

**MONITORING OF MAHATAMA GANDHI NATIONAL RURAL
EMPLOYMENT GUARANTEE SCHEME IN BATHINDA DISTRICT
OF PUNJAB**

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Economic Studies

By

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May, 2014

CERTIFICATE

I declare that the dissertation entitled “MONITORING OF MAHATAMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME IN BATHINDA DISTRICT OF PUNJAB” has been prepared by me under the guidance of Dr. A. S. KAHLON, Associate Professor cum coordinator, Centre for Economic Studies, School of Social Sciences, Central University of Punjab. No part of this dissertation has formed the basis for the award of any degree or fellowship previously.

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ABSTRACT

MONITORING OF MAHATAMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME IN BATHINDA DISTRICT OF PUNJAB

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The Mahatama Gandhi National Rural Employment Guarantee Act of Government of India was introduced primarily to enhance the livelihood of households by providing 100 days employment to the adult members. It provides alternative source of livelihood which has impact on increasing income and alleviating poverty. However, the success of this Scheme depends upon its effective implementation.

An attempt has been made in this study to highlight the violations of stipulated guidelines of the Act as also to assess the awareness level regarding rules and regulations among various stakeholders. The study also seeks to understand the overall impact of the Scheme on the rural workers and whether the MGNREGS scheme has led to gender empowerment. Both primary and secondary data was utilized for the analysis. Primary data was collected by administering schedules and conducting interviews while the secondary data was collected from various published official sources. Multistage sampling was utilized.

Bathinda district was purposely selected for the study due to time and money constraint. Further, two blocks Talwandi Sabo and Nathana were selected on the basis of maximum number of employment days generated by the scheme

during the reference year 2012-13. Again, two villages namely Bangi-Ruldoo and Sema were randomly selected from Talwandi Sabo and Nathana blocks respectively. One worksite from each village was also visited to collect the necessary information. Non-MGNREGS workers as a control sample attributed relatively lower wages for MGNREGS works, irregularity of its work, delay in wage payments and non availability of advance payment as the reasons for not joining MGNREGS. This led to relatively smaller participation of workers in the study area.

This study revealed that this scheme had an effective mechanism of registration, job card issuance, wage payment through banks, work provision was within the periphery of 5 km from village, equal wage payment to both men and women as also labour displacing machinery and contractors were not involved in the works. However, some violations of MGNREGA guidelines were observed in the study area i.e. only 8 per cent of the respondents were provided the stipulated 100 days of employment, lack of proper worksite facilities, non affixation of photos on job cards, non-issuance of receipt against work application and delay in wage payments. Moreover, it was found that there was a lack of awareness among MGNREGS workers about the facilities\guidelines and other provisions of MGNREGA whereas level of awareness among officials was satisfactory. However, the implementation of this scheme has resulted in women empowerment, generation of more employment opportunities and improvement in the income of workers. It is suggested that intensive monitoring/evaluation of MGNREGS should be done at the State/district level to ensure the proper implementation of the scheme.

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LIST OF ABBREVIATIONS

SERIAL NUMBER	FULL FORM	ABBREVIATION
1	Assistant Development Commissioner	ADC
2	Block Programme Officer	BPO
3	Gram Panchayat	GP
4	Gram Rozgar Sewak	GRS
5	Information, Education and Communication	IEC
6	Joint Development Commissioner	JDC
7	Ministry of Rural Development	MoRD
8	Mahatma Gandhi National Rural Employment Guarantee Act	MGNREGA
9	Mahatma Gandhi National Rural Employment Guarantee Scheme	MGNREGS
10	National Sample Survey Organization	NSSO

CHAPTER - I

INTRODUCTION

India is among the top five fastest growing economies of the world. Indian economy also showed a remarkable resilience in recovering from the global crisis of 2008. Though, the progress of the country in the terms of human development has not been adequate with the promise held out by rapid economic growth. The latest UNDP's Human Development Report 2011 ranks India at 134 among 187 countries. India is likely to miss the Millennium Development Goals (MDGs) targets, except one of the poverty indicated in approach paper for Twelfth Five year Plan. Moreover, the MDG report also pointed out that share of poor has increased from 64 per cent to 71 per cent in the states of Bihar, Uttar Pradesh, Madhya Pradesh, Orissa, Jharkhand, Chhattisgarh, Maharashtra and Uttarakhand. The prevailing situation indicates that in India, the challenge of both unemployment and poverty and vulnerability of big section of the population has been a major area of concern (UNDP, 2011).

Indian economy has been primarily afflicted with the problem of unemployment especially in rural areas. With the globalization of the economy despite huge expectation on the employment front, initial experiences were of jobless growth in India (Chadha, 2002). Such growth trends reflect the increased incidence of unemployment during this period. Even the under employment especially among the rural women has increased in the recent times (Vaidyanathan, 2005).

Agriculture sector in the rural areas is the main source of employment as it provides near about 80 per cent employment. Seventy four per cent of the unemployed population shows the worse picture of Indian rural areas. According to the Planning Commission estimate based on the 61st NSSO data, the Economic Census of 2005 and the annual account of industry, agriculture employment has increased at less than 1 per cent per annum during 2000-05. Out of 35, in 27 states and union territories under the NSSO survey employment in agriculture has come down. The number of rural people employed in agriculture came down to 586 per thousand in 2004-05 from 763 per thousand in 1999-00. However, there

has been a slight recovery in annual agriculture employment rate during 2000-05 from 0.03 to 0.83 per cent it is not enough to sustain the demand (CSE, 2008).

India is passing through a phase of unprecedented demographic changes. These demographic changes are likely to contribute to a substantially increased labour force in the country. The Census projection report shows that the proportion of working age population between 15 to 59 years is likely to increase from approximately 58 per cent in 2001 or to more than 64 per cent by 2021, adding approximately 63.5 million new entrances to the working age group between 2011 and 2016.

The last decade i.e. 1999-2000 to 2009-10 witnessed an employment growth of 1.6 per cent per annum based on usual principal and subsidiary status (UPSS). Employment growth in the second half of the decade was relatively modest. The unemployment increased at the slow pace on UPSS basis and at a relatively higher pace on CDS basis from 1993-94 to 2004-05. Despite negligible employment growth, the unemployment rate (CDS method) fell from 8.2 per cent in 2004-05 to 6.6 per cent in 2009-10. The decline in CDS unemployment rate implies a decline in unemployed person-days. The total number of unemployed person-days declined from around 34.5 million in 2004-05 to 28 million in 2009-10 (Economic Survey, 2012-13).

As per 66th Round of NSSO, the employment has actually declined in the five-year period ended 2009-10 to 39.2 per cent from 42 per cent in 2004-05. The NSSO data also shows increase in the number of casual workers by 21.9 million, while growth in the number of regular workers nearly halved between 2004-05 and 2009-10, compared with previous 5 year period, meaning a substantial shift in the structure of labour force (Bhupal, 2012).

Increase in unemployment led to the increase in poverty, so proper steps should be taken by the government to reduce poverty. One of the major goals of the India's development policy since independence has been poverty reduction and its eventual elimination. So many poverty alleviation schemes have been in place for a long time now. Though there was reduction in the number of people below the poverty line since the 1970s, the problem is still alarming with over 260 million people living below the poverty line. According to new yard stick of the

World Bank to measure global poverty, the number of people living on \$ 1.25 per day (instead of the earlier \$ 1 per day yardstick), India had 455 million people living below the poverty line in 2005. Majority of the poor population live in rural areas, dependent on agriculture sector for their subsistence and want any other source of livelihood outside the sector. More than half of the population depends on the agriculture which now accounts for just 14 per cent of the country's GDP, thus conserving rural poverty and widening rural urban divide. The major flaw of deluge of poverty alleviation programmes launched over the years have been the overlapping of the schemes, poor allocation of the resources over a wide area, inadequate planning, lack of proper co-ordination between State and Central government, lack of funding and trained staff etc. With a view to provide substitute subsistence opportunities to the surplus labour in the tertiary sector, Government had tried to empower the unemployed people by launching self-employment programmes, but these efforts would not enable them to earn an income sufficient to come out of poverty (Arunachalam, 2011).

The Indian economy witnessed relatively high growth rates after the reforms of 1991. However, it had insignificant impact on the agriculture, which is still facing disguised unemployment. Indian policy makers are of the view that the menace of growing population would create acute unemployment problem in the rural areas. Moreover, creation and provision of employment is a matter of concern of any welfare state. It is the duty of the elected government to provide employment to all its citizens' work, which would enable them to lead a decent standard of life. It has been stated under Article 41 that the State shall within the limits of it, economic capacity and development, make effective provision of securing the right of work. It is well known fact that India accounts for an over whelming number of the poor in the world. Out of the 456 million poor people in the country, 75.0 per cent are living in the rural areas. About 25.0 per cent rural households have no income generating assets and 80 per cent of farmers being small and marginal, have inadequate land or poor quality of assets with meager or no irrigation facilities. The problem of perpetual poverty is seen more in the rural areas. Besides, seasonality of poverty is a peculiar feature of Indian poverty scenario. In other words, in one season people in the rural areas are in extreme poverty situation and in other

season, they may be slightly relieved from poverty because there is an opportunity to earn better as compared to the previous season (Balakrishnan, 2012).

The prime agenda of the government has been the socio-economic development of weaker sections of the society since independence. Starting from the community development programme till Swarnjayanti Gram Swarozgar Yojana, a large number of programmes of rural development in India aimed at improving socio-economic conditions of the rural poor population. As the benefits of these programmes were not reached to the intended beneficiaries, target group approach was followed and more attention was paid to poorer sections since 1970 (Vanaik, 2008).

RATIONALE OF WORKFARE PROGRAMMES

Poor population of the rural India depends on the wages they earn through unskilled, casual and manual labour. They often live from hand to mouth and are vulnerable to the possibility of sinking from transient to chronic poverty. Unpredictable crisis and lack of labour demand all adversely impact employment opportunities. So, workfare programmes have been proved important in the context of poverty and employment for both developed and developing countries. Overpopulated countries like India with higher unemployment rates, try to prevent poverty from worsening, particularly during the lean periods through the workfare programmes.

Various workfare programmes launched during different plans include Community Development Programme initiated in 1952 that aimed at overall development of rural areas with people's participation. The wage employment programmes started as pilot projects in the form of Rural Manpower (RMP) [1960-61], Crash Scheme for Rural Employment 1972-73, Pilot Intensive Rural Employment programme 1972, National Rural Employment Programme (NREP) 1980, Rural landless Employment Guarantee Programme (RLEGP) 1983 and Jawahar Rozgar Yojana (JRY) 1989. The support of these rural employment programmes did not end here but continued even after the reform periods which failed to trickle down the fruits of growth to the poorest of the poor. These support programmes were Supply of Improved Toolkits to Rural Artisans 1992, District Rural Development Agency (DRDA) 1993, Employment Assurance Programme (EAP) 1993, Jawahar Gram

Samridhi Yojana (JGSY) 1999, Sampoorna Grameen Rozgar Yojana (SGRY) 2001 and National Food for Work Programme (NFFWP) 2005. These wage employment schemes implemented by the State Governments with Central assistance were self-targeting and the objective was to provide and enhance the livelihood security, especially for those dependent on casual manual labour. At the State level Government of Maharashtra formulated the Maharashtra Employment Guarantee Scheme to provide wage employment to those who demanded it(NREGA: Report of the Second Year, 2006-07).

All wage employment programme in India from the last about four decades have not proved very successful. This is largely due to their inability to provide sufficient employment as per the demand at the minimum wages and within the periphery of the villages. In addition, these programmes could not ensure minimum level of social security to the villages, equity of benefits and community ownership as well as maintenance of the assets created from such works (Hirway, 2004).

MAHATAMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME

The development of India is an imperative for inclusive and equitable growth and to unlock the huge potential of the population that is trapped in poverty with its associated deprivations (Rengasamy, 2011). Government of India has recently introduced the world's one of the largest development programme in human history i.e. National Rural Employment Guarantee Scheme (NREGS). This social welfare programme is primarily intended to enhance the livelihood securities of the people in rural areas by supplementing wage employment opportunities to the unskilled labor force. The programme is in force with the intention that it would act as a strong safety net for the poor in the wake of lack of alternative employment opportunities. In an attempt to ensure the rural economy to grow, the scheme is expected to regenerate the rural natural resource base for sustainable livelihood by carrying out soil and water conservation activities. Main mission of the scheme is to augment wage employment opportunities by providing employment on demand and thereby extend a security net to the people and simultaneously create durable assets to alleviate some aspects of poverty and address the issue of development in the rural areas. This work guarantee can also serve other objectives: protecting the environment, empowering rural women, reducing rural-urban migration and fostering social equity, among others.

Evolving the design of the wage employment programmes to more effectively fight poverty, the Central Government formulated the National Rural Employment Guarantee Act (MGNREGA) in 2005. With its legal framework and rights-based approach, MGNREGA provides employment to those who demand it. This Act is a paradigm shift from earlier programmes. The bill in this regard namely National rural Employment Guarantee (NREG) was passed on 23rd August and 24th August, 2005 by the Lok Sabha and Rajya Sabha respectively. On 5th September 2005 the bill received the assent of the president and became an Act namely National Rural Employment Guarantee Act-2005 (NREGA-2005). It is the flagship programme of the UPA government that directly touches the lives of poor and promotes inclusive growth. This flagship programme was enacted after a successful struggle for employment guarantee legislation by the government of

India. This act was a partial victory towards a full-fledged right to employment (Neelamegham, 2011). The NREGA gives a legal guarantee of employment in rural areas to anyone who is willing to engage in manual labour at the statutory minimum wage. Any adult who applies for work under the Act is entitled to being employed on the local public works within 15 days. Failing that, an unemployment allowance has to be paid. The NREGS came into effect, on a pilot basis, in February 2006 in 200 economically disadvantaged districts of the country. In the second phase of implementation, it was extended to 130 additional districts and the remaining districts were covered in the third phase on April 1, 2008. The National Rural employment Guarantee Act (NREGA) was renamed as Mahatama Gandhi National Rural Employment Guarantee Act (MGNREGS) on 2 October 2008.

GUIDELINES OF THE SCHEME

1. Adult members of a rural household may apply for employment if they are willing to do unskilled manual work.
2. Households will have to apply for registration orally or in writing to the local Gram Panchayat.
3. Job card is issued to the household after verification by the gram panchayat. Job card holds the photograph of the adult members of the family.
4. Employment will be given within the 15 days of the application for the work by the employment seeker otherwise unemployment allowance has to be paid by the state governments.
5. Priority is given to the women, at least 1/3rd of the works are reserved for the women.
6. Wages are to be paid according to the minimum wages as prescribed under the minimum wages act 1948.
7. Panchayati Raj Institutions [PRI's] have a principle role in planning and implementation.
8. Disbursement of wages has to be done on weekly basis and not beyond a fortnight.
9. Work is provided within 5 kilometers radius of the village, otherwise extra wages of 10 per cent are payable to meet additional living and transport expenses.
10. Contractors shall not be employed and labour displacing machinery is prohibited etc.

