



## A Study of Work Completion, Expenditure and Delay Payment of Mgnrega in M.p.

Sakshi Gupta

Student Indira Gandhi National Open University, Study Centre, Indore (MP)

S. K. Gupta

Ex Project Officer & DPM MGNREGA ZP Vidisha, Rewa, Sidhi and Department of Fisheries Ujjain (MP)

### ABSTRACT

*In this comparative study we have attempted to analyze the pros and cons of MGNREGA and its impact on livelihood of rural people and worked done under MGNREGA. It may benefit Scheduled Castes and Scheduled Tribes and, generally speaking, those with little or no access to positive migration opportunities – in other words, it may be a good way to curb distress migration (Solinski, 2013).*

*Poor infrastructure leading to improper implementation of MGNREGA no utilization of the fund provided. The work started on 2006 has yet not been completed by the MGNREGA scheme. The National Level Monitors who are appointed for auditing and inspection of works at the field level are expert in their field as most of them are retired officers and non expert in construction field. As we know MNREGA is Panchayat level scheme and most of the power is given to Sarpanch and the secretary of gram panchayat but they misuse their power and most of them do not have required information about MNREGA so they buy anything because they are not properly trained how to work and they do not have effective supervision.*

**KEYWORDS: MGNREGA, WORK COMPLETION, EXPENDITURE, DELAY PAYMENT, JOB CARDS**

### Introduction

The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) was started under the act of "National Rural Employment Guarantee Act 2005" with the aim to guarantee the 'right to work' and ensure livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult member volunteers are able to do unskilled manual work. The act explicitly mentions the principles and agencies for implementation, list of allowed works, financing pattern, [monitoring and evaluation](#), and most importantly the detailed measures to ensure transparency and accountability. Further the provisions of the law adhere to the principles enunciated in the [Constitution of India](#). The thrust of the Eleventh Five Year Plan (2007-12) is social inclusion coupled with provision of improved livelihood opportunities NREGA is conceived as a holistic approach to make the growth more inclusive (Chandrasekar and Ghose, 2004). In addition to this the aim of MGNREGA is to create durable assets that would augment the basic resources available to the poor. Factors like migration potential in an area and semi feudal structure of the local economy can influence the demand for NREGA work in a negative way. At minimum wage rate and within 5 km radius of the village, the employment under MGNREGA is an entitlement that creates an obligation on the government, failing which an unemployment allowance is to be paid within 15 days. Along with community participation, the MGNREGA is to be implemented mainly by the gram panchayats (GPs). The involvement of contractors is banned.

Progress of the works was very slow, enough labor is not available and work is pending for many years (Gupta, 2013). Labour-intensive tasks like creating infrastructure for rural connectivity, water harvesting, drought relief and flood control are preferred. Starting from 200 districts in 2 February 2006, the MGNREGA covered all the districts of India from 1 April 2008. As we researched, there are many high points of MNREGA in which some are good and some bad also.

### Collection of Data

During the working period in MNREGA second author, who was posted in different districts of M.P., has observed and collected data of MNREGA. Some data are taken from MNREGA website of M.P and India. Basis of data has provided by ZP, JP and GPs.

### Key Features

**Legal right to work:** Unlike earlier employment guarantee schemes, this scheme provides a legal right to employment for adult members of rural households equally and according to data given by Indian government at least one third beneficiaries are women. This legal right secures the livelihood of many people of below poverty line.

**Wages are equal:** Wages must be paid according to the Minimum Wages Act, 1948, unless the central government notifies a wage rate. At present, wage rates are determined by the central government but vary across states, ranging from Rs 135 to Rs 214 per day,

**Tab1- National figures under MGNREGA from year 2012-13 to 2014-15**

Financial Years	2014-2015	2013-2014	2012-2013
Approved Labor Budget[In Cr]	220.63	258.57	278.71
Person days Generated so far[In Cr]	107.59	220.32	230.41
% of Total LB	48.77	85.21	82.67
% as per Proportionate LB	90.38	0	0
SC person days % as of total person days	22.81	22.6	22.22
ST person days % as of total person days	16.29	17.38	17.79
Women Person days out of Total (%)	56.19	52.79	51.3
Average days of employment provided per Household	31.85	45.97	46.2
(i) Average Person Days for SC Households	31.84	45.37	44.92
(ii) Average Person Days for ST Households	30.43	48.95	49.97
Total No of HHs completed 100 Days of Wage Employment	7,80,996	46,57,519	51,73,482
% payments generated within 15 days	26.33	41.61	57.53
Total Households Worked[In Cr]	3.38	4.79	4.99
Total Individuals Worked[In Cr]	4.98	7.39	7.97
% of Men Worked	48.53	52.06	52.93
% of Women Worked	51.47	47.94	47.07
% of SC Worked	22.44	22.71	22.79
% of ST Worked	18.39	17.71	17.92
% of Disabled Persons Worked	0.71	0.65	0.57

