

Performance Analysis of MGNREG Scheme in Telangana State – A Case Study

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1) Introduction to MGNREG Scheme

Starting from 1960, the first 30 years of experimentation with employment schemes in rural areas taught few important lessons to the government like the “Rural Manpower Programme” taught the lesson of financial management, the ‘Crash Scheme for Rural Employment’ of planning for outcomes, a “Pilot Intensive Rural Employment Programme” of labour-intensive works, the “Drought Prone Area Programme” of integrated rural development, “Marginal Farmers and Agricultural Labourers Scheme” of rural economic development, the “Food for Work Programme (FWP)” of holistic development and better coordination with the states, the “National Rural Employment Programme (NREP)” of community development, and the “Rural Landless Employment Guarantee Programme” of focus on landless households.

On 1 April 1989, to converge employment generation, infrastructure development and food security in rural areas, the government integrated NREP and RLEGP into a new scheme JRY. On 2nd October 1993, the Employment Assurance Scheme (EAS) was initiated to provide employment during the lean agricultural season. On 1st April 1999, the JRY was revamped and renamed to JGSY with a similar objective. The role of PRIs was further reinforced with the local self-government at the village level called the ‘Village Panchayats’ as the sole implementing authority. In 2001, it was merged with SGRY. In January 2001, the government introduced FWP similar to the one initiated in 1977. Once NREGA was enacted, the two were merged in 2006.

On 25 September 2001 to converge employment generation, infrastructure development and food security in rural areas, the government integrated EAS and JGSY into a new scheme SGRY. The role of PRIs was retained with the ‘Village Panchayats’ as the sole implementing authority. Yet again due to implementation issues, it was merged with Mahatma Gandhi NREGA in 2006. The Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (MGNREGA) was notified on September 7, 2005. The Act was made in order to provide at least 100 days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work. The Act is made for achieving the objectives which are specified below.

- i) Social protection for the most vulnerable people living in Rural India by providing employment opportunities
- ii) Livelihood security for the poor through creation of durable assets, improved water security, soil conservation and higher land productivity
- iii) Drought-proofing and flood management in Rural India
- iv) Empowerment of the socially disadvantaged, especially women, Scheduled Castes (SCs) and Schedules Tribes (STs), through the processes of a rights-based legislation
- v) Strengthening, decentralised, participatory planning through convergence of various anti-poverty and livelihoods initiatives
- vi) Deepening democracy at the grass-roots by strengthening Panchayati Raj Institutions
- vii) Effecting greater transparency and accountability in governance. Thus, MGNREGA is a powerful instrument for ensuring inclusive growth in Rural India through its impact on social protection, livelihood security and democratic empowerment.

The Act was notified in 200 districts in the first phase with effect from February 2nd, 2006 and then extended to an additional 130 districts in the financial year 2007-2008 (113 districts were notified with effect from April 1st, 2007, and 17 districts in Uttar Pradesh (UP) were notified with effect from May 15th, 2007). The remaining districts have been notified

under MGNREGA with effect from April 1st, 2008. Thus, the MGNREGA covers the entire nation with the exception of districts that have a hundred percent urban population.

