

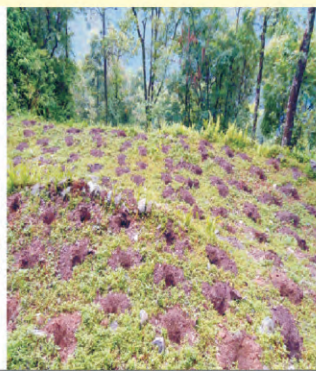
Mahatma Gandhi National Rural Employment Guarantee Act 2005



the journey of a decade



Ministry of Rural Development
Government of India





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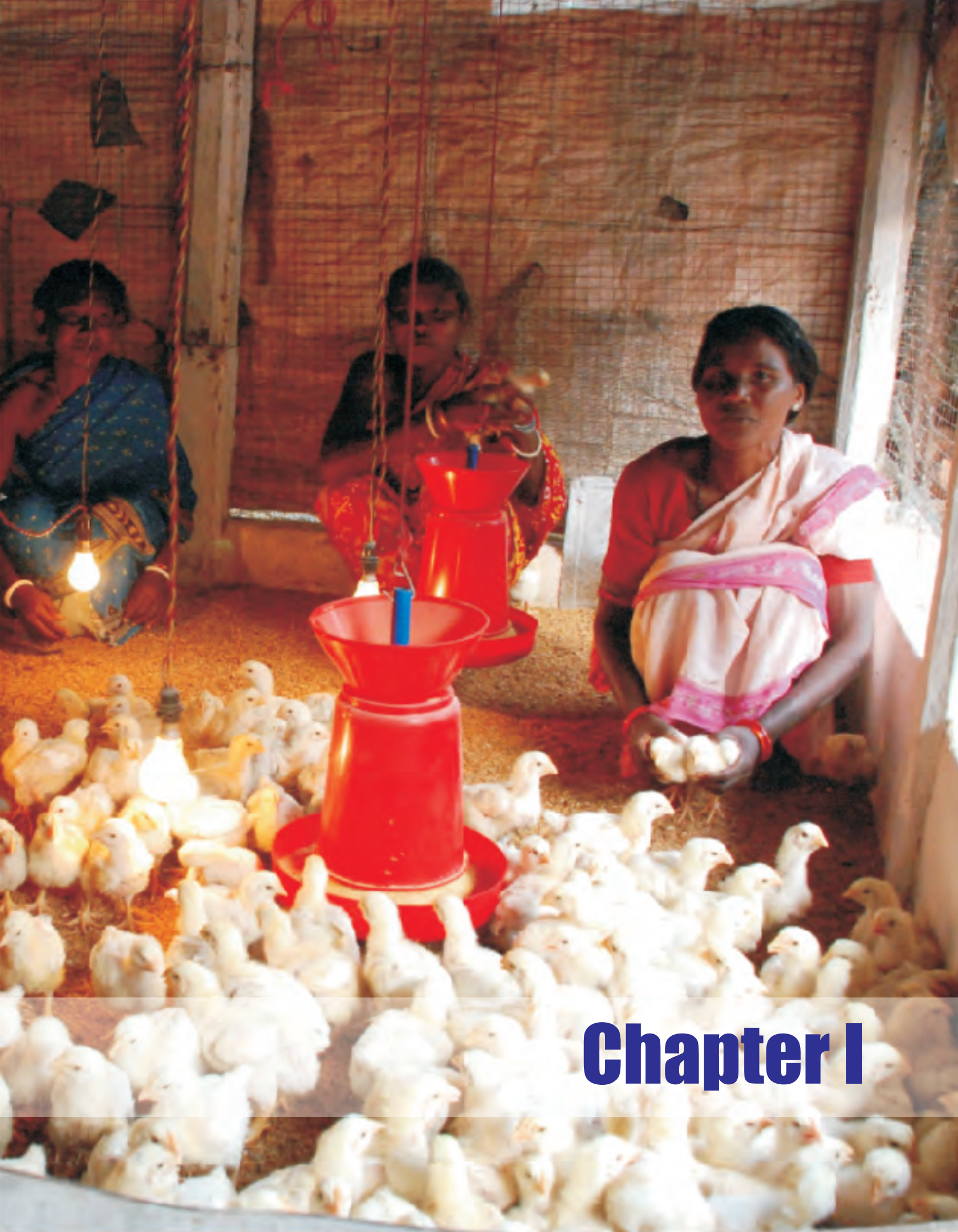
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Chapter I

CHAPTER I

The Mahatma Gandhi National Rural Employment Guarantee Act: The Journey of a Decade

The 10th year of the legislation of Mahatma Gandhi NREGA- A Foreground

The Mahatma Gandhi National Rural Employment Guarantee Act, called as Mahatma Gandhi NREGA is one of the pioneering rights based legislation in the world. The recent UNDP Global Human Development Report (GHDR, 2015) (1) refers to Mahatma Gandhi NREGA as one of the milestones in social protection measures in the world, with comparable cohort schemes-Rural Employment for Public Assets in Bangladesh (only for poor women headed households), Jefes De Hogar in Argentina and the limited Karnali Employment program in Nepal. The programs in Bangladesh and Nepal are limited in scope, in terms of their inclusion criteria of beneficiaries.

The Mahatma Gandhi NREGA, is a legal guarantee and is marked by scale; with the annual expenditure of 34,000 Cr. INR, and implementation in all the states and UTs of India, it is the largest workfare program in the world.

The Indian Parliament legislated on this landmark Act, with a strong consensus across the political spectrum. This Act, therefore, reflects the will of the citizens of India and their fellowship with the most vulnerable and marginalized. Through the legislation of the landmark Act, the citizens of India recognize the rights of all workers, including the agriculture and the landless workers. They reiterate the dignity of labour and reaffirm the principles of decent work, through the provisions of the Act.



Democracy and its mature functioning demand the completion of the accountability loop and indeed, Mahatma Gandhi NREGA is remarkable for its accountability provisions and indicates the maturing of a dialogic and a deliberative democracy, where the ultimate stakeholders demand accountability through institutionalized mechanisms, thus being active stakeholders rather than being perceived as passive recipients of service delivery.

The implementation of Mahatma Gandhi NREGA has managed to achieve a high degree of transparency in all processes of implementation, particularly the fund flow system. Mandated systems of proactive disclosure at the Gram Panchayat level are normalized and well above standard disclosures for other programmes. The Management Information System, NREGASoft provides almost real time information of the end to end processes and integrates technology in governance through a pioneering implementation mechanism.

