

**MAHATMA GANDHI NATIONAL RURAL
EMPLOYMENT GUARANTEE ACT (2005) IN
ARUNACHAL PRADESH:
A Comparative Study of Lower Subansiri and Namsai District**

A Thesis submitted in partial fulfilment of the requirements for the award of the Degree of Doctor of Philosophy in Political Science under Faculty of Social Sciences, Rajiv Gandhi University.

Submitted by

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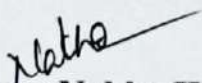
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CERTIFICATE

This is to certify that the Thesis entitled; **MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE ACT (2005) IN ARUNACHAL PRADESH: A Comparative Study of Lower Subansiri and Namsai District**, submitted by Mihin Lali in partial fulfilment of the requirements for the award of the Degree of Doctor of Philosophy in Political Science under the faculty of Social Sciences, Rajiv Gandhi University, Rono Hills, Doimukh.

This is an original bonafide work carried out by the candidate. This research work has not been previously submitted elsewhere for the awarding any degree. This Thesis may be placed before examiner for evaluation and consideration of the said degree.

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I, Mihin Lali, declare that the work embodied in this Thesis is my original research work carried out by me under the supervision of Dr. Samata Sahu, Assistant Professor of Department of Political Science, Rajiv Gandhi University, Rono Hills, Doimukh in partial fulfilment of the requirement for the award of the Degree of Doctor of Philosophy in Political Science is bonafide and original research work. The matter used in this Thesis has not been previously submitted at any other university or/ institution for the award of any other degree.

I declare that I have genuinely acknowledged the research works wherever their works have been cited in the Thesis. I further certify that I have not lifted and transcribed any research works of others for constructing the analysis and interpretations of this Thesis. This is true to the best of my knowledge and belief.

Place : Rono Hills (Doimukh)

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ABBREVIATIONS

AABY	:	Aam Aadmi Bhima Yojana
APSEGC	:	Arunachal Pradesh State Employment Guarantee Council
ATMA	:	Agriculture Technology Management Agency
BDO	:	Block Development Officer
BPL	:	Below Poverty Line
CAG	:	Comptroller & Auditor General
CD Block	:	Community Development Block
CEGC	:	Central Employment Guarantee Council
CEO	:	Chief Executive Officer
CSRE	:	Crash Scheme for Rural Employment
DBT	:	Direct Benefit Transfer
DC	:	Deputy Commissioner
DDP	:	Desert Development Programme
DDP	:	Desert Development Programme
DP	:	District Panchayat
DPAP	:	Drought Prone Area Programme
DPC	:	District Programme Coordinator
DPO	:	District Programme Officer
DPSP	:	Directive Principles of State Policy
DRDA	:	District Rural Development Agency
DWCRA	:	Development of Women and Children in Rural Areas
EAS	:	Employment Assurance Scheme

eFMS	:	Electronic Fund Management System
EGS	:	Employment Guarantee Scheme
FWP	:	Food for Work Programme
FY	:	Financial Year
GBS	:	Gross Budgetary Support
GoAP	:	Government of Arunachal Pradesh
GoI	:	Government of India
GP	:	Gram Panchayat
GRS	:	Gram Rozgar Sevak
GS	:	Gram Sabha
HH	:	Household
ICT	:	Information and Communication Technology
IEC	:	Information Education Communication
IP	:	Intermediate Panchayat
IT	:	Information Technology
JC	:	Job Card
JRY	:	Jawahar Rozgar Jojana
LB	:	Labour Budget
MFALS	:	Marginal Farmers and Agricultural Labour Scheme
MFALS	:	Marginal Farmers and Agricultural Labour Scheme
MGNREGA	:	Mahatma Gandhi National Rural Employment Guarantee Act
MGNREGS	:	Mahatma Gandhi National Rural Employment Guarantee Scheme
MIS	:	Management Information System

MoLE	:	Ministry of Labour and Employment
MoRD	:	Ministry of Rural Development
MoU	:	Memorandum of Understanding
NEFA	:	North-East Frontier Agency
NeFMS	:	National Electronic Fund Management System
NEGF	:	National Employment Guarantee Fund
NFRI	:	Institute of Horticulture Technology, National Forest Research Institute
NGO	:	Non Governmental Organization
NIRD	:	National Institute of Rural Development
NLCPR	:	Non-Lapsable Central pool of Resources
NMT	:	National Management Team
NREGA	:	National Rural Employment Guarantee Act
NREGS	:	National Rural Employment Guarantee Scheme.
NREP	:	National Rural Employment programme
NRM	:	Natural Resource Management
NSSO	:	National Sample Survey Office
PD	:	Project Director
PIREP	:	Pilot Intensive Rural Employment Programme
PMAY	:	Pradhan Mantri Awas Yojana
PO	:	Programme Officer
PR Members	:	Panchayati Raj Members
PRA	:	Participatory Rural Appraisal
PRC	:	Performance Review Committee

PRI	:	Panchayati Raj Institutions
RD	:	Rural Development
RLEGP	:	Rural Landless Employment Guarantee Programme
RLEP	:	Rural Landless Employment Programme
RMP	:	Rural Manpower Programme
SAU	:	Social Audit Unit
SC	:	Schedule Caste
SDO	:	Sub Division Officer
SEGC	:	State Employment Guarantee Council
SEGF	:	State Employment Guarantee Fund
SFDAP	:	Small Farmers Development Agency Programme
SFRI	:	State Forest Research institute
SGSY	:	Swaranjayanti Gram Swarozgar Yojana
SHG	:	Self Help Group
SIPR	:	State Institute of Panchayati Raj
SIRD	:	State Institute of Rural Development
SoR's	:	Schedule of Rates
ST	:	Schedule Tribe

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An Abstract

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Abstract

The National Rural Employment Guarantee Act, (NREGA) or Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) has been one of the most discussed government schemes in academic and political discourses. The scheme has aims to provide 100 days of unskilled wage employment to a desirous adult member of a household in a financial year. It was notified on September 7, 2005, and was implemented in a phased manner. Initially, it was notified in 200 districts of the country in its first phase. It was extended to 130 additional districts during the second phase and the remaining districts of the country were covered during the third phase. In Arunachal Pradesh, Upper Subansiri District was covered in the first phase, during the second phase Lohit and Changlang District were covered and the remaining districts were covered during the third phase. Lower Subansiri district has been covered under this scheme during the third phase and during the second phase of the introduction of MGNREGA, present Namsai district was the administrative unit of Lohit district. Hence, MGNREGA in Namsai District was covered during the second phase.

MGNREGA is one noble initiative of the Government of India for addressing rural poverty and unemployment issues. However, even more than a decade after the introduction of MGNREGA, the condition of rural people remains more or less similar. The working of MGNREGA differs in terms of employment generation, assets creation, etc. across the states and such variations could be seen amongst various districts of the state. Hence, the study is intended to examine the various provisions of MGNREGA and its implementation of MGNREGA in Arunachal Pradesh. The study tries to identify the factors influencing the participation of rural people and their perception of the implementation of MGNREGA in the Lower Subansiri and Namsai Districts.

The study is conducted based on both primary data and secondary data. The secondary data was collected from MGNREGA MIS reports, Government records, journals, news articles, etc. The primary data was collected through a partially structured interview schedule from 270 samples consisting of elected Panchayati Raj leaders, official functionaries and registered workers.

The study found that many provisions of MGNREGA are not followed in the practical field. In the study area, it is found that workers and Panchayat Leaders are not aware of various provisions of the Act. The study revealed that due to a shortage of technical manpower at the village level planning and implementation of the scheme are hampered.

The effectiveness of MGNREGA can be improved if the awareness level of people including implementing agencies rises for proper planning, implementing and monitoring activities follow. Timely orientation and awareness programme for the beneficiary, PR leaders and official functionaries has to be given for more economics oriented planning. Various entitlements under MGNREGA are not provided to the workers under MGNREGA. If these are provided, more people can be attracted. The planning under MGNREGA should focus more on Natural Resource Management and livelihood activities.

CHAPTER 1

INTRODUCTION

CHAPTER 1

Introduction

This is a study on “Mahatma Gandhi National Rural Employment Guarantee Act (2005) in Arunachal Pradesh: A comparative study of Lower Subansiri and Namsai District”. It is divided into six chapters. The study aims to understand the various provisions of MGNREGA and examine the working of MGNREGA in Arunachal Pradesh, through comparative case studies in Lower Subansiri and Namsai District of the state. It also aims to understand the perception of people and factors influencing the rural people in seeking employment MGNREGA.

The present chapter is divided into two sections. The first section presents the background and philosophy behind rural employment programmes in India. The second section presents the outline of the study, statement of problems, the main objectives of the study, a review of existing literature, research gaps, hypothesis, and methodology adopted for pursuing the study. The organization of the thesis is also presented at the end of the chapter.

Employment is part and parcel of human existence, lack of employment opportunities threatens their very survival. It is believed that political freedom without economic freedom is meaningless. Therefore, employment opportunities are not only restricted to economic necessity but also social imperatives because human can enjoy the fullest dignity of life and freedom only if he/she is self-dependant and is employed to lead his/her life without depending on others. John Locke (1632-1704), endorsed three natural rights to man are- 1) Right to life, 2) right to liberty and 3) right to property.¹ He viewed that, an appropriate measure for securing these natural rights of the men is the responsibility of the government and if any government fails to deliver these natural rights is regarded as failed government.

¹ R.M. Bhagat, *Political Thought: Plato to Marx*, New Academic Publishing. Co. Jaladhar, 2007, p. 575.

Article 23 of the Universal Declaration of Human Rights² and Article 6 of the International Covenant of Economic, Social and Cultural Rights³ were recognized by the Indian Constitution in Article 16 and Article 23 under which free choice of employment and consequent safeguard of this right by the state has been recognized. The Indian Constitution doesn't explicitly recognize the right to work as a fundamental right. However, the right to life and livelihood under Article 21 of the Constitution overtly recognizes the right to work as a fundamental right.

India is a country with more than one billion population. It stands as the second-most populous country in the world after the Peoples Republic of China. A majority of the population in India lives in rural areas. As per the census 2011, around 70 per cent of the country's population lives in rural areas. Most of the villages in India have a very poor socio-economic condition. The government of India since the dawn of independence has adopted a series of rural development initiatives to uplift the living standards of rural masses. Rural development as an integrated concept of growth and poverty elimination has been of paramount concern in all the consequent five-year plans.⁴ Poverty alleviation has been one of the guiding principles of rural development initiatives in India. It is believed that poverty can be effectively managed when the poor start contributing to the economic growth and this can be achieved only through various employment schemes.

The problems of unemployment and poverty have always been major obstacles to the economic development of India. It has crippled the country's economy from time to time. Ever since the independence of the country, various initiatives have been adopted to reduce the problems of poverty and unemployment. This is very evident from the launching of a series of developmental schemes. However, there is a growing realization now that, any developmental initiatives made by the nation in the diverse field would be meaningless if the fruits of development

² United Nations, *Universal Declaration of Human Rights*, Article 23, Paris, 1948, Stable URL:<https://www.un.org/en/universal-declaration-human-rights/> (12/11/2018 14:30).

³ Compass Manual for Human Right Education with Young people, *International Covenant on Economic, Social and Cultural Rights*, Article 6, 1966, Stable URL:<https://www.coe.int/en/web/compass/international-covenant-on-economic-social-and-cultural-rights>. (12/11/2018 14:40).

⁴ Parmod Kumar, *Impact of MGNREGA on wage rate, food security and rural urban migration: a consolidated report*, Agriculture Development and Rural Transformation Centre, Institute of Social and Economic Change, 2013, p.1.

are not shared with the majority of people living in the rural areas. Hence, the focus has shifted to the development of rural areas. Mahatma Gandhi National Rural Employment Guarantee Act, 2005 is an initiative in this direction. Further, to realize the aspiration and wishes of the people living in the rural areas, the emphasis has also shifted towards the participation of rural people in the developmental process through village organizations like Self Help Group (SHG). Panchayati Raj Institution (PRI) has been given a pivotal role to realize self-government in rural areas.

India has a long history of rural employment programmes. The National Rural Employment Programme (NREP), the Crash Scheme for Rural Employment (CSRE), Food for Work Programme (FWP), Jawahar Rozgar Yojana (JRY), Employment Assurance Scheme (EAS), Swarnajayanti Gram Swarozgar Yojana (SGSY), etc. are some of the important wage employment schemes introduced in India over the time. Most of these programmes though were successful in uplifting people from the scourge of poverty but had limited impact and suffered from the various problem while they were implemented. Under such situations, and as an attempt to bridge the gaps of earlier schemes, the NREGA came into sight as a flagship programme under Ministry of Rural Development, Government of India.

The National Rural Employment Guarantee Act, (NREGA) has been one of the most discussed government schemes in academic and political discourses. It was notified on September 7, 2005.⁵ Initially, it covered 200 District in its first phase during 2006 and it was extended to 330 additional District in 2007-08 and subsequently, it was notified in all the remaining areas from April 1, 2008.⁶ On October 2, 2009 National Rural Employment Guarantee Act (NREGA) was renamed as Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA).⁷ The aims of MGNREGA is to improve the living condition of rural people by providing wage employment to every rural household whose adult members are ready to do unskilled manual work. Under MGNREGA 100 days of wage employment is provided to a rural household in a financial year. MGNREGA is fundamentally

⁵ *MGNREGA Sameeksha, An Anthology of Research Studies on the Mahatma Gandhi National Rural Employment Guarantee Act, 2005*, Orient BlackSwan, ed. Mihir Shah, Ministry of Rural Development, Government of India, 2006-12, p. 1

⁶ Mehrag-ud-din Bhat, Nazia Wani and Imran Ahmad Khan, 'Performance of Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) in Jammu and Kashmir', *International journal of innovative research and development*, 4 (1), 204-210, 2015, pp.204-205.

⁷ *MGNREGA Sameeksha*, p. 85.

different from the earlier schemes. It is a right-based demand-driven wage employment scheme with The unique feature of MGNREGA is that, it has the provision for allowance and compensation. Job seekers are entitled to unemployment allowance, in case of failure to provide work on time. The job seekers are also entitled for compensation, in case of delay in payment of wages for the work already undertaken⁸.

The father of the nation, Mahatma Gandhi's dream of a *self-sufficient village*⁹, has been encapsulated as the core objectives of the MGNREGA. The right to work which has been given under Article 41¹⁰, of the Constitution can be traced as the source of MGNREGA. The provision of Article 21 of the Indian Constitution which guarantees the fundamental right to life can extensively link with the right to livelihood and the interpretation and implication of Article 21 are closely linked with the right to work¹¹. MGNREGA is enacted to provide the right to work based on this provision and hence a violation of MGNREGA in any form is regarded as a violation of the fundamental right. Thus, the philosophy behind the MGNREGA has been the fundamental rights and Directives Principles of State Policies of the Indian constitution.

Statement of the Problems

The majority of rural people in India depend mainly on the income earned from unskilled manual labour and they are susceptible to chronic poverty. Several factors impact their employment opportunities. The Government of India has introduced many employment generation schemes to address the problem of unemployment in rural areas through various rural development initiatives. However, the condition of the rural population remains more or less the same. Accordingly, the Mahatma Gandhi National Rural Employment Guarantee (MGNREGA) Act, 2005

⁸ Umdor Sumarbin, 'Social Audit of MGNREGA in Meghalaya, India', *International Research Journal of Social Sciences*, Vol. 3, No. 4, 12-16, 2014, p. 12.

⁹ Ashok Kumar Giri, 'Rural Development in India: Through Employment Programmemes', *International Journal of Scientific Research and Management (IJSRM)*, Vol. 5 Issue 07, 2017, pp. 6150-6155.

¹⁰ M.V. Pylee, *India's Constitution*, S. Chand & Company Pvt. Ltd, New Delhi, 2013, p102.

¹¹ Ibid. p. 71.

came into existence after the enactment of legislation in the Parliament in September 2005. It came to be known as ‘National Rural Employment Guarantee Act, 2005, an initiative to address the problem of rural unemployment in the country. The unique feature which distinguishes this scheme from the previous employment generation programme is that NREGA is endorsed by a legal guarantee and now the citizens have the legal right to have employment of 100 days if demanded and ready to work in the existing wage rate. The objective of the Act is to provide to every rural household a guarantee of at least 100 days of employment during a financial year by providing unskilled manual work in rural areas to those members of a rural household who volunteer to do such work¹².

However, over the years, it has been observed that MGNREGA is not free from criticism; there is wide variation in its successful implementation across different states and different District. Some issues are related to effective implementation of the scheme, selection of beneficiaries, delay in payment to workers, issues of corruption, leakages and the difference in job demand and the job provided are other issues which are being confronted today.

The implementation of MGNREGA which was introduced in Arunachal Pradesh in three phases is no different from the rest of the country. The working of MGNREGA in different District of Arunachal Pradesh also varies in terms of creation of employment, creation of assets, etc. In this study, an attempt is being made to understand the working of MGNREGA and its various provisions. It is an attempt to examine the implementation of MGNREGA in Arunachal Pradesh and understand the implementation of MGNREGA in Lower Subansiri and Namsai District. Further, it also tries to identify the factors influencing the participation of rural people and their perception about the implementation of MGNREGA.

Objectives of the Study

In light of the above-stated problems, the present study aims to assess the following objectives:-

1. To study MGNREGA and its various provisions.

¹² Sampit Saha, ‘MGNREGA and Economic Status of Rural Women- A field Study’, *Kurukshetra, A journal on rural development*, Vol 63. No. 05, (2015) p.26.

2. To examine the implementation of MGNREGA in Arunachal Pradesh.
3. To assess the implementation of MGNREGA in Lower Subansiri and Namsai District.
4. To identify the factors influencing the participation of rural people and their perception towards the implementation of MGNREGA.

Area of the Study

The universe of the present study is Mahatma Gandhi National Rural Employment Guarantee Act, 2005 in Arunachal Pradesh which is operating in all 25 District of Arunachal Pradesh covering an area of 83,743 sq. km. The workers of MGNREGA, the Elected Panchayati Raj Members and officials responsible for implementation of MGNREGA in Arunachal Pradesh has been taken as sample in the present study.

At present, Arunachal Pradesh has 25 District, and it has 36 Additional Deputy Commissioner headquarters, 12 Sub Division Officer Headquarters, 25 Extra Assistant Commissioner headquarters, and 120 Circle. It has 5589 villages as per census 2011. MGNREGA is implemented in all these 25 District. Out of these 25 District, Namsai district which was the part of erstwhile Lohit district, where the MGNREGA was implemented during the second phase of its implementation during 2006 was selected for making a comparison with Lower Subansiri district. From both the district 3 (Three) CD blocks, each has been selected. Further, from the selected blocks 2 (two) Gram Panchayat from each CD block have been selected randomly. The detail numbers of Gram Panchayat, CD blocks and District selected for present study is presented at Table 1.1.

The Lower Subansiri district and the Namsai district was selected for the present study on the basis of the availability of data and accessibility of area. Further, both Namsai and Lower Subansiri District are potentially different in term of geographical set-up, demographic setting. Whereas Namsai district lies in foothill and almost all areas under Namsai district is plain. On the other hand, Lower Subansiri district is mostly hilly in term of its geographical settings. Hence, comparative analysis is attempted to understand the implementation impact of MGNREGA in plain area of Namsai district and hilly areas of Lower Subansiri district.

Table 1:1 The Table Below Presents the Selection of District, CD Blocks and Gram Panchayats for the Present Study

State	Name of District	CD Block	Gram Panchayat
Arunachal Pradesh	Lower Subansiri	Ziro-I	Lempia Ayo Myolyi
			Sululya West
		Hong-Hari	West Saji Tulu
			Chilyang Duyu
		Ziro-II	Joram
			Jara
	Namsai	Chowkham	Chowkham Headquarter
			Guna Nagar
		Namsai	Deobel-I
			Deobel-II
		Lekang	Sitpani Moran
			Eraloni

Review of Literature

Several studies have been completed relating to MGNREGA, its implementation, and other related outputs of the Act. In the following section, an attempt has been made to review some of the related existing literature for a thorough understanding of the subject.

Ragupathy, R. *Participatory Management of Natural Resources, Irrigation tanks in Panchayats, 2004*, present a critical analysis of the variegated process of people's participation in the natural resources management and its different manifestations, with special reference to Tamil Nadu. It studies people's perception of the assurance provided to them by local community organisations and Panchayat in the management of Panchayat irrigation tanks. It also examines people's perception of participation facilitated by local community organizations and Panchayat irrigation tanks.

Narasaiah, M.L. *Poverty Alleviation through Rural Development, 2004*, presents his extensive studies on Integrated Rural Development Programme (IRDP) and viewed that even after fifty years of Independence, poverty and unemployment continue to be a major problem plaguing the country demanding complete attention of policymakers. Different approach approaches have been adopted to curb these problems but the basic objectives of ensuring growth with equality and social justice, self-reliance improved efficiency, and productivity, and full employment have remained unfulfilled. The Integrated Rural Development programme as a comprehensive rural development programme is directed towards this direction.

Desarda, H.M. *Guaranteed Employment for the rural poor, a conceptual framework and operational strategy- Gandhian Perspectives, 2004*, viewed that under MGNREGA, the Government is offering gainful employment of Rs. 500/- per month. However, some people believe that Rs. 500 per month is not sufficient to run a family these days. There are many other practical problems, like deciding who should get a job from family under this scheme. There is a possibility of disintegration of a family; the physically weaker could be left out. The question is also being asked as to how poor states will afford to shell out 10 percent for this purpose.

Puri, Manohar. (2005), in his article *The National Rural Employment Guarantee Act: 2005, 2005* opines that the scheme of MGNREGA has to be implemented very cautiously because there is possible corruption. The system is being run by the Panchayats, it invites the participation of the people. The fear of corruption may be real but it should not be forgotten that these arguments cannot be given as lessons for not implementing for the poor.

Singh, Puran. *National Rural Employment Guarantee Scheme; A task ahead, 2006*, highlighted that the success of NREGS depends on the acceptability of the people, which further rests on the level of awareness among various stakeholders and the desire among them to implement it. Therefore the government should launch an intensive awareness programme through different media and make the masses aware of the objectives and provisions of the scheme. The government should appoint public information officers at the central and state levels specifically for NREGS. For the success of the scheme, it is also imperative that a village-level micro plan is prepared and the works were taken up under the NREGS form part of the village area

plan. Lastly, Panchayati Raj Institutions (PRIs) should be made solely responsible for the implementation of the NREGS, successfully.

Prasad, Raghuvansh. *Two Years of NREGA, 2008*, viewed that with the experience and learning of the past two years, NREGA will be more effectively implemented. The Scheme will continue to supplement the income of workers, create durable assets and bring long-term tangible benefits to rural India. In his study he showed his optimistic towards the implementation of MGNREGA in days to come.

Srinivasan, G. *Reforms Agenda for NREGS, 2010*, analyses that with the government committed to transform the rural landscape with sweeping changes through guaranteed employment to rural people by extending supplementary wage employment on demand, the NREGS will come under the scanner with its warts and all.

Rajmani Singh, Ksh. Ranjan Singh and Th. Surjit Singh. in their study *Performance Evaluation of National Rural Employment Guarantee Scheme in North East India; a study of Manipur, Rural development in North East India, 2010*, found that due to lack of proper planning and management in the implementation of NREGS, block-level committee and village level committee or Gram Sabha was unable to prepare proper long term planning, labour budget, accounting, and record-keeping.

Dhananjaya, K. and Prathibha, M.S. in their study *Role of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) in Rural Asset Creation in India – An Analysis, 2011*, tried to bring out the state-wise performance of MGNREGA in terms of rural asset creation has been analyzed using the data for three years from 2008 to 2010, obtained from the Ministry of Rural Development (MoRD) website. According to their study a total of 3791510 assets have been created during the during 2008-2010. They found that states like Andhra Pradesh, Uttar Pradesh, Madhya Pradesh. Gujarat, and West Bengal have a major share in the total assets creation. Even the states like Maharashtra, Haryana, Bihar, and Tamil Nadu lag in this respect though there is a lot of potential for creating new assets in these states.

Charlas, L.J and Velmurugan, J.M. *Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (MGNREGA): issues and challenges, 2012*, viewed that large scale social security programme like MGNREGA is subjected to

undergo several stumbling blocks. Government and NGOs must study the impact of MGNREGA in rural areas to ensure that this massive anti-poverty scheme is not getting diluted from its actual path and to see that the disparity in terms of the socio-economic condition among people in rural and urban areas is reduced to a considerable extent.

Tripathy, K.K. *Implementation of wage Guarantee: What Next?*, 2014, explains that the main problems of the schemes like MGNREGA are that the community is vested with the responsibility of planning, execution, and monitoring of MGNREGA provisions to ensure it, a demand-driven, self-selecting, right-based, people-centric, and bottom-up public works programme. Despite its in-built demand-driven nature, the implementing States are yet to establish an accurate and systemic infrastructure for timely and accurate capture of the labour demands. One of the important mechanisms to estimate the demand is the preparation of a realistic labour budget through rigorous planning exercise from the gram panchayat to the district level. However, in practice, very few States follow the suggested planning processes which ultimately results in a huge gap between the projected labour budget and actual demand at the field level. Further, the States does not consider seasonality while planning such labour budgets.

Pal, Mahi. *Impact of MGNREGA on Employment Generation and Capital Formation*, 2014, viewed that MGNREGA has not only created employment opportunities in rural areas but also created durable assets which in turn further improved the resource base for livelihoods of rural people. Besides, MGNREGA has also strengthened rural local governments as these are principal authorities to implement the Act. However, there are some deficiencies in the implementation of the Act as revealed by various studies, evaluations, and audit reports. An adequate measure has to be taken to rectify these deficiencies from time to time.

Mehrag-ud-din Bhat, Nazia Wani, and Imran Ahmad Khan. *Performance of Mahatma Gandhi National Employment Guarantee Scheme (MGNREGS) in Jammu and Kashmir*, 2015, viewed that MGNREGA is a right-based social protection programme of the Government of India. In the past, employments in India targeted at the poor were generally identified with poverty alleviation. MGNREGA goes beyond poverty alleviation and recognizes employment as a legal right. It is a demand based programme, aiming to enhance the livelihood security of the rural populace.

However, their study found that, the performance of the scheme in Jammu and Kashmir is not good. The scheme is not able to generate employment the way it was ought to generate. There is a huge gap between cards and the actual numbers of employment provided to households. There exist a big gap between the work taken up and the work completed during the period. The maximum number of works taken up has not been completed in the state. The state lacks effective support staff for the proper implementation of the scheme.

Gupta, Shivani. Significant of Mahatma Gandhi National Rural Employment Guarantee Act, 2005, 2015 highlighted that National Rural Employment Guarantee Act (NREGA) 2005 is a significant legislation in the history of social security in India. She was of the opinion that MGNREGA have brought a silent revolution in rural areas of the country.

Chinnadurai, R. and Arunajayamani, R. Impact of Social Audit on the Performance of MGNREGS: A study in Tamil Nadu and Karnataka, 2015, discusses the impact of social audit on the performance of the MGNREGA, they are of the view that people are becoming more assertive about their right to be informed and to influence the government decision making. The government of India has insisted every state to conduct a social audit to understand the financial and physical performance. However, the local power structure is considered social audit as a threat as it aims to bring out the hidden malpractices. In their study, they planned to understand the impact of social audit on the performance of the scheme and the impact on the awareness of the beneficiary.

Patel, Amrit. (2010), NREGA and Panchayati Raj Institutions, Need for Capacity Building of PRIs, 2010, opines that the functionaries of PRIs are not aware of some of the essential features of the MGNREGA schemes and they do not employ MGNREGA worker for 100 days, instead 40 days per annum is being provided to the worker as per Union Labour Ministry, further he argued that often those engaged for work are not bona fide job seekers but non-domicile worker attached to a contractor. Implementation of the NREG scheme, since its inception in February 2006, has revealed serious lacunae. Since the scope of works included in the scheme has been considerably expanded significant improvements are needed in its implementation process. capabilities of PRIs should be augmented by providing them requisite technically qualified and experienced staff to formulate and implement plans

genuinely bottom-up, replacing the top-down legacy of an ignominious past 60 years dependent on the munificence of the state. This will convert NREGS into a truly demand-driven programme, where works are undertaken in response to the needs and aspirations of a fully aware citizenry to create assets.

Giri, Ashok Kumar. *Rural Development in India: through Employment Programmes*, 2015, views that poverty alleviation has been the prime objective of the employment generation programme. India immediately after attaining her independence focused on poverty alleviation through various sectoral programmes, particularly in its second and third five-year plan. He admits that the Government of India operates many poverty alleviation programmes, however; the Government of India is still struggling with mass poverty-related problems. The introduction of MGNREGA was a paradigm shift in the history of wage employment in India.

Vinod, S. *MGNREGS: Towards Natural Resource Management and Agriculture Development* views, 2015, Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) as a flagship poverty alleviation programme of the Central Government has the potential to transform the existing geography of poverty into prosperity. If properly implemented MGNREGS it has the potential to provide livelihood by making available environmental services for increasing crop productivity. MGNREGS can serve the dual purpose of natural resource management and agriculture production. The major focus of Paragraph 1B of amended schedule-1 of MGNREGA Act has been conservation of water and land development for the growth of agriculture production.

Kumar Sigh, Mrityunjay. *MGNREGA and local governance in Rajasthan*, 2015, believed that along with strengthening the livelihood resource base of the poor, MGNREGA also aims to strengthen grass-root democracy by giving all the powers related to planning, implementation, and monitoring of the work under it. He reveals that in the state of Rajasthan the participation of marginalized scheduled caste, scheduled tribe, and women group is very high. However, their participation in the Gram Sabha is very low. The discussion at the Gram Sabha is dominated by the upper caste and the decision of Gram Sabha is also influenced by the upper caste members of the village. Thus the democratic participation of the people in Gram Sabha is not happening.

Kumar Kashyap, Sushanta. Rural Development Programmes in North East India, 2014, viewed that, the North-Eastern states have been paid special prominence in all the developmental programmes of the Government of India. The North Eastern States are recognized as special category states and get special consideration in the funding pattern of the Government of India. Further, the Government of India to accelerate the developmental process in North-Eastern states has earmarked 10 percent of the Budget (Gross Budgetary Support-GBS) of the Central Ministers/Departments and creation of Non-Lapsable Central Pool of Resources (NLCPR) for North East Indian States. Besides, the Ministry of Rural Development also conducted separate Performance Review Committee (PRC) meetings to ensure that more times are available to them to bring out their special problems. Though the financial allocation and its disbursement on rural development programmes have been increasing, most of the areas of the northeast region are still backward and remote. These areas are untouched by the development programmes of the government.

Chandre Gowda, M.J. (ed.) *Participatory Monitoring and Evaluation*, 2012, highlighted that monitoring is often seen as an obligatory imposed by the funding agency however the monitoring and evaluation are the two integrated tools for ascertaining the efficiency and effectiveness of investment in any area. Lack of commitment among stakeholders and little use of information at the time of monitoring and evaluation, the reports remain like data collected for report writing. Hence, the real need of identifying the outreach, effect, and impact of any programme remains untouched. He further views that although the immediate focus of the monitoring evaluation process is on the impact and effect of the programme. However, the main focus of the monitoring and evaluation is on a learning approach that uses achievements and problems for better decision making and accountability.

Sanyal, B.M. *India: Decentralised Planning, Themes and Issues*, 2001, views that the concept of decentralized planning in India can be traced back to the pre-independence period. The Lord Ripon resolution of 1882 laid the foundation of a local self-government institution in this country. Explaining the concept and problems of decentralization he views that, if decentralization is reached at least to a reasonable level in India the concentration of power at the hands of bureaucracy will be seriously affected. Hence, it is natural for those people to object to decentralization from taking a definite shape. He further views that, as per as planning process is concern specific

guideline has to be there, in the absence of which chaos will be there. Further, lack of political will is another bottleneck in the proper decentralization of power and functions in India. He recognized Participatory Rural Appraisal (PRA) tools as an important constituent for rural development planning, for it involves villagers directly in the decision making by prioritizing the developmental gaps in the village. However, he acknowledges that the villagers very easily forget the method tools that are used in PRA because they are not sensitised properly. Author considers monitoring and evaluation as essential part of all development programmes. He opines that all development schemes should be followed by monitoring and evaluation to act as a check and balance and fulfil the developmental desires of the people.

Singha, Komol and Patikar, Gautam. (ed.) *Rural Development in North East India*, 2010, views that ever since India's independence, many rural development initiatives have been taken up by the Government and other institutions in North East India. However, still it remains an elusive goal and became only introductory speeches of the politicians and the leaders on public platforms. The need of the hour is to re-look with a different approach in North East India. They further view that for the success of any rural development schemes three things are essential- human capital, physical infrastructure, and adequate financing. However, for North East India, whether the emphasis to be given to human capital or physical infrastructure or institutional network is a question that arises whenever we talked of Rural Development in North East India.

Ahmed, Jaynal Uddin. (ed.) *Development Vision of North East India*, 2010, opines that North East India is blessed with bio-wealth and has the potential to export to the rest of the country and worldwide. However, North East India is yet to avail the latest technology in almost all the economic sectors. The development of the region is based on the transfer of technology and proper use of existing resources. However, no serious effort has been made in the national policy for self-reliance. By tradition, the vital resources; land, water, forest, and even minerals are controlled by the community but the technology investment is very negligible. Therefore, it is an urgent need to develop appropriate strategies for various means of development for which diagnosis of a various perspective of economic development is very essential.

Sundaram, K.V. *Development Planning at the Grassroots*, 2012 highlighting the role of youth in Decentralised Planning and rural development opines that youth

are the real resources for planning, and their motivation for operationalizing decentralized planning is highly required for organizing them under local leadership. He considered that the programme of development conceived from above should be responsive to the need of the people. However, the planners above may not understand the need of the community at the grassroots level. Hence, the initiatives for development should emerge from the bottom. He further views that transforming rural India is a challenging task. To achieve inclusive development convergence of technology can only take our village on the development path and cluster level development of a strategy with timely capacitating of the stakeholders can only pave the way for inclusive development.

Rao, V.M. *Tribal Women of Arunachal Pradesh, 2003*, highlighted the status of tribal women of Arunachal Pradesh he views that the role and status of women in tribal society of Arunachal are foremost in household economic activities. He further views that, women are part of society and the problem of women should be considered a problem of society. The emancipation of women would lead to the emancipation of the family. He suggested that the empowerment of women is in their hands, they should not lose the opportunity, and men should realize the contribution of women and appreciate their contribution. Apart from men and women, the empowerment of the women NGOs and state Act has a major role to play. Only with the proper guidance of NGOs and rules of the State Government, women can be empowered to take part in the decision-making at the grassroots level. In his work, he discusses about various developmental programmes of women. His study was mainly conducted in Lohit, Dibang Valley, Upper Siang, Lower Subansiri and West Kameng district of Arunachal Pradesh.

Balan, P.P. *Capacity Building for Strengthening Local Governance: The Kerala Experience, 2006*, views that decentralization and capacity building go hand in hand and opines that the success of democratic decentralization largely depends on the thrust given to the capacity building and training. Highlighting the importance of capacity building and training, he was of the view that performance problems of any rural development schemes are partly caused by lack of proper capacity buildings of the stakeholders involves in it. While citing instances from Kerala, he reveals that the success of the decentralized planning process and proper implementation of rural development schemes in Kerala is mainly because of the massive capacity-building

activities through the length and breadth of the state. Hence, he gave prime importance to capacity building for the success of rural development initiatives.

Mandal, Ram Krishna. in *Development Process in North East India, 2014*, highlighted that the socio-economic condition of Arunachal Pradesh has not been treated as an isolated phenomenon but as an integral part of the economic development of the country as a whole. He further expresses his satisfaction over the achievements made by the state from the economic point and opines that the Arunachal economy gets manifested through increasing diversification of the workforce. The share of the secondary and tertiary sectors has gone up. However, the share in primary sectors has many areas of improvement.

Chaudhuri, Sarit Kumar. *Constraints of Tribal Development, 2014*, highlighting the constraints of tribal development in West Bengal, he views that most of the schemes implemented for the development of tribal people emerge as very general. He pointed out that before the implementing any developmental schemes, planner and policymakers hardly bothers to know the existing society as well as environmental condition in which tribal people are living. He opines that the local people have awareness of their needs and preference and full information on the condition and possibilities of their area. Hence, people's participation can play a pivotal role in any development project. Further, the involvement of local people will help in raising consciousness and responsibilities among local people, which in turn tend to facilitate social changes in the tribal society. His study is concentrated on the various developmental constraints of tribals in West Bengal, more particularly Toto tribe of Jalpaiguri district, Birhor tribe of Purulia district and Lodha tribe of West Midnapore.

Singh, K.K. and Ali, S. *Role of Panchayati Raj Institutions for Rural Development, 2001*, highlighted that, there is a strong reason for making the Panchayat Raj bodies directly responsible for planning, implementation, and overall monitoring of the anti-poverty programmes in the rural areas. Since the members of Panchayat Raj are from rural areas and therefore, their understanding of various developmental gaps is very important. Further, the Panchayat Raj members being from the same areas have the potential to monitor the schemes implemented and their areas, and monitoring of the implemented schemes can be best done by the Panchayat leaders by virtue of their membership in that areas. However, he acknowledge that,

sometimes the power groups in Panchayat bodies are represented by the vested interest in the rural areas, who cannot be expected to do good as per the needs of the rural poor. Therefore, he recognised poverty alleviation as political process, hence there is a need for the poor to gain control over the Panchayati Raj institutions.

Rajneesh, Shalini. in *Rural Development through Decentralization*, 2002, viewed that the subject of rural development has always posed a challenge to the planners, implementers, and prospective workers. She believes that the issue of rural development as a management issue encompasses the mechanism of policy, planning, organization, coordination, and control in one go. She further opines that until and unless the people who conceive, execute or participate in the rural development programmes are fully motivated, dedicated, and result oriented, the problems of underdevelopment, poverty, illiteracy, poor standard of health and living condition, etc. would continue to pose a threat to our society and the nation. She emphasizes on the need of attitudinal change in political and administrative machinery at state, district and village level. The 73rd Constitutional Amendment Act have mandated the process of decentralization from Lok Sabha to Gram Sabha.

Ministry of Rural Development, Government of India. *MGNREGA Sameeksha*, 2012, highlighted that all the project under MGNREGA taken up within the Gram Panchayat is subjected to the Social Audit of that Gram Panchayat. Findings of various anthropological studies by the Ministry of Rural Development show that the quality and frequency of social audit is a major bottleneck in the effective implementation of the scheme.

Ministry of Rural Development, Government of India. *Annual Report (2008-09), 2009*, reported that during the first year of implementation (FY 2006-07) in 200 District, 2.10 crore households were employed, and 90.5 crore person days were created. According to the report 3.39 crores household were employed during 2007-08, and 4.49 crores hduring 2008-09. As per report, at the National Level, the average wage paid under NREGA has increased from Rs.65 (FY 2006-07) to Rs.84 in FY 08-09. In 2008-2009, 67 percent of the funds have been utilized in the form of wages (Rs.18155.20 crore as wage expenditure in FY 2008-09).

Saha, Sampit. *MGNREGA and Economic Status of Rural Women- A field Study*, 2015, presented the economic status of rural women in Cooch Behar district of

West Bengal, opines that there is a huge opportunity for economic independence of rural poor women in this Act but at ground level, it does not have the desired effect. Thus there is a considerable gap between ground-level reality and written Act. However, a report from the financial year 2007-08 to 2012-13, shows that the employment for women under the scheme (MGNREGS) is very low one-third share of employment of women in MGNREGS work has not been maintained. Further, no household gets 100 days of work.

Abraham, Joseph. MGNREGS - Need for Reforms to Create Productive Rural Employment, 2014, opines that the demand-driven forces are yet to get fully operationalized and dynamics of demand for labour is not unraveled and resolved enough to revive the rural economy through MGNREGS. It has not come out of the supply-driven molds set by the governance superstructures. The MGNREGS mission is only partly being achieved as its supply-driven determinants are deeply entrenched in governance deficits. What is needed is a governance paradigm shift in MGNREGS.

Kumar, Krishan. *Implementation of Mahatma Gandhi National Rural Employment Guarantee Act, 2005: A Comparative study of Kurukshetra and Sirsa District, 2015*, an unpublished PhD thesis submitted to Kurukshetra University presented the comparative analysis of the implementation of Mahatma Gandhi National Rural Employment Guarantee Act, 2005 between two District of the state of Haryana. In his work author highlighted opines that unemployment and underemployment as the major causes of poverty amongst landless labour and recommend that life time employment opportunities should be given to landless labour. His study noted that due to the lack of awareness in Kurukshetra and Sirsa district of Haryana many of the entitlements are not availed by the workers of MGNREGA. However, certain improvement in the rural economy has been noted after the introduction of MGNREGA. He opined that, the number of working days under MGNREGA should be enhanced so as to benefit the rural people. He found that although MGNREGAS have brought certain changes in the lives of the rural people. However, due to problems relating to the misappropriation of funds by faking signature and thumb impression by implementing agency was observed. Further, untimely payment of wages, existence of bogus job card and arbitrary selection of mates are some of the issues connected with MGNREGA. Therefore, he suggested for strong grievances redressal mechanism for prompt solution. Further, he also

suggest that the rules and regulation in connection with MGNREGA should be made in very simple way so that people can understand them easily.

Anand, C. *An analysis of the impact of MGNREGA on Rural Development, 2014*, an unpublished PhD thesis submitted to University of Mysore. The thesis presents the impact of MGNREGA on rural development through poverty reduction and creation of durable assets. The thesis presents implementation, performance and expenditure pattern of MGNREGA programme in Mysore district and Chamaraja Nagara district of Karnataka. In his study it was found that, due to delay in payment under MGNREGA, rural labour force migrates to other areas as they get paid immediately after work is completed in other area. Further, a household is provided only 100 days of work under MGNREGA, therefore, most of the time women are made to work under MGNREGA and men migrated to other places for other works as 100 days is insufficient. His study shows that MGNREGA have not shown any significant influence in reducing migration. In his study, it was found that food insecurity has been greatly reduced after introduction of MGNREGA. The study observed that poor quality assets are created under MGNREGA mainly because of the improper identification of the developmental gaps and improper planning process. Due to the lack of peoples participation in Gram Sabha, the local needs could not be identified properly. Therefore, proper orientation to the members of Gram Panchayat including members of Gram Sabha has been recommended by the author for proper identification of developmental gaps and proper planning, as per the need of the village. Further, as per the findings of his study, MGNREGA lack in maintaining quality assets. The emphasis are more on Job Card and employment generation. The creation of durable assets is also an important component of MGNREGA, but it is not given much importance.

Peeceeyens, Deepak. *A study on the Socio Economic Upliftment of the Rural Poor through National Rural Employment Guarantee Act in Thiruvananthapuram District, 2015*, an unpublished PhD thesis submitted to Manonmaniam Sundaranar University, Tirunelveli. The study was conducted in the Thiruvananthapuram District of Kerela. Author opines that MGNREGA has the potential to transform the face of poverty in the country with proactive participation of people. In his thesis author informed that the most backward rural areas of the study area has been covered under MGNREGA and it is implementing as per the prescribed guideline. Hence, workers

are satisfied with implementation of MGNREGA in a transparent manner. However, while coming to the creation of durable assets, he opines that fact and figures are really very impressive but reality is not that impressive. However, he found that MGNREGA have really helped in financial inclusion.

Dheeraj, R.P. A Critical Analysis of the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), 2017, attempt has been made to understand whether MGNREGA is successful in achieving its objectives as defined in its guideline and effectiveness of MGNREGA in developing the rural area. It was observed that MGNREGA have successfully covered 35 percent of the rural household every year. However, registered household received only 40 to 55 days of work on an average in a financial year contrast to 100 days employment guarantee as per the Act due to which many workers are dependent on alternate employment opportunity in different field. Therefore, author suggests that adequate measures should be adopted by the state government to ensure 100 days of work is provided to every household. Further, it is also suggest for addition of new provision for providing free food at the worksite for enhancing the food security of the rural household.

Farooqi, Saleem Akhtar and Saleem, Imran. (2015), in their study Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) and Empowerment of Women from BPL Families in Rural Areas, A Case Study of District Aligarh (India), 2015, attempted to understand the extent of helpfulness of MGNREGA in empowering rural women in Aligarh district of Utter Pradesh by raising their standard of living. Study also presents various factors influencing the participation of women in MGNREGA. According to the authors, around 15 percent of the country's total persondays generated is from Utter Pradesh during 2014. However, the rate of women participation in MGNREGA is very low. The percentage of women participation remain only 20 percent in UP, which is much lower than the statutory minimum requirement. Their study shows that the low level of women participation in Aligarh is due to family problems, religious and social restrictions, inefficiency of Gram Panchayat in providing employment and other economic factors. Their study reveals that various socio-economic factors influence the participation of women in MGNREGA. Elimination of social and religious restriction, raising awareness level

and regular monitoring of the MGNREGA programme is likely to increase the participation of women.

Xavier, G. and Mari, G. *Impact of MGNREGA on Women Empowerment with Special Reference to Kalakkanmoi Panchayat in Sivgangai District, Tamil Nadu*, 2014, attempted to evaluate the impact of MGNREGA on the socio-economic empowerment of women and also tries to understand the various risk associated with women during work under MGNREGA. The study found that the MGNREGA has helped increasing the income level of the women and it has significantly increase the decision making power of women in the household and society level. while analysing the various risk associated with women during MGNREGA works it is revealed that due poor worksite facilities in the MGNREGA worksite areas women are facing hardship. The hot climate condition of Tamil Nadu required proper sheds as worksite facilities which is absent in most of the worksite area. Further, the study also finds that 100 days employment is not adequate for study area therefore, authors have suggested for increase in numbers of working days under MGNREGA by another 50 days in a financial year.

Borah, Kabita and Bordoloi, Rimjhim. *MGNREGA and its Impact on Daily Waged Women Workers: A Case Study of Sonitpur District of Assam*, 2014, attempted to study the impact of MGNREGA on women empowerment and to identify various bottleneck on implementation of MGNREGA. The study was mainly conducted in the Sonitpur District of Assam. The study found that the female workers in Sonitpur district have highly benefitted by the MGNREGA in terms of income gain, social empowerment, household level decision making and creation of community assets. However, the study reveals that due to poor implementation of MGNREGA across the country is mainly due to poor worksite facilities and illegal presence of contractor. Further the study reveals that due to absence of child care facilities in the MGNREGA worksite is another stumbling blocks in the smooth participation of women. Therefore, certain initiatives mshould be taken by the planner and policy makers to remove these barriers.

Kumar, Tripurari. *A Study of Correlation between MGNREGA and Women Empowerment*. 2009, the study attempted to understand the issues and challenges of women empowerment and and impact of MGNREGA on women empowerment. The study revealed that the economic independence of women due to MGNREGA is the

basis of women liberty and their raising self-esteem. Further, study acknowledge that the MGNREGA as the basis of women empowerment which has helped rural women in improving their life style and economic condition. The study found that active involvement of women in planning and social audit of the MGNREGA and suggest that better worksite facilities, proper and timely payment of wages, etc. will definitely encourage women to take more active part in MGNREGA works.

Mafruza and Rao. Socio-Economic Development through the Indian Government Scheme- MGNREGA: A Review on West Bengal State, 2016, attempted to understand the status of women participation and their performance in MGNREGA and attempt has been also made to understand the factors contributing the empowerment of marginalized women after introduction of MGNREGA. the study found that the women participation in MGNREGA has increased over the years. However, the participation of men is in decreasing trends. The scheme has enhanced the communication skills and decision-making skills of the women. Further, the study also reveals that more participation of women in MGNREGA generates the GDP. Therefore, the study suggest that in the area where women participation are less, some administrative policies should be framed to help women access to the works. Study further suggest that the MGNREGA provides for unskilled works but in order to increase the economy of the village areas some skill development programme is required, to enhance the skill of women and thereby enhance the chance of their earnings.

Yadav, Kritika. Analysis of Mahatma Gandhi National Rural Employment Guarantee Act Using Data Mining Technique, 2017, an attempt has been made by the author to analyse the payment of wages to the workers under MGNREGA using decision tree J48 classification technique. The study was conducted in the state of Rajasthan. The study found that delay in payment of wages is due to various reason like delay in release of funds from the Central Government, multiples levels of release system like from Central Government to State Government, from State Government to District administration, from District administration to block administration and from block administration to Gram Panchayats and importantly delay in generation of FTO is one of the hindering factor. These multiple level of release system led to continued parking of the funds at various level, which resulted into delay in payment of wages.

Srinivasa, P. Rural Development Schemes in India – A Study, 2009, this study attempted to analyse the performance of three Government of India Schemes viz., Pradhan Mantri Awas Yojana-Gramin (PMAY-G), Pradhan Mantri Gram Sadak Yojana (PMGSY) and Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA). According to the author these three schemes are playing lead role in development of rural areas in India, for rural India is mainly facing the problems of housing, absence of infrastructure like all weather roads and employment for livelihood. The study revealed that all these three Central Sponsored Schemes are in its height in term of performance during 2018-19. The PMAY-G which aims to construct 1 crore houses by 2019 have already covered 45 lakhs by 2017-18. The construction of PMGSY road is all time high. The pace of construction of road has increased by 93 percent compare to financial year 2011 to 2014. Regarding the performance of MGNREGA, the study revealed that as compare to financial year 2011 to 2014, the performance of MGNREGA has improved in many vital areas like the numbers of household worker under MGNREGA, numbers of individual works under MGNREGA. Further, the study also revealed that the budget for MGNREGA is also continuously increased over the years. It is revealed that the main focus of MGNREGA is on creation of durable assets with primary focus on Natural Resource Management and water conservation work along with rise of living standard of people living in rural areas.

Khumukcham, Sarkar, Singh and Josmee, R. A Study on the Performance of MGNREGA in Manipur, 2015, aims to examine the performance of MGNREGA in term of extent employment generation, rate of work completion, utilization of the funds in the state of Manipur. For the purpose of the study authors have analysed the official records of 7 years period from financial year 2008-09 to financial year 2014-15. According to the findings of the study, there is a gap between the numbers of registered Job Card Holders and numbers of employment provided. The study found that numbers of works undertaken under MGNREGA remain incomplete and the 100 days provision of works under MGNREGA is beyond imagine, only around 7 percent Job Card holder have reached 100 days employment. However, the study found that the enrolment of socially and economically backward like schedule caste, schedule tribes and women are very encouraging and the share of employment provided to socially and economically backward sections of the society is also very encouraging.

However, the study suggested for more responsive role of the state so that the purpose of MGNREGA is achieved.

Papiya Datta and Snigdha Chakrabarti. *Gains from Short-term Public Works: A Review of Performance of MGNREGA in Tripura, 2015*, explain the performance of MGNREGA in Tripura. According to the authors, MGNREGA is not only an income earning schemes but also a mechanism of income transfer through infrastructure development and rural market promotion. The study found that the third smallest state of India has been a good performer of Central Sponsored Scheme- MGNREGA. the study revealed that the MGNREGA has helped in reducing poverty in the state. However, they are of the firm believe that capacity building of the Gram Panchayats are essential for proper planning, designing and effective implementation of projects under the Programme. Proper capacity building of the implementing agency will lead to creation of productive assets in the rural areas. It is only through the creation of durable and productive assets the employment requirement under MGNREGA can be reduced. Otherwise, MGNREGA will only remain as employment programme only instead of income generation scheme.

Anjali Mehra and Jinny Sharma. *Failure of MGNREGA and Incidence of Farmers' Suicides- A Case Study of Punjab, 2009*, This paper attempted to relate the increasing suicide case of farmer and failure of MGNREGA to provide alternate livelihood. The primary objectives of MGNREGA is to provide livelihood to the rural people and raise their standard of living by providing alternate livelihood option particularly by removing agriculture distress caused due to crop failure, drought, and other problems connected with agriculture. The study found that the failure of MGNREGA is due to the lack of awareness both in case of programme implementing officials and intended workers. Further, the huge wage differences between MGNREGA wage rate and other alternate wage employment is another reason for failure of MGNREGA. The study also found that due to absence of skilled manpower in the worksite the quality of work is compromised. The study also revealed that major problems of MGNREGA arises due to non-availability of complaint registered and non-conduct of social audit, the major problems of MGNREGA. Delay in wage payment is another reason people opt for other alternate works in place of MGNREGA. The study reflects that stagnant agriculture, raising input costs, compile with lack of alternative sources of employment and lack of awareness, beauracratc

apathy and lack of accountability resulting in increasing distress in the rural areas and thereby leading to increasing suicidal case amongst farmer. The study suggested for timely payment of wages and adequate number of working days under MGNREGA and payment of unemployment allowance in case of non-availability of works are some of the areas which needs to improve to repose faith among the people.

The analysis of various studies on rural employment reveals that most of the studies are related to the impact of the MGNREGA in rural employment generation and asset creation in rural areas. Many studies have revealed the existence of anomalies in the implementation of MGNREGA. However, there is hardly any comprehensive study made on the subject in Arunachal Pradesh. Therefore, there is a need to understand the problems and effectiveness of MGNREGA in Arunachal Pradesh. Accordingly, empirical studies on this subject in the state are very important. The present study is an attempt to fill the gaps in the vital area of social science research. It is expected that the findings of the present study can serve as feedback to the planners and policymakers in making MGNREGA more vibrant and peoples friendly.

Research Methodology

The present study is based on two sets of data i.e., primary data and secondary data. The main source of primary data have been field study which has been based on interview schedule and discussion with various government officers, officials of the implementing department and Panchayat Raj members. The secondary data has been collected from reports of various Committees, Commissions and Groups appointed either by the Government of India or State Government of Arunachal Pradesh, official records, publications, newspapers, pamphlets, journals, books, periodicals and bulletins and unpublished materials.

The main tools for the present study have been sets of suitably designed and partially structured schedule for the respondent.

At present the state of Arunachal Pradesh has 25 District. From these District, a comparative study have been undertaken between two District. They are Lower Subansiri district from western part and Namsai District from eastern part of the state. From both the district 3 (Three) CD blocks each have been randomly selected.

Further, from the selected blocks 2 (two) Gram Panchayat from each CD blocks have been selected randomly. From each Gram Panchayat 20 beneficiary i.e., 10 male and 10 female workers have been selected as a sample on the basis of systematic sampling. Further, 1 (one) elected Panchayat Raj member from each Gram Panchayat have been interviewed and 3 (three) official functionaries from each block working under the scheme also have been interviewed. Therefore, the total sample size of 270 (two hundred and seventy) have been taken for the present study.

