CHAPTER TWO
The review of related literature is a ratified task calling for a profound approaching viewpoint of the overall field. A literature review is a systematic, explicit and reproducible method for identifying, evaluating, and interpreting the existing body of recorded work produced by researchers, scholars, and practitioners. (Fink, 1998)

Before looking at the findings of the study, let us look at some of the findings and recommendations of the leading experts in this field. A number of researchers, various institutions and NGOs conducted studies which looked into the impact of MNREGA on various aspects such as employment generation, alleviation of poverty, food security, out-migration, overall rural development and issues/deficiencies of implementation. Of these, some studies found visible positive impact of MNREGA on income, curtailing out-migration and ensuring food security. The main findings of some important studies are discussed below-

2.1 IMPACT OF MNREGS ON EMPLOYMENT, INCOME AND ASSET CREATION

Dreze (2007) believes that rural employment programs in Orissa have tremendous potential. 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 laborers 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.

**NREGA Monitoring Report on Status (2007)** of Chhattisgarh stated that NREGA has provided an opportunity to develop many sustainable and productive assets. Although major emphasis of the community was on the construction of road but this has enhanced the rural connectivity. This has made approach to the villages even in the remote areas easy and now goods related to daily needs as well as agriculture etc. are available at the cheaper rate. Construction of road has made possible for girls to go schools even in other villages. Water conservation and water harvesting, minor irrigation network, and renovation of traditional water bodies helped in improving ground water level and also helped in increasing the irrigated area.

**Khera (2008)** thinks that the successful implementation of the NREGA in the Pati block in Orissa state goes beyond the ability of its residents to claim their rights. This is brought out by the high levels of engagement with the program in terms of planning, implementation and monitoring. Apart from its immediate aim of being a form of social security for the rural poor, by providing them local employment, it was expected that the NREGA would contribute to activating gram Sabha, empowering women and developing rural areas.

**Pankaj K. Ashok (2008)** in his study on impact assessment of MNREGS in Bihar and Jharkhand reported that even though the average number of
employment days provided per households is relatively low in both the states, the scheme has been able to generate some impact on the livelihood conditions of the beneficiaries. The beneficiaries in both the states used their earnings from the NREGA to spend mostly on food and daily consumption items, for meeting the expenditure on healthcare, education, repayment of loans and the purchase of household durables. The NREGA has also played a role in the reduction of indebtedness among the beneficiary households.

After doing a survey in Villupuram district of Tamil Nadu, Naomi Jacob (2008) found that the roads built by the NREGS workers have helped the people immensely and will probably contribute the most to the development of the region.

Jaffer P.C (2008) while studying the impact of NREGS in Gulbarga District of Karnataka explained that the scheme has a positive impact on the household income level. A majority of the beneficiaries reported increase in their consumption, health expenditure and saving. Some of the beneficiaries reported that about 50 per cent of the income earned under the scheme is either saved at home or at banks.

A Study by National Federation of Indian Women (2008) reveals that was that the respondents did not know much about the EGA guidelines including issues like within how many days from the date of application jobs are supposed to be allotted which would otherwise fetch them a compensatory allowance. Therefore, implementation and workers benefiting from EGA has been so far very challenging particularly for the rural workers. Therefore, there
is a situation of improper implementation and thereby making the workers deprived of proper access and benefit.

**Joshi and Singh (2008)** 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.

**Nair, Sreedharan and Anupkumar (2009)** studied in three gram panchayat of Kasaragod District and workers regarded NREGA income as a substantial supportive income supplementing other sources of irregular earnings. Due to NREGA, women have also started shouldering household expenses and responsibilities. Experience with banking has changed their perceptions and attitudes. Thus NREGA has been able to bring some dormant labour force into the labour market.

**Panda, Dutta and Prusty (2009)** in their project report have explained that a large percent of the workers surveyed feel happy after communicating with bank officials, their confidence level has increased after working in NREGA and interacting with the government officials. They perceive that NREGS is a boon to the society and it has been able to change the socio-economic status of people in the village as well as improve the life of women folk in the rural areas.

**Nayak, Behera, Mishra (2009)** observed in their study on Mayur and Bhalasur district of Orissa that lot of emphasis has been given to conserve natural resources and create tangible assets for the community as a whole in
addition to generation of necessary employment opportunities. This is also expected to facilitate agriculture and other farm activities and hence sustainable development of the concerned panchayats in a considerable way.