It is remarkable that, as the implementation of the MGNREG Act enters the 10th year, independent research evaluations equivocally report that despite implementation gaps, the Mahatma Gandhi NREGA has continued to achieve several milestones in the collective Indian journey towards grounding the values of equality and social justice as enshrined in the constitution of India.

Mandate

Mahatma Gandhi NREGA aims at enhancing livelihood security of households in rural areas 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. The Act came into force on February 2, 2006 and was implemented in a phased manner. In Phase I, it was introduced in 200 of the most backward districts of the country. It was implemented in an additional 130 districts in Phase II, during 2007-2008. The Act was notified in the remaining rural districts of the country from April 1, 2008 in Phase III. All rural districts are covered under Mahatma Gandhi NREGA.

Objectives of the Act

The objectives of the Act are the following:

- a) Providing not less than hundred days' work as a guaranteed wage employment in a financial year to every household in rural areas per demand resulting in creation of productive assets of prescribed quality and durability;
- b) Strengthening the **livelihood resource** base of the poor;
- c) Proactively ensuring social inclusion and
- d) Strengthening Panchayat Raj institutions.

Significant Features of the Act

i) Demand Registration

1. The mandate of the Act is to provide at least 100 days of wage employment to a household, as per demand. Adult members of every household residing in any rural area and willing to do unskilled manual work may submit the names, age and the address of the household to the Gram Panchayat at the village level, in whose jurisdiction they reside, for registration of their household to the local Gram Panchayat. After due verification of place of residence and age of the member/s, the registered household is issued a Job Card(JC), within 15 days.



2. The worker has a right to demand and receive work within 15 days of the receipt of the application or the date of the demand in case of advance application, whichever is later, as mandated by the Act. This must be kept updated on the Job Card. The process of receiving of applications for work must be kept open on a continuous basis. Multiple Channels must be kept open to register demand.

ii) Unemployment Allowance

1. In case employment is not provided within fifteen days from the date of registration of the demand for work or the date from which work has been demanded in case of advance applications, whichever is later, the worker is legally entitled to a daily unemployment allowance.
2. Unemployment allowance shall be paid, as calculated automatically by the NREGAssoft system,



iii) Planning and Preparation of the Labour Budget

1. Preparation of Labour Budget (LB) is an essential annual work plan document that entails planning, approval, funding and project execution modalities. Since the LBs are prepared in accordance with the provisions under Sections 13 to 16 of the Mahatma Gandhi NREGA Act, the DPC has to ensure a strict adherence to the principle of bottom-up approach from the stage of planning to approval of the selected shelf of projects by each Gram Sabha/Ward Sabha in the district.
2. The district's shelf of works to provide employment are to be selected from the list of permissible works as explicated in the Schedule I of the Act.
3. All permissible activities on individual land are taken up on land or homestead owned by households belonging to the (a) Scheduled Castes;(b) Scheduled Tribes;(c) nomadic tribes;(d) denotified tribes;(e) other families below the poverty line;(f) women-headed households;(g) physically handicapped headed households;(h) beneficiaries of land reforms;(i) the beneficiaries under the Indira Awaas Yojana;(j) beneficiaries under the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 (2 of 2007).
4. After exhausting the eligible beneficiaries under the above categories, works can be taken up on lands of the small or marginal farmers as defined in the Agriculture Debt Waiver and Debt Relief Scheme, 2008 subject to the condition that such households shall have a job card with at least one member willing to work on the project undertaken on their land or homestead.

iv) Provision and Execution of Work

1. The worker is entitled to be allocated to a worksite preferably within 5 km of her/his residence. Work has to be definitely provided for within the Block. If work is allocated to a worker beyond 5km of his residence, the worker has a right to get a travel allowance.
2. Work site facilities such as safe drinking water, shade for children and periods of rest and first aid box with adequate material for emergency treatment for minor injuries and other health hazards have to be provided.
3. Priority is given to women, such that at least one-third of the beneficiaries under the Scheme are women. Efforts should be made to increase participation of the single and the disabled women.
4. At least 50 per cent of works, in terms of cost, are to be executed by the Gram Panchayats.
5. Contractors and use of labour displacing machinery are prohibited. In exceptional cases, where use of machine becomes essential for maintaining quality and durability of the works, machinery can be used subject to adopting the machine rate, as per prevailing SOR of the Line Departments in the area written in the estimate. The expected outcomes from executing each work should be a part of the estimate

v) Wages

1. Central Government follows Section 6 (1) of the Act and notifies wage rates for each financial year. Anything higher than the wage rate notified by the Central Government will be paid by the State Governments from their own budget.
2. Accounts of Mahatma Gandhi NREGA wage earners are opened in post office/bank, as per the convenience of workers and wages credited into the post office/bank account as the case may be. No cash payment of wages shall be made unless specifically allowed by the Govt. of India.
3. The State Government shall link the wages, without any gender bias, with the quantity of work done. It shall be paid, fixed after time and motion studies for different types of work and different seasons, and revised periodically. The schedule of rates of wages for various unskilled labourers is fixed so that an adult person who has worked for eight hours, including an hour of rest, will earn a wage equal to the stipulated wage rate.

viii) Accountability Mechanisms- Social Audits, Grievance Redressal and Proactive Public Disclosure

1. Implementation of all conditions for guaranteed rural employment under the Scheme and provision of minimum entitlements of labourers, including all expenditure under the Act is mandated to be subjected to social audit in the manner prescribed by Central Government at least once in every six months.



2. Any misappropriation of amounts spent under the Act is recoverable under the Revenue Laws for recovery prevailing in the State. Grievance redressal mechanisms have to be put in place for ensuring a responsive implementation process. All accounts and records relating to the Scheme are to be made available for public scrutiny free of cost.



MGNREGA: the journey of a decade





Chapter II

CHAPTER II

Programme Outcomes since Inception

Funding the Implementation of Mahatma Gandhi NREGA

The Central Government bears the costs on the following:

1. The entire cost of wages of unskilled manual workers.
2. 75% of the cost of material, wages of skilled and semi-skilled workers.
3. Administrative expenses as may be determined by the Central Government, which will include, inter alia, the salary and the allowances of the Programme Officer and his supporting staff and work site facilities.
4. Expenses of the Central Employment Guarantee Council.

The State Government bears the costs on the following:

1. 25% of the cost of material, wages of skilled and semi-skilled workers.
2. Unemployment allowance payable in case the State Government cannot provide wage employment on time.
3. Administrative expenses of the State Employment Guarantee Council.

