MGNREGA and Empowerment of Weaker Sections in Himachal Pradesh

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Abstract

The paper deals with the socio-economic, political and developmental impact of MGNREGA on people especially the weaker sections in the state of Himachal Pradesh. It starts with introduction about the programme, its objectives followed by review of its performance in the country and in the state of HP. This is followed by discussion on the role of MGNREGA in Empowerment of people of weaker sections of the society in H.P. The paper concludes with important suggestions to improve the deficiencies of the programme so as to make it more effective.

India is a country of villages as 68.8% of the population as per the 2011 census lives in its more than six lakh villages. It is unfortunate in many of these villages, the fruits of development and progress have not reached even after seven decades of independence. The idea of rural development to improve the situation of the villages gained credence during the freedom movement. Initially some experiments were carried out through voluntary efforts by individuals like Rabindranath Tagore, Mahatma Gandhi, S.K Dey, Spencer Hatch and others which had limited impact. The rural development efforts received impetus after independence with launch of CDP (community development programme) in 1951 which created the office of development blocks throughout the countryside with BDO (block development officer) as an important and pivotal functionary.

The third five year plan marked the beginning of new phase in rural development with wage employment programmes as means of rural development, elevation of poverty, and creation of rural infrastructure. The sixties saw launch of Wage employment programmes which marked a shift in approach to rural development with stress on providing employment to rural people in public programmes. India saw many wage employment programmes like Rural Manpower Programme (1960-69), Drought Prone Areas Programme (DPAP) (1971-73), Food for Work Programme (1977-80), National Rural Employment Programme (NREP) (1980-89), Jawahar Rozgar Yojna (JRY) (1989-99), Sampoorna Grameen Rozgar Programme (SGRY) (2001-2008).

Keywords: NREGA or MGNREGA, Social Protection, Distress Migration, Himachal Pradesh, Social Equity, Transparency, bottom-up, Social Empowerment, Social Audits, Financial Inclusion.

Introduction

NREGA or MGNREGA

A new wage employment programme was for the first time introduced in our Parliament in 2004, which after much deliberations, discussions and amendments was passed in monsoon session in August 2005 as National Rural Employment Guarantee Act (NREGA) 2005. This Act was implemented from 2nd February 2006 in 200 most backward districts of the country. It was gradually in a phased manner launched in all the 644 rural districts of the country by 2008. It was renamed as MGNREGA (Mahatma Gandhi National Rural Employment Guarantee Act) in 2009 after Mahatma Gandhi, the father of nation and a great freedom fighter.

MGNREGA (Mahatma Gandhi National Rural Employment Guarantee Act) formerly NREGA is an important, path breaking, revolutionary and innovative rural development programme launched in the country since February 2006 in a phased manner after being passed as an Act of Parliament in 2005. The MGNREGA provides a guaranteed 100 days of wage employment in a financial year to any rural household whose adult members volunteer to do unskilled manual work along with some other entitlements so as to provide livelihood security.

The main objectives of this programme besides providing employment in rural areas are: providing livelihood security, social protection, preventing distress migration, aiding empowerment of marginalized communities like scheduled castes(SCs) and scheduled Tribes (STs), women empowerment, deepening



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democracy by strengthening PRI's, infrastructure creation, stimulate local economy by providing safety net to rural poor, creating productive rural asset base, rejuvenate natural resource base of the area, sustainable development, social equity etc.

Aim of the Study The research paper introduces MGNREGA and deals with the impact of MGNREGA on weaker sections of rural population of Himachal Pradesh. It further tries to show how it has become a tool for their empowerment and social mobility in the society. The study is based on analysis of primary and secondary data. The research also involved field visits, social survey, case studies, careful observation, interviews, questionnaires and detailed discussions with various stakeholders of MGNREGA programme. The paper was based on ethnographic research in rural areas of Himachal Pradesh which are mostly hilly and have harsh geographical and climatic conditions. It concludes with many suggestions for improvement and new innovations in the programme.

MGNREGA has become a powerful instrument for inclusive growth in rural India through its impact on social protection, livelihood security and democratic governance (Shah, 2012).

The scheme addresses chiefly to working people and their fundamental right to life with dignity. It empowers ordinary people to play active role in the implementation of employment guarantee schemes through Gram Sabhas, Social audits, and if state is unable to provide employment to eligible persons demanding employment under the scheme, there is provision in the Act for unemployment allowance. The scheme ensures people's participation by involving them in selection planning and implementation of various works to be undertaken through active role of Gram sabhas and PRI's. The scheme intends to transform Rural India by mitigating poverty, ignorance, backwardness and ushering an era of all-round development and progress, benefiting millions of needy people.