Kharlyngdoh Freeman, (2010) stated that NREGS provides a platform or forum of workers together at one place and helps in sharing information about the state, country and surrounding environment which helps in their general awareness. The 100 days wage employment has helped curb child employment by bringing in a new a source of supplementary income. NREGA has helped children in going to school rather than working for supplementary income. The study concludes that MNREGS has helped in changing the attitude and lifestyles of people in the villages of Meghalaya.

Roy Sanjoy (2010) vision is that the impact of NREGS on villagers of Tripura is immense and multidimensional. On one hand, it has lessened the incidence of poverty among the villagers, on the other hand it has emboldened the confidence of rural skilled labors and women and most particularly the aged women and widows who could hardly go out of villages for searching a work and have it. In a true sense NREGS is a means of survival to this section of helpless old, aged unskilled laborers in rural areas.

Amar Sunil (2011) observed the ripple effect of this programme. Given the enhanced wages in agriculture rich areas for wooing the labour despite MNREGA’S attractive package, would mean a substantial boost of overall income of the family unit. The scope of programme thus expands and goes beyond its intended targeted beneficiary. In effect it is addressing the issues of the unorganized rural sector.
Palanichamy (2011) viewed that the non-agricultural and self employment is precarious. Almost all MGNREGP works of rural Tamil Nadu is focused on building poverty alleviation initiatives like water harvesting renovation of water bodies, etc. these works are very much gelling with the visions of the programme i.e. ensuring unskilled work to rural people to raise their livelihood.

A study done by Ahuja, Tyagi Chauhan, Chaudhary (2011) in Haryana reveals that the farmers owning large size of landholdings and more number of livestock are not much interested in participating in MGNREGA works as they are busy in their own activities. The farmers who have small land and livestock resources are more inclined to work in MGNREGA and their participation is also more. Thus, MGNREGA is providing livelihood security to the resource-poor rural people.

Overall preliminary finding of the paper of Jyoti Poonia (2012) on “Critical Study of MGNREGA: Impact and Women’s Participation”, confirms that the NREGA has the potential to stimulate local development, if the management and delivery are good; and that women’s weak position in the labor market has been greatly helped. The evidence further suggests these benefits are due to a strong state apparatus (which include the Kudumbashree) and not to the demand of citizens. This paper reviews India’s approach to social protection since independence and places the NREGA within the broader social protection discourse. It looks at how gender concerns have been addressed within public works, and specifically in the NREGA guidelines.

This study by Harisha, Nagaraj, Chandrakantha, SMurthya, Chengappac and Basavarajb (2011) has evaluated the impact of MGNREGA on income
generation and labour supply in agriculture in one of the districts in central dry zone of Karnataka. Results have shown that the number of days worked in a year with the implementation of MGNREGA programme has significantly increased to 201 days, reflecting 16 per cent increase. Regression analysis has revealed that gender, education and family size of the workers are the significant factors influencing the worker’s employment under the Program. The increase in income is to the tune of 9.04 per cent due to additional employment generated from MNERGA.

2.2 IMPACT ON MIGRATION

According to PACS II Monitoring Report (2007), among the sample villages, overall half of the villages reported that migration has been considerably decreased due to the availability of jobs. Parents are able to spend more time with children as they do not have to migrate in search of work at the local level.

Report of Center for Research in Rural and Industrial Development (2009) reveals that NREGA is a positive step to curb distress migration. Data of survey in Hoshiarpur, Sirmaur and Sirsa districts shows that there in no change in migration of the workers to their Panchayats area in district Sirmaur and Hoshiarpur where as Panchayats in district Sirsa reported that migration has decreased due to NREGA work at their native place. But on the other side there is a decrease in out migration from the village.

According to Jaffer, P.C (2010), though the survey does not give any conclusive proof, still it is observed that the implementation of the scheme has
some positive impact on migration.

Kartika Bhatia under guidance of Dreze Jean (2010) make known this scheme such as NREGS has the potential to control migration by providing a source of livelihood to the rural population. With work available locally, few people will choose to uproot themselves and leave for cities. It is interesting to see that most of the workers who have benefited from NREGA belong to the lowest dregs of the society. With no land and no education, their main source of living is working as casual labour. For these people, NREGA has proven to be a "lifeline". They are not only getting work to sustain themselves but are getting it in their own Gram Panchayat.