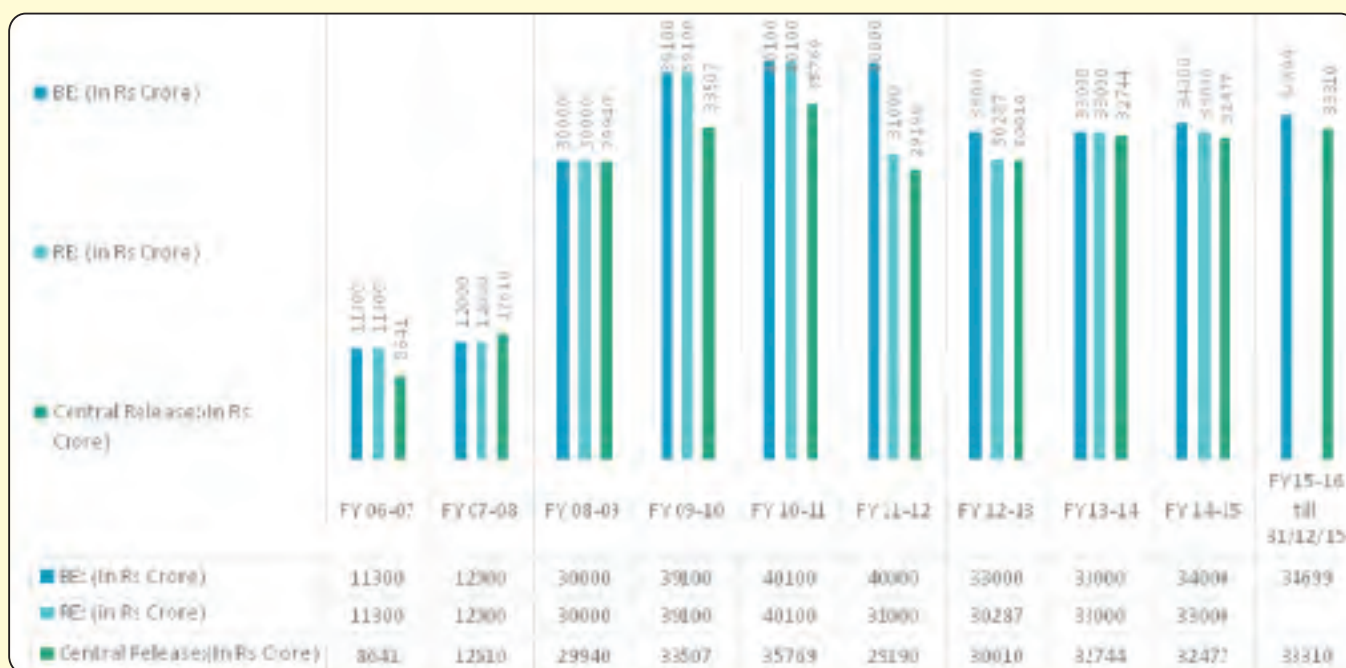


Figure 1-Funding Pattern Of the Mahatma Gandhi NREGA From FY 06-07 to FY 15-16

The figure 1 shows the funding pattern over the last nine years. The total central release from FY 06-07 till 31.12.15 of FY 15-16 is INR. 2,78,197 Cr. It is clearly seen that firstly, the Central Government has been

consistently committed in funding the implementation of the Mahatma Gandhi NREGA; secondly, the administrative oversight on funds has ensured that the Budget Estimate (BE) and the Revised Estimate(RE) is largely aligned barring the FY 11-12 and 12-13. In the present fiscal, an additional allocation of INR. 5000 Cr. has been proposed. The performance in the present year, may require a higher revised estimate.

Wage Employment and Livelihood Security

The magnitude of the programme implementation is worthy to note; at present 13 crore households have job cards with close to 28 crore workers. As per the rural population estimates of the Socio Economic Caste Census, this implies that Mahatma Gandhi NREGA reaches one in every three rural households. On an average over the past ten years, it has provided employment to 5 crore households every year. Wage rates are notified every financial year by the Central Government and are indexed to the Consumer Price Index Agricultural Labour index. At present, the average wage earned per beneficiary has risen from INR. 65 per person day in 2006 to above INR. 150 for different states, in 2015.

The figure 2 shows the Total Expenditure and the Wage Expenditure over the past decade of implementation. Over the past ten years, over INR. 2,09,547 crore has been spent on wages which is 71% of the total expenditure on the programme (as on 31.12.15).

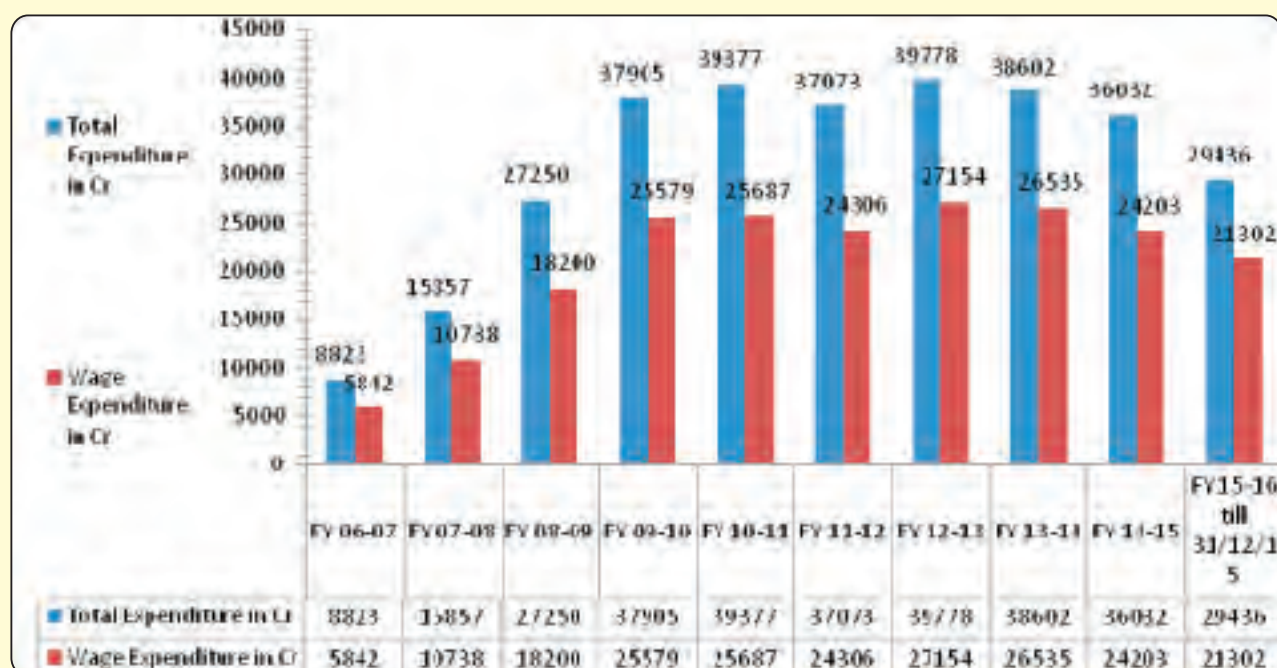


Figure 2-Total and Wage Expenditure (in Cr.)

