

**Mahatma Gandhi National Rural Employment Guarantee Scheme: A Road
Map for Rural Development in Karnataka – An Analysis**

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Abstract

India has one of the most developing countries in the world. It has touched 17.64 decadal growth rate of population as per the census 2011. Since independence the Government of India initiated several sort of rural development programmes for to eradicate poverty by providing livelihood through employment opportunities. Mahatma Gandhi National Rural Employment Guarantee Scheme is one such kind of poverty alleviation and rural development Scheme is a rights-based wage employment programme aiming at enhancing livelihood security by providing at least one hundred days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work. The Mahatma Gandhi National Rural Employment Guarantee Act provides a social safety net for the vulnerable households and an opportunity to combine growth with equity. Central Government in co-ordination coalition with State Governments MGNREGA is being implemented on February 2, 2006. This Scheme has been in operation in all the districts of Karnataka State since 2006-07 this is being implemented in a phased manner.

The main objectives of the study is to analyze the trends in wage rate and provided work under the different categories of population in Karnataka during the period from 2006-07 to 2016-17 and to analyze the financial progress and physical progress during the period from 2006-07 to 2014-15 and to know the progress achieved Under MGNREGS during the period from 2006-07 to 2015-16. The study is based on secondary sources of data, gathered from various books, articles, census reports, annual reports, Government documents, journals, official records of Ministry of Rural Development and Panchayat Raj, Government of Karnataka and Government of India and Economic Survey of Karnataka, websites.

Key words: *India, rural development, poverty, livelihood, employment opportunity, MGNREGS.*

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1. Introduction

India is one of the most developing countries in the world. It has touched 17.64 decadal growth rate of population as per the census 2011¹. Since independence the government of India initiated several kinds of rural development programmes for the sake of eradication of poverty, livelihood and employment opportunities². Mahatma Gandhi National Rural Employment Guarantee Scheme is one such kind of poverty alleviation and rural development Scheme is a rights-based wage employment programme aiming at enhancing livelihood security by providing at least one hundred days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work³. The Mahatma Gandhi National Rural Employment Guarantee Act provides a social safety net for the vulnerable households and an opportunity to combine growth with equity⁴. Central Government sponsored in co-ordination coalition with State Governments MGNREGA is being implemented on February 2, 2006⁵. This Scheme has been in operation in all the districts of Karnataka State since 2006-07 which is being implemented in a phased manner⁶.

In the first phase of implementation, 200 districts are covered. Additional 130 districts are brought under NREGA, during 2007-08, in its second phase to make a total of 330 districts under the Act. In the remaining districts, NREGA will come into force w.e.f.1st April 2008, have been notified on 28th September 2007⁷. As such, the statutory provision of the Act, to cover the entire country within five years of its notification, has been fulfilled⁸. Under this scheme to make more efficient and to implement fruitfully certain points are to be taken for smooth functioning with pro-active by PRI functionaries⁹. Wages have to be paid within a week or not beyond 15 days as per the wage rate notified under the scheme. Equal wages for both men and women have

¹ Census Report 2011.

² Mahendra Nath Pandey (2013). "MGNREGA: Role in Employment of Women", *Southern Economist*, Vol. 52 No. 12, p. 29.

³ Annual Report 2014-15. Ministry of Rural Development, Government of India, p. 8.

⁴ Balasubramanian (2012). "Opportunities and Challenges of MGNREGA" (Edited by Sivamurugan 2012 National Rural Employment Programme, Anmol Publications, New Delhi, p. 307.

⁵ Performance Budget 2013-14. "Rural Development and Panchayat Raj Department", Government of Karnataka, p.21.

⁶ Economic Survey of Karnataka 2015-16. Department of Planning, Programme Monitoring and Statistics, Government of Karnataka, p. 125.

