

Summary Report on
Impact of MNREGA on Wage Rates and Rural Urban Migration:
A Study with Special Reference to Bhavnagar District

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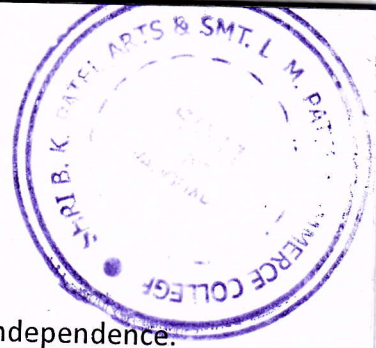
Introduction:

Indian economy suffers from several distortions since independence. Though, current Indian economy is on a higher growth trajectory, it still suffers from high incidence of poverty and unemployment in rural India. Agriculture and allied sectors, which houses at least 60 percent of the Indian population is a backbone of rural economy. The low rate of growth of agriculture sector also affected the rate of creation of employment opportunities in rural areas. It is observed that majority of the poor in rural areas of the country largely depend on the wages earned through unskilled casual manual labour. They are often on threshold levels of subsistence and are not free from possibility of sinking from transient to chronic poverty. The inadequate labour demand in lean period or unpredictable events like natural disaster or personal ill-health, all such have adverse impact on the level of employment, income and livelihood securities of rural population. In a context of rural poverty and unemployment, workfare programmes are considered as most important interventions. These programmes typically provide unskilled manual workers with short term employment on public works such as irrigation, soil and water conservation, rural connectivity, reforestation etc. These all workfare programmes provide income transfer to poor households in critical times and prevent worsening their poverty and food security particularly during slack agricultural seasons. It was realized that workfare programmes for sustainable poverty alleviation has to be based on increasing the productive employment opportunities in the process of growth itself. The durable assets created under such workfare programmes may also have the potential to generate second round of employment benefits.

Amidst great hype and hope, Indian parliament passed a revolutionary novel and unique Act i.e. National Rural Employment Guarantee Act (NREGA) in 2005. The ongoing programmes of Sampoorn Grameen Rozgar Yojana (SGRY) and National Food for Work Programme (NFFWP) were subsumed within NREGA. It is renamed on 2nd October 2009, as Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA).


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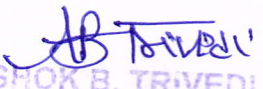

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Varsha Joshi and Surjit Singh, IDS, Jaipur conducted evaluation study in Rajasthan. They observed that after MNREGA's intervention, the migration certainly decreased but not completely stopped. MNREGA augmented the purchasing power of family, offer better road connectivity to villages, helping in declining debt (marginally), increased agricultural production and thereby farm income.

Shah Mihir (2004). National Rural Employment Guarantee Act: A Historic Opportunity', EPW, December 11, 2004 the scholarly review on MNREGS shows a distinct pattern over the passage of time. Initially the focus was on defending the MNREGS from its critics in politics and the media. Critics of the NREGA had focused on two sets of issues: one, that it was too expensive and, two, that corruption would prevent its success. The pro-market liberalisers viewed the NREGA as a dangerous piece of legislation that would snowball India's fiscal deficit out of control. In response economist Mihir Shah asserted that it could actually 'crowd-in' private investment and lay the foundation for non-inflationary growth in the medium-term.

The study conducted by P. Ambasta, Vijay Shankar and Mihir Shah (2008) reveals that department is facing an acute shortage of manpower at the district, taluka and village levels which affecting the effective implementation of MNREGA. Most of the appointments are on contract basis. Many posts are vacant. Non appointment of a full time dedicated PO, who is pivotal to the successful implementations of MNREGA and giving the additional charge of PO to BDO/TDO's, who were responsible for implementation of other many developmental schemes at the block level strikes at the root of the effective implementation and monitoring. Further, it appears that the existing bureaucratic machinery is just not willing to play ball with the strict provisions of MNREGA and are at time actively sabotaging its implementation. Understaffing, lack of professionals, delay in administration etc. Are other factors which affecting the effective implementation of MNREGA.