The interview schedule have been designed in english for the sake of convenient but was translated into Hindi or local language wherever necessary at the time of administration. The data collected through interview schedule have been tabulated in the coding sheet and figures have been converted into percentage by simple method of calculation for the purpose of analysis. This data was supplemented by the field note maintained by the researcher.

Hypothesis

The following hypothesis have been tested as part of the study.

1. The awareness level of rural people and implementing agencies are weak concerning MGNREGA and its various provisions.
2. Political interference is one of the reasons for the deprivation of needy people from being selected as workers.
3. People are not keen to work under MGNREGA as daily labour wages of Lower Subansiri and Namsai district is more than the wages paid under this scheme.

Outline of Chapterization

The present study has been divided into six chapters. In the first chapter, an attempt has been made to build the conceptual framework. An effort has been made to highlight the historical background of the MGNREGA, relevant literature has been reviewed under this chapter, objectives; hypothesis of the present studies have been

highlighted and research methodology used for this study has been presented in the first chapter.

An attempt has been made in the second chapter to present the history of rural employment programmes in India with special reference to MGNREGA. This chapter covers an overview of MGNREGA; the organizational setup and various stakeholders of MGNREGA have been presented in this chapter. An attempt has also been made to present various permissible works under MGNREGA and its funding pattern. At the end of this chapter progress and significance of MGNREGA have been presented.

The third chapter deals with the introduction of MGNREGA in Arunachal Pradesh. In this chapter, the status of job card, employment demanded and employment provided has been also discussed. This chapter highlights the person-days generated under MGNREGA in Arunachal Pradesh in five years, the assets created during five financial years, and the financial progress of MGNREGA has also been discussed.

The fourth chapter presents the implementation of MGNREGA in the selected District. For analysis of MGNREGA progress, the status of job card, employment status, assets creation, and financial progress of selected District have been presented. Further, this chapter also presents the profile of study District, the basis of the selection of District and CD blocks.

The fifth chapter presents the perception and opinion of the sample respondents- workers, panchayat members, and official functionaries. The fifth chapter has been divided into two sections. The first part deals exclusively with the perception and opinion of sample workers of Namsai and Lower Subansiri District and the second part deals with the perception and opinion of the panchayat members and official functionaries. In this chapter, an attempt has been made to ascertain the performance and impact of MGNREGA in the Namsai and Lower Subansiri District of Arunachal Pradesh. The basis of information for this chapter is empirical data collected from workers of MGNREGA, elected representatives, and officials who are responsible for the implementation of MGNREGA.

The last chapter presents the summary findings and conclusion of the present study with some learning for improvement of MGNREGA.

Limitations of the study

While carrying out the research study, the researcher has encountered some challenges. The foremost challenges that the researcher faced were lack of awareness amongst the sample workers. While interviewing the researcher found that due to lack of awareness sample workers were finding difficulty in understanding the questions which were asked to them, almost every question was responded with a question instead of an answer. Also, communicating with the villagers particularly in the Namsai district was difficult due to language barrier.

While interviewing former elected members of Panchayati Raj, it was observed that they were not very keen to respond as a member of Panchayats for their tenure was already over.

It was also observed that official functionaries do not answer honestly; it can be seen in the differences in the responses of functionaries' and workers'. For instance, in the question like do worksite facilities available in the worksite area? All the sample workers in both Lower Subansiri and Namsai District have confirmed that worksite facilities are not given to them. On the contrary, some of the functionaries affirm that worksite facilities are sometimes managed out of admin funds available at their disposal. Further, the researcher faced problems in getting access to financial related documents. The researcher could not succeed in getting financial related records and found that functionaries are not keen to share any information related to financial matters.

Besides, the researcher had faced certain logistic issues, particularly in the Namsai district. However, despite these limitations, the researcher has tried his best to make the study broad-based.

CHAPTER 2

RURAL EMPLOYMENT PROGRAMMES IN INDIA WITH SPECIAL REFERENCE TO MGNREGA

CHAPTER 2

Rural Employment Programmes in India with Special Reference to MGNREGA

The last chapter dealt with the background and philosophy behind rural employment programmes in India. This chapter deals with rural employment programmes in India with special reference to MGNREGA. This chapter is divided into two parts. The first part of the chapter discusses the history of rural employment programmes and various rural employment programmes introduced before MGNREGA. The analysis of rural employment programmes is made to lay down the base for subsequent analysis of MGNREGA. The overview, the administrative set-up of MGNREGA has been presented in the second part. The second part of this chapter presents various types of permissible works under MGNREGA.

The Oxford dictionary defines employment as work, especially when it is done to earn money. Employment can be described as a relationship between two parties, usually based on a contract where work is paid for, where one party, which may be a corporation, for-profit, not-for-profit organization, co-operative or other entity is the employer and the other is the employee. Employees work in return for payment, which may be in the form of an hourly wage, by piecework, or an annual salary, depending on the type of work an employee does or which sector they are working in. The problem of unemployment in rural areas is one of the major concerns that the global economy is facing. Economic growth is largely determined by the optimum utilization of human resources. The growing global population and the rapid spread of education have created many unemployed, who are in search of gainful employment. But there is no employment in the labour market. The majority of rural people are depending on agriculture for their livelihood. However, agriculture does not engage the workers round the year. The rural economy is always characterized by a severe decent work deficit and poverty. This warrant sufficient poverty eradication and employment generation programmes in rural areas.

The policy to ensure employment generation is not new in the world. Attempts to ensure employment were made since 1817. Poor Employment Act and the 1834 Poor Law Amendment Act in Great Britain and the New Deal program of

the 1930s in the United States, considered relief policies during natural disasters and economic downturns. But in the recent past, this kind of scheme was being followed both in developed and developing countries with multiple objectives such as poverty reduction, building and maintaining public infrastructure, improving the bargaining power of the workers, etc. Some of the countries which have implemented such programmes are Chile (1987), Pakistan (1992), Bangladesh (1983), Philippines (1990), Botswana (1960), and Kenya (1992)¹³.

Generating employment opportunities for the growing labour force in India has been a matter of great concern for India's planners and political masters. India since her Independence has been facing poverty and unemployment as two major challenges for the country's economic development. These problems are continuing in the country. The rural areas of the country face the acute problem of poverty and unemployment. According to a report of the Ministry of Labour and Employment, Government of India, the problem of employment and poverty is a grave concern for a developing nation like India. Hence, a poverty alleviation and wage employment programme is the need of the hour.¹⁴ It is reported that nearly three-fourths of India's 1,128 million people live in rural areas. More than 66percent of the country's labour force is engaged in agriculture and allied activities. Around 22percent of India's population in 2011-12 lived below the poverty line¹⁵.

Rural Employment Programmes in India

The provision for the right to work has been made under the Directive Principles of State Policy (Part-IV of the Indian Constitution). Accordingly, the Government of India has launched several schemes to tackle the problems of rural unemployment from the fourth five-year plan onwards.

¹³ C. Anand, *An Analysis of the Impact of MGNREGP on Rural Development*, unpublished PhD Thesis, Department of Economics, University of Mysore, 2014. shodhganga.inflibnet.ac.in. Retrieved on January 6, 2017.

¹⁴ Ashok Kumar Giri, 'Rural Development in India: Through Employment Programmes'. p. 6150.

¹⁵ K.K. Tripathy, 'Implementation of Wage Guarantee: What Next?' *Kurukshetra: Journal on Rural Development*. Vol 42. No. 12. October 2014. p.10

At the initial plan year during 1951-52, it was expected that the economic growth will be relatively faster with the implementation of a five-year plan which would generate employment opportunities. However, the growing labour forces over the years had worsened the situation during the end of the second five-year plan. Hence, the beginning of the third five-year plan (1961-66) witnessed the numbers of wage employment programmes. First among them was the Rural Manpower Programme (RMP). This programme was started during 1961-62; the programme was set up for better utilization of the unemployed and under-employed rural manpower. It aimed to utilize the manpower resource of the country to the fullest extent possible and to ensure a substantial expansion in employment opportunities. However, the programmes failed to deliver the desired result due to poor implementation on account of resource constraints.

The Crash Scheme for Rural Employment (CSRE) was initiated on a pilot basis in 1971-72. The scheme aimed at the direct generation of employment in all the districts of the country at the rate of 2.5 lakhs man-days per annum in each district through the execution of labour-intensive projects and creation of durable assets in consonance with local development plans.¹⁶ This programme failed due to a lack of coordination between the centres and the state. Another programme, Pilot Intensive Rural Employment Programme (PIREP) was started during the fourth plan (1969-74) also could not deliver desired results on account of the scarcity of resources, weak organization, defective planning. Small Farmers Development Agency Programme (SFDAP) which was implemented in 1971 for raising the income level of the small, marginal, and agricultural labour also failed due to inadequate participation of the credit institutions. The lesson learned from the earlier programmes has given rise to new programmes. Realizing the need for more intensive strategy and technology, the Drought Prone Area Programme (DPAP) was launched in 1972, with an aim to promote overall economic development and improving the socio-economic condition of the poor and disadvantaged sections inhabiting the programme areas through creation, widening and equitable distribution of the resource base and increased employment opportunities. The objectives of the programme are being addressed in

¹⁶ 'Study of Crash Scheme for Rural Employment (1971-74)', *Study No. 104, Planning Commission of India, Government of India 1979.*

general by taking up development works through a watershed approach for land development, water resource development, and afforestation/ pasture development¹⁷.

The Marginal Farmers and Agricultural Labour Scheme (MFALS), 1973-74 were formulated with the specific objectives to improve the economic conditions of the concerned sections and bringing them to the mainstream of development. It aimed at technical and financial assistance to marginal and small farmers and agricultural labour. Desert Development Programme (DDP) and the Food for Work Programme (FWP) were introduced in 1977-78, which aimed at generating additional employment in rural areas and the process creates durable community assets which would strengthen the rural infrastructure. The large scale rural self-employment programme was launched in the form of Training for Rural Youth for Self Employment (TRYSEM), started in 1979 which aimed at providing basic technical and entrepreneurial skill to the rural poor in the age group of 18-35 years enable them to take up income-generating activities¹⁸.

The poverty reduction through rural employment programmes were major objectives of the sixth plan (1980-85). Some of the significant development in this field can be discussed under the following heads:-

Integrated Rural Development Programme (IRDP)

The Integrated Rural Development Programme (IRDP) was launched in 1979 and implemented in 1980. The primary aim of the programme was to provide employment opportunities to the rural poor at the same time to it aims to provide opportunities to develop their skills to improve their living conditions. Rural artisans, labourers, marginal farmers schedule caste, and scheduled tribes were the main targeted beneficiaries of this programme.

IRDP was one of the most ambitious programme for poverty alleviation with major objectives to provide assistance in form of subsidy by the government and term credit advance by financial institutions.

¹⁷ 'Drought Prone Areas Programme', *Odisha State Open University, Sambalpur, Stable* URL:<http://osou.ac.in/eresources/Drought-Prone-Areas-Programme>. p.101. (14/11/2018 16:25).

¹⁸ 'Training of Rural Youth for Self-Employment (TRYSEM)', *Planning Commission of India, Stable* URL: <http://planningcommission.nic.in/reports/ser/maker/makcht2b.pdf>. p. 59. (21/09/2018 09:06).

The targeted group of IRDP was small and marginal farmer, agricultural labourers and rural artisans having annual income below Rs. 11,000.00 (Rupees Eleven Thousand) only. Under IRDP provides subsidies of 25 percent to small farmer, 33 percent subsidies to marginal and agricultural labours. This programme in order to extend its outreach to the most vulnerable section of the society has stipulated 50 percent of the assisted families should be from schedule caste and schedule tribe population and 3 percent subsidies to women.

The evaluation study of Integrated Rural Development Programme vide Programme Evaluation Organization (PEO) Study No. 134 by Niti Aayog has found that due to lack of proper planning and implementation as per guideline and poor follow up actions to the infrastructure created under the scheme were reason for lacunae IRDP¹⁹.

National Rural Employment Programme (NREP)

The National Rural Employment Programme (NREP) was launched in 1980, to generate additional gainful employment in the rural areas, to the extent of 300-400 million man-days per annum, another objective of this programme was to create durable community assets, and improve nutritional status and living standards of the poor. In all the works under NREP landless labours were given preference. District Rural Development Agency (DRDA) was given the responsibility of planning, implementation, coordination, and monitoring of this programme. Under these programmes, wages were paid partly in cash and partly in food grain i.e 1-2 kg per day per head.

The three main objectives of National Rural Employment Programme was creation of quantum of man days of work per year for the unemployed and under employed in rural areas, creation of durable community assets for strengthening the rural infrastructure and to improve the nutritional standard of the rural people through supply of food grains as part of wages. The NREP was fully funded by the Central Government.

¹⁹ *Evaluation Study of Integrated Rural Development Programme (IRDP), PEO Study No. 134, Niti Aayog, Government of India. Stable URL: <https://niti.gov.in/volume1>.*

Under NREP work priority was given to the development of waste land and marginal land, development of fisheries, social forestry and road side plantation.

Rural Landless Employment Guarantee Programme (RLEGP)

Rural Landless Employment Guarantee Programme (RLEGP) was introduced on August 15, 1983, to provide at least 100 days of employment opportunities to rural landless in a financial year. Further, it also aims to create durable assets to meet the growing requirements of the rural economy. It was an extension of the National Rural Employment Programme (NREP).

Most of the objectives under RLEGP were same as National Rural Employment Programme. However, this scheme was limited to landless with 100 days employment guarantee. The entire expenditure of the programme was borne by the Central Government by earmarking the funds for certain activities, as such, 25 percent is earmarked for social forestry, 10 percent for works relating to the benefits of schedule caste and schedule tribes and 20 percent for rural housing under Indira Awas Yojana (IAY).

Developments of Women and Children in Rural Areas (DWCRA)

The Development of Women and Children in Rural Areas (DWCRA) programme was launched during 1982-83 as a sub-component of IRDP. It aimed to improve the socio-economic status of the poor women in rural areas through the creation of groups of women for income-generating activities on a self-sustaining basis. This scheme aims at improving the socio-economic, education, and health status of rural women. It provides financial assistance to rural women and also it creates employment opportunities so that women become self-reliant and their living standard improved. The main targeted beneficiaries under The Development of Women and Children in Rural Areas (DWCRA) were those rural families who are living below the poverty line.

The Development of Women and Children in Rural Areas (DWCRA) was not confined to economic benefits only, it also includes supportive services like mother and child care, adult education, health and family welfare and women and child development.

The major difference between Integrated Rural Development Programme (IRDP) and Development of Women and Children in Rural Areas (DWCRA) lies in its targeted beneficiaries. Unlike Integrated Rural Development Programme, the targeted beneficiary of Development of Women and Children in Rural Areas was not individual families but the women groups. It emphasize on the formation of groups by each consisting of 15-20 women with an expectation that women will come together for activities which are mutually beneficial. One time financial assistance amounting to Rs. 15000 was given to the group and infrastructure supports for income generation activities. Further, the beneficiaries are can avail bank loan.

The scheme of Development of Women and Children in Rural Areas suffers from some shortcoming like, lack of clarity regarding the roles of groups, shortage of functionaries at every level to guide the working of the schemes, lack of infrastructure facilities, etc.

Jawahar Rozgar Yojana (JRY)

Jawahar Rozgar Yojana (JRY) was launched in 1989, after merging erstwhile National Rural Employment Programme (NREP) and Rural Landless Employment Guarantee Programme (RLEGP) as an employment guarantee programme for the creation of supplementary employment opportunities. The primary objective of this scheme was to provide gainful employment to rural unemployment and underemployment youth. It also aims at strengthening rural infrastructure by creating community assets for direct and continuing benefits the poor and strengthening rural economic and social infrastructure. In the nutshell, it aims to bring about improvement in overall quality of life in the rural areas.

The programme provides for expenditure sharing between central and state government at the rate of 80:20. District Rural Development Agency (DRDA) was made responsible for implementation of the programmes at Panchayat level. The funds under this scheme were directly released to the District Rural Development Agency (DRDA).

The scheme bans the use of contractors. Hence, the works were to executed by the village people. Preferences were given to schedule caste and schedule tribe population. 30 percent employment opportunities were reserved for women.

Jawahar Rozgar Yojana (JRY) has given preference to the works that have the potential for maximum benefits to the rural poor. Priority was given to the works which are required for alleviation of rural poverty. Hence, 6 percent of the total allocation was earmarked for Indira Awas Yojana (IAY), 20 percent of the total allocation was earmarked for Million Wells Scheme (MWS) and 60 percent of material components for Operation Black Board (OBB) were made to be met up from the Jawahar Rozgar Yojana (JRY).

Employment Assurance Scheme (EAS)

In 1993-99, to employ at least 100 days in a year the Employment Assurance Scheme (EAS) was launched. Initially, the 1778 block of different states were identified as the backward block for implementation of the Employment Assurance Scheme (EAS). Under this scheme the drought-prone areas, desert area, hilly tribal areas were identified in the first phase. Later the scheme was extended to all the blocks. Providing gainful employment during agriculture lean period to was the primary objectives of the scheme. The adults' members, who are desirous to work but cannot, find it. It also aims at creating community assets for sustainable employment and economic development.

The Employment Assurance Scheme (EAS) was implemented through Zilla Parishad. The list of the works to be undertaken under the scheme was finalized by the Zilla Parishad in consultation with the Members of Parliament. In the area, where there is no Panchayat, a committee has to be formed comprising of Member of Parliament, Member of Legislative Assembly and local representatives for the selection of the works.

Under this programme 70 percent of the funds allocated to the district was earmarked for intermediate Panchayat and 30 percent of the funds is earmarked for the Zilla Parishad.

Jawahar Gram Samridhhi Yojana (JGSY)

In 1999-2000, Jawahar Rozgar Yojana (JRY) and Employment Assurance Scheme (EAS) merged and introduced as Jawahar Gram Samridhhi Yojana (JGSY). In 2001-02 Jawahar Gram Samridhhi Yojana (JGSY) was renamed as Sampoorna

Grameen Rozgar Yojana (SGRY) and later in 2005 as National Food for Work Programme (NFWP).

The Jawahar Gram Samridhi Yojana (JGSY) was entirely implemented at the village level. Village Panchayat was the sole authority for the preparation of plans and implementation of the scheme with due approval of the Gram Sabha. Under the scheme around 22 percent of the funds have been earmarked for individual beneficiary belonging to Schedule Caste and Schedule Tribe and 3 percent of the allocation was earmarked for the creation infrastructure for disabled. District Rural Development Agency (DRDA), Zilla Parishad and Intermediate Panchayat were made responsible for overall supervision, guidance and coordination and monitoring of the scheme.

Swaranjayanti Gram Swarozgar Yojana (SGSY)

In April 1999, Integrated Rural Development Programme (IRDP), Development of Women and Children in Rural Areas (DWCRA) along with Million Wells Scheme (MWS), and Training for Rural Youth for Self Employment (TRYSEM) were merged into a single scheme called the Swaranjayanti Gram Swarozgar Yojana (SGSY) is an integrated programme for self-employment of the rural poor. The Swarna Jayanti Swarozgar Yojna (SGSY) has been renamed as National Rural Livelihood Mission (NRLM) which aimed to provide self-employment to villagers. Under National Rural Livelihood Mission (NRLM) families living below the poverty line were organized into Self-Help Group (SHG) and to bring these poor families above the poverty line and concentrate on income generation through a combined effort.

The Swaranjayanti Gram Swarozgar Yojana (SGSY) covers families living below poverty line. The programme reserved 50 percent of the benefits for Schedule Casts and Schedule Tribes population, 40 percent of the benefits was reserved for women and 3 percent for physically handicapped persons. Swaranjayanti Gram Swarozgar Yojana (SGSY) was credit-cum-subsidy scheme. It covers all aspects of the self employment by organising self-help groups, credit linkage, training and market linkage.

Mahatma Gandhi National Rural Employment Guarantee Act 2005

It was notified on September, 7 2005 as a subsumed of the erstwhile scheme such as Sampoorna Grameen Rozgar Yojana (SGRY), National Food for Work Programme (NFFWP), Employment Assurance Scheme (EAS) and Jawahar Gram Samriddhi Yojana (JGSY).

The interpretation of the above programmes shows that the government of India has been striving to curb the growing issues of unemployment in rural areas. The approaches for tackling unemployment problems change from time to time as per the need of the situation. The list of wage employment programmes in India has been summarized in table 2.1.

Overview of MGNREGA

The Mahatma Gandhi National Employment Guarantee Act (MGNREGA) was enacted on August 25, 2005 and notified on September 7, 2005. In a financial year MGNREGA guarantee 100 days of works to all rural household, whose adult member is willing to unskilled manual works. The Ministry of Rural Development, Government of India through the Central Employment Guarantee Council is monitoring the implementation of MGNREGA in association with the State Employment Guarantee Council at the state level. Initially, MGNREGA started with 200 districts in 2006. MGNREGA at present is operational in 708 districts, 7088 blocks, and 268563 Gram Panchayats in the country.

Unlike earlier wage employment schemes, MGNREGA provides legal guarantee of wage employment. It is a demand-driven programme, which means the work under MGNREGA has to be triggered by the job seekers. MGNREGA has adopted bottom-up approach, under which the selection of beneficiaries, planning and identification of works has to be done at the village level.²⁰ Under MGNREGA there is a provision for unemployment allowance, in case of failure on to provide

²⁰ *Frequently Asked Questions (FAQ) on MGNREGA Operational Guideline, Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (Mahatma Gandhi NREGA), Centre for Wage Employment and Poverty Alleviation (CWEPA), NIRD&PR, Hyderabad, Ministry of Rural Development, Government of India, 2013.*

employment on time. It also has provision for compensation for late payment of wages.

Table 2:1 Presents the List of Wage Employment Programme in India

Year	Name of the Programme	Brief Description of the Programme
1960-61	Rural Manpower Programme (RMP)	The programme was set up for better utilization of the unemployed and under-employed rural manpower, comprehensive works programme was proposed.
1971-72	Crash Scheme for Rural Employment (CSRE)	The objective of the scheme was to do rural employment. It is intended to employ persons belonging to a family where no adult is employed or which suffer from inadequate employment.
1972	Drought Prone Area Programme (DPAP)	The basic objective of the programme is to minimize the adverse effects of drought on the production of crops and livestock and productivity of land, water, and human resources ultimately leading to drought proofing of the affected areas.
1974-75	Small Farmers Development Agency (SFDA)	The programme was set up to investigate and identify the problems of small farmers and ensure technical and financial assistance to small farmers
1973-74	Marginal Farmers & Agricultural Labour Scheme (MFALS)	The Programme was aimed for technical and financial assistance to marginal and small farmers and agricultural labour in the maximum productive use of their smallholding and skills by undertaking animal husbandry, horticulture, etc.
1977-78	Food for Work Programme (FWP)	The programme was set up to Providing food grains to labour for the works of development
1980	National Rural Employment Programme (NREP)	The programme was set up to provide profitable employment opportunities to the rural poor. It was expected to increase man-days per annum and create durable community assets.
1983	Rural Landless Employment Guarantee Programme (RLEGP)	The Programme was aimed at employing landless farmers and labourers
1993-94	Jawahar Rozgar Yojana (JRY)	The programmes aimed to employ rural unemployed. It is a poverty alleviation scheme, which falls under the category of works program for the creation of supplementary employment opportunities.
1993	Employment Assurance Scheme (EAS)	The objective of the programme was to employ at least 100 days a year in each village
1999-2000	Rural infrastructure programme (RIP)	The programme was set up for making actions in rural infrastructure. It was proposed in the areas of irrigation, rural housing, rural water supply, rural electrification and rural telecommunication connectivity.
2001-02	Sampoorna Grameen Rozgar Yojana (SGRY)	It was a rural development programme that aimed to provide employment and food security to the rural poor who lived below the poverty line.
2004	National Food for Work (NFWP)	It was a rural employment programme to intensify the generation of supplementary wage employment. The programme was open to all rural poor who are prepared to do manual, unskilled labour.
1977	Maharashtra Employment Guarantee Act (MEGA)	It was a wage employment act that was self-targeting, implemented by Maharashtra State Governments with Central assistance to provide wage employment to those who demanded it.
2006	Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)	The MGNREGA is a legal guarantee that people can use to secure their entitlement of wage employment. It holds the Government responsible for making this employment available to the people.

Source: Compiled from <https://rural.nic.in>

Under MGNREGA, 75 percent of the salaries and honorarium unskilled labour is being borne by the central Government. However, the state has to bear the cost of unemployment allowance. Plans and decisions in connection with the choice of work and nature of works to be undertaken and site selection, etc. have to be made in open assemblies of Gram Sabha. Under MGNREGA, 50 percent of the works have to be implemented at the Gram Panchayat level. The Gram Sabha is required to assign priority to the works that is intended to taken up at intermediate Panchayat and District Panchayat. The higher tier of Panchayat cannot overturn the decision of Gram Sabha. Unlike earlier programmes MGNREGA also provides various scopes for Natural Resource Management (NRM) and livelihood generation. Social Audit has been made integral part of MGNREGA, thereby giving rise to transparency and accountability of performance.

The Central Employment Guarantee Council (CEGC) and State Employment Guarantee Council (SEGC) are required to present the annual report to the Parliament and State Legislative Assembly respectively.²¹

Objectives of MGNREGA

The Ministry of Rural Development, Government of India defines the following objectives of MGNREGA:

- i. Providing social protection to the most vulnerable people living in rural India by providing employment opportunities,
- ii. Providing livelihood security to the poor by creating durable assets, improving water security, conserving soil, and increasing the productivity of land,
- iii. Strengthening drought-proofing and flood management in rural areas,
- iv. Empowering the socially disadvantaged people, especially schedule caste, schedule tribe, women, etc. through the right based legislation,
- v. Strengthening the decentralization and participatory planning process by converging various anti-poverty and livelihood initiatives,

²¹ *Operational Guideline, The National Rural Employment Guarantee Act; 2005, 4th Edition, Rural Development Department, Ministry of Rural Development, Government of India, New Delhi 2013, pp. 3-4.*

- vi. Deepening democracy at grass root by strengthening Panchayati Raj Institutions,
- vii. Implementation of greater transparency and accountability in governance.²²

The objectives of MGNREGA presented above have proved that it is a strong mechanism for social protection, livelihood security and democratic governance.

Salient Features of MGNREGA

Right-Based Approach

As per MGNREGA, all adult members of rural areas may register under MGNREGA and may obtain a Job Card (JC) from the concern Gram Panchayat Office either by applying in writing or by requesting orally. The Gram Panchayat shall issue a job card to all eligible households after due verification. As per Act, a job card has to be issued to the household within 15 days of registration. MGNREGA job card is the primary document that identifies an individual who is registered with the local Gram Panchayat under the scheme. Job Card contains details of individually registered from a household such as a name, photograph of workers, registration number, details of applicants in the household, etc. Job card also serves as documentary proof of the workers' entitlements. MGNREGA Job card allows beneficiaries to apply for a job under the schemes.²³

Demand-Driven Approaches

Unlike other wage employment programmes MGNREGA is a demand-based scheme. MGNREGA is a demand-based programme, under which the provision for work has to be triggered by job seekers themselves.²⁴ Registered workers may demand for work to the concern Gram Panchayat in writing and accordingly Gram Panchayat will issue receipt of the application received. Once the application is

²² *Frequently Asked Questions (FAQ) on MGNREGA Operational Guideline.*

²³ *Ibid*, p. 2

²⁴ *Para 6, Schedule II, Mahatma Gandhi National Rural Employment Guarantee Act, 2005.*

received, employment has to be given to the job seeker within 15 days of receipt.²⁵ In case, if work is not provided within 15 days, an unemployment allowance has to be paid to the worker. The rate of unemployment allowance for the first thirty days of the financial year is one-fourth of the MGNREGA wage and for the remaining period of the financial year, unemployment allowance is one-half of the MGNREGA wage. However, an applicant who does not report for the work within 15 days of being notified or continuously remains absent for one week in a month, such workers will not be eligible for unemployment allowance under this Act.

Decentralize Planning /Bottom-up Approach

Under MGNREGA, all the workers are entitled to participate in Gram Sabha and are entitled to decide the works to be taken up in MGNREGA. Section 16 (1) of MGNREGA provides that Gram Panchayat shall be responsible for the preparation of the plan and identification of the project to be taken up in MGNREGA.²⁶ Every registered worker is to be part of the preparation of the plan and identification of the shelf of project under MGNREGA.

Preparation of annual MGNREGA plan and self of work shall give special focus on vulnerable households and communities and climate change. Further, MGNREGA should focus on the convergence of MGNREGA with departments like agriculture, forest, horticulture, fisheries, sericulture, animal husbandry, etc.

Worksite Facilities

The MGNREGA provides for worksite facilities like first aid, safe drinking water, crèches, etc. at the worksite.²⁷ It also provides for provision of baby sitters in case of any women worker is accompanied by children below five years of age. Such provision is made by deputing one women worker to look after such children. As per MGNREGA, the workers have to be allocated works within 5 KMs from his residence within the block²⁸. In case, work is provided to workers beyond 5 KMs of

²⁵ Para 11, Schedule I, Mahatma Gandhi National Rural Employment Guarantee Act, 2005.

²⁶ Section 16 (1), Mahatma Gandhi National Rural Employment Guarantee Act, 2005.

²⁷ Para 23, Schedule II, Mahatma Gandhi National Rural Employment Guarantee Act, 2005.

²⁸ Para 18, Schedule II, Mahatma Gandhi National Rural Employment Guarantee Act, 2005.

his residence, the worker is entitled to an additional allowance for transportation and living expenses.

Further, MGNREGA provides that while working under MGNREGA in case a person met with an accident which caused death or permanent disability. In such case, there is a provision under MGNREGA that such person or his /her legal heir gets ex-gratia as per entitlement of *Aam Aadmi Bima Yojana* or as per the provision of the central government.

Unemployment Allowance

The MGNREGA provides that in case a registered workers is not provided employment within fortnight after employment is demanded, than he/she shall be entitle for unemployment allowance. The MGNREGA under its Section 7, the unemployment allowance of not less than one-fourth of the wage rate for the first 30 days and not less than one half of the wage rate for the remaining period of the financial year shall be paid to the workers as an unemployment allowance. The 100 percent cost of unemployment allowance shall be borne by the state government.

Women Empowerment

Under MGNREGA, while awarding works to the workers, priority has to be given to the women so as at least one-third of the workers under MGNREGA are women.

Labour Intensive Works

The ratio between wage and material as per MGNREGA 60:40. This implies that sixty percent of allocation under MGNREGA meant exclusively for wage component of unskilled labour and forty percent is meant for material and wages for skilled and semi-skilled employees of MGNREGA. Further, MGNREGA provides that all the works under the scheme shall be executed by using manual labour. The use of a machine that may cause displacement of manual labour shall not be used in any form. However, certain works cannot be executed by manual labour and the use of a machine is essential, in such case machine may be used for maintaining quality and durability.

Schedule-I of MGNREGA identified 260 kinds of activities that can be carried out under MGNREGA, out of which 181 kinds of activities are related to Natural Resource Management (NRM)²⁹.

Public Accountability and Transparency

Mahatma Gandhi National Rural Employment Guarantee Act empowers Gram Panchayat to monitor the execution of MGNREGA works within its jurisdiction. Under Section 17 of the MGNREGA Act, Gram Sabha has been empowered to conduct the social audit.³⁰

Some Other Provision of the Act

Besides above mentioned features MGNREGA has some other important provisions which are discussed below:-

Labour Budget

Implementation of MGNREGA depends on the preparatory activities before the field activities are initiated during the financial year. The detailed process is adopted for the preparation of labour budget, in which planners and administrators in collaboration with Gram Sabha identify a probable demand and specific areas of intervention during the ensuing financial year.

Funding

The government of India shares 100 percent of the fund for the payment of wages to unskilled manual work. It also shares 75 percent funds for material component and wage component of skilled and semi-skilled workers. The State shares 100 percent of unemployment allowance.

Administrative Expenditure

The Government of India in order to strengthen MGNREGA provides up to six percent of the total allocation as administrative expenses. Under which human resources and capacity building activities can be taken up.

Training, Information Education Communication (IEC), Management Information System (MIS), Quality Management, Setting up of Grievances redressal

²⁹ *Schedule-I, Mahatma Gandhi National Rural Employment Guarantee Act, 2005.*

³⁰ *Section 17, Mahatma Gandhi National Rural Employment Guarantee Act, 2005.*

System, professional services, operational expenses, ICT facilities in GPs, additional deployment of staffs, social audit, worksite facilities, evaluation and research, and contingency expenditure, etc are permissible under administrative expenditure.

Employment Guarantee Day (*Rozgar Diwas*)

Under MGNREGA there is a provision for organizing *Rozgar Diwas* or Employment Guarantee Day, under which Gram Panchayat has to organise *Rozgar Diwas* once in every month. In this *Rozgar Diwas* Gram Panchayat has to invite application for work from every potential worker. This event has to be earmarked by disclosure of information, allocation of work, payment of wages, and payment of unemployment allowances.³¹

Organizational Set-up of MGNREGA

At Central Level

At the central level MGNREGA programme is headed by the Ministry of Rural Development, Government of India. The Act empowers Central Government to specify by notification regarding the constitution of the Central Employment Council for discharging the functions and perform such duties as notified by the central Government. Further, central Government by notification establish National Employment Guarantee Fund for the purpose of this Act³².

At State Level

According to the Act, every state has to constitute the State Employment Guarantee Council (SEGC) with such number of official members and chairperson as may be determined by the state Government for reviewing and monitoring the performance of MGNREGA. State Government shall by notification; establish State Employment Guarantee Fund for the purpose of this Act³³.

³¹ *Operational Guideline, The National Rural Employment Guarantee Act; 2005, 2013, p. 21*

³² *Schedule 1, Article (1), Mahatma Gandhi National Rural Employment Guarantee Act, 2005*

³³ *Article 12(1),(3), Mahatma Gandhi National Rural Employment Guarantee Act, 2005*

At District Level

At the district level, the principal authority for planning and implementation of the schemes under MGNREGA shall vest with the Panchayati Raj Institution. The Panchayats at district, block, and village levels shall be responsible for the implementation of the scheme at their levels. The Deputy Commissioner or any other district level officer of appropriate rank as the State Government may determine shall be designated as the District Programme Coordinator (DPC) for the implementation of the scheme in the district³⁴.

The District Programme Officer (DPC) shall be responsible for proper implementation of the programme at district level.

At Block and Village Level

According to MGNREGA Act, the state government is empowered to appoint a person who is not below the rank of Block Development Officer with such qualifications and experience as may be determined by the state Government as Programme Officer (P.O.) at the Panchayat at intermediate level. The responsibility of preparing block planning shall rest with the Programme Officer and all the plans of all Gram Panchayat shall be consolidated with the proposal received from intermediate Panchayat.³⁵ The Act mandated Gram Panchayat for identification of project through Gram Sabha.³⁶ The allocation of employment shall be the responsibility of concern Gram Panchayat.³⁷

The maintenance of record like job card register, job card issue register, etc. is the responsibility of the Programme Officer at block level. The Programme Officer shall act as coordinators for MGNREGA at the Block level. Further, the Programme

³⁴ *Article 4(7), Mahatma Gandhi National Rural Employment Guarantee Act, 2005*

³⁵ *Article 15 (1), Article 26 (6), Mahatma Gandhi National Rural Employment Guarantee Act, 2005*

³⁶ *The National Rural Employment Guarantee Act, 2005. Guideline, Rural Development Department, Ministry of Rural Development, Government of India, New Delhi, 2006, pp.4-5*

³⁷ *Ibid.* p.6.

Officer has to ensure that anyone who applies for work gets employment within fifteen days, and execution of work including maintenance of relevant records³⁸.

The provision of the Act identifies the Panchayati Raj Institutions (PRIs) as the key implementing agencies for the programme providing a significant opportunity for demonstrating the role of the village level institutions in transforming their village infrastructure and addressing the abject poverty.

The Gram Sabha will recommend work to be taken up under MGNREGA, conduct social audits on implementation of the scheme, and be used extensively as a forum for sharing information about the scheme. The responsibility of implementing MGNREGA at village level lies with Gram Panchayat³⁹.

Stakeholders of MGNREGA

For the proper implementation of MGNREGA, various stakeholders have been given responsibilities at village, block, district, state and national level. The key stakeholders of MGNREGA are presented below:-

Village Level

i. Wage Seekers

The wage seekers are the main stakeholders of MGNREGA. The right of the wage seekers to demand for work and choice of time and duration of the work is the main trigger of key processes. Besides this, the wage seekers have the right to worksite facilities, extra wages for working beyond 5 KM radius, unemployment allowance, etc.

ii. Gram Sabha

The Gram Sabha is the main platform for the wage seekers. Under this wage seekers can raise their voices and make demands. Gram Sabha recommends the works that have to be taken up in the Gram Panchayat and it is the final authority for determining the priority list of works that are to be taken up. Apart from the above, Gram Sabha is the

³⁸ *Audit Report for the year ended March 31, 2012 (Social, General and Economic Sectors and PSUs), Comptroller and Auditor General, Government of India 2012, p.42*

³⁹ Ibid.

principal forum for monitoring the works undertaken under the schemes by conducting a social audit. Seeking clarification and obtaining relevant information can be done at Gram Sabha.

iii. Gram Panchayat

The Gram Panchayat the main body for planning and implementation of MGNREGA. Fifty percent of works under MGNREGA in term of cost has to be implemented at Gram Panchayat level.⁴⁰

Block Level

i. Programme Officer

The Programme Officer has to act as a coordinator for MGNREGA at the Block level. It is the responsibility of the Programme Officer for maintaining proper records, consolidate Gram Panchayat plans with plans of intermediate Panchayat, supervise the work undertaken under the schemes, redress grievances at the block level, etc. Further, the Programme Officer has to ensure that job seekers get the jobs within 15 days of the submission of application for work.

ii. Intermediate Panchayat

The intermediate Panchayat supervise and monitor the project undertaken at the level of Gram Panchayat. It is the body which approves the planning at block level.

District Level

i. District Programme Coordinator (DPC)

The implementation of MGNREGA at district level, overall supervision of the programmes, monitoring, etc. of MGNREGA at district level are the main responsibility of the District Programme Coordinator (DPC). The Deputy Commissioner/ District Collector or the Chief Executive Officer of the district Panchayat is generally designated as the District Programme Coordinator.

⁴⁰ *Operational Guideline, The National Rural Employment Guarantee Act; 2005, 2013, p.14.*

ii. District Panchayat

The consolidation of block level planning with district plan and implementation of approved plan at the district level, etc. are the main responsibility of District Panchayat. It also oversee the implementation, supervision and monitoring of the scheme at district level.

State Level

i. State Employment Guarantee Council

Under section 12 of MGNREGA State Employment Guarantee Council (SEGC) is set up for every state. The main functions of SEGC are to supervise, review, monitor and redress of grievances. The State Employment Guarantee Council has to be set up by every state.

ii. State Government

Setting up of State Employment Guarantee Council (SEGC), setting up of implementing agency and social audit, the establishment of State Employment Guarantee Fund (SEGF), etc are some of the primary functions of SEGC.

Central Level

i. Central Employment Guarantee Council (CEGC)

The SEGC is the Chairmanship of the Union Minister of Rural Development. The roles and responsibilities of the CEGC is to advise, review, monitoring and redress and recommend the central government on all matters pertaining to MGNREGA. Further, the preparation of MGNREGA annual reports and reporting the report to the central government is the main functions.

ii. Ministry of Rural Development (MoRD)

The Nodal Ministry for the implementation of MGNREGA at the central level has been the Ministry of Rural Development, Government of India. The Ministry of Rural Development has different roles to play for the successful implementation of MGNREGA. Some of

the roles and responsibilities of the Ministry of Rural Development is stated as under:-

- a. Ministry of Rural Development is responsible for making various rules under MGNREGA. It issues Operational Guideline annually for the effective implementation of the programme;
- b. The Ministry of Rural Development, Government of India review the permissible works to be undertaken under MGNREGA annually on the basis of recommendation and demand of the state government;
- c. The responsibility of constituting the Central Employment Guarantee Councils (CEGC) lies with the Ministry of Rural Development;
- d. The Ministry of Rural Development has to Set up National Employment Guarantee Fund (NEGF) and National Management Team (NMT) under MGNREGA programme;
- e. The responsibility of making the budgetary allocation and ensuring timely release of central share to the state.;
- f. Maintain and operate the MIS to capture and track data on critical aspects of implementation, and assess the utilization of resources through a set of performance indicators;
- g. Ministry of Rural Development has the responsibility for supporting the use of Information technology and facilitate to increase the efficiency and transparency in the implementation of the Act;
- h. The Ministry of Rural Development also facilitate technical support and capacity building for improving the outcomes, Ministry also encourage and support innovation for improving the performance of MGNREGA;
- i. The Ministry of Rural Development undertake various research for monitoring and evaluation of MGNREGA performance.

Civil Societies

At the grass-roots level plays a very significant role in generating awareness of the general masses regarding various provisions and entitlements of MGNREGA. Civil Society serves as an agent of change by educating the Gram Panchayat and the state government about planning, implementation and social accountability of the programme.⁴¹

Other Stakeholders

Other important stakeholders of MGNREGA include, Social Audit Unit, Vigilance and monitoring committees. Various line departments like agriculture, forestry, water resources, drinking water and sanitation, etc. of the Government are important stakeholders of MGNREGA under its convergence planning.⁴²

Permissible Works under MGNREGA

In view of strengthening agriculture & allied activities, and as per the demands of the states for greater location-specific flexibility in permissible works, the list of permissible activities under MGNREGA has been expanded. The MGNREGA Schedule I & II have been amended accordingly (The list of permissible works under MGNREGA is Appended as **Appendix-VI**).

Watershed Related Works

Contour Trench, Contour Bund, Boulder Check, Farm bunding, Gabion Structure, Underground Dyke, Earthen Dam, Dugout Farm Pond, Stop Dam, and Spring shed Development are the permissible watershed related works under MGNREGA.

Agriculture-Related Works

Nadep Composting, Vermi-Composting, Liquid bio-manures are the permissible agriculture-related works under MGNREGA.

⁴¹ Ibid. p. 11

⁴² Ibid. pp. 5-11

Livestock Related Works

Poultry Shelter, Goat Shelter, Construction of Pucca floor, Urine Tank, and Fodder trough for cattle, cattle-feed supplements, etc. are the permissible livestock related works under MGNREGA.

Fisheries related works

Fisheries related works like fish pond; fishery in Seasonal water bodies are the permissible fisheries-related works under MGNREGA.

Works in Coastal Areas

Fish Drying Yards, Belt Vegetation and Construction of Storm Water Drain for Coastal Protection, etc. are the permissible works in coastal areas.

Rural Drinking Water and Sanitation-Related Works

Soak Pits, Recharge Pits, Individual Household Latrine, School Toilet Units, Anganwadi Toilets, Solid and Liquid Waste Management, etc. are the permissible works under MGNREGA.

Flood Management Related Works

Deepening and Repair of Flood Channels and Chaur Renovation are the permissible works under flood management related works under MGNREGA.

Irrigation Command-Related Works

Under the irrigation command-related works MGNREGA permits for the rehabilitation of Minors, Sub-minors, and Field Channels.⁴³

Under MGNREGA those components of works that lead to the creation of durable assets may be taken up under MGNREGA. Items of expenditure that are recurring in nature and/or do not lead to the creation of durable assets are not permitted under MGNREGA⁴⁴.

⁴³ *Guideline for the new/additional works permitted under MGNREGA, Ministry of Rural Development, Government of India, Stable URL: <https://nrega.nic.in>. pp. 2-13. (24/01/2017).*

⁴⁴ *Ibid* p. 1

Process of Issue of Job Card

Job card is the key documents of MGNREGA, it is through Job Card workers entitlements are recorded. Only registered household can apply for works under MGNREGA. All the details like number of days worked and number of persons registered under the Job Card are recorded in Job Card. Registered household can ensure transparency through Job Card.

The Act has the provision for new registration of Job Card and updation or revalidation of existing Job Card. The process involve in issue of Job Card under MGNREGA are stated below:-

Registration of Household Not Registered Earlier

MGNREGA guideline provides that all household having adult members are eligible to apply for registration under MGNREGA. The application for the registration may be submitted to concern Gram Panchayat on plain paper. An individual can also appear personally before Member Secretary or Gram Rozgar Sahayak (GRS) and make verbal request for registration by giving all required information. The application for registration may be submitted on behalf of household, here, the household means the members of family related to each other by blood, marriage or adoption and normally residing together and sharing meals or holding a common ration card.

The application for registration under MGNREGA should contain the names, age, gender, category (SC/ST/OBC/GEN), Rashtriya Swastha Bima Yojana (RSBY) number, Aadhar number, Below Poverty Line (BPL) status and bank/post office account number (if she/he has opened one) of all members of household who are willing to do unskilled manual works.

All the members included in the application must be a Local residence of Gram Panchayat. 'Local' implies residing within the Gram Panchayat and includes families of that area that may have migrated some time ago but may have returned.

There is no any fix time for the registration of household under MGNREGA, the registration process is opened throughout the year in Gram Panchayat Office.

Verification of Application

The application for registration under MGNREGA shall be verified after it is received by the concern Gram Panchayat. After proper scrutiny of the details submitted by the applicant only, the household will be registered. However, as provisioned under MGNREGA guideline, the verification process shall take maximum of 15 days time after application is received.

Registration of Household

All applicants household, whose application is found to be eligible in after verification, shall be registered under MGNREGA. For the purpose of registration, the details of household shall be entered in MGNREGA MIS (NREGASoft) and accordingly system will generate unique registration number for all eligible household. The registration number shall be valid for 5 years period, which can be renew or revalidated as and when required.

The list of rejected application shall be made public and same shall be presented to the Gram Sabha. If any of the rejected applicant household feels that they are eligible for registration than such household may apply afresh for registration.

Issue of New Job Card/Updation of Existing Job Card

MGNREGA guideline provides that, all the eligible household registered under MGNREGA shall be issued a Job Card. The Gram Panchayat shall within fortnight of the received of application shall issue Job Card to all eligible household. Job Card should be handed over to one of the members of the applicant household in the presence of a few other residents of the Gram Panchayat.

The Job Card shall contain the pro-forma of the Job. The pro-forma of the Job Card should be such that it contains permanent information regarding the household as well as the employment details for five years. These include Job Card number, particulars (such as age and sex,) of all adult members of the family whose name is registered, household member-wise work demand and allocation, description of work done, dates and days worked, Muster Roll numbers by which wages have been paid,

amount of wages paid and unemployment allowance if any paid. It should also include the postal account/bank account Number.

Individual identity slips may be given to each registered applicant of the family. The identity slip should contain the information given in the identity portion of the Job Card, including the registration number of the household.

Details of all Job Cards issued will be made available in NREGAssoft for public viewing. All entries in the Job Card should be duly authenticated by means of signature of an authorized officer. The Job Card shall be valid for a period of five years and will have provision for the addition/deletion of members eligible to work. Deletions in any household on account of demise, or permanent change of residence of a member, are to be reported immediately by the household concerned. Additions desired may be applied for by the household.

The Gram Panchayat will also undertake an annual updating exercise in the same manner as registration, the time for which should be fixed keeping in mind the work and migration season of the local workforce. Any modifications in the particulars of the household as entered at the time of registration will be simultaneously updated into MIS, following the same steps. Similarly, if for any reasons, a Job Card is to be cancelled, the Programme Officer, after independent verification of facts and giving the concerned person an opportunity to be heard, may direct the Gram Panchayat to cancel such Job Card. The list of all cancelled Job Cards will be made public and should be presented to the Gram Sabha. Information should accordingly be entered in the MIS. In the MIS however, the Job Cards may appear to have not been deleted, that is, an asterisk will appear against such cards meaning thereby that the Job Card was issued earlier but is no more valid.

In case a Job Card is lost or it is damaged, a card holder may apply for duplicate Job Card. For such matter, the application will be given to the Gram Panchayat and shall be processed in the manner of a new application, with the difference being that the particulars may also be verified using the duplicate copy of the Job Card maintained by the Panchayat.

Funding Pattern of MGNREGA

The Mahatma Gandhi National Rural Employment Guarantee Act being a centrally sponsored programme has a cost-sharing basis of 90:10 between the government of India and the state government. The entire cost of wages of unskilled manual workers and 75 percent of the cost of material, wages of skilled and semi-skilled workers is borne by the central government.⁴⁵ On the other hand, the state government bears 25 percent of the cost of materials and wages of skilled and semi-skilled workers. The unemployment allowances have to be borne by the state government, in case the state government failed to provide employment on time. Further, the expenses of the State Employment Councils have to be borne by the state government. Table 2.2 presented a detailed funding pattern between the central government and the state government.

Table 2:2 Presents the Funding Pattern of MGNREGA.

Sl. No.	Government of India	State Government
1.	100 percent cost of wages of unskilled manual workers	Unemployment allowances have to be borne by the state government, in case the state government failed to provide employment on time
2.	75 percent of the cost of material, wages of skilled and semi-skilled workers.	25 percent of the cost of materials and wages of skilled and semi-skilled workers.
3.	Administrative expenses of MGNREGA may be determined by the central government from time to time.	The administrative expense of the State Employment Guarantee Council.
4.	Administrative expenses of Central Employment Guarantee Council.	

Source: Compiled by the researcher from <https://nrega.nic.in>

Every year the Programme Officers is required to prepare a labour budget during the month of December every year for the next financial year. The labour

⁴⁵ *MGNREGA Sameeksha*, p. 3.

budget so prepared should contain details of anticipated demand for unskilled works and a plan for engagement of workers.

Under MGNREGA provides that no machine and the contractor have to be employed. This is done mainly to ensure that the workers under MGNREGA are benefitted mostly from the programme.

Progress of MGNREGA

Since the first five years plan, many rural development initiatives have been adopted by the Government of India. Rural employment programme like National Food for Work programmes (NFWP), National Rural Employment Programmes (NREP), Jawahar Rozgar Yojana (JRY), etc. was introduced in India to reduce poverty by providing gainful employment to rural BPL families. However, all wage employment programme introduced before MGNREGA lacked in focus as far as providing employment opportunities is a concern. These programmes emphasize more on creating durable community assets, their focus on providing employment opportunities were somewhat lost. Further, the earlier programme stipulated no legal right to employment to the rural household. On the other hand, MGNREGA was introduced with the primary objectives of providing legally mandated employment to rural households. Unlike earlier programmes, which used to be allocation-based, MGNREGA came with a demand-based employment programme. Another attractive feature of MGNREGA was the financial inclusion of rural workers, under these programmes all payments are made through a bank account or post office account, which is likely to reduce counterfeit payment. The existence of grievances redressal mechanism and public accountability of the programme through the institution of Social Audit is another attractive attribute of MGNREGA.

Apart from providing 100 days of employment, under MGNREGA. It also aims to create durable assets for the sustainable development of rural areas. According to the national bulletin of MGNREGA, so far 14.79 crores job cards have been issued covering 28.68 Crores workers. The total person-days generated (in cr.)

3146.12 and the total expenditure (Rs. in Cr.) are 631015.18 under MGNREGA since its inception⁴⁶.

The performance of MGNREGA is not uniform across the country. Dhananjaya, K. and Prathibha, M.S in their study '*Role of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) in Rural Asset Creation in India – An Analysis*' found that Some states are performing better and some states are underperforming. The analysis of MGNREGA MIS shows that States like Mizoram, Nagaland, Jammu and Kashmir, and Assam have more numbers of active workers compare to the other state. When the performance of the MGNREGA in terms of asset creation is made, Utter Pradesh, Karnataka, Rajasthan, etc. are good performing states. Rajasthan, West Bengal, Jharkhand, Tripura are some of the states with very high person-days generation. The state with the highest numbers of household benefitted under MGNREGA has been Utter Pradesh followed by Madhya Pradesh. Likewise, the administrative performance of MGNREGA varies from state to state. States like Andhra Pradesh, West Bengal, and Tripura are very good performing states in terms of administrative performance, whereas, states like Utter Pradesh, Bihar, and Madhya Pradesh are non-performing. However, the number of households receiving employment under MGNREGA and numbers of households reaching 100 days limit under MGNREGA has been increasing each year. Furthermore, the participation of women is also increasing year after year.

The increasing number of benefits under MGNREGA shows that the Scheme and MGNREGA are continuously gaining popularity amongst the people. The performance of the programme has shown a consistent improvement each passing year. The numbers of the household employed under MGNREGA has increased which shows its wide coverage. The use of information technology for greater transparency and through intensive monitoring has greatly strengthened the confidence of the people on MGNREGA.

Significance of MGNREGA

MGNREGA aims to achieve the objectives of 'right to work to the citizen of India' as provided under the article 41 of the Indian Constitution. Affirming India as

⁴⁶ <https://www.mgnrega.nic.in>.

welfare state, MGNREGA is significant legislation in the history of rural employment programme in India.

However, MGNREGA suffer from criticism from various section of the society with widespread allegation of fraud and corruption at all levels of the implementation. MGNREGA despite being under criticism, it has its own significance. The significance of MGNREGA can be broadly discussed under following heads:-

Largest Employment Programme

According to the World Bank Report, 2015 MGNREGA is world largest public employment programme. The MGNREGA has given rise to the world's largest employment programme. Around 182 Million beneficiaries that is 15 percent of India's population are provided social security by MGNREGA under the Ministry of Rural Development.⁴⁷

Legal Guarantees for Wage Employment

Unlike earlier wage employment programme, the MGNREGA provides a legal guarantee for wage employment for 100 days to every rural household in a financial year. The unique feature of MGNREGA is that, it provides compensation in case of failure to provide employment within 15 days and also it provides compensation in case of delay in payment of wages.

Demand-Driven Programmes

Under MGNREGA the provision of work is triggered by the demand made by the wage seekers. In other word, the work under MGNREGA is provided on the basis of the demand made by the wage seekers. The resources from the centre are transfer to state on the basis of this demand. This demand driven approach of the MGNREGA marks a break from the earlier wage employment programme. The wage employment programme of past were allocation-based, under which wage-seeker used to get employment on the basis of allocation given by the implementing agencies.

⁴⁷ 'World Bank Report; MGNREGA becomes the world largest public works programme', India Today, July 9, 2015, Stable URL: www.indiatoday.in. Retrieved on September 21, 2018

People-Centred Programme

The MGNREGA is bottom-up, people-centred, demand-driven in nature. This implies that the success of MGNREGA lies with wage-seekers, Gram Sabha and Gram Panchayats. Under MGNREGA, the planning exercise evolves from Gram Sabha as per the requirements of the Gram Panchayat.

Self-targeting Mechanisms

The MGNREGA unlike earlier programme is a self-targeting. The sole responsibility of people's participation lies with the people themselves. The Act provides 100 percent funding support from the centre for unskilled labour cost and 75 percent funding support for material cost of the programme.