Generation of Persondays

Actual persondays generation has been a critical marker for the administration to assess the performance of the programme. Since its inception, Mahatma Gandhi NREGA has generated **1971 crore persondays of employment upto 14.1.16**. As the Figure 3 shows, Barring the FY 9-10,10-11 and 11-12, the broad alignment between LB and actual persondays demonstrates administrative commitment and close supervision on performance of the scheme.

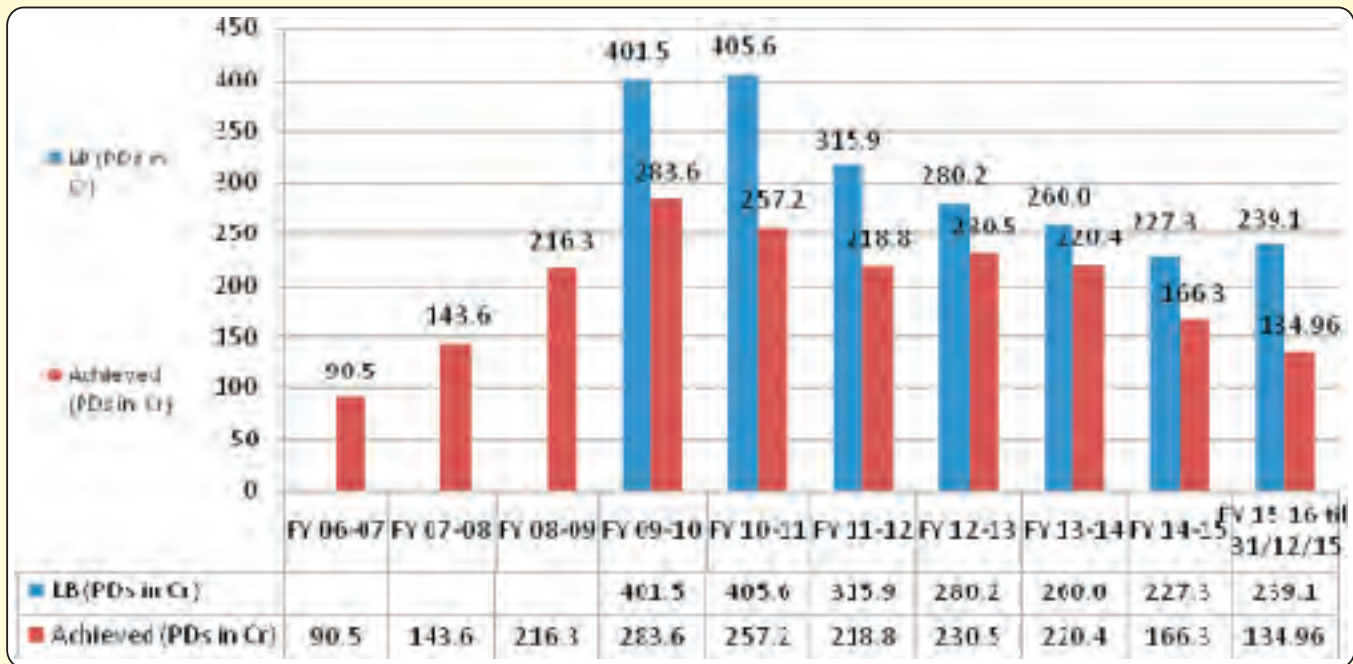


Figure 3 - Labour Budget and Achieved Persondays (in Cr.)

Wages: Changes in the Wage Policy over the Years

The Mahatma Gandhi National Rural Employment Guarantee Act has two provisions relating to wage payments; Section 6 (1) which provides for the Central Government to notify the wage rate and Section 6 (2) which allows for the State Government to notify the wage rate. The Central Government meets the costs in full, for the wages of unskilled workers employed under the programme.

Since the implementation of the Act, both provisions have been used. Up till 2009, Section 6 (2) was under implementation wherein the minimum wage was fixed by the State Government as per Section 3 of the Minimum Wages Act, 1948 for agricultural labourers. This was notified as the MGNREGA wage rate in the respective states.

From 1.1. 2009, Section 6 (1) has been applied with the Central Government revising the notified MGNREGA wage rates for all states every year. Following this, from 1.1.2011, the notified MGNREGA wage rates have been indexed to the Consumer Price Index Agricultural Labour(CPI-AL). Thus, each annual revision of notified wage rates will be based on this index.

The State Government may notify a wage rate higher than that notified by the Central Government under Section 6 (1). In such cases, the difference in the wage rate is paid by the State Government. Several states opt for this method depending on the parity with state minimum wage legislations and requirement for extra support in terms of enhanced wages in times of drought.

Social Inclusion: Targeting the poor and the vulnerable

Independent research evidence (2) (3) (4) suggests that the Mahatma Gandhi NREGA is succeeding as a self-targeting programme, with participation from marginalised groups including the Scheduled Castes (SCs) and Scheduled Tribes (STs). At the national level, the share of SCs and STs in the work provided under Mahatma Gandhi NREGA has been high. Figure 4 clearly brings out the fact that the SC participation has remained above 20%, even as it shows a moderate decline from the FY 11-12. The participation of the Scheduled Tribes varies between state to state and has fallen from initial years of above 25% to 17% till 31.12.15 in the current FY.