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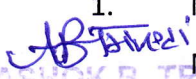
Reetika Khera and Nayak, large interstate variations in the participation of women have been observed. Women constitute more than two thirds of MNREGA workers in Kerala (71%), Rajasthan (69%) and Tamilnadu (82%) and less than stipulated one-third in Assam (31%), Bihar (27%), W.B (17%), UP (15%), Himachal Pradesh (30%) and Jharkhand (27%). They also show that the full potential of this Act is far from being realized. Two thirds of the female respondents reported having to face less hunger as a result of MNREGA employment. Overall, MNREGA was considered very important by 68% of the respondents. At majority worksites childcare facilities were lacking. MNREGA allowed workers to get work in their village, as a result of which scale of migration and hazardous works now reduced for many.

Dreze (2007) looks at the corruption in rural employment programs in Orissa and how this has continued in a NREGS as well. Nonetheless, he believes that there is tremendous potential of NREGA in the survey areas. Where work was available, it was generally found that workers earned close to (and sometimes more than) the statutory minimum wage of Rs 70 per day, and that wages were paid within 15 days or so. This is an unprecedented opportunity for the rural poor, and there was evident appreciation of it among casual labourers and other disadvantaged sections of the population. There is the hope among workers that NREGA would enable them to avoid long-distance seasonal migration, with all its hardships. Further, there is plenty of scope for productive NREGA works in this area, whether it is in the field of water conservation, rural connectivity, regeneration of forest land, or improvement of private agricultural land. The challenges involved in "making NREGA work" should always be seen in the light of these long-term possibilities and their significance for the rural poor.

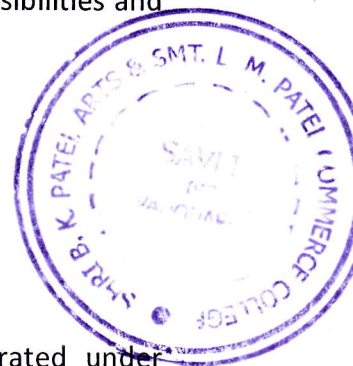
Objectives

The following are the specific objectives of the study.

1. Measure the extent of manpower employment generated under MNREGA, their various socio-economic characteristics and gender


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variability in Selected districts .

2. To compare wage differentials between MNREGA activities and other wage employment activities.
3. Effect of MNREGA on the pattern of migration from rural to urban areas.
4. To find out the nature of assets created under MNREGA and their durability.
5. To assess the implementation of MNREGA, it's functioning and to suggest suitable policy measures to further strengthen the programme.

Methodology

By looking at the form, source and platform of data for this study, Following methods of data-collection are selected.

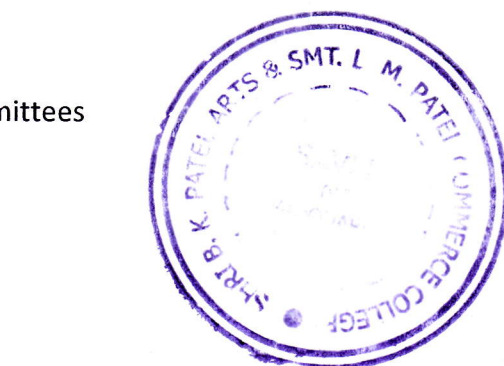
➤ Secondary data

Any research conducted by a person or organization, reports or non-government private publication related to this research is accepted as a reference in the form of secondary data.

- 1) Publication by government organization
- 2) Publication by semi-government organization
- 3) Publication by professional circles
- 4) Periodical
- 5) Reports of investigation committees or other committees
- 6) Publication by private organization
- 7) Unpublished data
- 8) Other publication

➤ Primary data

This study primary data will be collected through questionnaires as regards households. Bhavnagar districts will be selected for this study. From each selected district, it was decided to select ten villages.



From each selected village, it was decided to select 25 participants of MNREGA. In this way, from 10 selected villages of Bhavnagar district, total number of 250 households was selected. For selecting representative sample of participant households, a list of all beneficiaries of calendar year 2014-15 in the selected village was obtained from the village programme officer along with the information on caste factor. The participants appearing in this list were classified into four groups using caste factor. These four groups were i) Scheduled Caste (SC), ii) Scheduled Tribe (ST), iii) Other Backward Caste (OBC), vi) Other Castes. Using proportionate sampling, 25 participant households were selected for each sample villages from above mentioned four caste groups. A due care was taken to give due representation to gender factor. Overall, 250 households from 10 sample villages were selected for the study and surveyed with the help of structured household questionnaire.