⁷ Data gathered from <http://www.google.com>

⁸ Programmes for the people fourth years of UPA government 2004-08 Government of Karnataka pp.18-19

⁹ Data gathered from <http://www.google.com>.

to be paid. No gender discrimination in the disbursal of wages. It is mandatory to maintain the wage material ratio of 60:40 under the scheme. The scheme is implemented as Centrally Sponsored Scheme on cost sharing basis between Centre and State in the ratio of 90:10. Wage component is fully borne by the Government of India and material component is borne by Central and State Governments.¹⁰

2. Objectives

Following are the objectives of the present study:

1. To analyze the trends in wage rate and provided work under the different categories population in Karnataka during the period from 2006-07 to 2016-17.
2. To analyze the financial progress and physical progress during the period from 2006 to 2014-15 in Karnataka.
3. To know the progress achieved Under MGNREGA during the period from 2006-07 to 2014-15 in Karnataka.

3. Methodology

The intended study is based on secondary source of data, gathered from various books, articles, census reports, annual reports, Government documents, journals, official records of Ministry of Rural Development and Panchayat Raj, Government of Karnataka and Government of India and Economic Survey of Karnataka, websites.

4. Review of Literature

For the purpose to study some of the important earlier works which were made to get insight on the topic:

Charlas L.J. and Velmurugan J.M. (2012) in their study on Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (MGNREGA): Issues And Challenges found that, issues and challenges being faced by Government while implementing of this scheme, such as poor planning and administrative skill, lack of focus on objectives, lack of adequate manpower, difficulty in funding the scheme, discrimination, corruption and irregularities, maoist

¹⁰ Annual Report (2012-13). Government of Karnataka, Rural Development and Panchayat Raj Department, Bengaluru, p. 38.

insurgency, lack of safety measures are the issues and challenges being faced by Government and inadequate awareness, on-purposive spending, being unorganized are issues and challenges among the people.¹¹

Sankari V. and Sivamurugan C. (2012) in their study on Economic Impact of NREGP on Employment Generation: A case study, opined that, after joining the NREGP the family income and expenditure of the workers had increased and also promoted the savings of family, it helped to reducing the disguised unemployment, majority of the respondents have joined this programme with poverty and unemployment. It improves the main occupation of the workers in enhancing their income levels¹².

Another important study made by **Nisar Ahmad Shiekh and Mushtaq Ahmad Mir (2016)** Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA): A Right Based Initiative towards Poverty Alleviation through Employment Generation, opined that, Central and State Governments together with the share of 75 per cent and 25 per cent. The performance of the scheme was found, 15,575crore person- days of employment, generated from 2006-07 to 2013-14 over Rs.1, 55,000crore has been spent on wages. The average wage earned per beneficiary has increased to Rs.124 from Rs.65 per person day. Nearly 9.3crore bank/post office accounts of rural people have been opened and around 80 per cent of the MGNREGA. A total available fund 37084.76 expenditure 67 per cent Rs in crore as against available fund. The employment provided among SCs person days in crores significantly increased and gradually declined and STs declining, women and others provided employment has been increasing of this scheme.¹³

Dinesh Das (2012) examining India's Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA): Its Impact and women's participation found that at the national level participation of women significantly increased from 46.41 per cent in 2010-11 to 48.81 per cent in 2011-12 which is exceeding expectations stipulated at 33 per cent share. Highest

¹¹ Charlas L.J. and Velmurugan J.M. (2012). "Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (MGNREGA): Issues And Challenges", *International Journal of Physical and Social Sciences*, Vol. 2, Issue 6, pp. 253-261.

¹² Sankari V. and Sivamurugan C. (2012). "Economic Impact of NREGP on Employment Generation: A Case Study" (Edited by Sivamurugan 2012), National Rural Employment Programme, Anmol Publications, New Delhi, p. 120-127.