Rural employment schemes have been in existence for more than 50 years but MGNREGA is different as it marks a paradigm shift from various wage employment programme in India. MGNREGA is unlike any other in its scale, architecture and thrust. It has an integrated natural resource management and livelihoods generation perspective. The transparency and accountability mechanisms under MGNREGA create unprecedented accountability of performance, especially towards immediate stakeholders (Shah, 2012).

MGNREGA's has important and unique features which are as It provides a legal guarantee of wage employment in rural India,

- 1. Its design is bottom-up, people centered, demand driven, self-selecting and rights-based,
- 2. It is a demand driven programme where provision of work is triggered by demand for work by rural wage-seekers,
- 3. It provides many rights to beneficiaries like employment on demand, work to be provided within 15 days, wages not less than minimum wages, payment after work within 15 days, basic worksite facilities such as drinking water ,shade and crèche, wages to be paid through Banks and Post office, ex-gratia in case of accident or death at work site, unemployment allowance if work is not provided within 15 days, among others,
- 4. It has legal provision for allowances and compensation, in case of failures to provide work on demand, and delays in payment of work undertaken. In case of work, not provided on time within the time limit of 15 days the state government will bear the cost of the employment allowance,
- 5. It overcomes problems of targeting through its self-targeting mechanism of beneficiary selection,
- 6. Variety of permissible works which can be taken up by the GPs (Gram Panchayats). The MGNREGA act provides in schedule1, para1 sixteen different categories of works permissible according to priority. These were just Eight categories of permissible work in 2005 when Act was promulgated in 2005 but with time these have been increased to Sixteen
- 7. MGNREGA is unlike earlier wage employment programme that were allocation-based, its demand driven and the transfer from GOI (Government of India) to states is based on demand for employment in each of the states.

This provides an additional incentive for the states to leverage the Act to meet the employment needs of the poor people,

- It incentivizes states to provide employment as 100 per cent of the unskilled labour cost and 75 per cent of material cost and skilled labour cost is borne by GOI,
- 9. The order of devolution of financial resources to GPs under MGNREGA is unprecedented,
- 10. The bottom-up, people-centered, demand-driven architecture also means that a great share of the responsibility for the success of the MGNREGA lies with the wage-seekers, GSs and GPs,
- 11. MGNREGA focuses on economic and social empowerment of women as it provides for one-third women beneficiaries under the provisions of the Act but in reality since inception women workers have been about more than 40% and now in FY 2014-15 they have increased to 56%.
- 12. MGNREGA provides "Green" and "Decent" work.
- 13. MGNREGA works address the climate change vulnerability and protect the farmers from such risks and conserve natural resources.
- 14. The Gram Sabha is the principal forum for wage seekers to raise their voice and make demands. It is the Gram Sabha and Gram Panchayat which approves the shelf of works under MGNREGA and fix their priority.
- 15. MGNREGA provides for Special provisions for persons with disabilities and vulnerable groups and for Particularly Vulnerable Tribal Groups (PVTGs).
- 16. Individual beneficiary oriented works can be taken up on the land of Scheduled Castes and Scheduled Tribes, small or marginal farmers or below BPL (below poverty line) families or beneficiaries of land reforms or beneficiaries of land reforms or beneficiaries of IAY (Indira Awas Yojana) of the GOI or beneficiaries under the scheduled tribes and other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006.
- 17. Social audit, a new feature of MGNREGA, creates unprecedented accountability and transparency of work performance, especially towards the immediate stakeholders, is mandatory for works.
- 18. A report on the outcomes of MGNREGA is presented annually by GOI to the Indian Parliament and by the state government to the state legislatures.
- 19. There is complete ban on contractors and labour displacing machines.

The Government of India is providing sizeable outlay in the Union budget for the MGNREGA programme which was Rs11300 crores in FY (financial year) 2006-07 when it was being implemented in 200 districts which increased to Rs12000 crores in FY 2007-08 when it was implemented in 330 districts. The budget allocation for the year FY 2008-09 for MGNREGA was increased to Rs30000 crores as it was implemented in all the rural districts of the country. The MGNREGA budget outlay was increased to Rs39100 crores in FY 2009-10 which was further increased to Rs40100 crore in FY 2010-11 and was Rs.40000 crore in FY 2011-12. The MGNREGA budget outlay for FY 2012-13 and FY 2013-14 was Rs.33000 crore for each FY. The budget outlay for FY 2014-15 was Rs34000 crores and initial budget allocation for FY 2015-16 is Rs.34,699 crores with a budget promise to allocate Rs5000 crore more for MGNREGA and it is being implemented in all the 644 rural districts of India. The annual budget allocation for MGNREGA for FY 2016-17 has been increased to Rs38500 crores. This has been done as MGNREGA is viewed as an effective means for rural development and curbing rural distress. The government of India has increased the budget allocation of MGNREGA as it has realized the positive impact of MGNREGA on rural people, agriculture, rural development, growth and upliftment of rural India.