A PARADIGM SHIFT

In the Indian history, MGNREG Scheme makes a paradigm shift from the previous wage employment programmes. It has an integrated natural resource management and livelihoods generation perspective.

- Its design is bottom up, people centered, demand driven, self-selecting and rights based.
- The transparency and accountability mechanism under MGNREGA create unprecedented accountability of performance, especially towards immediate stakeholders (MGNREGA SAMEEKSHA, 2012) .

FUNDING

Central Government -100% of wages for unskilled manual work, 75% of material cost of the schemes including payment of wages to skilled and semi-skilled workers.

State Government- 25% of material cost including payment of wages to skilled and semi-skilled workers. 100% of unemployment allowance by state government.

WORKS INCLUDED IN THE SCHEME

Over the last few years there has been a demand from States to include new Works. In response to the demand, additional works include under MGNREGA in schedule I. The amended Schedule I provides that the focus of the scheme shall be on the following works.

- Water conservation and Harvesting includes contour trenches, counter bunds, boulder checks, gabion structures, underground dykes, earthen dams, check dams and spring shed development.
- Draught Proofing (including plantation and afforestation).
- Flood Control and Protection.
- Land development.
- Rural Connectivity to provide all weather access, including culverts and roads within villages, wherever necessary.
- Irrigation canals including micro and minor irrigation works.
- Provision of irrigation facilities, dug out farm pond, horticulture, plantation, farm bunding and land development.

- Renovation of traditional water bodies including desilting of tanks.
- Flood control and protection works including drainage in water logged areas including deepening and repairing of flood channels, chaur renovation, construction of storm water drains for coastal protection.
- Agriculture related works, such as NADP composting, vermin-composting, liquid bio-manures.
- Fisheries related works, such as, fisheries in seasonal water bodies on public land.
- Works in coastal areas such as, fish drying yards, belt vegetation.
- Rural drinking water related works such as, soak pits, recharge pits.
- Rural sanitation related works such as, individual household latrines, school toilet units, anganwadi toilets, solid and liquid waste management.
- Any other work which may be notified by the Central Government in consultation with the state government.

The shelf of projects has to be prepared on the basis of priority assigned by Gram Sabha. At least 50% of works have to be allotted to Gram Panchayat for execution. A 60:40 wage material ratio has to be maintained. Contractors and use of labour displacing machinery is prohibited (NREGA 2005: Report to the People, 2013).

MAIN OBJECTIVES OF THE PROGRAMME

- To defend the rural poor from poverty and hunger.
- Women empowerment in rural areas by providing employment.
- To create useful assets in rural areas through labour intensive methods.
- Increasing the bargaining power of unorganized labour.
- Development of rural areas through generating employment.
- A substantial reduction in rural urban migration (Moorthy, 2011).

The role and responsibilities of various stakeholders involved in implementing MGNREGS are given in Annexure-I.

TABLE 1.1
KEY INDICATORS OF MAHATAMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME IN INDIA

	(FY 06-07) 200 Districts	(FY 07-08) 330 Districts	(FY 08-09) 615 Districts	(FY 09-10) 619 Districts	(FY 10-11) 626 Districts	(FY 11-12) 626 Districts (provisional)	(FY 12-13) 632 Districts (reported till 12/02/2013)
JC issued	3.78 Crore	6.48 Crore	10.01 Crore	11.25 Crore	11.98 Crore	12.39 Crore	12.59 crore
Emp. Provided to HHs	2.10 Crore	3.39 Crore	4.51 Crore	5.26 Crore	5.49 Crore	5.04 Crore	4.48 Crore
Person days [in Crore]:							
Total:	90.5	143.59	216.32	283.59	257.15	216.34	163.38
SCs:	22.95 [25%]	39.36 [27%]	63.36 [29%]	86.45 [30%]	78.76 [31%]	47.70 [22%]	36.05 [22%]
STs:	32.98 [36%]	42.07 [29%]	55.02 [25%]	58.74 [21%]	53.62 [21%]	39.59 [18%]	26.59[16%]
Women:	36.40 [40%]	61.15 [43%]	103.57[48%]	136.40[48%]	122.74 [48%]	103.81 [48%]	86.42[53%]
Other:	34.56 [38%]	62.16 [43%]	97.95 [45%]	138.40[49%]	124.78 [48%]	129.06[60%]	100.74 [62%]
Person days per HH	43 days	42 days	48 days	54 days	47 days	43 days	36 days
Budget Outlay: (In Rs. Crore)	11300	12000	30000	39100	40100	40000	33000
Central Release: (In Rs. Crore)	8640.85	12610.39	29939.60	33506.61	35768.95	29189.77	26533.06
Total avl. fund [Including OB]:Rs. Crore.	12073.55	19305.81	37397.06	49579.19	49579.19	48832.49	42464.26

TABLE 1.1 contd.....

Expenditure (In Rs. Crore.) [percentage against available funds]	8823.35 [73%]	15856.89 [82%]	27250.10 [73%]	37905.23 [76%]	39377.27 [73%]	38034.70 [78%]	29422.22 [69%]
Expenditure on Wages (In Rs. Crore.)	5842.37 [66%]	10738.47 [68%]	18200.03 [67%]	25579.32 [70%]	25686.53 [68%]	24860.91 [69%]	21127.10 [75%]
Total works taken up (In Lakh):	8.35	17.88	27.75	46.17	50.99	82.51	64.54
Works completed:	3.87	8.22	12.14	22.59	25.90	18.56	11.83
Works break up:							
Water conservation:	4.51 [54%]	8.73 [49 %]	12.79 [46%]	23.43 [51%]	24.26 [48%]	44.09 [53%]	37.71 [58%]
Provision of Irrigation facility to land owned by SC/ST/ BPL and IAY beneficiaries:	0.81 [10%]	2.63 [15 %]	5.67 [20%]	7.73 [17%]	9.15 [18%]	9.52 [12%]	7.50[12%]
Rural Connectivity:	1.80 [21%]	3.08 [17 %]	5.03 [18%]	7.64 [17%]	9.31 [18%]	17.87 [22%]	11.5 [18%]
Land Development:	0.89 [11%]	2.88 [16%]	3.98 [15%]	6.38 [14%]	7.04 [14%]	7.69 [9%]	5.30[8%]
Any other activity:	0.34 [4%]	0.56 [3%]	0.28 [1%]	0.98 [2%]	1.06 [2%]	3.06 [4%]	1.79[3%]
Rajiv Gandhi Seva Kendra	-	-	-	-	0.17 [0.33%]	0 .28 [0.34%]	0.27[0.43%]
Coastal Areas	-	-	-	-	-	-	0.00009 [0.0001%]
Rural Drinking Water	-	-	-	-	-	-	0.00743 [0.01%]
Fisheries	-	-	-	-	-	-	0.01362 [0.02%]
Rural Sanitation	-	-	-	-	-	-	0.43[0.66%]

Source: www.nrega.nic.in

PERFORMANCE OF MGNREGS IN INDIA

Table 1.1 reveals that there was an increase in the number of job cards issued from 3.78 crore during 2006-07 to 12.59 crore during 2012-13 and 4.48 crore households were provided employment during 2012-13 and with this 163.38 crore persondays employment were generated.

The employment provided to HH increased from 2.10 crore to 4.48 crore during 2006-07 to 2012-13. The persondays generated increased from 90.5 crore during 2006-07 to 163.38 crore during 2012-13. The percentage of SCs participation increased from 25 per cent of the total employment generated during 2006-07 to 31 per cent during 2010-11 but again declined to 22 per cent in 2012-13. While the ST participation has shown a declining trend over these years. However, women participation rate increased from 40 per cent during 2006-07 to 53 per cent during 2012-13.

Government increased its total budget outlay on this scheme from Rs. 11300 crore during 2006-07 to Rs. 33000 crore during 2012-13 and 11.83 lakh works were completed under this scheme during 2012-13.

The average number of person days per HH increased from 43 days during 2006-07 to 54 days during 2009-10 and later declined to 36 days during 2012-13 depicting a mixed trend. Water conservation followed by rural connectivity has been the major works undertaken during the period 2006-07 to 2012-13.

MGNREGS IN PUNJAB – AN OVERVIEW

MGNREGS was launched in the State during February 2006. It was implemented in Hoshiarpur district, initially. Later it was implemented in three more districts namely Amritsar, Jalandhar and Nawanshahr during the year 2007–08. This scheme got implemented in all the 22 districts of the Punjab during 2008-09. The profile of Punjab is given in Annexure-II.

TABLE 1.2: KEY INDICATORS OF MGNREGS IN PUNJAB

INDICATOR	2005-06*	2006-07*	2007-08**	2008-09	2009-10	2010-11	2011-12	2012-13
Funds Available (Lakh)	1242.46	3841.21	5227.36	11366.34	20916.90	23137.53	20066.44	17308.82
Funds Expanded (Lakh)	902.30	2500.21	3004.29	7177.68	14991.96	16238.62	15980.62	15777.77
Percentage of funds expended of the available	72.62%	65.09%	57.47%	63.15%	71.67%	71.18%	79.64%	91.15%
Total Job cards issued Households	33375	37326	97892	524928	720028	835055	875811	914250
Employment provided Households	7685	31648	49690	147336	270700	288030	245543	240191
Works Completed	8	749	566	1520	6384	6575	8838	7518
Total Employment generated (Lakh)	7.05	15.57	19.15	40.14	77.17	77.82	64.52	65.50
Women (Lakh)	3.25 (46.10%)	5.88 (54.44%)	3.12 (21.36%)	7.46 (25.02%)	20.26 (33.27%)	17.23 (28.45%)	14.56 (29.15%)	14.09 (27.41%)

Source: <http://www.nrega.ac.in>

*The data pertains to Hoshiarpur district only.

**The data pertains to 3 districts only named Amritsar, Jalandhar and Nawanshahr.

@ The figures showed in the parenthesis show percentage of the total.

@@ The data from 2005-06 to 2009-10 collected from MGNREGA Cell, JDC Office, Mohali.

Table 1.2 shows some key indicators of MGNREGS in Punjab. The Scheme was implemented only in Hoshiarpur district during the year 2005-06. Out of total available funds at Rs. 1242.46 lakh, 72.62 per cent funds were utilized and only 8 works could be completed during 2005-06. The job cards were provided to 33375 Households (HHs) out of these 7685 HHs were provided employment. The total employment generated during the year was 7.05 lakh person days and out of these women participation was 3.25 lakh (46.10%).

Out of total available funds at Rs.3841.21 lakh, 65.09 per cent funds were utilized and 749 works were completed during 2006-07. The number of job cards issued increased to 37326 HHs and out of these 31648 HHs were provided employment that generated 15.57 lakh person days employment and the women participation was 54.44 per cent of the total employment generation.

Three more districts were covered under the Scheme during 2007-08 namely Amritsar, Jalandhar and Nawanshahr. Out of the total available funds at Rs. 5227.36 lakh, 57.47 per cent were utilized and 566 works were completed. Out of total job cards issued to 97892 HHs, employment was provided to 49690 HHs. Total employment generated was 19.15 lakh and women participation was 21.36 per cent which was less than the stipulated guideline of 33 per cent reservation for women.

All the 22 districts of the State were covered during the third phase in FY 2008-09. Out of total available funds at Rs.11366.34 lakh, 63.15 per cent funds were utilized and 1520 works were completed during 2008-09. Total job cards issued to HHs were 524928 and 147336 HHs were provided employment. Total employment generated was 40.14 lakh person days and women participation was 25.02% of the total employment generation.

Out of total available funds at Rs.20916.90 lakh, 71.67 per cent funds were utilized and 6384 works were completed during 2009-10. Total job cards issued to HHs were 720028 and 270700 HHs were provided employment. Total employment generation was 77.17 lakh person days and women participation was 33.27% of the total employment generation.

Out of total available funds at Rs. 23137.53 lakh, 71.18 per cent funds were utilized and 6575 works were completed during 2010-11. Total job cards issued to HHs were 835055 and employment was provided to 288030 HHs. Employment generation during this year was 77.82 lakh person days and women participation was 28.45 per cent.

Out of total available funds at Rs. 20066.44 lakh, 79.64 per cent funds were expended and 8838 works were completed during 2011-12. The job cards were provided to 875811 HHs and 245543 HHs were provided employment. The total employment generated during the year was 64.52 lakh person days and out of these 14.56 lakh (29.15%) was women participation.

Out of total available funds at Rs.17308.82 lakh, 91.15 per cent funds were expended and 7518 works were completed during 2012-13. Total number of job cards was issued to 914250 HHs and employment was provided to 240191 HHs. Employment generation during this year was 65.50 lakh person days and women participation was 27.41 per cent. Women participation is less than the stipulated 33 per cent and it has been declining during the last 3 years. This is a serious lapse in the implementation of the scheme.

CHAPTER - II

REVIEW OF LITERATURE

Mahatama Gandhi National Rural Employment Guarantee Scheme (MGNREGS) becomes an interesting subject for the study because it is not only providing employment to the rural poor but also creating sustainable and durable assets in the country. So many studies or researches had done work on the performance and implementation of the National Rural Employment Guarantee Scheme. But review of the different studies on MGNREGS showed that performance and implementation of the scheme is different in different States. In other words, in some states the scheme is performing well and in some States it is suffering from some problems.

This study aims at the monitoring the implementation of Mahatama Gandhi National Rural Employment Guarantee scheme (MGNREGS) in Bathinda district of Punjab. As a prelude to this, a brief review of literature is presented in this chapter.

Dreze et al. (2006) their article entitled “Employment Guarantee in Jharkhand: Ground Realities” is based on the survey had been conducted by the students of Delhi and Jawaharlal Nehru University in two districts Palamu and Latehar of Jharkhand. They found that the MGNREGA scheme was suffering from several teething problems in May 2006. In both districts MGNREGA was mainly started under the scheme of National Food for Work Programme and Sampooran Gramin Rozgar Yojana. Survey showed that the people had low awareness about the Act. Even having job cards they were ignorant about their right to work. There were no panchayats and contractors were present. Moreover charges had been taken for application forms, snaps and muster rolls were also not present for public scrutiny. Wages were not timely paid and potential of productive assets (workers) was not properly utilized. Absence of the gram panchayats was the main reason for poor implementation of scheme.

In this case study Jacob and Varghese (2006) had tried to find out the role played by the local government bodies in implementing the NREGA in Palakkad District of Kerala. The study entitled as “NREGA implementation-I Reasonable Beginning in Palakkad, Kerala”. The article is based on the field

survey conducted by the Economic Research Group of Saint Stephen College, New Delhi. The group members visited various worksites and gram panchayats offices and interviewed officers and workers. The study found that there was high degree of correlation between efficient implementation of scheme and social indicators. Being a highly literate state the youth of the state expected that government would provide them white collar job but all their hopes dashed to the ground when they come to know about the nature of the work under taken in this scheme. Scheme was popular between women because here they got wages equal to men Rs. 125. The scheme empowered the women which can be seen by high participation. All the wage payments were provided through bank accounts which also reduces the corruption in the implementation of the scheme. But there were some implementation problems like delay in the payment of wages, improper estimation of wage requirement etc.