Above table shows that the amount of approved budget, person days generated so far, total house hold worked and % of men worked in the given fi-

nancial years from 2012-13 to 2014-15 are decreasing in nation while on the other side the % of women worked and % of ST, disabled persons worked are increasing in the nation. The coverage of these scheme has been gradually expanded over the years. Social welfare was seen as a women, children, youth, family, scheduled caste (SCs), scheduled tribes (STs), other 'backward' classes, the physically disabled and others. While originally designed as a welfare approach, this gradually gave way to a development-oriented and then an empowerment approach (Poonia, 2012). The employment demanded against job cards issued is fluctuating over the years and having declining trend; whereas employment provided against demand is remarkable almost

99 per cent. The employment is provided to various categories like- SC, STs and women. The per cent of SC, STs and women in the persons days generated has declined (Kadrolkar, 2012). Because women have lesser means, skills, assets, education and employment options than men. Most women in agriculture are marginal, subsidiary workers and forced to take part in EGS schemes as a supplementary income during the off season. Perhaps this high visibility has more to do with a gender insensitive development process than a gender sensitive scheme (Chari 2006).

**Time bound guarantee of work and unemployment allowance:**

Employment must be provided with 15 days of being demanded failing which an 'unemployment allowance' must be given.

**Tab-2 Comparisons of unemployment allowance between National and MP during year 2014-15**

State/ National	Total No. of Demand Days	Unemployment Allowance				Rejection Reason				Paid		
		Payable Days	Payable Amount (In Rs)	Approved (In Days)	Rejected (In Days)	No Ongoing Works	Family Completed 100 Days	Workers Not Willing To Works	Worker Died	Other	No. of Days	Amount (In Rs)
National	1402244675	10923448	905830472.5	16162	3009942	333923	9810	2663967	2229	0	0	0

M.P.	154954709	1415265	107583072.5	1404	248170	The above chart is showing total funding and expenditure during the financial year 2013-14 in 245700 for MGNREGA scheme.						0	0
------	-----------	---------	-------------	------	--------	--	--	--	--	--	--	---	---

In the above table and figures, the overall unemployment payment under the scheme was in 2014-15. Government officials web site say the due unemployment payment, the states that have failed. Unemployment allowance payable in case the state Government cannot provide wage employment on time (Rengasamy and Kumar, 2011).

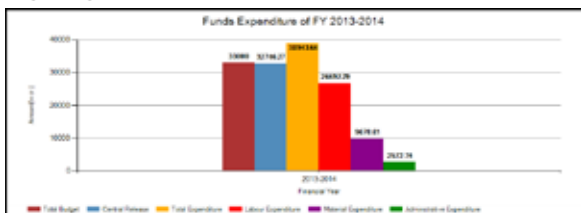
**Decentralized planning:** Gram sabhas must recommend the works that are to be undertaken and at least 50% of the works must be executed by them. PRIs are primarily responsible for planning, implementation and monitoring of the works that are undertaken.

**Work site facilities:** All work sites should have facilities such as crèches, drinking water and first aid.

**Transparency and accountability:** There are provisions for proactive disclosure through wall writings, citizen information boards, Management Information Systems and social audits. Social audits are conducted by gram sabhas to enable the community to monitor the implementation of the scheme.

**Funding:** Funding is shared between the centre and the states. There are four major items of expenditure – wages (for unskilled, semi-skilled, skilled labour), material and administrative costs. The Central Government bears the costs on the following items like the entire cost of wages of unskilled manual workers, 75% of the cost of material, wages of skilled and semiskilled workers. Administrative expenses as may be determined by the Central Government, which will include, inter alia, the salary and the allowances of the programme officer and his supporting staff and work site facilities. The state Government bears the costs on the following items like 25% of the cost of material, wages of skilled and semi-skilled workers (as a ration of 60:40 is to be maintained for wages of the unskilled manual workers and the material, skilled/semi-skilled Government has to bear only 25% of the 40% component, which means a contribution of 10% of the expenditure. Unemployment allowance payable in case the state Government cannot provide wage employment on time.

**Chart-1 National expenditure during the Year 2013-14 for MGNREGA**



**New Amendment in MGNREGA**

Union Rural development Minister, Nitin Gadkari, has proposed to limit MGNREGA programmes within tribal and poor areas. He also proposed to change the labour:material ratio from 60:40 to 51:49. As per the new proposal the programme will be implemented in 2,500 backward blocks coming under Intensive Participatory Planning Exercise. These blocks are identified as per the percentage BPL population. These blocks are identified as per the percentage BPL population. The BPL population in these blocks are identified as per the Planning Commission Estimate of 2013 and a Backwardness Index prepared by Planning Commission using 2011 census. This backwardness index consist of following five parameters - percentage of households primarily depended on agriculture, female literacy rates, households without access to electricity, households without access to drinking water and sanitation within the premises and households without access to banking facilities.

