Mahatma Gandhi National Rural Employment Guarantee Act

Ministry of Rural development,
Government of India
• Several initiatives taken earlier for providing wage employment
  • NFFWP
  • SGRY
• MGNREGA passed by Parliament in August, 2005 & commenced on February 2, 2006
• Shared responsibility between governments at Centre and States
• Implemented in a phased manner.
  • Phase-I (2006-7): in 200 most backward districts of the country
  • Phase II (2007-2008): 130 more districts added
  • Phase III (from April 1, 2008): All remaining rural districts of India
OBJECTIVE

- providing upto 100 days of unskilled manual work in a financial year to every household in rural areas as per demand resulting in creation of productive assets of prescribed quality and durability;
- strengthening the livelihood resource base of the poor;
- proactively ensuring social inclusion and
- Strengthening Panchayati Raj Institutions (PRIs)
SALIENT FEATURES OF THE ACT

1. Right based Framework
   + Right to demand work - up to 100 days by a rural household
   + Right to employment - within 15 days of application, else unemployment allowance
   + Right to wages - within 15 days

2. Labour Intensive Works
   + 60:40 wage and material ratio for works at district level
   + No contractors or labour displacing machinery allowed

Preamble of the Act
For the enhancement of livelihood security of rural households by providing at least one hundred days of guaranteed wage employment in every financial year to every household whose adult members volunteer to do unskilled manual work.
3. **Decentralized Planning**
   + Principal role of Village Administration in planning, monitoring and implementation
   + Gram Sabhas (local councils) to recommend works

4. **Work site facilities**
   + Crèche, drinking water, first aid and shade provided at worksites

5. **Women empowerment**
   + At least one-third of beneficiaries should be women

6. **Transparency**
   + Proactive disclosure: Social Audits, Citizen Information Boards, Grievance Redressal Mechanism, Ombudsman
<table>
<thead>
<tr>
<th>Coverage</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Districts</td>
<td>685</td>
</tr>
<tr>
<td>Total of Blocks</td>
<td>6,863</td>
</tr>
<tr>
<td>Total of GPs</td>
<td>2,62,811</td>
</tr>
</tbody>
</table>

**Jobcard/ Worker**

<table>
<thead>
<tr>
<th>Coverage</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Job Cards issued [in cr]</td>
<td>12.55</td>
</tr>
<tr>
<td>Total Workers [in cr]</td>
<td>25.21</td>
</tr>
<tr>
<td>Total Active Job Cards [in cr]</td>
<td>6.89</td>
</tr>
<tr>
<td>Total Active Workers [in cr]</td>
<td>10.7</td>
</tr>
</tbody>
</table>
## MGNREGA: ALLOCATION & EXPENDITURE

<table>
<thead>
<tr>
<th>Financial Year</th>
<th>RE in Billion $</th>
<th>Expenditure in Billion $</th>
</tr>
</thead>
<tbody>
<tr>
<td>2006-07</td>
<td>1.8</td>
<td>1.4</td>
</tr>
<tr>
<td>2007-08</td>
<td>1.9</td>
<td>2.5</td>
</tr>
<tr>
<td>2008-09</td>
<td>4.7</td>
<td>4.3</td>
</tr>
<tr>
<td>2009-10</td>
<td>6.1</td>
<td>5.9</td>
</tr>
<tr>
<td>2010-11</td>
<td>6.3</td>
<td>6.2</td>
</tr>
<tr>
<td>2011-12</td>
<td>4.8</td>
<td>5.8</td>
</tr>
<tr>
<td>2012-13</td>
<td>4.7</td>
<td>6.2</td>
</tr>
<tr>
<td>2013-14</td>
<td>5.2</td>
<td>6.0</td>
</tr>
<tr>
<td>2014-15</td>
<td>5.2</td>
<td>5.6</td>
</tr>
<tr>
<td>2015-16</td>
<td>5.8</td>
<td>6.9</td>
</tr>
<tr>
<td>2016-17</td>
<td>7.5</td>
<td>9.2</td>
</tr>
<tr>
<td>2017-18</td>
<td>7.6</td>
<td>-</td>
</tr>
<tr>
<td>Stakeholders</td>
<td></td>
<td></td>
</tr>
<tr>
<td>--------------------------------------------------</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Wage seekers</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gram Sabha</td>
<td></td>
<td></td>
</tr>
<tr>
<td>PRIs, specially the gram panchayat</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Programme Officer at the block level</td>
<td></td>
<td></td>
</tr>
<tr>
<td>District Programme Coordinator</td>
<td></td>
<td></td>
</tr>
<tr>
<td>State Government</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ministry of Rural Development</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
ADMINISTRATIVE STRUCTURE

Ministry of Rural Development  
(Central Employment Guarantee Council)

State Government  
(State Employment Guarantee Council)

District Panchayat  
(District Programme Coordinator [DPC])

Block/ Intermediate Panchayat  
(Block Officer, Technical Assistant etc.)