2) Key Stakeholders- Roles and Responsibilities

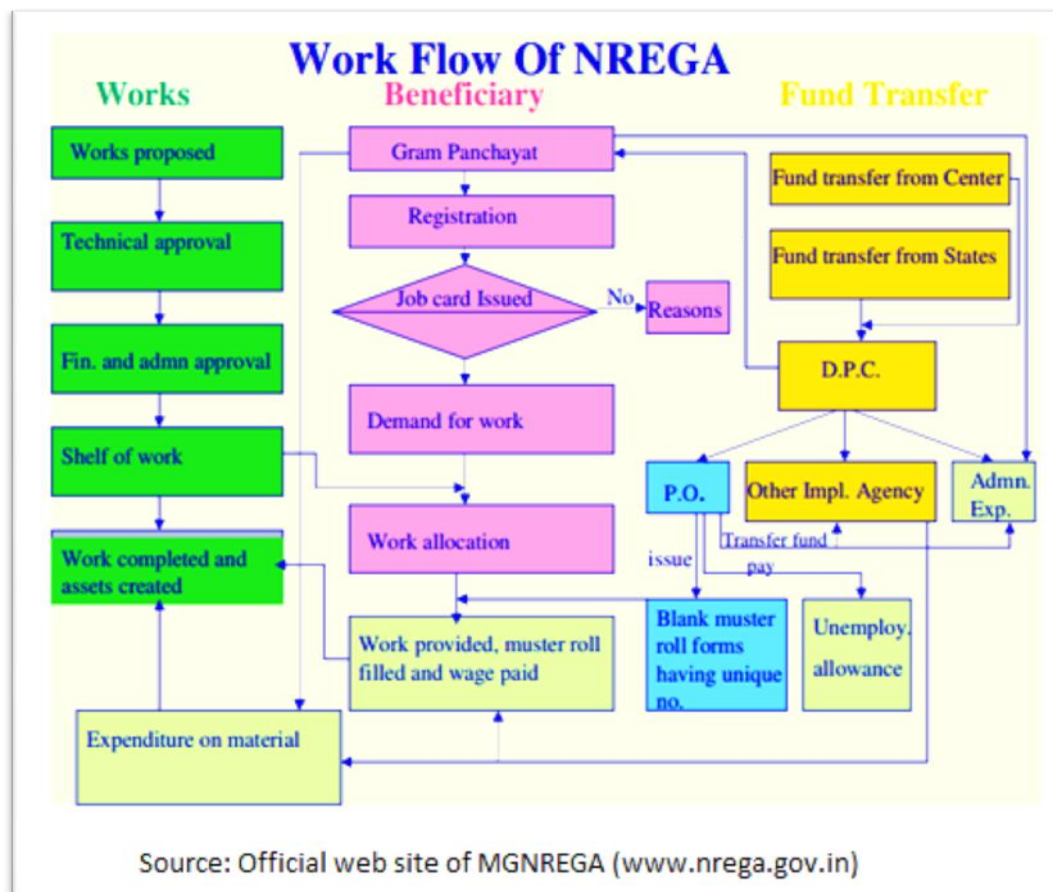
Implementation of the **Mahatma Gandhi NREGA (MGNREGA)** involves roles and responsibilities of a large number of stakeholders from the village to the national level.

1. Wage seekers
2. Gram Sabha (GS)
3. Three-tier Panchayati Raj Institutions (PRIs), especially the Gram Panchayats (GP)
4. Programme Officer at the Block level
5. District Programme Coordinator (DPC)
6. State Government
7. Ministry of Rural Development (MoRD)
8. Civil Society Organisation (CSOs)
9. Other stakeholders (line departments, convergence departments, Self-Help Groups (SHGs), etc.)

3) Process of MGNREGS

Key processes in NREGA will begin with Application for job card. After verifying the identity and eligibility, issue of job cards will be made, later work allotment and other preparation of statement for the approval of funds will be made. At last the process will end up by payment of wages. Overall, this process is explained systematically in the following figure.

Figure1: Key processes in NREGA



4) Work Flow Structure of NREGA

When it comes to work flow, the structure is broadly categorized to three dimensions. Works pattern is explained in the following sequential diagram. The works proposed, technical approval and allotment of shelf of work will follow sequential order. The second broad category is the beneficiary; the works will be linked to Gram Panchayats, accordingly registration, issue of job cards and other works will be performed. Later, it reaches to the last stage, i.e., allotment of funds and transfer of funds to Post Office where the beneficiaries can obtain the required wages. The details are specified in the following block diagram.

Implementation of MGNREG Scheme in Telangana State

This section provides the detailed status of the scheme in the newly formed state of Telangana. The statistics Pertaining to 10 districts of Telangana state have been collected from authorities of MGNREG scheme in the state of Telangana.

5) Status of MGNREG Scheme in the State of Telangana

The following Table shows the status of the scheme in the state of Telangana. The details provided in the table show the various details in terms of job cards issues, households functioning for the scheme, wage seekers, total labour etc.