Conclusions and Suggestions:

MNREGA is employment guarantee act which is provided 100 days employment guarantee to rural unskilled labour. On the basis of field survey, some following conclusions and suggestions has made to bring the healthy changes in the MNREGA.

- (1) It can show that most of the year the allocated budget has not been utilised in the district. it is also show that the budget allocation has been decreased gradually from 2010 to 2015 in the district.
- (2) job card has been issued to SC category are found less than general reservation quota in the district. While work has been given quite more than job card issued to this category.
- (3) work has been given to other category members are quite less than job card issued to this category.
- (4) Work has been given to women's are found more than mandatory provision of the act in the district and all talukas.
- (5) Budget has been utilised less than the allocation in all years except 2015-16 in mahuva taluka.


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- (6) Work has been given quite more than job card issued to other category. While work has been given quite less than job card issued to SC category in the taluka.
- (7) Most of the years the allocated budget has not been utilised but only 2011-12 and 2014-15, allocated budget has been utilised excess allocation in the Talaja taluka.
- (8) work has been given quite more than job card issued to other category but work has been given quite less than job card issued to SC category in the Talaja taluka.
- (9) Allocated budget has been fully utilised in palitana taluka. While allocated budget has been utilised excess allocation in 2015-16.
- (10) Work has been given quite less than job card issued to other category. While work has been given quite more than job card issued to SC category in the Palitana taluka.
- (11) Allocated budget has only been utilised between 4.84 to 18.32 percent in all years except 2015-16 in Ghogha taluka.
- (12) Work has been given quite more or less than job card issued to other and SC category in Ghogha taluka.
- (13) Most of the year the allocated budget has been fully utilised while year 2015-16, allocated budget has been utilised little bit excess of allocation in shihor taluka.
- (14) Work has been given quite less than job card issued to other category. While work has been given quite more or less than job card issued to SC category in the Shihor taluka.
- (15) Major respondents are coming from age between 20 to 40 years and most of the respondents have taken either primary education or illiterate in the study.
- (16) More than 92 percents of the respondents have earned income between 10 thousands to 40 thousands rupees annually.
- (17) 45.6 percent respondents have possessed earthen houses it means that majority of the respondents have no riped house.
- (18) Most of the respondents have possessed TV set. Only few respondents have other appliances like scooter, motorcar, refrigerator and Ata maker.
- (19) Most of the respondents are invested their money in various financial institute like bank, LIC, post and vikas patro.

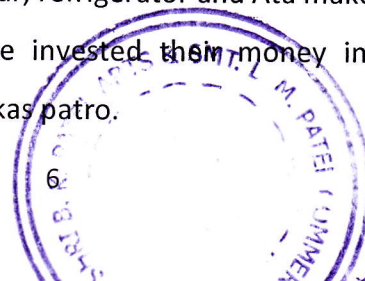
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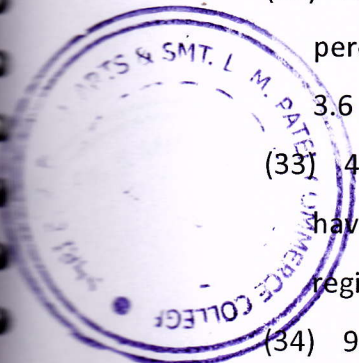
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- (20) It is amazing that only one forth respondents have enough information about all matters of the scheme.
- (21) Only one forth of total respondents has awareness about all the objectives of the scheme.
- (22) Most of the respondents have been aware that MNREGA has provided 100 days employment.
- (23) Most of the respondents have been aware about planning and implementation agency.
- (24) Only few respondents have been aware about all criteria to obtained work under MNREGA.
- (25) Most of the respondents have been aware about how many days job card received after application.
- (26) 90 percent respondents have been known that gram panchayat is the agency to apply for job.
- (27) Less than fifty percent respondents have known that how types of works have been done in the scheme.
- (28) 67.2 percent respondents have aware about all types of facilities which is provided at work place.
- (29) More than 50 percent respondents have started work before 1 to 2 years in the scheme.
- (30) 76.8 percent respondents have demanded work for 75 to 100 days in a year. 18.8 percent respondents have demanded work 100 days in a year.
- (31) 71.6 percent respondents have got work 75 to 100 days in a year. 19.6 percent respondents have got 100 days in a year.
- (32) 78 percent respondents have done worked more than 8 hours in a day. 18.8 percent respondents have done worked between 6 to 8 hours in a day. Only 3.6 percent respondents have done worked less than 6 hours in a day.
- (33) 42.1 % respondents have earned 168 rupees per day. 24.4% respondents have earned 178 rupees per day. Here it is shown that respondents have registered variation in daily wages from 152 to 178 rupees per day.
- (34) 95.6 percent respondents have reported that there is no any punishment if reach late at work place. While only 4.4 percent respondents have reported