Gram Panchayat  
(Gram Rozgar Sahayak, Mates etc.)
Fund Flow for Wage Payment

Non eFMS

- Center
- State Treasury → (SEGF)
- District
- Block/other implementing agency
- Gram Panchayat
- Worker

NeFMS

- Center
- State-SEGF (Notionally)
- Worker
1. **DBT and E-Payments**
   - Aadhaar Seeding: 9.10 Cr (85%) & ABP Conversion: 5.29 Cr
   - Implemented in 96% of GPS for wages.
   - 8.74 Cr accounts of workers (Banks: 8.22 Cr (94%) & Post Office: 0.52 Cr (6%))

2. **NREGAsoft** – a software for data entry for MGNREGA for details on works, beneficiary, human resource, funds and payment processing.
   - Various modules for each function

3. **GeoMGNREGA** – each public work asset created is geo-tagged and displayed on a public website
   - Asset ID generated: 2.53 Cr
   - Geotagged Assets: 1.59 Cr
Processes of Mahatma Gandhi NREGA
Unit of entitlement is the household.

Registration application to be made to local Gram Panchayat.

Application may be in a prescribed form or a plain paper or oral

Prescribed form is free of cost & easily available at GP
Gram Panchayat verifies the application on the basis of:

- local domicile
- All household members applying for registration are adults

No discrimination is made in registration in terms of caste, creed, gender

Single Women living alone may register independently

After verification, the Job Card is registered & issued Job card
Every rural household is entitled to a JobCard with names and photographs of all adult members.

Job Card is a legal document that indicates ‘Right to Work’ under Mahatma Gandhi NREGA.

All Job Card holding households are eligible to apply for work.

Job Card is the basis for labour budget preparation

Job Card must be in custody of workers concerned
Demand of work must be followed by issuance of dated receipt.

Agencies may ensure that work is provided on demand within 15 days.

Worker may apply either individually or in group through different mode like Oral/ Written/ Telephonic/ online application etc.

Worker may choose & indicate the time & duration when the employment is sought.

Advance applications, multiple applications for work in different periods can be submitted.
PROVISION OF WORK

- If work is not provided within 15 days of applying for work, worker is entitled to get daily unemployment allowance.
- Panchayats to prepare a shelf of works which can be offered on demand.
- Work to be provided to only adult members.
- Worker has right to obtain the work within 5 km radius.
- If worksite is beyond 5 km, workers has a right to get travelling allowances.
- Persons older in age & women to be given preference for work nearer to village.
- Each work should have at least 1/3rd of women workers.
Transparency & Accountability
PUBLIC ACCOUNTABILITY

- All accounts & records relating to the Scheme are to be made available for public scrutiny
- A copy of muster roll for each work is to be made available at GP & to PO
- Citizen information boards at worksite indicating the details of work, persondays of employment, funds etc
- Display of key information, in local language, on the GP notice board & PO office
- Data is freely accessible to public - www.nrega.nic.in
A process in which the details of Mahatma Gandhi NREGS resources (financial & non financial) are shared with the community.

The community scrutinizes/ verifies the authenticity of all records/ procedures of works & expenditure.

Social Audits to be held at least once in every 6 month in each GP.
WORKERS ENTITLEMENT

- Basic worksites facilities like:
  - Safe drinking water
  - Shade for children & for workers during rest
  - First aid box for emergency treatment of minor injuries
  - One caretaker to look after 5 or more children below the age of 6 years
- Workers are entitled to check the muster rolls at any time
- Workers have a right to ask the measurement details
- If not provided work within 15 days of demand, workers are entitled to receive unemployment allowances
- If wages are not paid within 15 days, workers are entitled to receive delay compensation
Permissible works under MGNREGA
1. **Category A: public works relating to natural resources management**
   - Water conservation and water harvesting structures, Watershed management, Micro and minor irrigation works, Renovation of traditional water bodies
   - Afforestation, tree plantation and horticulture and Land development works in common land