Ruhi Tewari (2010) conducted study in Bhilwara district of Rajasthan. She found positive impact of MNREGA on economic lives of the rural poor and consequently it reduced the scale of out-migration.

2.3 IMPACT ON WOMEN PARTICIPATION

Raja (2007) underlines the numerous implementation problems which are particularly disadvantaging for women. However she highlights the positive of income opportunities for women and a better recognition of their contribution to family earning as positive factors for gender equality.

Jandu (2009) argues that the NREGA empowers women by offering them opportunities for non-domestic work and helping them to contribute to household-income, which would increase their independence and self-esteem. Acknowledging the practical shortcomings with regard to effective provision of worksite facilities like toilets and childcare facilities, she
nevertheless stresses the huge empowerment potential of the Act with regard to the earning component.

**Nayak, Behera, Mishra (2009)** stated on the basis of study in Orissa that registration of a reasonably high number females (more or less same female: male ratio) for job cards indicates that the NREGS has created ample awareness on state-sponsored employment opportunities amongst the female job-seekers and has motivated them to tap the same. Further, the females are paid higher average wage as compared to their male counterparts. Thus, the NREGS seems to have favored the females along with those belonging to SC and ST communities.

In a similar vein, **Khera and Nayak (2009)** emphasize the potential of the Act to alter gender relations through increased independence and visibility of women’s contribution to the economy.

**Sudarshan M. Ratna (2009)** in a survey of the states Himachal Pradesh, Kerela and Rajasthan explained one of the striking features of the NREGA is the high and varying levels of women’s participation on the EGA work sites. The implications of taking part in the scheme at the household level – in the context of the general feminization the stark gender disparity in market wages ensures that NREGS work, with its guaranteed minimum wage, holds little attraction for men and is a great pull for women.

**Thomas E. M. (2010)** explained it as a welcome change in the attitude of women towards manual labour. Likewise the realization of the strength of their collective power has enhanced their confidence to raise issues in gram sabha
meetings. Now, they have the confidence to resolve local issues. Another notable effect of MNREGS is that more women are coming forward to contest election to the various local bodies. Now, the workers are called panchayat workers. As a result their credit worthiness also has increased tremendously.

**Sharma, A. (2010)** states that independent studies point towards positive trends and women empowerment as a result of Mahatma Gandhi NREGA, which is measured in terms of increased employment opportunities for women and their active participation in rural work.

Using a field survey **Pankaj and Tankha (2010)**, examines the empowerment effects of the National Rural Employment Guarantee Scheme on rural women in Bihar, Jharkhand, Rajasthan and Himachal Pradesh. It argues that women workers have gained from the scheme primarily because of the paid employment opportunity, and benefits have been realized through income-consumption effects, intra-household effects, and the enhancement of choice and capability. Women have also gained to some extent in terms of realization of equal wages under the NREGS, with long-term implications for correcting gender skewness and gender discriminatory wages prevalent in the rural labour market of India.

**Jandu Navjyoti (2010)** has put her findings related to women empowerment. According to her, by putting cash incomes into their hands, NREGA is beginning to create a greater degree of economic independence among women. As mentioned, this was one of NREGA’s main aims.
Asha Sharma (2012) studied on impact on women empowerment and stated that inevitably, women’s NREGA earnings are increasing their contribution to household income. A large majority of the respondents said that they spent wages earned at NREGA works on regular food and consumer goods. The increased income locally available through NREGA work, they felt, was helping ensure at least two regular meals a day. By putting cash earning in women’s hands, NREGA has both increased and diversified the contributions that women are making to household incomes as wage earners.’

2.4 CONCERNS OVER MNREGA

Some studies reported concern over several issues such as corruption, system defects, monitoring, social audit and way of implementation of the Act. The main findings of some important studies are discussed below:

Report on Implementation of NREGA in Andhra Pradesh, Chattisgarh, Jharkhand and Madhya Pradesh by Centre for Budget and Governance Accountability (2006) point out that task rate in all states were so harsh that despite working for ten hours a day, an able bodied adult worker was not able to complete a task which is meant to be done in one day. Secondly, in all states, the task rates are uniform irrespective of the season of work that is summer and winter and also quality of soil. Laborers in Jharkhand find it difficult to measure the payments with 100 days’ guarantee on the minimum wage rate. In most of the cases, the Mate or the field site supervisor conducts measurement at the end of the day’s work. Due to paucity of civil engineers available with the NREGA as well as the practice of avoiding transparency,
work measurement by the concerned civil engineer is mostly not done on the
site of the work.