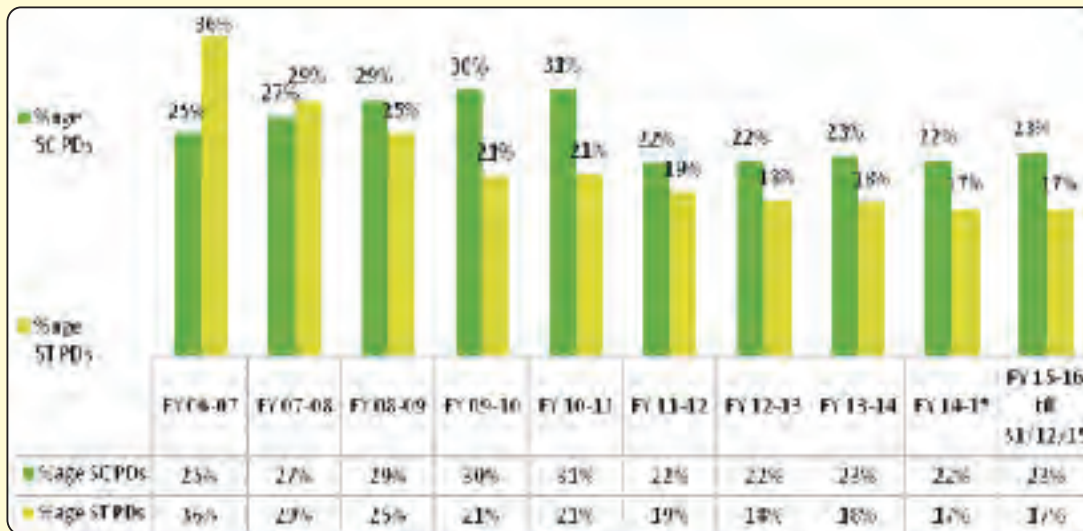


Figure 4-Social Inclusion: Participation of SCs and STs

Women's Empowerment

Various provisions under the Act and its Guidelines aim to ensure that women have equitable and easy access to work, decent working conditions, equal payment of wages and representation in decision-making bodies. From FY 200607 up to FY 201516 till 31.12.15, 96823 Cr. persondays have been generated for women. The Figure 5 shows the trends on the participation of women in the Scheme.

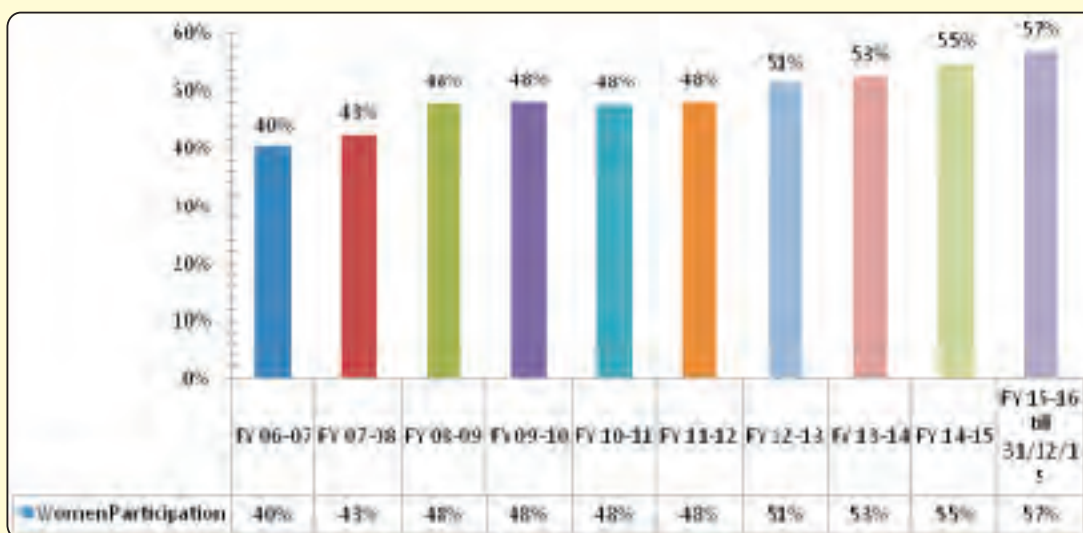


Figure 5-Participation of Women From FY 06-07 to FY 15-16

With an increased rate of participation and equal wages for women, studies and field evidence suggest a positive impact of the Scheme on the economic well-being of women and for children. Access to economic resources has also had a favourable impact on the social status of women, for example women have a greater say in the way the money is spent within households. A large percentage of women workers report spending their money to avoid hunger, repay small debts, paying for their child's schooling, etc. Independent research notes that the way forward for the project of women's empowerment is their larger inclusion in planning of works. States like Uttar Pradesh, Jammu and Kashmir and Odisha show lower than statutory women's participation, which is a cause of concern.

Livelihood Security due to wages earned-Impact on food, children's education and other Human Development Indicators

Research suggests that Mahatma Gandhi NREGA has helped rural households in a sustained manner to smooth consumption between the agricultural peak season and lean season. (5)(6)(7) Research also reports that non-farm employment in rural areas is primarily distress-driven and there are some significant entry barriers for rural workers in the non-farm sector in terms of education, age and gender. The crisis of joblessness in rural labour markets would have been more acute without Mahatma Gandhi NREGA.

Short and medium term impact of MGNREGS employment on various human development indicators shows that in the short-term, participants' caloric and protein intakes increased, indicating that one of the most important immediate effects of MGNREGS employment was an improvement in participants' food security and nutrition. Medium-term effects, on the other hand, seemed to centre on more generalized savings (6)(8)Independent research also shows that, impact on children's education is positive, in the researched context, where the implementation was strong. Mild nutritional shocks in early childhood can be offset by access to Mahatma Gandhi NREGS as reported by research (9).

Arresting Distress Migration and Bonded Labour

Contrary to the general notions, the impact of Mahatma Gandhi NREGA on rural labour markets is complex; the claim that Mahatma Gandhi NREGA diverts agriculture labour is not fully backed by evidence. Multiple factors determine the diversion of agriculture wage labour and changes in local rural wages. There is evidence that diversion into non-farm work is correlated with growth of construction sector as construction wages are higher than agriculture wage. (10).

On the other hand, research shows a clear and compelling evidence that Mahatma Gandhi NREGA work participation reduces distress migration (11) (12).The Scheme provides an alternative source of income for rural labour, serving as a lifeline, in times of extreme distress that forces workers to migrate or work in harsh and inequitable conditions.

Streamlining of payment systems

Almost 95% of the wage and material payments in the programme are made through an electronic fund management system. This greatly increases transparency and reduces chances of misappropriation. Wage payments are made predominantly through post office or bank accounts directly into the account of the worker. As a result, nearly 11.2 crore(as on 31.12.15)bank or post office accounts of rural workers have been opened under Mahatma Gandhi NREGA. The implications for financial inclusion of women in particular are substantial. According to a research report on Mahatma Gandhi NREGA by the National Council of Applied Economic Research released in 2015, the percentage of participating women workers with bank accounts has

risen more than five-fold from only 9% in 2004-05 to 49% in 2011-12. For the current year, FY 15-16, 56% women workers have bank accounts as on 31.12.15.