Involvements of Panchayats

As per the provision of MGNREGA, 50 percent of the works in term of cost has to be implemented at the Gram Panchayat level. Plans, decision of works to be undertaken, selection of worksite, etc. under the MGNREGA are decided in Gram Sabha. The work selection or the insertion of additional works under MGNREGA at intermediate or district level has to have the approval of Gram Sabha. The Gram Sabha has the authority to accept, amend or reject the works selection by the intermediate or district Panchayat. The decision of the Gram Sabha cannot be changed at the higher level.

Workers Friendly Work Site Management

The MGNREGA as a rural employment programme provides for the best worksite management. The worksite facilities such as first aid, drinking water, shades, crèches are provided under MGNREGA and the workers working beyond 5 km radius are provided mobility honorarium which is 10 percent of the wages. Further, in order to ensure that the programme benefitted the workers directly, it prohibits the use of machine and contractors in executing the works.

Social Audits

The Government of India in consultation with the Comptroller and Auditor General has notified the MGNREGA audit of the scheme rules 2011. As per this notification an independent body of the Social Audit Unit to established at every state. The Social Audit Unit shall facilitate the conduct of Social Audit to Gram Sabha. Social Audit has been made integral part of MGNREGA, thereby giving rise to transparency and accountability of performance.⁴⁸

To sum up, it can be say that the MGNREGA is not just an employment scheme. It is welfare initiatives and developmental efforts that have the potential to take rural India to a new height. It has successfully served three-fold objectives, firstly, protection of rural households from vulnerability by providing gainful employment to the rural populace. Secondly, it prevents unwanted and forceful migration of rural workforce to urban areas in search of employment, and lastly, it provides resilience to shape the rural economy by enhanced consumption demand. All these show that MGNREGA has the potential to act as an agent of change for the rural economy by integrating the rural resource base with the rest.

The chapter dealt with rural employment programmes in India with special reference to MGNREGA. The next chapter deals with the working of MGNREGA in Arunachal Pradesh.

⁴⁸ Shivani Gupta, 'Significance of Mahatma Gandhi National Rural Employment Guarantee Act, 2005', February 2015, stable URL:<https://www.lawctopus.com>.

CHAPTER 3

MGNREGA IN ARUNACHAL PRADESH

CHAPTER 3

MGNREGA in Arunachal Pradesh

The last chapter dealt with rural employment programmes in India with special reference to MGNREGA. The present chapter deals with MGNREGA in Arunachal Pradesh. The present chapter is divided into two parts. In the first part profile of Arunachal Pradesh has been presented. The second part presents the status of poverty, unemployment, and labour force participation in Arunachal Pradesh. This chapter also presents the working of MGNREGA in Arunachal Pradesh. For analysing the working of MGNREGA in Arunachal Pradesh, the data from five financial years, starting from 2014-15 till 2018-19 have been considered. This has been done, keeping the availability of secondary sources of data during these periods into accounts.

The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) in Arunachal Pradesh was introduced in the Upper Subansiri district of the state on February 2, 2006, when MGNREGA was introduced in 200 districts of the country during the first phase of MGNREGA implementation. During the second phase of the introduction of MGNREGA in the country during 2007, the Lohit and Changlang districts were selected amongst 130 more districts selected for implementation of MGNREGA. The remaining districts of Arunachal Pradesh were covered under MGNREGA from 2008. At present, MGNREGA is operational in all 25 districts of Arunachal Pradesh covering 114 CD blocks and 1785 Gram Panchayats. Table 3:1 present the brief history of the introduction of MGNREGA in Arunachal Pradesh.

Table 3:1 Presents Brief history of MGNREGA in Arunachal Pradesh.

August 2005	February 2006	April 2007	April 2008	October 2009
NREGA legalized	Introduced in Upper Subansiri district when MGNREGA came into force in 200 districts	Introduced in Lohit and Changlang district when 130 more districts included under NREGA	MGNREGA extended to all districts of the country.	NREGA changed to MGNREGA

Source: Compiled from www.rural.nic.in

Profile of Arunachal Pradesh

The erstwhile North-East Frontier Agency (NEFA), now called Arunachal Pradesh is located roughly between longitude 90° 30' E and 97° 30'E and latitude 26° 30'N and 29° 31'N on the northeastern extremity of India.⁴⁹ It spread over an area of 83,743 sq. Km. The state is border with China on the north, Myanmar on the east, Assam and Nagaland on the south and Bhutan on the west, the state of Arunachal Pradesh has about 1630 kilometres long international border, 160 kilometres with Bhutan, 1030 kilometres with China and 440 kilometres with Myanmar.⁵⁰

The state has a territory of 83,743 Square kilometres, which is about 2.55 percent of India's land area and a third of the area of North-East India (32.83 percent excluding Sikkim). The largest state in North-East India, Arunachal's area is slightly larger than that of Assam.⁵¹

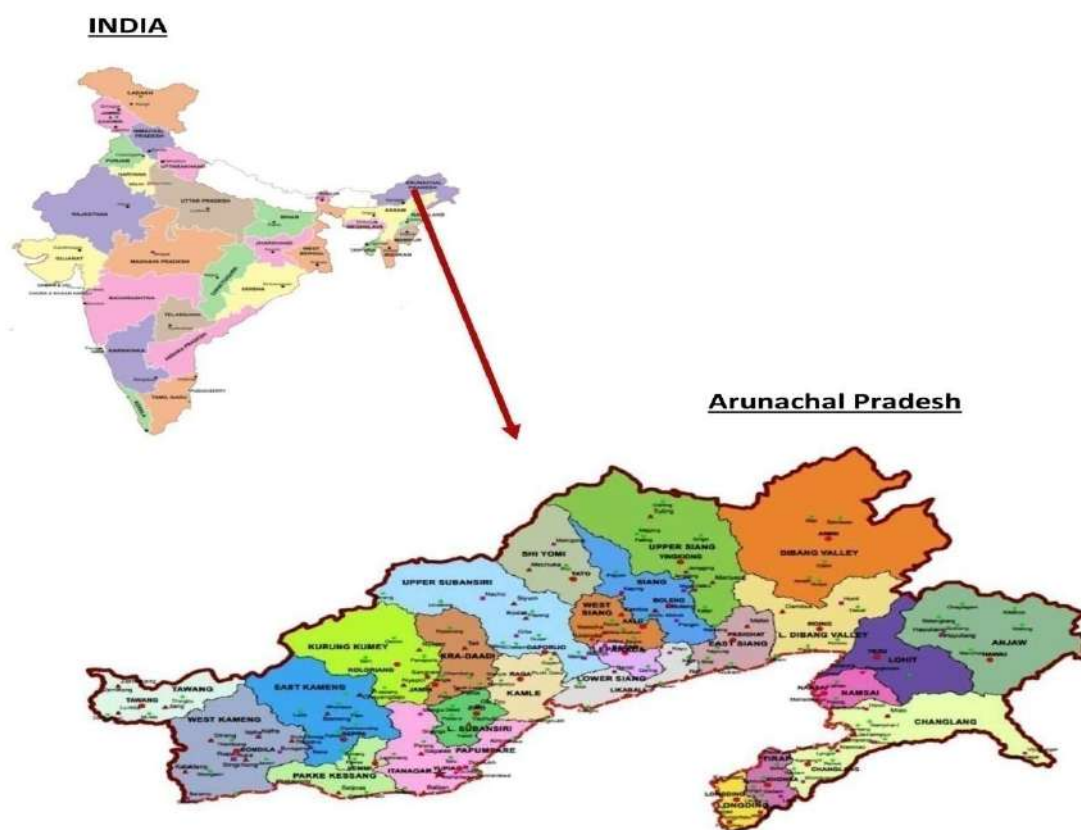
⁴⁹ *Glimpses of Arunachal Pradesh, Government of Arunachal Pradesh, URL:<https://arunachalipr.gov.in>, p.1. (15/06/2018)*

⁵⁰ Sokhep Kri, *State Gazetteer of Arunachal Pradesh (Volume-I)*, Government of Arunachal Pradesh, 2010, p.3

⁵¹ *Arunachal Pradesh Human Development Report 2005, Department of Planning, Government of Arunachal Pradesh, 2005 p.4*

The state is home to as many as 26 different tribes and 110 sub-tribes and minor tribes. Some of the major tribes includes-Adi, Apatani, Nyishi, Mishmi, Singpho, Tangsa, Monpa, etc. speaking as many as 42 different dialects. The total population of the state as per the 2011 census is 13, 82, 611 persons of whom 7, 20,232 are male and 6, 62,379 females. The state is thinly populated as compared to the other areas; the density of population per square kilometre being 17 persons is quite low as compared to the country's population density of 382 persons per square kilometre.

Figure 3:1 Presents the Location Map of Arunachal Pradesh



Source: Arunachal Pradesh District Map issued by State Remote Sensing Application Centre, Government of Arunachal Pradesh, 2021.

At present state has one Central University, one deemed University i.e. North Eastern Regional Institute of Science and Technology (NERIST), one Medical College i.e. Tamo Riba Institute of Health and Medical Science (TRIHMS), one NIT, one University managed by Ministry of Cultural Affarais, Government of India and as many as six private University. There are sixteen degree colleges, one Law college,

seven private degree college and one private law college in the state. Further, the state nine private N.ed Colleges, one Homeopathic Medical Colleg, a nursing college and as many as seven polythenic colleges. The state has 82 higher secondary schoola, 104 secondary schools, 705 Middle schools and 1580 primary schools managed by the Government of Arunachal Pradesh.

The literacy rate of the state as per the 2011 census is 66.95 percent of which male literacy constitute 73.69 percent and 59.57 percent with that of the female. A detail of population and literacy rate data is presented in table 3:2.

Table 3:2 Presents Category Wise Population, Literacy, Sex Ratio and Density of Population of Arunachal Pradesh.

Category	Total	Male	Female
Total population	13, 82,611	7, 20,232	6,62,379
Literacy rate	66.95%	73.69%	59.57%
Sex ratio	920 female per 1000 males		
Density of population	17 persons per sq. Km.		

Sources: Compiled from Provisional Population Totals, part I of 2011 Census Arunachal Pradesh, Directorate of Census operations Arunachal Pradesh, Itanagar.

More than half the population of Arunachal Pradesh are living in rural areas, however, the phases of developmental activities are urban biased. It can be seen from the urban-rural literacy rate in Arunachal Pradesh presented in table 3:3.

Table: 3:3 Presents Rural and Urban Population Distribution in Arunachal Pradesh

Description	Rural	Urban
Total Population	1,065,800	316,811
Population (%)	77.09 %	22.91 %
Literates	535,902	230,103
Average Literacy	50.28 %	72.63 %

Source: Compiled from www.census2011.co.in

Agriculture is the main occupation of people in Arunachal Pradesh. In the hilly areas of the state people generally practice shifting cultivation. Cultivation of crops like rice, maize, millet, pulses, sugarcane, ginger, oilseeds, cereals, potatoes and sugarcane are generally grown in the state. The forest-products are another important major source of the economy. The important types of forest found in the state are tropical evergreen, semi-green, wet evergreen, wet temperate, deciduous, mixed coniferous, alpine, bamboo breaks, etc. The state is very rich in flora and fauna. It has about 20 percent species of the country's fauna and 4500 species of flowering plants, 23 species of coniferous and 35 species of orchids.⁵² The state is known for its tourism industry, the places like Tawang, Bomdila, Mechuka, Tezu, Ziro, etc. are the major tourist attraction centre in the state.

The forest in the state as per state report-1999, published by the forest survey of India is 68,951 sq. km which accounts 82.21 percent of the total geographical area of the state. The record of forest including orchid sanctuary of 100 sq. km which is 51540 sq. km, which is about 62 percent of the area covers under the forest cover, against the national average of 23.28 percent. The important types of forest found in the state are tropical ever green, semi green, wet ever green, wet temperate, deciduous, mixed coniferous, alpine, bamboo breaks, etc. The state is very rich in flora and fauna. It has about 20 per cent species of the country's fauna and 4500 species of flowering plants, 23 species of coniferous and 35 species of orchids.⁵³

Arunachal Pradesh is characterised by rough and undulate terrain and is vivisected by numerous rivers and streams which originated in the higher Himalayas and Arakan ranges. They flow down to form the tributaries of the mighty Brahmaputra. The major rivers are Kameng, Siang, Lohit, Tirap and Subansiri. Due to the rapid changes in topographical and altitudinal aspect, the climate condition tends change within short distances. Three major climate zones is recognised on the basis of generalization, viz. The hot and humid sub tropical area of the foot hills, the cooler and micro-thermal region of lesser Himalayas and the cold and Himadri type in the upper region of the state.⁵⁴

⁵² Sokhep Kri, (2010), pp. 271, 272

⁵³ Ibid.

⁵⁴ *A Development profile of Arunachal Pradesh, Department of Planning, Government of Arunachal Pradesh, p. 2*

Arunachal Pradesh is considered as one of the 12 mega diversity (Hot Spots) in the world. The state has 20 percent of country's fauna, 4500 species of flowering plants, 400 species of pteridophytes, 23 species of conifers, 35 species of bamboos, 20 species of canes, 52 rhododendron species and more than 500 species of orchid. The important forest species found in the state are tropical, evergreen, semi-evergreen, deciduous, pine, temperate, alpine and grassland etc. the wildlife of the state is rich and varied. Arunachal Pradesh is home of animals like elephant, tiger, leopard, jungle cat, white brown gibbon, red pandas, musk deer and mithun. There are two numbers of national parks, Namdapha and Mauling. Wild life sanctuaries includes Pakhui, Dying Ering, Kane, Eagles Nest, Kamlang, Itanagar, Mehao and Dibang, Tiger reserve at Namdapha and Pakke, Elephant reserve at Kamlang and Deomali and orchid sanctuary at Sessa.⁵⁵

In 1969, an indirectly elected Agency Council was formed under the North East Frontier Agency Panchayati Raj Regulation of 1967. Before that the administration of the state was run by the then NEFA administration without any popular participation of the people of the state. Under Section 3 of the Representation of the People Act, 1950, the Member of Parliament from the state was nominated by the President of India till 1977.⁵⁶ The Agency Council was replaced by the Pradesh Council in 1972. A Council of Ministers was sworn in on 15th August 1975, and the administration of Union Territory, until designated as Chief Commissioner, was re-designated as Lieutenant Governor. Constituting the landmark in the political evolution of the Union Territory, the first General Election for 30 members Legislative Assembly was held in 1978. The territory was endowed with Legislative status on February 20, 1987 and numbers of seats in the Legislative Assembly was enhanced from 30 to 60 members with two Parliamentary Constituencies.⁵⁷

The Chief Secretary heads the various departments of the state with the assistance of numbers of Secretaries, Directors and Deputy Commissioners.

⁵⁵ *Ibid.*

⁵⁶ Putoli Langkam, Impact of the Panchayati Raj Institution on gender Participation in Management of a Traditional Society, A Case study of Lower Dibang Valley District, Arunachal Pradesh, *an unpublished PhD thesis submitted to the department of Political Science, Rajiv Gandhi University, Rono Hills.* 2009, pp. 20-21.

⁵⁷ *A Development profile of Arunachal Pradesh.* p. 3.

At present the state has 25 districts, viz. Tawang, West Kameng, East Kameng, Papum Pare, Lower Subansiri, Upper Subansiri, West Siang, East Siang, Upper Siang, Dibang Valley, Lower Dibang Valley, Lohit, Anjaw, Changlang, Tirap, Longding, Kurung Kumey, Namsai, Kra-Dadi, Siang, Lower Siang, Kamle, Shi-Yomi, Lepa-Rada and Pakke-Kesang.

Poverty and Unemployment Status in Arunachal Pradesh

Arunachal Pradesh has been a late entrant in the country's developmental phase. The state remains politically and economically isolated from the rest of the country for many years. It was only after the 1962 Chinese aggression, various developmental initiatives of the government of India started in the state. The population of Arunachal Pradesh are mostly living in the rural areas, as per the census 2011 around 77.06 percent population in the state lives in rural areas, i.e. out of 1,383,727 population, 1,066,358 are living in the rural areas. However, the development strategy of the government of Arunachal Pradesh appears to have been urban bias in all the development indicators. While the urban literacy rate is 82.93 percent and rural literacy rate 59.94 percent as per census 2011. Similarly, in term of health indicator and connectivity and infrastructure development, the urban population enjoy better condition in Arunachal Pradesh as compare to the rural population.

As per the Reserve Bank of India, the poverty estimates of Arunachal Pradesh from 2004-05 and 2011-12 shows that during 2011-12, the poverty status in the state is almost double in comparison to 2009-10. While only 25.9 percent poor are recorded in 2009-10 which has jumped to 34.4 percent during 2011-12. The poverty in rural areas is higher compare to urban in all years. During 2004-05 poverty in rural areas was 33.6 percent whereas in urban areas it was only 23.5 percent. During 2009-10, the numbers of poor were declined in both rural and urban areas. In rural areas, 26.2 percent poor recorded and in urban area 24.9 during 2009-10. The detail poverty estimates as per the planning commission of India is presented in table 3:4 below.

Table 3:4 Presents Poverty Estimates (% Below Poverty Line) (2004-05, 2011-12)

Year	Rural		Urban		Total	
	No. of Poor (in Lakhs)	% of Poor	No. of Poor (in Lakhs)	% of Poor	No. of Poor (in Lakhs)	% of Poor
2004-05	2.9	33.6	0.7	23.5	3.6	31.1
2009-10	2.7	26.2	0.8	24.9	3.5	25.9
2011-12	4.2	38.9	0.7	20.3	4.9	34.4

Source: Compiled from Handbook of Statistics on the Indian Economy, 2019-20, Reserve Bank of India.

The rate of unemployment in Arunachal Pradesh estimated by the National Sample Survey Office (NSSO) Employment and Unemployment Survey reports shows that the rate of unemployment in urban areas is high in Arunachal Pradesh compare to rural areas. The unemployment rate is in increasing trends in Arunachal Pradesh, this may be one of the reasons for increasing poverty in Arunachal Pradesh. Data shows that the rate of unemployment increases with each passing year. During 1993-94 the overall unemployment rate in rural Arunachal was 10 persons per 1000 persons, which has increased to 17 persons per 1000 persons during 2011-12. Similarly, in urban Arunachal, the overall rate of unemployment was 26 persons during 1993-94, which has increased to 48 persons per 1000 persons during 2011-12. Further the rate of unemployment amongst female in urban areas is much higher compared to that of male. Contrary to that, the rate of unemployment among male is higher than female in rural areas. This may be because the agriculture lands are mostly concentrated in rural areas and the female population are more inclined towards agriculture. The unemployment rate of Arunachal Pradesh as per NSSO Employment & Unemployment Survey Reports is presented in table 3:5.

Table 3:5 Presents the Unemployment Rate (per 1000) in Arunachal Pradesh (From 2004-05 to 2011-12).

Year	Rural			Urban		
	Male	Female	Overall	Male	Female	Overall
2004-05	11	06	09	11	28	12
2009-10	15	08	13	34	32	34
2011-12	17	16	17	36	87	48

Source: Compiled from Handbook of Statistics on the Indian Economy, 2019-20, Reserve Bank of India.

Labour Force Participation in Arunachal Pradesh

The labour force participation in Arunachal Pradesh shows that the participation of the labour force in the rural area both by male and female is higher than in urban areas. The female participation rate is higher in rural areas compared to urban areas. Similarly, the participation rate of male is also higher in rural areas. Data presented in table 3:6 shows that the participation of the labour force has been declining over the years.

Table 3:6 Presents the Labour Force Participation Rate per 1000 (From 1999-00 to 2011-12)

Year	Rural			Urban		
	Male	Female	Overall	Male	Female	Overall
2004-05	505	413	462	466	151	323
2009-10	507	295	409	454	153	313
2011-12	492	285	389	475	139	318

Source: Compiled from Handbook of Statistics on the Indian Economy, 2019-20, Reserve Bank of India.

The sector wise distribution of workers in Arunachal Pradesh shows that agriculture is the most important sector with majority of the rural population engaged in agriculture. The share of agriculture workers among men is declining over a period of time. However, in the case of female worker numbers of agriculture labourers are in increasing trends. The next important sectors in the rural areas are community services in which during 2011-12, 112 males per 1000 males are engaged and 59 females per 1000 females are engaged. It shows that more numbers of male members in rural Arunachal are engaged in community service to compare to female. Other than Agriculture and community services, construction sectors also attract numbers workforce. However, the participation of the labour force in other activities like manufacturing, transport, financial service, etc is very minimal. The gender-wise sectoral distribution of the rural labour force in Arunachal Pradesh is presented in table 3:7.

Table 3:7 Presents the Gender Wise Sectoral Distribution of Rural Labour Force per 1000

Sectors	2004-05		2009-10		2011-12	
	Male	Female	Male	Female	Male	Female
Agriculture	740	927	704	863	711	904
Community Services	134	36	120	71	112	59
Construction	50	28	64	37	58	14
Wholesale/retail/trade, etc.	36	04	40	20	74	16
Manufacturing	04	03	17	07	11	00
Transport, Storage and Communication.	11	00	25	00	14	03
Electric, Gas and Water Supply.	15	00	13	00	05	00
Financial, Insurance Service, etc.	10	02	04	00	12	04
Mining and Quarrying	00	00	13	01	03	00

Source: Compiled from Handbook of Statistics on the Indian Economy, 2019-20, Reserve Bank of India.

MGNREGA in Arunachal Pradesh

MGNREGA in Arunachal Pradesh is operational in all 114 CD blocks spread across 25 districts. The implementation and progress of MGNREGA in Arunachal Pradesh is not uniform as per the government sources. Arunachal Pradesh as a state is considered as a less performing state. In 2017, it was revealed that about 7000 MGNREGA works in Arunachal Pradesh are incomplete since the scheme started in 2006.⁵⁸ It was reported that only three types of works, viz. drainage, roads and flood protection are being executed in the ground. It was also reported that the numbers of the household which completed 100 days of employment under MGNREGA is nil in Arunachal Pradesh⁵⁹.

In Arunachal Pradesh, a state-level NREGA cell was constituted in September 2008 to oversee the implementation of the scheme in the state. The Arunachal Pradesh State Employment Guarantee Council (APSEGC) was set up on March 6, 2006. The APSEGC is headed by the Minister Rural Development and 19 Official members with Secretary Rural Development as Member Secretary⁶⁰.

The Deputy Commissioner (DC) at the district level has been designated as District Programme Coordinator (DPC) by the state government, who are responsible for finalization of district plan and Labour Budget (LB) and monitoring and supervising the employment guarantee scheme in the district. The DPC will be assisted by the Project Director (PD) of the concern District Rural Development Agency (DRDA), who is designated as District Programme Officers (DPOs) for the overall management of the scheme⁶¹.

The responsibility of implementing Mahatma Gandhi National Rural Employment Guarantee Act in Arunachal Pradesh lies with the Department of Rural Development. The Rural Development department in Arunachal Pradesh works directly under the control of Minister, Rural Development and Panchayati Raj and he is assisted by the Secretary and the Director. At the district level, the rural

⁵⁸ Arunachal24.in; May 6, 2017.

⁵⁹ URL: <http://business.rediff.com/report/2009/aug/06/few-people-get-100-days-employment-under-NREGA.html>

⁶⁰ *Audit Report for the year ended March 31, 2012 (Social, General and Economic Sectors and PSUs). Comptroller and Auditor General, Government of India (2012), pp. 41-42*

⁶¹ *Ibid.* p.42

development schemes are implemented and coordinated by District Rural Development Agencies (DRDA) with resource and technical supports from the Block Development Office and other line departments.

At the block level, the Block Development Officer who is also the Project Officer of MGNREGA oversees the implementation of various rural development schemes. The Panchayati Raj Institutions (PRIs) are the lowest units of planning, execution and monitoring of the MGNREGA in the state.

Job Card Status under MGNREGA

It is through the Job Card, a registered worker applies for work under MGNREGA. The details of work undertaken are entered in the Job card which ensures transparency and it protects workers against fraud. Adult members of rural household, who are ready to undertake unskilled manual works can apply for Job Card in writing or by verbally requesting to the concern Gram Panchayat. The registration is opened throughout the year at the Gram Panchayat office.⁶²

The status of job card in Arunachal Pradesh from 2014-15 to 2018-19 shows a significant increase in term of total application and total job card issued. The total job card applied during 2014-15 was 201511 which were increased to 230387 during 2018-19. The total numbers of job card issued also increased from 201312 in 2014-15 to 228939 during 2018-19. The percentage of job cards issued against the total apply is 99 percent in all five financial years. The year-wise details of job card applied and issued from 2014-15 to 2018-19 is presented at table 3:8.

Table 3:8 Presents the Job Card Applied and Issued in Arunachal Pradesh.

Financial Year	Number of Job Cards	
	Applied for	Issued
2014-15	201511	201312
2015-16	210263	209961
2016-17	218870	217825
2017-18	221287	219988
2018-19	230387	228939

Source: Compiled from <https://nrega.nic.in>

⁶² *Frequently Asked Questions (FAQ) on MGNREGA Operational Guideline*, p. 15

The category wise job card issued in Arunachal Pradesh in five financial years shows that during all financial, the schedule tribe population has been issued the highest numbers of job card followed by other categories. It is primarily because, Arunachal Pradesh is tribal dominated state. The year-wise detail of job card issued to the different category under MGNREGA is presented in table 3:9.

Table 3:9 Presents Category Wise Household Issued Job Card in Arunachal Pradesh.

Financial Year	Household Issued Job Card			
	SC	ST	Others	Total
2014-15	125	184685	16502	201312
2015-16	154	193019	16788	209961
2016-17	170	200179	17476	217825
2017-18	178	201795	18015	219988
2018-19	194	209562	19183	228939

Source: Compiled from <https://nrega.nic.in>

The data presented in Table 3:9 that the Scheduled Tribe Household has the highest enrolment in all the financial year amounting to 91.8 percent of the total job cards issued. This is because Arunachal Pradesh is mainly inhabited by the Scheduled Tribe population. The numbers of Schedule Caste household issued with a job card is very minimal with 0.08 percent of the total issued. This is because there is less Schedule Caste population inhabitants in the state. Some of the Schedule Caste migrant workers who are temporarily residing in the state must have registered for job card. Out of the total job card issued to the household in the state, 8.16 percent of job card have been issued to Non-ST/SC category.

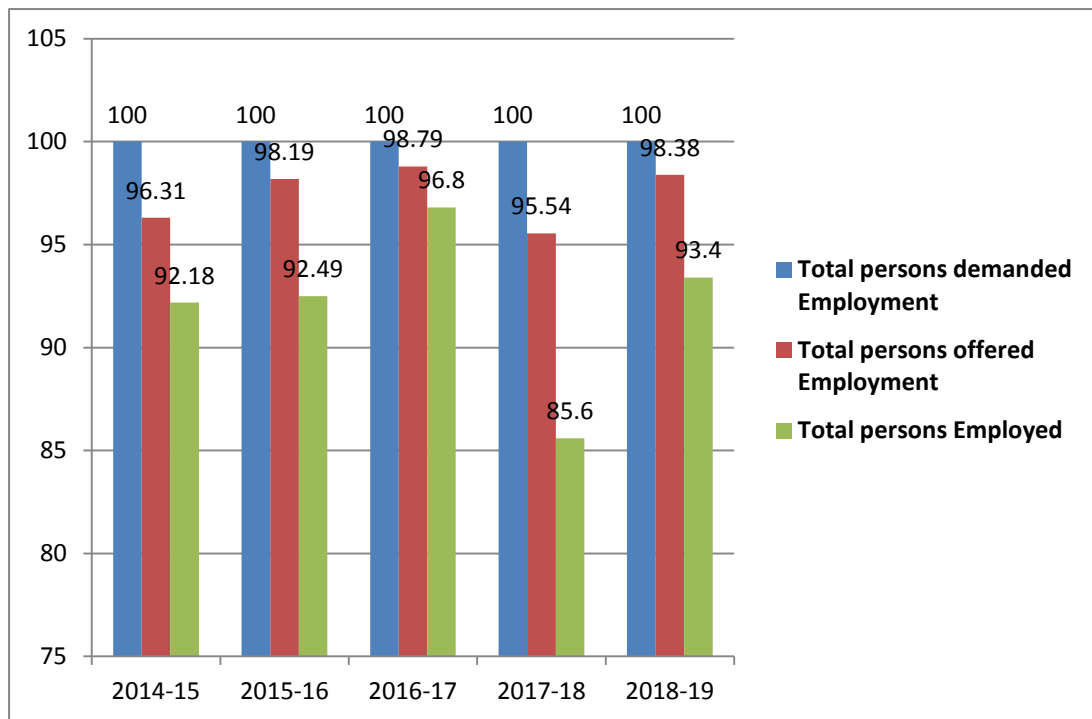
Status of Employment under MGNREGA

One of the most distinctive features of MGNREGA is; it is a demand-driven approach. All the registered workers are entitled to apply for unskilled manual works

under MGNREGA. As per the provision of MGNREGA under Para 11 of schedule II, the demand for works under MGNREGA has to be made for minimum of fourteen days of continuous works. The para 10 under schedule II, it is mentioned that ‘there shall be no limit on the number of days of employment for which a person may apply, or on the number of days, employment provided subject to the aggregate entitlement of the household.’⁶³

The status of Employment under MGNREGA in Arunachal Pradesh from the financial year 2014-15 to 2018-19 is presented in Figure 3:2.

Figure 3.2 Presents the Percentage of Employment Demanded, Offered and Employment Provided in Arunachal Pradesh.



Source: Compiled from <https://nrega.nic.in>

The analysis of Figure 3:1 shows that the numbers of employment offered and employment provided during all the five financial years is comparatively lower than the employment demanded. In 2014-15 the total persons who demanded employments were 1, 53,089, out of which employment offered was only 96.31 percent and the employment provided was only 92.18. In 2015-16, employment offered was 98.19 percent of the total demand and employment provided was only

⁶³ Ibid. p. 18

92.49 percent of the total persons demanded employment. In 2016-17, the total employment demanded was 2, 29,298, out of which 98.79 percent only was offered employment and 96.8 percent was employed under MGNREGA in Arunachal Pradesh. Out of total employment demanded under MGNREGA during 2017-18 only 95.54 percent of total demand was offered employment and 85.6 percent only was provided employment. During 2018-19, 98.38 percent of employment demanded was offered employment and 93.4 percent of employment demanded was employed under MGNREGA in Arunachal Pradesh.

Section 7 (I) of the NREGA Act, 2005 provides that, if a registered person applies for employment under MGNREGA, employment has to be provided within 15 days of the receipt of application. If employment is not provided within 15 days of receipt of the application, he/she is entitled to an unemployment allowance.⁶⁴

The details of household receiving employment in Arunachal Pradesh during five financial years under MGNREGA are presented in table 3:10.

Table 3:10 Presents the Category Wise Status of Employment Provided.

Financial Year	Household Provided Employment			
	SC	ST	Others	Total
2014-15	73	129220	7695	136988
2015-16	113	165429	15721	181263
2016-17	150	186323	16439	202912
2017-18	119	127267	14336	141722
2018-19	123	143892	15958	159973

Source: Compiled from <https://nrega.nic.in>

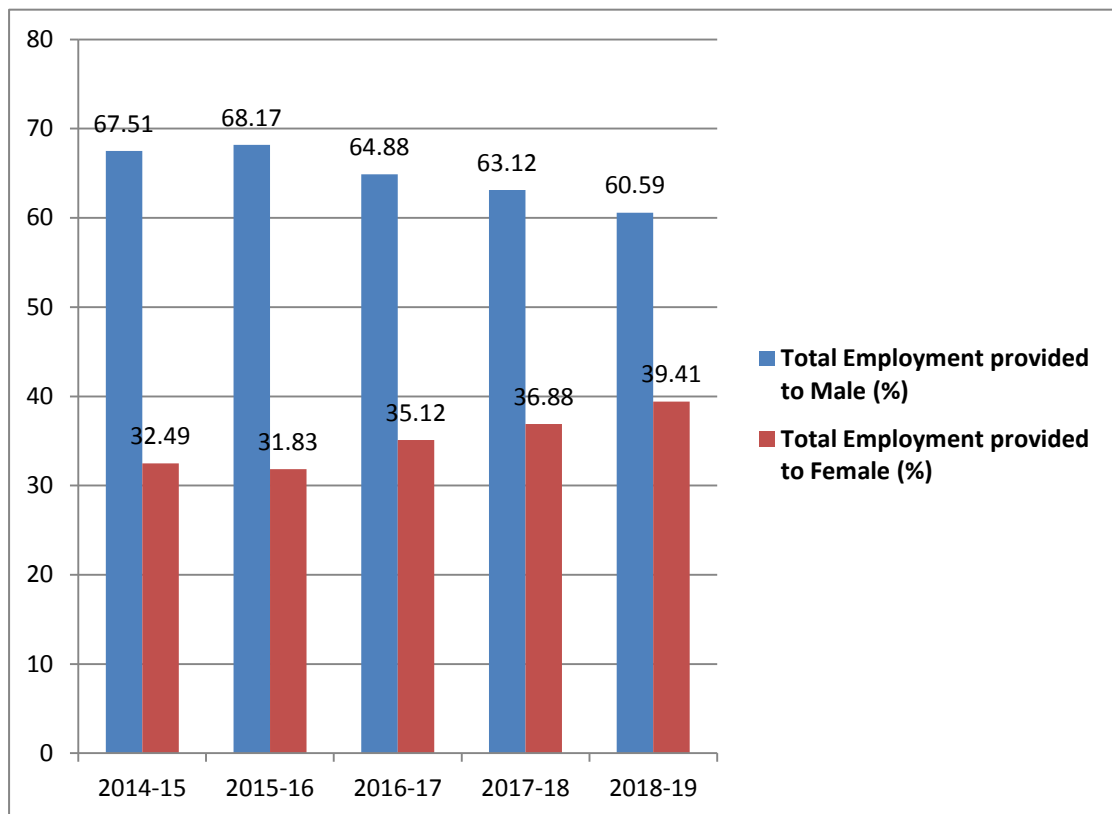
The data in Table 3:10 shows that, during 2014-15, 129220 Schedule Tribe household, 73 Schedule Caste household and 7695 households of other categories were employed under MGNREGA in Arunachal Pradesh. 165429 Schedule Tribe household, 113 Schedule Caste household and 15721 households of other categories

⁶⁴ Section 7 (I), National Rural Employment Guarantee Act, 2005.

were employed during 2015-16. The total employment provided during 2016-17 was 202912 household, out of which 186323 Schedule Tribe household, 150 Schedule Caste household and 16439 other categories household were provided employment. In 2017-18, out of 141722 households provided employments, 127267 were Schedule Tribe household, 119 were Schedule Caste and 14336 were from other categories. During 2018-19 the total employment provided was 159973 household, out of which 143892 households were from Schedule Tribe, 123 households were from Schedule Caste and 15958 households were from other categories.

Gender wise workers employed under MGNREGA in Arunachal Pradesh in five financial years is presented in Figure 3.3.

Figure 3.3 Presents the Gender Wise Employment Provided.



Source: Compiled form from <https://nrega.nic.in>

The figure at 3:3 shows that out of total employment provided 67.51 percent of employment was provided to male workers during 2014-15 and only 32.49 percent of women were provided employment. In 2015-16, only 31.83 percent of total workers were women. During 2016-17, out of total employment provided 35.12 percent of employment provided was women. In 2017-18, the percentage of employment provided to women was 36.88 and in the case of the male, it is 63.12

percent and in 2018-19 out of total employment provided, 39.41 percent of employment provided was women.

Age-wise employment provided under MGNREGA in Arunachal Pradesh in five financial years from 2014-15 to 2018-19 is presented in table 3:11.

Table 3:11 Presents the Age-Wise Employment Provided under MGNREGA.

Financial Year	Age of Employed Persons (in years)					
	18-30	31-40	41-50	51-60	61-80	Greater than 80
2014-15	15537	38849	39816	29213	15692	1004
2015-16	19864	50805	52661	39848	23623	1507
2016-17	25814	60827	60784	45394	27235	1708
2017-18	18801	39587	39922	30636	17699	1144
2018-19	22444	45153	44945	34587	20696	1323

Source: Compiled from <https://nrega.nic.in>

The data presented in Table 3:11 shows the age-wise distribution of workers under MGNREGA in Arunachal Pradesh. It shows that the numbers of employed persons between ages 18-30 are comparatively lower than the age group between 31-40 and 41-50, it may be because during these age people are more engaged in education and other non-economic activities. Again the age range from 51-60 and 61-80 is lower compare to 31-40 and 41-50. This is because at this age people are on the verge of retirement and hence they may not engage themselves much in economic activities.

MGNREGA aims to provide 100 days employment in a financial year. This employment is provided to wage-seekers as per their demand. Along with the 100 days employment, MGNREGA also at creating durable assets.⁶⁵ The Act also aims controlling migration of rural household in search of employment in other areas,

⁶⁵ *Frequently Asked Questions (FAQ) on MGNREGA Operational Guideline, p. 1*

simultaneously by enhancing rural livelihood by developing economic and social infrastructure. However, as per the report by the Ministry of Rural Development, Government of India, the national average of the number of working days per household under MGNREGA was 45.76 during the financial year 2017-18 in India.

In Arunachal Pradesh, the average numbers of working days per household against total household employed under MGNREGA were 32.41 during five financial years from 2014-15 to 2018-19. The year-wise average working days per household in five financial years is presented in table 3:12.

Table 3:12 Presents the Average Numbers of Working Days per Household in Arunachal Pradesh under MGNREGA.

Financial Year	Total Employment Provided to household	Total Person-days Worked	Working days per household
2014-15	136988	19,38,440	14.15
2015-16	181263	50,45,988	27.84
2016-17	202912	85,37,936	42.08
2017-18	141722	42,80,402	30.20
2018-19	159973	68,69,807	42.94

Source: Compiled from <https://nrega.nic.in>

The data presented in table 3:12 shows that the average numbers of working days per household in Arunachal Pradesh under MGNREGA is lower than the national average. During the financial year 2014-15, the average numbers of working days of households provided with employment under MGNREGA was 14.15. During 2015-16, the average working days per household against total employment provided to the household was 27.84. In the financial year, 2016-17 the average working days was 42.08. The average working days per household during 2017-18 and 2018-19 were 30.20 and 42.94 respectively. The data presented above shows that the employment provided to the rural household under MGNREGA does not fulfil the 100 days mandates of the MGNREGA guideline.

The numbers of household completing 100 days of work under MGNREGA in Arunachal Pradesh during five financial years from 2014-15 to 2018-19 is presented in table 3:13.

Table 3:13 Presents the Numbers of Household Completing 100 Days Work

Financial Year	Total households allotted work	Total households reached the 100-day limit
2014-15	1,41,308	41
2015-16	1,89,530	1,923
2016-17	2,05,260	46
2017-18	1,55,743	2
2018-19	1,65,986	292

Source: Compiled from <https://nrega.nic.in>

The data presented in table 3:13 shows that the numbers of household completing 100 days of works under MGNREGA in Arunachal Pradesh during the financial year 2014-15 to 2018-19 was 2304 only. During the financial year, 2014-15 only 41 households reached 100 days limit. The numbers of household reached 100 days limit under MGNREGA had jumped to 1923 during the financial year 2015-16. Again in 2016-17, it decreased to 46 households only. The lowest in five financial years could be witnessed in the financial year 2017-18 in which only 2 households had reached 100 days limit. Improvise could be seen in 2018-19 where numbers of household reached 100 days limit under MGNREGA with 292 households.

Category wise detail of household completing 100 days work under MGNREGA in Arunachal Pradesh during five financial years from 2014-15 to 2018-19 is presented in table 3:14.

Table 3:14 Presents the Category Wise Household Completing 100 Days Work in Arunachal Pradesh.

Financial Year	Total households	Total SC households	Total ST households	Total Other Category household
2014-15	41	0	13	28
2015-16	1,923	0	963	960
2016-17	46	0	44	2
2017-18	2	0	2	0
2018-19	292	0	289	3

Source: Compiled from <https://nrega.nic.in>

The data in table 3:14 shows that the total scheduled caste household completing 100 days limit under MGNREGA in Arunachal Pradesh in five financial years is nil. The numbers of schedule tribe completing 100 days limit were 1311 household and in the case of other categories, i.e. other than scheduled tribe and scheduled caste was 993. It shows that the numbers of scheduled tribe getting 100 days employment under MGNREGA is higher than other categories, this may be because the numbers of registered schedule tribe household are also higher than other categories.

Person-days worked under MGNREGA in Arunachal Pradesh.

Person-days in MGNREGA means the anticipated time input, and on the basis that one person working for one full day will be deemed to constitute one "Person Day", the category wise person-days generated under MGNREGA in Arunachal Pradesh during five financial years is presented in table 3:15.

Table 3:15 Presents the Category Wise Person-Days Generated in Arunachal Pradesh.

Financial year	Total Person-days	SCs Person-days	STs Person-days	Total person-days
2014-15	19,38,440	1,398	17,48,518	1,88,524
2015-16	50,45,988	2,347	46,12,394	4,31,247
2016-17	85,37,936	6,552	76,33,985	8,97,399
2017-18	42,80,402	3,855	37,80,869	4,95,678
2018-19	68,69,807	6,199	62,22,276	6,41,332

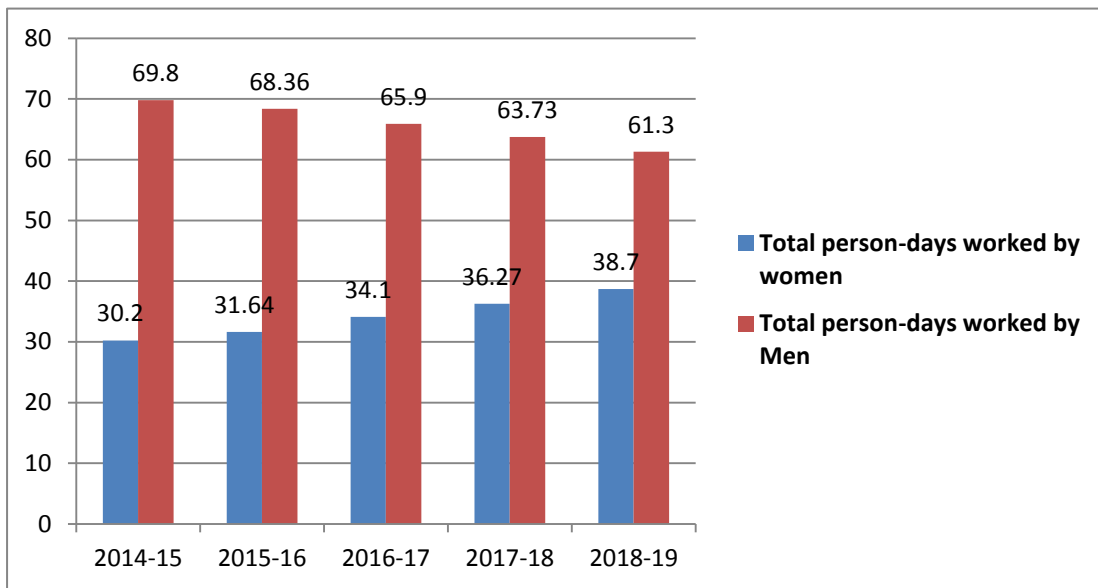
Source: Compiled from <https://nrega.nic.in>

The data in Table 3:15 show the details of person-days worked by different category of persons in Arunachal Pradesh under MGNREGA in five financial years. As per the data presented in table 3:12, the total person-days worked by schedule tribe during 2014-15 was 90.2 percent of the total person-days worked by all the registered workers, the total person-days worked by schedule caste workers was 0.07 percent of the total person-days worked and the total person-days worked by other category was 9.73 percent. During the financial year 2015-16, the total person-days worked by all workers was 50, 45,988, out of which 91.4 percent of person-days was worked by schedule tribe workers, 0.04 percent person-days was worked by schedule caste workers and 8.56 percent person-days was worked by other categories. In 2016-17, the total person-days worked by schedule tribe workers was 89.41 percent of the total person-days worked, whereas the total person-days worked by schedule caste workers was 0.08 percent and 10.51 percent in the case of other categories. During 2017-18, the total person-days worked by all registered workers was 42,80,402, out of which schedule tribe workers worked 37,80,869 person-days which accounts to be 88.31 percent of the total person-days, schedule caste worked for 3,855 person-days, which accounts to be 0.09 percent of the total person-days worked and the person-days worked by other category was 11.6 percent of the total person-days worked by all the workers. The total person-days worked by all categories of workers during the financial year 2018-19 was 68,69,807, out of which 90.6 percent of person-days was worked by schedule tribe workers, 0.09 percent person-days by schedule caste

workers and 9.31 percent person-days by other categories of workers. Data further show that the total person-days worked by schedule tribe is highest in all five financial years.

The gender-wise person-days worked under MGNREGA in Arunachal Pradesh during five financial years (from 2014-15 to 2018-19) is presented in Figure 3.4.

Figure 3.4 Presents the Gender Wise Percentages of Person-Days Worked.



Source: Compiled from <https://nrega.nic.in>

The data in figure 3:4 shows the gender wise distribution of person-days worked by men and women under MGNREGA in Arunachal Pradesh. The data shows that the average person-days worked by women in five financial years from 2014-15 to 2018-19 was 34 percent of the total person-days worked. In 2014-15 the person-days worked by women was 30.2 percent of the total person-days worked. In 2015-16 the total person-days worked by all workers was 50,45,988, out of which the person-days worked by women was 15,96,619 which accounts to be 31.64 percent of the total person-days. During the financial year 2016-17, the person-days worked by women was 34.1 percent out of 85, 37,936 person-days worked by all the workers. In 2017-18, the person-days worked by all the workers was 42, 80,402 out of which person-days worked by women was 36.27 percent. During 2018-19, the person-days worked by women were 38.7 percent of the total person-days worked by all the workers.

The disabled or differently-abled persons defined under the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995 (1 of 1996) as persons with disabilities, the severity of which is 40% and above would be considered as special category of vulnerable persons for the purposes of MGNREGA. The disabled persons as defined in the National Trust for Welfare of Persons with Autism Cerebral Palsy, Mental Retardation and Multiple Disabilities Act, 1999 (44 of 1999) are also to be considered as disabled for the purpose of inclusion in MGNREGA⁶⁶.

As per the provision each state Government shall identify works which can be done by the differently-abled persons and on no grounds, should the disabled be paid lower wages as compared to the other persons worked under MGNREGA. The numbers of registered disabled persons and numbers of disabled persons worked under MGNREGA in Arunachal Pradesh during five financial years is presented at table 3.16.

Table 3.16 Presents Year wise distribution of numbers of disabled person worked under MGNREGA in Arunachal Pradesh.

Financial Year	No. of Disabled persons registered in NREGA	No. of Disabled persons worked in NREGA	Person days Generated
2014-15	690	69	1010
2015-16	1131	107	2087
2016-17	1172	510	25771
2017-18	1222	447	14782
2018-19	1330	399	12745
Total	5545	1532	56395

Source: Compiled from <https://nrega.nic.in>

The data presented in table 3.16 shows that, the numbers of disabled persons registered under MGNREGA in Arunachal Pradesh during five financial years was 5545 persons out of which 1532 registered disabled workers have been provided

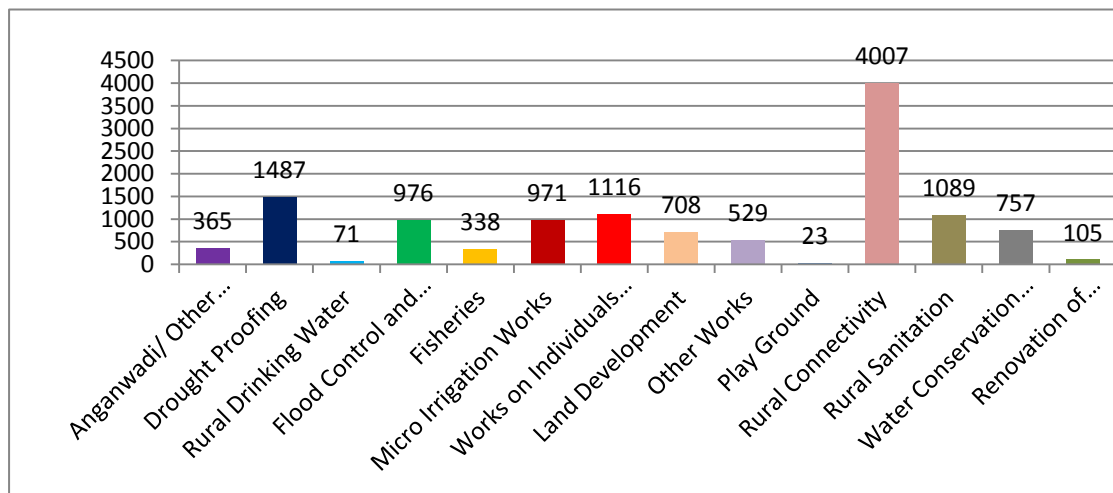
⁶⁶ *Mahatma Gandhi National Rural Employment Guarantee Act, 2005; Operational Guidelines 2013, p. 78*

employment under the scheme. The total person days worked by disabled registered workers in five financial years were 56395. The data in table 3.16 shows that the numbers of disabled person registered in the given five years period is in increasing order, it may be because of the increasing awareness among the people regarding the provisions of MGNREGA and equal wage payment under the scheme for vulnerable sections of the society as well.

Assets created under MGNREGA

The creation of durable assets and strengthening of the livelihood resource for rural poor had also constituted to be one of the vital objectives of MGNREGA. Accordingly, water conservation and water harvesting, small irrigation and drainage improvement, land development and rural connectivity, flood protection and afforestation etc. were identified as some of the prioritized areas of intervention of the scheme.⁶⁷ The physical progress of MGNREGA in Arunachal Pradesh was studied in the light of accomplished work status made in those prioritized areas of intervention. The category wise assets created under MGNREGA in five financial years from 2014-15 to 2018-19 are presented in Figure 3:5.

Figure 3:5 Presents the Category Wise Assets Created under MGNREGA in Arunachal Pradesh



Source: Compiled from <https://nrega.nic.in>

⁶⁷ Bai Koyu, Atanu Sarkar, Ram Singh and Rajkumar Josmee Singh, (2017). 'Is MGNREGA a myth for Arunachal Pradesh? Field Evidence', *Economic Affairs*, Vol. 62, No. 2, pp. 313-319, June 2017, p. 317

The data presented in Figure 3:4 shows the category wise asset created under MGNREGA during five financial years. Analysis of data presented in 3.4 shows that the major focus area of MGNREGA in Arunachal Pradesh from 2014-15 to 2018-19 have been rural connectivity with 4007 numbers of assets created during five financial years. Drought proofing has been another major focus areas under MGNREGA with 1487 assets created under this category. Works on individual land and rural sanitation have been another focus areas with 1116 and 1089 assets created in these activities respectively. Rural drinking water, renovation of traditional water bodies have been least focused on under MGNREGA. Land development and water conservation & harvesting have been important along with fisheries and Anganwadi centre under MGNREGA in Arunachal Pradesh.

Financial Progress of MGNREGA

As per MGNREGA, the cost norms of 90:10 sharing between centre and state government is provided. The central government has to bear the 90 percent of programme cost and state government has to bear 10 percent. 75 percent of material cost and cost involve in payment of wages for skilled and semi-skilled employees are borne by the centre. The state government will bear the expenses of 25 percent of the cost of material and wages of skilled and semi-skilled workers, unemployment allowance and administrative expenses. Further, 100 percent cost of unskilled workers in borne by the centre government.

The MIS data, as available on the MGNREGA website is presented in table 3:17.

Table 3:17 Presents the Year Wise Financial Statements of MGNREGA.

Financial Year	Total Fund Available (Opening Balance + Central Share)	Total Expenditure				Percentage of Expenditure against total available fund
		Wages	Material	Administrative	Total	
2014-15	6768.28	1948.59	1121.54	430.72	3500.85	51.72
2015-16	10425.76	3939.38	2232.83	439.81	6612.14	63.42
2016-17	18849.41	9226.45	5126.15	732.08	15568.46	82.59
2017-18	22055.47	10300.87	5243.82	335.50	15882.09	72.01

Source: Compiled from <https://nrega.nic.in>

The data in Table 3:17 shows that in the financial year 2014-15, the total available fund was ₹ 6768.28 lakhs out of which total expenditure was ₹ 3500.85 lakhs which is 51.72 percent of the total available fund. In 2015-16, the total available fund was ₹ 10425.76 out of which the total expenditure against wage component was ₹ 3939.38 lakhs, expenditure in material component was ₹ 2232.83 lakhs and administrative expenses was ₹ 439.81. During 2016-17, the total available fund was ₹ 18849.41 lakhs out of which 82.59 percent of the fund was spent against wages, material and administrative expenses. During 2017-18, out of ₹ 22055.47 lakhs available fund, expenses towards wages was ₹ 10300.87 lakhs, expenses towards materials were ₹ 5243.82 lakhs and total administrative expenditure towards administrative expenses was ₹ 335.50 lakhs. The total expenditure of the financial year 2017-18 was 72.01 percent of the total available fund.

The total expenditure on MGNREGA from the financial year 2014-15 to 2017-18 as presented in Table 3:17 shows that despite having a huge amount sanctioned by the Government, the state MGNREGA implementing agencies find it difficult to utilize the fund available.

To streamline the fund flow mechanism and bring down delay in payment of wages, the Ministry of Rural Development has implemented National Electronic

Fund Management System (NeFMS). This process reduces the delay in allocation of funds for payment of wages to the States and removes parking of funds at various levels. As per NREGASoft, around 99 percent of the wages are being paid electronically (FY 2018-19 as of 24.07.2018) into the Bank/Post Office accounts of MGNREGA workers through the Electronic Fund Management System (eFMS). In FY 2013-14, only 37 percent of the wages were paid electronically⁶⁸.

The Government of India and the Government of states/Union Territories are making a concrete effort for timely payment of wages under MGNREGA. Along with all the states and union territories, the Government of Arunachal Pradesh also made effort for timely payment of wages under MGNREGA. This can be evidence from the numbers of workers bank/post office account registered with the MGNREGA job card as presented in table 3:18.