**Causes for failure of MNREGA**

The money is wasted on printing and issuing of Job cards. When this scheme was started the govt issued job cards to almost everyone but about only half of the people came for work and this process is yet being followed now. This results in wastage of money in crores as showing in tab-3.

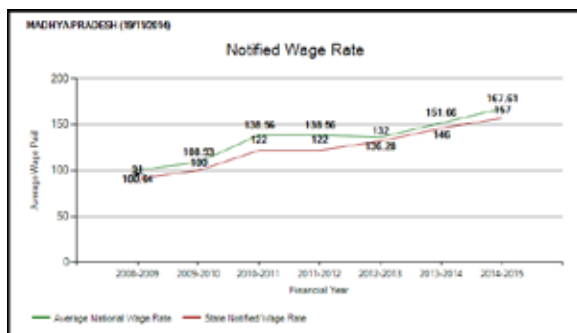
**Tab-3 Showing the issued job cards and completed 100 days by households in MP**

Year	Total Job cards issued	No. of families completed 100 days
2006-07	44,46,195	5,31,556
2007-08	72,38,784	9,22,107
2008-09	1,12,29,547	9,79,206
2009-10	1,12,92,252	6,78,717
2010-11	1,13,84,370	4,67,119
2011-12	1,19,71,776	3,04,447
2012-13	1,20,88,663	1,96,329
2013-14	1,07,92,753	1,75,663

This data is shown in only one state of MP but the same situation prevails in almost all states.

**Low wages-** The wages provides by the MNREGA is specified for agricultural laborers in the state under the Minimum Wages Act, 1948 which is usually different in each state and not only this, it is very low in the poorer states where it should be higher.

**Chart-2 Comparison of wage rate between MP and National**



**Poor Infrastructure:** Poor infrastructure leading to improper implementation of MGNREGA. No utilization of the fund provided - The another fault in MNREGA is that the funding at Panchayat level is very high for Gram Panchayat Sachiv or Sarpanch. On the contrary, most of them are illiterate or they are unable to withdraw the sanction of about Rs. 15 lakhs resulting in their incapability to utilize the given money.

**Tab-4 Utilization of fund (district wise) in MP during year 2014-2015**

S.No	Districts	Total Fund Available(In Lakhs.)	Expenditure(In Lakhs.)	Balance(In Lakhs.)
1	AGAR-MALWA	0.1	0	0.1
2	ALIRAJPUR	2979.76	3401.21	-421.45
3	ANUPPUR	2911.49	3361.52	-450.03
4	ASHOK NAGAR	2258.3	2208.07	50.24
5	BALAGHAT	14401.56	13542.26	859.3
6	BARWANI	2476.57	2731.02	-254.45
7	BETUL	5393.83	5208.85	184.98
8	BHIND	2578.13	2526.92	51.21
9	BHOPAL	2599.29	2308.28	291.01
10	BURHANPUR	2443.23	2219.46	223.78
11	CHHATARPUR	3882.2	3888.26	-6.06
12	CHHINDWARA	6411.06	6404.18	6.88
13	DAMOH	5309.75	5504.17	-194.41
14	DATIA	1319.43	1336.18	-16.75
15	DEWAS	4684.42	4928.13	-243.71
16	DHAR	10388.09	10813.34	-425.25
17	DINDORI	9779.13	10385.1	-605.97
18	GUNA	4393.85	4591.85	-198
19	GWALIOR	2827.95	2719.12	108.83
20	HARDA	1676.03	1562.57	113.46
21	HOSHANGABAD	1623.56	1526.63	96.93
22	INDORE	2711.15	2893.14	-181.99
23	JABALPUR	3296.95	3024.49	272.45
24	JHABUA	5576.29	5622.62	-46.33
25	KATNI	4715.55	4878.11	-162.56
26	KHANDWA	4614.82	4178.34	436.48
27	KHARGONE	7301.97	8071.42	-769.45
28	MANDLA	7249.08	6632.95	616.13
29	MANDSAUR	4767.98	5036.65	-268.67
30	MORENA	6406.54	6842.75	-436.21
31	NARSINGHPUR	3797.15	3751.56	45.59
32	NEEMUCH	1836.27	1726.33	109.94
33	PANNA	3440.56	3521.38	-80.82
34	RAISEN	3883.02	3654.54	228.48
35	RAJGARH	14409.6	13305.81	1103.79
36	RATLAM	3317.67	3625.38	-307.71
37	REWA	3261.21	3499.53	-238.32
38	SAGAR	3764.42	4734.09	-969.67
39	SATNA	3422.75	3407.69	15.06