In most cases, job cards distribution was de-linked to applying for job cards. At the same time, lack of awareness also meant that only those who knew about it applied for the job cards which were mainly the literate and the elite of the villages. The most illiterate state of Madhya Pradesh also had the lowest percentage of job card applicants.

However Drèze and Oldiges (2007) pointed to the existence of gender discrimination in work creation. The gender bias is particularly strong in the northern states of India, especially in Bihar, Uttar Pradesh, Jammu and Kashmir, West Bengal, and Himachal Pradesh, where less than one-fourth of all work days are given to women. At the all-India level, women make up 40 percent of NREGA employment.

Case study evidence compiled by PACS-CSO (2007) suggests that the low share of female workers, especially in the northern states, does not reflect a lack of demand but the hesitancy of elected local governments to provide work opportunities to women and the unwillingness of men to send their wives and daughters to workplaces in the public domain.

According to PACS I Monitoring Report (2007) it was found extremely low level of knowledge on the scheme among the community members. However, elected representatives specially the Panchayat head and Secretaries of the Panchayat were reasonably aware. Similarly, a survey of the Panchayat Heera Nagar in the Tikamgarh district of the Madhya Pradesh revealed that only 10 per cent of the individuals were aware of the scheme. It was also
observed that the people who formed the upper strata of the society were better informed than the workers. The disabled were refused work, and in some cases people from outside the village were given work in the village.

**CAG report on MNREGA (2007)** noted that the lack of administrative and technical manpower at block and GP levels was the main deficiency and needs immediate rectification. It adversely affected the preparation of plans, scrutiny, approval, monitoring, and measurement of works and maintenance of the stipulated records at block and GP levels. The quality of works undertaken was found uniformly poor. Only 3.2 percent of registered households have been provided work for 100 days. The process of social audits is unfortunately yet to be adopted with enthusiasm.

The study conducted by **Jaswal, Paulomee (2007)** found that there had been impact of MNREGA on the wages of Non-MNREGA works. The different ways of measuring the same work led to differing wage payment across villages. Job-cards often kept by Sarpanch or Talati and hence participants do not have direct information about their wage.

The probe panel formed by **MoRD, GoI (2007)** headed by Amita Sharma, Joint Secretary in-charge of MNREGA in the ministry, found that funds of MNREGA was diverted by Gujarat State Government to the Department of Forest for their own works. The panel also found general delay of 3 to 6 months in wage payment to MNREGA beneficiaries. In some Gram PANCHAYATS workers were asked to pay Rs.50 for the photo-graph. In many cases, Sarpanch or Talati are the custodians of the job cards rather than
workers. In many job cards, entries of work allocations and payment made were lacking.

**Dreze, Khera (2008)** stated that the main technique of embezzlement in public employment programmes, including NREGA, is to fudge the “muster rolls” (attendance sheets): fake names or inflated attendance figures are entered in the muster rolls, and middlemen pocket the difference. This used to be possible, indeed very simple, because of the cloud of secrecy that surrounded the muster rolls.

The study “MNREGA Opportunities and Challenges” conducted by **CSE (2008) New Delhi** found that MNREGA intervention has not been able to generate the kind of employment demand as expected. Irrational wage calculation formula has made productive assets creation less lucrative to local communities. The MNREGA transformed a labour surplus economy to a labour using economy.

It was noted by **Joshi, Singh and Joshi (2008)** that knowledge about NREGA was limited as just another government programme in most villages of Rajasthan. Except for Dungarpur and Jalore, in all other districts, provisioning of crèche, shed, water etc is hardly there. On the issue of planning of projects and statutory provisions, very few job cardholders had any knowledge. On the role of gram panchayat, the awareness was insignificant across the districts.

According to a **Study by National Federation of Indian Women (2008)**, the issue of awareness level among the workers comes as a challenging reality...
since it subsequently affects the accessibility in terms of employment opportunities.

**Pankaj K. Ashok (2008)** analyzed that there was a very high level of awareness about the NREGS in Bihar and Jharkhand. It increased across districts and socio-economic groups. The quality of awareness was lacking in both the states: most of the people were aware only of the provision of 100 days of guaranteed wage employment in the scheme. The awareness about entitlement, minimum wages and other provisions was low in both the states. Also, people were unaware of the procedural details required for availing of the rights-based guaranteed employment.