Another article given by Louis (2006) entitled as “NREGA implementation-II Birth Pangs in Bihar” showed that during the first phase of the MGNREGA, 23 districts were selected in Bihar state and the remaining 15 districts Bihar government promised to implement the scheme with its own resources. However, the study shows that no efforts were made to implement this scheme. During the field survey it was found that applications of the job seekers were not accepted for the registration (Brah Block) by giving the reason that there were no government orders about this scheme. Moreover it was also found that during the field study that some blocks do not have BDO. The Union government had released Rs. 405 crore for the implementation of the scheme but politicians presented so many reasons for not implementing the scheme such as moral code of conduct during panchayat elections or rainfall in which works cannot take place. The article concluded that reason behind delay in implementation of this scheme was the lack of political will and lack of preparation at ground level.

Centre for Research in Rural and Industrial Development (2009), Chandigarh conducted a study entitled “Appraisal of Impact Assessment of MGNREGS in Selected Districts of Himachal Pradesh, Punjab, and Haryana”. In the study districts Hoshiarpur (Punjab), Sirsa (Haryana), Sirmaur (Himachal Pradesh) were selected to find out the better strategical approach that strengthen the implementation process and creates positive impact in the rural development

under MGNREGA. The survey was based on primary data collected from various stake holders like gram panchayats, workers, and non-workers. Eighteen gram panchayats were selected from three districts on the basis of their performance. The common problems in all districts were lack of proper trained staff, delay in receiving funds, and lack of awareness among people about the Act's guidelines. Muster rolls were available at Hoshiarpur and Sirmaur worksites and updated timely but in the Sirsa district muster rolls were not available at any worksite. The reason was muster rolls were filled only after the completion of the work. The involvement of the contractors and use of machinery were found in Sirsa and Hoshiarpur Districts. Fifty five percent respondents in Sirsa, forty two per cent in Sirmaur and forty in Hoshiarpur reported that MGNREGA brings benefits to the marginal and small farmers. In Punjab, Haryana and Himachal Pradesh employment was provided to 100%, 95% and 98% respectively. The impact of NREGA in the study areas was in terms of increase of workload on PRIs, democratic decentralization has become reality, agricultural productivity has increased, overall development of the rural areas, sanitation has improved, women have become self-dependent, gender discrimination reduced and a decline in migration has taken place. The study put forth some suggestions like required staff should be properly appointed, funds should be timely available, proper work site facilities should be provided etc.

Another study conducted by I.I.T Kharagpur (2009) was entitled "Appraisal of Processes and Procedures of NREGS in Orissa: A Study of Mayurbhanj and Balasore District. The study was based on the primary data collected from 1 February to 15 March in the selected districts. The study used stratified random sampling method. Most of the respondents were illiterate and worked as the labour force. Average number of employment applications was low which may be due to the lack of awareness about Act. Payment of the wages were regular based on piece wage rate and mostly paid through the bank accounts. Scheme had increased the income of the respondents especially women and also proved helpful in reducing migration. Non job card holders did not apply because of procedural ignorance, unwillingness to do work and piece wage rate system was below the market wage rate. Sarpanches played a vital role in implementation. The

scheme also proved helpful in creating durable assets that proved helpful in sustainable development and also increased the community participation. There were so many constraints like lack of awareness and transparency, time gap in the execution of works, low wages, inadequate implementing manpower, seasonality of works etc. The study suggested creating more awareness, re-designing wage structure, transparency and accountability in implementation, work plans should be seasonally planned and proactive leadership of sarpanches etc.

Khera and Nayak (2009) through their sample survey in six Hindi speaking States of North India focused on the impact of MGNREGA in the lives of women workers. The study reveals that there are significant benefits reported by the women that include increased food security and better ability to avoid hazardous work. They pointed out that as per survey data, MGNREGA works increase average wage rate as compared to private labour market. Besides this in MGNREGA, the working hours are limited in a day and therefore it is helpful to prevent harassment of women workers. MGNREGA work has also allowed women to spend money on their needs while earlier they might have not been at the liberty to do so.

Panda et. al (2009) through their study entitled “Appraisal of NREGA in the States of Meghalaya and Sikkim” found that NREGA empowered the rural tribal women in Sikkim and Meghalaya by enhancing their confidence level and by ensuring some degree of financial independence. Around 94 per cent of the women in Sikkim and 38 per cent in Meghalaya felt that they have been able to access health facilities better after working in MGNREGA. There has been an improvement in school enrolment and reduction in school dropout rate after the implementation of MGNREGS.

Adhikari, A. et al. (2010) in an article entitled “NREGA Wage Payments: Can We Bank on the Banks?” tried to find out whether the payment to workers through banks were really effective in checking the embezzlement of MGNREGA wages, or whether the workers have more control on their wages after bank

payment system. The study was conducted in the blocks Ranchi (Jharkhand) and Allahabad (Uttar Pradesh). In the bank payment system implementing and payment agencies are different, so scope of malpractices were less in this case, reduces the possibility of the middle men, develop the banking habits among workers and there was more transparency in the work. But during the survey, it was found that even the payments through the banks are not free from malpractices, like corruption, fraud, misconduct. Survey showed that only few workers used bank facilities of their own, but in most of the case workers went with someone else who help them in withdrawing their wages. Majority of the workers prefer the system of payment of wages through the post offices and banks. But the ground reality was different four out of 19 gram panchayats were found indulge in malpractices with fake names under wage payments. In the Kakram panchayat of the Allahabad, name of some upper class persons found in the payment order who had never worked under the scheme. Moreover even after the payments through the banks the workers are get exploited by the contractors or the sarpanches. They have to give share to the contractors so that they can get employment in future, sometimes they get ready to work on minimum wage.

Alha and Yonzon (2011) tried to find the causes for the behind the shortage of labour supply in an article entitled “Recent Developments in Farm Labour Availability in India and reasons behind its short supply”. Due to increased rural – urban migration, the introduction of the MGNREGS and other public works, agriculture sector has undergone a vast change. The NSS data at India level revealed that in the rural areas, the share of the self-employed workers decreased and the share of the casual workers increased between the periods 2004-05 to 2009-10. The share of migration increased in the 2007-08, but the share of employment related reasons for migration among rural women had decreased due to the introduction of the MGNREGS or other public works. The use of advanced labour saving methods in agriculture and existence of cast were also the reasons of increased migration. MGNREGS was also one of the reasons for shift of supply of labour from agriculture sector. It increased the employment opportunities with higher wages especially for women. Another reason for the migration was increased industrialization in the urban areas and higher market wages. Due to this

the agriculture sector felt the shortage of workers. The survey found that the MGNREGS and the other public works created more employment opportunities and also raised the rural wages. Though shortage of labour was felt in farm sector and costs were raised but this problem can be tackled by increasing assets of farm sector through MGNREGS works like increasing irrigation facilities, plantation etc. The study suggested that MGNREGS workers should be adjusted in such a way that it doesn't coincide with peak season of agriculture.

Channaveer et al. (2011) tried to find out the effect of MGNREGA in the two villages of the Gulbarga district, on the basis of funds utilized. Out of these two villages one village utilized 75% (fully implemented MGNREGA village) of allocated funds and other village utilized 25% (partially implemented MGNREGA village) of funds. Red gram and Rabi jowar were the main two productive crops. The study found that use of machinery was higher in the fully implemented MGNREGA village. But the use of other material inputs was same in the production of the both crops in both the villages. The survey found that cost of production as also the returns due to higher yield of both the crops was higher in the fully implemented MGNREGA village. Thus the study showed that impact of MGNREGA was relatively more on the fully implemented village as compared to the partially implemented village.

In a case study, Dreze et al. (2011) has tried to find out the ground realities related with the implementations of MGNREGA in the Orissa. The study entitled as "Ten Loopholes and Silver Lining" is based on the field survey conducted in the selected districts of Balangir, Boudh and Kalahandi during 2007. The study was based on the information collected from the randomly selected village gram panchayats. The survey found so many loopholes like faulty design of job cards, erratic maintenance and incomplete job cards, existence of contractors, involvement of dual records (kachcha and pucca), lack of transparency in muster rolls or were hardly available for public scrutiny, moreover various types of adjustments were made in the muster rolls and job cards by the officials and shortage of staff at block or gram panchayat level. Due to the shortage of

engineers for work measurement team measurement is often practiced instead of individual measurement. In nut shell, it was concluded that there was violations of stipulated guidelines of scheme in Orissa. Though there was high potential for both employment generation and asset creation but main problem is in its faulty implementation.

Jeyaranjan, J. (2011) in a case study entitled “Women and Pro- Poor Policies in Rural Tamil Nadu: An Examination of Practices and Responses” conducted in the village Kurinjipettai (Tamil Nadu) tried to find out the implementation of MGNREGA. This case study discussed the two phases of this Act. In the first phase there was low participation and in the second phase after the reworking of the scheme the response totally changed. In 2007-08 MGNREGA was firstly implemented in Kurinjipettai. A high number of individuals/households got registered and got their job cards but they didn’t raise demand for work under this scheme. The reason behind this is they were getting relative advantage by doing work in the agriculture sector. As against the labour market scenario, NREGA has rigid conditions in the terms of duration of work and quantum of work. In the agriculture sector due to the annual crop system demand for labour is steady and spread over the year. After bringing changes in the conditions of the working time, measurement of work and wage payment system response was totally changed. There was tenfold increase in the numbers of who demand for work. The number of women got employed under this scheme increased, due to higher wage rates than market wages. Men registration was less because market wage rates are higher than MGNREGA wages. But due to some natural constraints MGNREGA cannot reach at its full potential, which was limited geographical area and season. The study concluded that implementation of MGNREGA has brought occupational diversification as also it reduced dependence on the agriculture. The introduction of MGNREGA has the positive impact on the standard of living which is helpful in alleviating poverty as also empowering the women.

Murthy, P.S et al. (2011) in an article entitled “Economic Analysis of MGNREGA in the Drought- prone States of Karnataka, Rajasthan and Irrigation-dominated State of Andhra Pradesh” conducted the survey to find out that whether

the MGNREGA wage had led to shortage of labour in the agriculture sector. The study is based on the two most draught prone areas Rajasthan and Karnataka and one irrigation dominated area Andhra Pradesh. The study found that farmers were experiencing shortage of labour. Rural household get registered under the MGNREGA only to get job card, they had the perception that this job may be beneficial in future as the ration card. Karnataka 21.1 per cent and Rajasthan have only 6.5 per cent families that got registered under MGNREGA out of the total families that belonged to BPL. In Andhra Pradesh irrigated area, no BPL household got registered under the MGNREGA because of higher wages that were offered to them in farm or non-farm sector. The shortage of labour was not created by the MGNREGA implementation rather it was due to the higher wage rates in the non agriculture sectors. Most of the demand for labour under MGNREGA in the selected states was created during the off-season, so it provides supplementary employment and does not create the shortage of labour. The reservation wage attracts the rural labour to work in non-farm sector because wages offered here was larger than the wages offered under MNREGA or in the agriculture. The study concludes that the MGNREGA was complementing the rural wage income rather than creating this scarcity of labour which was actually created by the hike in the wages of non-agricultural sectors like construction or mining etc. The study found backward supply curve of labour, public distribution system and hike in wages in nonfarm sectors were the main reason for labour scarcity.

In an article entitled “Group Measurement” of NREGA work-The Jalore Experiment” (2011) by Reetika Khera tried to find out the impact of group measurement of MGNREGA work on the productivity, wages etc in Rajasthan. The State was found to be the best in the scale of works, transparency of works and large number of people benefitted from this scheme. It was due to the continuous efforts to improve worksite management. The work measurement was taken through experiment of Group measurement rather than the individual measurement in the Jalore. Group formation led to improvement in work incentives (productivity increased and wages also increased), better monitoring (through peer and mate monitoring) and brought greater clarity regarding task. Under the group measurement mate training proved helpful in maintaining muster rolls, basic

worksite measurements, provision of worksite facilities or improved labour training etc. The study proved the trained mates contributed a lot to the success of the programme.

Sarkar, P. et al. (2011) in the study of Burdwan District of West Bengal” tried to find out the impact of MGNREGA on the socio- economic status of rural poor in the Burdwan district of the West Bengal. This district was the best performing district in the state and also had been chosen among the best performing districts of the country. To find out the impact of the Act, twelve quantitative and qualitative variables were taken. Households working under this programme mainly belong to poor class, mainly to SC and OBC category. The main occupation of these was agriculture labour and they were mainly illiterate. The implementation of this programme was proved largely effective, in the terms of increasing per capita income, increasing expenditure on housing, education, health. It was also improved helpful in the repayment of debt, increase in saving and increase in the possession of luxurious goods which raised their standard of living. Despite these positive impacts, there were many constraints were seen those were delay in wage payment, lack of regular work, political interference, existence of corruption and nepotism. Overall impact of the programme was good but it could be made more effective by removing all these constraints.

Tiwari, R. et al. (2011) in an article entitled “MGNREGA for Environmental Service Enhancement and Vulnerability Reduction: Rapid Appraisal in Chitradurga District, Karnataka” conducted a survey to assess the potential of MGNREGA activities and to know whether the scheme enhanced and provided environmental services. It also sought to find it's the contribution in the reduction of the vulnerability. Chitradurga is a drought-prone district and large number of activities was implemented in 2006 under the scheme. Various types of advanced scientific methods were adopted to see the impact on the environmental services and the vulnerability reduction. Renovation of the traditional water bodies through desilting of tanks raise the ground water level, increase in irrigated area of increased the productivity also. Silt removed from the water bodies applied to cropland increased the soil fertility through increase in organic carbon content. MGNREGA activities

like land leveling, building bunds, terracing etc. helped in land development and also increased the financial benefits of farmers through increased production. Survey found that the scheme showed the positive impact not only in provision of employment but also reduced the vulnerability through environmental services ground water recharge, water percolation, desilting water tanks, drought proofing etc.

Vanaik and Siddhartha (2011) tried to find out the progress of the MGNREGA in the early stages of the scheme implementation in the article entitled "Himachal Pradesh: Assessment and Outlook". Students of Delhi University and Jawaharlal Nehru University also helped in the survey conducted in the Sirmaur and Kangra district of Himachal Pradesh. Survey showed that though having high literacy in state the awareness among the people about the scheme was very low. The transparency safeguards were also neglected in the terms of maintenance of job cards or dual records were kept at worksites. Main limitation was found that wages provided under the scheme were below the market wage rates which restrains the demand for work. Shortage of essential staff Panchayats secretaries, gram rozgar sewak, technical engineers etc, were holding up the scale and quality of the NREGA work. Comparative contrast of the survey showed that scheme was operating better in Kangra than Sirmaur. The above shortages may be due lack of political interest in implementation in Himachal Pradesh. There is a need to increase awareness level about scheme.