Table 3:18 Presents the Year-Wise Account Details Registered under MGNREGA in Arunachal Pradesh

Financial Year	Total bank accounts	Total individual bank accounts	Total joint bank accounts	Total post office accounts	Total individual post office accounts	Total joint post office accounts
2014-15	63,807	62,045	1,762	24,818	22,539	2,279
2015-16	86,890	83,912	2,978	25,552	23,353	2,199
2016-17	1,65,704	1,53,113	12,591	11,381	10,481	900
2017-18	2,26,272	2,12,309	13,963	5,921	5,572	349
2018-19	2,51,631	2,35,235	16,396	3,005	2,969	36

Source: Compiled from <https://nrega.nic.in>

The data presented in Table 3:18 shows the details bank account and post office account registered with MGNREGA. The analysis shows that during 2014-15 the total bank account registered was 63,807 out of which the total individual bank

⁶⁸ URL: <https://rural.nic.in/press-release/direct-benefit-transfer-under-mgnregs> (26/08/2018).

account was 62,045 and the total joint bank account was 1,762. The total numbers of post office account registered during 2014-15 were 24,818 out of which the total individual post office account was 22,539 and joint post office account was 2,279. During 2015-16 the total bank account registered was 86,890 out of which total individual bank account was 83,912 and the total joint bank account was 2,978. The total numbers of post office account registered during 2014-15 were 25,552 out of which the total individual post office account was 23,353 and joint post office account was 2,199. The financial year 2016-17 shows that the total registered bank account under MGNREGA was 1,65,704 of which the total registered individual account was 1,53,113 and the total joint account registered was 12,591. In the same year, the total post office account registered was 11,381 out of which the total individual post office account was 10,481 and the total joint post office account was 900. In 2017-18, the total individual bank account registered was 12,309 and the total joint bank account registered was 13,963 totalling 26,272. The total individual bank account during 2018-19 was 35,235 and the total joint bank account was 16,396. The total individual post office account during 2018-19 was 2,969 and the total joint post office account was 36.

The analysis of data in table 3.18 shows that during five financial years from 2014-15 to 2018-19 the total registered bank account was 7,94,304 out of which 7,46,614 was individual bank account and 47,690 registered accounts were joint bank account. Further, the total post office account registered was 70,677 out of which 64,914 was individual post office account and 5,763 was joint post office account. The analysis of data further shows that the numbers of the registered bank account in Arunachal Pradesh under MGNREGA is in increasing order and the numbers of registered post office account are in decreasing order.

The discussion in the present chapter shows the increasing numbers of job card issued under MGNREGA. However, when it comes to employment provided to workers, it shows a very discouraging picture, getting employment for 100 days is still a distant dream in Arunachal Pradesh under MGNREGA. The assets created under MGNREGA further shows that most of the assets created under MGNREGA in Arunachal Pradesh are confined to link road and other civil engineering related work. A very minimum focus is given on natural resource management and livelihood promotion activities. Hence, it will not be wrong to conclude that MGNREGA in

Arunachal Pradesh has a lot more to achieve to realise the real motive of the programme.

This chapter dealt with MGNREGA in Arunachal Pradesh. The next chapter deals with the MGNREGA and its implementation in the study areas.

CHAPTER 4

MGNREGA AND ITS IMPLEMENTATION IN THE STUDY AREAS

CHAPTER 4

MGNREGA and its Implementation in the Study Areas

The last chapter dealt with MGNREGA in Arunachal Pradesh. The chapter presented the profile of Arunachal Pradesh, the status of poverty, unemployment, and labour force participation in the state. The present chapter deals with the MGNREGA and its implementation in the study areas.

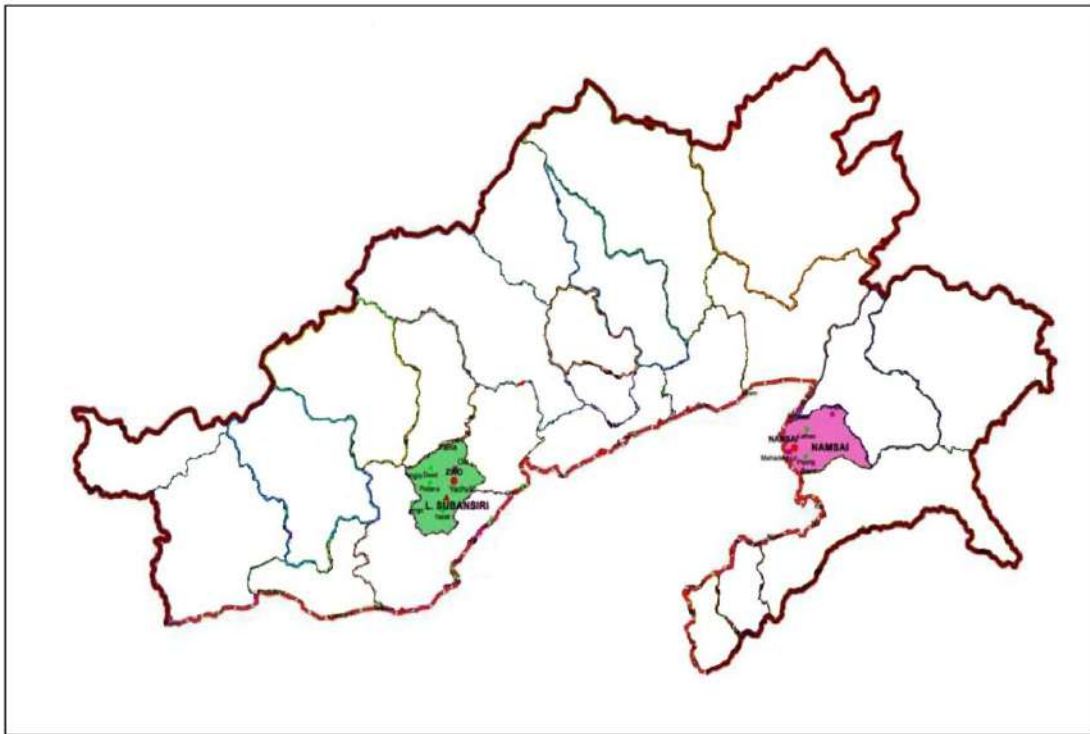
The present chapter has been presented in two parts, the first part presents the profiles of the study district and the basis for the selection of Lower Subansiri and Namsai districts. The second part presents the implementation and working of the MGNREGA in Lower Subansiri and Namsai districts.

Selection of Districts

At present, Arunachal Pradesh has 25 districts, under these 25 districts, there are 36 Additional Deputy Commissioner headquarters, 12 Sub Division Officer Headquarters, 25 Extra Assistant Commissioner headquarters and 120 Circle. It has 5589 villages as per the census 2011. Out of 25 districts, Namsai district and Lower Subansiri district have been selected for the study. Arunachal Pradesh has been broadly divided into two parliamentary constituencies, viz. Eastern Parliamentary Constituency and Western Parliamentary Constituency, the selection of the districts for the present study was also made in this line. Lower Subansiri district which comes under the western parliamentary constituency has been selected for making a comparison with Namsai district which lies in the eastern parliamentary constituency.

Namsai and Lower Subansiri districts are geographically very distinct from each other. The landforms in the Namsai district are plain and very fertile for the cultivation of rice, tea, betel nuts etc. On the other hand, the Lower Subansiri district falls under the western parliamentary constituency of Arunachal Pradesh. The landforms of the Lower Subansiri district are featured by the steep mountain range and people in Lower Subansiri district practice both Jhum/shifting cultivation and wet rice cultivation. Both Namsai and Lower Subansiri districts have no similarity in terms of their geography, people, and agriculture practices.

Figure 4:1 Presents Arunachal Pradesh Map Showing Study Area: Study Area is shown in coloured.



Source: Maps of Arunachal Pradesh issued by State Remote Sensing Application Centre, Government of Arunachal Pradesh.

Therefore, keeping the points of differences that Namsai and Lower Subansiri, it is felt desirable to understand, the implementation impact of MGNREGA in the plain area of Namsai and the hilly area of Lower Subansiri. Hence, the Namsai district has been selected for making a comparison with the Lower Subansiri district.

Profile of Namsai District

Namsai district came into existence on July 15, 2014 with the bifurcation of the erstwhile Lohit district. Before 1914, the district was part of the Lakhimpur district. In 1914, the North Eastern Frontier Tract now Arunachal Pradesh was constituted with three political charges and the area covered by this district became part of the Central and Eastern section which falls under one of the political charges the North Eastern Frontier Tract. In 1919, the central and eastern section of the track was renamed the Sadiya Frontier Tract. In 1948, under the North-East Frontier Tract (International Administration) Regulation 1948, the portion of the Sadiya Frontier

Tract was divided into two separate charges, namely the Abor Hills District and the Mishmi Hills District each in the charge of a Political officer with headquarters at Pasighat and Sadiya respectively. In 1952, the headquarters of the Mishmi Hills district was shifted from Sadiya to Tezu. According to the North-East Frontier, areas (Administration) regulation in 1954, the North-East Frontier Agency & the Mishmi Hill district was renamed as Lohit Frontier Division.

In 1965, under the North-East Frontier Agency (Administration) Regulation, 1965 the Lohit Frontier division came to be known as Lohit district and the Political Officer and Additional Political officer was re-designated as the Deputy Commissioner and Addl. Deputy Commissioner respectively. In June 1980 Lohit district was bifurcated into two independent districts namely, Lohit District and Dibang Valley districts. On February 16, 2004, Anjaw district was created by bifurcating Lohit district under the Arunachal Pradesh Re-organization of District Amendment Bill (2). Again on July 15, 2014 Lohit district was further bifurcated and the Namsai district came into existence as the 18th district of Arunachal Pradesh⁶⁹. The word Namsai is a Khampti word, which is made up of two words- “Nam” means water and “Sai” means sand.⁷⁰ It is because the place is situated on the bank of river Dihing, which is a major tributary of the river Brahmaputra. The Golden Pagoda of Tengapani is the major tourist attraction center of the district.

Namsai district of Arunachal Pradesh is a foothill district. It was carved out from the Lohit district in 2014 and became the 18th district of the state. The district is situated in the northernmost part of the country and lies between 95°45'8.43"E to 96°20'29.27"E longitude and 27°30'12.50"N and 27°55'5.57"N latitudes, with a geographical area of about 1587 (approx) Sq.km. The district is surrounded by the Tinsukia district of Assam in the West and South West, Changlang district in the South and South East, Anjaw and Lohit in the North. The altitude of Namsai district headquarters is 156 meters above sea level.

The topography of the district is plain. Nature has gifted the district with very fertile soil for wet rice cultivation, tea, and the Areca nut. The forests of the district are rich in valuable species of tree and different shrubs, cane and bamboo are grown.

⁶⁹ Official website of Namsai district, Arunachal Pradesh. Stable URL: <https://namsai.nic.in/history/>

⁷⁰ URL: <https://namsai.nic.in/aboutdistrict/>

Namsai district falls under the Tropical climatic Zone, the district is situated in the foothills the climatic condition remains very hot during summer (28°C-40°C) and moderately cold during winter (10°C -25°C). During the monsoon period, more than 70 percent of the rain occurs in the district.

The Namsai district is the home of many tribal groups in different location, like, Khamptis and Singphos are in majority in Namsai and Chowkham circles. Deories, Morans, Mishings are settled in the Lekang circle, Adi, and Ahoms are settled in some pockets of the district. As per census 2011, it has a population of 95,950 with a density of population of 60.46 persons per sq. km. Out of the total population, 49,856 are male and 46,094 are female. The total ST population of the district is 31,490, which shows that the numbers of non-ST inhabitants are more than the ST population in the district. The literacy rate of the district is 54.24 percent of which 61.07 percent are male and 47.42 percent are female. Total number of Household in the district are 19035, out of which rural household is 15890 and 3145 households is in urban areas. The details of population distribution, including literacy rate and population density, are shown in Table 4:1 below.

Table 4:1 Presents the Population Distribution, Literacy Rate, Density of Population of Namsai District.

Details	Male	Female	Total
Population	49,856	46,094	95,950
Literacy Rate (%)	61.07	47.42	54.24
Sex Ration	984.49 per 1000 male		
Population density	60.46 persons per sq. km		

Source: Compiled from <https://namsai.nic.in>

Namsai district falls under tropical climatic zone, the district being situated in the foothills, the climatic condition remain very hot during summer (28°C-40°C) and moderately cold during winter (10°C-25°C). The climate is largely influenced by the nature of terrain depending upon altitude and location of the place.

During monsoon period more than 70 percent of the rain occurs in the district. The district received an annual average rainfall of 3500-4000 mm. Relative humidity is always high throughout the year, around 90 percent during except in winter months being slightly less humid, around 60 percent.

The administrative set-up is based on a single line of administration, which aims at keeping closest co-operation amongst various developmental departments with the administration to keep step together for speedy development of the people of the area. The district administration with the Deputy Commissioner as its head monitors and co-ordinates the entire developmental works in the interest of the people, the overall law and order with the help of administrative officers and police are maintained by the district administration.

The entire Namsai district is divided into three CD blocks viz. Chowkham, Namsai and Lekang. It is further divided into 5 (five) administrative circles viz. Chowkham, Lathaw, Piyong, Namsai and Lekang. The district has got 177 villages; the detailed CD block-wise numbers of villages are presented in table 4:2.

Table 4:2 Presents the CD block-Wise Distribution of Villages in Namsai District.

Blocks	Name of Circle	Total number of Villages
Namsai CD Block	Namsai	33 Villages
	Lathao	19 Villages
	Piyong	27 Villages
Lekang	Lekang	54 Villages
Chowkham	Chowkham	44 Villages
Total		177

Source: Compiled from District Census Handbook of Lohit-2011; Directorate of Census Operation, Arunachal Pradesh.

Profile of Lower Subansiri District

The name of the district is derived from the Subansiri River, a tributary of the mighty Brahmaputra that flow through the Raga circle of the district (Presently at Kamle district). Until 1961, the whole of Subansiri, now divided into different district was administered under Subansiri Frontier Division. By 1971, this frontier division was declared as a district.⁷¹ On May 13, 1980, Subansiri district was bifurcated into Lower Subansiri and Upper Subansiri district. Upper Subansiri district was formed by covering the area of the then Daporijo Sub-Division and the rest of the area of the erstwhile district was placed under Lower Subansiri. On September 22, 1992, Lower Subansiri was again bifurcated and Papumpare district was formed. Again on April 16, 2001, Lower Subansiri was further bifurcated and Kurung Kumey district was formed covering of Koloriang Sub-division.⁷² Finally, on October 1, 2017, one more new district called Kamle was formed from administrative circles Raga, Dolungmukh and Kumporijo from Lower Subansiri District and three from Upper Subansiri District⁷³.

Lower Subansiri district, lies approximately between 92°40' and 94°21' East Longitude and 26°55" and 28°21' North Latitudes, covers an area of 1,849 (approx) Sq.km., As per latest political maps of Arunachal Pradesh district is bounded on the North by Kra-Daadi and Kamle Districts of Arunachal; on the South by Papum Pare District of Arunachal Pradesh, on the East by Kamle and some part of Papumpare, and on the West by Kra-Daadi and some part of Papumpare Districts of Arunachal Pradesh. The altitude of Lower Subansiri district headquarters is 1564 meters above sea level. The topography of the district is mostly mountainous terrain, where the hill range varies from 1000 to 1600 meters above sea level. A greater part of it falls within the higher mountain zone consisting of tangled peaks and valleys. Nature has gifted the heartland of the district in the form of a magnificent plateau above 1564 meters above sea level, where district headquarter, Ziro is located⁷⁴.

⁷¹ Sokhep Kri, (2010). p.7

⁷² *District Statistical Handbook of Lower Subansiri, Department of Economic and Statistics, 2013-14, Government of Arunachal Pradesh, p.xiii*

⁷³ Official website of Lower Subansiri district, Arunachal Pradesh. Stable URL: <https://lowersubansiri.nic.in/history/>

⁷⁴ *District Statistical Handbook of Lower Subansiri, p.xiii*

The climatic condition of the district varies from place to place, season to season. The climate is largely influenced by the nature of terrain depending upon altitude and location of the place and it is broadly divided into four seasons in a year- (1) the cold weather season from December to February, (2) March to May is the pre-monsoon of thunderstorm followed by (3) the south-west monsoon from June to about mid of October and (4) the second half of October to November which constitute the post-monsoon or the retreating monsoon period and is a period of transition. Annual rainfall in the south-east is heavier than that of the northern areas of the district. During the monsoon period more than 70 percent of the rain over the southern half occurs, while it is about 60 percent in northern positions. Variability of rainfall for the monsoon in a year, as a whole, are relatively small. Average rainfall of the district headquarter, Ziro is recorded as 927.9 mm during 2011.⁷⁵

Relative humidity is always high throughout the year except in the winter months being slightly less humid. In the cold season the sky is obscured in the morning due to lifted fog which clear with the advance of the day generally moderately clouded in the period of March and May, heavy clouded in the monsoon season and clear and slightly clouded in the post monsoon season. Winds are generally light strong katabolic winds down the valley are experienced as local affect produced by nature of terrain.⁷⁶

The forest of the district is rich in valuable species of tree and different variety of shrubs, cane and bamboo grow plenty and the exquisite floral treasures of wilder species may often be found in the shadowy recesses of the forest. The forest of the district has got great economic values and various types of wild game⁷⁷. The Climatic condition of the district is largely influenced by the nature of the terrain depending upon the altitude and location of the place and it can be broadly be divided into four seasons in a year generally⁷⁸. Variability of rainfall for the monsoon in a year, as a whole, are relatively small average rainfall of the district headquarter, Ziro is

⁷⁵ *Ibid.*

⁷⁶ *Ibid.*

⁷⁷ *Ibid.*

⁷⁸ *Ibid. p.xiv*

recorded as 927.9 mm during 2011.⁷⁹ The relative humidity is always high throughout the year except in the winter months being slightly less humid⁸⁰.

The Lower Subansiri district is the home of two major tribes of Arunachal Pradesh Viz., Apatani and Nyishi. As per census 2011, it has a population of 67,751 (excluding the population data of recently curved out Kamle district) out of which 34,203 are male and 33,548 are female. The block-wise population distribution of the district is presented in Table: 4:3.

Table: 4:3 Presents the CD Block-Wise Population Distribution of Lower Subansiri District.

Name of CD Block	Block-wise Population as per Census 2011		
	Total	Male	Female
Ziro-I CD Block	32,427	16,400	16,027
Hong-Hari CD Block	9,925	4,946	4,979
Ziro-II CD Block	18,229	9,318	8,911
Pistana CD Block	7,170	3,539	3,631
Total	67,751	34,203	33,548

Source: Compiled from District Statistical Handbook, Lower Subansiri District, Ziro, Arunachal Pradesh

The administrative set-up is based on a single line of administration, which aims at keeping closest co-operation amongst various developmental departments with the administration to keep step together for speedy development of the people of the area.

The entire Lower Subansiri district is divided into 2 (two) Sub-divisions viz. Ziro and Yachuli. Ziro Sub-division comprises of 2 (two) circles, namely Ziro and Old Ziro. Yachuli Sub-division has got three (three) circles namely, Yachuli, Pistana and Yazali. The district has got 5 (five) circles comprising 399 villages. Detailed

⁷⁹ *Ibid.*

⁸⁰ *Ibid.*

circle-wise distribution of villages is presented in Table 4:4. The district has been covered by 4 (four) CD blocks namely, Ziro-I, Ziro-II, Hong-Hari and Pistana.

Deputy Commissioner is the overall in-charge of the district to maintain law and order with the help of administrative officers and the police force. He also looks after the developmental activities of the district. The villagers have their customary administrative system in the form of traditional village councils. The Assam Frontier (Administration of Justice) Regulation, 1945 authorizes the village councils to settle all civil matters and certain criminal matters falling within their jurisdictions. However, for all matters, the Deputy Commissioner and other administrative officers have jurisdiction under the supervision of the High Court of Guwahati, who hold the appellate and the revisional authority⁸¹.

Table: 4:4 Presents the Circle Wise Distributions of Villages in Lower Subansiri District.

Sub-Division	Name of Circle	Number of Villages
Ziro	Ziro (Sadar) Circle	136 villages
	Old Ziro Circle	83 Villages
Yachuli	Yachuli Circle	57 Villages
	Yazali Circle	66 Villages
	Pistana Circle	57 Villages
Total		399

Source: Compiled from Statistical handbook of Lower Subansiri district, Ziro, Arunachal Pradesh.

Selection of CD Blocks

Arunachal Pradesh has 25 districts with 114 CD blocks. At present MGNREGA is operational in all 114 CD blocks of the state. There are three CD blocks in the Namsai district and four CD blocks in the Lower Subansiri district. For

⁸¹ *Ibid. p.xviii*

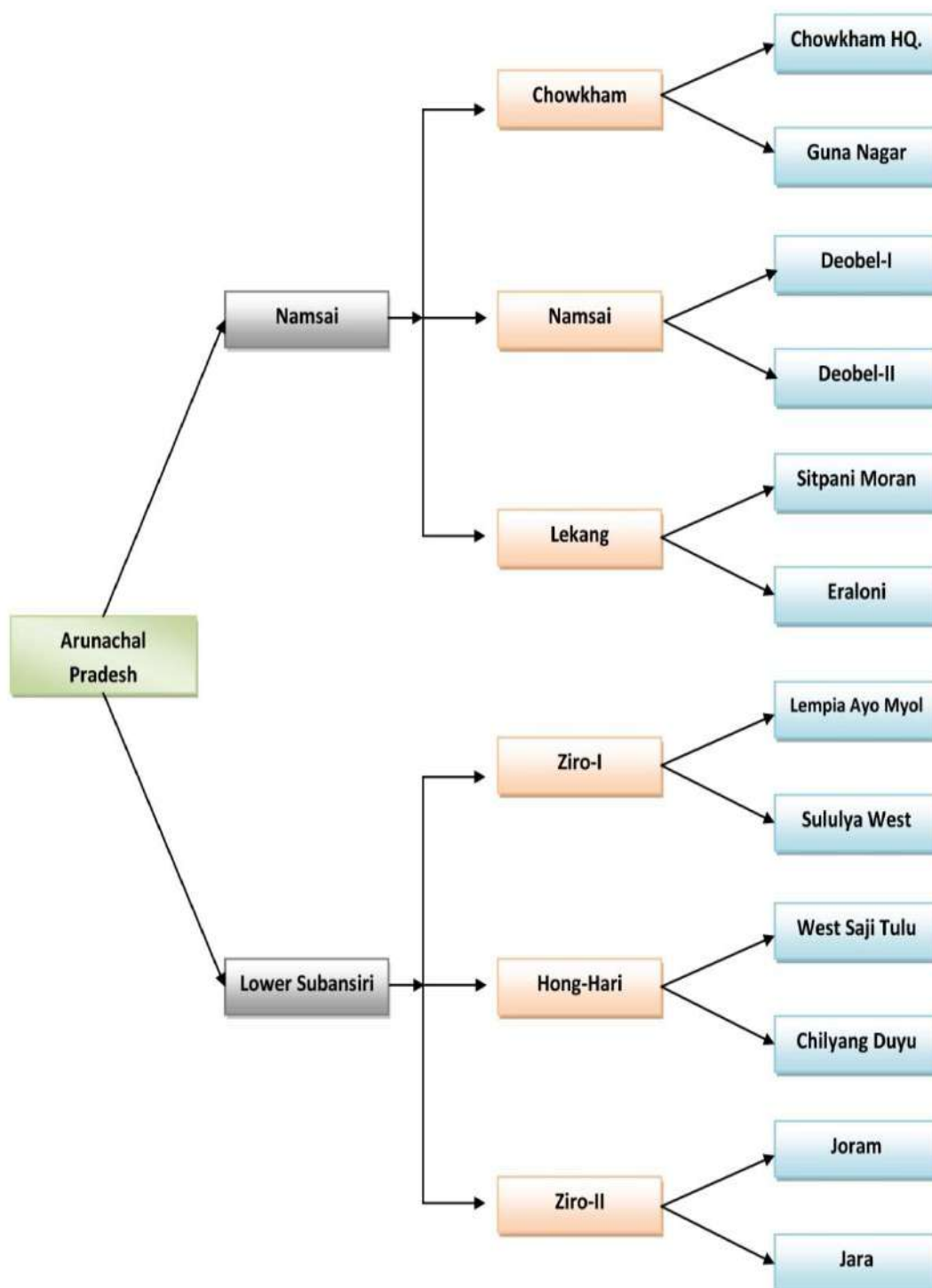
the present study, the three-CD block from each district was randomly selected. Since the Namsai district is composed of three CD blocks, therefore, all three CD blocks i.e. Chowkham, Namsai and Lekang CD blocks were selected for the study. There are four CD blocks in the Lower Subansiri district, namely, Ziro-I, Ziro-II, Hong-Hari and Pistana. Out of these four CD blocks, three-CD blocks were randomly selected keeping the accessibility. Therefore, Ziro-I, Ziro-II and Hong-Hari were selected for the study.

Selection of Gram Panchayats

The number of Gram Panchayats at present is 102 with a total number of 177 villages in the Namsai district. There are 164 Gram Panchayats in the Lower Subansiri district with 399 villages. In Namsai district, out of 102 Gram Panchayats, 18 Gram Panchayats are situated in Chowkham CD block, 49 Gram Panchayats in Namsai CD block and 35 Gram Panchayats are there in Lekang CD blocks. In the Lower Subansiri district, out of 164 Gram Panchayats, 74 numbers of Gram Panchayats are there in the Ziro-I CD block, 53 Gram Panchayats in the Hong-Hari CD block and 25 Gram Panchayats in the Ziro-II CD block.

For the present study, two Gram Panchayats per CD block were randomly selected. From the Chowkham CD block, Chowkham Headquarter Gram Panchayat and Gunanagar Gram Panchayat were selected, from the Namsai CD block, Deobel-I and Deobel-II were selected randomly and from Lekang CD block, Eraloni Gram Panchayat and Sitpani Moran Gram Panchayat were selected for the study. From Ziro-I CD block of Lower Subansiri district, Sululya West Gram Panchayat and Lempia Ayo Myolyi Gram Panchayat were selected, from Hong-Hari CD block Chilyang Duyu Gram Panchayat and West Saji Tulu Gram Panchayat were selected and from Ziro-II CD block, Jara Gram Panchayat and Joram Gram Panchayat were selected for the present study.

Figure 4:2 Presents the Selection of District, Blocks and Gram Panchayats for the Present Study.



Source: Prepared by the Researcher.

Distribution of Workers

The census handbook 2011 has categorised workers into main workers and marginal workers. Main workers are the person or persons who have worked for six months or more during the year in any economic activities. Marginal workers are the workers who worked for 3 months or less than six months during the year. Further, the census handbook 2011 defines a non-worker as a person who has not worked at all in any economically productive activities during the year. The distribution of workers in both Namsai and Lower Subansiri districts is presented in table 4:5.

Table 4:5 Presents the Circle Wise Percentage of Distribution of Workers in Namsai district

Circle	Total Population	% of Main Worker	% Marginal Workers	% Non-Workers
Chowkham	21995	39.26	6.64	54.1
Namsai	26865	34.52	4.8	60.67
Lathao	8390	41.63	6.07	52.3
Piyong	10481	35.24	7.52	57.24
Lekang	28219	31.73	11.39	56.87
Total	95,950	35.49	7.75	56.94

Source: Compiled by the Researcher from District Census Handbook, Lohit; Directorate of Census Operation, Arunachal Pradesh.

The total number of workers in Lower Subansiri as per Census 2011 was 24626 out of the total population which is 36.35 percent of the total population and the total non-working population as per census 2011 was 43125 which is 63.65 percent of the total population. Hence, almost half of the total population in the Lower Subansiri district has been categorised into non-working groups. The circle-wise distribution of workers in Lower Subansiri is presented in table 4:6.

Table 4:6 Presents the Circle Wise Percentage of Distribution of Workers in Lower Subansiri District

Circle	Total Population	% of Main Worker	% Marginal Workers	% Non-Workers
Ziro (Sadar)	22747	27.78	10.44	61.78
Old Ziro	19605	26.93	9.09	63.98
Yachuli	8566	24.95	11.74	63.31
Yazali	9663	28.27	6.21	65.52
Pistana	7170	20.18	13.24	66.58
Total	67751	26.44	9.91	63.65

Source: Compiled from District Census Handbook, Lower Subansiri; Directorate of Census Operation, Arunachal Pradesh.

Work Participation Rate

The work participation rate can be defined as the percentage of workers (Main and marginal) to the total population. In other words, the percentage of total workers in a given area to its total population is called work participation. The estimates of work participation rates in Namsai district and Lower Subansiri district as per census 2011 are presented in table 4:7 and table 4:8.

Table 4.7 Presents the Circle-Wise Work Participation Rate in Namsai District.

Circle	Total Population	Total Worker	Work Participation Rate
Chowkham	21995	10095	45.9
Namsai	26865	10565	39.33
Lathao	8390	4002	47.70
Piyong	10481	4482	42.75
Lekang	28219	12170	43.13
Total	95,950	41,314	43.1

Source: Compiled from District Census Handbook, Lohit; Directorate of Census Operation, Arunachal Pradesh.

The analysis of table 4:7 shows that the total work participation in the Namsai district is 43.1 percent of the total population. Lathao circle has the highest work participation with 47.70 percent followed by Chowkham circle with 45.9 percent. Namsai circle has the lowest work participation with only 39.33 percent. Piyong and Lekang circle have a marginal difference in terms of work participation rate with 42.75 and 43.13 percent respectively.

Table 4:8 Presents the Circle-Wise Work Participation Rate in Lower Subansiri District.

Circle	Total Population	Total Worker	Work Participation Rate
Ziro (Sadar)	22747	8694	38.22
Old Ziro	19605	7061	36.02
Yachuli	8566	3143	36.69
Yazali	9663	3332	34.48
Pistana	7170	2396	33.42
Total	67,751	24,626	36.35

Source: Compiled from District Census Handbook, Lohit; Directorate of Census Operation, Arunachal Pradesh.

Data in table 4:8 shows that there is only a marginal difference in term of the work participation rate in all the circles of the Lower Subansiri district. Ziro (Sadar) circle has the highest work participation rate with 38.22 percent of its total population and Pistana circle has the lowest work participation rate with 33.35 percent of the total population. The total work participation rate of the Lower Subansiri district as a whole was 36.35 percent only, which shows that more than half of the population in districts are not working in any economically productive activities.

Distribution of Workers as Per Economic Activities

While undertaking the present study, the researcher found that the economic activities of the people in study districts have been divided into four broad economic activities. Hence, for the analysis of the data, four categories of economic activities

were used. They are- Cultivators, Agricultural labours, Household industry workers and other workers.

The distributions of workers in study districts as per census 2011 are presented in Table 4:9 and 4:10.

Table 4:9 Presents the Circle-Wise Distribution of Workers in Namsai District.

Circle	Category of Workers							
	Cultivators		Agriculture Labours		Household industry Workers		Other Workers	
	Nos.	%	Nos.	%	Nos.	%	Nos.	%
Chowkham	5840	57.85	819	8.11	52	0.52	3384	33.52
Namsai	4265	40.37	983	9.30	155	1.47	5162	48.86
Lathao	2147	53.65	855	21.36	13	0.32	987	24.66
Piyong	2269	50.62	1045	23.32	31	0.69	1137	25.37
Lekang	9367	76.97	1182	9.71	134	1.1	1487	12.22
Total	23,888	57.82	4,839	11.71	385	0.93	12,157	29.43

Source: Compiled from District Census Handbook, Lohit; Directorate of Census Operation, Arunachal Pradesh.

As per census 2011, the total number of workers in the Namsai district is 41314, out of which 25454 persons are male which amounting to 61.61 percent of the total workers in the district. A female worker in the district is 15860 which amounts to 38.39 percent of the total workers in the district. The data in Table 4.9 shows the distribution of workers in four major economic activities. It shows that the highest numbers of workers i.e. 57.82 percent of total workers are cultivators. 29.43 percent of total workers are engaged in other works. Data shows that the numbers of cultivators are highest in Lekang Circle with 76.97 percent. The numbers of agriculture labourers are high in Lathao and Piyong circle, it may be because of the numbers of migrants' workers in these two circles. The percentage of other workers are highest in Namsai with 48.86 percent, it may be because Namsai being the district

headquarter and situated in urban areas, more numbers of people are working as government servants and as a commercial entrepreneur.

Table 4:10 Presents the Circle-Wise Distribution of Workers in Lower Subansiri District.

Circle	Category of Workers							
	Cultivators		Agriculture Labourers		Household industry workers		Other Workers	
	Nos.	%	Nos.	%	Nos.	%	Nos.	%
Ziro (Sadar)	1831	21.06	449	5.16	129	1.48	6285	72.29
Old Ziro	2677	37.91	969	13.72	103	1.46	3312	46.91
Yachuli	1931	61.44	115	3.66	45	1.43	1052	33.47
Yazali	1495	44.87	85	2.55	31	0.93	1721	51.65
Pistana	1689	70.49	107	4.47	30	1.25	570	23.79
Total	9623	39.1	1725	7.0	338	1.4	12940	52.5

Source: Compiled from District Census Handbook, Lower Subansiri; Directorate of Census Operation, Arunachal Pradesh.

Data in table 4:10 shows that 52.5 percent of the total working population in Lower Subansiri districts is other workers, which means 52.5 percent of the total workers are engaged in government sectors, commercial entrepreneurship or professional and other professional activities. The next major economic activity in the Lower Subansiri district is cultivation, as per the census 2011, 39.1 percent of workers are cultivators, only 7 percent of the working population are agricultural labours, which shows that most of the people in the Lower Subansiri owned their land for cultivation. Further, the numbers of workers in household industries are only 1.4 percent, which shows the minimal presence of industries in the district.

The percentage of other workers in the Lower Subansiri district is highest in Ziro (Sadar) circle, it may be because the area is situated in the urban area and mostly the workers are working in government sectors and commercial entrepreneurship in

this circle. Pistana has registered the highest percentage of cultivators, this may be because the area lies in the rural interior and maybe the cultivation is the only means of livelihood in this area. Old Ziro circle has the highest numbers of agriculture labours, this may be because of the existence of migrant labour.

MGNREGA in the Study District

The Mahatma Gandhi National Rural Employment Guarantee Act, 2005 was introduced in Arunachal Pradesh in three phases along with the rest of the country. During the second phase of the implementation of MGNREGA in the country in 2007, the Lohit and the Changlang districts of Arunachal Pradesh were selected. The present Namsai district was then an Additional Deputy Commissioner headquarter under Lohit district. Hence, it can be said that MGNREGA was introduced in the Namsai district during the second phase of the introduction of MGNREGA in the country.

The MGNREGA in the Lower Subansiri district was introduced during the third phase of the implementation of the MGNREGA in the country in 2008. At present, MGNREGA is working in all the blocks of the Namsai and Lower Subansiri districts. The working of MGNREGA in the sample districts is presented under the following headings:-

Status of Job Card

Table 4:11 shows that the total number of job cards applied and job cards issued under MGNREGA in the Namsai district is more than the Lower Subansiri district. However, the number of job cards applied in the Namsai district as per population ratio is lower than the Lower Subansiri district. The numbers of job cards issued to the scheduled caste category are also more in the Namsai district. The numbers of job cards issued to scheduled tribe workers are more in the Lower Subansiri district as compare to the Namsai district. The participation of workers other than schedule caste and schedule tribe is very high in the Namsai district. The total number workers registered under MGNREGA in the Namsai district is more than the Lower Subansiri district, however, the number of women participating in MGNREGA is more in the Lower Subansiri district.

Table 4:11 Presents the Status of Job Card in Study District During 2018-19.

District	Job Card Applied	Job Card Issued	Category wise registered workers				
			SCs	STs	Others	Total Workers	Women
Namsai	14916	14911	107	8649	19678	28434	13616
Lower Subansiri	14909	14602	37	29863	873	30773	16284

Source: Compiled from <https://nrega.nic.in>

The table shows that 4:11 shows the total numbers of job card applied, job card issued and category wise registered workers of study districts show that, In Namsai district the numbers of household applied for job card under MGNREGA 14916 out of which 14911 is has been issued to the household. It shows that 99 percent household applied for a job card and has been issued with a job card, out of which 14881 job cardholders are listed under the active workers under MGNREGS. Out of total job card registered in the district total numbers of worker registered are 28434 of which 13616 are women. The total numbers of active workers are 15217 out of which 3755 are women worker.

In Lower Subansiri district the total numbers of household applied for job card under MGNREGA are 14909 out of which 14602 job cards has been issued to the household. Out of the total job cards issued 14392 job cards are categorised as active job cards. The total registered workers in the Lower Subansiri district are 30773 of which 16284 are women. Out of these registered workers 14895 workers are categorised as active workers of which 6255 workers are women.

According to table 4:12, the numbers of active job card in both Lower Subansiri and Namsai district is almost similar. However, on comparing the active job card based on the total registered job card Lower Subansiri district has more active job cards compared to Namsai district. The category-wise active job card status shows that the Namsai district has got more numbers of scheduled caste and other

categories workers. However, the active scheduled tribes' workers and active women workers are more in the Lower Subansiri district.

Table 4:12 Presents the Category-Wise Numbers of Active Job Cards in Study District During 2018-19.

Name of District	Numbers of Active Job Cards	Category wise Active workers				
		SCs	STs	Others	Total Workers	Women
Namsai	14881	54	4864	10299	15217	3755
Lower Subansiri	14392	18	14398	479	14895	6255

Source: Compiled from <https://nrega.nic.in>

The CD block-wise status of job card issued and category wise registered workers shown in table 4:13 shows that in Namsai district, Namsai CD block has the highest numbers of job cards issued with 6918 followed by Lekang CD block with 5462 job card issued and Chowkham CD block has the lowest in term of job card issued with 2531.

In the Lower Subansiri district, the Ziro-I CD Block of Lower Subansiri district has the highest number of job cards issued with 5171. It is followed by the Ziro-II CD block with a 3844 job card issued. The total numbers of job cards issued in Hong-Hari CD block are 2992 and Pistana CD block has the lowest job card issued with 2639.

The CD block-wise status of job card issued and category-wise registered workers in the study districts are presented in table 4:13.

Table: 4:13 Presents the CD Block Wise Status of Job Card and Category Wise Registered Workers in Study District During 2018-19.

District	CD Blocks	Numbers of Job Cards Issued	Category wise registered workers				
			SCs	STs	Others	Total Workers	Women
Namsai	Namsai	6918	107	5618	7140	12865	6184
	Lekang	5462	0	42	10689	10731	5071
	Chowkham	2531	0	2989	1849	4838	2361
	Total	14911	107	8649	19678	28434	13616
Lower Subansiri	Ziro-I	5171	14	10296	510	10820	5652
	Ziro-II	3844	24	6721	306	7051	3879
	Hong Hari	2992	1	7836	71	7908	4060
	Pistana	2639	0	5087	0	5087	2767
	Total	17094	39	29940	887	30866	16358

Source: Compiled from <https://nrega.nic.in>

Status of Employment

One of the most unique features of MGNREGS is its demand-driven approach. Unlike earlier schemes under MGNREGS, all the registered workers whose name appears in the job card are entitled to demand employment. Each household is entitled to 100 days jobs in a financial year, the registered workers who are willing to do unskilled manual works are entitled to demand for the works in writing, in the event of failure on the part of implementing agencies to provide employments within 15 days from the date of demand of work, registered workers are entitled to unemployment allowance.

Table: 4:14 Presents the Status of Employment Demand and Employment Provided in Study District During 2018-19.

District	No. of Household Demanded Employment	No. of Household Offered Employment	No. of Household Provided Employment	Percentage of Employment Provided
Namsai	14000	13997	13783	98.45
Lower Subansiri	2416	2049	2011	83.23

Source: Compiled from <https://nrega.nic.in>

The data presented in table 4:14 shows that in the Namsai district out of 14000 households demanding employment only 13783 households were provided employment which is amounting to 98.45 percent of the total demand. The total employment demanded in the Lower Subansiri district in the same year was only 2416, out of which only 2011 households were provided employment which is amounting to 83.23 percent of the total demand.

In Arunachal Pradesh, the average numbers of working days per household against the total household employed MGNREGA were 32.41 during five financial years from 2014-15 to 2018-19. The Average numbers of working days per household against the total household provided with employment under MGNREGA in Namsai district during five financial years are 41.83 days and in Lower Subansiri it was 34.11 days. The average working days per household against the total household employed under MGNREGA in the study districts is more than the state average.

MGNREGA provides a legal entitlement of 100 days of works per rural household in a financial year. However, the provision of 100 days of employment to the rural population in Namsai district and Lower Subansiri district is found to be a distant dream. The details of the household receiving 100 days of employment in the study district are presented below in table 4:15.

Table: 4:15 Presents the Numbers of Household Receiving 100 days of Employment in the Study District.

District	Financial Year	Household Provided Employment	Household Aailed 100 days	Household aailed 100 days of employment (%)
Namsai	2014-15	5159	0	0
	2015-16	13074	1134	8.67
	2016-17	13699	0	0
	2017-18	13122	0	0
	2018-19	13783	0	0
Lower Subansiri	2014-15	8799	11	0.13
	2015-16	10891	1	0.009
	2016-17	15546	0	0
	2017-18	3440	1	0.029
	2018-19	2011	0	0

Source: Compiled from <https://.nrega.nic.in>

The numbers of household receiving employment under MGNREGA in study districts shows that others category, other than SC/ST household received highest numbers of employment, numbering to 39823 household and 18816 schedule tribe household have received employment in Namsai district.

In the Lower Subansiri district, workers of the ST category received the highest employment in all financial years, the SC household receiving employment under MGNREGA in Lower Subansiri district is very less compare to other categories.

According to table 4:16, the total household employed under MGNREGA in the Namsai district increases during each succeeding year. However, the household employed under MGNREGA in the Lower Subansiri district decreases from 15546 households during 2016-17 to 2011 during 2018-19, the reason being non-demand of works by the workers as revealed by the officials dealing with MGNREGA.

Table 4:16 Presents the Category-Wise Household Receiving Employment in Study Districts.

District	Financial Year	SC HH	ST HH	Non-SC/ST HH	Total HH
Namsai	2014-15	5	1970	3184	5159
	2015-16	36	4087	8951	13074
	2016-17	51	4248	9400	13699
	2017-18	52	4076	8994	13122
	2018-19	54	4435	9294	13783
Lower Subansiri	2014-15	17	8591	191	8799
	2015-16	15	10614	262	10891
	2016-17	19	15008	519	15546
	2017-18	0	3420	20	3440
	2018-19	0	1980	31	2011

Source: Compiled from <https://nrega.nic.in>

Person-Days Generated

The total person-days worked in Namsai district during 2014-15 to 2018-19 was 2460945, out of which total Schedule Caste person-days was 8440 and person-days worked by Schedule Tribe registered worker was 729403 and the person-days worked by non-SC/ST registered workers were 1723102, which is more than the person-days worked by Schedule Caste and Schedule Tribe combine. The total person-days worked was highest in the financial year 2016-17 with 906343 and lowest being in 2014-15 which was only 162722.

Table 4.17 Presents the Total Person-Days Worked under MGNREGA in Study Districts.

District	Financial Year	Non-SC/ST)	SCs	STs	Total
Namsai	2014-15	121574	225	40923	162722
	2015-16	267403	742	90855	359000
	2016-17	644116	2933	259294	906343
	2017-18	323236	1810	125561	450607
	2018-19	366773	2730	212770	582273
Lower Subansiri	2014-15	2868	626	117867	121361
	2015-16	4053	308	193034	197395
	2016-17	21641	993	769928	792562
	2017-18	753	0	201457	202210
	2018-19	1217	0	73484	74701

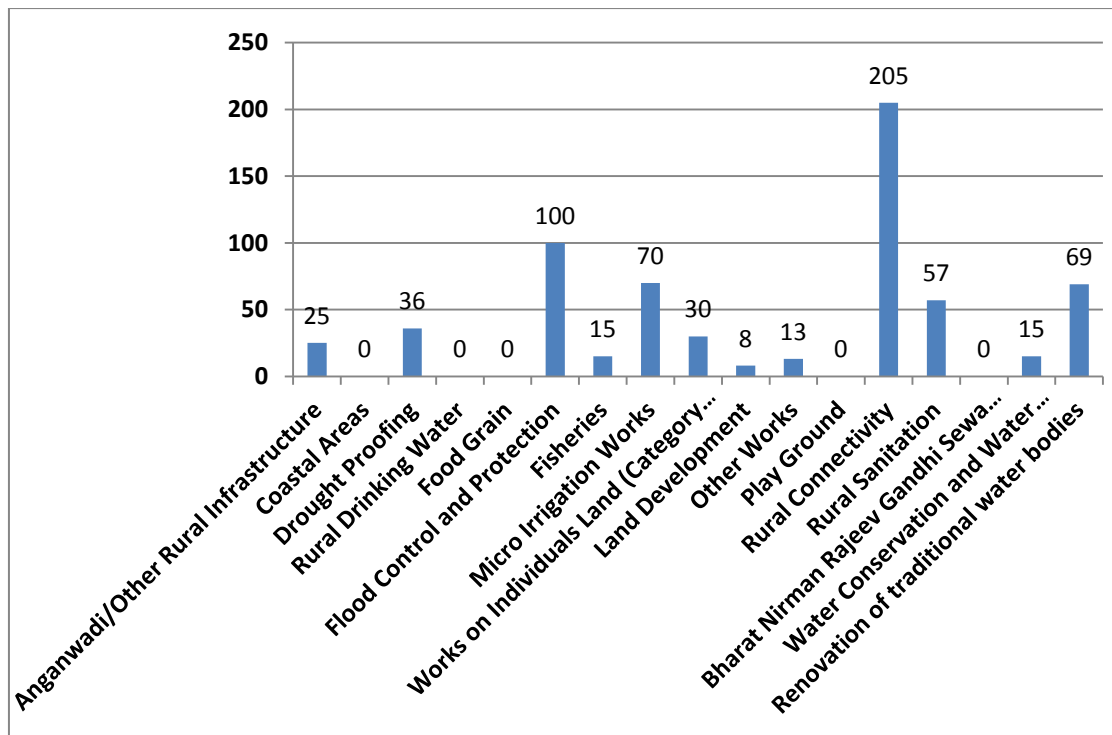
Source: Compiled from <https://.nrega.nic.in>

In the Lower Subansiri district, data shows that during 2014-15 to 2018-19 the total person-days worked under MGNREGA was 1388229 out of which the total person-days worked by Schedule Tribe was 1355770, the total person-days worked by Schedule tribe was only 1927 and in case of non-SC/ST registered workers only 30532 person-days was worked in Lower Subansiri district. The data further shows that during the financial year 2016-17 the total person-days worked was highest in Lower Subansiri and during 2014-15 the total person-days worked was lowest. Table 4:17 presents the year-wise person-days worked by various categories in the study districts.

Work Completion Status

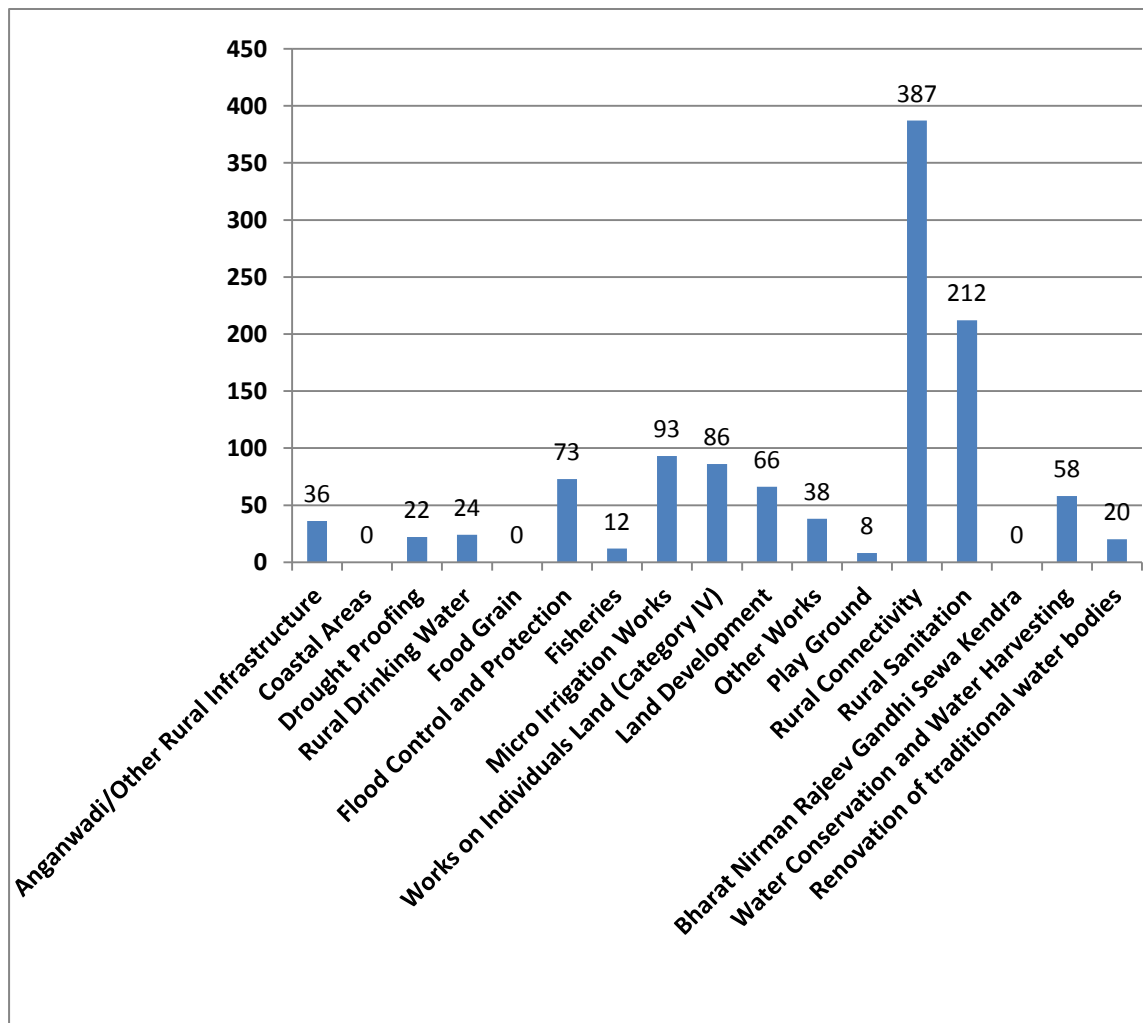
The work completion status under MGNREGA in the study district has been studied based on the numbers of assets created in a financial year under MGNREGA. The details of work completion status in the form of asset creations in the study districts are presented in Figure 4:3 and 4.4.

Figure 4.3 Presents the Status of Assets Created under MGNREGA in Namsai District During 2014-15 to 2018-19.



Source: Compiled from <https://.nrega.nic.in>

Figure 4:4 Presents the Status of Assets Created under MGNREGA in Lower Subansiri district (2014-15 to 2018-19).



Source: Compiled from <https://nrega.nic.in>

The analysis of data presented shows that under MGNREGA, the creation of assets relating to rural drinking water, development of food grain, land development, playgrounds, etc are given the least importance. Provision of space for facilitating the functioning of the MGNREGA office at the GP/Block Levels as a knowledge resource center under Bharat Nirman Rajiv Gandhi Sewa Kendra has also been given the least importance in study districts. The major focuses have been given to rural connectivity in both the district. Works on individual lands, draught-proofing, water conservation and water harvesting etc. have been given less importance.

Status of Financial Inclusion

MGNREGA through its annual master circular provides for opening of bank/post office account of MGNREGA wage-seekers. It provides that all wages to be credited in the bank account of the wage-seeker. The payment of wages in cash is discouraged. This is done mainly to check the corruption and leakage in payment of wages under MGNREGA. In line with this, Bank accounts/Post office accounts have been created and wages are disbursed through registered bank/post office account of the workers in Namsai and Lower Subansiri districts.

In Namsai district, the number of individual bank account registered with MGNREGA was 6090 and there was no joint bank account registered and the number of post office account registered was 1711 out of which 1585 post office account were of the individual account and 126 post office accounts were joint account. In 2015-16, the numbers of the registered individual bank account were decreased by 6015 with no joint bank account and the numbers of post office account was also reduced to 1633, out of which 1508 was of individual post office account and 125 was of joint post office account. 13400 numbers of the bank account were registered with MGNREGA during 2016-17 out of which 13235 was an individual bank account and 165 was a joint bank account. The numbers of post office account registered with MGNREGA were reduced to 167 out of which 147 accounts were individual post office account and 20 registered post office accounts were joint accounts. The total bank account registered during 2017-18 was 14272, out of which 13606 numbers of registered accounts were individual account and 666 accounts were joint bank accounts. The numbers of post account were reduced further 56 numbers out of which 55 was of individual and 1 joint post office account. In 2018-19, the numbers of individual bank account registered were 14438 and the numbers of the joint bank account were 743, totaling 15181 registered bank accounts. The total individual post office account was 41 and a single joint post office account was registered during 2018-19.

In Lower Subansiri district, the numbers of individual bank account registered with MGNREGA was 15 and there was no joint bank account registered and the numbers of post office account registered was 2 out of which 2 post office accounts was of the individual account and no joint post office account was registered during 2014-15. In 2015-16, the numbers of the registered individual bank account were

increased to 515 and 5 joint bank account and the numbers of individual post office account were reduced to one. 2858 numbers of the bank account were registered with MGNREGA during 2016-17 out of which 2837 was an individual bank account and 21 was a joint bank account. The numbers of post office account registered with MGNREGA was only one individual account. The total bank account registered during 2017-18 was 5700, out of which 5665 numbers of registered accounts were individual account and 35 accounts were joint bank accounts. The numbers of post account remain single individual post office account. In 2018-19, the numbers of individual bank account registered were 10141 and the numbers of the joint bank account were 41, totalling 10182 registered bank accounts. Only one individual post office account was registered during 2018-19.

Table 4:18 Presents the Numbers of Bank/Post Office Account Registered under MGNREGA in the Study Districts.

District	Financial Year	Total Bank Account	Individual Bank Account	Joint Bank Account	Post Office Account	Individual Post office Account	Joint Post office Account
Namsai	2014-15	6090	6090	0	1711	1585	126
	2015-16	6015	6015	0	1633	1508	125
	2016-17	13400	13235	165	167	147	20
	2017-18	14272	13606	666	56	55	1
	2018-19	15181	14438	743	42	41	1
Lower Subansiri	2014-15	15	15	0	2	2	0
	2015-16	520	515	5	1	1	0
	2016-17	2858	2837	21	1	1	0
	2017-18	5700	5665	35	1	1	0
	2018-19	10182	10141	41	1	1	0

Source: Compiled from <https://nrega.nic.in>

The analysis of data as provided in table 4.18 shows that the numbers of bank account and post office account registered for the payment of wages under MGNREGA are more in the Namsai district as compared to the Lower Subansiri district. It is because of the easy accessibility of banks and the post-office in the Namsai district. In the Lower Subansiri district due to the non-availability of banks in some of the CD blocks and due to inaccessibility of bank and post-office due to bad road condition for moving to other blocks. The worker's bank account linkage with the MGNREGA job card is comparatively lower.