Sustainable Assets-Works under Mahatma Gandhi NREGA

Contrary to the claims that assets are not created under Mahatma Gandhi NREGA, research on works presents that firstly, about 87% of the works exist on ground (13) when cross validated with the official administrative data. Several Studies clearly suggest that beneficiaries, esp. individual beneficiaries find the works useful; works increased the land productivity, helped multi-cropping, helped to manage risks and reduced vulnerability. The Category wise Works expenditure under Mahatma Gandhi NREGA for current FY 15-16 till 31.12.15 are presented below:

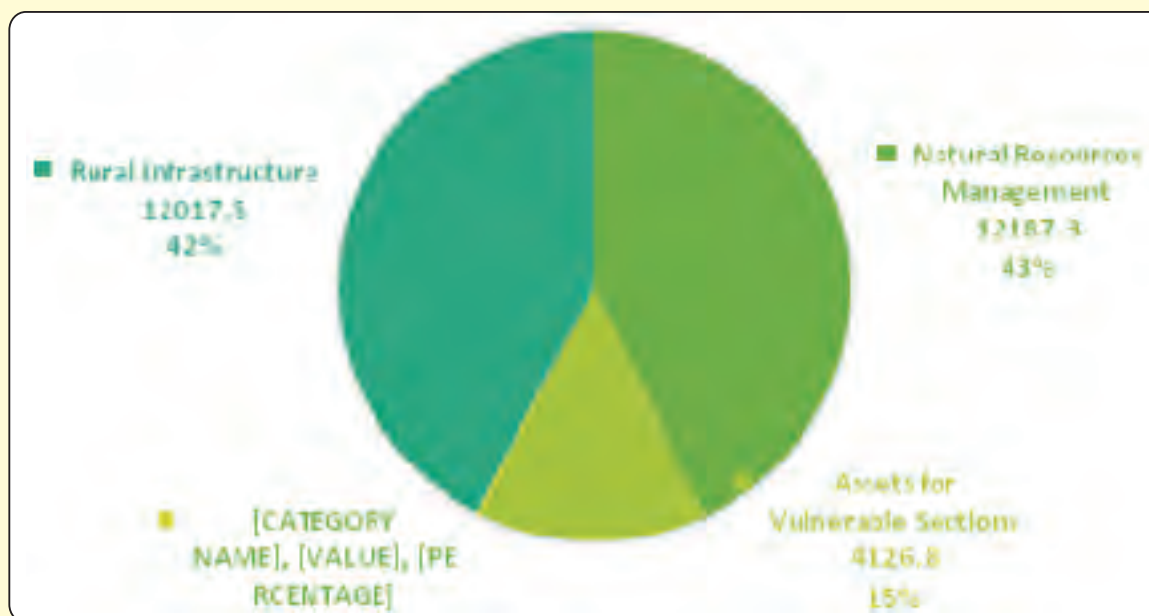


Figure 6 - Category Wise Works Expenditure for FY 15-16

Strengthening the Mahatma Gandhi NREGA Assets: Interventions by the Ministry

The Ministry has taken a number of steps to improve the quality of Mahatma Gandhi NREGA assets. Some of the important initiatives in this regard are emphasis on convergence through proper implementation of State Convergence Plans, emphasis on agriculture and allied activities, outcome orientation of Mahatma Gandhi NREGA works, etc. These are briefly discussed below:

Focus on Agricultural Productivity

To further strengthen the Scheme's synergy with agriculture and sustainable livelihoods, it is now mandatory that at least 60% of the works taken up in a district in terms of cost shall be for creation of productive assets directly linked to agriculture and allied activities through development of land, water and trees. The percentage of works related to agriculture has been consistently above 50% and as of 2015-16, around 65% at the national level. States which are below 60% for the FY 15-16 as on 31.12.15 are flagged in red. It is seen that the policy decisions taken at state levels segregates some states, as they focus more on rural infrastructure and non-agricultural infrastructure works, whereas some states may take decisions to completely focus on agriculture and allied works. The data presented here is till 31.12.15 and will show a change by the closure of the FY 15-16.

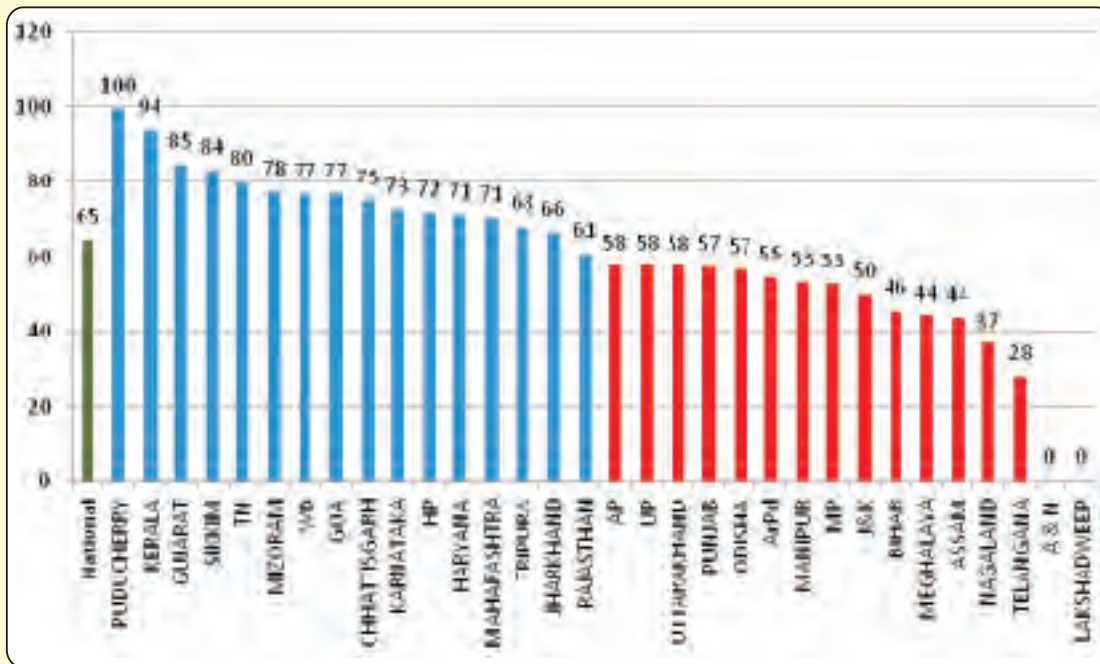


Figure 7 - Percentage of Expenditure on Agriculture and Allied Works for FY 15-16

Emphasis on Convergence through Proper Implementation of State Convergence Plans:

Convergence has been identified as one of the thrust areas under Mahatma Gandhi NREGA by the Ministry. As such, all States were requested to hold State level Convergence Workshops involving Line Departments and, based on discussion to draw up a State Convergence Plan with clear cut methodology of implementation.