Aggrawal, A. et al. (2012) in an article entitled "Evaluation of NREGA Wells in Jharkhand" based on the survey conducted in the Ranchi district of Jharkhand, where the construction of the wells had taken place under the MGNREGA scheme. The study was mainly based on the wells which are completed under the scheme it shows that the asset creation under this scheme led to increase in creation of income generating assets. Survey showed that wells had positive impact on the agriculture production farmers became able to take more crops in a year due to increased irrigation facilities. Though the cost of production increased but the overall profits were more than the costs. There were some flaws like sanction cost of the well was less than the actual cost occurred,

which had to be borne by the farmers. Sometimes farmers had given bribes to the officials so that they can get approval of the connection. Delay in wage payments also led to conflicts between well owner and the workers. However, large number of respondents gave positive response that this scheme helped in asset creation and gave them benefit through rise in income.

Balakrishnan and Krishnan (2012) tried to find out the impact of Watershed works of MGNREGA on employment generation, change in cropping pattern, change in cultivation area etc. The survey had been conducted in the village Vadivelkorai district Tamil Nadu where 90 percent MGNREGA works were carried out in the form of minor irrigation. Renovation of water bodies had positive impact on the storage capacity of the water tanks which was reflected by the increase in the paddy production due to increase in the area under cultivation. That showed the multiplier effect on the income and purchasing power of the community. People participation under this scheme also increased from 73 per cent to 80 per cent from 2009-10 to 2010-11. Income earned from the MGNREGA work had improved the social status of the respondent's family. The study concluded that watershed works of MGNREGA had the positive impact by providing directly employment opportunities and indirectly by improving the livelihood and food security of the farmers.

Kajale and Shroff (2012) in the article entitled "Employment and Asset Creation under MGNREGA in Maharashtra: Realities and lessons" tried to evaluate how much employment and assets are created under this scheme. The survey was mainly based during the period 2007-08 to 2010-11. The scheme was at first implemented in most backward districts (12) after that it was implemented in all the districts during 2nd and 3rd phase. There was a continuous decline in employment generation during the study period. There was drastic decrease from 32 thousand to 23 thousand in the number of households which completed 100 days employment. However the state was better in SC's participation as compared to India. There was decline in the number of works completed during 2008-09 to 2010-11. Survey showed that employment and most of assets were created in

good extent in first phase districts only, but in other districts it was too low. The number of ongoing and the suspended works goes on increasing which showed the unsatisfactory performance of the MGNREGA in the terms of employment generation and asset creation. Implementing authorities found that it might happened due to scarcity of land for carrying MGNREGA works or people were not ready to give their land for these works.

Kumar and Joshi (2013) tried to examine the access to food and changes in the diet pattern and nutritional level of food of the workers after the implementation of MGNREGA in an article entitled “Household Consumption Pattern and Nutritional Security among Poor and Poor Rural Households: Impact of MGNREGA.” The survey based on the 66th round of National Sample Survey Organization pertained to year 2009. The survey revealed that number of job card holders and job seekers was maximum in north- eastern region which is the symbol of extreme poverty. The Act proved beneficial to 22.5 per cent rural people by providing on an average 43 days as also it reduced poverty by 4 per cent. The study revealed that the weaker states of the country got more benefitted. Increased employments opportunities also increased the income level which increased the consumption level towards the non-cereal high value commodities. All the categories of farm sizes, household types and income groups got equal employment benefits under this Act which led to increased in consumption, changed dietary pattern and provision of improved nutrition food to the poor households.

CHAPTER–III

OBJECTIVES AND METHODOLOGY

Mahatama Gandhi National Rural Employment Guarantee Scheme (MGNREGS) has proved a powerful tool through its impact on livelihood security in rural India. In order to ensure that the main spirit of the Scheme of employment generation and rural development is not weakened it becomes imperative that all the operational guidelines must be followed properly and all the stakeholders must be well aware of the procedures involved in the proper implementation of the scheme.

Central government's initiative to reduce the unemployment through its scheme MGNREGS was also implemented in Punjab. This scheme was first implemented in Hoshiarpur district during the first phase and in Nawanshahr, Jalandhar and Amritsar districts during the second phase. The remaining districts were covered in the third phase. There are few studies on this scheme's implementation in the Punjab State and there is no study on the implementation of scheme in Bathinda District.

It was therefore considered appropriate to conduct a study in the Bathinda district entitled "Monitoring of Mahatama Gandhi National Rural Employment Guarantee Scheme in Bathinda district of Punjab". Bathinda is a phase III NREGA district and the NREGS was implemented from 01- 04-2008 in the district. The main objectives of the study are;

OBJECTIVES OF THE STUDY

- To highlight the violations of the stipulated guidelines of the MGNREG Scheme in Bathinda district.
- To assess the awareness level regarding rules and procedures among workers and officials implementing the scheme.
- To analyze the overall impact of MGNREG Scheme on the rural workers of the Bathinda district.

METHODOLOGY

The study was carried out in Bathinda district of Punjab. Reference year of the study was 2012-13. Multistage sampling was applied in this study.

SELECTION OF THE DISTRICT

Bathinda district was purposively selected in view of time and money constraint.

SELECTION OF THE BLOCKS

Out of total number of 8 blocks in the Bathinda district, two blocks were selected on the basis of highest person days generated during the reference year 2012-13. The person days of employment generated in the all 8 blocks of the district during the 2012-13 is given in Table 3.1.

**TABLE 3.1: BLOCK WISE PERSON DAYS GENERATION UNDER MGNREGS
IN BATHINDA DISTRICT DURING 2012-13**

Indicators	Bathinda	Bhagta Bhaika	Maur	Nathana	Phul	Rampura	Sangat	Talwandi Sabo
Total person days generated	48765	39290	42935	55115	33254	44307	34431	94924

Source: (www.nrega.nic.in)

Table 3.1 shows that Talwandi Sabo and Nathana blocks generate highest number of person days during the reference year 2012-13. Therefore Talwandi Sabo and Nathana blocks were selected for the study.

SELECTION OF VILLAGES AND SAMPLE SIZE

Bangi Ruldoo village from Talwandi Sabo block and Sema village from Nathana block were randomly selected. One worksite from each village was visited to seek information from workers/officials. The work of desilting of pond was carried out in the Bangi Ruldoo village and in Sema village workers were preparing the pond for desilting by making bund in the pond, so that water can be collected on one side and on the other side desilting work can be carried out. 60 workers were randomly selected from each village out of which 30 workers were MGNREGS workers and

other 30 were non-MGNREGS. Non-MGNREGS workers were included in the study as a control sample.

Among the MGNREGS workers, 95% belongs to SC's category and the remaining 5% to other backward category. They aged between 20-58 years and 90% of them were illiterate. Non-MGNREGS workers aged between 20-50 years most of them were on annual contract labour.

DATA COLLECTION

The study is based on both primary as well as secondary data. The secondary data for the study was collected from various government, semi-government and private sources. The primary data was collected through interview schedules. One schedule was administered to MGNREGS workers and another to non-MGNREGS workers. Informal interviews were also conducted with panchayat secretaries and Programme Officers at block level and District Project Coordinator for gathering relevant information.

DATA ANALYSIS

Both the qualitative and the quantitative data were analysed in the backdrop of the study objectives. Quantitative data was tabulated and analysed where as the qualitative data was based on the information collected from the officials implementing the scheme in the district.

CHAPTER-IV

RESULTS AND DISCUSSIONS

The main results and discussions of this study about the monitoring of MGNREGS in Bathinda district are presented in this chapter. The profile of Bathinda district is given in annexure-III.

MGNREGS IN BATHINDA DISTRICT

Bathinda is a phase III MGNREGS district. The scheme was physically implemented in the district from 01- 04-2008. The implementation of MGNREGA required special efforts in the district because of the peculiar situation in Punjab. The demand for MGNREGS works is limited and seasonal due to relatively higher wages in labour market. Moreover, Punjab is already having an extensive infrastructure of link roads and canals etc., which somewhat limits the scope of undertaking labour intensive works. The most important work which is being undertaken in Bathinda district under MGNREGS is desilting of canals and distributaries.

The strategy adopted by district administration in disseminating information about MGNREGS is disused as below:

Extensive Information, Education and Communication(IEC) activities were carried out in the district and wide publicity was given for creating awareness among the general public and Panchayati Raj Institutions (PRI) functionaries for understanding the provisions of MGNREG Scheme through various means like wall paintings, pamphlets and leaflets, hoardings, flex boards, brochures etc. in the local language.

Active involvement of gram sabha was ensured in preparing annual action plan. The District Plan Programme (DPP) was formulated through participatory rural appraisal (PRA) techniques with active involvement of villagers.

The major outcome of implementation of MGNREGS is seen in the physical performance of the district. Initially there was reluctance on the part of the people to turn up for works and executing agencies to carry out works but it was gradually overcome through creating proper awareness.

Implementation of MGNREGS in the district helped ensure clean drinking water to villagers as also the wage employment to labourers. Desilting of canals ensured water reach at tail end and resulting in water use efficiency.

Bathinda district covered 298 gram panchayats under the MGNREG Scheme. Assistant Development Commissioner is the district project coordinator of the scheme at the district level. At the district level, 1 account manager, 1 complaint assistant, 3 computer assistants are appointed. At the Block level, 6 Assistant Programme officers, 7 technical assistants and 6 computer assistants are appointed. 78 Gram Rozgar Sewaks are appointed in 298 Gram Panchayats.

MONITORING THE IMPLEMENTATION OF MGNREGS IN BATHINDA DISTRICT OF PUNJAB

Bathinda is phase III MGNREGS district and it was physically implemented from April 1, 2008 in the district. The profile of Bathinda district is given in Annexure-III.

**TABLE 4.1: FINANCIAL AND PHYSICAL PROGRESS OF MGNREGS WORKS
IN BATHINDA DISTRICT OF PUNJAB**

INDICATOR	2008-09	2009-10	2010-11	2011-12	2012-13
Funds Available (Lakh)	363.69	1794.69	1599.98	1315.85	1129.17
Funds Expended (Lakh)	0.28	89.47	1123.68	1078.9	834.74
Percentage of funds expended of the available	7.698%	20.06%	70.23%	81.99%	73.92%
Works taken up	179	757	1628	1659	1085
Works completed	0	268	611	1247	604
Percentage of works completed	0%	35.40%	37.53%	75.16%	55.66%

Source: www.nrega.nic.in

@ Figure showed in the parenthesis shows the percentage of the total.

Table 4.1 shows that Bathinda district had received Rs. 363.69 lakh funds for the implementation of the scheme of which only Rs. 0.28 lakh (7.69%) were expended during 2008-09. Out of the 179 works taken up none of the works could

get completed due to teething problems. There was significant increase in the availability of funds from Rs. 363.69 lakh to Rs.1794.69 lakh during 2009-10. The total expenditure also increased to Rs. 89.47 lakh (20.06%) and with that 757 works were taken up out of which 268 i.e. 20.06% were completed.

Again, this district had received Rs. 1599.98 lakh funds under the scheme during 2010-11. The total funds utilized during this year were Rs. 1123.68 lakh (81.99%) and out of total 1628 works taken up 611 i.e. 37.53% works were completed. Out of total Rs. 1315.85 lakh available funds, Rs. 1078.9 lakh (81.99%) funds were expended during 2011-12 and 1659 works were taken up under the scheme out of which 1247 i.e. 75.16% works got completed.

Out of the total available funds at Rs. 1129.17 lakh, the fund utilization was Rs. 834.74 lakh (73.92%) and out of 1085 works taken up, 604 works could be completed during 2012-13. Work completion rate slowed down due to MGNREGS workers moving out of the scheme for other higher wage jobs.

TABLE 4.2: KEY INDICATORS OF MGNREGS IN BATHINDA DISTRICT

Indicator	2008-09	2009-10	2010-11	2011-12	2012-13
Job cards issued to Households (HHs)	31600	40137	41866	43367	45744
Job cards issued to SC HHs	28618 (90.56%)	35513 (88.48%)	37068 (88.54%)	38304 (88.33%)	40308 (88.12%)
Job cards issued to ST HHs	27 (0.085%)	27 (0.067%)	2 (0.005%)	2 (0.005%)	0 (0%)
Job cards issued to Other HHs	2955 (9.35%)	4597 (11.45%)	4796 (11.46)	5061 (11.67)	5436 (11.88%)
Total Employment generated(Lakh)	1.01	5.92 {486%}	4.38 {-26%}	4.55 {3.88%}	3.93 {-13.62%}
SC's	87689 (87.38%)	538769 (91.01%)	391846 (89.36%)	403046 (88.55%)	349148 (88.84%)
ST's	33 (0.03%)	512 (0.09%)	85 (0.02%)	24 (0.005%)	0 (0%)

Table 4.2 contd....

Others	12447 (12.40%)	53729 (9.08%)	46551 (10.61%)	52070 (11.44%)	43873 (11.16%)
Women	37224 (37.09%)	257164 (43.44%)	223916 (51.07%)	254031 (55.82%)	225608 (57.40%)
Employment demanded (HH)	4939	21094	19148	18691	19765
Employment provided (HH)	4788	20819	19105	18627	19204
Percentage of HH provided employment	96.94%	98.69%	99.77%	99.65%	97.16%

Source: www.nrega.nic.in

@ Figure showed in the parenthesis shows the percentage of the total.

@@ Figure showed in curved parenthesis shows the shows percentage increase.

Table 4.2 shows some key indicators of MGNREGS implementation in Bathinda district during 2008-09 to 2012-13. The job cards issued to HH's has shown an increasing trend during the years 2008-09 to 2012-13. The job cards issued increased from 31600 during 2008-09 to 45477 during 2012-13. The major chunk (88% to 91%) was issued to SC households during these years. Job cards issued to "other HHs" category also show an increasing trend. However, participation of ST category was less than 1%.

Employment generation during last five years showed a mixed trend. Highest number of employment person days (5.92 lakh) was generated during 2009-10. 3.93 lakh person days of employment generated during 2012-13. The employment of ST category ranged from 87 per cent to 91 per cent during the last five years.

In the Act, 33 per cent work opportunities are reserved for the women. Women participation in scheme was much more than the stipulated 33 per cent. It showed an increasing trend from 37.09 per cent during 2008-09 to 57.40 per cent during 2012-13. The percentage of HHs who were provided employment ranged from 97% to almost 100% during last five years.