The study on the working of the MGNREGA in the study districts reveals that the MGNREGA in both Namsai and Lower Subansiri districts has lots of scope for improvement. The status rural population registered for works under MGNREGA in both Namsai and Lower Subansiri district is found to be increasing each passing years. However, when one sees the numbers of household receiving 100 days employment under the programme, both Namsai and Lower Subansiri district needs to work more in these areas. Further, the physical performance of MGNREGA in the Lower Subansiri district is decreasing each year. When it comes to the creation of durable assets under MGNREGA, it is found that the NRM works like, roadside plantation, farm pond, fish pond, water conservation and harvesting, etc are least focused rather civil engineering related works like link road, flood control, irrigation channels, etc are more focused.

Hence, it will not be wrong to conclude that the MGNREGA in study districts is still a long way to go to realize the desired results.

This chapter dealt with the Mahatma Gandhi National Rural Employment Guarantee Act in the study districts. The next chapter deals with the perception of the beneficiaries, elected Panchayati Raj leaders and officials functionaries towards MGNREGA.

CHAPTER 5

IMPLEMENTATION OF MGNREGA IN THE STUDY AREA AND PERCEPTIONS OF DIFFERENT STAKEHOLDERS.

CHAPTER 5

Implementation of MGNREGA in the Study Area and Perceptions of Different Stakeholders.

The previous chapter discussed the implementation and working of MGNREGA in the study District based on secondary data. It dealt with the selection of district, CD blocks and Gram Panchayat. The profile and status of implementation in the study district was also presented in the last chapter. The present chapter deal with the fieldwork conducted as a part of the study. The present chapter is based on the empirical data collected through the survey to examine the perceptions of workers, elected Panchayati Raj members and official functionaries towards MGNREGA. The chapter is divided into two sections. The first section deals with the description of the method of data collection, the sample of the study and the instrument of data collection. The second section deals with the analysis of data collected through the interview schedule and field survey. The second section has been further divided into two parts. The first part deals with the perceptions and responses of the sample workers and the second part deals with the perception and responses of the Panchayati Raj members and officials responsible for implementation of MGNREGA.

The present study is broadly historical, descriptive, and empirical. The data for the present study has been drawn from both secondary and primary sources. The secondary data is based on macro analysis of various secondary sources like published and unpublished works, government guidelines, rules, Act, internet sources and other government records. The main sources of primary data have been field survey conducted in two sample District viz. Namsai and Lower Subansiri District. From each district three-CD blocks were randomly selected for the present study and from each CD block, two Gram Panchayat were randomly selected.

For primary data, both open-ended and close-ended interview schedule was designed, and a partially structured interview was undertaken. The total sample size taken for the present study is 270. Out of the total sample size, 240 respondents were workers, 12 respondents were elected Panchayat Raj members and 18 respondents were official functionaries. Considering the constraints related to logistic and

communication difficulties, the researcher found 270 samples as ideal for conducting the present study.

From each CD block, three official functionaries were interviewed, from each Gram Panchayat, one Panchayati Raj member was interviewed, and from each Gram Panchayat 20 workers i.e. 10 male and 10 female workers were selected and interviewed. While choosing the official functionaries and Panchayat Raj members, a simple random sampling method was followed. While choosing workers respondents systematic random sampling method was followed. Adequate attention has been given while choosing respondents so that different sections of the society are represented in the samples.

Description of the Instrument of Data Collection

For the present study, two sets of interview schedule were designed one for the workers and other for official functionaries & Panchayati Raj members. The interview schedule for workers is divided into three parts. The first part is related to the basic information of the respondents and their socio-economic and education profile. This part of the schedule was framed to extract the socio-economic and educational profile of the respondents. The second part interview schedule is related to the awareness level of the respondents. This was framed to understand the awareness level of the workers about provisions and working of MGNREGA and the third part is related to the implementation of MGNREGA the study area in Arunachal Pradesh and the perceptions of the workers towards MGNREGA.

The interview schedule for the Panchayati Raj members and official functionaries consisted of four parts. The first part deals with the socio-economic and educational background of the respondents. The second part deals with the awareness level of the respondents. The third part discusses the implementation issues of MGNREGA in Arunachal Pradesh. This part was framed to understand various issues and problems of MGNREGA in Arunachal Pradesh, and the fourth part of the interview schedule deals with the perceptions of the Panchayati Raj members and official functionaries towards working of MGNREGA in Arunachal Pradesh.

Broadly, the interview schedule consisted of the questions in the following areas.

- Status of awareness on provisions of MGNREGA.
- Status of job card, sources of job card, possession of a job card, and the timeline for the issue of a job card.
- Status of basic entitlements- worksite facilities, unemployment allowance, delay compensation, and additional emoluments.
- Contractor undertaking works and selection of shelf of project.
- Impact of MGNREGA on unemployment, poverty, women empowerment, and migration.
- Improvement in agriculture-related productivity due to MGNREGA.
- Reason for the low participation of people in MGNREGA works.
- Issues and problems in implementing MGNREGA in Arunachal Pradesh.
- Grievances redressal mechanism and monitoring of MGNREGA activities.

Social Status of the Sample Respondents

The researcher had taken a total of 270 sample respondents from the study District. Out of this 270 sample respondents, 240 respondents were workers of MGNREGA, 18 respondents were official functionaries and 12 respondents were Panchayati Raj members. The total sample respondents selected per district is 135. Out of this 135 sample respondents from each district, general workers selected as sample respondents were 120 from each district, 9 official functionaries per district and 6 Panchayati Raj members from each district.

The social status of sample respondents in the study district shows that, in the Namsai district out of 120 workers selected as sample respondents, 35 percent belongs to the scheduled tribe category and 65 percent belongs to other categories. Out of 9 official respondents selected from Namsai district 5 officials belongs to the scheduled tribe and 4 person belongs to other categories. Further, out of 6 Panchayati Raj members selected, 3 Panchayati Raj members belong to scheduled tribes and 3 belongs to other categories.

In Lower Subansiri 100 percent sample workers selected were from scheduled tribes and all official functionaries and Panchayati Raj members selected as sample belong to scheduled tribes.

Table 5:1 Presents the Social Status of Sample Respondents.

Social Status	Category	Namsai District			Lower Subansiri District		
		Beneficiary	PR Members	Govt. officials	Beneficiary	PR Members	Govt. officials
Caste	ST	42 (35)	3	5	120 (100)	6	9
	SC	0 (0)	0	0	0 (0)	0	0
	Others	78 (65)	3	4	0 (0)	0	0
	Total	120 (100)	6	9	120 (100)	6	9
Gender	Male	60 (50)	4	6	60 (50)	3	8
	Female	60 (50)	2	3	60 (50)	3	1
	Total	120 (100)	6	9	120 (100)	6	9

Note: Figure in Parenthesis indicates percentage.

Source: Field Survey.

The data presented in table 5.1 shows that the in Lower Subansiri District the 100 percent of the selected sample workers belongs to Schedule Tribe. However, in Namsai District, majority of the sample respondent are non-ST/ST category and the Schedule Tribe beneficiary constitute only 35 percent out of total sample selected for the study.

Education Status of Sample Respondents

In the Namsai district 38 percent of sample workers are illiterate, 57 percent are primary level passed and 1 percent graduates, out of 6 sample Panchayati Raj members, 2 members are illiterate and 4 are primary level passed, and 7 official respondents are graduate and 2 are post graduat.

In the Lower Subansiri district, 18 percent of sample workers are illiterate, 23 percent are high school passed and 6 percent are graduates. Out of 6 sample Panchayati Raj members, 1 person is illiterate, 4 persons are primary school passed and 1 person is high school passed. Out of 9 sample officials functionaries, 8 are graduates and 1 is post-graduate.

Table 5:2 Presents the Education Status of Sample Respondents.

Education Qualification	Namsai District			Lower Subansiri District		
	Beneficiary	PR Members	Govt. officials	Beneficiary	PR Members	Govt. officials
Illiterate	45 (37)	2	0	21 (18)	1	0
Primary passed	57 (48)	4	0	64 (53)	4	0
High School passed	16 (13)	0	0	28 (23)	1	0
Higher Secondary passed	0 (0)	0	0	0 (0)	0	0
Graduate	2 (2)	0	7	7 (6)	0	8
Post Graduate	0 (0)	0	2	0 (0)	0	1
Total	120 (100)	6	9	120 (100)	6	9

Note: Figure in Parenthesis indicates percentage

Source: Field Survey.

The data presented in table 5.2 shows that the level of education amongst the chosen sample workers are very low. Majority of the sample workers are primary level passed. Thus, data in the above table indicate that the lesser educated people are being registered under the scheme.

Perceptions of the Sample Workers

This part of the present chapter is related to the perceptions of the sample workers. Workers are the job seekers under MGNREGA. The total numbers of workers selected for the present study are 240, i.e. 120 from Nasami district and 120 from Lower Subansiri district. This part deals with the level of awareness, the implementation process, and the impact of MGNREGA according to the response recorded from the sample workers.

Level of Awareness

The success and failure of any rural development scheme largely depend on the level of awareness of the stakeholders to whom the scheme is directly or indirectly affect.

The awareness level of the sample workers of the study District is presented in Table 5:3 below.

Table 5:3 Presents the Level of Awareness of the Sample Workers (in percentage)

Items	Namsai				Lower Subansiri			
	Male		Female		Male		Female	
	Yes	No	Yes	No	Yes	No	Yes	No
100 days mandates	85	15	72	28	68	32	67	33
Issue of JC within 15 days	37	63	30	70	52	48	37	63
Possession of JC	100	0	100	0	87	13	90	10
Members included in JC	90	10	95	5	100	0	88	12
Demand driven approach	30	70	63	37	60	40	23	77
Unemployment allowance	0	100	0	100	0	100	0	100
Radius of work	28	72	22	78	38	62	28	72
Worksite facilities	40	60	12	88	13	87	5	95
Delay compensation	0	100	0	100	0	100	0	100
At least 2 time Social Audit	0	100	0	100	0	100	0	100

Source: Field Survey.

In the Namsai district 79 percent of workers are aware of the mandates of MGNREGA, out of which 85 percent male and 72 percent female are aware. The 33 percent of workers are aware that Job Card has to be issued within 15 days of application of works, 90 percent male 95 percent female workers have informed that

the names of family members are also included in the Job card, majority of workers in Namsai district i.e., 53 percent are not aware of the demand-driven approach of MGNREGA, 25 percent of total workers are aware of the distance of worksite, 40 percent male workers and 12 percent female workers in Namsai district are aware of the provision of worksite facilities under MGNREGA. The study also reveals that no workers are aware of the unemployment allowance, delay compensation and mandatory two times social audit of MGNREGA works.

In Lower Subansiri district, 68 percent workers are aware of the mandates of MGNREGA, out of which 68 percent are male workers and 67 percent are female workers, 44 percent workers are aware that Job Card has to be issued within 15 days of application, 88 percent workers out of which 87 percent male and 90 percent female workers are aware that Job Card has to be in their own custody, 100 percent male and 88 percent female workers have informed that in their Job card their family members names is also included, 58 percent workers are unaware that, workers can demand job under MGNREGA, 38 percent male workers and 28 percent female workers are aware about the distance of worksite from household, only 13 percent male and 5 percent female workers are aware of provision of worksite faculties under MGNREGA, and the study reveals that no workers are aware about the unemployment allowance, delay compensation and provision of social audit under MGNREGA.

The data presented in table 5.3 lead to the conclusion that the level of awareness among the workers are very low particularly with reference to the entitlements that are enshrined in the Act.

Training Coverage under MGNREGA

Training is an important component of the Ministry of Rural Development for all rural development programmes. The Ministry of Rural Development provides separate funds for training interventions of a different rural development programme, for this purpose Government of India, established various national and state-level institutes like the National Institute of Rural Development (NIRD), State Institute of Rural Development (SIRD).

The training coverage under MGNREGA for workers in the study District are presented in Table 5:4 below.

Table 5.4 Presents the Training Coverage of Sample Workers (In percentage).

District	Yes	No
Namsai	19	81
Lower Subansiri	14	86
Total	17	83

Source: Field Survey.

The study revealed that the training coverage of the workers under MGNREGA is very low. The study shows that, 81 percent of workers in the Namsai district and 86 percent of workers in Lower Subansiri District are not covered under any training or awareness programme on MGNREGA. The above data indicates that the awareness generation programme is organised in a very limited way for the workers.

Sources of Job Card

MGNREGA Job Card is a legal document. It is through the Job Card number the members of households are identified, employments are provided and labour budgets for MGNREGA are prepared following the numbers of the registered job card.

The sources of job card in the study District are presented in Table 5.5 below.

Table 5:5 Presents the Source of Job Card According to the Sample Workers (Numbers in percentage).

Respondent	Namsai				Lower Subansiri			
	From PR office in writing	From Block office in writing	From PR office verbally	From Block office verbally	From PR office in writing	From Block office in writing	From PR office verbally	From Block office verbally
Male	23	15	28	33	7	25	53	15
Female	27	5	43	25	0	17	78	5
Total	25	10	36	29	3	21	66	10

Source: Field Survey.

In the Namsai district, 25 percent of workers view that they have obtained their job card from the panchayat office by writing, 10 percent of workers have obtained a job card from the block office in writing. Further, it shows that 36 percent of workers and 29 percent of workers have obtained their job card verbally from the panchayat office and block office respectively.

In Lower Subansiri district 3 percent workers and 21 percent workers have obtained their job card from panchayat office and block office respectively by written request and 66 percent workers and 10 percent workers have obtained their job card from panchayat office and block office respectively by requesting them verbally.

The data presented in table 5.5 shows that majority of the workers registration is done through verbal request to the concern Panchayat or Panchayat office.

Recommendation for Obtaining Job Card

The responses of the sample workers respondents are presented in Table 5.6 (On whose recommendation you got your Job Card?)

Table 5:6 Presents the Recommending Authority for Obtaining a Job Card by Sample Workers (Numbers in percentage).

Respondent	Namsai				Lower Subansiri			
	Panchayat Members	Official functionaries	MLAs	Self request	Panchayat Members	Official functionaries	MLAs	Self request
Male	37	25	0	38	53	15	0	32
Female	65	12	0	23	63	8	0	30
Total	51	18	0	31	58	11	0	31

Source: Field Survey.

The study revealed that 51 percent of workers in the Namsai district enrolled themselves with MGNREGA on the recommendation of Panchayati Raj members, 18 percent are registered on the recommendation of official functionaries and 31 percent are registered by requesting by themselves.

In the Lower Subansiri district, 58 percent of workers are registered on the recommendation of Panchayati Raj members, 11 percent registered on the recommendation of official functionaries, and 31 percent of workers are registered by requesting by themselves.

The above data clearly indicates that the people in both the district obtained their Job Card on the recommendation of respective Panchayat Members. The evidence of Member of Legislature recommending the names of workers are not seen in registering workers under MGNREGA.

Custodian of Job Card

According to the provision of MGNREGA, the Job Card is a legal document of all registered workers and the custody of Job Card has to be there with workers themselves. An attempt was made to ascertain the custodian of the Job Card. The responses of the sample respondents are presented in Table 5.7 below.

Table 5.7 Presents the Custodian of MGNREGA Job Card (Numbers in percentage)

District	Male		Female	
	Yes	No	Yes	No
Namsai	100	0	100	0
Lower Subansiri	87	13	90	10

Source: Field Survey.

The study shows that in Namsai District 100 percent Job Card is in the possession of the workers themselves. In the Lower Subansiri district 87 percent male respondents and 90 percent women respondents revealed that the Job Card in their own custody. However, 13 percent male respondents and 10 percent women respondents in Lower Subansiri District revealed that their Job Card is in the custody of Panchayat Raj members.

The above data shows that the provision of MGNREGA regarding possession of Job Card is not fully maintained in Lower Subansiri District. However, the informal discussion with some Panchayati Raj Members revealed that, Panchayat members keep the Job Card of a few selected workers. It is mainly done because some workers are forgetful and frequently lost their job card. Hence, Panchayat members help them in keeping their Job Card safe.

Problems in Workers Registration

It is generally understood that in rural areas due to lack of education people often faced problems in registration under MGNREGA. The present study attempted to ascertain the problems in connection with the registration of workers under MGNREGA. The present study also attempted to ascertain the possible financial involvement while registering under MGNREGA. Table 5:8 presents the responses of the sample workers regarding workers registration.

Table 5:8 Presents the Problems in Workers Registrations under MGNREGA (Numbers in percentage)

Particulars	Namsai		Lower Subansiri	
	M	F	M	F
Problems in getting registered.	0	0	20	17
Financial involvement in obtaining Job Card.	0	0	0	0

Source: Field Survey.

The study reveals that in the Namsai district, workers do not find any problems in getting themselves registered under MGNREGA. However, in the Lower Subansiri district 22 percent sample workers, i.e. 20 percent male workers and 17 percent female workers have revealed that they face certain problems while getting themselves registered under MGNREGA. On the basis of the discussion with the workers it was found that the problem faced by workers in Lower Subansiri in registering under MGNREGA is mainly due to a lack of awareness about the process of registering under MGNREGA. Further, it was also learnt from the study due to political differences with their elected Panchayati Raj Members, the registration request of some workers are delayed.

The study also revealed that in the study district, the evidence of financial involvement in obtaining Job Card is not seen.

Status of Basic Entitlements under MGNREGA

The MGNREGA PROVIDES various entitlements to its registered workers. Table 5.9 presents the status of entitlement under MGNREGA in the study district.

Table 5:9 Presents the Status of entitlements under MGNREGA (Numbers in percentage)

Particulars	Namsai				Lower Subansiri			
	Male		Female		Male		Female	
	Yes	No	Yes	No	Yes	No	Yes	No
100 days employment	0	100	0	100	0	100	0	100
Demand employment	30	70	57	43	20	80	15	85
Receive unemployment allowance	0	100	0	100	0	100	0	100
Receive delay compensation	0	100	0	100	0	100	0	100
Receive additional emoluments on working beyond a 5 KM radius.	0	100	0	100	0	100	0	100
Worksite facilities	0	100	0	100	0	100	0	100
Attendance is taken at the worksite	100	0	100	0	100	0	100	0
Conduct of MGNREGA Gram Sabha	70	30	47	53	100	0	77	23

Source: Field Survey.

In the Namsai district 43 percent of workers have demanded employment under MGNREGA and in the Lower Subansiri district 18 percent of workers have informed that they have demanded employment under MGNREGA. The interpretation of the above data shows that in both the study District most of the workers do not demand employment.

The study further revealed that unemployment allowances, delay compensation, and additional emoluments for working beyond 5 KMs are not paid to the workers in the study District. The study also revealed that worksite facilities in the

study District are not provided at the worksite area. However, the study revealed that the attendance at the MGNREGA worksite is maintained.

In the Namsai district, 58 percent workers and 88 percent workers in Lower Subansiri District have confirmed that the decision regarding MGNREGA works are taken in the Gram Sabha.

Thus, the study shows that the various entitlements like 100 days employment, worksite facilities, unemployment allowance and additional wages are not provided to the workers as per the provision of MGNREGA.

Timeline for Entitlements

MGNREGA provides a timeline for activities like issuance of Job Card, providing employment, payment of wages, payment of unemployments wages, etc. Table 5:10 presents the timeline for providing entitlements in the study District.

Table 5:10 Presents the Timeline for Entitlements (Numbers in percentage)

Particulars	Namsai				Lower Subansiri			
	Within 15 days		More than 15 days		Within 15 days		More than 15 days	
	M	F	M	F	M	F	M	F
Days taken for issue of Job Card	37	30	63	70	52	37	48	63
Days taken for employment	25	10	75	90	20	15	80	85
Days taken for payment of wages	37	23	63	77	35	32	65	68

Source: Field Survey.

The study revealed that 33 percent of workers in the Namsai district and 44 percent of workers in the Lower Subansiri district have been provided job card within 15 days from the date of application. However, more than 15 days were taken for providing job card to the majority of workers under MGNREGA.

The study also revealed that 18 percent of workers in Namsai and Lower Subansiri District were employed within 15 days after the request is made. Further,

the study revealed that 30 percent of workers in the Namsai district and 33 percent of workers in the Lower Subansiri district were provided wages within 15 days of the complete works.

The data presented in table 5.10 showed that the 15 days timeline given as per the provision of the Act for issuance of job card, provision of employment after the demand is received and payment of wages after completion of works is partially maintained in the study district.

Implementation Issues

Implementation is the crucial part of any schemes, the success and failure of any scheme is determined from the level of implementation success. Table 5:11 presented the implementation issues of MGNREGA in the study District.

Table 5:11 Presents the Implementation Issues in MGNREGA (Numbers in percentage)

Particulars	Namsai				Lower Subansiri			
	Male		Female		Male		Female	
	Yes	No	Yes	No	Yes	No	Yes	No
Selection of work as per the requirements of the village	87	13	100	0	83	17	77	23
Satisfaction with the work selection	70	30	100	0	87	13	95	5
Satisfaction with the quality of work	70	30	100	0	87	13	5	95
MGNREGA undertaken by contractor	13	87	0	100	5	95	5	95
Visit of the official in the MGNREGA work site	100	0	100	0	100	0	100	0
Monitoring of works by PR/officials	100	0	100	0	100	0	100	0
Conduct of two times Social Audit	0	100	0	100	0	100	0	100

Source: Field Survey.

The study revealed that in the Namsai district 93 percent of workers agreed that work selection under MGNREGA is as per the requirements of the village, 85

percent sample workers are satisfied with the selection and quality of works undertaken under MGNREGA, 7 percent sample workers revealed that some works under MGNREGA are undertaken by the contractor. In the Namsai district, all sample workers have confirmed the visit and monitoring of officials and Panchayat members in the MGNREGA worksite area.

In Lower Subansiri district 80 percent of workers agreed that work selection under MGNREGA is as per the requirements of the village, 91 percent sample workers are satisfied with the selection and quality of works undertaken under MGNREGA, 5 percent sample workers revealed that some works under MGNREGA are undertaken by the contractor. In the Lower Subansiri district, all sample workers have confirmed the visit and monitoring of officials and Panchayat members in the MGNREGA worksite area. However, there is no evidence of two times social audit under MGNREGA in the study district.

Selection of Shelf of Project under MGNREGA

The selection of the shelf of project under MGNREGA is supposed to be done by the general public in Gram Sabha. The present study attempted to ascertain, who select the shelf of project under MGNREGA. The responses of the sample workers are presented in Table 5.12 below.

Table 5.12 Presents the Procedure for the Selection of Self of Project under MGNREGA (Numbers in percentage)

Respondent	Namsai				Lower Subansiri			
	Gram Sabha	Gram Panchayat	Block Office	Panchayat Office	Gram Sabha	Gram Panchayat	Block Office	Panchayat Office
Male	67	27	7	0	85	15	0	0
Female	63	37	0	0	92	8	0	0
Total	64	32	3	0	88	12	0	0

Source: Field Survey.

The present study revealed that in the Namsai district 64 percent of the shelf of project under MGNREGA is selected by Gram Sabha, 32 percent shelf of project is selected by Panchayat members and 3 percent works are selected by block office.

In the Lower Subansiri district, 88 percent shelf of project under MGNREGA is selected by Gram Sabha. However, 12 percent of work is selected by the Gram Panchayat members.

The data presented in table 5.12 shows that selection of shelf of projects are being done through Gram Sabha most of the time.

Mode of Payment of Wages

Under MGNREGA all the payment has to be made in the Aadhaar linked bank account or the post office account of workers⁸². The present study attempted to understand the mode of payment of wages under MGNREGA. Table 5¹³ presented below presents the mode of payment of wages under MGNREGA.

Table 5:13 Presents the Mode of Payment of Wages under MGNREGA (Numbers in percentage)

Respondent	Namsai				Lower Subansiri			
	By Cash	By Cheque	By Direct Benefit Transfer	Others	By Cash	By Cheque	By Direct Benefit Transfer	Others
Male	0	0	100	0	60	13	25	2
Female	0	0	100	0	40	7	53	0
Total	0	0	100	0	50	10	39	1

Source: Field Survey.

The study revealed that in the Namsai district 100 percent of workers are receiving their MGNREGA wages through Direct Benefit Transfer (DBT).

⁸² *MGNREGA Annual Master Circular 2019-20, Ministry of Rural Development, Government of India, 2019, p. 104*

In the Lower Subansiri district, 39 percent of workers are receiving their MGNREGA wages through DBT. However, 50 percent of workers are receiving their wages by cash, another 10 percent of workers in the Lower Subansiri district are receiving their MGNREGA wages through bankers cheques and one percent of beneficiary opine that they receive wage by some other means. The reason revealed by the sample workers about non-payment of wages through Direct Benefit Transfer System is that, due to non-linkage of bank account and post office account.

The data presented in the table 5.13 shows that the non-DBT mode of MGNREGA wages payment is still practiced in some parts of Lower Subansiri district.

Mode of Information About MGNREGA Works

The question was asked on how information about MGNREGA work and worksite is passed to the general workers. The response of the sample workers is presented in table 5.14 below.

Table 5.14 Presents the Mode of Communication About Works and Worksites under MGNREGA (Numbers in percentage)

Respondent	Namsai				Lower Subansiri			
	Public Announcement	Notice Board	Official letter	Gram Sabha Meeting	Public Announcement	Notice Board	Official letter	Gram Sabha Meeting
Male	87	0	0	13	72	7	2	20
Female	100	0	0	0	68	12	5	15
Total	93	0	0	7	70	9	3	18

Source: Field Survey.

The study revealed that, in the study District public announcement is the most important and convenient mode for communicating MGNREGA work and worksite. It showed that 93 percent of the beneficiary in Namsai district and 70 percent workers in Lower Subansiri district are informed about MGNREGA works and worksite

through public announcement. About 9 percent workers in Lower Subansiri district get information about MGNREGA works from the notice board of the block office or Panchayat office and 3 percent workers in Lower Subansiri district have revealed that the information relating to works and worksite is informed through an official letter.

Further, 7 percent workers in Namsai and 18 percent workers in Lower Subansiri District have told that, the information relating to works, worksites, timing and duration of MGNREGA works is shared to them through Gram Sabha meeting.

The interpretation of the above data shows that public announcement is the preferred means for communicating regarding MGNREGA works in the study area.

Impact of MGNREGA

MGNREGA being the largest employment programme, which aims to create durable assets and secure the livelihood of the rural populace, is expected to have a profound impact on rural development. The impact of MGNREGA in the study District is presented in table 5:15 below.

Table 5.15 Presents the Impact of MGNREGA in the Study District.

Particulars	Namsai		Lower Subansiri	
	M	F	M	F
Family benefitted under MGNREGA	100	100	100	100
Impact of MGNREGA on unemployment	57	50	75	63
Impact of MGNREGA on Poverty	67	50	20	13
Impact on Women empowerment	68	50	33	75
Impact on agriculture and allied productivity	8	15	0	0
Impact of MGNREGA on Migration	20	10	0	5

Source: Field Survey.

The study revealed that the MGNREGA appears to have brought some impact on the lives of the people in the study District. All the sample workers in the study District agreed that their family have been benefitted from MGNREGA In the Namsai district 53 percent workers and 69 percent workers in Lower Subansiri District

believed that MGNREGA has a positive impact on unemployment, 58 percent workers in Namsai district and 17 percent workers in Lower Subansiri district viewed that MGNREGA has a good impact in fighting poverty, 59 percent respondents in Namsai and 54 percent respondents in Lower Subansiri District opined that MGNREGA has a positive impact on the women empowerment.

The study further revealed that 88 percent workers in Namsai and 100 percent workers in Lower Subansiri district are of the view that there has not been any improvement in agriculture and allied activities and 85 percent respondents in Namsai district and 98 percent respondents in Lower Subansiri district views that MGNREGA does not affect the migration.

MGNREGA Wage Rate and Local Wage Rate.

The participation of people in wage employment programme is largely determined by the existing local wages of the area. The present study attempted to ascertain the local wages and MGNREGA wages. The study found that 100 percent sample respondent reveals that, local wage rate in Namsai and Lower Subansiri district is much higher than the MGNREGA wage rate. In the Namsai district, workers are paid Rs. 350 to 400 on daily basis against Rs. 205 wage rates paid under MGNREGA. In the Lower Subansiri district, the local wage for unskilled labour is Rs. 400 to 600, which is much higher compared to the MGNREGA wage rate. The study revealed that the higher local wages compare to MGNREGA wages is one of the reason for low participation of people in MGNREGA works.

Opinion of the Sample Workers.

In the present study, the researcher has sought the opinion of the sample workers through an open-ended question regarding the shortcomings of the MGNREGA. Each sample of respondents has given one or other shortcomings. Broadly, sample respondents have pointed out the following shortcomings of MGNREGA:-

1. Existence of multiple job cards for a single-family.
2. Existence of ghost workers.
3. No proactive disclosure of activities approved under MGNREGA.
4. Non-conduct of social audit Gram Sabha.

5. Lack of proper training in implementing agencies.
6. Low wage rate.

Further, the researcher also sought the suggestion of the sampled respondents through the open-ended question for improving the performance of MGNREGA. Broadly, sample respondents have pointed out the following suggestions for improving the performance of MGNREGA:-

1. Orientation and awareness of the general public should be given.
2. A strong mechanism for grievances mechanism should be created.
3. MGNREGA wages should be on par with local wages.
4. Timely monitoring and supervision of MGNREGA work.
5. Skilled human resource should be given to every gram panchayat for quality planning and implementation.

Perceptions of the Sample Panchayati Raj Memebrs and Official Functionaries.

This part of the present chapter deals with the perceptions of the Panchayati Raj members and the official functionaries. For the present study, 12 sample Panchayati Raj members representing and 18 official functionaries from the study District were selected. For the present study, three CD block from each from Lower Suabnsiri and Namsai district were randomly selected and from each CD blocks, two Gram Panchayat were randomly selected. Further, From each Gram Panchayat, two Panchayat members were randomly selected for an interview and from each CD block, three official functionaries were randomly selected interview.

Status of Awareness

The awareness status of sample Panchayati Raj members and sample official functionaries is presented at 5:16 below.

Table 5:16 Presents the Awareness Level of Sample Panchayat Members and Sample Official Functionaries (in Numbers).

Particulars	Namsai				Lower Subansiri			
	PR members		Officials		PR members		Officials	
	Yes	No	Yes	No	Yes	No	Yes	No
100 days employment	5	1	9	0	4	2	9	0
Additional employment	0	6	2	7	0	6	1	8
Labour Budegt	3	3	9	0	4	2	9	0
Job Card within 15 Days	6	0	9	0	6	0	9	0
Demand driven approach	2	4	8	1	1	5	6	3
Unemployment allowance	0	6	9	0	1	5	9	0
Delay compensation	0	6	5	4	0	6	4	5
Radius of work	0	6	2	7	0	6	3	6
Worksite facilities	0	6	2	7	0	6	3	6
Two times Social Audit	0	6	4	5	0	6	7	2

Source: Field survey

The study revealed that the awareness level of Panchayati Raj members and some officials in the study district is very low. Out of 6 sample Panchayat members interviewed in Namsai, 5 panchayat members are aware of the 100 days mandates of MGNREGA. In the Lower Subansiri district, out of 6 sample Panchayat members interviewed 4 members are aware of the 100 days mandates of MGNREGA. All the sample official functionaries in the study District are aware of this provision of MGNREGA, none of the sample panchayat members is aware of the provision of addition works under MGNREGA and only 2 out of 9 sample official functionaries in Namsai and 1 out of 9 sample official functionaries in Lower Subansiri are aware that

MGNREGA more than 100 days work in certain areas as specified in the guideline, regarding job card, all sample panchayat members and sample official functionaries of the study District are aware.

The study revealed that 2 sample panchayat members and 8 sample official functionaries in the Namsai district are aware that under MGNREGA workers can demand employment. In the Lower Subansiri district, 1 sample panchayat members and 6 sample official functionaries are aware that under MGNREGA workers can demand employment. All the sample official functionaries of Lower Subansiri and Namsai District know unemployment allowance. However, only 1 sample of panchayat members in Lower Subansiri knows the unemployment allowance.

The study also revealed that none of the sample panchayat members is aware of the delay compensation, radius of works, worksite facilities and social audit provisions of MGNREGA. 5 sample official functionaries in Namsai district and 4 in Lower Subansiri are aware of the delay compensation provision, 2 sample official functionaries in Namsai district and 3 sample official functionaries in Lower Subansiri district are aware of the radius of worksite as per MGNREGA provision, 2 sample official functionaries in Namsai and 3 sample official functionaries in Lower Subansiri are aware of the worksite facilities.

The study further revealed that 4 sample official functionaries in Namsai and 7 sample official functionaries in the Lower Subansiri district know social audit under MGNREGA.

Training Coverage of Sample Panchayat Members and Sample Official Functionaries

The training coverage of Panchayat members and official functionaries under MGNREGA is presented in Table 5.17 below.

Table 5:17 Presents the Training Coverage of Sample Panchayat Members and Sample Official Functionaries (in Numbers).

Responses	Namsai		Lower Subansiri	
	Panchayat Members	Officials	Panchayat Members	Officials
Yes	5	9	4	9
No	1	0	2	0
Total	6	9	6	9

Source: Field Survey.

The present study revealed that the training coverage in the study district is not upto the mark, in the Namsai district, out of 6 sample panchayat members 5 members have attended training on MGNREGA and all sample official functionaries have attended training on MGNREGA.

In the Lower Subansiri district, out of 6 sample panchayat members, 4 members have attended training and all the sample official functionaries have attended training on MGNREGA in some form or other.

Implementation Issues

Implementation of any rural development scheme is one of the most crucial stages. The success and failure of any scheme largely depend on the quality in which the scheme has been implemented. Table 5.18 presented the implementation issues of MGNREGA in the study District.

Table 5.18 Presents the Implementation Issues of MGNREGA (in Numbers).

Particulars	Namsai				Lower Subansiri			
	PR members		Official		PR members		Official	
	Yes	No	Yes	No	Yes	No	Yes	No
Demand Employment	3	3	0	12	1	5	0	12
Do people get an unemployment allowance?	0	6	0	12	0	6	0	12
Do people get delay compensation?	0	6	0	12	0	6	0	12
Do people get additional emoluments for working beyond 5 KMs	0	6	0	12	0	6	0	12
Do worksite facilities provided in MGNREGA worksite	0	6	0	12	0	6	0	12
Do workers attendance maintained in the worksite	6	0	9	3	6	0	9	0
Do people take part in the preparation of the labour budget	4	2	3	9	6	0	2	10
Do the lists of approved activities published	6	0	9	0	6	0	9	3
People selected the Shelf of the project	4	2	6	6	3	3	5	7
GS Approved LB	6	0	9	0	4	2	9	0
Publicize MGNREGA activities	1	5	7	5	1	5	8	4
Maintain Asset Directory	1	5	9	0	2	4	9	0
Engaged Contractor/ machine	0	6	0	9	0	6	0	12

Source: Field Survey.

The study revealed that the basic entitlements of MGNREGA like unemployment allowance, delay compensation, additional wage for working beyond 5 km radius and worksite facilities are not given. In the Namsai district out of 6 sample panchayat respondents 3 respondents have opined that people demand

employment under MGNREGA and one sample panchayat respondent in Lower Subansiri district also opined that people demand employment under MGNREGA. However, all the sample official functionaries in Namsai and Lower Subansiri District have confirmed that workers do not demand employment. The sample official functionaries of Namsai and Lower Subansiri District inform that, in the absence of demand for employment from the workers, they are finding it difficult to generate man-days under MGNREGA.

According to the findings of the present study, there is no evidence of unemployment allowance, delay compensation, additional wages paid to the workers registered under MGNREGA in the study District. The findings of the study also revealed that worksite facilities are not provided to the workers in the study District and all the sample respondents have confirmed that the attendance register for workers is maintained in the MGNREGA worksite.

Regarding the selection of shelf of project under MGNREGA, the present study revealed that 4 sample panchayat respondents out of 6 and 6 sample official functionaries out of 9 in Namsai district have revealed that the self of project under MGNREGA is selected as per the demand of the people by majority votes in Gram Sabha. In Lower Subansiri district 3 sample panchayat respondents out of 6 and 5 sample official functionaries out of 9 have revealed that all the self of project under MGNREGA is selected as per the demand of the people by majority votes in Gram Sabha. Further, all the sample panchayat members and sample official functionaries of the study District have admitted that labour budget after preparation is placed before the Gram Sabha for approval, only 2 sample panchayat members in Lower Subansiri district opined that MGNREGA labour budget is not approved at Gram Sabha level.

The study revealed that panchayat members and official functionaries of both Namsai and Lower Subansiri district differs in term of their opinion. The majority of panchayat members informed that list of approved activities is not made available to the public. However, the majority of the official functionaries of both Namsai and Lower Subansiri District opines that a list of activities approved under MGNREGA is made available to the public. The present study also revealed that the assets directory is maintained at the block office level and no machinery or contractors are engaged for MGNREGA works.

Employment Timing

MGNREGA being a demand-driven scheme is triggered by the demand made by the workers. However, it is pointed out in many studies that MGNREGA like other scheme is becoming allocation based, instead of demand-based. The present study attempted to ascertain the timing of awarding employment under MGNREGA. Table 5:19 presented the timing for the allocation of works under MGNREGA.

Table 5:19 Presents the Timing for Allocation of Works under MGNREGA (in Numbers).

Responses	Namsai		Lower Subansiri	
	Panchayat Members	Officials	Panchayat Members	Officials
When demanded by Workers.	2	2	1	4
When a fund is available.	4	7	5	6
Others	0	0	0	0
Total	6	9	6	9

Source: Field Survey.

The present study shows that work under MGNREGA is provided to the workers as and when funds are available. 2 panchayat members and 2 official functionaries in Namsai district and 1 panchayat members and 4 official functionaries in Lower Subansiri district have opined that works are provided to the workers as per their demand.

The study revealed that the work under MGNREGA is provided as per the availability of fund not as per the pre-demand through labour budget. Further, the study revealed that recommendation panchayat members and official functionaries have nothing to do with the employment of workers under MGNREGA.

Monitoring of MGNREGA

Any development scheme initiated by the Central Government of India and the State Government is expected to have a strong monitoring mechanism. The

present study attempted to ascertain the monitoring of MGNREGA. The findings of the study are presented in table 5:20 below.

Table 5:20 Presents the Responsibility of MGNREGA Monitoring (in Numbers)

Particulars	Namsai				Lower Subansiri			
	PR Members		Officials		PR Members		Officials	
	Yes	No	Yes	No	Yes	No	Yes	No
Monitor by other agencies	0	6	2	10	0	6	0	12
Presence of Grievance cell	3	3	9	3	5	1	9	3
Conduct of Social Audit	0	6	0	12	1	5	2	10

Source: Field Survey.

The present study revealed that monitoring system of MGNREGA in the study district is not strong, the data shows that only 2 official functionaries from the Namsai district out of 9 have informed that outside agencies also monitor MGNREGA works as and when assigned by the central or state government. All the sample official functionaries of the study district have agreed to the presence of MGNREGA grievances cells in their respective district.

The study also revealed that two times social audit is not conducted in both Namsai and Lower Subansiri District.

Impact of MGNREGA

Table 5:21 presented below shows the impact of MGNREGA in the study District.

Table 5:21 Presents the Impact of MGNREGA according to Sample Panchayat Members and Sample Officials Functionaries (in Numbers).

Particulars	Namsai				Lower Subansiri			
	PR Members		Officials		PR Members		Officials	
	Yes	No	Yes	No	Yes	No	Yes	No
Impact on Unemployment	2	4	6	6	0	6	4	8
Impact on Poverty	2	4	6	6	0	6	4	8
Impact on Migration	1	5	1	11	0	6	0	12
Impact on Women empowerment	6	0	6	6	2	4	5	7
Impact on Agri. and allied sectors	2	4	2	10	0	6	2	10

Source: Field Survey.

MGNREGA as the largest employment programme in the country is expected to have multiple impacts on rural areas. It is expected to have a profound impact on unemployment, women empowerment, rural-urban migration, agriculture, Horticulture, etc.

Unemployment and poverty have been serious problem that the country has been facing since independence. MGNREGA was introduced to provide at least 100 days of work to a rural household in a financial year. It is expected MGNREGA to have some impact on unemployment and poverty. However, the data presented in table 5.21 shows that 2 panchayat members and 6 functionaries have opined that MGNREGA has changed the unemployment and poverty scenario in their area. In the Lower Subansiri district, only 4 official functionaries opine that MGNREGA has an impact on unemployment and poverty in their area. It revealed that MGNREGA has not made much impact on the unemployment and poverty scenario in the study District.

MGNREGA which aims to provide social security and promote livelihood opportunity in the rural areas by providing guaranteed employment to each registered rural household. In this way, MGNREGA aims to minimize the migration of the

workforce from rural to urban. MGNREGA is expected to have a positive impact on the rural to urban migration of the labour force in the country. However, only 1 panchayat member and 1 official in the Namsai district opines that MGNREGA has controlled the migration of the labour force from rural areas. In the Lower Subansiri district, all respondent believe that MGNREGA has no impact on rural to urban migration. They believe that instead of controlling the migration of people from rural areas, many labour forces from neighbouring District and neighbouring state are migrated to their area in search of employment due to the scarcity of labour force in their area.

MGNREGA provides that at least two-thirds of beneficiary should be from women and it provide no distinction in payment of wages based on gender. Hence, it is expected that MGNREGA to have a positive impact on women empowerment. The study reveals that the majority of the respondents in the Namsai district believe that MGNREGA directly or indirectly helped in empowering women. In the Lower Subansiri district, 2 panchayat members and 5 official functionaries opine that MGNREGA has paved the way for self-reliant women folk in their village. However, MIS data of MGNREGA reveal that the numbers of women workers in the Lower Subansiri district are more than male workers.

Under the list of permissible activities under MGNREGA, almost 180 permissible works are related to agriculture and allied activities. Hence, MGNREGA is expected to have a good impact on agriculture and allied activities. In an attempt to assess the impact of MGNREGA on it is found that the majority of the respondents in Namsai and Lower Subansiri district reveals that MGNREGA works are hardly used in agriculture and allied activities that the reason they could not see any improvement in agriculture and allied sectors due to introduction of MGNREGA.

Opinion of the Sample Panchayat Members and Sample Official Functionaries

The researcher attempted to seek the opinion of Panchayat members and officials functionaries about loopholes in the working of MGNREGA through the open-ended question. Following are the response of the Panchayat members and Government officials:-

1. Lack of proper training to its functionaries and Panchayat members.
2. A weak supervisory mechanism to supervise the working of MGNREGA.

3. Delay release of funds from state government and district administration to block and Gram Panchayats.
4. Absence of skilled manpower at Gram Panchayat level

Further, open-ended questions were given to Panchayat members and officials functionaries seeking suggestions for improving the working of MGNREGA, following response were put forward:

1. Timely orientation and training of panchayat and officials dealing with MGNREGA as per the latest guideline.
2. MGNREGA labour wage should be on par with the local wages of the district.
3. Provision of skilled manpower with technical knowledge of the latest guideline.
4. Provision of dedicated fulltime manpower.

The present study clearly shows that the performance of MGNREGA in Namsai and Lower Subansiri district need improvement. The performance deficit of MGNREGA can be observed from the low awareness about the MGNREGA and its guideline amongst the workers and Panchayat members, the low level of awareness could also be seen amongst official functionaries of MGNREGA. The low awareness of workers and Panchayat members regarding the number of days required for the registration of Job card, issue of job card to the workers, demand-driven approach of MGNREGA, worksite facilities etc. are some of the issues which reflected that the performance of MGNREGA in both the District is below expectation. The absence of worksite facilities, delay in payment of wages, non-payment of unemployment allowance, non-payment of additional wages for working beyond the radius of 5 KM clearly shows that the implementing agencies are taking a very casual approach towards all these mandatory requirements of MGNREGA.

Selection of shelf of project without making a proper survey of the village is another example that shows the low performance of MGNREGA in Namsai and Lower Subansiri District. The conduct of Social Audit in few villages further shows that the performance of MGNREGA is below expectation. Further, there are huge gaps in the views of workers, Panchayat members and government officials regarding the implementation of MGNREGA. The low performance of MGNREGA can also be witnessed from the impact of MGNREGA on unemployment, poverty reduction,

minimising of workers migration. The implementation of MGNREGA in Namsai and Lower Subansiri District is subjected to many constraints like lack of awareness, shortage of dedicated fulltime manpower, lack of political will, illiteracy, etc. The survey shows that implementing agencies are also unaware of many provisions of MGNREGA like provision of additional 50 working days under MGNREGA in area where Forest Right Act (FRA) is in place, provision of additional 50 days in the area inhabited by scheduled castes and scheduled tribes. The reported delay in funding by district and block is also serious stumbling blocks in the way of successful implementation of MGNREGA in Namsai and Lower Subansiri district.

This chapter dealt with the findings of the field survey conducted by the researcher. The next chapter deals with the summary findings of the study and concludes the thesis.

CHAPTER 6

SUMMARY, FINDINGS AND CONCLUSION

CHAPTER 6

Summary, Findings and Conclusion

The last chapter dealt with the findings of the field study conducted by the researcher in the study area. The present chapter summarises and concludes the thesis. The chapter is divided into two parts. The first part presents a summary overview of the thesis. The second part of the chapter discusses the broader findings of the study and concludes the study.

This is a study on the “Mahatma Gandhi National Rural Employment Guarantee Act (2005) in Arunachal Pradesh: A comparative study of Lower Subansiri and Namsai districts”. The major focus of this study has been the working of MGNREGA in Arunachal Pradesh. The study was carried out in the Lower Subansiri and the Namsai districts of Arunachal Pradesh. Three CD blocks from each district were selected for the study, viz. Ziro-I block, Hong-Hari block and Ziro-II block were selected from the Lower Subansiri district and Namsai block, Chowkham block and Lekang block were selected from the Namsai district.

The present study revolves around the following major objectives:

- i.** To study MGNREGA and its various provisions. (Detail discussion on the rural employment programmes and the provisions of MGNREGA along with organizational set-up, funding patterns and significance of MGNREGA is carried out in chapter two, from **pages 29 to 61**).
- ii.** To examine the implementation of MGNREGA in Arunachal Pradesh (Detail discussion on implementation and working of MGNREGA is discussed in chapter three, from **pages 62 to 90**)
- iii.** To assess the implementation of MGNREGA in Lower Subansiri and Namsai districts. (Discussion on this objective of the study is carried out in chapter four, from **pages 91 to 119**)
- iv.** To identify the factors influencing the participation of rural people and their perception towards the implementation of MGNREGA (perceptions of the workers, panchayat members and official functionaries is discussed in chapter five, from **pages 120 to 151**)

The present study on “Mahatma Gandhi National Rural Employment Guarantee Act (2005) in Arunachal Pradesh: A comparative study of Lower Subansiri and Namsai districts” has tested the following hypothesis.

1. The awareness level of rural people and implementing agencies are weak concerning MGNREGA and its various provisions.
2. Political interference is one of the reasons for the deprivation of needy people from being selected as workers.
3. People are not keen to work under MGNREGA as daily labour wages of Lower Subansiri and Namsai district is more than the wages paid under this scheme.

The data presented in table 5:3 and table 5:16 shows that the awareness level of workers and Panchayati Raj members are very low. Hence, hypothesis 1 tested in the field study is found to be positive.

The data presented in table 5:6 revealed that many of the workers are enrolled under MGNREGA on the recommendation of Panchayati Raj members. Further, table 5:8 revealed that 22 percent of households faced difficulties in getting registered under MGNREGA in Lower Subansiri district due to political differences between elected Panchayat leaders and households. However, no such evidence could be seen in the Namsai district. Hence, hypothesis 2 tested in the field study is found to be partially positive.

The discussion regarding the MGNREGA wages and local wages revealed that the existing local wage at Namsai is around Rs. 350 to Rs. 400 daily and the existing local wage at Lower Subansiri is around Rs. 400 to Rs. 600 daily against Rs. 250 wage rate of MGNREGA. The study revealed that the higher local wages compare to MGNREGA wages is one of the reasons for the low participation of people in MGNREGA works. Hence, hypothesis 3 tested in the field study is found to be positive.

The present study is broadly historical, descriptive, and empirical. The data for the present study has been drawn from both secondary and primary sources. The secondary data is based on macro analysis of various secondary sources like published and unpublished works, government guidelines, rules, Act, internet sources and other government records. The main sources of primary data have been field

surveys conducted in two sample districts viz. Namsai and Lower Subansiri districts. From each district three CD blocks were randomly selected for the present study and from each CD block, two Gram Panchayat were randomly selected.

For primary data, both open-ended and close-ended interview schedule was designed, and a partially structured interview was undertaken. The total sample size taken for the present study is 270. Out of the total sample size, 240 respondents were workers, 12 respondents were elected Panchayat Raj members and 18 respondents were official functionaries. Considering the constraints related to logistic and communication difficulties, the researcher found 270 samples as ideal for conducting the present study.

From each CD block, three official functionaries were interviewed, from each Gram Panchayat, one Panchayati Raj member was interviewed, and from Gram Panchayat 20 workers i.e. 10 male and 10 female workers were selected and interviewed. While choosing the official functionaries and Panchayat Raj members, a simple random sampling method was followed. While choosing workers' respondents' systematic random sampling method was followed. Adequate attention has been given while choosing respondents so that different sections of the society are represented in the samples.

The present study has been divided into six chapters. The following section summarises the chapters of the thesis.

Chapter 1 (one) is the introduction to the study. In this chapter historical and philosophical background of the MGNREGA is discussed. The second section presents the outline of the study, statement of problems, the main objectives of the study, a review of existing literature, research gaps, hypothesis, and methodology adopted for pursuing the study. The organization of the thesis is also presented at the end of the chapter.

Chapter 2 (two) entitled, “Rural employment programmes in India with special reference to MGNREGA” made a detailed discussion on the history of rural employment programmes and various rural employment programmes introduced before MGNREGA. A detailed overview and the administrative setup of MGNREGA have been presented in the second part of this chapter. This chapter also discusses the various types of permissible works under MGNREGA.

Chapter 3 (three) entitled, “MGNREGA in Arunachal Pradesh” presented a brief profile of Arunachal Pradesh, the status of poverty, unemployment and labour force participation in Arunachal Pradesh. This chapter further presents the working of MGNREGA in Arunachal Pradesh. For analysing the working of MGNREGA in Arunachal Pradesh, the secondary data have been considered from five financial years, starting from 2014-15 till 2018-19. This has been done, keeping the availability of secondary sources of these periods into account.

Chapter 4 (four) entitled, “MGNREGA and its implementation in the study area” made a brief discussion on the profile of the Lower Subansiri and Namsai districts. The chapter also discusses the selection of CD blocks and Gram panchayats for the study. The second part of the chapter presents the implementation and working of the MGNREGA in Lower Subansiri and Namsai districts in Arunachal Pradesh. A detailed discussion on the status of poverty, unemployment, distribution of workers in the study districts, the status of job cards, the status of employment under MGNREGA in the study districts, assets created under MGNREGA, etc. are discussed in detail.

Chapter 5 (five) entitled, “Implementation of MGNREGA in the study area: Perceptions of different stakeholders” deals with the field data analysis. The chapter deals with the perceptions of the workers, Panchayat members and official functionaries about MGNREGA. The data for the study were collected through a sample study with the help of an interview schedule designed for the workers and panchayat members & official functionaries. The chapter presents the analysis of data collected through a sample study and tried to draw findings from the study.

Chapter 6 (six) is the concluding chapter of the study. In this chapter summary of all chapters and findings of the study are discussed.

The history of employment generation is not new, Poor Law Amendment Act in Great Britain in 1834 and the New Deal Programme in the USA are some of the instances that attempted for ensuring employment. The provision of ‘Right to work’ under the Directive Principles of State Policy (Part-IV of the Indian Constitution) is such an instance in India. This is major evidence that employment and poverty have been a great concern for India since independence. Introduction of the Rural Manpower Programme (RMP), the Crash Scheme for Rural Employment (CSRE), Pilot Intensive Rural Employment Programme (PIREP), Small Farmers Development

Agency Programme (SFDAP), the Food for Work Programme (FWP), Training for Rural Youth for Self Employment (TRYSEM), etc. are important attempts that the Government of India tried for securing the livelihood security of the people in rural areas.

The MGNREGA was notified on September 7, 2005, as a subsumed of the erstwhile scheme such as Sampoorna Grameen Rozgar Yojana (SGRY), National Food for Work Programme (NFFWP), Employment Assurance Scheme (EAS) and Jawahar Gram Samridhi Yojana (JGSY). The MGNREGA aims to provide hundred days of gainful employment to all adult member of a rural household who volunteers to do unskilled manual work at the wages fixed under the programme. By providing gainful employment to rural youth MGNREGA aims to secure the livelihood of the rural household. In Arunachal Pradesh, the MGNREGA was first introduced in the Upper Subansiri district of Arunachal Pradesh for the first time on February 2, 2006, when MGNREGA was introduced in 200 districts of the country during the first phase of MGNREGA implementation. During the second phase of the introduction of MGNREGA in the country in 2007, the Lohit and Changlang districts were also selected amongst 130 more districts selected for implementation of MGNREGA. The remaining districts of Arunachal Pradesh were covered under MGNREGA from 2008.

In the present study, attempts have been made to understand the working of the MGNREGA in Arunachal Pradesh by taking two sample district, i.e. Lower Subansiri and Namsai District. The findings of the study are presented below:-

Findings

The level of awareness among the intended beneficiaries is considered the key to the successful implementation of any Government-sponsored scheme. The MGNREGA as a wage employment scheme is very unique compared to earlier. Unlike earlier schemes, MGNREGA is a right-based, demand-driven scheme. The knowledge of the various provisions of MGNREGA can be the main determining factor for the success of the scheme.

However, the present study found that the awareness amongst the workers and Panchayat Raj members is very low. Table 5:3 and table 5:16 revealed that the awareness level of sample registered workers and sample Panchayati Raj members are very low. The study found that the majority of registered workers and Panchayati Raj leaders of Lower Subansiri and Namsai district are not aware of various entitlements like unemployment allowance, delay compensation, worksite facilities, etc. as enshrined under the Act. It is also found that the majority of the sample workers and sample Panchayati Raj leaders are not aware of MGNREGA as a demand-based scheme. The study also found that the level of awareness among official functionaries is also limited. During the financial year, an annual master circular is circulated by the Ministry of Rural Development, Government of India wherein, all latest notifications on the implementation of MGNREGA are incorporated. However, it was found that official functionaries are not updated.