The Government is also providing manpower, technical support, institutional framework, and infrastructure for the scheme. The PRIs (Panchayati Raj Institutions) are playing an important role in planning, management and implementation of this scheme. The Gram Panchayats (G.P) which are institutions of self-government play a crucial part in implementation of MGNREGA at the grassroots level. These G.P whose number across the country is 238617 as on March 13, 2013 have also benefited from MGNREGA as it has increased their developmental role besides providing crucial financial resources. Transparency and accountability have been provided through social audits and public vigilance so that the benefits reach the intended beneficiaries. The government of India has created a MIS (management information system) for MGNREGA where all records financial as well physical i.e. those pertaining to the various works undertaken are

uploaded online to provide up to date information and ensure transparency. The state governments have to upload all data pertaining to MGNREGA works, beneficiaries, muster-rolls, financial records, etc. on the MIS. This has led to transparency and openness in execution of various works in MGNREGA programme. Social Audits are another means provided in the Act itself to ensure vigilance and transparency. The scheme is evolving with passage of time and through suggestions in Central and State Employment Guarantee Councils it is improving and trying to serve people in a much better and effective manner.

The programme has a lot of scope and potential for development and upliftment of rural India and if implemented strictly with total dedication and honesty it can vastly improve the conditions in rural India and act as a harbinger of social change and development in our villages which they urgently require. Enacting the national employment guarantee act is a step towards legal enforcement of fundamental right to live with dignity. The programme has turned out to be a social safety net and game changer for poor in rural India. MGNREGA has generated much needed employment for rural people along with development of rural infrastructure in villages improving connectivity and productivity which has led to development and growth in rural India.

Impact of MGNREGA The MGNREGA programme has completed a decade on February 2, 2016, it has attracted a lot of interest as it is the largest public employment programme in the World. The programme has attracted a lot of media attention with all the leading newspapers and journals regularly carrying articles and studies on various aspects of the programme. MGNREGA was initially discarded by certain economists as a dole or a kind of subsidy which was engulfed with corruption and nepotism, they were gradually proved wrong. The programme provides wage employment to more than 5 crore rural households across the country. MGNREGA has since its inception generated 1971 crore person days of employment up to 14-01-2016.

It has provided unprecedented employment to females never seen in any of the public employment programmes which was initially 40% in 2006 and has today risen to 57% in 2016. It has been observed MGNREGA has 57% female participation which has provided employment to about 3 crore women in 2016 many of whom are marginalized, discriminated and under the burden of a patriarchal system which ignores their needs, desires and aspirations. MGNREGA aims to ensure that women have equitable and easy access to work, decent working conditions, equal payment of wages and representation in decision making bodies. It has been observed that 96,823 crore person days have been generated for women since FY 2006-07 to FY 2015-16 till 31-12-2015. It has been observed that the participation of marginalized groups such as SC, ST and BPL has been in the range of 40-50 %. MGNREGA has been for last ten years providing employment to more than 5 crore households every year so it is the largest public employment programme in the world.

MGNREGA is a legal guarantee, a protection on which every year since 2009-10 more than Rs.36000 crores is being spend. The total amount of money spend on MGNREGA programme in the last ten years is since its inception in 2006 is whopping Rs.3,11,654 Crores. The MGNREGA programme has spent in last 10 years a sum of Rs. 2,09,547 crores on wages of workers across the country, which is 71% of the total expenditure. The government of India or central government's spending on MGNREGA from 2006 to 31- 12-2015 is 2,78,197 crores.

MGNREGA has more than 13 crore households having job cards with close to 28 crore workers. Nearly one in every 3 rural household benefits from the programme. MGNREGA has also resulted in financial inclusion (FI) by opening 11.2cr bank or post office accounts for wages payment to workers. MGNREGA has been able to tackle to some extent the enormous problem of poverty and unemployment in rural India. MGNREGA has strengthened Gram Panchayats (G.P) and other Panchayati Raj Institutions (PRI) by providing them scare resources which have made them able to serve the needs and aspirations of rural people.