¹³ Nisar Ahmad Shiekh and Mushtaq Ahmad Mir (2016). "Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA): A Right Based Initiative towards Poverty Alleviation through Employment Generation", *International Journal of Science and Research (IJSR)*, Vol. 5, Issue 1, pp. 1344-1348.

participation was found in Kerala it was 90.26 per cent followed by Pondicherry 80.36 per cent Tamil Nadu 76.78 per cent Rajasthan 68.06 per cent in 2010-11. The share of women was less in States like Bihar, Punjab, West Bengal and most of the north-eastern States. The participation of women in north-eastern states were Assam 21.22 per cent rose to 24.91 per cent and Manipur 29.87 per cent to 33.58 per cent in 2011-12. Further Meghalaya from 36.54 per cent to 41.59 per cent in the same period and Mizoram 20.45 per cent 23.61 per cent between the same period and Nagaland 25.12 per cent to 27.05 per cent Tripura 37.67 per cent to 38.64 per cent and Arunachal Pradesh 35.44 per cent to 40.33 per cent in the same period. Its impact increase the women workers empowers women by giving them a scope of independent earning and spend amount their own needs. Further women play raising their resources MGNREGA has significant impact in converting some unpaid work into paid work and widen the scope of decision making role of women house hold matter and enhancement of choice and capability and also the participation of women increased in many areas after implementation of this scheme¹⁴.

Besides a study made by **Balasubramaniyan (2012)**, Opportunities and challenges of MGNREGA found that, the progress of this scheme in Tamil Nadu highest creating number of person days of jobs and significantly helped marginalized sections such as SC and STs and also women who are working under this scheme. Further it utilized centralized effectively exclusively created for implementing of this scheme. Some extent the people belongs to SC and STs have benefited most in terms of number of days of jobs generated and the total work under this scheme increased and create empower women create useful asset in rural areas. The state Madhya Pradesh, Chhattisgarh, Maharashtra, Jharkand and Uttar Pradesh have found significant percentage of rural households provided with job cards under this scheme. He further traced out some of the important challenges of this scheme such as communication system and channels must be developed for effectively participation of rural people and Job cards should be updated every fortnight in rural areas.¹⁵

Kathirawan (2012) in his study Role of Mahathma Gandhi Rural Employment Guarantee Scheme in Minimizing in rural growing poor that most of the workers who have

¹⁴ Dinesh Das (2012). "Examining India's Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA): Its Impact on Women's Participation", *International Journal of Research in Management*, Vol. 6, Issue 2, pp. 209-2018.

¹⁵ Balasubramaniyan (2012). "Opportunities and Challenges of MGNREGA" (Edited by Sivamurugan 2012), National Rural Employment Programme, Anmol Publications, New Delhi, pp. 307-313.

completed this scheme are primary educated and Scheduled Caste community people are more benefited from this scheme. Further this scheme did not increase the income of the beneficiaries at a larger level, there is no increase in the saving of the beneficiaries and participation of many persons of a single family were found minimum¹⁶.

5. Trends in Wage Rate under MGNREGA

The wage rate under this scheme was found increasing in the respected years. This can be depicts in the following table as below.

Table 1
Trends in Wage Rate under MGNREGA

Year	Wage Rate Fixed (Rs.)	Percentage to Total **	Percentage of wage rate increase per year ***
2006-07	69.00	4.66	
2007-08	74.00	5.00	0.34
2008-09	82.00	5.54	0.54
2009-10	82.00	5.54	0.00
2010-11	100.00	6.75	1.21
2011-12	125.00	8.44	1.69
2012-13	155.00	10.47	2.03
2013-14	174.00	11.75	1.28
2014-15	191.00	12.90	1.15
2015-16	204.00	13.78	0.88
2016-17*	224.00	15.13	1.35
Total	1480	100.00	10.47

*Note: *Represent, w.e.f, 01-04-2016. ** and *** calculated value*

Source: Annual Report 2014-15 Rural Developments and Panchayat Raj Department Rural Development & Panchayat Raj Department, Bengaluru, p.40, Mahatma Gandhi National Rural Employment Guarantee

¹⁶ Kathirawan (2012). "Role of Mahathma Gandhi Rural Employment Guarantee Scheme in Minimising the Rural Poor" (Edited by Sivamurugan 2012), National Rural Employment Programme, Anmol Publications, New Delhi, pp. 314-324.