Table 2.2

MGNREG Scheme Status in the State of Telangana

Total No of Districts under EGS		30	
Total No of Mandals		436	
Total No of Grampanchayats		8789	
Total No of Habitations		21453	
Total No of Jobcards Issued		5332058	
No of Wage Seekers		11954372	
Total No of Labour (SSS -> Disabled, General, Temporary) Groups Registered		382362	
Total No. of Labour in SSS Labour Groups		6504181	
		Financial Year of 2016-2017	Cumulative Since Inception
Works progress in-	Number	1108961	-
	Estimated Value-(Rs in Lakhs)	1407283.96	-
Total No of Works Completed	Number	1495922	3623572
	Estimated Value-(Rs in Lakhs)	1539154.17	9837870.56
Total Expenditure	Wages (Rs in Lakhs)	123495.42	1288462.92
	Material and Skilled Wages(Rs in Lakhs)	46914.31	453826.25
	District Contingent Exp (Rs in Lakhs)	17029.75	138474.77
	State Contingent Exp (Rs in Lakhs)	1945.67	17604.49
	Total Contingent Exp (Rs in Lakhs)	18975.42	156079.26
	Total (Rs in Lakhs)	189385.15	1898368.43

	Admin Exp %	11.14	-		
Wage Employment Provided	Household (Nos)	2456045	6673549		
	Individual (Nos)	4203964	13453220		
	Men (Nos)	1787796	6005770		
	Women (Nos)	2402853	7434135		
	SC Individual(Nos)	951825	3178936		
	ST Individual(Nos)	761702	2383550		
	BC Individual(Nos)	2204309	6995651		
	Minority Individual(Nos)	51677	157237		
	Others Individual(Nos)	234451	733935		
	Persons with Disability (PWDs Nos)	58243	155954		
	No of SSS (Nos)	382362	413695		
	No.of SSST (Nos)	58622	69933		
	No of VSSS (Nos)	6929	8448		
	No of ST Individual in SSS (Nos)	755205	2287371		
Total No of Person days generated		93182806	1236082261.5		
No of Person days generated for SC	Percentage (%)	20948414	22.48	291434630	25.27
No of Person days generated for ST	Percentage (%)	17125058	18.38	211480842	18.49
No of Person days generated for BC	Percentage (%)	48535608	52.09	574637847	50.42
No of Person days generated for Minorities	Percentage (%)	1194037	1.28	13546580.5	1.19
No of Person days generated for Others	Percentage (%)	5379689	5.77	50752737	4.54
Average Wage rate per day per person (Rs.)		132.53	104.24		
Average No of days employment provided per Household		37.94	-		
Total No of Households completed 100 Days of Wage Employment		126518	1767909		
% payments generated within 3 days		55.16	-		
Labour Vs Material (%)		72.47	27.53	-	-
% of Payments Disbursed within fortnight(bio-metric) (based on disbursement data)		3.82	-		

Source: MGNREG Reports, Government of Telangana.

2.52) District Wise Performance of the Scheme

The following Table shows the district wise performance of the scheme in terms of job cards issued, number of individuals in job cards, the employment provided for households and labour.

The Table clearly show that the backward districts including Mahabubnagar and Nalgonda districts are on top in terms of issue of job cards since the scheme was launched in

these districts in the year 200. Among the number of individuals in job cards, again, the Mahabubnagar and Nalgonda districts remained on top. With regard to number of job cards issued in this year, it is been observed that, a total of 5111 cards are issued in Warangal district. Where as in Nalgonda district, the figure is 8489. Overall, this year highest number of job cards have been issued to Mahabubnagar district. In terms of wage provided for the households, the Nalgonda district remained on top with a figure of 398977 households. Where as in Warangal district, it is 277473. Overall, the figures clearly show that among the three select districts of the research study, the two districts including Mahabubnagar and Nalgonda districts remained top in terms of providing job cards and wage employment.