The study found that one of the main reason for the low level of awareness among sample respondents are inadequate awareness generation programme in respect of MGNREGA. The study found that the majority of sample registered workers are not accessible to any sort of training or awareness programme about the programme. Most of the awareness programmes are organised by the Government for official functionaries, Chairpersons of Gram Panchayats and Zilla Parishad level. The awareness programme for registered workers and Gram Panchayat Members are not organised by the Government. Further, the study also revealed that the Semi-skilled employees of MGNREGA are also not properly oriented.

The present study also found that the level of education is also one of the determining factors for the low level of awareness amongst the registered workers. It is found that the majority of the sample workers have studied up to high school. This shows that mostly least educated people are registered under MGNREGA and more educated people do not register. Therefore, public announcement or door to door announcement is found to be a convenient way of communicating activities of MGNREGA like Gram Sabha, worksite location, the timing for works, etc.

The MGNREGA provides that all citizen of the Gram Panchayat who is 18 years and above and intended to do unskilled manual works under a given wage can get themselves registered under MGNREGA by requesting concern Gram Panchayat. The present study found that in Lower Subansiri and Namsai District majority of the

registered workers get themselves registered by verbally requesting the respective Panchayat members. Hence, the majority of the workers under MGNREGA are registered on the recommendation of Panchayati Raj members.

The study revealed that people in general, are not finding problems in getting themselves registered under MGNREGA. However, due to the indifferent attitude of Panchayat leaders toward a citizen who does not belong to the same political party, certain occasional problems have been seen, which is very rare in the case. Further, the evidence of financial involvement in getting registered under MGNREGA is not seen in the present study.

MGNREGA as an employment generation scheme requires the participation of people from all sections of society. MGNREGA clearly states that one-third of the beneficiaries under the scheme be given to women. As per the secondary sources available on the MGNREGA website, it is found that in Arunachal Pradesh 65 percent of employment was provided to men and 35 per cent of employment was provided to women. The secondary sources further revealed that the percentage of women registered workers under MGNREGA is more in the Lower Subansiri district as compared to Namsai district. It is mainly because, in Lower Subansiri district, male members of the village are engaged more in other activities, other than MGNREGA. In the Namsai district out of total employment provided 19.71 percent were women and 80.29 percent of workers were men. While in the Lower Subansiri district 38.41 percent were women and 61.59 percent were men.

The secondary sources from MGNREGA official websites revealed that participation of other categories (Non-SC/ST) in the Namsai district is more than the scheduled tribe category. The other categories (Non-SC/ST) registered workers in Namsai district constitute 69 percent of total registered workers, the schedule tribe category constitutes 30 percent and 1 percent of workers belong to the scheduled caste category. In Lower Subansiri district, according to the MGNREGA MIS report 97 percent of workers belong to the scheduled tribe, 2 percent of workers belong to the other category and schedule caste workers constitute only 1 percent of the total registered workers. However, the findings according to the primary sources revealed that in Lower Subansiri district 100 percent of registered workers belong to Schedule Tribe since there is no Schedule Caste and General Category population enrolled in electoral rolls of Panchayati Raj or there is no ordinary residence of Lower Subansiri

district belonging to Schedule Caste and General Category, the registration of schedule caste and general category under MGNREGA in Lower Subansiri is not possible. Hence, it can be said that the MIS record of MGNREGA is not 100 percent reliable and some faulty record is also entered in the MIS record.

A job card is one of the primary documents of MGNREGA workers, worker make demands for employment and is employed based on the unique number available on the Job Card. The detailed records of registered members along with photos are maintained on the workers' Job Card. The MGNREGA provides for the issue of a Job Card to all registered House Hold within 15 days from the date of registration under the scheme. However, it is found in the study that a 15 days timeline for the issue of a Job Card is not maintained in the study area. It is revealed by the respondents that sometimes it took more than 30 days. Even official functionaries admit that due to certain local conditions issue of the Job Card is delayed some time.

The secondary sources revealed that in the Namsai district, 100 percent out of the total applicants have been issued job cards during 2014-15 to 2018-19. While in the Lower Subansiri district after verification of the total applicant 98 percent of the total applicant were issued job cards during 2014-15 to 2018-19, the application of the remaining 2 percent was rejected due to ineligibility as per the provision of the Act.

Further, the MGNREGA provision considered a Job Card as a legal document and no other persons other than the registered Household can keep custody of the Job Card. The present study revealed that in the study area majority of the Household keep their Job Card with them. However, the Job Card of some selected workers like Old Age persons is kept in the custody of either Panchayat members or the Block office for safe custody. As it is revealed, old aged persons due to their forgetful nature many a time lose their Job Card and it is because of this reason some Panchayat Member and Block Office keep the custody of the Job Card for its safety.

The mandate of MGNREGA is to provide 100 days of wage employment to all rural households in a financial year. Ministry of Rural Development mandated for additional 50 days of wage employment to the Schedule Tribe Household in a forest area. According to the findings based on the secondary sources, 81 percent of the

household out of the total registered has demanded employment during 2014-15 to 2018-19. Out of which, 97 percent have been offered employment and 93 percent availed the employment. Out of 81 percent of household provided with employment under MGNREGA, 91.4 percent employment was provided to Scheduled Tribe, 8.52 percent employment was provided to other categories and 0.07 percent employment were provided to schedule caste households.

In Namsai district, out of the total household that demanded employment, 98 percent were provided employment. While in the Lower Subansiri district, 89 percent of the household were employed out of the total household demanded employment under MGNREGA. However, the primary data as shown in table 5.18 all sample official functionaries and a majority of the Panchayati Raj leaders have revealed that the registered workers do not demand employment under MGNREGA. Further, table 5.3 clearly shows that majority of the sample Job Cardholders are not aware of the Demand-driven approach of the MGNREGA.

The difference in the reports of secondary data and primary data clearly shows the existence of faulty MIS data on the MGNREGA website.

The analysis of the secondary data for five financial years (2014-15 to 2018-19), revealed that the average working days per household under MGNREGA in Arunachal Pradesh is only 32 days against the national average of 50.88 days during 2018-19. In the Namsai district, the average working days per household is 41.8 days and in the case of the Lower Subansiri district, it is 34 days. Secondary sources also revealed that only 1134 and in Lower Subansiri district only 13 households have completed 100 days of employment.

The analysis of primary data in table 5:9 revealed that in the study area no household has been provided 100 days of employment. Hence, it can be said that 100 days of employment are not provided under MGNREGA in the study area.

The present study revealed that the awareness level of the registered Job Cardholders in the study area is very low and due to the low level of awareness, the majority of the entitlements enshrined under MGNREGA are not known to them. The study revealed that basic entitlements like provision of worksite facilities, unemployment allowance, delay compensation, the additional wage for working beyond five kilometres, provision of accidental insurance, etc. are not known to the

Job Cardholders in the study area. This clearly shows that these entitlements are not provided in the study area, this is the reason why they are unaware of these entitlements.

However, the study found that the demand-based approach of MGNREGA is work is not applied in the study area. Instead, it is working like allocation based work. Registered workers in general do not make a demand for employment, due to which the entitlement of unemployment allowance is obsolete in the study area. The study also revealed that Fund Transfer Order (FTO) is generated immediately after completion of works, however, payments to their respective account numbers are not completed on time. The study found that various issues like bank linkage, aadhar seeding issues and connectivity issues as some of the hindering factors in payment delay.

Further, the official respondents revealed that due to the tough terrain and existence of villages in very far-flung areas, the fund meant for worksite facilities are sometimes adjusted in some other heads like procurement of working tools for MGNREGA workers and transportation cost of man and material. It is due to this reason most of the time they could not provide worksite facilities. However, they further revealed that important worksite facilities like drinking water and first aid are always kept ready for the workers to be used on the worksite.

The present study found that the majority of the sample respondent revealed that the selection of the shelf of the project is made through Gram Sabha. However, few sample workers revealed that some of the site selections are made by the elected Panchayati Raj members and official functionaries. Further, the majority of the respondents have expressed their satisfaction with the quality of the assets created under MGNREGA.

This study has found that the works under MGNREGA in the study area are undertaken by registered manual labours, the use of machinery and contractor is not found in the study area. However, due to the low wage rate of MGNREGA compared to the local wage rate, people who are registered under MGNREGA do not show keenness on MGNREGA works. At present, the local wage rate in Lower Subansiri and Namsai District is around ₹ 300.00 to ₹ 500.00 per day which is very high compared to the MGNREGA wage rate which is only ₹ 212.00 per day. The study

revealed that in many instances the workers do not participate in the MGNREGA works instead they send some other non registered persons to work on their behalf. This shows that the people in the study area are registered under MGNREGA not because they wanted to work under MGNREGA but because they want some community assets to be created in their area. In other words, it can be said that in the study area people registered under MGNREGA not for wage employment but as a social responsibility for the creation of some community assets under the programme.

The wages under MGNREGA are being paid digitally through Direct Benefit Transfer (DBT) system. The present study shows that majority of MGNREGA workers in the Namsai district have linked their Bank or Post office account with the MGNREGA job card. However, in Lower Subansiri district, bank and post office links to the job card have not been achieved fully. Hence, the payment of MGNREGA wages in Namsai is all made through account transfer. In Lower Subansiri, account transfer of wages is still to be achieved.

The study revealed that in both Namsai and Lower Subansiri district, people do not depend much on MGNREGA wage employment. The majority of the rural people owned their agricultural land and are engaged in many other productive activities. Hence, the visible effect of MGNREGA on poverty, unemployment, and women empowerment could not be seen. The study also revealed that the work was undertaken under MGNREGA in Namsai district and Lower Subansiri district are mostly civil engineering related works like rural connectivity, flood control, rural sanitation, etc. Hence, no visible impact of MGNREGA could be seen on agriculture and allied activities.

The study further revealed that the people of Namsai district and Lower Subansiri district are not much dependent on MGNREGA works. Hence, the impact on the migration of the local labour force is not much visible. Instead, due to the high local wage rate in the area, manual wage labour from the neighbouring state are coming to these districts in search of employment.

It is found in the study, that most of the work undertaken and assets created under MGNREGA is civil engineering related work (construction using cement, rods, etc.) like rural connectivity, drainage, culvert, and so on are preferred. It is because of the lack of technical human resources within the implementing department. In the

field study, it is observed that the works under MGNREGA are generally entrusted to Extension Officer (Rural Engineering), which is the reason the work selection under MGNREGA is mostly confined to civil engineering related works. The works relating to Natural Resource Management, water-related works, horticulture, Agri and allied, etc. are given the least importance. Whereas out of 260 permissible works around 60 percent works are related to NRM and water-related activities. The study further revealed that rural connectivity and flood control works have been mostly preferred in Namsai district. In Lower Subansiri district rural connectivity and rural sanitation are mainly preferred.

Proper planning is the key to the successful working of any Government scheme in rural areas. This study has found that MGNREGA lacks proper planning at the village level. In the absence of technical manpower for planning and implementation of the scheme relating to all permissible activities, only a few activities are considered and taken for implementation. Out of 260 permissible works planning relating to NRM and water-related activities like water recycling, rainwater harvesting, etc. are almost absent, Most of the works undertaken are related to the construction of cemented roads, cemented drainage, footpath, etc. it is mainly because of manpower is available from this field. Further, the lack of proper monitoring and absence of a grievances redress mechanism and ombudsman is found to be a major setback for MGNREGA planning and implementation.

Further, the concept of Social Audit of MGNREGA is very new to the study area. The majority of the sample Job Card Holders are not aware of the concept of Social Audit. The non-conduct of Social Audit to redress the grievances of the workers and as a corrective measure to the implementing agencies is another problem that MGNREGA has in the study area, due to which there exists much doubt about possible corruption and leakages in the implementation of MGNREGA.

Policy Implications

The present study observed that MGNREGA is suffering from several shortcomings and implementation issues. Even after 15 years of the introduction of the programme the level of awareness is found to be very low. Due to this many of

the entitlements as provided under the Act could not be materialised. However, the list of permissible activities under the scheme shows that it has the potential to serve as a game-changer in securing a rural livelihood. Though the achievements of MGNREGA in generating employment and creating durable assets in Arunachal Pradesh are robust, the growing concern among the workers to learn more about MGNREGA shows that MGNREGA has created some positive hopes in the mind of the people. At the policy level, certain care may be required for the effective implementation of the programme.

This study has found awareness of workers as one of the major bottlenecks for the successful planning and implementation of the programme, it is found that most of the training programme is concentrated and targeted to functionaries and chairpersons of Gram Panchayat. The majority of the problems in MGNREGA are arising mainly because of the low level of awareness amongst the public. Therefore, the awareness generation programme must not be restricted to official functionaries and Chairpersons of Gram Panchayat it should be made for all. Further, Information Communication Education (IEC) can play a very significant role in generating awareness of the general public. Therefore, it is suggested that proper use of IEC and awareness programmes at the village level should be the primary concern of the Government.

The study also found that the skilled and semi-skilled employees like Gram Rozghar Sahayak (GRS) and Barefoot Technician (BFT) appointed under MGNREGA are not properly informed about their roles and functions. Many of the GRS and BFT are working merely as computer operators in the block office and many of the block offices have not appointed such employees. Therefore, as per the provision, GRS and BFT should be appointed in every block and these employees should be equipped with all necessary information regarding their role and functions, so that they may extend their services from the planning level to the evaluation level.

This study found that the work undertaken under MGNREGA is restricted to a few activities that are permitted under MGNREGA. Due to the lack of technical manpower for planning and implementation of other permissible activities, those activities could not be taken up. Therefore, it is suggested that MGNREGA should be converged with other departments such as Agriculture, Horticulture, Soil Conservation, Public Health and Sanitation departments. So that, the vacuum of

technical manpower shortage may be managed by the concerned department and close guidance of experts may be made available for MGNREGA planning and implementation.

The MGNREGA planning is made without proper planning exercise and without finding the developmental gaps. Therefore, it is suggested that proper planning through a door to door survey of the area of the gaps in the village and Participatory Rural Appraisal (PRA) activities along with proper Gram Sabha should be done strictly under the technical expert and planning should be done only after careful observation of the critical gaps in the village.

It is found in the study that, worksite facilities like drinking water, waiting sheds, first aid box, crèches, etc. are not provided in the MGNREGA worksite. The provision of these facilities in the worksite areas will encourage the participation of all sections of the workers. It is found that entitlements as per the provision of the Act are not provided to the workers under MGNREGA. Therefore, the State Employment Guarantee Council is required to identify such an organization to oversee the working of MGNREGA and ensure the mandatory provisions of all entitlements to the workers.

The wage rate of MGNREGA is very low compared to the local wages in the study area. This may be the reason for the lack of interest amongst the people in the study area. Therefore, the wage rate should be given at par with the local wages of the study area. Further, incentivization of a better performing village is highly recommended. This will encourage the performing village and will create a sense of competitiveness amongst Panchayati Raj leaders and

The present study “Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), 2005 in Arunachal Pradesh: a comparative study of Lower Subansiri and Namsai districts” is a limited study taking only 12 Gram Panchayat of two selected districts in the state. Therefore, there are limitations to drawing a broader generalisation for the whole of Arunachal Pradesh. The summary and findings of the study cannot be taken as a universal result for all districts of Arunachal Pradesh. Further research can be conducted by taking more district and a bigger sample for the broader generalisation. The other aspects of MGNREGA like gender and economic

perspective and so on can also be taken up for future research by taking wider study areas and larger sample size for drawing broader conclusions and generalisation.

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APPENDIX-I
PHOTO GALLERY

APPENDIX-I



Construction of CC Road at Hija Village under Ziro-I CD Block, Lower Subansiri District (Source: Block Office, Ziro-I CD block, Dated 18/05/2019)



MGNREGA Workers preparing Cement for Construction of CC Road at Lempia Ayo Myolyi, Gram Panchayat, Ziro-I CD Block, Lower Subansiri District.

(Source: Field Work at Lempia Village. Dated 15/05/2019)



CC Footpath constructed under MGNREGAat Diirii Hapa, Sululya West Gram Panchayat, Ziro-I CD Block, Lower Subansiri District.
(Source: Field Work at Sululya Village, Dated 13/05/2019)



CC Drainage constructed under MGNREGA at Lyanjo, Lempia Ayo Myolyi Gram Panchayat, Gram Panchayat, Ziro-I CD Block, Lower Subansiri District.
(Source: Field Work at Lempia Village, Dated 13/05/2019)



Link Road Constructed connecting Pre village to Hara Village under MGNREGA at Jara Gram Panchayat, Ziro-II CD Block, Lower Subansiri District.
Source: Field Work at Jara GP, Dated 18/07/2019



Constructed of CC footpath under MGNREGA at Jara Gram Panchayat, Ziro-II CD Block, Lower Subansiri District.
Source: Block Office, Ziro-II CD Block, Dated 18/07/2019



Construction of CC Footpath under MGNREGA at Toon Village, Joram Gram Panchayat, Ziro-II CD Block, Lower Subansiri District.

Source: Source: Block Office, Ziro-II CD Block, Dated 18/07/2019



Link Road Constructed connecting Peil Village and Nyuth Village under MGNREGA at Joram Gram Panchayat, Ziro-II CD Block, Lower Subansiri District.

Source: Field Work at Joram Gram Panchayat 25/08/2019



Link Road Constructed from PMGSY Road to Nwo-Dihng River Bank under MGNREGA at Deobel-I Gram Panchayat, Namsai CD Block, Namsai District.

Source: Block Office, Namsai CD Block, Dated: 03/09/2019



Farm Pond Constructed under MGNREGA at Deobel-II Gram Panchayat, Namsai CD Block, Namsai District.

Source: Field Work at Deobel Village, Dated: 11/09/2019



Construction of Flood Protection at Lekang CD Block, Namsai District

Source: During Field visit at Namsai, Dated: 17/09/2019



Construction of Farm Pond at Lekang CD Block, Namsai District

Source: During Field visit at Lekang, Dated: 26/09/2019



MGNREGA workers planting Roadside Tree at Chowkham CD Block
Source: During Field visit at Chowkham, Dated: 26/05/2020

APPENDIX-II

INTERVIEW SCHEDULE FOR BENEFICIARIES

APPENDIX-II

Mahatma Gandhi National Rural Employment Guarantee Act, (2005) in Arunachal Pradesh: A comparative study of Lower Subansiri and Namsai districts”

Interview Schedule for Beneficiaries

I am doing PhD on a Topic “Mahatma Gandhi National Rural Employment Guarantee Act, (2005) in Arunachal Pradesh: A comparative study of Lower Subansiri and Namsai districts” at Rajiv Gandhi University, Rono Hills, Doimukh, Itanagar. This interview scheduled is prepared solely for academic purpose; the identity of the respondent will be kept secret.

(SECTION-A: BASIC INFORMATION)

1. Name : _____
2. Age : _____
3. Gender : _____
4. Education Qualification : _____
5. Name of Gram Panchayat : _____
6. Name of District : _____

(SECTION-B: AWARENESS LEVEL)

1. In a financial year, how many days of work is Guaranteed under MGNREGA?

2. In how many days JC has to be provided after submitting application?

3. Who is the custodian of JC?

4. Can members of family also be included in JC?

5. Do you know that under MGNREGA, beneficiary can demand for Job?

6. Do you know what unemployment allowance under MGNREGA is?

7. What is radius of works under which MGNREGA works can be given?

8. Do the following facility available in MGNREGA work site? (Tick the appropriate option).

- a) First Aid []
- b) Safe Drinking water []
- c) Waiting Shed []
- d) Baby Sitter []

9. Have you heard about delay compensation in MGNREGA?

- a) Yes []
- b) No []
- c) Others []

10. How many social audits under MGNREGA is conducted annually?

- a) One []
- b) Two []
- c) Never []
- d) Don't know []

11. Did you attend training programme on MGNREGA?

- d) Yes []
- e) No []
- f) Others []

(SECTION-C: IMPLEMENTATION ISSUES AND PERCEPTIONS)

1. From where did you get Job Card?

- a) Panchayat office (In writing) []
- b) Panchayat office (Verbally) []
- c) BDO office (In writing) []
- d) BDO office (Verbally) []

2. On whose recommendation you got your JC?

- a) On recommendation of PR members []
- b) On recommendation of Officials []
- c) On recommendation of MLAs []
- d) Self request []

3. How many days it took you to get job Card?

- a) 1 to 15 Days []
- b) 15 to 20 Days []
- c) 21 to 30 Days []
- d) More than 30 days []

4. Did you face any problem while applying for job card?

- a) Yes [] please specify_____
- b) No []
- c) Don't know []

5. While applying for Job Card, did you incurred any financial expenses?

- a) Yes []
- b) No []
- c) Don't know []

6. Did you get 100 days employment under MGNREGA last year?

- a) Yes []
- b) No []
- c) Don't know []

- 7. Did you ever demand job under MGNREGA in writing?**
- a) Yes []
 - b) No []
 - c) Don't know []
- 8. In how many days after submission of application, employment is provided?**
- a) 1 to 15 Days []
 - b) 15 to 20 Days []
 - c) 21 to 30 Days []
 - d) More than 30 days []
- 9. In how many after completion of works, wages are paid?**
- e) 1 to 15 Days []
 - f) 15 to 20 Days []
 - g) 21 to 30 Days []
 - h) More than 30 days []
- 10. What is the mode of payment of wages?**
- a) By cash []
 - b) By cheque []
 - c) By DBT []
 - d) Others []
- please specify_____
- 11. Did you receive unemployment allowance?**
- a) Yes []
 - b) No []
 - c) Don't know []
- 12. Did you ever receive compensation for late payment?**
- a) Yes []
 - b) No []
 - c) Don't know []
- 13. Did you ever receive additional emoluments for working beyond 5 KM radius?**
- a) Yes []
 - b) No []
 - c) Don't know []

- 14. Do the worksite facilities provided in MGNREGA worksite?**
- a) Yes []
 - b) No []
 - c) Don't know []
- 15. Do the attendance taken is the MGNREGA work site?**
- a) Yes []
 - b) No []
 - c) Don't know []
- 16. Who takes the attendance?_____**
- 17. Do the Gram Sabha conducted in regards to MGNREGA?**
- a) Yes []
 - b) No []
 - c) Don't know []
- 18. How the work under MGNREGA is selected?**
- a) By Gram Sabha []
 - b) By Panchayat Members []
 - c) By Block office []
 - d) By Panchayat office []
- 19. Do the selection of work as per the requirements of village?**
- d) Yes []
 - e) No []
 - f) Don't know []
- 20. Do the work under MGNREGA undertaken by contractor?**
- a) Yes []
 - b) No []
 - c) Don't know []
- 21. What is the mode of information of MGNREGA works?**
- a) Public Announcement []
 - b) Notice Board []
 - c) Official letter []
 - d) Gram Sabha []
- 22. Do you feel that MGNREGA has any impact on unemployment?**
- a) Yes []
 - b) No []

c) Don't know []

23. Has the village poverty been reduced after the introduction of MGNREGA?

a) Yes []

b) No []

c) Don't know []

24. Do you feel that MGNREGA has any impact on women empowerment?

a) Yes []

b) No []

c) Don't know []

25. Is there any improvement in the outcome of Agriculture and allied due to MGNREGA?

a) Yes []

b) No []

c) Don't know []

26. Do you feel that MGNREGA has any impact on migration?

a) Yes []

b) No []

c) Don't know []

27. Do you feel that you and your family have been benefitted by MGNREGA?

a) Yes []

b) No []

c) Don't know []

28. Does the Official/Panchayat monitor MGNREGA works?

a) Yes []

b) No []

c) Don't know []

29. Do the officials visit the MGNREGA work site?

a) Yes []

b) No []

c) Don't know []

30. Do Social Audit of MGNREGA conducted?

- a) Yes []
- b) No []
- c) Don't know []

31. Do you feel that the work which was carried out in your village was as per village requirement?

- a) Yes []
- b) No []
- c) Don't know []

32. Is labour wage under MGNREGA and local wage equal?

- a) Yes []
- b) No []
- c) Don't know []

33. What is the current local wage rate in your area? _____

34. Are you satisfied with the quality of work undertaken under MGNREGA?

- a) Yes []
- b) No []
- c) Don't know []

35. What are shortcomings of MGNREGA according to you?

36. What measures would you like to suggest making MGNREGA more effective?

Thanking you

APPENDIX-III

**INTERVIEW SCHEDULE FOR OFFICIAL
FUNCTIONARIES AND PANCHAYATI RAJ MEMBERS**

APPENDIX-III

“Mahatma Gandhi National Rural Employment Guarantee Act, (2005) in Arunachal Pradesh: A comparative study of Lower Subansiri and Namsai districts”

Interview Schedule for Official functionaries and Panchayati Raj members

I am doing PhD on a Topic “Mahatma Gandhi National Rural Employment Guarantee Act, (2005) in Arunachal Pradesh: A comparative study of Lower Subansiri and Namsai districts” at Rajiv Gandhi University, Rono Hills, Doimukh, Itanagar. This interview scheduled is prepared solely for academic purpose; the identity of the respondent will be kept secret.

(SECTION-A: BASIC INFORMATION)

1. Name : _____
2. Age : _____
3. Gender : _____
4. Education Qualification : _____
5. Name of Gram Panchayat : _____
6. Name of District : _____

(SECTION-B: AWARENESS LEVEL)

1. In a financial year, how many days of work is Guaranteed under MGNREGA?

2. Does work under MGNREGA can be provided more than 100 days in a FY?

3. What is Labour Budget?

4. Do you know JC under MGNREGA has to be provided within 15 days?
-
-
-
5. Do you know that under MGNREGA, beneficiary can demand for Job?
-
-
-
6. Do you know what unemployment allowance under MGNREGA is?
-
-
-
7. Do you know what delay compensation is?
-
-
-
8. What is radius of works under which MGNREGA works can be given?
-
-
-
9. Do the following facility available in MGNREGA work site? (Tick the appropriate option).
- a) First Aid []
- b) Safe Drinking water []
- c) Waiting Shed []
- d) Baby Sitter []
10. How many social audits under MGNREGA is conducted annually?
- a) One []
- b) Two []
- c) Never []
- d) Don't know []
11. Did you attend training programme on MGNREGA?
- a) Yes []
- b) No []

c) Others []

(SECTION-C: IMPLEMENTATION ISSUES)

1. Do people demand for employment under MGNREGA?

- a) Yes []
- b) No []
- c) Don't know []

2. Do people get unemployment allowance under MGNREGA?

- a) Yes []
- b) No []
- c) Don't know []

3. Do people get delay compensation under MGNREGA?

- a) Yes []
- b) No []
- c) Don't know []

4. Do people get additional emoluments for working beyond 5 KMs?

- a) Yes []
- b) No []
- c) Don't know []

5. Do worksite facilities provided in MGNREGA worksite?

- a) Yes []
- b) No []
- c) Don't know []

6. Do workers attendance maintained in the worksite?

- a) Yes []
- b) No []
- c) Don't know []

7. Do people take part in preparation of labour budget?

- a) Yes []
- b) No []
- c) Don't know []

8. Do Gram Sabha conduct for approval of labour budget?

- a) Yes []
- b) No []

c) Don't know []

9. Do the lists of approved activities publicize?

a) Yes []

b) No []

c) Don't know []

10. Do the contractor allowed to work under MGNREGA?

a) Yes []

b) No []

c) Don't know []

11. Do the asset directory maintained for MGNREGA works?

a) Yes []

b) No []

c) Don't know []

12. When do you provide employment to the people?

a) When demanded []

b) When fund is available []

c) On recommendation of PR leaders []

d) On the recommendation of MLAs []

13. Do other agencies monitor MGNREGA works?

a) Yes []

b) No []

c) Don't know []

14. Do MGNREGA grievances cell functions effectively?

a) Yes []

b) No []

c) Don't know []

15. Do the social audit team conduct social audit of MGNREGA?

a) Yes []

b) No []

c) Don't know []

(SECTION-D: Impact)

1. **Do you think MGNREGA have addressed unemployment?**
 - a) Yes []
 - b) No []
 - c) Don't know []
2. **Do you think MGNREGA have addressed poverty?**
 - a) Yes []
 - b) No []
 - c) Don't know []
3. **Do you think MGNREGA have addressed Migration problems?**
 - a) Yes []
 - b) No []
 - c) Don't know []
4. **Do you think women have been empowering because of MGNREGA?**
 - a) Yes []
 - b) No []
 - c) Don't know []
5. **Do you think MGNREGA have impact on Agriculture and allied sectors productivity?**
 - a) Yes []
 - b) No []
 - c) Don't know []
6. **Do you think MGNREGA should continue?**
 - a) Yes []
 - b) No []
 - c) Don't know []
7. **What are the shortcomings of MGNREGA in Arunachal Pradesh?**

8. What would you like to suggest for making MGNREGA more effective?

Thank you

APPENDIX-IV

**SOCIAL AUDIT OF MGNREGA: AN EXPERIENCE
FROM ARUNCAHAL PRADESH**



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MIHIN LALI

Your research paper entitled "SOCIAL AUDIT OF MGNREGA; EXPERIENCE FROM ARUNACHAL PRADESH" has been subsequently published in ASIAN JOURNAL OF RESEARCH IN SOCIAL SCIENCES AND HUMANITIES (ISSN: 2249-7315) VOL. 10, ISSUE 10 (OCTOBER, 2020). The scholarly paper provided an invaluable insights on the topic. It gives me immense pleasure in conveying to your good self the appreciation which your article has earned from the learned members of our Editorial Board. I would like to take this opportunity to thank you for your valuable contribution and wish that you would be kind enough to communicate your research papers for publication in our ensuing editions of the journal. This will go a long way in solidifying our academic association and camaraderie.

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Social Audit of MGNREGA; Experience from Arunachal Pradesh

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Abstract

The success and failure of any schemes implemented at the community level is largely determined by the dedicated follow-up and monitoring activities. The social audit which empower the participation of the community in both implementation and monitoring of the MGNREGA has brought remarkable changes in performance and accountability of the scheme in the country. In Arunachal Pradesh, the new concept of social audit emerged as a ray of hope for increasing the performance output of MGNREGA. In this paper, the significance, objectives, and various constraints involved in the conduct of the social audit of MGNREGA in Arunachal Pradesh has been presented. The study shows the various findings of social audit undertaken in 110 Gram Panchayats of the state during 2017-18 and constrains of social audit in Arunachal Pradesh.

Keywords: Arunachal Pradesh, CD Block, Gram Panchayats, MGNREGA, Social Audit.

1. Introduction

India has been struggling hard against the scourge of poverty and unemployment ever since her independence. This is very apparent from the launching of various poverty eradication and employment generation schemes from time to time. However, the condition of rural population remains more or less same. The success and failure of any Government sponsored schemes is largely determined by the dedicated follow up action and monitoring of the schemes. In India majority of people living in the rural areas are mainly dependent on the wages they earned through unskilled labour. They are often on the threshold level of subsistence and are vulnerable to the possibility of sinking from transient to chronic poverty. The Mahatma Gandhi National Rural Employment Guarantee (MGNREGA) Act, 2005, came into existence as a ray of hope to fight



against rural poverty and unemployment not just because of it's being right based demand driven wage employment scheme which provides legal guarantee of 100 days employment to a rural household in a financial year but also because of the existence of provision of allowances and compensation both in cases of failure to provide work on demand and delays in payment of wages for work undertaken. Further, the existence of Social Audit provision under Section 17 of the Act further heighten the position of MGNREGA compare to earlier wage employment schemes.

The provision of Social Audit in MGNREGA allows participation of primary stakeholders in monitoring and implementation of the scheme, thereby ensuring transparency and accountability of the scheme. It empowers Gram Sabha to conduct regular social audit of scheme undertaken in the Gram Panchayat. In furtherance, the Ministry of Rural Development, Government of India in consultation with the Controller and Auditor General (CAG) has adopted the Mahatma Gandhi National Rural Employment Guarantee Audit of Schemes Rules, 2011. According to the Audit of Scheme Rules, 2011 all the states have to set up an independent Social Audit Unit (SAU) to facilitate the conduct of social audit by the Gram Sabha every six month and vested the states with responsibilities of follow up action as required on the findings of social audit.

2. Objective and Methodology of the Paper

The MGNREGA in Arunachal Pradesh was introduced in three phase, Upper Subansiri district to be covered under MGNREGA during the first phase of the implementation of MGNREGA during 2007. In the second phase of the introduction of the programme Lohit district and Changlang districts was covered during 2007. In the third phase of the introduction of MGNREGA all the districts of Arunachal Pradesh was covered. At present there are 25 districts in Arunachal Pradesh. The Section of 17 of the Mahatma Gandhi National Rural Employment Guarantee Act discusses about the Social Audit as an important tools for bringing transparency and accountability in implementation of MGNREGA in India. The present paper highlights the importance, objectives of social audit and various process involve in conduct of social audit of MGNREGA with special reference to Arunachal Pradesh. Further, it also examines the constraints of Social Audit in delivering its objectives. The study also highlights the status of Social Audit Unit in Arunachal Pradesh.

The present study of is based on the secondary data collected from the department of Rural Development and Performance Audit report on MGNREGA, Audit report of Comptroller and Auditor General of India, Final report of Planning Commission of India on Social Audit, different circular relating to Social Audit issued by Ministry of Rural Development, Government of India, At present Aruanchal has 114 Community Development Blocks and 1785 Gram Panchayat Pradesh spread across 25 districts. The present study is based on the reports of social audit conducted in the 110 Gram Panchayat by the Social Audit Unit Arunachal Pradesh. These Social Audits was conducted during 2017-18. The opinion and views Block Development Officers, former elected members of Gram Panchayats and Gram Sabha members were heard to ascertain the effectiveness of the social audit. For ascertaining the functioning and status of social audit units, the opinion and views were heard from Social Audit resource persons, functionaries of MGNREGA.



3. Concept of Social Audit in MGNREGA

In common parlance, Social audit can be described as, authentication of the performance of a programme/ Schemes by the community with active participation the primary stakeholders. This is done by comparing the official records with actual ground realities, with the participation of community in the verification exercise, and reading out the findings of the verification exercise in a public platform.ⁱ In other word, it is the way of measuring, understanding, reporting and ultimately improving the organizational performance. It helps in narrowing the gaps vision and reality. It is a method to understand, measure, verify, report on and to improve the performance of the organization.ⁱⁱ

The concept of "Social Audit" has been derived from the concept of "Corporate Social Responsibility" (CSR) followed by corporate entities around the globe, where, Social Audit refers to the audit of Social Responsibility role performed by a corporate entity.ⁱⁱⁱ "Social Audit is a process in which, details of the resource, financial and non-financial, used by public agencies for development initiatives are shared with the people, often through a public platform. Social Audits allow people to enforce accountability and transparency, providing the ultimate users an opportunity to scrutinize development initiatives".^{iv}

The first use of the term "social audit" is generally attributed to George Goyder in the 1950s. The roots of the idea lay within the perceived need at that time to make business more accountable to the community, and to ensure that the impacts of business – both beneficial and non-beneficial – are understood by society.^v The scheme of social audit was first adopted by many corporate entities in the western countries. In 1980s, the idea of social audit was adopted in public sector in response to the growing democratic governance issue related to public policy making, empowerment and citizen participation.

In India, social audit is of recent origin, it was first initiated by Tata Iron and Steel Company Limited (TISCO), Jamshedpur in the year 1979. Movement initiated since 1990s by Civil society organizations like Mazdoor Kisan Shakti Sangathan Parivartan (MKSS) against the corruption in public works, empowerment of Gram Sabha for maintaining accountability relating to Panchayati Raj by 73rd Constitutional Amendment Act, 1992 and subsequent introduction of Right to Information (RTI) Act, 2005 paved the way for introduction of system of Social Audit in local governance.

Under Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), the Section 17 of the Act and subsequent introduction of Mahatma Gandhi National Rural Employment Guarantee Audit of Schemes Rules, 2011 empowering Gram Sabha to examine and assess the programme/scheme by comparing official records with actual ground realities has made social audit more relevant in MGNREGA.

4. Objectives and Process of Social Audit in MGNREGA

The Government of India and the state Government have been spending crores of funds on various poverty alleviation and rural development programme. The annual allocation under MGNREGA for fiscal year 2019-20 was Rs. 60,000 core nearly against fiscal allocation of Rs 55,000 crore



during 2018-19. The Finance Ministry allotted an additional Rs 7,000 crore when the states demanded more funds.^{vi} However, there exist huge gap between expectation and the impact it has made in the actual ground. The corruption at implementation level is another bottleneck in the way of its success of MGNREGA, in 2018, Rural Development and Panchayati Raj (RDPR) report pointed out that in just one financial year 596 cases were registered against the official and non-officials for violation of rules and guidelines. Criminal cases were filed against 85 individuals (middlemen) while 306 government officials were suspended from service, 3 lost their job in Karnataka.^{vii} Further, the many rural workers have complained that funds which are sanctioned for public works are going into the pockets of middlemen. All these issues pertaining to the implementation of MGNREGA warrants for the introduction of Social Audit to do away with various administrative and implementation loopholes at the grass root level.

The Social Audit as a significant tool by which people are empowered to enforce accountability and transparency, providing the ultimate users an opportunity to scrutinize development initiatives and to strengthen the service delivery through transparency and accountability and to ensure good governance at grass root level by authenticating the performance of a programme with active involvement of the local community. Some of the important objectives of Social Audit includes:

- a) Democratization of decision making by providing a platform to the local people to scrutinize the implemented project.
- b) Promotion Peoples participation in all stages of the implementation of the project.
- c) Checking the various leakages in implementing the project under MGNREGA.
- d) Providing systematic feedback to improve the programme by strengthening local governance.
- e) Making the institution of Gram Sabha more inclusive and participatory through participation of people in the Social Audit.
- f) Educating people about their right and entitlement under the relevant rules of the programme.

The MGNREGA audit of Scheme rule, 2011 has provided for conduct of at least two Social Audit in a financial year. Section 17 of MGNREGA Act, has empowered Gram Sabha to conduct Social Audit Gram Sabha. The mandatory conduct of Social Audit of all project under scheme implemented within the Gram Panchayat has been vested with the Gram Sabha. At the time of Social Audit, documents like- Job Card details, muster rolls-issue and receipt register, Asset register, bills, vouchers, measurement books, copies of sanction order, and other connected books of account and paper are to be made available to the Social Audit Team 15 days prior to the Social Audit by the administration. Non provision of the records or incomplete documents or delay in provision of record is considered violation of MGNREGA. The District Programme Coordinator (DPC) has the authority to impose disciplinary action against Programme Officer or any other officers made responsible for the programme by the state government, as per section 25 of the MGNREGA.^{viii} All the members of Gram Sabha have to be informed about the social audit. The



elected members of Panchayati Raj Institutions and various stakeholders including the staffs who are involved in the implementation of the schemes shall have to be present at the Gram Sabha “Jan Sunvaai” and has to respond all queries made in the “Jan Sunvaai”. The villagers and or any other interested persons shall get an opportunity to seek and obtain information and get their doubt clarified at the time of “Jan Sunvaai” Gram Sabha. The findings of the “Jan Sunvaai” shall be read out a loud to the villagers. The district Programme Coordinator shall read out the action taken report of the previous social audit. For the understanding of the villagers, all reports and findings of the social audit has to be presented in local language.

It is mandatory on the part of programme implementing agency and the Gram Panchayat to share all the 7 registers maintained at their level for the purpose of social audit 15 days prior to the Social Audit. The lists of registers to be shared to the Social Audit Unit are given at table 1.

Table 1 List of Register to be shared with Social Audit Unit 15 days prior to the Social Audit

Sl. No.	Register Number	Content of the Register
1.	Register-I	a) Job Card Application Register. b) Job Card Register. c) Job Card Issue Register. d) Household Employment Report Register..
2.	Register-II	a) Gram Sabha Meeting Minutes Register. b) Gram Sabha Resolution Register. c) Prioritised list of works Register. d) Minutes of Special Social Audit Gram Sabha Register. e) Resolution of Special Social Audit Gram Sabha Register. f) Action taken reports on Social Audit findings Register.
3.	Register-III	a) Demand for work Register. b) Allocation of work Register c) Payment of Wages register
4.	Register-IV	a) Register for Works.
5.	Register-V	a) Fixed Asset Register.
6.	Register-VI	a) Complaint Register
7.	Register-VII	a) Material Register.

Source: Ministry of Rural Development, Govt. of India. (rural.nic.in)

5. Social Audit of MGNREGA in Arunachal Pradesh

Arunachal Pradesh comprises of 25 districts and 114 Developmental blocks with 1785 Gram Panchayat. Total population of the State is 13, 82, 611 lakhs as per 2011 Census. Arunachal Pradesh has formulated the Arunachal Pradesh Rural Employment Guarantee Schemes in accordance with the condition laid down under the Mahatma Gandhi National Employment Guarantee Act, for the first time it was introduced in Upper Subansiri district on 2nd February, 2006. Subsequently it was extended to Lohit and Namsai districts in 2007 and to all the districts



during third phase of the introduction of MGNREGA in 2008. However, the conventional systems of audit remain in place till 2016. The participation of primary stakeholders in audit of the scheme remains like a fairy tales till the establishment of social audit unit in the state. The members of Gram Sabha remain unaware about the various allocation and expenditure of funds in MGNREGA. The system of audit was confined to the policy implementing agencies and audit agency only. Only few educated intelligentsia used to get access to the various information by using Right to Information Act (RTI).

The Section 4(1) and Section 5(1) of the MGNREGA Audit of Scheme Rules, 2011 provides for the establishment of Social Audit Unit (SAU) in all the states to facilitate social audit at village level. The Social Audit Unit so established has to be independent of implementing agencies so that social audit can be conducted without any bias. During financial year 2016-17, the Social Audit Unit was established in Arunachal Pradesh under the provision of the Social Audit of Scheme Rules, 2011, and it was notified vide Govt. Notification no. DAP/SAU-02-2016-17 with focus on facilitating Social Audit in 1785 Gram Panchayats in 114 Blocks spread across the 25 districts of the state. The organization chart of Social Audit Unit is presented at Fig. 1.

Fig. 1: Organizational Structure of Social Audit in Arunachal Pradesh



Source: Social Audit Unit Arunachal Pradesh.

In the initial year of establishment of Social Audit Unit in the state, Social Audit Unit have partially covered 13 districts covering of 26 CD blocks and 110 Gram Panchayats in the first phase of social audit. Table 2 shows that list of districts where Social Audit have conducted Social Audit in Arunachal Pradesh.



Table 2 List of Districts Where Social Audit has been Conducted

Tawang	West Kameng	East Kameng
Papum Pare	Lower Subansiri	Upper Subansiri
West Siang	East Siang	Upper Siang
Lower Dibang Valley	Lohit	Tirap
Changlang		

Source: Social Audit Unit (SAU), Arunachal Pradesh.

The Social Audit in Arunachal Pradesh was conducted covering of five thematic areas- (i) Job Card, (ii) Works and Worksites, (iii) Wage Payment and (iii) Financial Misappropriation or financial deviation. The social audit report of 110 Gram Panchayat reveals a very gloomy picture of the implementation of MGNREGA in Arunachal Pradesh. The issues relating to maintenance of Job card, updating of job card, bogus entry of members are some of the serious issues that has been reported by the Social Audit report. Non maintenance of nominal muster rolls, creation of assets in private compound and non provision of worksites facilities are some of the issues that have been witnessed. Further, collection of wages by third party, payment made for incomplete works, fake bills, fake muster rolls, etc are some of the important findings of social audit units. The table 3 shows the summary of findings of social audit of MGNREGA in Arunachal Pradesh.

Further, a thorough review of the findings of Social Audit report reveals that, Gram Sabha minutes and 7 register are not maintained properly, the absence of file number in various government order like technical sanction, administrative approval, supply order, etc. are found to be missing, issued like issue of supply order after work is started, starting of works before administrative approval, etc. are also seen. The absence of material register, non mentioning of work name in Fund Transfer Order (FTO), etc. are some of the pertinent administrative issues that have been found in the social audit report.



Table 3 Findings of Social Audit in MGNREGA in Arunachal Pradesh

Job Card (JC)	Work and Worksites	Wage Payment	Financial
<ul style="list-style-type: none"> ➤ Job Card not in custody of Household. ➤ JC not updated. ➤ Ghost Workers Found. ➤ Eligible workers applying did not receive. ➤ Signatures of authorized officers missing. ➤ Under constructed buildings were entered in the JC ➤ No entries done for works on Individual Household Latrine (IHHL). ➤ Absence of Photographs ➤ Bogus families found ➤ Updated without signatures / RTI of job seekers. 	<ul style="list-style-type: none"> ➤ Nominal Muster Roll not maintained in worksite. ➤ Poor Selection of worksite. ➤ Worksite Facilities not provided/ available- Material procured. ➤ Community Information Board (CIB) not found. ➤ Material Register: Not available / maintained in worksite. ➤ Assets created within compound of private residence. ➤ Selection of location not reflected in the minutes of meeting. 	<ul style="list-style-type: none"> ➤ Delay in wage payment. ➤ Payment made on incomplete works. ➤ Payment made to Ghost Workers ➤ Pay Slip not issued. ➤ Payment received/ collected by Gram Panchayat Chairpersons. 	<ul style="list-style-type: none"> ➤ <u>Fake Bills:</u> <ul style="list-style-type: none"> • Material and rolls not provided to beneficiaries (in general). • Expenditure incurred on CIB. • Expenditure incurred on worksite facilities. ➤ <u>Fake Muster Roll:</u> <ul style="list-style-type: none"> • Wages paid on existing IHHL. • Works executed by contractor. • Work executed by different name instead of name in Nominal Muster Roll (NMR). ➤ <u>Under Payment.</u>

Source: Summary of Social Audit Report in Arunachal Pradesh 2017-18.



6. Constrains of Social Audit in Arunachal Pradesh

The social audit is important tools for bringing transparency and accountability in implementation of MGNREGS and for reducing corruption and malpractices in the implementation of the scheme. It helps strengthening service delivery and ensures good governance at grass root level. It is an important tool for social transformation, community participation and government accountability, however, in Arunachal Pradesh the system of social audit is very new and awareness of the people is at priority in the present time. The Social Audit Unit despitess all efforts have covered only 13 districts in the very initial year. However, the subsequent follow up and actions on the basis of social audit report is yet to see the light in Arunachal Pradesh.

The concept of Social Audit is very new to the people of Arunachal Pradesh and the Social Audit Unit in the state is at very nascent stage, at this point of time it is not desirable to judge the performance of the Social Audit Unit in the state. However, the as reported by the Social Audit Unit, Arunachal Pradesh, conducting social audit in Arunachal Pradesh suffers from various constraints, some of the pertinent challenges as revealed by the Social Audit Units and participants of social audit are stated below:

- a) The concept of social audit is very new for the people of Arunachal Pradesh and conceptual clarity is very poor amongst various stakeholders about relevance and significance of social audit and various processes involve in conduct of social audit, Participation of villagers, Voluntary Organization, NGOs, Block staffs and officials of line departments are very negligible. People in the villages are not very keen to participate in the social audit Gram Sabhas. Despite circulation of notice in advance and public announcement about the date and timing of social audit villagers shows a little interest to attend social audit gram sabha and even those who attend, do not participate actively and asked very limited questions to the implementing officials.
- b) The cooperation from implementing agency in the block is very poor, there is no ombudsmen officer appointed for the MGNREGA programme for grievance redressal in connection with implementation leakages and corruption in the programme, the implementing agencies at the block level takes social audit very lightly. Moreover, the District Programme Coordinator hardly bothers to submit action taken reports on the findings of the previous social audit report. Furthermore, the field level staffs like Rozgar Sahayak is reported to be absent or not appointed by the department.

It is further reported that, there is no proper coordination between the officials at the block level and the PRI members, which is evident from none sharing of Administrative and Financial Sanction Order to the Gram Panchayat by the block office.

- c) In Arunachal Pradesh, the responsibility of social audit is assigned to the Social Audit Unit, which has been established under society registration. The Social Audit Unit in Arunachal Pradesh has no infrastructure of its own. Social Audit Unit is supposed be an independent organization under society registration and the Social Audit Unit has to be headed by the independent Director. However, the Social Audit Unit of Arunachal Pradesh initially run for one year without proper Director of its own within the campus of SIRD,



Arunachal Pradesh, later it was shifted to the Directorate of Audit and Pension. The Director Audit and Pension has been assigned the additional charge of Director Social Audit Unit. Social Audit Unit lack trained manpower, there are only three social audit experts serving in the Social Audit Unit. The District Resource Officers (DRO) of various districts has been given additional charge of District Resource Persons, of Social Audit Unit who are most of the time pre-occupied with their regular office duty as Research Officer. Hence, District Resource Persons cannot devote full time on social audit activities and to shoulder the volume of work which is supposed to be shoulder as a Unit of Social Audit, which is very evident from the non updating of social audit MIS in the MGNREGA web portals and the field report reveals that there is no any MIS operator as such in Social Audit Unit of the state. Further, the training to the Village Resource Persons (VRP) is almost absent.

Conclusion

Despite the above shortcomings, the Social Audit has made a significant impact on the implementation of MGNREGA in Arunachal Pradesh. The social audit in Arunachal Pradesh Act as act both as a monitoring as well as evaluative tools, it has provided a platform to villagers to take participate and ask questions to implementing agencies in Social Audit Jan Sunvai. The social audit of MGNREGA in Arunachal Pradesh has help increase awareness about the various provisions of MGNREGA and its relevance. The discussion outcome of the first social audit has considerably improved the awareness level of the villagers regarding MGNREGA and social audit. As an outcome of the social audit the record maintenance at block and Gram Panchayat levels have tremendously improved and the improved awareness level amongst the villagers and implementing agencies have created congenial atmosphere for implementation of MGNREGS in the state. Hence, it may be conclude that the Social audit in Arunachal Pradesh has the potential to bring social transformation, community participation and for ensuring good governance in the state. The major determining factors for the success of the social audit in Arunachal Pradesh will be changing perception of the people and the stakeholders about the social audit, which can be attain with proper sensitization and capacity buildings of the various stakeholders.

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Research Paper

MGNREGA in Arunachal Pradesh: Issues and Challenges

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ABSTRACT: Since the independence of the country, India has been struggling with the issues of unemployment problems, particularly in rural areas. The government of India has been putting their best efforts to address these problems, it is evident from the launching of a series of rural employment programmes. The Mahatma Gandhi National Rural Employment Guarantee Act (2005) is one such initiative of the government of India. It guarantees at least 100 days of manual unskilled wage employment to rural household. However, like every social security programmes, MGNREGA is not free from error. The present article highlights the issues and challenges of the implementation of MGNREGA in Arunachal Pradesh.

KEYWORDS: MGNREGA, Arunachal Pradesh, CD-block, Social Audit, Social Security.

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I. INTRODUCTION

The problems of unemployment have always been major obstacles to the economic development of India. It has crippled the country's economy from time to time. Ever since the independence of the country, India has been striving to cope up with the challenges of unemployment. It is evident from the launching of a series of rural employment programmes like Integrated Rural Development Programme (IRDP), National Rural Employment Programme (NREP), Rural Landless Employment Guarantee Programme (RLEGP), Jawahar Rozgar Yojana (JRY), Employment Assurance Scheme (EAS), Jawahar Gram Samridhi Yojana (JGSY), Swarnajayanti Gram Swarozgar Yojana (SGSY), etc. Most of these programmes though were somehow successful in uplifting people from the scourge of poverty but had limited impact and suffered from various problems while they were implemented. Under such situations, and as an attempt to bridge the gap of earlier schemes, the National Rural Employment Guarantee Act, 2005 (NREGA) emerged as a flagship programme of the government of India.

The Mahatma Gandhi National Rural Employment Guarantee Scheme was notified on 7th September 2005 as a subsumed scheme of the erstwhile Sampoorna Grameen Rozgar Yojana, National Food for Work Programme, Employment Assurance Scheme and Jawahar Gram Samridhi Yojana (Ashok Kumar Giri, 2017). The MGNREGA aims at enhancing the livelihood security of rural households of the country by providing at least one hundred days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work.

Initially, it covers 200 districts in its first phase during 2006 and it was extended to 130 additional districts in 2007-08 and subsequently, it was notified in all the remaining areas from 1st April 2008, (Mehrag, Nazia and Imran Ahmad, 2015). On 2nd October 2009 National Rural Employment Guarantee Act (NREGA) was renamed as Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), (MoRD, Gol, 2006-12).

Arunachal Pradesh has formulated the Arunachal Pradesh Rural Employment Schemes as per the condition laid down under the Mahatma Gandhi National Rural Employment Guarantee Act. In Arunachal Pradesh, the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) was first introduced in the Upper Subansiri district of Arunachal Pradesh for the first time on February 2, 2006, when MGNREGA was introduced in 200 districts of the country during the first phase of MGNREGA implementation. During the second phase of the introduction of MGNREGA in the country during 2007, the Lohit and Changlang districts were selected amongst 130 additional districts selected for implementation of MGNREGA. The remaining districts of Arunachal Pradesh were covered under MGNREGA from 2008. At present, MGNREGA is operational in all 25 districts in Arunachal Pradesh with objectives-

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- a) Providing social protection to the most vulnerable people living in rural India by providing employment opportunities,
- b) Providing livelihood security to the poor by creating durable assets, improving water security, conserving soil and increasing the productivity of land,
- c) Strengthening drought-proofing and flood management in rural areas,
- d) Empowering the socially disadvantaged people, especially schedule caste, schedule tribe, women, etc. through the right based legislation,
- e) Strengthening the decentralization and participatory planning process by converging various anti-poverty and livelihood initiatives,
- f) Deepening democracy at grass root by strengthening Panchayati Raj Institutions,
- g) Implementation of greater transparency and accountability in governance.

MGNREGA guarantees 100-days of employment to a household in a financial year, whose adult member(s) is willing to do unskilled wage employment, it aims to curb the problem of unemployment and to increase the living standard of the rural population by creating durable assets in rural areas to strengthen livelihood resource base from the list of permissible activities ranging from conservation of water and soil resources to rural connectivity. The focus of these activities is to conserve and preserve the water and natural resources so that poverty may be removed on a sustainable basis. The primary objective of the Act is to meet the demand for wage employment in rural areas. The works permitted under the Act address causes of chronic poverty like drought, deforestation and soil erosion so that the employment generation is sustainable. The Act is also a significant vehicle for strengthening decentralization and deepening processes of democracy by giving a pivotal role to local Governing bodies, the Panchayati Raj Institutions (PRIs). MGNREGA is fundamentally different from the earlier schemes. It is a right-based demand-driven wage employment scheme with provision for allowances and compensation both in case of failure to provide work on demand and delay in payment of wages for work undertaken, (Umdor Sumarbin, 2014).