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that punishment has given if reach late at work place. In which, 72.72 percent respondents were told that there is not being allow to work on that day. While 9.09 percent respondents were told that wages are cut on that day.

(35) 64.8 percent respondents work place is away below 1 km from their resident. 34.4 percent respondents work place is away from 1 to 5 km and 0.8 percent respondents work place is away more than 5 km from their resident.

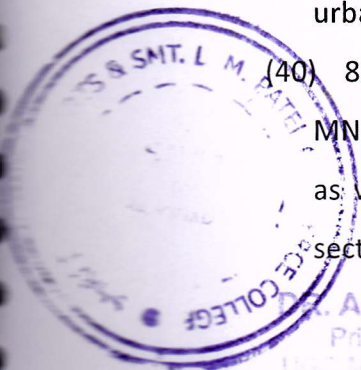
(36) 54.8 percent respondent's household member went to urban area for work before MNREGA. While 45.2 percent respondents household member did not went to urban area for work before MNREGA.

(37) 72.26 percent respondents out of total migrant family went 2 members for work to urban area before MNREGA. While 27.02 percent respondents out of total migrant family went 1 member out of total migrant family for work to urban area before MNREGA and only below 1 percent respondents went 3 members for work to urban area before MNREGA.

(38) Out of total migrant workers, 46.71 percent respondent's household members have got from 100 to 150 rupees wages before MNREGA. 44.55 percent respondent's household members have got from 150 to 200 rupees wages before MNREGA. While 7.29 percent respondent's household members have got from less than 100 rupees wages and only 1.45 percent respondent's household members have got more than 200 rupees wages before MNREGA.

(39) 90.53 percent respondents have incurred 10 to 20 rupees expenses per day to go at work before MNREGA. While 8.02 percent respondents have incurred less than 10 rupees per day and 1.45 percent respondents have incurred 20 to 40 rupees per day to go at work before MNREGA. 11.6 percent respondents have go to work at urban area after MNREGA. While 88.4 percent respondents have not go to work at urban area. It means that the migration for rural to urban area especially for employment has been decreased after MNREGA.

(40) 83.2 percent respondents have been worked as a farm labour except MNREGA. While 4.4 percent respondents have worked in construction sector as well as 2.0 percent and 10.4 percent have worked in industry and other sector except MNREGA.



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(41) 36.0 percent respondents have got information about MNREGA from Gram sevak/ gram mitra. 35.6 percent respondents have got information from gram sabha. 17.6 percent respondents have got information from sarpanch. While 9.6 percent respondents have got information from talatimantri and 1.2 percent respondents have got information from other sources.

(42) 87.2 percent respondents have revealed that only one person from their family worked in MNREGA. While 8.4 percent respondents have revealed that two persons from their family worked in MNREGA and 4.4 percent respondents have revealed that three persons worked in MNREGA from their family.