Scheme, Annual Master Circle ,Commissionerate of Rural Development,Rural Development &Panchayat Raj Department Government of Karnataka(2016-17) p.

It can be observed from the table 1 that the trends in wage rate under MGNREGS .The wage rate was rose from Rs.69.00 to 224.00 during the period 2006-07 to 2016-17 which was 4.66 per cent to 15.13 per cent. The highest increased wage rate was in the year 2012-13 which was 10.47 per cent and average of 2.03 per cent per year as compared previous year 2011-12.

6. Employment Generation:

Employment generation is one of the most important factors which makes the people actively participate. The details of the work provided to different categories are shown in the following Table.

Table 2
Employment provided to Different Categories

(in Lakhs)

Year	SC	ST	Others	Women	Total	Share of total percentage per year *
2006-07	73.37	45.18	319.25	112.2	550	6.79
2007-08	59.79	37.94	352.87	99.4	550	6.79
2008-09	79.89	39.88	167.84	145.03	432.64	5.34
2009-10	334.64	171.77	1497.02	737.07	2740.50	33.84
2010-11	177.4	102.72	817.75	505.08	1602.95	19.79
2011-12	109.84	58.02	531.68	321.32	1020.86	12.60
2012-13	104.89	55.63	461.40	287.59	909.51	11.23
2013-14	16.41	09.12	74.34	46.81	146.68	1.81
2014-15	114.15	56.97	547.3	334.71	144.96	1.79
Total	1070.38	577.23	4769.45	2589.21	8098.1	100.00

Note: * Represent calculated value

Source: www.mgnrega.nic.in Reproduced in Gangadhara Reddy Y. and Aswath G.R. (2016). "Performance of Mahatma Gandhi National Rural Employment Guarantee Act in Karnataka, India", *International Research Journal of Social Sciences*, Vol. 5(1), p. 17.

It has been observed from the Table 2, Employment provided to different categories under MGNREGS scheme. A total number of 8098.1 lakh employment provided during the year 2006-07 and 2014-15 of which 1070.38 lakh SCs and 577.23 lakh for STs and 4769.45 lakh others 2589.21 lakh are women. The highest employment provided was in the year 2009-10

which was 33.84 per cent. It is observed that the share provided employment per year was found declining trend except 2009-10 onwards, it may be the reason gradually increasing the wage rate.

7. Work completed Under MGNREGS

The details of work completed under this scheme during the period from 2006-07 to 2014-15 is presented in the following Table:

Table 3

Works Completed during the period from 2006-07 to 2014-15

Year	Works started	Works completed	Percentage Share of works completed per year *	Works in progress	Percentage Share of works in progress per year **
2006-07	18642	11004	1.85	7638	0.26
2007-08	26180	18040	3.04	8140	0.28
2008-09	96598	8446	1.42	88152	3.04
2009-10	519471	27919	4.70	491552	16.99
2010-11	391657	195430	32.95	195657	6.76
2011-12	326002	144029	24.28	181973	6.29
2012-13	311898	78359	13.21	233539	8.07
2013-14	544356	39414	6.64	504942	17.45
2014-15	1251485	70330	11.86	1181155	40.83
Total	3486289	592971	100.00	2892748	100.00

*Note: * and ** Represent calculated value*

Source: Karnataka State Convergence Plan, Commissionerate of Rural Development Rural Development and Panchayat Raj Department, Government of Karnataka, Reproduced in Gangadhara Reddy Y and Aswath G.R(2015)Performance of Mahatma Gandhi National Rural Guarantee Act in Karnataka,India.International Research Journal in Social Sciences Vol 5(1), p.17

The table shows that out of the total 3486289 works taken up of which only 592971 works have been completed during the period from 2006-07 to 2014-15. The highest work completed was found in the year 2010-11 which was 32.95 per cent remaining 2892748 works are still in progress during the above said period. The percentage share of highest work in progress was found in the year 2014-15 it was 40.83 per cent was as compared previous years. It can be observed that, the performance in terms of completed work is quite low. It may be the reason gradually increasing the wage rate.