Provision of Core Technical Staff

In view of the requirements of planning, preparation of estimates, giving of mark-out on the ground and taking of measurement of the work done, the provision of core staff was directed. The appointment of core staff cannot be deferred on grounds of insufficient fund. The State Government need to ensure that the following core staff are in place:

- At the worksite for supervision: A 'mate' for every 50 workers. The mate shall be given tasks such as: giving mark out, taking measurement, maintaining the measurement book and updating the Job Cards with details for each worker of quantum of work done and wages received.
- For every 5 Gram Panchayats or 2,500 active JCs: A 'Technical Assistant' for measuring and recording of measurement in the MB every week or soon after the closure of muster, whichever is earlier.
- If suitable persons are not available or if the State Government so decides, a Barefoot Technician (BFT) from a worker household may be utilised. The BFT shall be authorised to discharge the same functions as the Technical Assistant.
- A 'Junior Engineer' at the block level/Gram Panchayat level, who is authorised to issue technical sanction of all Mahatma Gandhi NREGA works, do check measurements and oversee the technical aspects of the works.

Outcome Orientation of Works

To improve the productivity and quality of the assets created under Mahatma Gandhi NREGA it has been made mandatory (with effect from 1st October, 2014) to record the 'Expected Outcomes' at the time of creation/ execution of a work. For the assets, where it is difficult to assess and quantify the outcomes, a qualitative note on the expected and actual outcomes needs to be recorded.

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Chapter III

CHAPTER III

Initiatives Taken to Strengthen Implementation of Mahatma Gandhi NREGA

Mahatma Gandhi NREGA in its design and implementation, radically challenges entrenched notions of power within the socio-economic, developmental and political ground realities. Challenges have been encountered as the programme implementation has sought to empower poor rural communities and transform traditional hierarchies through its demand-driven and rights based processes. Ministry has taken various initiatives to address the implementation issues, in a dynamic response to these challenges. These are briefly discussed below:

1. Operationalisation of Cluster Facilitation Team (CFT): To synergise the functioning of Mahatma Gandhi NREGA and NRLM so as to substantially enhance the quality of assets being created in the Mahatma Gandhi NREGS and thereby to ensure better sustainability of rural livelihoods, a project for convergence of Mahatma Gandhi NREGS and the National Rural Livelihood Mission (NRLM) has been operationalized in 207 most backward blocks of eight States through CFTs with the support of 78 Civil Society Organisations.



2. Operationalisation of the Barefoot Technicians Training: To facilitate the provision of the core staff, enhance the productivity of assets under Mahatma Gandhi NREGA and devise a vertical career movement for Mahatma Gandhi NREGA worker families as well as mates, the Barefoot Technicians project has been successfully initiated. Rigorous training of mates and skilled youth from the worker families to become 'Barefoot Technicians' in a certified training program under Mahatma Gandhi NREGA has been operationalised. Towards the objective of training 10,000 youth from worker households or mates, pilot training programs have been initiated in 4 states as on 31.12.15. 10 states are in the process of identifying BFTs. The operationalisation of this intervention by the Ministry will have multiple benefits, including the upskilling of the mates and youth from the worker families as well as the enhancement in the quality and sustainability of works under Mahatma Gandhi NREGA.

3. Project LIFE: Skilling under Mahatma Gandhi NREGA: The Ministry has initiated a project to take up skilling of the Mahatma Gandhi NREGA workers in conjunction with the Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY) and National Rural Livelihoods Mission (NRLM) so that workers will be able to acquire vertical mobility in the job market, and would no longer depend on unskilled manual work. Under this project, one lakh persons from the worker households which have worked for at least 15 days in the year would be identified and trained within the identified three skilling categories per their existing skill-set and preference. These groups will be trained using modules certified by the National Skill Development

Council, and would subsequently be equipped by dovetailing with existing Government programmes and institutional financing. The proposal for skilling MGNREGA workers for 17 states worth INR. 352 Crore has been approved by the Ministry. 1,06,938 workers will be imparted skill training under skilling for wages component.

4. Intensive and Participatory Planning Exercise (IPPE): IPPE was initiated to prepare the labour budget for financial year 2015-16 in selected 2500 Blocks consisting of around one lakh Gram Panchayats. The main objective of the IPPE was to prepare the shelf of works which reflected the true concerns and needs of the people. The entire exercise was realized using participatory rural appraisal techniques. Through the IPPE, there has been a concerted effort to focus on natural resource management and strengthening livelihood opportunities of the most vulnerable households.

In 2015, to prepare the labour budget for FY-16-17, in 98,200 GPs of 2569 backward blocks, the scope of the IPPE has been broadened to converge with four other schemes in the Ministry of Rural Development as a **Convergent Planning Process**. The four Converging Schemes are: National Rural Livelihoods Mission, Indira Awaas Yojana, National Social Assistance Programme, and the Deen Dayal Upadhyaya Grameen Kaushalya Yojana. Convergent Planning will help in synergising the schemes to reach the poorest of the poor. One of the core objective of IPPE - Convergent Planning Exercise is to prepare a realistic and participatory Labour Budget. As part of the IPPE process, it was suggested that the the states will estimate demand for work through an intensive door-to-door exercise covering all households in the following categories: (i) Scheduled Castes (ii) Scheduled Tribes (iii) Nomadic Tribes (iv) Denotified Tribes (v) Other families below the poverty line (vi) women headed households (vii) households headed by persons with disabilities (viii) beneficiaries of land reforms (ix) the beneficiaries under the Indira Awas Yojana and (x) beneficiaries under the Scheduled Tribes and other traditional Forest Dwellers [(Recognition of Forest Rights) Act, 2006 (2 of 2007)] and small and marginal farmers. The SECC data was also used so that none were excluded. The Convergent Planning Exercise will lead to the State Rural Development Plan(SRDP).

5. Web Based Management Information System (MIS) for Convergence and IEC: A web based MIS has been put in place to monitor the Convergence and IEC activities under Mahatma Gandhi NREGA. The MIS for Convergence captures details of various convergence activities taken up by the States. Projects wise details detailed till the Gram Panchayat level are made available in public domain. Similarly, the MIS for IEC, helps the States to provide data on various interpersonal and, mid media levels to disseminate the key messages of Mahatma Gandhi NREGA.