40	SEHORE	3759.67	3959.16	-199.48
41	SEONI	5662.7	5497.39	165.31
42	SHAHDOL	4204.42	4222.24	-17.81
43	SHAJAPUR	3350	3380.68	-30.68
44	SHEOPUR	1926.51	1842.55	83.96
45	SHIVPURI	5817.18	5883.18	-66
46	SIDHI	3249.77	3184.57	65.2
47	SINGRAULI	4611.76	4326.15	285.61
48	TIKAMGARH	6450.28	5903.39	546.88
49	UJJAIN	5001.46	5602.57	-601.11
50	UMARIA	4173.22	4216.11	-42.89
51	VIDISHA	4261.58	3902.22	359.36

The above data shows that almost all districts have negative balance which proves that the expenditure is more than the given funds. Corruption in distribution of fund by Panchayat head under MGNREGA.

A major criticism of wage employment programmes has been that they generate relief type employment rather than employment through the creation of productive assets, without which they cannot contribute to the generation of sustainable and productive employment (Hirway and Terhal 1997; Dev 2004).

**Incompletion of work:** The work started on 2006 has yet not been completed by the MNREGA. The reasons for incompletion are not specified by the government and the money used for the work is getting higher in the past years.

**Chart -03 work completion rate between National and M.P. from year 2008-09 to 2014-15**



The above chart shows that the works completion rate are decreasing from 2008-09 to 2014-15, not only in nation but also in M.P.

**Monitoring and transparency:** The National Level Monitors who are appointed for auditing and inspection of works at the field level are expert in their field as most of them are retired officers or army officers or other fields they are not acknowledged with most of the rules and regulations of MNREGA and do not have deep knowledge of field work. Further all districts are not included under the social audit and if any issue is raised, proper action is not always taken against those issues. For example there are about 51 districts in M.P. in which only 9 districts were covered under social audit. This year, social audit was done in 645 districts and action against the issues was taken only in 419 districts. This shows how much MNREGA is transparent.

**Conclusion**

Now public can get information about the MNREGA work through the Management Information system but the problem is that the old data of MNREGA has not been updated in MIS so we are unable to get any information of money which was used in that particular time.

As we know MNREGA is Panchayat level scheme and most of the power is given to Sarpanch and the secretary of gram panchayat but they misuse their power and most of them do not have required information about MNREGA so they buy anything because they are not properly trained how to work and they do not have effective supervision.

The delegates recruited by the MNREGA are usually from the contract (Sabinde) level and they temporarily recruited so they are influenced by the higher post officers for making their jobs permanent and many of them are not particularly trained for the given work so they are also inexperienced and corrupted.

## REFERENCES

1. Chandrasekar, C.P. and Jayanti Ghose, 2004. How Feasible is a rural employment guarantee. *Social Scientist* (32): 52-57 | 2. Chari, Anurekha, 2006. 'Guaranteed Employment and Gender Construction: Women's Mobilisation in Maharashtra', *Economic and Political Weekly* (XLI): 5141-48 | 3. Dev, Mahendra, 2004. *Public works Programmes in India*, | 4. Gupta, S. K. 2013. *Integrated land and ecosystem management of Sindh river catchment area*. *JISR(Online)* 2(10): 207-209. | 5. Hirway, Indira and Terhal, Piet, 1994. *Toward Employment Guarantee in India: Indian and International Experience in rural Public works Programmes*. *Indo-Dutch Studies on Development Alternative*. New Delhi: Sage Publications. | 6. <http://www.thehindu.com/todays-paper/tp-national/changes-to-mgnregs-may-cut-into-wages/article6433087.ece>. Retrieved from 'The Hindu' on 22 September 2014. | 7. Kadrolkar, M Vilas ,2012. *An Impact Assessment Study of MGNREGA in Karnataka*.1(4): 21-22 | 8. MGNREGA Official Web Site – [www.nrega.nic.in](http://www.nrega.nic.in) | 9. MP Govt MGNREGA Web Site - [www.nregs-mp.org](http://www.nregs-mp.org) | 10. Mukherjee, Subrata and Ghos, Saswata ,2009. *What Determine the Success and Failure of 100 days work at the Panchayat level ? A study of Birbhm district in WB* – [www.idsk.edu.in](http://www.idsk.edu.in) | 11. Poonia, J .,2012. *Critical Study of MGNREGA: Impact and women's participation*. *International Journal of Human Development and Management Sciences* 1 (1):35-55 | 12. Rangasamy, Kalarani and Sasi Kumar, B 2011. *State Level Performance of MGNREGA in India : A Comparative Study*. [www.irjs.info/1](http://www.irjs.info/1) (10):36-40. | 13. Solinski Thomas, 2013. *NREGA and labour migration in India; Is village life what the 'rural' poor want?* *journal.ed.ac.uk/southasianist* 1(1):17-30. |