8. Financial Progress under MGNREGA

Finance is the most important key factor for implementation of the any sort of the Government Scheme. The details financial progress of the Scheme in Karnataka as shown in the following table as under:

Table 4

Financial Progress under MGNREGA during the period from 2006-07 to 2015

(Rs. in Crores)

Financial Year	Total funds available (Crores)	Share of percentage total funds available per year ** (Crores)	Total expenditure (Crores)	Share of total percentage expenditure per year *** (Crores)	Percentage of utilization of funds
2006-07	341.31	2.06	248.30	1.87	73.80
2007-08	436.72	2.64	236.51	1.78	56.46
2008-09	727.33	4.41	373.61	2.82	53.59
2009-10	3407.30	20.7	2569.20	19.42	72.95
2010-11	2587.90	15.69	2116.29	16.00	62.93
2011-12	1957.01	11.86	1528.25	11.55	83.90
2012-13	1788.76	10.84	1456.86	11.01	81.45
2013-14	2192.94	13.29	2097.70	15.86	95.65
2014-15	1906.46	11.56	1680.17	12.70	88.13
2015-16*	1143.27	6.93	916.57	6.93	80.17
Total	16489.00	100.00	13223.46	100.00	80.19

*Note: *upto Dec. 2015, ** and *** calculated value*

Source: Data gathered from Annual Report 2014-15 Rural Development & Panchayat Raj Department, Bengaluru, p.42 and Economic Survey of Karnataka 2013-14 and 2014-15, 2015-16, Department of Planning, Programme Monitoring & Statistics Government of Karnataka, pp 96,103 and 456.

The above table shows that financial progress under MGNREGA during the period from 2006-07 to 2015. A total 16489.00 crores available fund during the above said period. The total expenditure was 13223.46 crores for the entire period. The highest share of available funds and

expenditure per year was found 20.7 per cent and 19.42 per cent. The utilization amount was 80.19 during the whole period. It is found that the progress of this scheme was quite low.

9. Physical Progress MGNREGA

The details physical progress of the Scheme in Karnataka as shown in the following Table as under:

Table 5

Physical Progress MGNREGA during the period from 2006-07 to 2014-2015

Financial Year	Cumulative No. of Households issued job cards	Cumulative No. of Households Demanded Employment	Cumulative No. of Households Provided Employment	Cumulative No. of Person Days Generated (Lakhs)	Cumulative No. of Households Completed 100 days
2006-07	795600	548532	545185	222.05	69789
2007-08	1523091	554002	549994	197.77	23081
2008-09	3420945	906503	896212	287.63	27009
2009-10	6142948	3416807	3310995	2004.00	405397
2010-11	5301760	2416064	2366290	1099.82	132179
2011-12	5571697	1664074	1652095	699.20	45111
2012-13	5392825	1470744	1467510	627.41	108473
2013-14	5726876	1907049	1447000	718.41	117657
2014-15*	5567520	1516298	1096671	434.75	41687
Total	39443262	14400073	13331952	6291.04	970383

Note: * Upto March 2015

Source: Annual Report 2014-15, Rural Development and Panchayat Raj Department, Bengaluru, p. 43.

The table shows that the Physical Progress MGNREGA during the period from 2006-07 to 2014-2015. A total 39443262 crore Households issued job cards during the mentioned periods, of which 14400073 crore Households Demanded Employment and a total 13331952 crore employment provided in these period. The Person days generated was found 6291.04 lakh and the Households completed 100 days were 970383. It can be observed that Households Provided

Employment was lesser than Households Demanded Employment, it means the progress of Physical Progress MGNREGA during the period from 2006-07 to 2014-2015 is quite slow.