II. OBJECTIVES AND METHODOLOGY

MGNREGA perhaps is one of the largest and most ambitious rural employment programmes in the country. However, like other social security programmes, the implementation of MGNREGA is not free from flaw. The schemes have shown several anomalies and implementation lacunae. The present article aims to highlight the issues and challenges Mahatma Gandhi National Rural Employment Programme in Arunachal Pradesh.

The present article is based on the information collected from various secondary sources. Relevant secondary sources have been collected from the MGNREGA website, reports and notification issued by the ministry of rural development, the government of India relating to MGNREGA and different circular issued by the Rural Development Department, Government of Arunachal Pradesh. Further various research journals highlighting issues of MGNREGA have been referred to understand the issues and challenges of MGNREGA in other states. The opinion and views of block and panchayat functionaries and the general public were heard through various informal discussions. Further, the main sources of the present article have been the observational outcome of MGNREGA works in Ziro-I CD block of Lower Subansiri district, Arunachal Pradesh during 2017-18.

III. ISSUE AND CHALLENGES OF MGNREGS

The MGNREGA is perhaps the largest and most ambitious rural employment and scheme in India. However, many studies have revealed that the implementation of MGNREGS since its inception has serious lacunae. Various factors have contributed to the implementation problems of MGNREGA. For instance, Mahi Pal, (2014) revealed that the lack of awareness among various stakeholders about the provisions of the Act and not using proper IEC strategy for awareness building is one of the factors responsible for lacunae. Similarly, Amrit Patel, (2010) revealed that the PRIs functionaries as implementing agencies are not aware of some of the scheme's essential features of the scheme. Koyu, Sarkar, Singh, & Singh, (2017) opines that apparently, the working of MGNREGA is congruent with the policy document of the scheme. But the performance of MGNREGA is miserably poor. The issues and challenges of MGNREGA in Arunachal Pradesh is presented in this article under the following heads:-

1. Lack of Awareness

The awareness level of beneficiaries and implementing agencies greatly determine the success and failure of any rural development schemes in India. Unlike other rural employment schemes, MGNREGA has given rise to the demand-driven approach. The works under MGNREGA has to be triggered by the beneficiaries themselves. But the study revealed that due to lack of awareness, the beneficiaries do not demand work under the scheme. Instead, the works under MGNREGA is turning into allocation based.

Due to a lack of awareness about the provisions of the Act, people are unaware of the basic entitlements guaranteed under MGNREGA, such as Possession of a Job Card, minimum wage rate, unemployment allowance, delay compensation, fare wages, worksite facilities, social security provisions, social audit, etc. It is found that most of the elected Panchayati Raj members at the Gram Panchayat level are also unaware of these entitlements of the MGNREGA. The widespread ignorance among beneficiaries and Panchayat members led to the poor performance of MGNREGA. It is observed that the official responsible for the implementation of MGNREGA deliberately does not share this information out of fear of the strong check and balance by the Panchayats and beneficiaries. The lack of awareness does not only hamper the working of MGNREGA but often lead to corruption and poor management of the scheme. The Government must carry out intensive awareness programmes for beneficiaries and intensive capacity building and training programmes for the Panchayats. Awareness must be generated by the grassroots about the rights of Social Audit and people must be encouraged to use social audit and RTI tools as the means to check the corruption, leakage and mal-administration.

2. Poor planning and a lack of community participation in the planning exercise.

The Rural Development Ministry, Government of India has identified unrealistic planning at Gram Panchayat (Sandip Das, Financial express). MGNREGA planning involves extensive exercise to identify developmental gaps in the village. The participation of general people is the pre-requisite for the proper identification of development needs in the village. It is observed that due to lack of awareness, community participation in the MGNREGA planning exercise is missing rather it is observed that the planning exercise is made closed-door without considering the local needs. The problem of planning exercise and community participation must be addressed through proper capacity building and training interventions.

3. Lack of professionalism

Planning and implementation of any rural development programmes require professional human resource support, especially in the rural areas where the level of education and exposure is extremely low. The MGNREGA planning and implementation in Arunachal Pradesh lack professionalism. The shortage of technical human resources to guide the Panchayats in the right perspective is one of the major challenges of MGNREGA. The study revealed that most of the works taken up under MGNREGA is related to civil engineering works, it is mainly because of the availability of human resources from a civil engineering background. The works relating to Natural Resource Management (NRM), livelihood related works, agriculture and allied related works, etc are hardly selected due to the absence of human resources from those fields. The Government must try to induct human resources from various background, to empower villagers to take up other permissible works under MGNREGA.

4. The problem of Internet Connectivity

With the introduction of the national e-governance plan by the Government of India, almost all the activities under MGNREGA like GIS-based planning, e-muster rolls, NeFMS, etc. are made mandatory and it requires proper internet connectivity. However, in Arunachal Pradesh, many Gram Panchayats are not connected with internet facilities. Due to this, timely updating of MGNREGA MIS is being hampered. Further, the internet connectivity issues severely hampered the timely feeding of data in electronic muster rolls, due to which payments are delayed in many cases.

5. Low MGNREGA wage rate

The wage rate in Arunachal Pradesh greatly determines the participation of people in MGNREGA works. The study revealed that the local wage rate in Arunachal Pradesh is much higher compared to the MGNREGA wage rate. The local wage rate paid for unskilled works in Arunachal Pradesh is something around Rs. 350 to 500. Whereas the MGNREGA wage rate in Arunachal Pradesh is Rs. 192 only per day. The always workers look for works with a higher wage rate. The unregulated local wage rates in Arunachal Pradesh undermine the MGNREGA works, this leads to rampant migration of rural workforce towards urban areas in search of employment with higher wage rate.

6. Lack of coordination among different tiers of Panchayati Raj

The Panchayati Raj system in Arunachal Pradesh composed of a three-tier system, the coordination among all the three-tier system is one of the greatest challenges of MGNREGA. The MGNREGA stipulated that 50 per cent of works has to be taken up at the level of Gram Panchayat; however, it is observed in the study, the interference of the upper tier of the Panchayati Raj system in the implementation of the scheme is a regular phenomenon in Arunachal Pradesh. The block functionaries are struggling with the conflicting interest of different tiers of Panchayati Raj in implementing MGNREGA.

7. Lack of coordination among the functionaries of Rural Development Departments and Panchayati Raj departments

Unlike other states where the department of rural development and the Department of Panchayati Raj are functioning under the supervision of a single directorate. In Arunachal Pradesh, the directorate of Panchayati Raj has been separated from the directorate of rural development. This separation led to the separation of functionaries attached to it. At the block level, the official functionaries of both rural development and Panchayati raj are working. The clash of interest of official functionaries is often observed between these two levels of official functionaries, hampering the implementation of MGNREGA.

8. Departments working in isolation

The government of India through its various circular and notification have been advocating for convergence of various resources available under various schemes of the line departments and MGNREGA. However, in reality, every department is working in isolation, no department is showing any interest in joining hands with MGNREGA. It is due to this MGNREGA in Arunachal Pradesh are mostly restricted to single types of works even though the village needs other works as well.

IV. CONCLUSION

The discussion on the issues and challenges of MGNREGA in this article shows that the working of MGNREGA in Arunachal Pradesh has been suffering from various issues and challenges. Even after decades of the introduction of MGNREGA in Arunachal Pradesh, the MGNREGA could not yield the desire results. The majority of the rural people are still longing for other works despite the presence of MGNREGA in the state. People are often found looking for another job with a higher income. People are found to be ignorant about various entitlements of MGNREGA. Therefore, capacity building and training of both implementing agencies and the beneficiaries are required. Further, the working of departments in isolation is another major challenge that MGNREGA is facing in the state. Hence, both state and central government should re-look into the matter, to make it a purposeful one.

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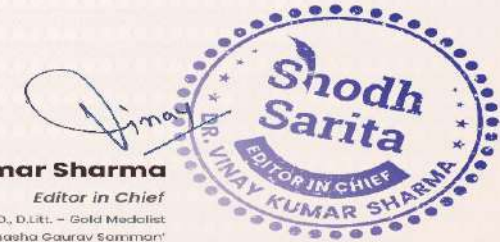
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MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME (MGNREGS): AN ASSESSMENT OF AWARENESS LEVELS AMONG THE BENEFICIARIES IN LOWER SUBANSIRI DISTRICT, ARUNACHAL PRADESH

□ Mihin Lali*
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ABSTRACT

The backwardness of rural areas since independence has led the Government of India to introduce numerous poverty alleviation and employment generation programmes in rural areas. Consequently, the rural intervention programmes have largely been successful in terms of uplifting a major chunk of the population from below the poverty line. However, a sizeable numbers of people still live below the poverty line. Among the several issues identified, a low level of awareness among the rural people has been a major deterrent in the successful implementation of these schemes. MGNREGA was introduced as a landmark in the history of rural employment generation programmes in India, but the level of awareness amongst the beneficiaries is posing a serious threat to its successful implementation. The paper attempts to assess the awareness of rural people about the various provisions and legal entitlements under MGNREGS in the Lower Subansiri district of Arunachal Pradesh. The study reveals that the awareness about the various provisions and legal entitlements under MGNREGS among beneficiaries is very low and due to the low level of awareness among the people many of the entitlements under MGNREGS have not been received by the people.

Keywords: Rural development, MGNREGS, Lower Subansiri, Arunachal Pradesh, CD Block, employment generation.

Introduction

Dissemination of information and awareness generation are the major factors in determining the successful implementation of any rural poverty alleviation and employment generation programmes. Well-defined guideline and continuous mobilization of awareness amongst the intended beneficiaries and official functionaries are crucial for effective implementation of any rural poverty alleviation and employment generation programmes in India, particularly in rural areas where literacy and exposure are very low. The Government of

India ever since her independence has adopted several policies in the form of various rural development initiatives. However, the real transformation of rural areas is yet to see its light. Most of the time it is observed that People lack a basic and informative understanding of the programme and advanced information and knowledge about pro-visions and entitlements (Sudhir, 2015). The problem of awareness among people in rural areas always stands as a stumbling block in the success of these programmes. These necessitate a systematic study of the awareness level of the people at the

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village level about provisions and entitlements of MGNREGS which emerged as landmark rural employment programmes in India.

The Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) which came into existence as Indian labour law and social security measures in 2005 emerged as the largest public works programme in the world (India Today, 2015). It aims to enhance livelihood and security in rural areas by providing 100 days of wage employment in a financial year to every rural household whose adult members volunteers to do unskilled manual works (GoI, MoRD, 2005) and by creating durable assets. As per the provision of MGNREGS employment has to be provided within 5 KM radius the applicants. In case, the work is assigned beyond 5 KM radius, workers are entitled for additional emoluments as fare wage. Unlike earlier wage employment schemes which used to be allocation base, MGNREGS has given rise to demand driven approach. According to which, all the registered workers has the right to demand for employment, every demand of work is required to be acknowledge by a dated receipt. Normally, the application for works under MGNREGS is submitted for 14 days of continuous works. Employment has to be provided within 15 days from the date of receipt of application. If work is not provided within 15 days of applying for employment, the applicants are entitled for unemployment allowance under the scheme. The rate of unemployment allowance payable in case of failure to provide employment will not be less than one-fourth of the wage rate for first 30 days and not less than one half of the wage rate for remaining period of the financial year (MoRD, Annual Master Circular 2019-20, p. 13). MGNREGS also provides for delay compensation, all workers are entitled for weekly payment of wages in any case within 15 days from the date of closure of muster rolls. If the wage payment is not made within 15 days, worker is entitled for payment of compensation at the rate of 0.05% of the unpaid wage per day counting from 16th day of the closure of muster roll (MoRD, Annual Master Circular 2019-20,

p. 73). Hence, MGNREGS provides legal provision for allowances and compensation in bath cases of failure to provide work on demand and delay in payment of wages for work undertaken.

MGNREGS is bottom-up and people centred architecture, all workers have right to participate in the Gram Sabha. Identification of shelf of project and preparation of labour budget has to be approved by the Gram Sabha and further to this MGNREGS provides gram sabha with right to social audit of all works and expenditure of that gram panchayat.

MGNREGS is perhaps one of the most ambitious anti-poverty schemes launched in India with budgetary allocation of Rs. 61,084 crore in 2018-19, almost double compare to Rs. 34000 crore in 2014-15 (Mahapatra, 2019). However, It suffers from various weaknesses, underutilization of fund allocation, incomplete works, corruption, lack in accountability and social audit are some of the areas in which MGNREGA is been criticised from time to time. The working of MGNREGA is in congruence with the policy document of the scheme. But, the reality on the ground speaks something different (Koyu, Sarkar, Singh and Singh, 2017). The effectiveness of any rural development programme is consequent upon greater awareness and participation of the beneficiaries (Ramya, 2018). Awareness is considered as a major determining factor that leads to the success and failure of any poverty alleviation schemes and employment generation programmes. The low level of awareness among the masses has been a major bottleneck in availing full benefits under MGNREGS, as a lack of awareness about the provisions and entitlements are the major reason for rampant corruption, lack of accountability, and social audit, etc. The purpose of this article is to assess the awareness level of beneficiaries about the various provisions and entitlement of MGNREGS in the Lower Subansiri district, Arunachal Pradesh.

The scheme of MGNREGS was introduced in the Lower Subansiri district during

the third phase of the introduction of MGNREGA in 2008. Lower Subansiri district is one of the oldest districts of Arunachal Pradesh, as per census 2011; the district has got 399 census villages spread across 164 Gram Panchayats. The majority of the population in the districts are dependent on agriculture. Lower Subansiri district is one of the least performing districts in terms of implementation of the scheme.

Many studies have been conducted on the implementation of MGNREGA in Arunachal Pradesh. However, most of the scholars have confined their study to economic, social, and implementation aspects of the scheme. Therefore, this study is an attempt to understand the awareness level of the key stakeholder i.e. beneficiaries whose level of knowledge and awareness about the various provisions of the scheme largely determine the success of the scheme. The findings and outcome of this study will help in understanding the awareness-related problem amongst the main stakeholders of the scheme and it will help to devise a better strategy for planners and policymakers in the future.

The present study is based on both primary and secondary data. The present study was conducted in the Lower Subansiri district of Arunachal Pradesh during 2018-19. The district consists of 4 blocks viz. Ziro-I, Ziro-II, Pistana, and Hong-Hari. Out of these CD blocks, Ziro-I and Hong-Hari CD blocks were selected randomly. From these two CD blocks, two Gram Panchayat (GP) was selected randomly. Further, 25 job card holders were randomly selected from each of the selected Gram Panchayat. Hence, the total sample size of 100

was taken for this study as shown in table 1. The primary data were collected from the selected beneficiaries based on a partially structured interview schedule and the MGNREGA website has been the main sources of secondary data.

Table.1; CD Block wise selection of Gram Panchayat and Beneficiaries.

Name of CD Block	Name of Gram Panchayat	Numbers of Beneficiaries Selected
Ziro-I	Sululya West Gram Panchayat	25
	Lempia Ayo Myolyi Gram Panchayat	25
Hong-Hari	Chalyang Duyu Gram Panchayat	25
	West Saji Tulu Gram Panchayat	25
Total		100

Result and Discussion

The present study attempted to assess the functioning of MGNREGA in terms of awareness among beneficiaries about various provisions and entitlements. The awareness of beneficiaries about basic privileges and entitlements, the worksite facilities, and awareness about the right of beneficiaries to monitor the schemes has been attempted to assess, besides these, awareness of beneficiaries about the social security provision linked with MGNREGA was also attempted to assess.

Table 2. Awareness level of beneficiaries.

Particulars of Awareness	Ziro-I		Hong-Hari		Total
	Sululya West	Lempia Ayo Myolyi	Chalyang Duyu	West Saji Tulu	
Job Card	25 (100)	25 (100)	25 (100)	25 (100)	100 (100)

100 days Employment	17 (68)	20 (80)	19 (76)	23 (92)	79 (79)
Right to demand Employment	2 (8)	1 (4)	0 (0)	1 (4)	4 (4)
Allocation of Works within 15 Days	3 (12)	5 (20)	5 (20)	4 (16)	17 (17)
Unemployment Allowance	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)
Additional Allowance	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)
Delay Compensation	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)
Continuous work for 14 Days	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)
Selection of Shelf of Project	18 (72)	20 (80)	23 (92)	18 (72)	79 (79)
Worksite Facilities	0 (0)	2 (8)	4 (16)	2 (8)	8 (8)
Social Audit	2 (8)	2 (8)	1 (4)	2 (8)	7 (7)

Note: Figures in parentheses are percentages to total sample respondents.

The data presented in table 2 shows mixed types of awareness levels amongst the beneficiaries. The analysis of basic privileges and entitlements among beneficiaries as presented in Table 2 shows that all the selected beneficiaries are aware of the job card and entitlement of job card to all beneficiaries household and 79 percent of beneficiaries respondents are aware of the 100 days mandates of MGNREGS. However, only 4 percent of respondents are aware of the right of beneficiaries to demand works and 17 percent of respondents are aware of the provision that the works have to be provided within 15 days of the demand for employment. Further, none of the selected respondents are aware of the unemployment allowance for non-provision of works within 15 days of demand of employment. The awareness about the additional allowance for working beyond a 5 KM radius, compensation for delay in payment of wages, and continuous works for 14 days as enshrined in the MGNREGS guideline is not

known to the selected respondents. 79 percent of respondents are aware of the selection of works or selection of shelf of the project and reveal that selection of shelf of the project is done through Gram Sabha in the village.

The awareness of beneficiaries about the worksite facilities is very poor. From the selected respondents only 8 percent are aware of the worksite facilities. However, it was revealed that the worksite facilities like sheds, child care facilities, drinking water, etc. are not provided in the worksite areas, majority of respondents reveal that they had they are unknown about such provisions of MGNREGS. The awareness about the monitoring and grievances redressal mechanism amongst beneficiaries is very poor. It is found that only 7 percent of the selected respondents are aware of the Social Audit. However, it was revealed that Social Audit was conducted in their villages but the participation level in Social Audit Gram Sabha was very minimal due to information gaps and lack of

awareness about the social audit amongst people.

Schedule II Para 25 to 28 of the Mahatma Gandhi National Employment Guarantee Act discusses various social security provisions for beneficiaries of MGNREGS. The provision for social security for accidental death or permanent disability at worksites, health insurance under Rashtriya Swasthaya Bima Yojana (RSBY) or Aam Aadmi Bima Yojana (AABY), provision of ex-gratia to legal guardians for hospitalization or death of children accompanying in the worksite, etc. are not known to the selected respondents.

It is interesting to note that even after 10 years of implementation of MGNREGA in the Lower Subansiri district, most of the beneficiaries working under MGNREGA are not properly aware of provisions of basic privileges and entitlements that are available for them under the Act. The success and failure of any rural development schemes are mostly determined by the awareness among the primary stakeholders. Hence, it can be said that awareness generation programmes among beneficiaries are strongly needed at the village level. It is also observed that most of the awareness programme activities related to MGNREGS are confined to official functionaries and elected members of a village local bodies only. The awareness programmes for primary stakeholders are always kept aside. Therefore, awareness programmes for beneficiaries through direct interaction and other IEC materials are strongly needed for better awareness and better implementation of the schemes. In this direction, village-level NGOs, Voluntary organizations, Self Help Groups (SHG), etc. can play significant roles.

Conclusion

The launching of MGNREGS as a rural employment programme with a provision of a legal guarantee of employment to the rural household has great potential for harnessing rural lives. The literacy and exposure of rural people remain always low compare to the urban areas. It is only through proper mobilization of

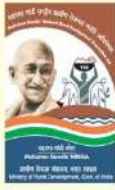
rural people by continuous awareness from time to time to all the stakeholders. In this study, an attempt has been made to assess the awareness level of beneficiaries on basic entitlements, job cards, unemployment allowance, social audit, worksite facilities, and other legal entitlements like social security provisions. In concluding remarks, it can be said that timely and continuous mobilization of awareness among intended beneficiaries is strongly required for the successful implementation of MGNREGS.

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Mahatma Gandhi NREGS

Permissible Works List

(Schedule 1 of MGNREG Act 2005)



Sl. No.	Works	Master Category	NRM/Non NRM	NRM subcategories	Agri & Allied	Water Related	Water Sub-categories
1	Construction of PMAY-G House Building for Individuals	B	Non-NRM				
2	Construction of State scheme Houses Building for Individuals	B	Non-NRM				
3	Construction of Anganwadi Building for Community	D	Non-NRM				
4	Construction of Gram Panchayat/Panchayat Bhavan Building for Community	D	Non-NRM				
5	Construction of Food grain Storage Building for Community	D	Non-NRM		Agri / Allied		
6	Construction of Kitchen shed Building for Community	D	Non-NRM				
7	Construction of Bharat Nirman Seva Kendra Building for Community	D	Non-NRM				
8	Repair and Maintenance of Anganwadi Building for Community	D	Non-NRM				
9	Repair and Maintenance of Gram Panchayat/Panchayat Bhavan Building for Community	D	Non-NRM				
10	Repair and Maintenance of Food grain Storage Building for Community	D	Non-NRM		Agri / Allied		
11	Repair and Maintenance of Kitchen shed Building for Community	C	Non-NRM				
12	Repair and Maintenance of Bharat Nirman Seva Kendra Building for Community	D	Non-NRM				
13	Construction of Agricultural produce storage Building for Groups	C	Non-NRM		Agri / Allied		
14	Construction of SHG/Federation Building for Groups	D	Non-NRM				
15	Construction of Earthen peripheral/farm/field Bund for Individuals	A	NRM	SWC	Agri / Allied		
16	Construction of Pebble peripheral/farm/field Bund for Individuals	A	NRM	SWC	Agri / Allied		
17	Construction of Stone peripheral/farm/field Bund for Individuals	A	NRM	SWC	Agri / Allied		
18	Construction of Earthen contour Bund for Individuals	A	NRM	SWC			
19	Construction of Pebble contour Bund for Individuals	A	NRM	SWC			
20	Construction of Stone contour Bund for Individuals	A	NRM	SWC			
21	Construction of Earthen graded Bund for Individuals	A	NRM	SWC			
22	Construction of Pebble graded Bund for Individuals	A	NRM	SWC			
23	Construction of Stone graded Bund for Individuals	A	NRM	SWC			
24	Construction of Earthen peripheral/farm/field Bund for Community	A	NRM	SWC	Agri / Allied		
25	Construction of Pebble peripheral/farm/field Bund for Community	A	NRM	SWC	Agri / Allied		
26	Construction of Stone peripheral/farm/field Bund for Community	A	NRM	SWC	Agri / Allied		
27	Construction of Earthen contour Bund for Community	A	NRM	SWC			

Sl. No.	Works	Master Category	NRM/Non NRM	NRM subcategories	Agri & Allied	Water Related	Water Sub-categories
28	Construction of Pebble contour Bund for Community	A	NRM	SWC			
29	Construction of Stone contour Bund for Community	A	NRM	SWC			
30	Construction of Earthen graded Bund for Community	A	NRM	SWC			
31	Construction of Pebble graded Bund for Community	A	NRM	SWC			
32	Construction of Stone graded Bund for Community	A	NRM	SWC			
33	Repair and Maintenance of Earthen graded Bund for Community	D	NRM	SWC			
34	Repair and Maintenance of Pebble graded Bund for Community	D	NRM	SWC			
35	Repair and Maintenance of Stone graded Bund for Community	D	NRM	SWC			
36	Construction of Feeder Canal for Community	A	NRM	Irr	Agri / Allied	Water	Irr
37	Construction of distributary Canal for Community	A	NRM	Irr	Agri / Allied	Water	Irr
38	Construction of minor Canal for Community	A	NRM	Irr	Agri / Allied	Water	Irr
39	Construction of sub-minor Canal for Community	A	NRM	Irr	Agri / Allied	Water	Irr
40	Construction of water courses for Community	B	NRM	Irr	Agri / Allied	Water	Irr
41	Lining of Feeder Canal for Community	A	NRM	Irr	Agri / Allied	Water	Irr
42	Lining of distributary Canal for Community	A	NRM	Irr	Agri / Allied	Water	Irr
43	Lining of minor Canal for Community	A	NRM	Irr	Agri / Allied	Water	Irr
44	Lining of sub-minor Canal for Community	A	NRM	Irr	Agri / Allied	Water	Irr
45	Lining of water courses Canal for Community	A	NRM	Irr	Agri / Allied	Water	Irr
46	Renovation of Feeder Canal for Community	A	NRM	Irr	Agri / Allied	Water	Irr
47	Renovation of distributary Canal for Community	A	NRM	Irr	Agri / Allied	Water	Irr
48	Renovation of minor Canal for Community	A	NRM	Irr	Agri / Allied	Water	Irr
49	Renovation of sub-minor Canal for Community	A	NRM	Irr	Agri / Allied	Water	Irr
50	Repair and Maintenance of Feeder Canal for Community	D	NRM	Irr	Agri / Allied	Water	Irr
51	Repair and Maintenance of distributary Canal for Community	D	NRM	Irr	Agri / Allied	Water	Irr
52	Repair and Maintenance of minor Canal for Community	D	NRM	Irr	Agri / Allied	Water	Irr
53	Repair and Maintenance of sub-minor Canal for Community	D	NRM	Irr	Agri / Allied	Water	Irr
54	Repair and Maintenance of water course Canal for Community	D	NRM	Irr	Agri / Allied	Water	Irr
55	Construction of Flood/Diversion Channel for Community	D	NRM	SWC		water	SWC
56	Renovation of Flood/Diversion Channel for Community	D	NRM	SWC		water	SWC
57	Repair and Maintenance of Flood/Diversion Channel for Community	D	NRM	SWC		water	SWC
58	Development of Silviculture Grasslands for Community	A	NRM	LR	Agri / Allied		
59	Development of Silviculture Grasslands for Individuals	B	NRM	LR	Agri / Allied		
60	Levelling/shaping of Wasteland / Fallow land for Individuals	B	NRM	LR	Agri / Allied		
61	Drainage of chaur or waterlogged areas Land for Individuals	B	NRM	Drainage	Agri / Allied	Water	Drainage
62	Levelling/shaping of Wasteland Land for Community	A	NRM	LR	Agri / Allied		
63	Development of chaur Land for Community	A	NRM	LR	Agri / Allied		
64	Development of Fallow Land for Community	A	NRM	LR	Agri / Allied		
65	Reclamation of Community Waterlogged Land	A	NRM	Drainage	Agri / Allied	Water	Drainage
66	Drainage of Community Waterlogged Land	A	NRM	Drainage	Agri / Allied	Water	Drainage
67	Construction of workshed for Livelihood activity for Groups	C	Non-NRM				
68	Construction of Brushwood Check Dam for Individuals	B	NRM	SWC	Agri / Allied	water	SWC

Sl. No.	Works	Master Category	NRM/Non NRM	NRM subcategories	Agri & Allied	Water Related	Water Sub-categories
69	Construction of Earthen Anicut Check Dam for Individuals	B	NRM	SWC	Agri / Allied	water	SWC
70	Construction of Boulder Check Dam for Individuals	B	NRM	SWC	Agri / Allied	water	SWC
71	Construction of Masonry/CC Check Dam for Individuals	B	NRM	SWC	Agri / Allied	water	SWC
72	Construction of Gabion Check Dam for Individuals	B	NRM	SWC	Agri / Allied	water	SWC
73	Construction of Brushwood Check Dam for Community	A	NRM	SWC	Agri / Allied	water	SWC
74	Construction of Earthen Check Dam for Community	A	NRM	SWC	Agri / Allied	water	SWC
75	Construction of Boulder Check Dam for Community	A	NRM	SWC	Agri / Allied	water	SWC
76	Construction of Masonry/CC Check Dam for Community	A	NRM	SWC	Agri / Allied	water	SWC
77	Construction of Gabion Check Dam for Community	A	NRM	SWC	Agri / Allied	water	SWC
78	Repair and Maintenance of Earthen Check Dam for Community	D	NRM	SWC	Agri / Allied	water	SWC
79	Repair and Maintenance of Boulder Check Dam for Community	D	NRM	SWC	Agri / Allied	water	SWC
80	Repair and Maintenance of Masonry/CC Check Dam for Community	D	NRM	SWC	Agri / Allied	water	SWC
81	Repair and Maintenance of Gabion Check Dam for Community	D	NRM	SWC	Agri / Allied	water	SWC
82	Construction of Compost Pit for Individual	D	NRM	Soil Health	Agri / Allied		
83	Construction of Vermi Compost structure for Individual	D	NRM	Soil Health	Agri / Allied		
84	Construction of NADEP Compost structure for Individual	D	NRM	Soil Health	Agri / Allied		
85	Construction of Berkeley Compost Pit for Individual	D	NRM	Soil Health	Agri / Allied		
86	Construction of Vermi Compost structure for Community	D	NRM	Soil Health	Agri / Allied		
87	Construction of NADEP Compost structure for Community	D	NRM	Soil Health	Agri / Allied		
88	Construction of Berkeley Compost Pit for Community	D	NRM	Soil Health	Agri / Allied		
89	Construction of Compost Pit structure for Community	D	NRM	Soil Health	Agri / Allied		
90	Repair and Maintenance of Vermi Compost structure for Community	D	NRM	Soil Health	Agri / Allied		
91	Repair and Maintenance of NADEP Compost structure for Community	D	NRM	Soil Health	Agri / Allied		
92	Repair and Maintenance of Berkeley Compost Pit for Community	D	NRM	Soil Health	Agri / Allied		
93	Repair and Maintenance of Compost Pit for Community	D	NRM	Soil Health	Agri / Allied		
94	Construction of Vermi Compost structure for Groups	C	NRM	Soil Health	Agri / Allied		
95	Construction of NADEP Compost structure for Groups	C	NRM	Soil Health	Agri / Allied		
96	Construction of Berkeley Compost Pit for Groups	C	NRM	Soil Health	Agri / Allied		
97	Construction of Compost Pit for Groups	C	NRM	Soil Health	Agri / Allied		
98	Construction of Crematorium for community	D	Non-NRM				
99	Repair and Maintenance of Crematorium	D	Non-NRM				
100	Construction of Culvert/cross drainage structures for Community	D	Non-NRM				
101	Repair and Maintenance of Culvert/cross drainage structures for Community	D	Non-NRM				
102	Construction of Storm Water drain for coastal protection for Community	D	Non-NRM				
103	Construction of intermediate and Link Storm Water Drain for Community	D	Non-NRM				
104	Construction of Diversion Storm Water Drain for Community	D	NRM	SWC	Agri / Allied	water	SWC
105	Repair and maintenance of coastal protection Storm Water drain for Community	D	Non-NRM				

Sl. No.	Works	Master Category	NRM/Non NRM	NRM subcategories	Agri & Allied	Water Related	Water Sub-categories
106	Repair and maintenance of intermedite and Link Storm Water Drain for Community	D	Non-NRM				
107	Repair and maintenance of Diversion Storm Water Drain for Community	D	NRM	SWC	Agri / Allied	water	SWC
108	Construction of Open / Covered Grey_Water/Storm Drain for Community	D	Non-NRM				
109	Repair and maintenance of Open/Covered Grey_Water/Storm Drain for Community	D	Non-NRM				
110	Construction of Irrigation Open Well for Individuals	B	NRM	Irr	Agri / Allied	Water	Irr
111	Construction of Irrigation Open Well for Community	A	NRM	Irr	Agri / Allied	Water	Irr
112	Repair and maintenance of parapet & platform of Irrigation Open Well for Community	A	NRM	Irr	Agri / Allied	Water	Irr
113	Construction of Irrigation Open Well for Groups	A	NRM	Irr	Agri / Allied	Water	Irr
114	Construction of Fish Drying Yards for Individual	B	Non-NRM		Agri / Allied		
115	Construction of Fish Drying Yards for Community	B	Non-NRM		Agri / Allied		
116	Repair and Maintenance of Fish Drying Yards for Community	D	Non-NRM		Agri / Allied		
117	Boundary Line Plantation of Horticulture Trees for Individuals	B	NRM	PLNT	Agri / Allied		
118	Along the coast Line Plantation of Horticulture Trees for Individuals	B	NRM	PLNT	Agri / Allied		
119	Boundary Line Plantation of Farm Forestry Trees for Individuals	B	NRM	PLNT	Agri / Allied		
120	Along the coast Line Plantation of Farm Forestry Trees for Individuals	B	NRM	PLNT	Agri / Allied		
121	Wasteland Line Plantation of Farm Forestry Trees for Individuals	B	NRM	PLNT	Agri / Allied		
122	Boundary Line Plantation of Forestry Trees for Individuals	B	NRM	PLNT	Agri / Allied		
123	Along the coast Line Plantation of Forestry Trees for Individuals	B	NRM	PLNT	Agri / Allied		
124	Wasteland Line Plantation of Forestry Trees for Individuals	B	NRM	PLNT	Agri / Allied		
125	Line Plantation of Shelter Belt Trees for Individuals	B	NRM	PLNT	Agri / Allied		
126	Line Plantation of Coastal Shelter Belt Trees for Individuals	B	NRM	PLNT	Agri / Allied		
127	Block Plantation of Horticulture Trees in fields for Individuals	B	NRM	PLNT	Agri / Allied		
128	Wasteland Block Plantation of Horticulture Trees for Individuals	B	NRM	PLNT	Agri / Allied		
129	Block Plantation of Farm Forestry Trees in Fields for Individuals	B	NRM	PLNT	Agri / Allied		
130	Wastelands Block Plantation of Farm Forestry Trees for Individuals	B	NRM	PLNT	Agri / Allied		
131	Block Plantation of Forestry Trees in Fields for Individuals	B	NRM	PLNT	Agri / Allied		
132	Wastelands Block Plantation of Forestry Trees for Individuals	B	NRM	PLNT	Agri / Allied		
133	Block Plantation of Sericulture Trees in fields for Individuals	B	NRM	PLNT	Agri / Allied		
134	Wastelands Block Plantation of Sericulture Trees for Individuals	B	NRM	PLNT	Agri / Allied		
135	Block Plantation of Biodrainage Trees in Fields for Individuals	B	NRM	Drainage	Agri / Allied	Water	Drainage
136	Wasteland Block Plantation of Biodrainage Trees for Individuals	B	NRM	Drainage	Agri / Allied	Water	Drainage
137	Block Plantation of Shelter Belt Trees for Individuals	B	NRM	PLNT	Agri / Allied		
138	Boundary Block Plantation of Coastal Shelter Belt Trees for Individuals	B	NRM	PLNT	Agri / Allied		
139	Canal Line Plantation of Horticulture Trees for Community	A	NRM	PLNT	Agri / Allied		

Sl. No.	Works	Master Category	NRM/Non NRM	NRM subcategories	Agri & Allied	Water Related	Water Sub-categories
140	Boundary Line Plantation of Horticulture Trees for Community	A	NRM	PLNT	Agri / Allied		
141	Along the coast Line Plantation of Horticulture Trees for Community	A	NRM	PLNT	Agri / Allied		
142	Boundary Line Plantation of Farm Forestry Trees for Community	A	NRM	PLNT	Agri / Allied		
143	Canal Line Plantation of Forestry Trees for Community	A	NRM	PLNT	Agri / Allied		
144	Boundary Line Plantation of Forestry Trees for Community	A	NRM	PLNT	Agri / Allied		
145	Road side line plantation of Forestry Trees for Community	A	NRM	PLNT	Agri / Allied		
146	Along the coast Line Plantation of Forestry Trees for Community	A	NRM	PLNT	Agri / Allied		
147	Boundary Line Plantation of Shelter Belt Trees for Community	A	NRM	PLNT	Agri / Allied		
148	Road Line Plantation of Shelter Belt Trees for Community	A	NRM	PLNT	Agri / Allied		
149	Along the coast Line Plantation of Coastal Shelter Belt Trees for Community	A	NRM	PLNT	Agri / Allied		
150	Block Plantation of Horticulture Trees in Government building premises for Community	A	NRM	PLNT	Agri / Allied		
151	Along the coast Block Plantation of Horticulture Trees for Community	A	NRM	PLNT	Agri / Allied		
152	Fields Block Plantation of Horticulture Trees for Community	A	NRM	PLNT	Agri / Allied		
153	Wasteland Block Plantation of Horticulture Trees for Community	A	NRM	PLNT	Agri / Allied		
154	Block Plantation of Farm Forestry Trees in Government building premises for Community	A	NRM	PLNT	Agri / Allied		
155	Along the coast Block Plantation of Farm Forestry Trees for Community	A	NRM	PLNT	Agri / Allied		
156	Block Plantation of Farm Forestry Trees in fields for Community	A	NRM	PLNT	Agri / Allied		
157	Wasteland Block Plantation of Farm Forestry Trees for Community	A	NRM	PLNT	Agri / Allied		
158	Block Plantation of Forestry Trees in Government building premises for Community	A	NRM	PLNT	Agri / Allied		
159	Along the coast Block Plantation of Forestry Trees for Community	A	NRM	PLNT	Agri / Allied		
160	Block Plantation of Forestry Trees in Fields for Community	A	NRM	PLNT	Agri / Allied		
161	Wasteland Block Plantation of Forestry Trees for Community	A	NRM	PLNT	Agri / Allied		
162	Block Plantation of Sericulture Trees in Fields for Community	B	NRM	PLNT	Agri / Allied		
163	Wasteland Block Plantation of Sericulture Trees for Community	B	NRM	PLNT	Agri / Allied		
164	Block Plantation of Biodrainage Trees in Government building premises for Community	D	NRM	Drainage	Agri / Allied	Water	Drainage
165	Block Plantation of Biodrainage Trees in fields for Community	D	NRM	Drainage	Agri / Allied	Water	Drainage
166	Block Plantation of Biodrainage trees in Wastelands for community	D	NRM	Drainage	Agri / Allied	Water	Drainage
167	Along the coast Afforestation using forestry Trees for Community	A	NRM	PLNT	Agri / Allied		
168	Afforestation of wastelands using Forestry trees for individuals	A	NRM	PLNT	Agri / Allied		
169	Construction of Earthen Gully Plugs for Individuals	B	NRM	SWC	Agri / Allied	water	SWC
170	Construction of Stone boulder Gully Plugs for Individuals	B	NRM	SWC	Agri / Allied	water	SWC

Sl. No.	Works	Master Category	NRM/Non NRM	NRM subcategories	Agri & Allied	Water Related	Water Sub-categories
171	Construction of Earthen Gully Plugs for Community	A	NRM	SWC	Agri / Allied	water	SWC
172	Construction of Stone boulder Gully Plugs for Community	A	NRM	SWC	Agri / Allied	water	SWC
173	Repair and maintenance of Earthen Gully Plugs for Community	D	NRM	SWC	Agri / Allied	water	SWC
174	Repair and maintenance of Stone boulder Gully Plugs for Community	D	NRM	SWC	Agri / Allied	water	SWC
175	Raising of Nursery for Individuals	B	NRM	PLNT	Agri / Allied		
176	Raising of Nursery for Community	B	NRM	PLNT	Agri / Allied		
177	Raising of Nursery for Groups	B	NRM	PLNT	Agri / Allied		
178	Construction of Mini Percolation Tank for Individuals	B	NRM	SWC		water	SWC
179	Construction of Mini Percolation Tank for Community	A	NRM	SWC		water	SWC
180	Repair and maintenance of Mini Percolation Tank for Community	D	NRM	SWC		water	SWC
181	Construction of Farm Ponds for Individuals	B	NRM	Irr	Agri / Allied	Water	Irr
182	Construction of Fisheries Ponds for Community	B	NRM	SWC	Agri / Allied	water	SWC
183	Construction of Community Water Harvesting Ponds	A	NRM	SWC		water	SWC
184	Repair and maintenance of Fisheries Ponds for Community	D	NRM	SWC	Agri / Allied	water	SWC
185	Repair and maintenance of Community Water Harvesting Ponds for Community	D	NRM	SWC		water	SWC
186	Renovation of Fisheries Ponds for Community	B	NRM	SWC	Agri / Allied	water	SWC
187	Renovation of Community Water Harvesting Ponds for Community	A	NRM	SWC		water	SWC
188	Construction of Stabilization Pond for Community	D	Non-NRM				
189	Repair and maintenance of Stabilization Pond for Community	D	Non-NRM				
190	Construction of Recharge Pits for Individuals	B	NRM	GWR		Water	GWR
191	Construction of Recharge Pits for Community	A	NRM	GWR		Water	GWR
192	Construction of Bitumen Top Roads for Community	D	Non-NRM				
193	Construction of Gravel Road Roads for Community	D	Non-NRM				
194	Construction of Inter-locking cement block/tiles Roads for Community	D	Non-NRM				
195	Construction of WBM Roads for Community	D	Non-NRM				
196	Construction of Mitti Murrum Roads for Community	D	Non-NRM				
197	Construction of Kharanja (brick/stone) Roads for Community	D	Non-NRM				
198	Construction of Cement Concrete Roads for Community	D	Non-NRM				
199	Repair and maintenance of Bitumen Top Roads for Community	D	Non-NRM				
200	Repair and maintenance of Gravel Road Roads for Community	D	Non-NRM				
201	Repair and maintenance of Inter-locking cement block/tiles Roads for Community	D	Non-NRM				
202	Repair and maintenance of WBM Roads for Community	D	Non-NRM				
203	Repair and maintenance of Mitti Murrum Roads for Community	D	Non-NRM				
204	Repair and maintenance of Kharanja (brick/stone) Roads for Community	D	Non-NRM				
205	Repair and maintenance of Cement Concrete Roads for Community	D	Non-NRM				
206	Construction of Sand filter for Borewell recharge for Individual	B	NRM	GWR		Water	GWR

Sl. No.	Works	Master Category	NRM/Non NRM	NRM subcategories	Agri & Allied	Water Related	Water Sub-categories
207	Construction of Sand filter for Openwell recharge for Individual	B	NRM	GWR		Water	GWR
208	Construction of Sand filter for borewell recharge for Community	A	NRM	GWR		Water	GWR
209	Construction of Sand filter for openwell recharge for Community	A	NRM	GWR		Water	GWR
210	Construction of Sand filter for openwell recharge for Groups	A	NRM	GWR		Water	GWR
211	Construction of Cattle Shelter for Individuals	B	Non-NRM		Agri / Allied		
212	Construction of Goat Shelter for Individuals	B	Non-NRM		Agri / Allied		
213	Construction of Piggery Shelter for Individuals	B	Non-NRM		Agri / Allied		
214	Construction of Poultry Livestock Shelter for Individuals	B	Non-NRM		Agri / Allied		
215	Construction of Cattle Shelter for Community	B	Non-NRM		Agri / Allied		
216	Construction of Goat Shelter for Community	B	Non-NRM		Agri / Allied		
217	Construction of Piggery Shelter for Community	B	Non-NRM		Agri / Allied		
218	Construction of Poultry Shelter for Community	B	Non-NRM		Agri / Allied		
219	Repair and maintenance of Cattle Shelter for Community	D	Non-NRM		Agri / Allied		
220	Repair and maintenance of Goat Shelter for Community	D	Non-NRM		Agri / Allied		
221	Repair and maintenance of Piggery Shelter for Community	D	Non-NRM		Agri / Allied		
222	Repair and maintenance of Poultry Shelter for Community	D	Non-NRM		Agri / Allied		
223	Construction of Soakage Channel for Community	D	Non-NRM				
224	Construction of Soak Pit for Individual	D	Non-NRM				
225	Construction of Soak Pit for Community	D	Non-NRM				
226	Construction of Wire crate (gabion) Spur for Community	D	NRM	SWC		water	SWC
227	Construction of Stone Spur for Community	D	NRM	SWC		water	SWC
228	Construction of Earthen Spur for Community	D	NRM	SWC		water	SWC
229	Repair and Maintenance of Wire crate (gabion) Spur for Community	D	NRM	SWC		water	SWC
230	Repair and Maintenance of Stone Spur for Community	D	NRM	SWC		water	SWC
231	Repair and Maintenance of Earthen Spur for Community	D	NRM	SWC		water	SWC
232	Construction of Level Bench Terrace Terrace for Individual	B	NRM	SWC	Agri / Allied		
233	Construction of Upland Bench Terrace Terrace for Individual	B	NRM	SWC	Agri / Allied		
234	Construction of Level Bench Terrace Terrace for Community	A	NRM	SWC	Agri / Allied		
235	Construction of Upland Bench Terrace Terrace for Community	A	NRM	SWC	Agri / Allied		
236	Construction of Single Unit Toilets for Individual	D	Non-NRM				
237	Construction of Anganwadi Multi Unit Toilets for Community	D	Non-NRM				
238	Construction of Multi Unit Toilets for School	D	Non-NRM				
239	Construction of Staggered Trench Trench for individual	B	NRM	SWC		water	SWC
240	Construction of Staggered Trench Trench for Community	A	NRM	SWC		water	SWC
241	Construction of Continuous Contour Trench Trench for Community	A	NRM	SWC		water	SWC
242	Construction of Water Absorption Trench Trench for Community	A	NRM	SWC		water	SWC
243	Construction of Infrastructure for Azola cultivation for Individual	B	Non-NRM		Agri / Allied		
244	Construction of Infrastructure for Azola cultivation for Community	B	Non-NRM		Agri / Allied		
245	Repair and Maintenance of Infrastructure for Azola cultivation for Community	D	Non-NRM		Agri / Allied		

Sl. No.	Works	Master Category	NRM/Non NRM	NRM subcategories	Agri & Allied	Water Related	Water Sub-categories
246	Construction of Infrastructure for Liquid Biomanure for Individuals	B	Non-NRM		Agri / Allied		
247	Construction of Infrastructure for Liquid Biomanure for Groups	C	Non-NRM		Agri / Allied		
248	Construction of Infrastructure for Liquid Biomanure for Community	B	Non-NRM		Agri / Allied		
249	Repair and Maintenance of Infrastructure for Liquid Biomanure for Community	D	Non-NRM		Agri / Allied		
250	Construction of Underground Dykes for Community	A	NRM	GWR		Water	GWR
251	Construction of Embankment for community	D	Non-NRM				
252	Construction of Village/Rural Haat for community	D	Non-NRM				
253	Repair and Maintenance of Village/Rural Haat for community	D	Non-NRM				
254	Construction of Cyclone shelter for Community	D	Non-NRM				
255	Repair and Maintenance of Cyclone shelter for Community	D	Non-NRM				
256	Construction of Play field for Community	D	Non-NRM				
257	Repair and Maintenance of Play field for Community	D	Non-NRM				
258	Construction of Compound wall for government schools for Community	D	Non-NRM				
259	Repair and Maintenance of Compound wall for government run schools for Community	D	Non-NRM				
260	Production of building material for Community	D	Non-NRM				

NRM: Natural Resource Management

Irr: Irrigation related Works

Drainage: Drainage and other works

Soil Health: Works for enhancing soil health

LR: Land related works

GWR: Groundwater Recharge related works

SWC: Soil & Water Conservation Works

PLNT: Plantation and Related works

Agri / Allied: Agriculture and Allied works



सत्यमेव जयते

Government of India
Ministry of Rural Development

The Mahatma Gandhi National Rural Employment Guarantee Act 2005

**Ministry of Rural Development
Government of India**


भारत का राजपत्र
The Gazette of India

असाधारण
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इस भाग में भिन्न पृष्ठ संख्या दी जाती है जिससे कि यह अलग संकलन के रूप में रखा जा सके।
Separate paging is given to this Part in order that it may be filed as a separate compilation.

MINISTRY OF LAW AND JUSTICE

(Legislative Department)

New Delhi, the 7th September, 2005/Bhadra 16, 1927 (Saka)

The following Act of Parliament received the assent of the President on 5th September, 2005 and is hereby published for general information:—

THE NATIONAL RURAL EMPLOYMENT GUARANTEE ACT, 2005

No. 42 OF 2005

[5th September, 2005.]

An Act to provide for the enhancement of livelihood security of the households in rural areas of the country by providing at least one hundred days of guaranteed wage employment in every financial year to every household whose adult members volunteer to do unskilled manual work and for matters connected therewith or incidental thereto.

BE it enacted by Parliament in the Fifty-sixth Year of the Republic of India as follows:—

CHAPTER I

PRELIMINARY

1. (1) This Act may be called the National Rural Employment Guarantee Act, 2005.
- (2) It extends to the whole of India except the State of Jammu and Kashmir.
- (3) It shall come into force on such date as the Central Government may, by notification in the Official Gazette, appoint; and different dates may be appointed for different States or for different areas in a State and any reference in any such provision to the

Short title,
extent and
commencement.

commencement of this Act shall be construed as a reference to the coming into force of that provision in such State or, as the case may be, in such area:

Provided that this Act shall be applicable to the whole of the territory to which it extends within a period of five years from the date of enactment of this Act.

Definitions.

2. In this Act, unless the context otherwise requires,—

(a) "adult" means a person who has completed his eighteenth years of age;

(b) "applicant" means the head of a household or any of its other adult members who has applied for employment under the Scheme;

(c) "Block" means a community development area within a district comprising a group of Gram Panchayats;

(d) "Central Council" means the Central Employment Guarantee Council constituted under sub-section (1) of section 10;

(e) "District Programme Coordinator" means an officer of the State Government designated as such under sub-section (1) of section 14 for implementation of the Scheme in a district;

(f) "household" means the members of a family related to each other by blood, marriage or adoption and normally residing together and sharing meals or holding a common ration card;

(g) "implementing agency" includes any department of the Central Government or a State Government, a Zila Parishad, Panchayat at intermediate level, Gram Panchayat or any local authority or Government undertaking or non-governmental organisation authorised by the Central Government or the State Government to undertake the implementation of any work taken up under a Scheme;

(h) "minimum wage", in relation to any area, means the minimum wage fixed by the State Government under section 3 of the Minimum Wages Act, 1948 for agricultural labourers as applicable in that area;

11 of 1948.

(i) "National Fund" means the National Employment Guarantee Fund established under sub-section (1) of section 20;

(j) "notification" means a notification published in the Official Gazette;

(k) "preferred work" means any work which is taken up for implementation on a priority basis under a Scheme;

(l) "prescribed" means prescribed by rules made under this Act;

(m) "Programme Officer" means an officer appointed under sub-section (1) of section 15 for implementing the Scheme;

(n) "project" means any work taken up under a Scheme for the purpose of providing employment to the applicants;

(o) "rural area" means any area in a State except those areas covered by any urban local body or a Cantonment Board established or constituted under any law for the time being in force;

(p) "Scheme" means a Scheme notified by the State Government under sub-section (1) of section 4;

(q) "State Council" means the State Employment Guarantee Council constituted under sub-section (1) of section 12;

(r) "unskilled manual work" means any physical work which any adult person is capable of doing without any skill or special training;

CHAPTER II

GUARANTEE OF EMPLOYMENT IN RURAL AREAS

3. (1) Save as otherwise provided, the State Government shall, in such rural area in the State as may be notified by the Central Government, provide to every household whose adult members volunteer to do unskilled manual work not less than one hundred days of such work in a financial year in accordance with the Scheme made under this Act.

Guarantee of rural employment to households.

(2) Every person who has done the work given to him under the Scheme shall be entitled to receive wages at the wage rate for each day of work.

(3) Save as otherwise provided in this Act, the disbursement of daily wages shall be made on a weekly basis or in any case not later than a fortnight after the date on which such work was done.

CHAPTER III

EMPLOYMENT GUARANTEE SCHEMES AND UNEMPLOYMENT ALLOWANCE

4. (1) For the purposes of giving effect to the provisions of section 3, every State Government shall, within six months from the date of commencement of this Act, by notification, make a Scheme, for providing not less than one hundred days of guaranteed employment in a financial year to every household in the rural areas covered under the Scheme and whose adult members, by application, volunteer to do unskilled manual work subject to the conditions laid down by or under this Act and in the Scheme:

Employment Guarantee Schemes for rural areas.

Provided that until any such Scheme is notified by the State Government, the Annual Action Plan or Perspective Plan for the *Sampoorna Grameen Rozgar Yojana* (SGRY) or the National Food for Work Programme (NFFWP) whichever is in force in the concerned area immediately before such notification shall be deemed to be the action plan for the Scheme for the purposes of this Act.

(2) The State Government shall publish a summary of the Scheme made by it in at least two local newspapers, one of which shall be in a vernacular language circulating in the area or areas to which such Scheme shall apply.

(3) The Scheme made under sub-section (1) shall provide for the minimum features specified in Schedule I.

5. (1) The State Government may, without prejudice to the conditions specified in Schedule II, specify in the Scheme the conditions for providing guaranteed employment under this Act.

Conditions for providing guaranteed employment.

(2) The persons employed under any Scheme made under this Act shall be entitled to such facilities not less than the minimum facilities specified in Schedule II.

11 of 1948.

6. (1) Notwithstanding anything contained in the Minimum Wages Act, 1948, the Central Government may, by notification, specify the wage rate for the purposes of this Act:

Wage rate.

Provided that different rates of wages may be specified for different areas:

Provided further that the wage rate specified from time to time under any such notification shall not be at a rate less than sixty rupees per day.

11 of 1948.

(2) Until such time as a wage rate is fixed by the Central Government in respect of any area in a State, the minimum wage fixed by the State Government under section 3 of the Minimum Wages Act, 1948 for agricultural labourers, shall be considered as the wage rate applicable to that area.

Payment of unemployment allowance.

7. (1) If an applicant for employment under the Scheme is not provided such employment within fifteen days of receipt of his application seeking employment or from the date on which the employment has been sought in the case of an advance application, whichever is later, he shall be entitled to a daily unemployment allowance in accordance with this section.

(2) Subject to such terms and conditions of eligibility as may be prescribed by the State Government and subject to the provisions of this Act and the Schemes and the economic capacity of the State Government, the unemployment allowance payable under sub-section (1) shall be paid to the applicants of a household subject to the entitlement of the household at such rate as may be specified by the State Government, by notification, in consultation with the State Council:

Provided that no such rate shall be less than one-fourth of the wage rate for the first thirty days during the financial year and not less than one-half of the wage rate for the remaining period of the financial year.

(3) The liability of the State Government to pay unemployment allowance to a household during any financial year shall cease as soon as—

(a) the applicant is directed by the Gram Panchayat or the Programme Officer to report for work either by himself or depute at least one adult member of his household; or

(b) the period for which employment is sought comes to an end and no member of the household of the applicant had turned up for employment; or

(c) the adult members of the household of the applicant have received in total at least one hundred days of work within the financial year; or

(d) the household of the applicant has earned as much from the wages and unemployment allowance taken together which is equal to the wages for one hundred days of work during the financial year.

(4) The unemployment allowance payable to the household of an applicant jointly shall be sanctioned and disbursed by the Programme Officer or such local authority (including the Panchayats at the district, intermediate or village level) as the State Government may, by notification, authorise in this behalf.