Table 2.3

Issue of Job Cards in the State of Telangana

S.No.	District Name	No of job cards issued (Since Inception)	No of individuals in job cards (Since Inception)	No of job cards issued (in this year)	No of individuals in job cards	Wage employment provided	
						No of HH	No of Labour
1	Adilabad	576338	1240620	8217	13559	273729	491974
2	Karimnagar	663218	1475681	9356	13231	259135	392658
3	Khammam	598304	1412679	5699	8852	223209	371633
4	Mahabubnagar	914040	2059317	14315	23970	305730	519374
5	Medak	552430	1213553	5802	9913	213916	365127
6	Nalgonda	877349	2052963	8489	14568	398977	682165
7	Nizamabad	482722	1104560	14864	23757	266417	460938
8	Ranga Reddy	298571	642974	12993	15983	132412	239142
9	Warangal	714242	1713520	5111	9633	277473	492769
10	_At State Level	0	0	0	0	0	0
	Total	5677214	12915867	84846	133466	2350998	4015780

Source: MGNREG Reports of Telangana State

2.53) Expenditure Analysis of MGNREG Scheme

Table presented below show the expenditure status in the 10 districts of Telangana State.

The Table presents the expenditure incurred in terms of number of labour, wage, material and skilled wage expenses, material percentage, contingent expenses etc. With reference to the comparison between number of labour working for the scheme, it is been observed that, highest number of labour have been working in the Nalgonda District with a figure of 682165. Where as in Mahabubnagar, the second highest number of labour have been working. In Warangal district, a total of 492769 labour are working for the scheme.

With regard to wages, it is been observed that, Nalgonda and Nizamabad districts remained on top with the highest wage expenditure had been incurred. The wage percentage is highest for Khammam district and least has been observed in case of Nizamabad district. The material/skilled wage has also been observed highest for Nizamabad district. With regard to contingent expenses, highest amount had been incurred for Mahabubnagar and Nizamabad districts respectively. The contingent expenses percentage in the total expenditure has been noticed to be highest for Karimnagar district and where as in Medak district, it is 6.01 percent. With reference to Warangal district, it is 5.09 percent.

Table-2.4

Expenditure Stat of MNGREG Scheme

2	District Name	Expenditure (Rs.In Lakhs)						
		No of Labour	Wage	Wage Percentage	Material / Skilled Wage	Material Percentage	Contingent Exp	Contingent Exp Percentage
1	Adilabad	491974	15181.92	79.97	3802.64	20.03	753.66	3.97
2	Karimnagar	392658	9881.43	84.88	1760.72	15.12	784.1	6.74
3	Khammam	371633	10184.59	89.27	1223.66	10.73	647.13	5.67
4	Mahabubnagar	519374	14220.36	84.36	2636.38	15.64	827.02	4.91
5	Medak	365127	8705.78	73.88	3077.35	26.12	708.07	6.01
6	Nalgonda	682165	13897.77	85.87	2287.14	14.13	871.28	5.38
7	Nizamabad	460938	13635.3	70.26	5772.24	29.74	573.22	2.95
8	Ranga Reddy	239142	10485.79	87.38	1514.63	12.62	437.75	3.65
9	Warangal	492769	11139.66	81.97	2449.86	18.03	691.21	5.09
10	_At State Level	0	0	0	0	0	5228.27	0
	Total	4015780	107332.61	81.4	24524.64	18.6	11521.71	8.74

Source: MGNREG Reports, Government of Telangana as on 21st February, 2017.

2.54) Days and Wage Status of MGNREG Scheme in the Select Districts of Telangana State

The Table presented below shows the days and wage status of the scheme in the 10 districts of Telangana state. With reference to zero person days generated by Gram Panchayat, Khammam district has reported highest with 13 zero person days. Whereas Nalgonda has shown 7 days, Warangal has recorded 11 and Mahabubnagr district has recorded 4 zero person days generated.

With reference to person days in lakhs, it has been observed that, the figure has shown highest for Mahabubnagar district with 111.49 lakh person days and in Nalgonda district, it is highest with 122.23 days and in Warangal district, it is 87.82 person days in lakhs. With reference to approved budget days in lakhs, again Nalgonda district recorded highest with 86.55 in comparison with Mahabubnagar with 57.55 and Warangal recorded 30.2 days. The percent of actual days versus approved labour budge days, it is been observed that, the percentage recorded is high for Karimnagar district.