2. **Category B: individual assets for vulnerable sections**
   - Improving productivity of lands, by providing suitable infrastructure for irrigation
   - Improving livelihoods through horticulture, sericulture, plantation, and farm forestry, Creating infrastructure for promotion of livestock
   - Development of fallow or waste lands,
   - Unskilled wage component in construction of houses, Creating infrastructure for promotion of fisheries
3. **Category C: Common Infrastructure For NRLM (National Rural Livelihood Mission) Compliant Self Help Groups**
   + Works for promoting agricultural productivity, Common work-sheds for livelihood activities of self-help groups

4. **Category D: Rural Infrastructure**
   + Works for all-weather rural road connectivity, Rural sanitation, play fields, disaster preparedness or restoration of roads
   + Construction of buildings for village counsels, women self-help groups’ federations, cyclone shelters, Food Grain Storage Structures, building material required for construction works
   + Maintenance of rural public assets
PERFORMANCE
### MGNREGA OVER THE YEAR TILL DATE

<table>
<thead>
<tr>
<th>Category</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Job Card issued (in cr)</td>
<td>12.5</td>
</tr>
<tr>
<td>Employment provided to households (in cr)</td>
<td>Avg 5 cr/ year</td>
</tr>
<tr>
<td>Total Persondays generated (in cr)</td>
<td>2392</td>
</tr>
<tr>
<td>SCs Personadys (in cr)</td>
<td>601</td>
</tr>
<tr>
<td>% SC participation</td>
<td>25%</td>
</tr>
<tr>
<td>STs Personadys (in cr)</td>
<td>491</td>
</tr>
<tr>
<td>% ST participation</td>
<td>21%</td>
</tr>
<tr>
<td>Women Personadys (in cr)</td>
<td>1205</td>
</tr>
<tr>
<td>% Women participation</td>
<td>50%</td>
</tr>
<tr>
<td>Expenditure (In Rs. cr)</td>
<td>4,08,007</td>
</tr>
<tr>
<td>Expenditure on Wages (In Rs. cr)</td>
<td>2,78,500 (68%)</td>
</tr>
</tbody>
</table>
MAJOR INITIATIVES TO ENSURE TRANSPARENCY

- **Transaction based MIS**
  - Comprehensive, transaction based MIS (NREGA Soft) available in public domain.

- **Direct Benefit Transfer (DBT)**
  - Aadhaar seeding done for around **9.35 Cr (87%)** Active Workers up from 76 Lakh in 2013-14.
  - **5.77 Cr (53.4%)** accounts enabled for Aadhaar Based Payment System.

- **National Electronic Fund Management System (NeFMS)**
  - NeFMS being implemented since 1st Jan 2016 to streamline fund flows.
  - **21 States and 1 Union Territory** on board.
  - **96%** of wage payments through DBT, up from 37 % in FY 2013-14.
MAJOR INITIATIVES TO ENSURE TRANSPARENCY

- **Geo MGNREGA**
  - Use of space technology to geo-tag MGNREGA assets.
  - **1.88 Cr assets** (as on 29.08.2017) have been geotagged and available in public domain.

- **JanMGNREGA Mobile Application**
  - Application to capture feedbacks on Geo-tagged MGNREGA assets launched.

- **National Level Monitors/ Common Review Mission**
  - Committees formed to monitor the Program’s implementation.
  - Conduct periodic field visits and submit observations and recommendations.
  - Findings are shared with States/UTs for further action.
MAJOR INITIATIVES TO ENSURE TRANSPARENCY

- Monitoring Field visits by MoRD
  - The Ministry also conducts periodic field visits to the States to monitor implementation of MGNREGA.

- Internal Audit:
  - The Ministry conducts internal audit from time to time. During this year, Audits have been conducted in 2 districts each in Maharashtra, Uttar Pradesh, West Bengal, Madhya Pradesh, 3 districts in Karnataka, 1 district each in Tamil Nadu and Andhra Pradesh.

- Standardization of Case records:
  - Guideline for maintenance of Model Case Records have been developed in consultation with States and issued

- Citizen Information Board
  - Acts as a medium for enhancing visibility, transparency and creating awareness about each work.
  - Emphasis is on installation of durable Citizen Information Boards.
  - Advisory on Citizen Information Board circulated to States.
**MAJOR INITIATIVES**

- **Job Card Verification**
  - Verification exercise to check and update MGNREGA beneficiaries.
  - **6.42 Cr (91.4%)** of the total active job cards have been verified.
  - **1.30 Cr** Job Cards have been deleted after careful examination.
  - **1.03 Cr** new Job Cards included

- **Inter-State Exchange Programme (ISEP)**
  - Enables peer learning and sharing.
  - 5 ISEP programmes were conducted in FY 2016-17 in Rajasthan, Meghalaya, Jharkhand, AP and Chhattisgarh.