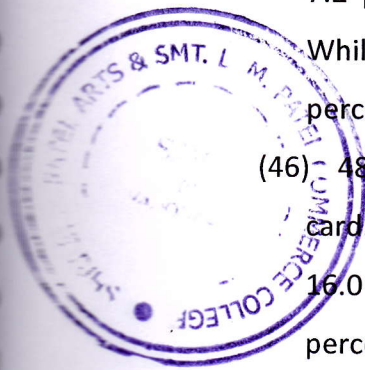
(43) 45.6 percent respondents have registered to gram sevak for employment. 18.4 percent respondents have registered to sarpanch for employment. 22.0 percent respondents have registered to gram mitra. While 11.6 percent respondents have registered to talatimantri and 2.4 percent respondents have registered to other for employment.

(44) 79.6 percent respondents have made oral registration for employment. While 17.6 percent respondents have made written registration for employment and 2.8 percent respondents have made registration by both mode for employment.

(45) 87.2 percent respondents have got worked 11 to 20 days after registration. 7.2 percent respondents have got worked 21 to 30 days after registration. While 3.2 percent respondents have got 1 to 10 days after registration and 2.4 percent respondents have got worked more than 30 days after registration.

(46) 48.0 percent respondents have given voter id card as a evidence to got job card. 34.4 percent respondents have given ration card as a evidence. While 16.0 percent have given gram panchayat certificate as a evidence and 1.6 percent respondents have given other documents as a evidence to got job card.

(47) 69.6 percent respondents have got job card within 5 days after application. 19.6 percent respondents have got job card within 5 to 15 days after job card. While 8.8 percent respondents have got job card within 15 to 25 days after application and 2.0 percent respondents have got job card more than 25 days



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after application. It is mandatory in this act to get job card within 30 days after application.

(48) 69.2 percent respondent's family have given road building works. 65.6 percent respondent's family have given canal works. 45.2 percent respondent's family have given check dam works. 28 percent respondent's family have given farm pond work. While 8.4 percent respondents family have given other works and only 4.0 percent respondent's family have given land development works.

(49) 64.8 percent respondents have given work by talati cum mantra. 26.4 percent respondents have given work by gram sevak/ gram mitra. While 6.4 percent respondents have given work by sarpanch and only 2.4 percent respondents have given work by other government employee.

(50) 53.6 percent respondents have account in bank while 46.4 percent respondents have account in post office. It is mandatory in the act wages are paid directly in account either in bank or in post office.

(51) 54.8 percent respondent's family have got work for 76 to 100 days in a year. 30.8 percent respondent's family have got work for 51 to 75 days in a year. While 12 percent respondent's family have got work for 26 to 50 days in a year and 2.4 percent respondent's family have got work only for 1 to 25 days in a year.

(52) 97.2 percent respondents have paid their wages in bank or post office account. While 2.4 percent respondents have paid their wages by cheque and only 0.4 percent respondent has paid wage by cash.

(53) 94.8 percent respondents believed that their families living of standard have changed due to MNREGA. While only 5.2 percent respondents believed that there is no change in living of standard due to MNREGA.

(54) 90.71 percent respondents have made economic changes due to MNREGA. 3.79 percent respondents have made educationally changes due to MNREGA. 2.53 percent respondents have made socially and culturally changes due to MNREGA. 1.68 percent respondents have made change in obtained health facility due to MNREGA. While 0.84 percent respondents have made infrastructural change due to MNREGA and .42 percent respondent has residential change due to MNREGA.

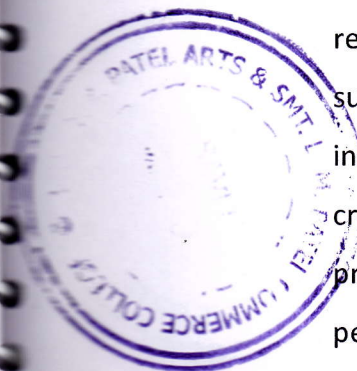
(55) 33.33 percent respondents have reported that there has made change about social custom and balipratha. While 16.66 percent respondents have reported there has made change child marriage system and other due to MNREGA.

(56) In terms of economic problem, all respondents have indicated that unemployment problem has been solved some extent. 8.37 Percent respondents have indicated that debt problem has been solved some extent. 16.54 Percent respondents have indicated that poverty problem has been solved some extent. 6.97 percent respondents have indicated that occupational appliances problem has been solved some extent. While 6.97 percent respondents have indicated that house problem has been solved some extent and 12.09 percent respondents have indicated that other problem has been solved some extent.