Table 4.3: Block wise performance of MGNREGS in Bathinda district during the reference year 2012-13

Indicators	Bathinda	Bhagta Bhaika	Maur	Nathana	Phul	Rampura	Sangat	Talwandi Sabo	D. L deptt. +DPC	Total
Funds available (lakh)	121.06	95.09	125.17	116.53	78.91	89.73	88.93	194.71	219.04	1129.17
Funds expended (lakh)	85.93	74.52	111.54	97.48	52.76	77.67	73.76	153.19	107.98	834.83
Percentage of funds expended of the available	70.98%	78.36%	89.11%	83.65%	66.86%	86.55%	82.94%	78.67%	49.29%	73.93%
Households (HHs) issued job cards	10363	4327	4264	5400	2842	3830	7404	7314	nil	45744
Job cards issued to SC's households out of total	9175 (88.54%)	3875 (89.55%)	3984 (93.43%)	4984 (92.30%)	2167 (76.25%)	2929 (95.26%)	7053 (95.26%)	6141 (83.96%)	nil	40308 (88.12%)
Job cards issued to other households out of total	1188 (11.46%)	452 (10.45%)	280 (6.57%)	416 (7.70%)	675 (23.75%)	901 (23.52%)	351 (4.74%)	1173 (16.04%)	nil	5436 (11.88%)
Households demanded employment	3803	2262	1837	2374	2842	3830	7404	7314	nil	19765

Table 4.3 contd.....

<i>Households provided employment</i>	3492 (91.82%)	2217 (98.01%)	1836 (99.94%)	2349 (98.94%)	1642 (57.77%)	1964 (51.27%)	2460 (33.22%)	3244 (44.35%)	nil	19204 97.16%
<i>Total person days generated</i>	48765	39290	42935	55115	33254	44307	34431	94924	nil	393021
<i>Person-days generated shared by SC's</i>	43769 (89.75%)	34783 (88.53%)	40024 (93.22%)	52243 (94.79%)	27675 (88.22%)	36142 (81.57%)	32178 (93.46%)	82334 (86-74%)	nil	349148 (88.84%)
<i>Person-days generated by others</i>	4996 (10.25%)	4507 (11.47%)	2911 (6.78 %)	2872 (5.21%)	5579 (16.78%)	8165 (18.43%)	2253 (6.54%)	12590 (13.26%)	nil	43873 (11.16%)
<i>Person-days shared by women</i>	28181 (57.78%)	22070 (56.17%)	25173 (58.63%)	35594 (64.58%)	16412 (49.35%)	21255 (47.97%)	20486 (59.49%)	56437 (59.45%)	nil	225608 (57.40%)
<i>Works completed</i>	69	34	143	61	45	118	32	102	nil	604
<i>Ongoing works</i>	71	63	17	46	67	33	59	80	nil	481
<i>HH completed 100 days</i>	3	9	23	32	19	4	18	80	nil	154

Source: www.nrega.nic.in

@ Figure showed in the parenthesis is the percentage of the total.

@ @ DL = District level Line department.

@ @ @ DPC = Total availability also includes the corpus to Post office and Bank availability.

Table 4.3 shows that Rs. 1129.17 lakh funds were available for the Bathinda district for the MGNREGS implementation during 2012-13, Talwandi Sabo and Maur blocks got the highest share of the available funds. Out of total available funds Rs. 834.83 lakh i.e. 73.93 per cent were utilized. However, the blocks Maur and Rampura used the highest percentage of the available funds at 89.11 per cent and 86.55% respectively and Phul block utilized the lowest percentage (66.86%) of the available funds. Total number of job cards issued to the new Households during the reference year 2012-13 was 45744 and the highest number of job cards was issued in Bathinda (10363) and Sangat (7404) blocks while lowest number (2842) of Job cards were issued in Phul block. Out of total job cards issued, 40308 (88.12%) were issued to SC's and 5436 (11.88%) were issued to other HHs' category households.

Out of 19765 HHs that demanded employment, 19204 (97.16%) HH were provided in the district. Maur block provided employment to highest (99.94%) percentage of HHs while Sangat block showed poor performance in providing employment to 33.22% HHs. Total employment generated at district level was 393021 man days during 2012-13. Talwandi Sabo block generated the highest number of person days 94924 while the lowest number of person days at 33254 were generated in Phul block. Out of total 393021 person days generated, 349148 days (88.84%) were cornered by SC's and the remaining 43873 (11.16%) days by other HHs category. Women shared 225608 days i.e. 57.40 per cent out of total generated person days at the district level. Their participation in block Nathana was highest (64.58%) while it was lowest (47.97%) in Rampura block.

Out of total 1085 works, 604 works were completed during 2012-13 and 481 were pending at the district level. Highest numbers of works (118) were completed in the Rampura Block while the lowest (32) were completed in Sangat Block. Only 154 HH completed their 100 days of employment at the district level during 2012-13. However, in Talwandi Sabo 80 HHs (highest) and in Bathinda only 3 HHs (lowest) completed 100 days of employment at the block level.

The overall participation of women (57.40%) in the Scheme was found to be much above the MGNREGA Guideline of one third reservation for women. It ranged from 49% to 65% in different blocks of the district during 2012-13.

Table – 4.4: Physical performance of various works under MGNREGS in different blocks of Bathinda district during 2012–13.

Activity	Talwandi Sabo	Nathana	Phul	Bathinda	Bhagta Bhaika	Maur	Rampura	Sangat	Total District level
Rural connectivity	21 (20.59%)	17 (27.87%)	15 (33.33%)	45 (65.22%)	16 (47.06%)	61 (42.66%)	42 (35.60%)	15 (46.88%)	232 (38.41%)
Flood control & protection	4 (3.92%)	0 (0%)	5 (11.11%)	1 (1.45%)	5 (14.71%)	31 (21.68%)	0 (0%)	0 (0%)	46 (7.62%)
Water conservation & harvesting	20 (19.61%)	2 (3.28%)	5 (11.11%)	0 (0%)	5 (14.71%)	4 (2.80%)	0 (0%)	0 (0%)	36 (5.96%)
Drought proofing	1 (0.98)	2 (3.28%)	5 (11.11%)	11 (15.94%)	1 (2.94%)	1 (0.71%)	1 (0.84%)	4 (12.5%)	26 (4.30)
Micro irrigation works	19 (18.62%)	13 (21.31%)	8 (17.78%)	4 (5.80%)	4 (11.76%)	24 (16.78%)	48 (40.68%)	12 (37.5%)	132 (21.85%)
Renovation of traditional water bodies	23 (22.55%)	26 (42.62%)	6 (13.33%)	7 (10.14%)	1 (2.94%)	16 (11.19%)	23 (19.50%)	1 (3.12%)	103 (17.05%)

Table 4.4contd...

Land development	5 (5.01%)	0 (0%)	1 (2.22%)	0 (0%)	1 (2.94%)	4 (2.80%)	0 (0%)	0 (0%)	11 (1.82%)
Any other activity approved by MRDD	8 (7.84%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	8 (1.32%)
Rajiv Gandhi Seva Kendra	1 (0.98%)	1 (1.64%)	0 (0%)	1 (1.45%)	1 (2.94%)	2 (1.40%)	4 (3.39%)	0 (0%)	10 (1.66%)
Total works completed	102	61	45	69	34	143	118	32	604
Total works taken up	199	107	111	144	97	185	151	91	1085
Percentage of works completed	51.26%	57.01%	40.54%	47.92%	35.05%	77.30%	78.15%	35.16%	55.67%

Source: www.nrega.nic.in

@ Figures showed in the parenthesis are the percentage of the total.

Table 4.4 depicts the physical performance of various works under the scheme in different blocks of the Bathinda district of Punjab during the year 2012-13. Among the 8 blocks, highest percentage of works (78.15%) was completed in the Rampura block while Bhagta Bhaika block completed the lowest (35.05%) during 2012-13.

In both the selected blocks namely Talwandi Sabo and Nathana, Renovation of traditional water bodies constituted the highest number of works completed 22.55 per cent and 42.62 per cent respectively followed by rural connectivity 20.59% and 27.87% respectively.

The highest number of works completed was that of rural connectivity and micro irrigation work at the district level.

PARIMARY DATA ANALYSIS

The main purpose of the scheme is to reduce the unemployment, poverty and empower the down trodden people by providing 100 days of employment to each Household. Therefore, for the successful implementation of the scheme, the Ministry of Rural Development, Government of India formulated the stipulated guidelines for the Scheme. The guidelines have been updated and modified by the Ministry from time to time. Latest issue of guidelines is termed as “MGNREGA Operational Guidelines, 2013.”

The major objective of the study was to highlight the violations of the stipulated guidelines of the MGNREG Scheme. For the fulfillment of this objective, primary survey has conducted to find out whether the guidelines are fully adhered to or not. The primary data was collected from the villages namely Bangi Ruldoo and Sema, where the desilting of pond work under the scheme was going on. During the field survey information had been collected from the workers working there as also from the other stakeholders like village panchayats, gram rozgar sewaks, and other officials. The primary survey at the selected worksites was conducted during October 2013.

ANALYSIS OF THE DATA COLLECTED FROM WAGE SEEKERS

Workers play a pivotal role in this scheme. It was therefore considered appropriate to find out the problems faced by these workers. The information was collected by the administering the schedules and the findings are discussed below;

AWARENESS OF THE SCHEME

Participation in the MGNREG Scheme primarily depends on the awareness among rural people about the scheme. The Government had employed various agencies and methods to generate awareness about the scheme.

Government through Information, Education and Communication (IEC) activities tried to create awareness among workers about their right to demand wage employment and exercise their right by applying for jobs as per their need.

All the selected workers at both the worksites of mentioned that they came to know about the MGNREG scheme from their Sarpanch. Although IEC activities were carried out by the officials for creating awareness among general public through various means like wall paintings, pamphlets and brochures in local language. Yet the workers claimed Sarpanch as the main source of information about MGNREGS.

TABLE 4.5: AWARENESS ABOUT THE MAIN PROVISIONS OF MGNREGS

Provisions of MGNREGS	Responses of respondents (%)		
	Bangi Ruldoo	Sema	Total
100 days of employment per HH	30 (100%)	30 (100%)	60 (100%)
Knowledge about correct minimum wage	29 (96.66%)	24 (83.33%)	53 (88.33%)
Equal wages for men and women	30 (100%)	30 (100%)	60 (100%)
Work within the radius of 5 km	28 (93.33%)	29 (96.66%)	57(95%)
Worksite facilities	26 (86.66%)	22 (73.33%)	48(80%)
Right to payment within fortnight	27 (90%)	24 (80%)	51(85%)
No labour displacing machinery	30(100%)	28(93.33%)	58(96.66%)
Unemployment allowance	30(100%)	30(100%)	60(100%)
Eligibility for unemployment allowance	28(93.33%)	17(56.66%)	45(75%)
Employment guarantee day	NIL	NIL	NIL
Social audit	14 (46.67%)	13 (43.33%)	27 (45%)

Source: (Field Survey)

Table 4.5 shows that level of awareness among the selected workers showed that all the workers knew about the stipulated guideline of 100 days of employment for each Household, equal wages for men and women and the unemployment allowance. 96.66 per cent of the workers at Bangi Ruldoo worksite and 83.33 per cent of workers

at Sema worksite knew about the correct minimum wages. 95 per cent of workers in aggregate knew that work should be provided within the area of 5 km otherwise they can claim additional transportation cost. Knowledge about the worksite facilities was 86.66 per cent and 73.33 per cent at Bangi Ruldoo and Sema worksites respectively. Workers right of getting payment within a fortnight was known to 85 per cent of the total workers. At the Sema worksite 6.67 per cent workers did not know that the labour displacing machines are banned under the scheme. Although all the workers had heard about the unemployment allowance yet 93.33 per cent at Bangi Ruldoo and 56.66 per cent at Sema worksite were aware about the actual eligibility for the unemployment allowance. Out of total respondents 45% had awareness about social audit. Respondents of both the work sites had no knowledge about employment guarantee day because employment guarantee day was not celebrated.

The workers were found to have partial knowledge about the main provisions of the Scheme. The reason might be the illiteracy among the workers. So for the effective implementation of the scheme proper awareness must be created among the workers through workshops, seminar, training programmes and other Information, Education and Communication activities. Level of awareness among the village panchayat secretaries and gram rozgar sewaks was quite satisfactory.

REGISTRATION FOR GETTING JOBCARDS

As per the guideline, "Adult member of the household who is willing to do unskilled manual work may apply for job card registration orally or in written on plain paper to the gram panchayat. Registration is continuous process. Applications are received at any point of time in the year and applicants are registered under the scheme."

During the field survey it was found that 60 per cent of the respondents gave their application in oral and 40 per cent of the total respondents gave in written mode at the aggregate level.

TABLE 4.6: MODE OF APPLICATION FOR GETTING JOB CARD

Mode of application	Number of respondents		
	Bangi Ruldoo	Sema	Total
Oral	17 (56.67%)	19 (63.33%)	36 (60%)
Written	13 (43.33%)	11 (36.67%)	24 (40%)
Total	30 (100)	30 (100)	60 (100%)

Source: (Field Survey)

Table 4.6 shows that at Bangi Ruldoo 56.67 per cent workers gave application in oral mode and the rest (43.33%) gave written application, while in Sema, 63.33 per cent gave application in oral mode and 36.67 per cent gave written application. Both the oral and written process of registration for getting job cards was in practice. Thus, the process of registration for job cards in Bathinda complies with the stipulated guideline.

ISSUANCE OF JOB CARDS

As per the guideline, “Every household under the scheme should be issued a job card. The Act stipulates that job cards should be issued within a fortnight of application of registration and free of cost.”

During the field survey, workers informed that they got their job cards within the stipulated period of 15 days. Rather the new issued job cards were given within 7 days. Job cards were provided to all the workers free of cost. It complies with the MGNREGA guideline.

PHOTOS ON JOB CARDS

As per the guideline, “Every job card must have family photograph of adult members and the photograph must be free of cost for the applicant.”

Out of all the job card (JC) holders, 75 per cent of the selected sample respondents had photographs on their job cards and the remaining 25 percent of respondents did not have photographs on their job cards.

TABLE 4.7: PHOTOS ON JOB CARDS

Status	Number of respondents		
	Bangi Ruldoo	Sema	Total
JC having photos	21 (70%)	24 (80%)	45 (75%)
JC don't have photos	9 (30%)	6 (20%)	15 (25%)
Total	30 (100)	30(100)	60(100)

Source: (Field Survey)

It was found after seeing all the job cards that 30 per cent worker at Bangi Ruldoo while 20 per cent of workers at Sema worksite did not have photographs on their job cards (Table 4.7) Programme officers of both the villages explained that only some job cards were issued without photos and the reason behind this lapse was lack of equipment like scanner etc. It was the violation of the guideline.

MODE OF APPLICATION FOR DEMANDING EMPLOYMENT AND ISSUANCE OF DATED RECEIPT

As per the guideline, "MGNREGS is demand driven and people who are interested in doing work under this scheme should submit the application in oral or in writing to Gram Panchayat. On the receipt of the application dated receipt has to be given to the applicant."

TABLE 4.8: MODE OF APPLICATION FOR DEMANDING EMPLOYMENT

Application Mode	Number of respondents at the worksites		
	Bangi Ruldoo	Sema	Total
Oral	13 (43.33%)	18 (60%)	31 (51.67%)
Written	17 (56.67%)	12 (40%)	29 (48.33%)
Total	30 (100%)	30 (100%)	60 (100%)

Table 4.8 shows that 51.67 per cent respondents gave application in oral mode and 48.33 per cent respondents give in writing at the aggregate level. At Bangi Ruldoo worksite 43.33 per cent respondents gave oral application and the rest 56.67 per cent gave in writing while at Sema worksite 60 per cent workers gave oral application and 40 per cent gave in writing.

