

## MGNREGS Management And Challenges: An analytical study (Special Reference to Maharashtra State)

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**Abstract:** As per the Census of India 2011, out of 121 crore population, 68.8 per cent population and 72.4 per cent of the working people living in the 6,38,365 villages and 31.2 per cent population in Urban area. According to the said census the state Maharashtra has 11,23,73,333 population which contributes 9.28 per cent of total population of India and density of population of Maharashtra was 365. Maharashtra is the second largest State in India in terms of population and 3<sup>rd</sup> largest as per geographical area (3.08 lakh sq.km) of the country. Maharashtra government implemented the Maharashtra Employment Guarantee Act of 1977 on the background of the drought occurred in 1972. Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) across the country in 2005, the Government of Maharashtra has amended the amendments made in the 1977 Act on the basis of Central MGNREGA. Before MGNREGA, in order to bring employment to the rural excess labor force in India, the Government of India has been implementing various employment schemes through public work to help in the productive utilization of workforce along with Rural Landless Employment Guarantee Programme (RLEGP) and Jawahar Rozgar Yojan (JRY) etc. The National Rural Employment Programme Act passed in October 1980 by the then Govt. and it became a regular Programme from April 1981. With the objective to provide supplementary wage employment in rural areas, create durable rural infrastructure and to ensure food security Sampurn Gramin Rozgar Yojan (SGRY) was being implanted in 1999. MGNREGA 2005, was implemented with the aim of to enhance livelihood security in rural areas by providing at least 100 days of wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work reaching with three phases 625 districts in India by April 2008. Accordingly, Maharashtra State has also enforced the implementation of this scheme. During the implementation of the MNREGA, discussions regarding the planning needed to be done at the administrative level are discussed. There are regular drought situations in Maharashtra.

Recently, the Government of Maharashtra has declared nearly 200 talukas as Drought prone area some relatively Talukas. It would be beneficial for the research paper to know the administration and implementation of MNREGA scheme for rural labor in rural areas of Maharashtra.

**Keywords:** relatively, migration, simultaneously, outsourced, approximately.

### Introduction

In our Indian Constitution the right to equality is an important and meaningful right provided in Articles 14, 15, 16, 17 and 18. In Article 16 of the Constitution lays down that the State cannot discriminate against anyone in the matter of the employment. According to the latest survey in 2017 by Oxfam in the period between 2006 to 2015, ordinary workers saw their income rise by an average of just 2% a year while billionaire's wealth rose almost six times faster.

India's top 1% of the population now holds 73% of the wealth while 67 crore citizens comprising the countries' poorest saw their wealth rise by just 1%. According to the Gazette released on April 07, 2005, "The National Rural Employment Guarantee Act, 2005" after named (MGNREGS) was released by the Ministry of Law and Justice of the Government of India. As per the census of India 2011, out of 121 crore population, 68.8 per cent population and 72.4 per cent of the working people living 6,38,365 in the villages and 31.2 per cent population in Urban area. In order to provide financial security to the unskilled and semi-skilled people of the rural country, to provide 100 days of work in a year, the Government of India first introduced this very ambitious law as MGNREGS. India's 2/3 and the 1/10 population of the world can remain functional under this law.

Very recently in October 2018, Govt. of Maharashtra surveyed around 201 talukas, which received less than 75% of rain, by Govt. of India's 'National Centre for Crop Forecasting Organization' through satellite. According to this survey 17 to 18 thousand villages in 172 talukas have found drought conditions. Due to drought situation, people life in rural areas has become very difficult to live their life due to lack of employment. On this background, the MGNREGS scheme and the need for transparency implementation of this scheme is very important.

In this paper we will be focusing on the following components of MGNREGS Scheme in order to understand its contribution towards the development of Indian rural economy.