10. Progress Achieved Under MGNREGA

The details of progress achieved under the MGNREGA are shown in the following Table:

Table 6

Progress Achieved Under MGNREGA during the period from 2006-07 to 2014-15

Year	Total person days Generated (Crores)	Women (Crores)	SC/ST (Crores)	Average person days per family out of 100 days (No. of days)
2006-07	2.22	1.12	1.08	41
2007-08	1.97	0.99	0.97	36
2008-09	2.88	1.45	1.19	32
2009-10	20.04	6.85	5.07	57
2010-11	10.98	4.91	2.80	49
2011-12	7.01	3.23	1.68	42
2012-13	6.21	2.87	1.60	46
2013-14	7.18	3.34	1.71	50
2014-15	9.34	4.68	1.20	41
Total	67.83	29.44	17.3	394

Source: Mahatma Gandhi National Rural Employment Guarantee Act, 2005 Karnataka State Convergence Plan Commissionerate of Rural Development Rural Development & Panchayat Raj Department Government of Karnataka p.4, RDPR, Government of Karnataka Reproduced in Economic Survey of Karnataka 2013-14, 2014-15 and 2015-16, Department of Planning, Programme Monitoring & Statistics Government of Karnataka. pp 96, 103 and 456.

The Table shows that, progress achieved under MGNREGA during the period from 2006-07 to 2014-15. A total 67.83 crores person days generated in the above said period. Of

which a total 29.44 crores employment provided for women and 17.3 crore employment provided for SC/STs. The highest persons days generated were found in the period 2009-10 it was 20.04 crores.

11. Findings

Based on the above discussion, some of the important findings have been listed as under:

- There is increasing trends in wage rates under MGNREGA during the entire period. The highest increased wage rate was during the period 2012-13. But the percentage increasing in wage rate per year was found declining after 2012-13.
- There is decreasing trends of employment generation except in the year 2009-10 in Karnataka .It was 33.84 per cent.
- The highest work completed as compared to work started was found during the year 2010-11 which was 32.95 per cent. But entire period percentage share of highest work in progress was found in the year 2014-15 it was 40.83 per cent as compared to the previous years. It can be observed that, the performance in terms of completed work is quite low.
- The financial condition was in progress under MGNREGA during the whole period. The expenditure was found low compared to the available funds. The utilized amount was only 80.19 during the entire period. It means the scheme failed to fully utilize its available funds.
- The Physical Progress could be found of the scheme of MGNREGA during the period 2006-07 and 2014-2015. It can be observed that Households Provided Employment was lesser than Households Demanded Employment; it means the progress of Physical Progress of this scheme during mentioned period quite satisfactory.
- The progress achieved under MGNREGA during the period from 2006-07 to 2014-15 was satisfactory. The total person days generated was found 67.83 crores in these periods. The highest persons days generated were found in the period 2009-10, it was 20.04 crores.

Further under this scheme a total 17.3 crore employment provided for SC/STs and 29.44 crores employment provided for women.

12. Suggestions

- Based on the findings some of the useful suggestions have been made as below:
- There is need to increase the percentage wage rate per year under this scheme
- There is need to increase employment generation under this by creating more awareness
- Government should guide the concerned authority of this scheme to complete work on par with as they started work.
- The expenditure should be utilized properly as the available fund of the entire period.
- There is need to Households Provided Employment should be on par with the Households Demanded Employment.
- There is need to increase the participation of women and SC/STs in this scheme for more inclusiveness through proper channel.

13. Conclusion

Mahatma Gandhi National Rural Employment Guarantee Scheme is one such kind of poverty alleviation and rural development Scheme is a rights-based wage employment programme aiming at enhancing livelihood security by providing at least one hundred days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work. The Mahatma Gandhi National Rural Employment Guarantee Act provides a social safety net for the vulnerable households and an opportunity to combine growth with equity, Central Government in co-ordination and association with State Governments. The available data discussed in this paper shows that, this scheme was found in gradually progressing but the progress of financial and physical achievement was found quite satisfactory. Hence there is need to improve strengthen the MGNREGA by including the rural households and self help groups to active participate in this scheme is the urgent need of the government policy makers and concerned department is the utmost strengthening of the MGNREGA in the near future.

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