- **Skill Development**
  - MGNREGA workers are being trained to move them up the skilling ladder.
  - 5,640 BFTs have been trained so far.
**MAJOR INITIATIVES**

- **Mission Water Conservation**
  - Guideline issued in FY 16-17 in consultation with PMKSY, IWMP and CAD&WM.
  - 2264 water stressed blocks have been identified where 65% of the total expenditure will be on NRM activities.
  - All the NRM works planned for FY 2017-18 should essentially be a part of District Irrigation Plan under PMKSY.
  - Out of the total 155 kinds of works identified, 100 kinds of works are related to NRM that include 71 water related works.
  - State level workshops in 22 States.

- **Inclusion of SECC-Manual Casual Labour HHs**
  - 5.4 Cr vulnerable HHs identified under SECC, 2011 are being surveyed to include them under MGNREGA.
  - 2.74 Cr surveyed of which 15 Lakhs have shown willingness for JC.
ACHIEVEMENTS: EXTENSIVE COVERAGE (NO. OF HOUSEHOLDS WORKED IN CR)

30% of all rural HHs participated in the prog – Extensive coverage
ACHIEVEMENTS: CREATED EMPLOYMENT FOR THE RURAL POOR (CR PERSONDAYS (PDS) CREATED YEARLY)
Nearly 70% of work done in only in lean Agri season: Jan to July
ACHIEVEMENTS: SUPPLEMENTARY INCOME TO THE POOR
(IN RS PER YEAR PER HOUSEHOLD)

- 70% of the income came during the lean agricultural seasons
- High impact on reducing distress migration
HIGH PARTICIPATION OF SCS/STS (2016-17)

<table>
<thead>
<tr>
<th>SC population as per census</th>
<th>ST Population as per census</th>
<th>SC Participation</th>
<th>ST Participation</th>
</tr>
</thead>
<tbody>
<tr>
<td>16.60%</td>
<td>8.60%</td>
<td>21.28%</td>
<td>17.61%</td>
</tr>
</tbody>
</table>
ACHIEVEMENT: HIGH WOMEN PARTICIPATION (%AGE OF TOTAL PERSONDAYS)

Helped in increasing the total women workers in the workforce (Census 2011)
## Expenditure

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total centre release (Rs. in Cr)</td>
<td>32743.68</td>
<td>32476.87</td>
<td>36644.80</td>
<td>48217.58</td>
<td><strong>35,859.86</strong></td>
</tr>
<tr>
<td>Total Availability (Rs. in Cr)</td>
<td>41994.73</td>
<td>37922.91</td>
<td>43868.64</td>
<td>58722.19</td>
<td><strong>40,090.27</strong></td>
</tr>
<tr>
<td>Total Expenditure (Rs. in Cr)</td>
<td>38552.62</td>
<td>36025.04</td>
<td>44002.59</td>
<td>58307.81</td>
<td><strong>33,775.50</strong></td>
</tr>
<tr>
<td>Wage Expenditure (Rs. in Cr)</td>
<td>26491.21</td>
<td>24187.26</td>
<td>30890.96</td>
<td>40790.00</td>
<td><strong>23,640.74</strong></td>
</tr>
<tr>
<td>Material(%)</td>
<td>26.79</td>
<td>28.03</td>
<td>25.81</td>
<td>26.51</td>
<td><strong>28.02</strong></td>
</tr>
<tr>
<td>Admin Exp(%)</td>
<td>6.14</td>
<td>6.71</td>
<td>5.37</td>
<td>4.84</td>
<td><strong>2.76</strong></td>
</tr>
</tbody>
</table>