TABLE 4.9: ISSUANCE OF RECEIPT OF WORK DEMAND

Response	Number of respondents at worksites		
	Bangi-Ruldoo	Sema	Total
Not received	18 (60%)	16 (53.33%)	34 (56.67%)
Received	12 (40%)	14 (46.67%)	26 (43.33%)
Total	30 (100%)	30 (100%)	60 (100%)

Source: (Field Survey)

Table 4.9 shows that at the work site Bangi Ruldoo 60 per cent of respondents didn't get the dated receipt while the remaining 40 per cent got the dated receipt of work demand. In the Sema village 53.33 per cent respondents didn't get the dated receipt while the remaining 46.67 per cent received it. Out of the total sample, 56.67 per cent respondents did not get dated receipt while 43.33 per cent workers were issued dated receipt at the aggregate level. Village panchayat secretaries or gram rozgar sewak usually receive the job application and issue the dated receipts.

This is a lapse on the part of the village panchayat secretary because without the dated receipt of the work demand application workers would not be able to claim unemployment allowance. It is therefore, suggested that gram panchayat should ensure issuing of dated receipt to all the workers who demanded work. Workers may also give application in the written mode and ask for dated receipt.

TIME LAG BETWEEN THE DATE OF APPLICATION AND PROVISION OF EMPLOYMENT

“The MGNREG Act stipulates that that employment should be provided with in a period of 15 days from the date of receipt of application.”

During the field survey, panchayat of selected villages informed that this year due to the election of the village sarpanches scheme work was not carried out from March 2013 to August 2013 due to the code of conduct implementation. The oath ceremony of sarpanches was conducted in August 2013. At present, however there is no lag between the date of application and provision of employment, work is provided within the stipulated time period. It complies with the guideline.

SUPERVISION OF WORKS

As per the new guideline “Each worksite should be supervised by a Mate or supervisor”.

During the field survey it was found that there was no mate at both the selected worksites. The work was being supervised by sarpanch and panchayat secretary at both the worksites. They were aware about the provision of mate but no effort was made by both the panchayats to appoint a mate.

This is gross violation of the guideline of the Act. Gram panchayats are suggested to appoint the mate after providing training to them for work supervision and maintenance of Muster Rolls.

FACILITIES AT THE WORK SITES

As per the guideline, “Basic facilities are to be provided at the worksite. The facilities are to be provided as per the Act include medical aid, drinking water, shade and crèche if there are more than 5 children.”

During the field survey, it was found that adequate facilities were not provided to the workers at both the work sites.

TABLE 4.10: FACILITIES PROVIDED AT THE WORK SITES

Facility	Response of workers at worksites	
	Bangi Ruldoo	Sema
Shade	Yes	Yes
First aid kit	No	No
Drinking water	Yes	No
Child care facility (Crèche)	No	Yes

Source: (Field Survey)

Table 4.10 shows that at the Bangi Ruldoo worksite shade and water facilities were made available but there was no provision of first aid kit and crèche facility despite the fact that there were 8 small children at the work site. While 6 female respondents said that they had left their babies at home due to non availability of crèche. At the Sema village worksite, shade and crèche facilities were available but there was no provision of drinking water and first aid kit. The workers had to bring drinking water from faraway places.

Inadequate worksite facilities violate the Act's guideline. Gram Panchayat must provide all the facilities at the work sites.

LABOUR DISPLACING MACHINERY AND AVAILABILITY OF TOOLS

As per the guideline, "MGNREGS scheme is labour intensive and use of labour displacing heavy machinery is prohibited."

During the field survey it was found that labour displacing machinery was not used. However, some necessary tools such as spade, tubs, buckets etc were not made available to the workers for desilting of the ponds. All the respondents at both the work sites brought their own tools with them for carrying out the work with spade, tubs, buckets etc. Workers said that in the initial year of the implementation of scheme tools were made available and after that they are bringing their own tools.

Village panchayat and block officials said that they are not able to provide the tools because a meagre 6 per cent of total funds is available as administrative and contingency costs.

PAYMENT OF WAGES

As per the guideline, “The Act has specified that every worker under the scheme is entitled to minimum wage fixed by state government, equal wages should be paid to men and women and wages should be paid on weekly basis and in any case within the fortnight from the date on which work was done.”

Wages are paid after the works were supervised by the engineers or Block Programme Officer and after completion of Master rolls. Wages were paid at both the work sites through the banks or post offices. Equal wages were paid to all the workers whether male or female.

Time lag between the completion of work and payment of wages and in many cases within a fortnight of the date on which the work was done.

TABLE 4.11: TIME GAP BETWEEN WORK DONE AND WAGE PAYMENT

Time	Number of respondents on worksites		
	Bangi Ruldoo	Sema	Total
Weekly	0	0	0
Fortnightly	13 (43.33%)	11 (36.67%)	24 (40%)
More than fortnightly	17 (56.67%)	19(63.33%)	36 (60%)

Source: (Field Survey)

Table 4.11 reveals that 40 per cent workers received wages fortnightly while 60 per cent received wages after more than 15 days. At Bangi Ruldoo 43.33 per cent workers received wages after 15 days and the remaining 56.67 per cent workers did not get their wages in stipulated time while at Sema village 36.67 per cent workers got

wages fortnightly and the remaining 63.33 per cent received wages after more than 15 days.

All the respondents of the Sema village said that they were able to get full wage as per the Muster roll. They were fully paid and there was no incident of non-Payment or under payment, although they got their wages late. But in the Bangi Ruldoo village it was found that there was nonpayment of wages of MGNREGS works because due to some political reasons sarpanch of that village got suspended. Wages of those works were still remained unpaid.

ORGANISATION OF THE EMPLOYMENT DAY

As per the guideline the Act specifies, "Every Gram panchayat must organize Employment Guarantee Day at least once in a month. On this day matters related to the MGNREGS scheme should be discussed."

It was found during survey that both the Gram Panchayats had not organized employment guarantee day. This is violation of the stipulated guideline of the Act. It is suggested that Gram Panchayat should organize the Employment Day every month.

KNOWLEDGE OF RTI AMONG WORKERS

As per the guideline, "For ensuring the transparency in the scheme, the whole information related to the MGNREGS should be available to public. Under the RTI Act, information related to MGNREGS should be made available in 7 days."

Table 4.12 shows that 46.67 per cent of workers at the aggregate level knew about the RTI and the remaining were ignorant about this, which may be due to the illiteracy.

TABLE 4.12: KNOWLEDGE OF RTI AMONG WORKERS

RTI awareness	Number of respondents on worksites		
	Bangi Ruldoo	Sema	Total
Yes	17 (56.67 %)	11(36.67%)	28(46.67%)
No	13(43.33%)	19(63.33%)	32(53.33%)
Total	30 (100%)	30 (100%)	60 (100%)

Source: (Field Survey)

At Bangi Ruldoo worksite 56.67 per cent workers were aware about the RTI Act while at Sema village 36.67 per cent were aware. At the Sema village 63.33% workers were ignorant about RTI Act while in the Bangi Ruldoo village 43.33% were not aware about RTI Act.

AVERAGE NUMBER OF EMPLOYMENT PROVIDED TO THE HOUSE HOLDS

“The Act is bound to provide 100 days employment to the adult members of the households, who are willing to do unskilled manual work.”

It was found during the field survey only 8.33 per cent of the workers completed the 100 days of employment (Table 4.13).

TABLE 4.13: AVERAGE NUMBER OF EMPLOYMENT DAYS PROVIDED TO THE HOUSEHOLDS

No. of days worked	Number of respondents on worksites		
	Bangi Ruldoo	Sema	Total
0-50	11(36.66%)	19(63.34%)	30(50%)
50-99	16(53.34%)	9(30%)	25(41.66%)
100 or more	3(10%)	2(6.6%)	5(8.33%)

Source: (Field Survey)

In Bangi Ruldoo village 36.66 per cent and in Sema 63.33 per cent workers got employment for less than 50 days while 53.34 per cent in Bangi Ruldoo and 30 per cent in Sema village got employment between 50 to 99 days. Only 3 workers (10%) in Bangi Ruldoo and 2 workers (6.6%) in the Sema village got employment for 100 days or more than that.

Field survey revealed that 50 per cent of total respondents got employment for less than 50 days while 41.67 per cent respondents got employment between 50-99 days.

Programme officers (PO) of both the selected villages revealed that reason behind working less number of days than the stipulated days, were that market wage rate was higher than the MGNREGS wage rate. PO's revealed that for agricultural operations/market wage rate per day was Rs. 250-300 along with three times meal as against the Rs. 184 in MGNREGS for men. That's why there was no claim of unemployment allowance because after the works were provided some workers were able to get job somewhere else at higher wages and therefore left the work under MGNREGS.

During the peak season of harvesting and sowing, demand for labour is greater than the supply at higher wages than MGNREGS, which was the main reason behind the less number of days completed by the households than the stipulated 100 days. It is suggested that the wage rates of MGNREGS should be increased at par with market wage rate.

DISTANCE BETWEEN THE WORKSITE AND PLACE OF RESIDENCE

According to the Act, "Work should be made available within the radius of 5 km from the place of residence otherwise additional transportation costs should be paid."

During the field survey it was found that in both the Gram panchayats works were made available within the area of 5 km from the village periphery.

PROVISION OF UNEMPLOYMENT ALLOWANCE

“If the state government fails to provide work to an applicant within the stipulated time of 15 days, then ¼th of the wage rate should be paid to them as unemployment allowance.”

Unemployment allowance was not provided to any worker at both the work sites because the market wage rate was higher than the MGNREGS wage rate and workers shifted to higher wage job. Moreover, as discussed in Table 4.5, 25% of the workers were not aware about the eligibility of unemployment allowance at the aggregate level.

MAINTAINANCE OF MUSTER ROLL

Field observations revealed that there were two types of muster rolls (kachcha and pucca) present at the work sites. Pucca muster roll was maintained by the Gram Rozgar Sewaks (GRSs) which provides the details of the job card number, the number of workers and the days worked at both the work sites. At Sema worksite kachcha muster roll was maintained by one literate female worker while in Bangi Ruldoo worksite kachcha muster roll was maintained by the person who was elected by the panchayat for the supervision of panchayati works. But the pucca muster roll (official muster roll) at both the work sites was maintained by the GRS. The official muster rolls were designed in such a way that attendance was marked by writing ‘P’ or ‘A’ for present and absent respectively. But the official muster roll was not present all the time at both the work sites rather GRSs of both the villages kept those with themselves. Gram Sewaks of both the gram panchayats revealed that they didn’t keep official muster rolls at the worksites so that muster rolls don’t get damaged because it is the official record. That’s why kachcha muster roll was kept at the work site.

INVOLVEMENT OF CONTRACTORS

“The Act states that the involvement of the contractors is completely banned at any stage.”

Field survey of both the worksites revealed that there was no involvement of any contractors at any of selected worksite. This compiles with the MGNREGA guideline.

IMPACT OF MGNREG SCHEME IN RURAL AREAS

In the Indian history MGNREG scheme is the first scheme which not only ensures the equality of male and female workers but also reserves 33 per cent of work opportunities for female workers. MGNREG scheme is an important opportunity for the women who would have remained unemployed.

MGNREGS has reduced the traditional gender wage discrimination particularly in the public works.

RESERVATION OF WORKS FOR WOMEN AND EQUAL WAGE PAYMENT

“The unique feature of the Act is that 1/3rd employment is reserved for women and equality of wages for the male and the female workers should be maintained.”

Large wage differentials based on gender were noticed in the rural labour markets and many previous efforts had failed to bring down such gaps. However MGNREGS has not only succeeded in removing such gaps but also reserved works for the women category.

During the field survey female respondents revealed that men and women got equal wages. Moreover, at the both worksite the number of female workers were higher than the stipulated 33 per cent.

TABLE 4.14: FEMALE PARTICIPATION IN MGNREGS WORKS

Sex	Number of respondents at worksites		
	Bangi Ruldoo	Sema	Total
Female	14 (46.67%)	17 (56.67%)	31 (51.67%)
Male	16 (53.33%)	13 (43.33%)	29 (48.33%)
Total	30 (100%)	30 (100%)	60 (100%)

Source: (Field Survey)

Table 4.14 shows that at the Bangi Ruldoo worksite 46.67 per cent workers and at Sema village 56.67 per cent workers were women. Out of total selected workers, 51.67 per cent of workers were female at the aggregate level. This showed women participation was more than men. The scheme proved to be boon for the women community.

PREFERENCE FOR WORK AMONG WOMEN

During the field survey female respondents revealed that they preferred the MGNREGS works than any other work. They revealed that market wage rate for women were almost equal to the MGNREGS wages. Market wage rate for women was Rs. 200 per day and under MGNREGS it was Rs. 184 per day. So there was little difference. Moreover, there were hard working conditions in agricultural operations.

TABLE 4.15: PREFERENCE OF WORK AMONG THE FEMALE RESPONDENTS

Works	Number of respondents at the worksites		
	Bangi Ruldoo	Sema	Total
NREGS works	10 (71.43%)	14 (82.35%)	24 (77.42%)
Other works	4 (28.57%)	3 (17.65%)	7 (22.58%)
Total	14 (100%)	17 (100%)	31 (100%)

Source: (Field Survey)

Table 4.15 shows that at the Bangi Ruldoo worksite 71.43 per cent and at Sema worksite 82.35 per cent preferred to work under MGNREG Scheme. The remaining female respondents at both the worksites revealed that they preferred to join other works because of delay in the payment of wages as also in the labour market they could get advance payment in the emergency which is not possible under MGNREGS. However, 77.42 per cent of the female workers at the aggregate level preferred MGNREGS works. Female respondents revealed that the Act's stipulation that work may be provided within 5 km of the village where the job applicant resides make participation in the scheme logistically possible especially for women.

The easy access to MGNREGS works has had a positive impact on women's socio economic status and general well-being. Women now have financial freedom and they spent money for paying for their children's education and bearing medical expenses and repaying small borrowing etc.

**TABLE 4.16: EXPENDITURE PATTERN OF WOMEN RESPONDENTS
(IN PERCENTAGE)**

Expenditure incurred on	Bangi Ruldoo 14 female workers	Sema 17 female workers	Total 31 female workers
Food	12 (85.71%)	8 (47.06%)	20 (64.52%)
Clothes	5 (35.71%)	3 (17.64%)	8 (25.80%)
Shelter	0	2 (11.76%)	2 (6.04%)
Education	6 (42.85%)	4 (23.52)	10 (32.25%)
Health	3 (21.42%)	1 (6)	4 (12.9%)
Small borrowings	6 (42.86%)	4 (23.52)	10 (32.25%)

Source: (Field Survey)

Female respondents of the worksites revealed that they spend their wage income on the food items, clothes, shelter, and education of children, health and for

the payments of small borrowings. Table 4.17 revealed that 64.52 per cent respondents spend their income on food items, 32.25 per cent respondents spend their wages on the education of their children and for paying small borrowings. 25.80 per cent respondents spend their income on clothes at the aggregate level.