6. Special Financial Assistance for Staffing of Social Audit Units: For effective implementation of the Audit of Scheme Rules, 2011, financial assistance of INR.147 crore under a special project has been provided to States for setting up of the independent State Social Audit Units, the engagement of social audit resource persons at the State and District levels and the conduct of Social Audits per the mandate of the Act.

7. Capacity Building of Mahatma Gandhi NREGA Functionaries: To develop a cadre of identified trainers/ experts in the subject matter of Mahatma Gandhi NREGA implementation in respective States at State level (State Resource Teams), District (District Resource Teams) and Block (Block Resource Teams) orientation programmes were conducted at national, State and District levels. In total 300 Mahatma Gandhi NREGA functionaries were trained as part of State Resource Teams from 30 States/ UTs. Further District Resource Teams and Block Resource Teams on Mahatma Gandhi NREGA implementation have been created at the District and Block levels.



Chapter IV

CHAPTER IV

MGNREGA Achievements

Employment

- On an average around **5 Cr HHs** work every year under MGNREGA.
- **1970 Cr Persondays generated** since inception. Out of this **40 %** is the share of **SC/ ST**. In current FY **women participation is 57%**.
- **45.9 Cr persondays** has been generated in 2nd qtr of current FY which is **highest in last 5 Yrs** and it is **39% more** than the previous FY 2014-15.
- In contrast to previous year in the month of Oct, 15 persondays generation is **107% more** and **72% more** in the month of Nov, 15. Similar trend in December, 2015 i.e. **63%**.
- As on 12th Jan, 16 around **15.54 Lakh Households** have completed 100 days of employment and in addition to this **26.19 Lakh more households** have completed 81-99 days of employment.



Expenditure on Creation of Assets

- Total expenditure on MGNREGA since inception is around **Rs. 3,11,654/- Cr** out of this around **70%** is wage expenditure.
- **57%** expenditure on Public works relating to natural resources management (43%) and on individual assets for vulnerable sections (14%). More than **64%** of total expenditure spent on Agricultural and Agriculture related works including **42%** on irrigation related works in current FY.
- Since 2nd Oct, 2014 around **8.9 Lakh toilets** have been constructed.
- Around **738 AWC** are constructed and 11,564 are in progress stage. Target of construction of 33,599 AWC has been given to 11 States in convergence with WCD Dept. by 31st march, 2016.
- **PMKSY:** In current financial year, nearly 16.5 lakh water related works (8.9 lakh water harvesting, 4.6 lakh micro irrigation, & 3.0 lakh renovations of traditional bodies) with nearly **36%** of total expenditure have already been taken up under MGNREGA.

Electronic Payments And Direct Benefit Transfer

- e-FMS has been implemented in more than **94% location** and wages credited directly into worker's

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account using e-FMS. DBT is being implemented in all the districts of MGNREGA. Aadhaar seeding for 5.40 Cr Active workers' done. APB conversion done for around 2.10 Crore workers.

- **Delays in payments** have reduced from 72% (FY 14-15) to 53% (FY 15-16). Ne-FMS pilot started in Kerala from 01st January, 2016 to further streamline e-payments and make expenditure based release.
- **Intensive Participatory Planning Exercise (IPPE):** IPPE in 98,200 GPs of 2569 backward Blocks for FY 16-17. A total of more than 2.5 lakh Block Planning Team Members have been trained to facilitate the participatory planning process.
- **Livelihoods in full Employment:** has been started to promote self-reliance and to improve the skill-base of the MGNREGA workers, enabling them to become fully employed/ self-sufficient entities.
- The proposal for skilling MGNREGA workers for 17 states worth Rs. 352 Crore approved by the Ministry. 1,06,938 workers will be imparted skill training under skilling for wages component.





Chapter V

CHAPTER V

Way Forward: Towards a Journey of a New Decade

Mahatma Gandhi NREGA, today is different from when it was launched because of the learning process and better systems in place. In its journey, despite implementation challenges, the administrative commitment at the state and the central level has ensured the success of the programme. Civil society organisations, academicians, researchers and the citizens at large have engaged themselves in co-constructing the dialogue on MGNREGA and *inter alia* around issues of social justice and inclusion of all in the development process.

As the journey of a new decade starts for the implementation of the Mahatma Gandhi NREGA, several core aspects of the implementation will have a renewed focus. Some of the directions for way forward are:

1. Annual Master Circular(AMC) for 2016-17: In order to bring in simplicity in the understanding of the programme by the field functionaries the Ministry has decided to bring out a Master Circular on annual basis from FY 2016-17 onwards. As a step towards drafting the Master Circular, the programme division Mahatma Gandhi NREGA set up a team to look into all the existing 1039 circulars which had been issued to the states from time to time. Many of the circulars which had lost their relevance were done away with and a simplified consolidated version was drafted in consultation with the States. The Master Circular a major step towards simplification and demystification of programme implementation- for the year FY-16-17 will be shared with the States shortly.



2. Concurrent Social Audits: To fulfil the provisions of the Act, there will be a strong focus on institutionalisation of concurrent social audits in the coming financial year. An Annual Action Plan is being prepared by the Ministry in this regard.

3. Renewed Focus on Individual Assets to benefit the Poor and Vulnerable Households: Individual assets with a strong livelihoods focus, that directly benefit the poor and the vulnerable households, will be the renewed focus of the Mahatma Gandhi NREGA programme. Among other things, it has been targeted to construct 5 Lakh farm ponds and 10 Lakh Vermi/NADEP compost pits in the FY 2016-17. Further, there will be a continued focus on Construction of Anganwadi Buildings and IHHLs under Mahatma Gandhi NREGA.

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4. **Emphasis on Natural Resource Management (NRM) and works related to Agriculture and allied sector:** In the FY 15-16, 64% of the works across the country were directly linked to agriculture and allied sectors as on 31.12.15. While the performance of the States in these two sectors has improved considerably in the financial year, there will be a renewed thrust on Natural Resource Management and works directly linked to Agriculture in the coming year.

5. **Focus on construction of Sustainable Assets under Mahatma Gandhi NREGA:** The construction of the Anganwadi Centres and IHHLs will be another important focus under Mahatma Gandhi NREGA. It has been decided to construct 1 lakh Anganwadi Centres (AWC) per year, starting from FY 16-17, so as to complete 4 Lakh Anganwadi Centres (AWC) in four years. Further, it has been decided to construct 50,000 Individual Household Latrines (IHHL) every year starting from FY-16-17 to construct 2 Cr. IHHL by 2019-2020.





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