- Managed and monitored by an end-to-end IT system
## WORK DETAILS (2013-14 TO 2017-18)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of Works Taken up (New+Spill Over) [In Lakhs]</td>
<td>93.52</td>
<td>97.65</td>
<td>123.12</td>
<td>164.70</td>
<td>130.33</td>
</tr>
<tr>
<td>Number of Completed Works [In Lakhs]</td>
<td>27.42</td>
<td>29.44</td>
<td>36.18</td>
<td>63.10</td>
<td>21.73</td>
</tr>
<tr>
<td>% of Expenditure on NRM (Public + Individual)</td>
<td>48%</td>
<td>49%</td>
<td>59%</td>
<td>60%</td>
<td>64%</td>
</tr>
<tr>
<td>% of Category B Works</td>
<td>18%</td>
<td>21%</td>
<td>34%</td>
<td>46.2%</td>
<td>52%</td>
</tr>
<tr>
<td>% of Expenditure on Agriculture &amp; Allied Works</td>
<td>49%</td>
<td>53%</td>
<td>63%</td>
<td>66%</td>
<td>73%</td>
</tr>
</tbody>
</table>
INCREASING SPEND IN BACKWARD REGIONS

- SECC Use in Labour Budget
- Labour Budget - deprivation, manual labour, progress based.
- IPPE – Mission Antyodaya Planning – 2569 Backward Blocks
- Yojana Banao Jharkhand, GPDP.
- Cluster Facilitation Team in Backward Blocks.
- 150 days in drought States.
**ADDITIONAL 50 DAYS IN DROUGHT AFFECTED REGIONS**

<table>
<thead>
<tr>
<th>Sl. No</th>
<th>States</th>
<th>Drought Notified Talukas/Districts (2016-17)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Karnataka</td>
<td>62 Talukas and 139 Talukas</td>
</tr>
<tr>
<td>2</td>
<td>Madhya Pradesh</td>
<td>268 Tehsils</td>
</tr>
<tr>
<td>3</td>
<td>Rajasthan</td>
<td>14787 villages and 5656 villages</td>
</tr>
<tr>
<td>4</td>
<td>Andhra Pradesh</td>
<td>268 Mandals</td>
</tr>
<tr>
<td>5</td>
<td>Uttar Pradesh</td>
<td>8 Districts</td>
</tr>
<tr>
<td>6</td>
<td>Tamil Nadu</td>
<td>32 Districts</td>
</tr>
<tr>
<td>7</td>
<td>Uttarakhand</td>
<td>7 Districts</td>
</tr>
</tbody>
</table>

Drought was notified in case of Kerala and Puducherry and the additional 50 days has been provided for in FY 2017-18.
SKILLING WORKERS
5 CRORE HHS UNSKILLED UNACCEPTABLE
PLAN FOR LIVELIHOODS THROUGH SKILLS
ONE CRORE BY 2019 – MICRO PLAN FOR EACH HH

- All Skills initiatives as per Common Norms
- 5 Lakh Rural Masons – Plumbing, Carpentry.
- 15 Lakhs in Placement based wage employment – DDUGKY, PMKVY.
- 20 Lakhs in Self Employment – RSETIs
- 30 Lakhs through individual assets – Ponds, AH.
- 30 Lakhs through small enterprises, processing.
- Bank linkage for multiple dose – up to Rs. 1 lakh.
ACHIEVEMENTS IN FY 2016-17

• Out of total central outlay of Rs.48220.26 Crore (highest since inception), Rs. 48,217.58 Crore (99.99%) was released.

• Highest expenditure (Rs. 58,307 Cr) ever since inception of the programme.

• 235.8 Crore persondays generated (highest in last 6 years) which is 107% of the total Labour budget.

• About 5.12 Crore households provided employment.
THRUST AREAS
Thrust Areas

• **Timely payment of wages**
• **Mapping of SECC HH and provision of jobcard to willing HHs**
• **Geo-MGNREGA**: Geo tagging of all assets
• **Completion of incomplete works**
• **Mission Water Conservation**: Focus on Natural Resource Management (NRM) works in 2264 water stressed blocks
• **DBT**: Aadhaar seeding and conversion of workers to ABP to all active worker.
Thrust Areas

• Barefoot Technicians (BFTs)
• Verification of Active Job card holders
• Introduction of 7 Registers in all Gram Panchayats
• Regular ISEP and monitoring visits
• Social Audit
• Citizen Information Board and Wall Writing
KEY CHALLENGES
KEY CHALLENGES

- Capacity Building of field functionaries
- Quality, durability and usefulness of assets
- Delays in wage payment
- Shortage of dedicated field staff for MGNREGA
- Improper Planning of work and limited availability of Fund
- Lack of Outcome-based Monitoring
KEY CHALLENGES

- Non-compliance with Transparency & Accountability Provisions (Social Audit)
- Lack of ICT Infrastructure at the GPs level
- Limited reach of financial institution in rural area
- Poor maintenance of records, including Muster Rolls, Job Cards
- Inadequate availability of shelf of work
THANKS