WOMEN EMPOWERMENT

Female respondents at both the work sites revealed that the scheme has enhanced their self-respect. They started getting a feeling of equality in society. More over necessity of interacting with post office/ bank or government officials has enhanced their confidence level. They have become financially independent and decide on many things. It was observed that women have also learned to sign. They used to give thumb impression earlier. That showed that this scheme has empowered women.

MGNREG Scheme was proved beneficial for the widows especially who have no source of income. In both the villages widows said that the scheme helped them in improving their livelihood. Thus scheme had a positive impact on women based on the perception of the respondents.

IMPACT ON INCOME

One of major purpose of the MGNREGS is to provide gainful employment and increase the income of the poor households in the rural areas.

TABLE 4.17: EFFECT ON INCOME OF RESPONDENTS (Based on perception)

Effect	Number of respondents at the worksites		
	Bangi Ruldoo	Sema	Total
No change	6 (20%)	7 (23.33%)	13 (21.67%)
Change (increase)	22 (73.33%)	20 (66.67%)	42 (70%)
Do not know	2 (6.67%)	3 (10%)	5 (8.33%)
Total	30 (100%)	30 (100%)	60 (100)

Source: (Field Survey)

73.33 per cent workers at the Bangi Ruldoo worksite revealed that their income has increased after getting employment in MGNREGS. However, 20 per cent opined that they didn't find any change in their income level and 6.67 per cent were ignorant about the change in the income level (Table 4.17). Whereas at Sema village worksite 66.67 per cent workers reported an increase in their income after joining the scheme. However, 23.33 per cent respondents believed that there was no change in their income and 8.33 per cent respondents were ignorant about the change in their income. Out of the total selected respondents 70 per cent at the aggregate level revealed that their income increased after the implementation of the scheme, 21.67 per cent opined that there was no change in the income level and 8.33 per cent were ignorant about the change.

TABLE 4.18: SOCIO-ECONOMIC IMPACT OF MGNREGS ON RURAL WORKERS

Particulars	Number of respondents		
	Bangi Ruldoo	Sema	Total
Reduction of dependence on agriculture	14 (46.67%)	16 (53.33%)	30 (50%)
Increase in general wage rate	30 (100%)	30 (100%)	60 (100%)
More economic independence	22 (73.33%)	19 (63.33%)	41 (68.33%)
Increase in work opportunities	30 (100%)	30 (100%)	60 (100%)
Women empowerment	21 (70%)	19 (63.33%)	40 (66.67%)
Improved standard of living (based on perception)	19 (63.33%)	17 (56.67%)	36 (60%)

Source: (Field Survey)

At both the work sites 50 per cent workers revealed reduction in dependence on agriculture at aggregate level (Table 4.18). 100 per cent of the workers at the aggregate level believed that the scheme had positive effect on general wage rates though the market wage rate was higher than the MGNREGS wages. They explained

that when first time this scheme was implemented in the district it created shortage of supply of labour which led to increase in the general wage rates of labour market. 68.33 per cent of the respondents believed that they have started feeling more economic independence and all the respondents felt that the scheme has led to the creation of more job opportunities especially for women. This scheme has also improved the standard of living of respondents as revealed by 60 per cent of respondents at the aggregate level.

Above all, 66.67 per cent of the workers at the aggregate level believed that women have been empowered by this scheme.

HINDERANCES IN THE LARGER PARTICIPATION OF MGNREGS

Though the scheme has a significant and positive impact on the social and economic life of the rural households yet there are many factors that are responsible for lesser participation in this scheme. Some of these factors have been highlighted in Table 4.19.

TABLE 4.19: HINDERANCES IN LARGER PARTICIPATION OF MGNREGS

MGNREGS weaknesses	% multiple responses	
	MGNREGS Workers (60)	Non-MGNREGS Workers (60)
Irregularity of work	17 (23.33%)	45 (75%)
Social barriers	8 (13.33%)	17 (28.33%)
Lack of adequate and timely work	6 (10%)	23 (38.33%)
Delay in the payment of wages	11 (18.33%)	26 (43.33%)
No advance payment	13 (21.66%)	43 (71.66%)
Low wages	35 (58.33%)	47 (78.33%)

Source: (Field Survey)

Table 4.19 reveals that 75 per cent of non-MGNREGS workers believed that Irregularity of work is a most discouraging factor among the rural workers for working in MGNREGS. Lack of regular generation of employment opportunities was cited by 23 per cent of MGNREGS workers as compared to 75 per cent of non-MGNREGS workers. Enhanced regularity can help them to plan their employment in an optimal

manner and also encourage more workforce participation. Many social barriers such as feeling low in working as labour in own village was the reason of low participation expressed by 13.33 per cent of MGNREGS workers and 28.33% of non MGNREGS workers. Delay in the payment of wages was another important deterrent to working for MGNREGS.

Out of total non MGNREGS workers 71.66% revealed that they work as contractual labour and take some money in advance. That's why they do not go for MGNREGS work. Moreover, 78.33% of non-MGNREGS workers blamed relatively low wages of MGNREGS for not working for this scheme.

OFFICIAL VIEWS REGARDING THE IMPLEMENTATION OF MGNREGS

During the field work an attempt was made to make an assessment of the difficulties in the implementation of the scheme which were faced by the stake holders other than workers like district programme co-coordinator, programme officer at the block level and Gram panchayat at the village level. Information was collected from them by administering the schedule.

The Act states that the state governments have to make an arrangement of the technical and non-technical staff for the effective implementation of the scheme at the district level.

Assistant Development Commissioner is the district project head of the scheme. During the field survey it was found that all the staff of the MGNREGA was hired on contractual basis and staff was inadequate at district and block level. In the both selected blocks there was proper appointment of the Programme Officer's, computer assistants, technical assistants. District level and block level authorities revealed that due to delay in fund release there was delay in the payment of wages to the workers. The district and the block level authorities also revealed that salary was not paid to them from last 3 months which causes the lack of seriousness in doing work.

WORK MEASUREMENT

In both in selected blocks technical engineers were appointed for the measurement of the work. They supervise and measure the work done from time to time.

MAINTAINCE OF RECORDS

Different records regarding the implementation of the scheme were properly maintained in the selected blocks by selected panchayat secretaries, Block level officials and at the district level also. All the data related to the scheme was daily updated by the computer assistants at the block and the district level.

WAGE MATERIAL RATIO

“The Act states that wage-material ratio should not be less than 60: 40 at all the levels.”

District level authorities revealed that during the 2012- 13 wage material ratio was 60:40 but in the current year 2013-14 up to October wage material ratio was 80:20 making the scheme relatively more labour intensive.

GRIEVANCE REDRESSAL MECHANISM

As per the Act, the States have been asked to set a grievance redressal mechanism and procedure at both the Block and the District level.

During the field survey it was found that at the district level one complaint assistant is appointed for the grievance redressal mechanism. At the block level complaints were solved by the Programme officer. Officials at the district and the block level revealed that they collected many complaints from time to time, but a large chunk of complaints were wrong due to the lack of knowledge about scheme. Officials revealed that MGNREGA workers had formed a Union and most of time they registered their complaints under the pressure of Union. Most of the complaints showed lack of awareness about the MGNREGS guidelines.

However, the selected village panchayats had not registered any complaint.

CONDUCT OF SOCIAL AUDIT

“To realize the objective of accountability and transparency MGNREG Act features a Social Audit.”

The Social audit was conducted 2 times in a financial year after 6 months and its main purpose is to cross verify the records and works. During the field work it was found that in the both selected panchayats Social Audit was conducted on time. It was found that Social Audit Committees were formed in both the selected panchayats. District level authorities revealed that Social Audit was read in the presence of 5 officials (1 aganwadi worker, 1 retired head teacher, 1 ex- army man, Nehru Yuva Kendra worker, and GRS) and 5 village members (job card holders) and other stake holders of the scheme and the villagers.

EMPLOYMENT GUARANTEE DAY

Employment guarantee day was first celebrated during November 2013 revealed by block and district level officials in the Bathinda District. That's why Gram Panchayats and workers didn't know about employment guarantee day.

Bathinda is the first district at the state level which started celebrating employment guarantee day in each gram panchayats. On this day applications are received, complaints are heard and other matters related to the scheme are discussed.

CHAPTER - V

SUMMARY

An attempt is made in this study to assess the implementation of the Mahatama Gandhi National Rural Employment Guarantee Scheme in the Bathinda district. MGNREGS is one of the largest welfare schemes which is primarily intended to enhance the livelihood securities of the people in the rural areas by supplementing income through wage employment of the unskilled labour force. The budget outlay for the scheme was Rs. 33000 crore during 2012-13.

This scheme was first implemented in Hoshiarpur district during the first phase and in Nawanshahr, Jalandhar and Amritsar districts during the second phase. The remaining districts were covered in the third phase. There are few studies on this scheme's implementation in the Punjab State and there is no study on the monitoring of this scheme in Bathinda District. Bathinda is a phase III MGNREGS district and the MGNREGS was physically implemented from 01- 04-2008 in the district. The main objectives of the study are;

- To highlight the violations of the stipulated guidelines of the MGNREG Scheme in Bathinda district.
- To assess the awareness level regarding rules and procedures among workers and officials implementing this scheme.
- To analyze the overall impact of MGNREG Scheme on the rural workers of the Bathinda district.

Multistage sampling was applied in this study. Bathinda district was purposely selected due to time and money constraint. Two blocks Talwandi Sabo and Nathana of Bathinda district were selected on the basis of highest number of person days generated during 2012-13. Further, Bangi Ruldoo from Talwandi Sabo block and Sema village from Nathana block were randomly selected. One worksite from each village was visited to seek information from workers/officials. Sixty workers (30 MGNREGS workers and 30 non MGNREGS workers) from each village were randomly interviewed. Thus, a total sample size of 120 workers was taken.

FINDINGS BASED ON SECONDARY DATA

FINANCIAL PROGRESS: During the years 2008-09 to 2012-13 funds availability showed a mixed trend in Bathinda district. Funds available during 2008-09 were Rs. 363.69 lakh that increased to 1794.69 lakh during 2009-10 but after that funds availability declined to Rs. 1129.17 lakh during 2012-13. Though the funds availability had decreased but the percentage of the expenditure showed a mixed trend. Funds expended were 7.70% of the available funds during 2008-09 which increased to 81.99% during 2011-12 and then declined to 73.92% during 2012-13.

PHYSICAL PROGRESS: No major works were completed during 2008-09. However, percentage of works completed increased to 35.40% during 2009-10 to 37.53% during 2010-11 and further to 75.16 per cent during 2011-12. The work completion percentage declined to 57.85% during 2012-13. This was due to some workers opting out for higher wages works.

ISSUANCE OF JOB CARDS: The issuance of job cards to the rural households had shown an increasing trend during 2008-09 to 2012-13 from 31600 to 45744 in Bathinda district. During the reference year 2012-13, issuance of job cards increased by 5.48% from the preceding year. Out of total issued job cards 88.12% were issued to SC's HH's and 11.88% issued to other HH's during 2012-13.

EMPLOYMENT GENERATION: The employment days generated had showed a mixed trend during 2008-09 to 2012-13. Employment generation was highest during the 2009-10, which declined by -26% during 2010-11 and then increased to 3.88% in 2011-12. But during the reference year 2012-13, employment generation declined 13.26% from the preceding year.

FINDINGS BASAED ON PRIMARY DATA

AWARENESS LEVEL

Village Sarpanch was found to be the main person disseminating information about the MGNREG scheme and works in both the selected villages. However, the workers were found to have little knowledge about the main provisions of the Scheme. The reason might be the illiteracy among the workers. So for the effective implementation of the scheme proper awareness must be created among the workers through workshops, seminar, training programmes or other Information, Education and Communication activities. Level of awareness among village panchayat secretaries and gram rozgar sewaks was quite satisfactory.

PROCESS OF GETTING JOB

Mode of application was 60% oral and remaining 40% had put their application in written mode. All the workers got their job cards within the stipulated period of 15 days after the application. However 25% of total respondents didn't have photograph on their job cards. Officials said that this had happened due to lack of equipment like scanner. Nevertheless, this was a gross violation of the MGNREGA guideline.

The applicants are supposed to get a dated receipt after submitting their application. However, only 43 % of the workers got dated receipt of their application. Panchayats of both the villages revealed that they were unable to issue receipts to oral applications or sometimes due to the work burden, which was a serious lapse in adhering to the guideline. Nonetheless, the work was provided within 15 days after the submission of the application.

DELAY IN WAGE PAYMENTS

The delay in receiving wage was reported by 60% of the total workers. None of the worker was paid any monetary compensation for delayed wage payment. It was a violation of the guideline.

USE OF MACHINERY AND INVOLVEMENT OF CONTRACTORS

During the field survey it was found that labour displacing machinery was not utilized and workers also reported that there was no involvement of contractors in works being done. This complies with the MGNREGS guideline.

POOR WORK SITE MANAGEMENT

- WORKSITE FACILITIES

There was no proper provision of worksite facilities at both the worksites. No provision of first aid kit was found at both worksites. Crèche and shade facility were not available to workers at Bangi Ruldoo worksite. There was no provision of drinking water facility at Sema worksite. It showed the gross violation of MGNREGA guideline.

- PROVISION OF MATE

At both the worksites there was no provision of mates.

- NON AVAILABILITY OF TOOLS

Workers reported that during the first year necessary tools were made available to workers like spade, basket, tubs etc. but after that they carry their own necessary tools with them. Officials said that they were unable to make tools available due to small share for administrative costs in total available funds.

PARTICIPATION IN EMPLOYMENT GUARANTEE DAY

During the field survey, it was found that workers did not know about employment guarantee day because employment guarantee day was never celebrated at both of the worksites. Officials at the block and district level revealed that employment guarantee day was first celebrated during November 2013 in Bathinda district and this day was celebrated on the last Friday of month. On this day matters related with MGNREGS are discussed.

ADMINISTRATION COST CONSTRAINT

The share of administrative cost under the scheme is only 6% out of total allocated funds at the district level. Administrative cost includes photograph of the workers for the job card, information expenditure, education and communication, capacity building, expenditure of the staff, Management Information System and Operations etc. This budgeted amount of administrative cost proved to be big constraint for the effective implementation of the scheme in the district.

MAINTENANCE OF RECORDS

All the records related to MGNREGS were properly maintained by the Panchayat secretary and gram rozgar sewak of both the villages. At both the worksites two type of muster rolls were used i.e. kachcha muster roll and pucca muster roll. Kachcha muster roll was all the time available at the worksites and pucca muster roll was with the gram rozgar sewaks.

PROVISION OF INADEQUATE AVERAGE EMPLOYMENT DAYS

During the field work it was found that only 8% of the total selected workers completed 100 days of employment. Fifty per cent of workers had been provided less than 50 days employment and 42% had been provided less than 99 days. Workers who completed 100 days of employment were in small number. So, the State government should ensure that workers are provided full 100 days employment in a year.