**The objectives are:**

- 1) To studies population related features in Maharashtra.
- 2) To study Maharashtra Employment Guarantee Act, 1977 operating in rural areas.
- 3) To study the implementing system of MGNREGS Scheme in Maharashtra.
- 4) To know the Sources of fund and contribution of Centre and Status.

This paper attempts to look at the original ground-breaking provisions, the problems that followed and then goes on to suggest some solutions.

**Methodology:**

Present paper is descriptive and analytical both and based on secondary data. From that perspective this paper is quantitative and qualitative both.

**Background of Maharashtra Employment Guarantee Act:**

After the severe drought in Maharashtra in the year 1972, the Maharashtra government implemented the Maharashtra Employment Guarantee Act of 1977 on the background of the drought. Under this Act, the following two schemes will be started. With the implementation of the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) across the country in 2005, the Government of Maharashtra has amended the amendments made in the 1977 Act on the basis of Central MGNREGA law to get funds from the state. In the present state Maharashtra Employment Guarantee Act, 1977 (6<sup>th</sup> Amendment up to August 2014) is under implementation and the following two schemes are under implementation.

- 1) Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)  
Employment Guarantee Scheme for Inefficient People in Rural Areas
- 2) Maharashtra Employment Guarantee Act, 1977, Revised Paragraph (12) E (Individual Benefit Scheme).

Maharashtra is the second largest state in India in terms of population and has geographical area about 3.08 lakh sq. km. As per census 2011, the Maharashtra state is the second most populated state with 11,23,47,333 after Uttar Pradesh. Maharashtra occupied 9.3 per cent of the total population of India and is highly urbanised with 45.2 per cent people residing in urban areas and 54.8 % in rural India.

The State has 36 districts which are divided into six revenue divisions viz. Konkan, Pune, Nashik, Aurangabad, Amravati and Nagpur for administrative purposes, with effective machinery for planning at the district level. For local self-governance in rural areas, there are 34 Zilla Parishads, 351 Panchayat Samitis and 27,873 Gram Panchayats. The urban areas are governed through 26 Municipal Corporations, 226 Municipal Councils, 13 Nagar Panchayats and seven Cantonment Boards.

**Table 1**  
**Regional features of Maharashtra State**

S. N.	District	Population	Sex Ratio	Literacy(%)	Density
1	Konkan Division	2,86,01,441	949	85.75	7086
2	Pune Division	2,34,49,049	952	81.8	402
3	Nashik Division	1,85,79,420	944	75.34	316.2
4	Amravati Division	1,12,58,117	942	84.98	254.6
5	Nagpur Division	1,17,54,434	970	83.07	248.33
6	Aurangabad Division	1,87,31,872	1065	87.17	326
	<b>Maharashtra</b>	<b>11,23,47,333</b>	<b>929</b>	<b>82.3</b>	<b>382</b>

*Source: Population Census of India, 2011*

The above table indicates the regional features of Maharashtra State. In it, the region wise population, sex ratio, Literacy rates and the density of the people are given. Comparative study of the six sections of Maharashtra shows that 25.45 percent of the total population of Maharashtra is found in Konkan division and lowest in Nagpur division. Due to higher industrialization in this area, the population density is more than 7086 due to the migration of people from various parts of the country and rest of konkan. But sex ratio and literacy rate are higher in Aurangabad.

### **Management of MGNREGS:**

Management thinker George R. terry stated that 'Management is a distinct process of planning, organizing, staffing and controlling, performed to determine and accomplish stated objectives by use of human thing and other resources'. The MGNREGS scheme is an important example of one of the management tasks and challenges implemented. Because of providing sustainable employment to the nearly 2/3 population in the country, collecting funds required for the scheme through various sources, fixing the share of central and state government, simultaneously implement center and state guarantee scheme, to prepare job card for unskilled person demanding employment at village level. Identify the work that needs to be done MGNREGS is a managerial work since MGNREGS is an administrative task. If the scheme is not implemented properly, irregularities can be seen in implementation of the scheme results in many challenges.

