2010,2011,2012,2013
and http://164.100.128.68/netnrega/homestciti.aspx?state_code=04&state_name=ASSAM, accessed on 11.10.2019

However there has been a gradual decline in the employment days for women and only a quarter of the employment days are shared by women as of today in the state. On the other hand the work participation rates for SC and ST households have also decreased significantly. In 2006-07 the participation of SC was 49.57 lakhs; in 2007-08 it was 37.06; in 2008-09 and 2009-10 it was 78.19 and 89.03 respectively. After that the rates of participation of SCs have decreased and in 2014-15 it reduced to 12.79. The limited scope of works required for asset creation has been identified as the principal cause behind the limitation of employment generation in the rural sections covered under the programme.

Financial performance of MGNREGA in Assam:

Table 1.5 presents the detail of MGNREGA expenditure in Assam during the period of 2007-08 to 2013-14. It is evident from the table that during 2007-08 to 2013-14, the total expenditure incurred under MGNREGA in Assam was 509785.05 lakh as against 611381.03 lakh available funds. The percentage of expenditure was 83.38 during the study period. It is pertinent to note that during 2010-11, the expenditure was much higher (165.48%) than the total fund released under the Scheme while the percentage of expenditure is too low in 2007-08.

Table 1.5 Present the detail of MGNREGA in Assam

Year	Total available fund (Rs. in lakh)	Total expenditure (Rs. In lakh)	%
2007-08	80609.74	54914.93	68.12
2008-09	132229.22	95380.77	72.13

2009-10	131203.57	97155.57	74.05
2010-11	40888.47	67662.34	165.48
2011-12	83061.96	68661.11	82.66
2012-13	70325.51	59810.62	85.05
2013-14	73062.56	66199.71	90.61
2014-15	58529.66	50285.73	85.91
Total	669910.69	560070.78	83.69

*Source: Statistical hand book Assam 2007,2008,2009,2010,2011,2012,2013

&http://164.100.128.68/netnrega/homestciti.aspx?state_code=04&state_name=ASSAM , accessed on 11.10.2019.

II. CONCLUSION

MGNREGA is thus seen to have been implemented in Assam, but with very doubtful success, the reasons being inappropriate work plan and labour planning. The sole reason for these loopholes are found to be the districts-wise variations within the states itself and the narrow and constricted shelf of work. A gradual decline has been observed both in the 100 days of guaranteed employment along with the average number of employment days. However, a certain solution can be found if the PRI representatives of the states are adequately trained to prepare an appropriate budget both for work as well as labour. This calls for some kind of innovative ideas in the budget that could assure success regarding the different programmes as envisaged by the scheme that included wage employment for 100 days as well as assets creation. It is worth-mentioning that in terms of proper implementation and execution of MGNREGA, Tripura has been recognised as the most successful state and at the same time Assam has been enlisted at the 26th position which is in fact a matter to be taken proper measure for proper manifestation and implementation.

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