WOMEN PARTICIPATION RATE

The data shows that the women worker participation rate was more than men. It was 57.40% at the district level. At the selected worksites women participation rate was 52 per cent. Out of the total women workers 77% women workers preferred to work under MGNREGS works because of work provision within the village and attempt same wage rate compared to market wage rate. Sixty four per cent of female respondents were found to spend the enhanced income on food and on children's education.

IMPACT OF MGNREGS

MGNREGS had a significant impact on the economic condition of the beneficiaries by enhancing work opportunities which increased their income, 70% of the MGNREGS workers revealed that their income has increased due to increase in wage rates which ultimately led to improvement in living standard. Other major impact of MGNREGS has been women empowerment. Eighty two per cent of women reported that they can sign now on musters, earlier they used to give thumb impression. They now talk to district officials, bankers without any hitch.

HINDERANCES IN THE LARGER PARTICIPATION OF MGNREGS

Low wages in MGNREGS was the main reason revealed by 78 per cent of non MGNREGS workers because market wages were higher than MGNREGS wages. Other reasons for not working in MGNREGS were irregularity of work, social barriers, delay in the payment of wages and no advance payment which is normally given by other employers.

OFFICIALS VIEWS REGARDING SCHEME

The main constraint revealed by officials was delay in the funds received at the district level which causes delay in payment of wages of the workers and salaries to the staff. However, there was a provision of grievance redressal mechanism at both the block and the district level.

Social audit committees were formed in both the blocks and social audit was conducted twice in a year.

All in all the study found that all the MGNREGS guidelines were not adhered to during the implementation of scheme because violation of guidelines were found in provision of worksite facilities, mate provision, affixation of photos on job cards, issuance of receipt against work application, timely wage payments and in stipulated days of employment per household. Non MGNREGS workers attributed relatively lower wages

of MGNREGS works, irregularity of its work, delay in payments and lack of advance payment as the reasons for not joining MGNREGS. However, the implementation of this scheme has resulted in women empowerment, generation of more employment opportunities and improvements in incomes of workers.

SUGGESTIONS

1. Workers suggested that number of days of employment may be increased per household. This would help to improve further the income level of poor rural families.
2. Wage rates for workers may be increased to make it at par with market wage rates. It will encourage more workers to join MGNREGS.
3. Women workers suggested that timing of work may be such that they can also complete their household responsibilities. They also demanded provision of toilets at the worksites.
4. Funds must be released on time so that the wages and salaries can be paid on time.
5. Share of administrative costs may be increased from the existing 6 per cent to 10 per cent of allotted funds.
6. Intensive monitoring/evaluation of MGNREGS may be done at the state/district level to ensure proper implementation of the scheme.
7. It is suggested that works that create useful assets may be undertaken under the scheme in Bathinda district as it is the one of the objective of the scheme. At present only the work of desilting of ponds and work on road berms are being under taken.
8. The employment days in the scheme may be increased from 100 to 160 per household. This along with the suggestion that srl. no. 2 will bring about more security and stability for MGNREGS workers.

ANNEXURE- I

ROLES AND RESPONSIBILITIES OF VARIOUS STAKEHOLDERS

Roles and responsibilities of various stakeholders, who are involved in the proper implementation of Mahatama Gandhi National Rural Employment Guarantee Scheme from village to National level, are given as below:

VILLAGE LEVEL

A. Wage Seekers

The primary stake holders of the scheme are wage seekers. The main rights of the wage seekers are: application for registration, obtaining of job card, application for work and obtain its dated receipt, getting work within 15 days, right to get unemployment allowance in case employment is not provided after the 15 days of applying for work, worksite facilities, check muster rolls etc.

B. Gram Sabha (GS)

The Gram Sabha is the main platform for the workers to raise their voices and make demands for themselves. Rights and responsibilities of the Gram Sabha are: recommends the work to be taken up, monitor the execution of the works within the Gram Panchayat (GP), provide information about MGNREG Act, conduct social audits etc.

C. Gram Panchayat (GP)

The GP is the pivot body for planning and implementation. It has been assigned a major share i. e at least 50 per cent share to execute the MGNREGA works. It also monitors the scheme at the village level. The GP is responsible for following activities preparing work plans, registering households, issuance of job cards, allocating employment, maintaining records, convening the GS for planning and social audit etc.

BLOCK LEVEL

A. BLOCK PANCHAYAT (INTERMEDIATE PANCHAYAT)

The block panchayat is responsible for planning, monitoring and supervising the MGNREGA works at block level. It is also responsible for executing the MGNREGA

works at the block level other than executed by the District Panchayat and Gram Panchayat.

B. Programme Officer (PO)

The PO acts as a coordinator for MGNREGS at the Block level. The main responsibility of the PO is to ensure that anyone who applies for work gets employment within 15 days. Other important functions of the PO are: monitoring and supervising implementation of MGNREGS works of GP, redressing grievances within the block, ensuring the conduct of social audits, making necessary arrangements for providing work etc.

At the block level Tehsildar/Block Development Officer are often designated as PO.

DISTRICT LEVEL

A. District Programme Coordinator (DPC)

The State Government designates a DPC who is responsible for the implementation of the scheme in the district. The DPC shall assist the district panchayat in discharging its functions, receive and consolidate Block Panchayat plans for inclusion in District Plan for approval by DPs, accord timely sanction to shelf of projects, ensure timely release and utilization of funds, submit periodic progress and updates to the State Government etc.

B. District Panchayat (DP)

DPs are responsible for consolidation of annual book plans into district plan, monitoring and supervision of the MGNREGS in the District, carry out such other functions as may be assigned to it by the state council, from time to time.

STATE LEVEL

A. State Employment Guarantee Council (SEGC)

The SEGC (or State Council) is to be set up by every state government under the section 12 of MGNREGA.

The SEGC has the following roles and responsibilities advice the State government on the implementation of the scheme, evaluate and monitor the scheme within the State,

recommend the proposal of works to be submitted to the Central government and prepare the annual report.

B. State Government

State Government make the rules for the implementation of the Scheme, set up SEGC, establish a State Employment Guarantee Fund, ensure the full time dedicated personnel at the State, District, Block and Cluster level. It delegates financial and administrative powers to the officials like DPC, PO etc. and ensure accountability and transparency in the scheme at all levels.

CENTRE LEVEL

A. Central Employment Guarantee Council (CEGC)

The CEGC has to establish a central monitoring system, review the monitoring and redressal mechanism and recommend improvements to be done as also prepares annual report of the scheme.

B. Ministry of Rural Development (MoRD)

The MoRD make rules, issue operational guidelines, review of permissible works of MGNREGS, constitute CEGC, National Employment Guarantee Fund, and National Employment Management Scheme and maintain up to date data of the Scheme.

OTHER STAKEHOLDERS

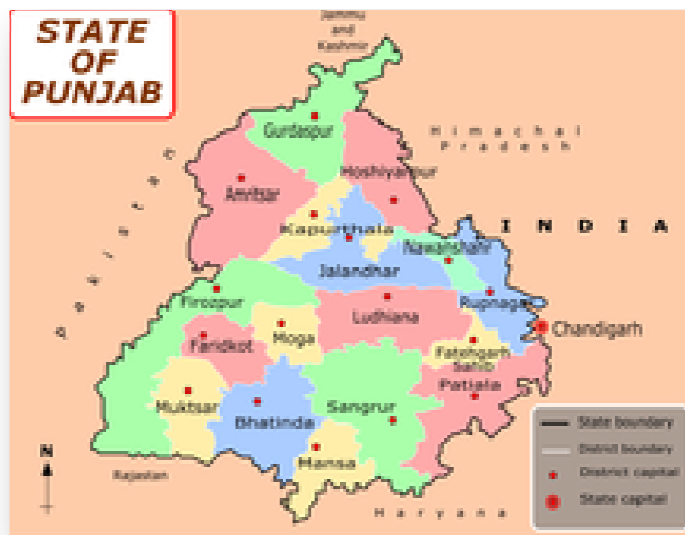
Civil Society Organizations (CSOs), Self Help Groups (SHGs) play a pivotal role in spreading awareness about the scheme at the various levels. Other stakeholders are members of Social Audit Unit, Technical staff of implementing agencies and other departments of MGNREGS works such as Agriculture, water resource/irrigation, forest etc (MGNREGA operational guidelines, 2013).

ANNEXURE-II

PROFILE OF PUNJAB

Punjab is an Indo- Iranian word meaning “the land of five rivers”. Punjab lies at the cross roads of great civilization of the world. Partition of India divided Punjab in two parts, east Punjab or west Punjab. Punjab suffered the most destruction and damage at the time of the partition of India. In 1966, Punjab underwent another split into Punjab, Haryana (Hindi speaking areas) and Himachal Pradesh.

LOCATION



Punjab extends from the latitudes 29.30° north to 32.32° and longitudes 73.55° east to 76.50° east. It is bounded on the west by Pakistan, on north by Jammu and Kashmir, on northeast by Himachal Pradesh and on south by Haryana and Rajasthan. Due to the presence of large number of rivers, most of Punjab is fertile plains. The southeast region of the state is semi-arid and gradually presents a desert landscape. A belt of undulating hills extends along the northeastern part of the state at the foothills of Himalayas.

The total area of Punjab is 50,362 sq. km. Out of this 48265 sq.km is occupied by rural area and 2097 sq. km. by urban area. Its average elevation is 300 m from the sea level.

The capital of Punjab is Chandigarh. The state comprises of 14 cities and 157 towns. The state of Punjab has 22 districts which comprises 5 divisions, 81 sub-divisions, 81 tehsils, 86 sub-tehsils, 145 blocks, 22 Zila Parishads, 140 Municipal Committees and 23 improvement Trusts.

According to the Census 2011, the state has a population of 277.04 lakh comprising of 146.35 lakh (52.8%) males and 130.69 lakh (47.2%) females. Out of total population 173.2 lakh (62.51%) live in rural areas and 103.87 lakh (37.49%) reside in urban areas. As per census 2011, the population density of the state is 550 sq. km which is higher than that of National level 383 per square km. The literacy rate in the State is 76.70% and the Sex ratio is 893 females per 1000 males.

Being predominantly an agricultural state, the government is making all out efforts to develop and boost the agro- based industry in the State which is probably key sector for the industrial growth. Through the Green Revolution in the 60's Punjab took a major stride in increasing productivity of food grains, especially of wheat with a yield of 50.97 qtls. per hectare and rice with a yield of 37.41 qtls. per hectare during 2011-12. It has contributed to the central pool significantly towards strengthening India's self sufficiency.

The 11th Plan target for the economic growth of the country was 9%, against which the actual growth has been to the extent of 8.03%. The economic growth in the state during the 11th plan period has been 6.73% against the target of 5.9%.

As per the Millennium Declaration of the United States (2000), eradication of the poverty is one of the most important goals to be achieved by 2015. Achievement of Punjab in the term of reducing the population below poverty line is satisfactory as compared to many other states and the country as a whole. Punjab has only 15.90 % of the population living below the poverty line and target of 11.41% set under the Millennium Development Goals seems to be achievable by 2015.

According to the 66th round of NSSO which was conducted during the 2009-10, Punjab's average Monthly Per Capita Expenditure (MPCE) is much better than the country as a whole as well as also than many states of the country. Among the major states, average MPCE of Punjab at Rs. 1649 is second highest in rural areas after Kerala (Rs. 1835), while the national average was at Rs. 1054. In urban area, average MPCE in Punjab was Rs.2109 but at National level it is at Rs.1984. Ranking of Punjab is at 2nd place in rural area and at 5th place in urban areas at national level.

However, the magnitude of unemployment in the state continuous to be a cause of serious concern. The number of registered job seekers (both educated and uneducated) in the employment exchanges during 2011 were 3.62 lakh, out of which 2.53 lakh were educated.

According to the 66th round of National Sample Survey which was conducted by NSSO, rate of unemployment per thousand was 42 in Punjab as compared to 25 in all India.

The population of the state growing day by day but the employment opportunities is not increasing at the same rate. The population of Punjab has increased 13.17 per cent from 2001 to 2011¹.

¹ Economic survey of Punjab 2012 - 13

ANNEXURE-III

PROFILE OF BATHINDA DISTRICT

Bathinda is the one of the historical town of North India. It is associated with the imprisonment of Razia Sultan in the fort which is more than 1800 years old. It was also called whatinda and Bitunda which finally become known as Bathinda. But its name changed to Bathinda on the authority survey of India to conform to the phonetical expression as locally pronounced.



Bathinda is one of the 22 districts of Punjab. The Bathinda district came into existence on 20th August 1948, when PEPSU state was formed.

Bathinda district is situated in the Southern part of Punjab State in the heart of Malwa region and is situated between 29°-33 and 30°- 36 North latitude and 74°-38 and 75°- 46 East longitudes. Bathinda has its boundaries common with district Moga in the north, Sirsa (Haryana) in south-east, Muktsar in west and Mansa in west. Bathinda district encompasses an area of 3353 sq. km.

The district is situated in Satluj Ganga plain. The climate is extremely hot in summer and extremely cold in winter. The soil in the district is mostly sandy. But with the

development of latest technology and machinery the topography is under vast change with respect to various aspects connected with green revolution. Bathinda is cotton producing belt of Punjab. Wheat, cotton and paddy are the main crops of the district. Out of total geographical area 88.24% is under cultivation and 2.34% area is under the forests. Canals are the main source of irrigation in the district supplemented by the tube wells.

As per District Industries Centre (DIC), the district has 16 large and medium units and 4261 registered with DIC. As the economy of the district is primarily agriculture, agro-based industries and manufacturing units have been set-up.

Bathinda has emerged as a leading centre for education in the Malwa region.

There are 177 branches of commercial banks, 3 branches of the Regional Rural banks, 39 branches of Central cooperative banks.

It has the biggest Railway Junction of India. It is also known for the first thermal plant of Punjab. District Bathinda has many historic places including Talwandi Sabo known for Takhat Sri Damdama Sahib.

Bathinda district has three tehsils (Bathinda, Rampura Phul and Talwandi Sabo) and 6 sub-tehsils. There are total 6 constituencies, 8 development blocks (Bathinda, Sangat, Rampura, Phul, Nathana, Maur, Bhagta Bhaika and Talwandi Sabo) and 6 towns. It has 285 villages out of which 4 are uninhabited. There is one Municipal Corporation (Bathinda), 8 Municipal Committees, 307 gram panchayats and 9 market committees in the district.

According to the Census 2011, the total population of Bathinda is 1388525 of which males and females were 743197 and 645328 respectively. Out of total population, 35.95% population lives in urban areas and 64.05 % lives in rural areas. Its population growth over the decade 2001-11 was 17.37%. Average literacy rate of Bathinda district in 2011 were 68.28 %, gender wise, male and female literacy were 73.79 % and 61.94 respectively. Sex-Ratio is 868 per 1000 males.

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