Research period is from 2013-14 to 2017-18. In Maharashtra, the number of households Jobcard distributed in the year 2016-17 is 81,73,351, out of which the total number of families available for employment is 14,33,334. The administrative machinery for the implementation of the scheme will be noticed from the following table.

In order to facilitate the implementation of the MGNREGS scheme in this administrative system and to work effectively to the Gram Panchayat/Panchayat Committee /Zilla Parishad, in 2017-18, 2841 outsourced manpower were contractualized. In this section Clerk cum Data Entry Operator, Assistant Program Officer, Technical Officer, District MIS Coordinator etc were appointed. The details of the administrative approval system approved posts, filled up posts and unfilled posts are given in the following table.

**Table 2**  
**Implementing administrative system of MGNREGS**

Administrative Office	2013-14			2014-15			2015-16			2016-17			2017-18		
	Sanctioned Post	Filed post	Unfiled	Sanctioned Post	Filed post	Unfiled	Sanctioned Post	Filed post	Unfiled	Sanctioned Post	Filed post	Unfiled	Sanctioned Post	Filed post	Unfiled
MGNAREGS, Commissioner, Nagpur	20	13	7	21	15	6	21	16	5	21	13	8	21	13	8
Divisional Commissioner	160	128	32	160	123	37	160	122	38	160	120	40	160	122	38
Collector Office	330	236	67	330	146	83	335	250	85	335	228	107	335	228	107
ZP offices	198	144	54	204	146	58	204	146	58	204	154	50	204	147	57
Main Clerks	353	299	54	353	317	36	353	317	36	353	323	30	353	320	33
<b>Total</b>	<b>1061</b>	<b>847</b>	<b>214</b>	<b>1068</b>	<b>848</b>	<b>220</b>	<b>1073</b>	<b>851</b>	<b>222</b>	<b>1073</b>	<b>838</b>	<b>235</b>	<b>1073</b>	<b>830</b>	<b>243</b>
Coordinator MGNAREGA	--	--	--	12	8	4	12	10	2	12	11	1	12	11	1
(SPO)	75	63	12	75	54	21	75	54	21	--	--	--	--	--	--
(STO)	--	--	--	--	--	--	96	4	92	96	13	83	96	13	83

*Source:* Ministry of Rural Development, GoM Planning (Employment Guarantee Scheme) Department.

The logical analysis of the above table shows that the administration of the scheme is inadequate. In the five years between 2013-2014 to 2017-18, the average of the sanctioned post of the Commissioner 7 post was not filled. Between 2013 -14 to 2017-18, only 850 positions were found out of the average 1070 posts from the commissioner to the last associate staff. Out of total sanctioned administrative post only 75% post filled and 25% administrative post remain unfilled till 2017-18. Therefore, the implementation of the scheme does not appear to be effective.

### **Fund management of MGNREGS**

Under the MGNREGS scheme, the State Government has given 100 days wages to the unskilled labourers. As per the provisions of the National Rural Employment Guarantee Bill, 2005, the emphasis is on central and state spending as follows.

- A) The Central Government emphasizes the expenditure on the following matters.
  - 1) Expenditure on 100 days of unskilled labor for the family in the financial year.
  - 2) Equipment Content: 75% of the expenditure on skilled and unskilled labor wages.
  - 3) The administrative expenditure on the 6% fixed by the central government. This includes program officers designated for the scheme, the employees who assist them, their salary and the cost of the contractual staff, stationery expenses, travel expenses, computer social audit, work place etc.

- B) The State Government fills the cost of the following matters.
- 1) Expenditure on Personal Benefit Scheme for State Employment Guarantee Scheme.
  - 2) Incomplete work of old Employment Guarantee Scheme of State.
  - 3) 25% skilled expenditure under MGNREGS.
  - 4) According to state Govt. decision in May 2010, in order to effectively implement the implementation of the scheme, 6% administrative expenditure in addition to 3% funding administrative expenditure.
  - 5) The cost of wages paid by the Central Government at the rate higher than the prescribed labour rate.
  - 6) Unemployment allowance payable if the worker does not make work available within 15 days after the demand for work.