MGNREGA has proved to be a social protection, boon and a blessing in disguise for rural India. MGNREGA is an evolving programme and has changed and grown a lot in last 10 years in an effort to serve rural people in a better and effective manner. The programme is striving hard to understand the needs and aspirations of rural masses by involving them and engaging in Intensive Participatory Planning

Exercise (IPPE) in 98,200 GPs of 2569 backward Blocks for 2016-17. Delay in payments which have emerged as a big challenge for MGNREGA in recent years have been reduced from 72% in (FY 2014-15) to 53% in (FY 2015-16). MORD is trying to fight the various challenges faced by MGNREGA

Table1						<u>REGA (FY 20</u>			
	FY	FY	FY	FY	FY	FY	FY	FY	FY
	2006-	2007-	2008-09	2009-10	2010-11	2011-12	2012-1	2013-1	2014-15
	07	08	(all rural	(all rural	(all rural	(all rural	3	4	(all rural
	(200	(330	District	District	District	Districts)	(all	(I rural	District
	Distri	Distri	s)	s)	s)		rural	•	s)
	cts)	cts)	3)	3,	3)		Distric	s)	3/
		0.5)						5)	
Total job	3.78	6.48	10.01	11.25 Cr.	11.98 Cr.	12.50 Cr.	ts) 13.06	13.15	13.25
				11.25 Cl.	11.90 CI.	12.50 Cl.			
card	Cr.	Cr.	Cr.				Cr.	Cr.	Cr.
issued									
Employment	2.10	3.39	4.51 Cr.	5.26 Cr.	5.49 Cr.	5.06 Cr.	4.99	4.79 Cr.	3.60 Cr.
provided HH	Cr.	Cr.					Cr.		31/12/15
Persondays									
(In Crore)									
Total:	90.5	143.59	216.32	283.59	257.15	218.76	230.48	220.40	166.30
SCs:	22.95	39.36	63.36	86.45	78.76	48.47	51.21	49.79	27.51
	(25%)	(27%)	(29%)	(30%)	(31%)	(22%)	(22%)	(23%)	(23%)
STs:	32.98	42.07	55.02	58.74	53.62	40.92	41.00	38.23	20.18
	(36%)	(29%)	(25%)	(21%)	(21%)	(19%)	(18%)	(17%)	(17%)
Women:	36.40	61.15	103.57	136.40	122.74	105.27	118.23	116.24	67.32
	(40%)	(43%)	(48%)	(48%)	(48%)	(48%)	(51%)	(53%)	(56%)
Others:	34.56	62.16	97.95	138.40	124.78	129.38	138.27	132.29	73.57
	(38%)	(43%)	(45%)	(49%)	(48%)	(59%)	(60%)	(60%)	(61%)
Persondays	43	42	48 days	54 days	47 days	43 days	46	46 days	34 days
per HH	days	days	2	5	-		days		
Budget	11300	12000	30000	39100	40100	40000	33000	33000	34699
Outlay									
(In Crore)									
Expenditure	8823.	15856.	27250.1	37905.2	39377.2	37072.82	39778.	38672.4	36032.4
(In Crore)	35	89	0	3	7	(76%)	29	0	5
()	(73%)	(82%)	(73%)	(76%)	(73%)	()	(87%)	(92%)	(91%)
Expenditure	5842.	10738.	18200.0	25579.3	26686.5	24306.22	27153.	26647.5	24203.1
on Wages	37	47	3	2	3	(69.53%)	53	4	6
(In Crore)	(66%)	(68%)	(67%)	(70%)	(68%)	(300000)	(72%)	(73%)	(67%)
Total Works	8.35	17.88	27.75	46.17	50.99	80.77	104.62	94.14	95.14
Taken Up									
(In Lakhs)									

Table1 An overview of the national performance of MGNREGA (FY 2006-07to FY 2014-15)

Source: MGNREGA SAMEEKSHA, MORD GOI, Orient Black Swan, 2012; MGNREGA Annual Reports: 2011-12, 2012-13, 2013-14 and 2014-15, MORD GOI; MGNREGA REPORT TO THE PEOPLE 2ndFebruary 2015 MORD

Himachal Pradesh is a small hilly and mountainous state with an area of 55,673 sq.km. having a population of 68,64,602 as per the 2011 census. It has been divided into 12 districts with Kangra being the biggest and most populous district of the state. The population of state primarily lives in its small and scattered villages and 2011 census recorded 90% of its population as rural which is the highest proportion of rural population in any state of India. Himachal Pradesh is popularly known as Devbhumi(abode of gods) as every village has a local deity a devata devi which is worshipped by everyone and regarded as revered and sacred for all.