(57) check dam has constructed in 77.2 percent respondents village. Canal work has done in 72.8 percent respondent's village. Farm pond has constructed in 40.0 percent respondents village. Major lake has constructed in 28.8 percent respondents village. Wells have been constructed in 31.2 percent respondent's village. Road has constructed in 48.0 percent respondents village. While land fertility has improved in 6.8 percent respondents village and afforestation has made in 8.8 percent respondents village.

(58) 39.2 percent respondents have reported that increased water level in their village due to sustainable wealth creation. 62.8 percent respondents have reported that increased agriculture production in their village due to sustainable wealth creation. 68.4 percent respondents have reported that increased transportation facility in their village due to sustainable wealth creation. 10.0 percent respondents have reported that economic rise of properties in their village due to sustainable wealth creation. While 16.4 percent respondents have reported that increased greenery in their village due to sustainable wealth creation and 20.0 percent respondents have reported that increased other facility in their village due to sustainable wealth creation.

(59) 92.4 percent respondents believed that there is need to improve some aspects of MNREGA. While 7.6 percent respondents believed that there is no need to improve any aspects of MNREGA. In which, 42.8 percent respondents



have reported that there is need to improve in 100 days employment. 33.2 percent respondents have reported that there is need to improve in planning and implementation. 17.2 percent respondents have reported that there is need to improve in choice of work and distribution. 30.8 percent respondents have reported that there is need to improve in payment and increment of wages. While 5.2 percent respondents have reported that there is need to improve in facilities on work place and 8.4 percent respondents have reported that there is need to improve in other aspects of MNREGA.

(60) 43.6 percent respondents have reported that unemployment allowance aspect is good in the scheme. 25.6 percent respondents have reported that wage payment system aspect is good in the scheme. 17.2 percent respondents have reported that facilities on work place aspect are good in the scheme. 13.6 percent respondents have reported that work demands and choice aspect is good in the scheme. While 1.2 percent respondents have reported that social audit aspect is good in the scheme and 14.8 percent respondents have reported that other aspect is good in the scheme.

(61) 93.2 percent respondents have believed there is no corruption in the scheme. While 6.8 percent respondents believed that corruption is general practice in the scheme. In which, 52.94 percent respondents believed that corruption has made by mapni officer. While 35.29 percent respondents believed that corruption has made by sarapanch or talati and 11.77 percent respondents believed that corruption has made by clerical staff.

(62) 64.70 percent respondents believed that change in payment system should bring to decrease the corruption in the scheme. While 17.65 percent respondents believed that training and education should be given to workers about the scheme and 17.65 percent respondents believed that strict law should be enacted to decrease corruption in the scheme.

(63) 88.4 percent respondents believed that increase number of employment days to improve the scheme. 97.2 percent respondents believed that increase wage rate to improve the scheme. 22.4 percent respondents believed that increase facilities on work place to improve the scheme. While 64.8 percent respondents believed that do regular payment to improve the scheme and 34.8

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percent respondents believed that decrease work hours to improve the scheme.

In the field survey, all respondents are agreeing to continuation of MNREGA with some improvement. Most of the workers are believed that MNREGA is capable to enhance living standard and livelihood security of rural poor on a sustainable basis. However respondents have believed that MNREGA is not working as per approval document of the act. It means that MNREGA is not completely free from problems and constraints. Therefore some following suggestions have made after field level observations and suggestions made by respondents.

- (1) Allocated budget of the Act should be fully utilised to generate more employment and create sustainable wealth.
- (2) Proportion of the employment generation should be match with the proportion of issuing job card.
- (3) Candidates of SC category should be given more weightage in portafolia of employment generation.
- (4) More emphasis should be given to create sustainable wealth in the act, which will use to create more employment long time in future.
- (5) One day workshop should be arranged by gram panchayat each year which is inform to all beneficiary workers about objectives of act, criteria of the act and facilities provided at work place. It will help to get all background about the scheme to workers. It will avoid exploitation of workers.
- (6) Employment should not be given less as demanded by workers.
- (7) Work hours should be done fixed to all taluka of a district which will help to avoid exploitation of workers.
- (8) Wages of workers should be done fixed as per the legislation of minimum wage act of the particular state. Irregular and delay payment is also accruing in the scheme therefore it is suggest that making an appropriate arrangement to ensure regular wages to workers.
- (9) Review of wage should be done regularly at each year and it is context with the consumer price index.