The average days of employment per households has shown highest for Ranga Reddy district with a figure of 53.91 days. The average wage per day is recorded highest for Adilabad district with Rs 149.04 worth wage per day. In Mahabubnagar district, it is Rs 127.55 and in Warangal, it is Rs 126.85 worth wages. The number of household completed 100 days has shown is highest for Mahabubnagar district with a figure of 11372 and where the percentage of payments generated within 3 days has shown highest for Nizamabd with 81.56 percentage.

Table-2.5: Days and Wage Stats of the MGNREG Scheme in Telangana State

S.No.	District Name	Zero person days generated GP	Person days (In Lakhs)	Approved Labour Budget days (In Lakhs)	% Actual days Vs Approved Labour Budget days	Avg days of emp per HH	Avg Wage per Day	No of HH Completed 100 days	% payments generated within 3 days
1	Adilabad	0	101.87	45.05	226.12	37.21	149.04	9323	31.16
2	Karimnagar	2	72.13	20.69	348.66	27.84	136.99	4232	66.79
3	Khammam	13	84.92	40.95	207.4	38.05	119.93	7386	59.14
4	Mahabubnagar	4	111.49	57.55	193.71	36.47	127.55	11372	38.27
5	Medak	2	66.36	44.82	148.05	31.02	131.19	4482	46.24
6	Nalgonda	7	122.23	86.55	141.22	30.64	113.7	8512	41.51
7	Nizamabad	0	107.5	58.5	183.78	40.35	126.84	9464	81.56
8	Ranga Reddy	2	71.38	50.82	140.47	53.91	146.9	11798	76.12
9	Warangal	11	87.82	30.2	290.77	31.65	126.85	7283	64.47
10	_At State Level	0	0	0	0	0	0	0	0
	Total	41	825.69	435.13	189.76	35.12	129.99	73852	55.04

Source: MGNREG Reports, Government of Telangana as on 21st February, 2017.

With reference to Mahabubnagar, the percent of payments generated with in 3 days is 38.27 percent. Where as in Warangal district, the payments generated with in 3 days is 64.47 percent. For Nalgonda district, the payments generated with in 3 days is 41.51 percent.

Conclusions and Suggestions

From the study on evolution of MGNREG scheme, it is observed that, the scheme was inaugurated on 7th September, 2005 in order to provide at least 100 days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work. The study further received huge momentum within a span of 3 years. Many districts were being included every year and by 2008, it is observed that, MGNREGA covered entire country. The study on implementation of NREGA at Telangana has shown that, Telangana Rural Employment Guarantee scheme is formed to keep in view of the objectives which include: to provide livelihood security to the households in rural areas of the aforesaid 10 (thirteen) notified districts by providing not less than 100 (one hundred) days of guaranteed wage employment in every financial year to every household, whose adult members volunteer to do unskilled and manual work and creation of durable assets and strengthening the livelihood resource base of rural poor. The observations made on the registration and issuance of job card for participation in the state of Telangana has shown that, Any adult person of a household may on behalf of the members of the household apply to the Gram Panchayat, in the jurisdiction of which they reside, for registration of their household for issuance of a Job Card.

Observations made on unemployment allowance has shown that, if an applicant is not provided employment within fifteen days of receipt of the application seeking work or from the date on which the employment has been sought, in case of advance application, whichever is later, he/ she can apply to the Panchayat Secretary for unemployment allowance. Work flow structure of NREGA has shown that, the works proposed, technical approval and allotment of shelf of work will follow sequential order. The second broad category is the beneficiary; the works will be linked to Gram Panchayat, accordingly registration, issue of job cards and other works will be performed. Later, it reaches to the last stage,, i.e., allotment of funds and transfer of funds to Post Office where the beneficiaries can obtain the required wages.. The

field survey results on number of job cards issued in Telangana has shown that, there is a constant decrease in terms of job cards issued in Telangana state in comparison with total country. The total demand is high in the period 2007-08 with 14% in comparison with the total country. Further, it is clearly observed that, 2008-09 periods has shown high success rate of work completion for the state of Telangana.

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