Himachal Pradesh was created in 1948 but it achieved full statehood on 25th January 1971 when it became the 18th state of India. The state has since made rapid strides in its developmental journey and is regarded today as a model for hill states in the country. It has achieved a remarkable overall socio-economic growth in last four decades especially in social sectors like education and health but still it has a long way to go to become a fully developed state of the country.

MGNREGA has proved to be a boon for people of Himachal Pradesh and it has been observed that its impact on weaker sections like SCs, STs, BPL and Women has been significant and empowering in nature. It is evident from various government reports and other sources that these weaker and backward sections of society have benefited enormously from employment provided under MGNREGA programme. Rural development department reports of Himachal Pradesh government show that participation of Women, SCs, STs, and BPL sections of society at MGNREGA worksites has been in the range of 80% to 90%. This indicates that MGNREGA provides an opportunity to these rural poor and weaker sections a guaranteed employment of 100 days near their homes. In post covid19 days MGNREGA turned out to be a saving grace for migrant labour as it returned to its villages. MGNREGA if implemented correctly and carried out honestly has potential to wipe out poverty in rural areas along with ushering a new era of development and progress. This will further help the economy as it will increase the purchasing power of rural people and create demand in rural areas. The most pertinent question is will our PRIs rise to the occasion and create a positive pressure on government to implement MGNREGA earnestly. It requires a people's movement for their rights under MGNREGA but that requires an organized effort which rural people lack. Until and unless rural people come together and form an organization for their welfare and rise above their petty issues they cannot progress.

	FY	FY	FY	FY	FY	FY	FY	FY	FY	FY
	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13		2014-15	2015-16
	2	4	12	12	12	12	12	12Distts.	12Distts.	12
	Districts)	districts	Districts	Distts.	Distts.	Distts.	Distts.			Distts.
Total job	99000	394135	849879	994969	1049949	1100978	1121746	1149626	1162525	1180780
card										
issued										
НН	0.64	2.71	4.45	4.97	4.44	5.04	5.15	5.39	4.53	3.95
Provided										
Employme										
nt										
(in Lakhs)										
Total:	29.90	97.57	205.21	284.94	219.46	269.23	262.10	282.50	190.80	162.20
Mandays										
Generated										
(In Lakhs)										
Expenditu	39.40	125.66	327.66	545.07	535.74	527.95	507.98	572.09	406.21	407.56
re										
(In Crore)										
Household	0.17	0.14	0.50	0.48	0.22	0.47	0.40	0.55	0.22	0.18
Complete										
d 100										
Days.										
(In Lakhs)										

Source: Annual Report 2007-08 to 2014-15, Rural Development Department, Govt. of H.P.

Empowerment of poor has today emerged as a buzzword in most of the developmental studies and literature. It is regarded as an important social movement in most of the developing nations around the world. Empowerment is a process of change by which individuals or groups with little or no power gain the ability to make choices that affect their lives. A person is said to be empowered on acquiring command or control over resources, access to education, healthcare facilities that enhance their capability, knowledge, skill, and productivity and thereby improve their social status and increase participation in various decision making and political processes as well. Empowerment has been ability of an individual to gain control socially, politically, economically, and psychologically through (1) access to information, knowledge, and skills; (2) decision making and (3) Individual self-efficacy, community participation, and perceived control (Zimmerman and Rappaport, 1988). Empowerment is a multi-dimensional process, which should enable people to realize their full identity and power in all spheres of

life (Surekharao and Rajamanamma, 1999). Empowerment facilitates access to information, provides opportunity to the excluded sections to participate in decision making process, make institutions accountable to public and enable people to organize themselves and enhance their abilities to work together.

Conclusion The study concludes by stating that though MGNREGA has a vast potential for empowering the weaker sections of societies, still it faces a lot of challenges. There can be significant improvement in its design and delivery mechanism for its effective output. The government, PRIs, NGOs, Farmer Organizations, social activists and our social leaders can play a significant part in improvement of MGNREGA which can usher a new era of development and prosperity in rural India.It is high time people in villages realize their position, get over their petty disputes and get organized and united so that they can get their due from the state which gives your rights if you exert and put pressure in a democratic manner. MGNREGA has provided means of livelihood and sustenance to weaker sections of the country. In Himachal Pradesh the significant number of people of weaker sections has used it to supplement their incomes and increase their purchasing power so that they can live with honour and dignity in society. We can conclude by saying that MGNREGA has emerged as a safety net and a means of social security in times of distress like crop failure or unseen emergencies like covid19.

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