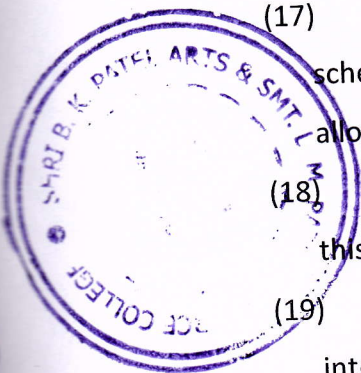
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- (10) Punishment should be given compulsory if worker has not regular in work. Wage should be cut as part of punishment basis of work hours in particular day.
- (11) Work should be given within fifteen days after registration to all workers which is mandatory provision of the act. It should be strictly followed. Similarly job card should also give immediately after registration.
- (12) Work should be done as per the requirement of the particular village which is decided by village committee.
- (13) Village committee should be formulated by giving representation of all sector of village like sarpanch and members from gram panchayat, highly educated person, businessman, farm labour, farmer, teacher and social worker. one third Women's representation should be compulsory in this committee.
- (14) Employment days should be increased especially arid and semi arid area and at the time of drought, employment days should be done 183 in a year.
- (15) Migration for employment has been decreased after the scheme but little bit workers have been migrating after the scheme. It should be decreased by adding some new work in the scheme.
- (16) Some clerical work regarding need of village should be add in the act which work should be given to secondary and higher secondary educated persons of the village.
- (17) Responsibility to maintenance of created sustainable wealth in the scheme should be given to village committee and some budget should be allocated for this work.
- (18) All Work place facilities should be provided strictly and inspection of this facility should be done regularly by district committee.
- (19) Priority of distribution of work should be given as per the ability and interest of workers. Inspection of work should be done continuously by authority.
- (20) Weakness of planning and implementation process of the scheme should be decreased by appointed regular based clerical staff.

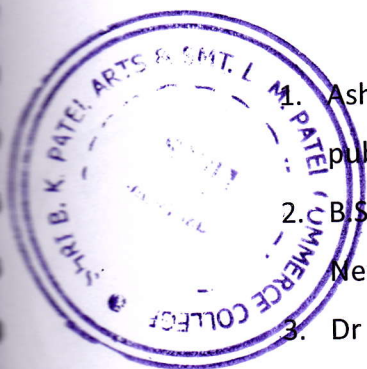



- (21) Transparency should be bringing in all aspects of work in the act. Use of ICT is best practice to bring transparency in all types of work in the scheme.
- (22) Social audit should be made compulsory to decreased corruption in the scheme. Social audit should be done regularly in gramsabha. Print copy of account should be sent to all village committee members before a week of gramsabha. Discuss should be made to all aspects of the scheme in gramsabha.
- (23) MNREGA should be integrated with the other rural development scheme to availed maximum benefit regarding employment and creation of sustainable assets.
- (24) MNREGA work should be started at the time of absence of agriculture work therefore work will get most of the days of a year to farm workers.


Based on the observation, MNREGA holds the key role to rural development and development of vast bottom level population of the village. MNREGA has brought huge changes in rural population. This scheme should be continuous with some modification to availed more benefit as per above suggestions to rural poor.

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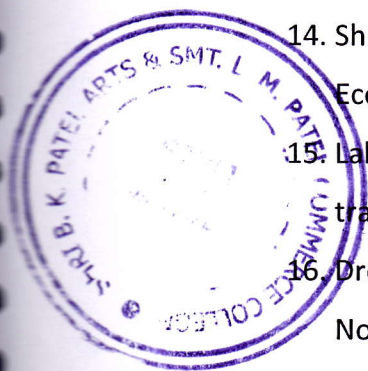
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