(5) Every payment of unemployment allowance under sub-section (1) shall be made or offered not later than fifteen days from the date on which it became due for payment.

(6) The State Government may prescribe the procedure for payment of unemployment allowance under this Act.

Non-disbursement of unemployment allowance in certain circumstances.

8. (1) If the Programme Officer is not in a position to disburse the unemployment allowance in time or at all for any reason beyond his control, he shall report the matter to the District Programme Coordinator and announce such reasons in a notice to be displayed on his notice board and the notice board of the Gram Panchayat and such other conspicuous places as he may deem necessary.

(2) Every case of non-payment or delayed payment of unemployment allowance shall be reported in the annual report submitted by the District Programme Coordinator to the State Government along with the reasons for such non-payment or delayed payment.

(3) The State Government shall take all measures to make the payment of unemployment allowance reported under sub-section (1) to the concerned household as expeditiously as possible.

Disentitlement to receive unemployment allowance in certain circumstances.

9. An applicant who—

(a) does not accept the employment provided to his household under a Scheme; or

(b) does not report for work within fifteen days of being notified by the Programme Officer or the implementing agency to report for the work; or

(c) continuously remains absent from work, without obtaining a permission from the concerned implementing agency for a period of more than one week or remains absent for a total period of more than one week in any month,

shall not be eligible to claim the unemployment allowance payable under this Act for a period of three months but shall be eligible to seek employment under the Scheme at any time.

CHAPTER IV

IMPLEMENTING AND MONITORING AUTHORITIES

10. (1) With effect from such date as the Central Government may, by notification specify, there shall be constituted a Council to be called the Central Employment Guarantee Council to discharge the functions, and perform the duties, assigned to it by or under this Act.

Central
Employment
Guarantee
Council.

(2) The headquarters of the Central Council shall be at Delhi.

(3) The Central Council shall consist of the following members to be appointed by the Central Government, namely:—

(a) a Chairperson;

(b) not more than such number of representatives of the Central Ministries including the Planning Commission not below the rank of Joint Secretary to the Government of India as may be determined by the Central Government;

(c) not more than such number of representatives of the State Governments as may be determined by the Central Government;

(d) not more than fifteen non-official members representing Panchayati Raj Institutions, organisations of workers and disadvantaged groups:

Provided that such non-official members shall include two chairpersons of District Panchayats nominated by the Central Government by rotation for a period of one year at a time:

Provided further that not less than one-third of the non-official members nominated under this clause shall be women:

Provided also that not less than one-third of the non-official members shall be belonging to the Scheduled Castes, the Scheduled Tribes, the Other Backward Classes and Minorities;

(e) such number of representatives of the States as the Central Government may, by rules, determine in this behalf;

(f) a Member-Secretary not below the rank of Joint Secretary to the Government of India.

(4) The terms and conditions subject to which the Chairperson and other members of the Central Council may be appointed and the time, place and procedure of the meetings (including the quorum at such meetings) of the Central Council shall be such as may be prescribed by the Central Government.

11. (1) The Central Council shall perform and discharge the following functions and duties, namely:—

(a) establish a central evaluation and monitoring system;

(b) advise the Central Government on all matters concerning the implementation of this Act;

Functions and
duties of
Central
Council.

(c) review the monitoring and redressal mechanism from time to time and recommend improvements required;

(d) promote the widest possible dissemination of information about the Schemes made under this Act;

(e) monitoring the implementation of this Act;

(f) preparation of annual reports to be laid before Parliament by the Central Government on the implementation of this Act;

(g) any other duty or function as may be assigned to it by the Central Government.

(2) The Central Council shall have the power to undertake evaluation of the various Schemes made under this Act and for that purpose collect or cause to be collected statistics pertaining to the rural economy and the implementation of the Schemes.

State
Employment
Guarantee
Council.

12. (1) For the purposes of regular monitoring and reviewing the implementation of this Act at the State level, every State Government shall constitute a State Council to be known as the(name of the State) State Employment Guarantee Council with a Chairperson and such number of official members as may be determined by the State Government and not more than fifteen non-official members nominated by the State Government from Panchayati Raj institutions, organisations of workers and disadvantaged groups:

Provided that not less than one-third of the non-official members nominated under this clause shall be women:

Provided further that not less than one third of the non-official members shall be belonging to the Scheduled Castes, the Scheduled Tribes, the Other Backward Classes and Minorities.

(2) The terms and conditions subject to which the Chairperson and members of the State Council may be appointed and the time, place and procedure of the meetings (including the quorum at such meetings) of the State Council shall be such as may be prescribed by the State Government.

(3) The duties and functions of the State Council shall include—

(a) advising the State Government on all matters concerning the Scheme and its implementation in the State;

(b) determining the preferred works;

(c) reviewing the monitoring and redressal mechanisms from time to time and recommending improvements;

(d) promoting the widest possible dissemination of information about this Act and the Schemes under it;

(e) monitoring the implementation of this Act and the Schemes in the State and coordinating such implementation with the Central Council;

(f) preparing the annual report to be laid before the State Legislature by the State Government;

(g) any other duty or function as may be assigned to it by the Central Council or the State Government.

(3) The State Council shall have the power to undertake an evaluation of the Schemes operating in the State and for that purpose to collect or cause to be collected statistics pertaining to the rural economy and the implementation of the Schemes and Programmes in the State.

13. (1) The Panchayats at district, intermediate and village levels shall be the principal authorities for planning and implementation of the Schemes made under this Act.

Principal authorities for planning and implementation of Schemes.

(2) The functions of the Panchayats at the district level shall be—

(a) to finalise and approve blockwise shelf of projects to be taken up under a programme under the Scheme;

(b) to supervise and monitor the projects taken up at the Block level and district level; and

(c) to carry out such other functions as may be assigned to it by the State Council, from time to time.

(3) The functions of the Panchayat at intermediate level shall be—

(a) to approve the Block level Plan for forwarding it to the district Panchayat at the district level for final approval;

(b) to supervise and monitor the projects taken up at the Gram Panchayat and Block level; and

(c) to carry out such other functions as may be assigned to it by the State Council, from time to time.

(4) The District Programme Coordinator shall assist the Panchayat at the district level in discharging its functions under this Act and any Scheme made thereunder.

14. (1) The Chief Executive Officer of the District Panchayat or the Collector of the district or any other district level officer of appropriate rank as the State Government may decide shall be designated as the District Programme Coordinator for the implementation of the Scheme in the district.

District Programme Coordinator.

(2) The District Programme Coordinator shall be responsible for the implementation of the Scheme in the district in accordance with the provisions of this Act and the rules made thereunder.

(3) The functions of the District Programme Coordinator shall be—

(a) to assist the district Panchayat in discharging its functions under this Act and any scheme made thereunder;

(b) to consolidate the plans prepared by the Blocks and project proposals received from other implementing agencies for inclusion in the shelf of projects to be approved by the Panchayat at district level;

(c) to accord necessary sanction and administrative clearance, wherever necessary;

(d) to coordinate with the Programme Officers functioning within his jurisdiction and the implementing agencies to ensure that the applicants are provided employment as per their entitlements under this Act;

(e) to review, monitor and supervise the performance of the Programme Officers;

(f) to conduct periodic inspection of the works in progress; and

(g) to redress the grievances of the applicants.

(4) The State Government shall delegate such administrative and financial powers to the District Programme Coordinator as may be required to enable him to carry out his functions under this Act.

(5) The Programme Officer appointed under sub-section (1) of section 15 and all other officers of the State Government and local authorities and bodies functioning within the district shall be responsible to assist the District Programme Coordinator in carrying out his functions under this Act and the Schemes made thereunder.

(6) The District Programme Coordinator shall prepare in the month of December every year a labour budget for the next financial year containing the details of anticipated demand

for unskilled manual work in the district and the plan for engagement of labourers in the works covered under the Scheme and submit it to the district panchayat.

Programme
Officer.

15. (1) At every Panchayat at intermediate level, the State Government shall appoint a person who is not below the rank of Block Development Officer with such qualifications and experience as may be determined by the State Government as Programme Officer at the Panchayat at intermediate level.

(2) The Programme Officer shall assist the Panchayat at intermediate level in discharging its functions under this Act and any Scheme made thereunder.

(3) The Programme Officer shall be responsible for matching the demand for employment with the employment opportunities arising from projects in the area under his jurisdiction.

(4) The Programme Officer shall prepare a plan for the Block under his jurisdiction by consolidating the project proposals prepared by the Gram Panchayats and the proposals received from intermediate panchayats.

(5) The functions of the Programme Officer shall include—

(a) monitoring of projects taken up by the Gram Panchayats and other implementing agencies within the Block;

(b) sanctioning and ensuring payment of unemployment allowance to the eligible households;

(c) ensuring prompt and fair payment of wages to all labourers employed under a programme of the Scheme within the Block;

(d) ensuring that regular social audits of all works within the jurisdiction of the Gram Panchayat are carried out by the Gram Sabha and that prompt action is taken on the objections raised in the social audit;

(e) dealing promptly with all complaints that may arise in connection with the implementation of the Scheme within the Block; and

(f) any other work as may be assigned to him by the District Programme Coordinator or the State Government.

(6) The Programme Officers shall function under the direction, control and superintendence of the District Programme Coordinator.

(7) The State Government may, by order, direct that all or any of the functions of a Programme Officer shall be discharged by the Gram Panchayat or a local authority.

Responsibilities
of the Gram
Panchayats.

16. (1) The Gram Panchayat shall be responsible for identification of the projects in the Gram Panchayat area to be taken up under a Scheme as per the recommendations of the Gram Sabha and the Ward Sabhas and for executing and supervising such works.

(2) A Gram Panchayat may take up any project under a Scheme within the area of the Gram Panchayat as may be sanctioned by the Programme Officer.

(3) Every Gram Panchayat shall, after considering the recommendations of the Gram Sabha and the Ward Sabhas, prepare a development plan and maintain a shelf of possible works to be taken up under the Scheme as and when demand for work arises.

(4) The Gram Panchayat shall forward its proposals for the development projects including the order of priority between different works to the Programme Officer for scrutiny and preliminary approval prior to the commencement of the year in which it is proposed to be executed.

(5) The Programme Officer shall allot at least fifty per cent. of the works in terms of its cost under a Scheme to be implemented through the Gram Panchayats.

(6) The Programme Officer shall supply each Gram Panchayat with—

- (a) the muster rolls for the works sanctioned to be executed by it; and
- (b) a list of employment opportunities available elsewhere to the residents of the Gram Panchayat.

(7) The Gram Panchayat shall allocate employment opportunities among the applicants and ask them to report for work.

(8) The works taken up by a Gram Panchayat under a Scheme shall meet the required technical standards and measurements.

17. (1) The Gram Sabha shall monitor the execution of works within the Gram Panchayat.

Social audit of work by Gram Sabha.

(2) The Gram Sabha shall conduct regular social audits of all the projects under the Scheme taken up within the Gram Panchayat.

(3) The Gram Panchayat shall make available all relevant documents including the muster rolls, bills, vouchers, measurement books, copies of sanction orders and other connected books of account and papers to the Gram Sabha for the purpose of conducting the social audit.

18. The State Government shall make available to the District Programme Coordinator and the Programme Officers necessary staff and technical support as may be necessary for the effective implementation of the Scheme.

Responsibilities of State Government in implementing Scheme.

19. The State Government shall, by rules, determine appropriate grievance redressal mechanisms at the Block level and the district level for dealing with any complaint by any person in respect of implementation of the Scheme and lay down the procedure for disposal of such complaints.

Grievance redressal mechanism.

CHAPTER V

ESTABLISHMENT OF NATIONAL AND STATE EMPLOYMENT GUARANTEE FUNDS AND AUDIT

20. (1) The Central Government shall, by notification, establish a fund to be called the National Employment Guarantee Fund for the purposes of this Act.

National Employment Guarantee Fund.

(2) The Central Government may, after due appropriation made by Parliament by law in this behalf, credit by way of grants or loans such sums of money as the Central Government may consider necessary to the National Fund.

(3) The amount standing to the credit of the National Fund shall be utilised in such manner and subject to such conditions and limitations as may be prescribed by the Central Government.

21. (1) The State Government may, by notification, establish a fund to be called the State Employment Guarantee Fund for the purposes of implementation of the Scheme.

State Employment Guarantee Fund.

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(b) up to three-fourths of the material cost of the Scheme including payment of wages to skilled and semi-skilled workers subject to the provisions of Schedule II;

(c) such percentage of the total cost of the Scheme as may be determined by the Central Government towards the administrative expenses, which may include the salary and allowances of the Programme Officers and his supporting staff, the administrative expenses of the Central Council, facilities to be provided under Schedule II and such other item as may be decided by the Central Government.

(2) The State Government shall meet the cost of the following, namely:—

(a) the cost of unemployment allowance payable under the Scheme;

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attern.

(b) one-fourth of the material cost of the Scheme including payment of wages to skilled and semi-skilled workers subject to the provisions of Schedule II;

(c) the administrative expenses of the State Council.

Transparency
and
accountability.

23. (1) The District Programme Coordinator and all implementing agencies in the District shall be responsible for the proper utilisation and management of the funds placed at their disposal for the purpose of implementing a Scheme.

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(2) The State Government may prescribe the manner of maintaining proper books and accounts of employment of labourers and the expenditure incurred in connection with the implementation of the provisions of this Act and the Schemes made thereunder.

(3) The State Government may, by rules, determine the arrangements to be made for the proper execution of Schemes and programmes under the Schemes and to ensure transparency and accountability at all levels in the implementation of the Schemes.

(4) All payments of wages in cash and unemployment allowances shall be made directly to the person concerned and in the presence of independent persons of the community on pre-announced dates.

(5) If any dispute or complaint arises concerning the implementation of a Scheme by the Gram Panchayat, the matter shall be referred to the Programme Officer.

(6) The Programme Officer shall enter every complaint in a complaint register maintained by him and shall dispose of the disputes and complaints within seven days of its receipt and in case it relates to a matter to be resolved by any other authority it shall be forwarded to such authority under intimation to the complainant.

Audit of
accounts.

24. (1) The Central Government may, in consultation with the Comptroller and Auditor General of India, prescribe appropriate arrangements for audits of the accounts of the Schemes at all levels.

(2) The accounts of the Scheme shall be maintained in such form and in such manner as may be prescribed by the State Government.

CHAPTER VI

MISCELLANEOUS

Penalty
for non-
compliance.

25. Whoever contravenes the provisions of this Act shall on conviction be liable to a fine which may extend to one thousand rupees.

Power to
delegate.

26. (1) The Central Government may, by notification, direct that the powers exercisable by it (excluding the power to make rules) may, in such circumstances and subject to such conditions and limitations, be exercisable also by the State Government or such officer subordinate to the Central Government or the State Government as it may specify in such notification.

(2) The State Government may, by notification, direct that the powers exercisable by it (excluding the power to make rules and Schemes) may, in such circumstances and subject to such conditions and limitations, be exercisable also by such officer subordinate to it as it may specify in such notification.

27. (1) The Central Government may give such directions as it may consider necessary to the State Government for the effective implementation of the provisions of this Act.

Power of Central Government to give directions.

(2) Without prejudice to the provisions of sub-section (1), the Central Government may, on receipt of any complaint regarding the issue or improper utilisation of funds granted under this Act in respect of any Scheme if *prima facie* satisfied that there is a case, cause an investigation into the complaint made by any agency designated by it and if necessary, order stoppage of release of funds to the Scheme and institute appropriate remedial measures for its proper implementation within a reasonable period of time.

28. The provisions of this Act or the Schemes made thereunder shall have effect notwithstanding anything inconsistent therewith contained in any other law for the time being in force or in any instrument having effect by virtue of such law:

Act to have overriding effect.

Provided that where a State enactment exists or is enacted to provide employment guarantee for unskilled manual work to rural households consistent with the provisions of this Act under which the entitlement of the households is not less than and the conditions of employment are not inferior to what is guaranteed under this Act, the State Government shall have the option of implementing its own enactment:

Provided further that in such cases the financial assistance shall be paid to the concerned State Government in such manner as shall be determined by the Central Government, which shall not exceed what the State would have been entitled to receive under this Act had a Scheme made under this Act had to be implemented.

29. (1) If the Central Government is satisfied that it is necessary or expedient so to do, it may, by notification, amend Schedule I or Schedule II and thereupon Schedule I or Schedule II, as the case may be, shall be deemed to have been amended accordingly.

Power to amend Schedules.

(2) A copy of every notification made under sub-section (1) shall be laid before each House of Parliament as soon as may be after it is made.

30. No suit, prosecution or other legal proceedings shall lie against the District Programme Coordinator, Programme Officer or any other person who is, or who is deemed to be, a public servant within the meaning of section 21 of the Indian Penal Code in respect of anything which is in good faith done or intended to be done under this Act or the rules or Schemes made thereunder.

Protection of action taken in good faith.

45 of 1860.

31. (1) The Central Government may, by notification, and subject to the condition of previous publication, make rules to carry out the provisions of this Act.

Power of Central Government to make rules.

(2) In particular, and without the prejudice of the foregoing power, such rules may provide for all or any of the following matters, namely:—

(a) the number of representatives of the State Governments under clause (e) of sub-section (3) of section 10;

(b) the terms and conditions subject to which the Chairman and other members of the Central Council may be appointed, and the time, place and procedure of the meetings (including the quorum at such meetings) of the Central Council, under sub-section (4) of section 10;

(c) the manner in which and the conditions and limitations subject to which the National Fund shall be utilised under sub-section (3) of section 20;

(d) the rules relating to funding pattern to meet the cost of certain items under sub-section (1) of section 22;

(e) any other matter which is to be, or may be, prescribed or in respect of which provision is to be made by the Central Government by rules.

32. (1) The State Government may, by notification, and subject to the condition of previous publication, and consistent with this Act and the rules made by the Central Government, make rules to carry out the provisions of this Act.

Power of State Government to make rules.

(2) In particular, and without prejudice to the generality of the foregoing power, such rules may provide for all or any of the following matters, namely:—

(a) the terms and conditions upon which eligibility for unemployment allowance may be determined under sub-section (2) of section 7;

(b) the procedure for payment of unemployment allowance under sub-section (6) of section 7;

(c) the terms and conditions subject to which the Chairperson and members of the State Council may be appointed, and the time, place and procedure of the meetings (including the quorum at such meetings) of their appointment to the State Council, under sub-section (2) of section 12;

(d) the grievance redressal mechanism at the Block level and the District level and the procedure to be followed in such matter under section 19;

(e) the manner in which and the conditions and limitations subject to which the State Fund shall be utilised under sub-section (2) of section 21;

(f) the authority who may administer and the manner in which he may hold the State Fund under sub-section (3) of section 21;

(g) the manner of maintaining books of account of employment of labourers and the expenditure under sub-section (2) of section 23;

(h) the arrangements required for proper execution of Schemes under sub-section (3) of section 23;

(i) the form and manner in which the accounts of the Scheme shall be maintained under sub-section (2) of section 24;

(j) any other matter which is to be, or may be, prescribed or in respect of which provision is to be made by the State Government by rules.

Laying of
rules and
Schemes.

33. (1) Every rule made by the Central Government under this Act shall be laid, as soon as may be after it is made, before each House of Parliament, while it is in session, for a total period of thirty days which may be comprised in one session or in two or more successive sessions, and if, before the expiry of the session immediately following the session or the successive sessions aforesaid, both Houses agree in making any modification in the rule or both the Houses agree that the rule should not be made, the rule shall have thereafter have effect only in such modified form or be of no effect, as the case may be; so, however, that any such modification or annulment shall be without prejudice to the validity of anything previously done under that rule.

(2) Every rule or Scheme made by the State Government under this Act shall, as soon as may be after it is made, be laid before each House of the State Legislature where there are two Houses, and where there is one House of the State Legislature, before that House.

Power to
remove
difficulties.

34. (1) If any difficulty arises in giving effect to the provisions of this Act, the Central Government may, by order published in the Official Gazette, make such provisions, not inconsistent with the provisions of this Act, as appear to it to be necessary or expedient for removing the difficulty:

Provided that no order shall be made under this section after the expiry of three years from the commencement of this Act.

(2) Every order made under this section shall be laid, as soon as may be after it is made, before each House of Parliament.

SCHEDULE I

[See section 4(3)]

MINIMUM FEATURES OF A RURAL EMPLOYMENT GUARANTEE SCHEME

1. The focus of the Scheme shall be on the following works in their order of priority:—
 - (i) water conservation and water harvesting;
 - (ii) drought proofing (including afforestation and tree plantation);
 - (iii) irrigation canals including micro and minor irrigation works;
 - (iv) provision of irrigation facility to land owned by households belonging to the Scheduled Castes and Scheduled Tribes or to land of beneficiaries of land reforms or that of the beneficiaries under the Indira Awas Yojana of the Government of India;
 - (v) renovation of traditional water bodies including desilting of tanks;
 - (vi) land development;
 - (vii) flood control and protection works including drainage in water logged areas;
 - (viii) rural connectivity to provide all-weather access; and
 - (ix) any other work which may be notified by the Central Government in consultation with the State Government.
2. Creation of durable assets and strengthening the livelihood resource base of the rural poor shall be an important objective of the Scheme.
3. The works taken up under the scheme shall be in rural areas.
4. The State Council shall prepare a list of preferred works for different areas based on their ability to create durable assets.
5. The Scheme shall be subject to appropriate arrangements as may be laid down by the State Government under the rules issued by it for proper maintenance of the public assets created under the Scheme.
6. Under no circumstances shall the labourers be paid less than the wage rate.
7. When wages are directly linked with the quantity of work, the wages shall be paid according to the schedule of rates fixed by the State Government for different types of work every year, in consultation with the State Council.
8. The schedule of rates of wages for unskilled labourers shall be so fixed that a person working for seven hours would normally earn a wage equal to the wage rate.
9. The cost of material component of projects including the wages of the skilled and semi-skilled workers taken up under the Scheme shall not exceed forty per cent. of the total project costs.
10. It shall be open to the Programme Officer and Gram Panchayat to direct any person who applied for employment under the Scheme to do work of any type permissible under it.
11. The Scheme shall not permit engaging any contractor for implementation of the projects under it.
12. As far as practicable, a task funded under the Scheme shall be performed by using manual labour and not machines.
13. Every Scheme shall contain adequate provisions for ensuring transparency and accountability at all level of implementation.
14. Provisions for regular inspection and supervision of works taken up under the Scheme shall be made to ensure proper quality of work as well as to ensure that the total wages paid for the completion of the work is commensurate with the quality and quantity of work done.

15. The District Programme Coordinator, the Programme Officer and the Gram Panchayat implementing the Scheme shall prepare annually a report containing the facts and figures and achievements relating to the implementation of the Scheme within his or its jurisdiction and a copy of the same shall be made available to the public on demand and on payment of such fee as may be specified in the Scheme.

16. All accounts and records relating to the Scheme shall be made available for public scrutiny and any person desirous of obtaining a copy or relevant extracts therefrom may be provided such copies or extracts on demand and after paying such fee as may be specified in the Scheme.

17. A copy of the muster rolls of each Scheme or project under a Scheme shall be made available in the offices of the Gram Panchayat and the Programme Officer for inspection by any person interested after paying such fee as may be specified in the Scheme.

SCHEDULE II

(See section 5)

CONDITIONS FOR GUARANTEED RURAL EMPLOYMENT UNDER A SCHEME AND MINIMUM ENTITLEMENTS OF LABOURERS

1. The adult members of every household who—

- (i) reside in any rural areas; and
- (ii) are willing to do unskilled manual work,

may submit their names, age and the address of the household to the Gram Panchayat at the village level (hereafter in this Schedule referred to as the Gram Panchayat) in the jurisdiction of which they reside for registration of their household for issuance of a job card.

2. It shall be the duty of the Gram Panchayat to register the household, after making such enquiry as it deems fit and issue a job card containing such details of adult members of the household affixing their photographs, as may be specified by the State Government in the Scheme.

3. The registration made under paragraph 2 shall be for such period as may be laid in the Scheme, but in any case not less than five years, and may be renewed from time to time.

4. Every adult member of a registered household whose name appears in the job card shall be entitled to apply for unskilled manual work under the Scheme.

5. All registered persons belonging to a household shall be entitled to employment in accordance with the Scheme made under the provisions of this Act, for as many days as each applicant may request, subject to a maximum of one hundred days per household in a given financial year.

6. The Programme Officer shall ensure that every applicant referred to in paragraph 5 shall be provided unskilled manual work in accordance with the provisions of the Scheme within fifteen days of receipt of an application or from the date he seeks work in case of advance application, whichever is later:

Provided that priority shall be given to women in such a way that at least one-third of the beneficiaries shall be women who have registered and requested for work under this Act.

7. Applications for work must be for at least fourteen days of continuous work.

8. There shall be no limit on the number of days of employment for which a person may apply, or on the number of days of employment actually provided to him subject to the aggregate entitlement of the household.

9. Applications for work may be submitted in writing either to the Gram Panchayat or to the Programme Officer, as may be specified in the Scheme.

10. The Gram Panchayat and Programme Officer, as the case may be, shall be bound to accept valid applications and to issue a dated receipt to the applicant. Group applications may also be submitted.

11. Applicants who are provided with work shall be so intimated in writing, by means of a letter sent to him at the address given in the job card and by a public notice displayed at the office of the Panchayats at the district, intermediate or village level.

12. As far as possible, employment shall be provided within a radius of five kilometres of the village where the applicant resides at the time of applying.

13. A new work under the Scheme shall be commenced only if—

(a) at least fifty labourers become available for such work; and

(b) the labourers cannot be absorbed in the ongoing works:

Provided that this condition shall not be applicable for new works, as determined by the State Government, in hilly areas and in respect of afforestation.

14. In cases the employment is provided outside such radius, it must be provided within the Block, and the labourers shall be paid ten per cent. of the wage rate as extra wages to meet additional transportation and living expenses.

15. A period of employment shall ordinarily be at least fourteen days continuously with not more than six days in a week.

16. In all cases where unemployment allowance is paid, or due to be paid, the Programme Officer shall inform the District Programme Coordinator in writing the reasons why it was not possible for him to provide employment or cause to provide employment to the applicants.

17. The District Programme Coordinator shall, in his Annual Report to the State Council, explain as to why employment could not be provided in cases where payment of unemployment allowance is involved.

18. Provision shall be made in the Scheme for advance applications, that is, applications which may be submitted in advance of the date from which employment is sought.

19. Provision shall be made in the Scheme for submission of multiple applications by the same person provided that the corresponding periods for which employment is sought do not overlap.

20. The Gram Panchayat shall prepare and maintain or cause to be prepared and maintained such registers, vouchers and other documents in such form and in such manner as may be specified in the Scheme containing particulars of job cards and passbooks issued, name, age and address of the head of the household and the adult members of the household registered with the Gram Panchayat.

21. The Gram Panchayat shall send such list or lists of the names and addresses of households and their adult members registered with it and supply such other information to the concerned Programme Officer at such periods and in such form as may be specified in the Scheme.

22. A list of persons who are provided with the work shall be displayed on the notice board of the Gram Panchayat and at the office of the Programme Officer and at such other places as the Programme Officer may deem necessary and the list shall be open for inspection by the State Government and any person interested.

23. If the Gram Panchayat is satisfied at any time that a person has registered with it by furnishing false information, it may direct the Programme Officer to direct his name to be struck off from the register and direct the applicant to return the job card:

Provided that no such action under this paragraph shall be directed unless the applicant has been given an opportunity of being heard in the presence of two independent persons.

24. If any personal injury is caused to any person employed under the Scheme by accident arising out of and in the course of his employment, he shall be entitled to, free of charge, such medical treatment as is admissible under the Scheme.

25. Where hospitalisation of the injured worker is necessary, the State Government shall arrange for such hospitalisation including accommodation, treatment, medicines and payment of daily allowance not less than half of the wage rate required to be paid had the injured been engaged in the work.

26. If a person employed under a Scheme dies or becomes permanently disabled by accident arising out of and in the course of employment, he shall be paid by the implementing agency an *ex gratia* payment at the rate of twenty-five thousand rupees or such amount as may be notified by the Central Government, and the amount shall be paid to the legal heirs of the deceased or the disabled, as the case may be.

27. The facilities of safe drinking water, shade for children and periods of rest, first-aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being performed shall be provided at the work site.

28. In case the number of children below the age of six years accompanying the women working at any site are five or more, provisions shall be made to depute one of such women worker to look after such children.

29. The person deputed under paragraph 28 shall be paid wage rate.

30. In case the payment of wages is not made within the period specified under the Scheme, the labourers shall be entitled to receive payment of compensation as per the provisions of the Payment of Wages Act, 1936 (4 of 1936).

31. The wages under a Scheme may be paid either wholly in cash or in cash and kind provided that at least one-fourth of the wages shall be paid in cash only.

32. The State Government may prescribe that a portion of the wages in cash may be paid to the labourers on a daily basis during the period of employment.

33. If any personal injury is caused by accident to a child accompanying any person who is employed under a Scheme, such person shall be entitled to, free of charge, such medical treatment for the child as may be specified in the Scheme and in case of death or disablement, through an *ex gratia* payment as may be determined by the State Government.

34. In case of every employment under the Scheme, there shall be no discrimination solely on the ground of gender and the provisions of the Equal Remuneration Act, 1976 (25 of 1976), shall be complied with.

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B. A. AGRAWAL,
Addl. Secretary to the Govt. of India.

**MAHATMA GANDHI NATIONAL RURAL
EMPLOYMENT GUARANTEE ACT (2005) IN
ARUNACHAL PRADESH:
A Comparative Study of Lower Subansiri and Namsai District**

A Thesis submitted in partial fulfilment of the requirements for the award of the Degree of Doctor of Philosophy in Political Science under Faculty of Social Sciences, Rajiv Gandhi University.

Submitted by

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2022**

CHAPTER 6

SUMMARY, FINDINGS AND CONCLUSION

CHAPTER 6

Summary, Findings and Conclusion

The last chapter dealt with the findings of the field study conducted by the researcher in the study area. The present chapter summarises and concludes the thesis. The chapter is divided into two parts. The first part presents a summary overview of the thesis. The second part of the chapter discusses the broader findings of the study and concludes the study.

This is a study on the “Mahatma Gandhi National Rural Employment Guarantee Act (2005) in Arunachal Pradesh: A comparative study of Lower Subansiri and Namsai districts”. The major focus of this study has been the working of MGNREGA in Arunachal Pradesh. The study was carried out in the Lower Subansiri and the Namsai districts of Arunachal Pradesh. Three CD blocks from each district were selected for the study, viz. Ziro-I block, Hong-Hari block and Ziro-II block were selected from the Lower Subansiri district and Namsai block, Chowkham block and Lekang block were selected from the Namsai district.

The present study revolves around the following major objectives:

- i.** To study MGNREGA and its various provisions. (Detail discussion on the rural employment programmes and the provisions of MGNREGA along with organizational set-up, funding patterns and significance of MGNREGA is carried out in chapter two, from **pages 29 to 61**).
- ii.** To examine the implementation of MGNREGA in Arunachal Pradesh (Detail discussion on implementation and working of MGNREGA is discussed in chapter three, from **pages 62 to 90**)
- iii.** To assess the implementation of MGNREGA in Lower Subansiri and Namsai districts. (Discussion on this objective of the study is carried out in chapter four, from **pages 91 to 119**)
- iv.** To identify the factors influencing the participation of rural people and their perception towards the implementation of MGNREGA (perceptions of the workers, panchayat members and official functionaries is discussed in chapter five, from **pages 120 to 151**)

The present study on “Mahatma Gandhi National Rural Employment Guarantee Act (2005) in Arunachal Pradesh: A comparative study of Lower Subansiri and Namsai districts” has tested the following hypothesis.

1. The awareness level of rural people and implementing agencies are weak concerning MGNREGA and its various provisions.
2. Political interference is one of the reasons for the deprivation of needy people from being selected as workers.
3. People are not keen to work under MGNREGA as daily labour wages of Lower Subansiri and Namsai district is more than the wages paid under this scheme.

The data presented in table 5:3 and table 5:16 shows that the awareness level of workers and Panchayati Raj members are very low. Hence, hypothesis 1 tested in the field study is found to be positive.

The data presented in table 5:6 revealed that many of the workers are enrolled under MGNREGA on the recommendation of Panchayati Raj members. Further, table 5:8 revealed that 22 percent of households faced difficulties in getting registered under MGNREGA in Lower Subansiri district due to political differences between elected Panchayat leaders and households. However, no such evidence could be seen in the Namsai district. Hence, hypothesis 2 tested in the field study is found to be partially positive.

The discussion regarding the MGNREGA wages and local wages revealed that the existing local wage at Namsai is around Rs. 350 to Rs. 400 daily and the existing local wage at Lower Subansiri is around Rs. 400 to Rs. 600 daily against Rs. 250 wage rate of MGNREGA. The study revealed that the higher local wages compare to MGNREGA wages is one of the reasons for the low participation of people in MGNREGA works. Hence, hypothesis 3 tested in the field study is found to be positive.

The present study is broadly historical, descriptive, and empirical. The data for the present study has been drawn from both secondary and primary sources. The secondary data is based on macro analysis of various secondary sources like published and unpublished works, government guidelines, rules, Act, internet sources and other government records. The main sources of primary data have been field

surveys conducted in two sample districts viz. Namsai and Lower Subansiri districts. From each district three CD blocks were randomly selected for the present study and from each CD block, two Gram Panchayat were randomly selected.

For primary data, both open-ended and close-ended interview schedule was designed, and a partially structured interview was undertaken. The total sample size taken for the present study is 270. Out of the total sample size, 240 respondents were workers, 12 respondents were elected Panchayat Raj members and 18 respondents were official functionaries. Considering the constraints related to logistic and communication difficulties, the researcher found 270 samples as ideal for conducting the present study.

From each CD block, three official functionaries were interviewed, from each Gram Panchayat, one Panchayati Raj member was interviewed, and from Gram Panchayat 20 workers i.e. 10 male and 10 female workers were selected and interviewed. While choosing the official functionaries and Panchayat Raj members, a simple random sampling method was followed. While choosing workers' respondents' systematic random sampling method was followed. Adequate attention has been given while choosing respondents so that different sections of the society are represented in the samples.

The present study has been divided into six chapters. The following section summarises the chapters of the thesis.

Chapter 1 (one) is the introduction to the study. In this chapter historical and philosophical background of the MGNREGA is discussed. The second section presents the outline of the study, statement of problems, the main objectives of the study, a review of existing literature, research gaps, hypothesis, and methodology adopted for pursuing the study. The organization of the thesis is also presented at the end of the chapter.

Chapter 2 (two) entitled, “Rural employment programmes in India with special reference to MGNREGA” made a detailed discussion on the history of rural employment programmes and various rural employment programmes introduced before MGNREGA. A detailed overview and the administrative setup of MGNREGA have been presented in the second part of this chapter. This chapter also discusses the various types of permissible works under MGNREGA.

Chapter 3 (three) entitled, “MGNREGA in Arunachal Pradesh” presented a brief profile of Arunachal Pradesh, the status of poverty, unemployment and labour force participation in Arunachal Pradesh. This chapter further presents the working of MGNREGA in Arunachal Pradesh. For analysing the working of MGNREGA in Arunachal Pradesh, the secondary data have been considered from five financial years, starting from 2014-15 till 2018-19. This has been done, keeping the availability of secondary sources of these periods into account.

Chapter 4 (four) entitled, “MGNREGA and its implementation in the study area” made a brief discussion on the profile of the Lower Subansiri and Namsai districts. The chapter also discusses the selection of CD blocks and Gram panchayats for the study. The second part of the chapter presents the implementation and working of the MGNREGA in Lower Subansiri and Namsai districts in Arunachal Pradesh. A detailed discussion on the status of poverty, unemployment, distribution of workers in the study districts, the status of job cards, the status of employment under MGNREGA in the study districts, assets created under MGNREGA, etc. are discussed in detail.

Chapter 5 (five) entitled, “Implementation of MGNREGA in the study area: Perceptions of different stakeholders” deals with the field data analysis. The chapter deals with the perceptions of the workers, Panchayat members and official functionaries about MGNREGA. The data for the study were collected through a sample study with the help of an interview schedule designed for the workers and panchayat members & official functionaries. The chapter presents the analysis of data collected through a sample study and tried to draw findings from the study.

Chapter 6 (six) is the concluding chapter of the study. In this chapter summary of all chapters and findings of the study are discussed.

The history of employment generation is not new, Poor Law Amendment Act in Great Britain in 1834 and the New Deal Programme in the USA are some of the instances that attempted for ensuring employment. The provision of ‘Right to work’ under the Directive Principles of State Policy (Part-IV of the Indian Constitution) is such an instance in India. This is major evidence that employment and poverty have been a great concern for India since independence. Introduction of the Rural Manpower Programme (RMP), the Crash Scheme for Rural Employment (CSRE), Pilot Intensive Rural Employment Programme (PIREP), Small Farmers Development

Agency Programme (SFDAP), the Food for Work Programme (FWP), Training for Rural Youth for Self Employment (TRYSEM), etc. are important attempts that the Government of India tried for securing the livelihood security of the people in rural areas.

The MGNREGA was notified on September 7, 2005, as a subsumed of the erstwhile scheme such as Sampoorna Grameen Rozgar Yojana (SGRY), National Food for Work Programme (NFFWP), Employment Assurance Scheme (EAS) and Jawahar Gram Samridhi Yojana (JGSY). The MGNREGA aims to provide hundred days of gainful employment to all adult member of a rural household who volunteers to do unskilled manual work at the wages fixed under the programme. By providing gainful employment to rural youth MGNREGA aims to secure the livelihood of the rural household. In Arunachal Pradesh, the MGNREGA was first introduced in the Upper Subansiri district of Arunachal Pradesh for the first time on February 2, 2006, when MGNREGA was introduced in 200 districts of the country during the first phase of MGNREGA implementation. During the second phase of the introduction of MGNREGA in the country in 2007, the Lohit and Changlang districts were also selected amongst 130 more districts selected for implementation of MGNREGA. The remaining districts of Arunachal Pradesh were covered under MGNREGA from 2008.

In the present study, attempts have been made to understand the working of the MGNREGA in Arunachal Pradesh by taking two sample district, i.e. Lower Subansiri and Namsai District. The findings of the study are presented below:-

Findings

The level of awareness among the intended beneficiaries is considered the key to the successful implementation of any Government-sponsored scheme. The MGNREGA as a wage employment scheme is very unique compared to earlier. Unlike earlier schemes, MGNREGA is a right-based, demand-driven scheme. The knowledge of the various provisions of MGNREGA can be the main determining factor for the success of the scheme.

However, the present study found that the awareness amongst the workers and Panchayat Raj members is very low. Table 5:3 and table 5:16 revealed that the awareness level of sample registered workers and sample Panchayati Raj members are very low. The study found that the majority of registered workers and Panchayati Raj leaders of Lower Subansiri and Namsai district are not aware of various entitlements like unemployment allowance, delay compensation, worksite facilities, etc. as enshrined under the Act. It is also found that the majority of the sample workers and sample Panchayati Raj leaders are not aware of MGNREGA as a demand-based scheme. The study also found that the level of awareness among official functionaries is also limited. During the financial year, an annual master circular is circulated by the Ministry of Rural Development, Government of India wherein, all latest notifications on the implementation of MGNREGA are incorporated. However, it was found that official functionaries are not updated.

The study found that one of the main reason for the low level of awareness among sample respondents are inadequate awareness generation programme in respect of MGNREGA. The study found that the majority of sample registered workers are not accessible to any sort of training or awareness programme about the programme. Most of the awareness programmes are organised by the Government for official functionaries, Chairpersons of Gram Panchayats and Zilla Parishad level. The awareness programme for registered workers and Gram Panchayat Members are not organised by the Government. Further, the study also revealed that the Semi-skilled employees of MGNREGA are also not properly oriented.

The present study also found that the level of education is also one of the determining factors for the low level of awareness amongst the registered workers. It is found that the majority of the sample workers have studied up to high school. This shows that mostly least educated people are registered under MGNREGA and more educated people do not register. Therefore, public announcement or door to door announcement is found to be a convenient way of communicating activities of MGNREGA like Gram Sabha, worksite location, the timing for works, etc.

The MGNREGA provides that all citizen of the Gram Panchayat who is 18 years and above and intended to do unskilled manual works under a given wage can get themselves registered under MGNREGA by requesting concern Gram Panchayat. The present study found that in Lower Subansiri and Namsai District majority of the

registered workers get themselves registered by verbally requesting the respective Panchayat members. Hence, the majority of the workers under MGNREGA are registered on the recommendation of Panchayati Raj members.

The study revealed that people in general, are not finding problems in getting themselves registered under MGNREGA. However, due to the indifferent attitude of Panchayat leaders toward a citizen who does not belong to the same political party, certain occasional problems have been seen, which is very rare in the case. Further, the evidence of financial involvement in getting registered under MGNREGA is not seen in the present study.

MGNREGA as an employment generation scheme requires the participation of people from all sections of society. MGNREGA clearly states that one-third of the beneficiaries under the scheme be given to women. As per the secondary sources available on the MGNREGA website, it is found that in Arunachal Pradesh 65 percent of employment was provided to men and 35 per cent of employment was provided to women. The secondary sources further revealed that the percentage of women registered workers under MGNREGA is more in the Lower Subansiri district as compared to Namsai district. It is mainly because, in Lower Subansiri district, male members of the village are engaged more in other activities, other than MGNREGA. In the Namsai district out of total employment provided 19.71 percent were women and 80.29 percent of workers were men. While in the Lower Subansiri district 38.41 percent were women and 61.59 percent were men.

The secondary sources from MGNREGA official websites revealed that participation of other categories (Non-SC/ST) in the Namsai district is more than the scheduled tribe category. The other categories (Non-SC/ST) registered workers in Namsai district constitute 69 percent of total registered workers, the schedule tribe category constitutes 30 percent and 1 percent of workers belong to the scheduled caste category. In Lower Subansiri district, according to the MGNREGA MIS report 97 percent of workers belong to the scheduled tribe, 2 percent of workers belong to the other category and schedule caste workers constitute only 1 percent of the total registered workers. However, the findings according to the primary sources revealed that in Lower Subansiri district 100 percent of registered workers belong to Schedule Tribe since there is no Schedule Caste and General Category population enrolled in electoral rolls of Panchayati Raj or there is no ordinary residence of Lower Subansiri

district belonging to Schedule Caste and General Category, the registration of schedule caste and general category under MGNREGA in Lower Subansiri is not possible. Hence, it can be said that the MIS record of MGNREGA is not 100 percent reliable and some faulty record is also entered in the MIS record.

A job card is one of the primary documents of MGNREGA workers, worker make demands for employment and is employed based on the unique number available on the Job Card. The detailed records of registered members along with photos are maintained on the workers' Job Card. The MGNREGA provides for the issue of a Job Card to all registered House Hold within 15 days from the date of registration under the scheme. However, it is found in the study that a 15 days timeline for the issue of a Job Card is not maintained in the study area. It is revealed by the respondents that sometimes it took more than 30 days. Even official functionaries admit that due to certain local conditions issue of the Job Card is delayed some time.

The secondary sources revealed that in the Namsai district, 100 percent out of the total applicants have been issued job cards during 2014-15 to 2018-19. While in the Lower Subansiri district after verification of the total applicant 98 percent of the total applicant were issued job cards during 2014-15 to 2018-19, the application of the remaining 2 percent was rejected due to ineligibility as per the provision of the Act.

Further, the MGNREGA provision considered a Job Card as a legal document and no other persons other than the registered Household can keep custody of the Job Card. The present study revealed that in the study area majority of the Household keep their Job Card with them. However, the Job Card of some selected workers like Old Age persons is kept in the custody of either Panchayat members or the Block office for safe custody. As it is revealed, old aged persons due to their forgetful nature many a time lose their Job Card and it is because of this reason some Panchayat Member and Block Office keep the custody of the Job Card for its safety.

The mandate of MGNREGA is to provide 100 days of wage employment to all rural households in a financial year. Ministry of Rural Development mandated for additional 50 days of wage employment to the Schedule Tribe Household in a forest area. According to the findings based on the secondary sources, 81 percent of the

household out of the total registered has demanded employment during 2014-15 to 2018-19. Out of which, 97 percent have been offered employment and 93 percent availed the employment. Out of 81 percent of household provided with employment under MGNREGA, 91.4 percent employment was provided to Scheduled Tribe, 8.52 percent employment was provided to other categories and 0.07 percent employment were provided to schedule caste households.

In Namsai district, out of the total household that demanded employment, 98 percent were provided employment. While in the Lower Subansiri district, 89 percent of the household were employed out of the total household demanded employment under MGNREGA. However, the primary data as shown in table 5.18 all sample official functionaries and a majority of the Panchayati Raj leaders have revealed that the registered workers do not demand employment under MGNREGA. Further, table 5.3 clearly shows that majority of the sample Job Cardholders are not aware of the Demand-driven approach of the MGNREGA.

The difference in the reports of secondary data and primary data clearly shows the existence of faulty MIS data on the MGNREGA website.

The analysis of the secondary data for five financial years (2014-15 to 2018-19), revealed that the average working days per household under MGNREGA in Arunachal Pradesh is only 32 days against the national average of 50.88 days during 2018-19. In the Namsai district, the average working days per household is 41.8 days and in the case of the Lower Subansiri district, it is 34 days. Secondary sources also revealed that only 1134 and in Lower Subansiri district only 13 households have completed 100 days of employment.

The analysis of primary data in table 5:9 revealed that in the study area no household has been provided 100 days of employment. Hence, it can be said that 100 days of employment are not provided under MGNREGA in the study area.

The present study revealed that the awareness level of the registered Job Cardholders in the study area is very low and due to the low level of awareness, the majority of the entitlements enshrined under MGNREGA are not known to them. The study revealed that basic entitlements like provision of worksite facilities, unemployment allowance, delay compensation, the additional wage for working beyond five kilometres, provision of accidental insurance, etc. are not known to the

Job Cardholders in the study area. This clearly shows that these entitlements are not provided in the study area, this is the reason why they are unaware of these entitlements.

However, the study found that the demand-based approach of MGNREGA is work is not applied in the study area. Instead, it is working like allocation based work. Registered workers in general do not make a demand for employment, due to which the entitlement of unemployment allowance is obsolete in the study area. The study also revealed that Fund Transfer Order (FTO) is generated immediately after completion of works, however, payments to their respective account numbers are not completed on time. The study found that various issues like bank linkage, aadhar seeding issues and connectivity issues as some of the hindering factors in payment delay.

Further, the official respondents revealed that due to the tough terrain and existence of villages in very far-flung areas, the fund meant for worksite facilities are sometimes adjusted in some other heads like procurement of working tools for MGNREGA workers and transportation cost of man and material. It is due to this reason most of the time they could not provide worksite facilities. However, they further revealed that important worksite facilities like drinking water and first aid are always kept ready for the workers to be used on the worksite.

The present study found that the majority of the sample respondent revealed that the selection of the shelf of the project is made through Gram Sabha. However, few sample workers revealed that some of the site selections are made by the elected Panchayati Raj members and official functionaries. Further, the majority of the respondents have expressed their satisfaction with the quality of the assets created under MGNREGA.

This study has found that the works under MGNREGA in the study area are undertaken by registered manual labours, the use of machinery and contractor is not found in the study area. However, due to the low wage rate of MGNREGA compared to the local wage rate, people who are registered under MGNREGA do not show keenness on MGNREGA works. At present, the local wage rate in Lower Subansiri and Namsai District is around ₹ 300.00 to ₹ 500.00 per day which is very high compared to the MGNREGA wage rate which is only ₹ 212.00 per day. The study

revealed that in many instances the workers do not participate in the MGNREGA works instead they send some other non registered persons to work on their behalf. This shows that the people in the study area are registered under MGNREGA not because they wanted to work under MGNREGA but because they want some community assets to be created in their area. In other words, it can be said that in the study area people registered under MGNREGA not for wage employment but as a social responsibility for the creation of some community assets under the programme.

The wages under MGNREGA are being paid digitally through Direct Benefit Transfer (DBT) system. The present study shows that majority of MGNREGA workers in the Namsai district have linked their Bank or Post office account with the MGNREGA job card. However, in Lower Subansiri district, bank and post office links to the job card have not been achieved fully. Hence, the payment of MGNREGA wages in Namsai is all made through account transfer. In Lower Subansiri, account transfer of wages is still to be achieved.

The study revealed that in both Namsai and Lower Subansiri district, people do not depend much on MGNREGA wage employment. The majority of the rural people owned their agricultural land and are engaged in many other productive activities. Hence, the visible effect of MGNREGA on poverty, unemployment, and women empowerment could not be seen. The study also revealed that the work was undertaken under MGNREGA in Namsai district and Lower Subansiri district are mostly civil engineering related works like rural connectivity, flood control, rural sanitation, etc. Hence, no visible impact of MGNREGA could be seen on agriculture and allied activities.

The study further revealed that the people of Namsai district and Lower Subansiri district are not much dependent on MGNREGA works. Hence, the impact on the migration of the local labour force is not much visible. Instead, due to the high local wage rate in the area, manual wage labour from the neighbouring state are coming to these districts in search of employment.

It is found in the study, that most of the work undertaken and assets created under MGNREGA is civil engineering related work (construction using cement, rods, etc.) like rural connectivity, drainage, culvert, and so on are preferred. It is because of the lack of technical human resources within the implementing department. In the

field study, it is observed that the works under MGNREGA are generally entrusted to Extension Officer (Rural Engineering), which is the reason the work selection under MGNREGA is mostly confined to civil engineering related works. The works relating to Natural Resource Management, water-related works, horticulture, Agri and allied, etc. are given the least importance. Whereas out of 260 permissible works around 60 percent works are related to NRM and water-related activities. The study further revealed that rural connectivity and flood control works have been mostly preferred in Namsai district. In Lower Subansiri district rural connectivity and rural sanitation are mainly preferred.

Proper planning is the key to the successful working of any Government scheme in rural areas. This study has found that MGNREGA lacks proper planning at the village level. In the absence of technical manpower for planning and implementation of the scheme relating to all permissible activities, only a few activities are considered and taken for implementation. Out of 260 permissible works planning relating to NRM and water-related activities like water recycling, rainwater harvesting, etc. are almost absent, Most of the works undertaken are related to the construction of cemented roads, cemented drainage, footpath, etc. it is mainly because of manpower is available from this field. Further, the lack of proper monitoring and absence of a grievances redress mechanism and ombudsman is found to be a major setback for MGNREGA planning and implementation.

Further, the concept of Social Audit of MGNREGA is very new to the study area. The majority of the sample Job Card Holders are not aware of the concept of Social Audit. The non-conduct of Social Audit to redress the grievances of the workers and as a corrective measure to the implementing agencies is another problem that MGNREGA has in the study area, due to which there exists much doubt about possible corruption and leakages in the implementation of MGNREGA.

Policy Implications

The present study observed that MGNREGA is suffering from several shortcomings and implementation issues. Even after 15 years of the introduction of the programme the level of awareness is found to be very low. Due to this many of

the entitlements as provided under the Act could not be materialised. However, the list of permissible activities under the scheme shows that it has the potential to serve as a game-changer in securing a rural livelihood. Though the achievements of MGNREGA in generating employment and creating durable assets in Arunachal Pradesh are robust, the growing concern among the workers to learn more about MGNREGA shows that MGNREGA has created some positive hopes in the mind of the people. At the policy level, certain care may be required for the effective implementation of the programme.

This study has found awareness of workers as one of the major bottlenecks for the successful planning and implementation of the programme, it is found that most of the training programme is concentrated and targeted to functionaries and chairpersons of Gram Panchayat. The majority of the problems in MGNREGA are arising mainly because of the low level of awareness amongst the public. Therefore, the awareness generation programme must not be restricted to official functionaries and Chairpersons of Gram Panchayat it should be made for all. Further, Information Communication Education (IEC) can play a very significant role in generating awareness of the general public. Therefore, it is suggested that proper use of IEC and awareness programmes at the village level should be the primary concern of the Government.

The study also found that the skilled and semi-skilled employees like Gram Rozghar Sahayak (GRS) and Barefoot Technician (BFT) appointed under MGNREGA are not properly informed about their roles and functions. Many of the GRS and BFT are working merely as computer operators in the block office and many of the block offices have not appointed such employees. Therefore, as per the provision, GRS and BFT should be appointed in every block and these employees should be equipped with all necessary information regarding their role and functions, so that they may extend their services from the planning level to the evaluation level.

This study found that the work undertaken under MGNREGA is restricted to a few activities that are permitted under MGNREGA. Due to the lack of technical manpower for planning and implementation of other permissible activities, those activities could not be taken up. Therefore, it is suggested that MGNREGA should be converged with other departments such as Agriculture, Horticulture, Soil Conservation, Public Health and Sanitation departments. So that, the vacuum of

technical manpower shortage may be managed by the concerned department and close guidance of experts may be made available for MGNREGA planning and implementation.

The MGNREGA planning is made without proper planning exercise and without finding the developmental gaps. Therefore, it is suggested that proper planning through a door to door survey of the area of the gaps in the village and Participatory Rural Appraisal (PRA) activities along with proper Gram Sabha should be done strictly under the technical expert and planning should be done only after careful observation of the critical gaps in the village.

It is found in the study that, worksite facilities like drinking water, waiting sheds, first aid box, crèches, etc. are not provided in the MGNREGA worksite. The provision of these facilities in the worksite areas will encourage the participation of all sections of the workers. It is found that entitlements as per the provision of the Act are not provided to the workers under MGNREGA. Therefore, the State Employment Guarantee Council is required to identify such an organization to oversee the working of MGNREGA and ensure the mandatory provisions of all entitlements to the workers.

The wage rate of MGNREGA is very low compared to the local wages in the study area. This may be the reason for the lack of interest amongst the people in the study area. Therefore, the wage rate should be given at par with the local wages of the study area. Further, incentivization of a better performing village is highly recommended. This will encourage the performing village and will create a sense of competitiveness amongst Panchayati Raj leaders and

The present study “Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), 2005 in Arunachal Pradesh: a comparative study of Lower Subansiri and Namsai districts” is a limited study taking only 12 Gram Panchayat of two selected districts in the state. Therefore, there are limitations to drawing a broader generalisation for the whole of Arunachal Pradesh. The summary and findings of the study cannot be taken as a universal result for all districts of Arunachal Pradesh. Further research can be conducted by taking more district and a bigger sample for the broader generalisation. The other aspects of MGNREGA like gender and economic

perspective and so on can also be taken up for future research by taking wider study areas and larger sample size for drawing broader conclusions and generalisation.