**Table 3**  
**MGNREGA implementation from 2013 to 2018**

<b>Progress</b>	<b>2013-2014</b>	<b>2014-2015</b>	<b>2015-2016</b>	<b>2016-2017</b>	<b>2017-2018</b>
Total centre release (In Cr.)	1466.37	1695.80	2021.52	2266.32	2593.29
Total Availability (In Cr.)	1766.11	1895.80	2252.87	2331.00	2593.68
Total Exp. (In Cr.)	1276.00	1608.00	1845.00	2093.00	2300.00
Percentage Utilization	72.24	84.38	81.52	89.78	88.67
Wages and Equipment (In Cr.)	1276.00	1608.00	1845.00	2093.00	2300.00
Person days of employment Generated (In Lakhs.)	515.43	614.24	763.52	709.17	825.32
SC person days % as of total person days	18.90	18.67	19.28	20.26	20.03
ST person days % as of total person days	9.57	10.11	9.19	8.82	9.68
Women Person days out of Total (%)	43.69	43.47	44.52	44.86	45.49
Average days of employment provided per Household	45	53	60	49	49
Wage rate per day per person (Rs.)	168	181	192	201	203
Total Households Worked (In Lakhs.)	1.20	1.63	2.15	1.65	1.98

*Source:* Ministry of Rural Development, GoM Planning (Employment Guarantee Scheme) Department.

With the help of above study it will be found that, during the five years from 2013-14 to 2017-15, the central government has released Rs 191688 crore, for MGNREGS, Total Availability of funds worth was Rs 243812 crore and expenditure was 224772 crore Rs. The Maharashtra Govt. got Rs 10043.30 crore from Central Government, 1083.96 crores was available to the state and Rs 9122 crores have been spent. Its average is 5.14%, 4.61% and 4.05% respectively with the state's fund to the Centre. The average amount of funds used is 83.32 percent in above five years.

During these 5 years in 2017-18 825.35 lakhs person days employment generated compare than other 4 years. Out of total person days approximately 19.92% person days employment generated for SC community and 9.47% for ST community. During these five years out of total person's days 44.0% women got employment under this scheme. In 2015-16 out of 100 days averagely maximum 60 days of employment provided per household and minimum 45 days in 2013-14. During these five years approximately 8.61 lakhs households got employment under this scheme in Maharashtra.

### Challenges in MGNREGS Implementation

Some major challenges have been identified by the Minister of Rural Development and listed on the MGNREGA website for public discussion. These are :

- 1) The number of days of work provided under MGNREGS may not adequately meet demand.
- 2) MGNREGS is unable to assure payments of wages at the stipulated rate.
- 3) The works executed under MGNREGS are not based on a strong participatory grassroots planning process.
- 4) MGNREGS has been unable to substantially reduce distress migration from rural areas because workers do not have a timely assurance that work will be made available in the periods when it is required.
- 5) There are significant delays in payments to workers.
- 6) There are limitations to the current system of flow of funds which constrain the effectiveness of MGNREGS.

### Findings and suggestions:

MGNREGA is a very good step from the Government to reduce unemployment in Rural Area. MGNREGA has also brought in benefits to the households as well as to the community. MGNREGA has brought about improvement in the lives of millions of people by making them financially self-sufficient. The powerful prospect of bringing major changes in the lives of women. Due to no delay in wage payment there has been some good work done under MGNREGA.

MGNREGA is firmly here to stay and will help serve a very important purpose of providing a lifeline to poor and underemployed rural people. But the administration needs to show more seriousness and professionalism in its attitude towards the scheme. Government and NGOs must study the impact of MGNREGA in rural areas so as to ensure that this massive anti-poverty scheme

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