The study conducted by **Prasad, New Delhi (2008)** found that many job card holders neither get employment within stipulated period of 15 days nor get any unemployment allowance.

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 is affecting the effective implementation of MNREGA. Understaffing, lack of professionals, delay in administration etc. are other factors which are affecting the effective implementation of MNREGA.

Despite the implementation of NREGA, why do people still migrate out of Bihar’s Muzaffarpur district? **Mahapatra, Sahuja, Das and Singh (2008)** found the answer of this question and accordingly a study of the district’s five Panchayats shows that NREGA has not been able to replace the job
demands of local people, mostly casual agricultural labourers. NREGA guarantees 100 days of works; that, too, is irregular. Under NREGA, the district has initiated several small works such as road repair or building of water harvesting structures in a staggered manner. On the other hand, most of the casual workers get around 300 to 325 days of regular work in urban areas. Under NREGA, a worker gets Rs 115, Rs 100 and Rs 75 a day for skilled, semi-skilled and unskilled works, respectively. In private construction work in urban areas, a skilled labourer gets Rs 150 a day. So, the migration continues and demand for work under NREGA has dipped. In fact, there is a serious shortage of skilled workers now. Panchayats hardly get any skilled workers for works like construction of roads and concrete dams. This, in turn, forces Panchayats to take up works that only require unskilled workers.

In his research paper Vanik Anish (2008) found that employment generation in Hazaribagh (Jharkhand) has been quite low. There were delays of 40 to 50 days in wage payment. Hence, workers choose to leave MNREGA worksites for immediate payment when alternative employment available. No new works were taken up in the summer when work is most needed.

As per Reetika Khera and Nayak (2009), large interstate variations in the participation of women have been observed. They also show that the full potential of this Act is far from being realized. At majority worksites childcare facilities were lacking. The investigation carried out in 3 blocks of Mayurbhans district of Orissa 11 found pre-absence of muster roll at worksites, fake names or inflated entries in muster suggesting siphoning of funds by middleman. Contractors who were banned in MNREGA were found at nearly half
worksites. In some places, instead of account payee cheques, bearer’s cheques were issued.

**Professional Institutional Network, (2009)** reveals the participation of women in NREGA works has been low in most of the districts of West Bengal. Person-days generated by the women were 17.15 per cent of total person-days generated during the year 2007-08, as compared to the desired norm of having at least one third of the beneficiaries as women. The reason for such poor participation in some of the districts lies in the social norms of not allowing the women by certain communities to do outdoor manual work. However, participation of women is much higher in areas with higher concentration of tribal population.

**Mathur (2009)** states that in social audit undertaken in Andhra Pradesh, it was found that in certain villages, some people stated that they had not been paid for the work done. When comparisons were made of the payments as per the pass-book with the payment as per the job card, it was discovered that the job card did not contain the inner pages that record the work done by each person; the job card itself was incomplete. This came as a surprise as it had not happened in any region so far but then this area had resisted the initiative.

The study of **Singh & Nauriyal (2009)** in the district of Uttrakhand found that there is demand-side and supply-side constraints in ensuring 100 days job guarantee. Supply-side constraints emanate from the lack of interest on the part of Gram Pradhans and officials, inadequate and less-trained staff and lack of effective participation of Gram Sabha. The demand-side limitations emanate from the lack of awareness among workers.
In the study area of Chattisgarh, due to compulsory payment of wages through accounts, also problems have also cropped up for the villages, located in the remote areas with banking and post office facilities at a distance of 20-25 kms. This not only caused delay in the wage payment, but also demotivated the workers and discouraged the officials to demand/provide jobs under NREGS.

Commenting on employment, Datta, Chakrabarti, Dholakia, Shah, Biswas and Patel (2009) constructed a job refusal index that captures the percentage of job-seekers, who did not get employment under public schemes in spite of expressing their willingness to be considered for some such opportunities. Refusal ratio is found to be the highest in Haryana followed by Bihar. On the other hand, the ratio is the lowest in Karnataka. The highest differential in favour of women is observed in Punjab. One is not very sure about the factors contributing to such high differentials on either side of gender spectra.

They stated that there is general tendency to show ‘supply of work’ as ‘demand for employment. This is perhaps done to avoid payment of unemployment allowance in the event of official failure to provide work. Often the officials wait for a big chunk of work to emerge in a village or a GP, so that many workers can be given work at a time. This clearly is a result of poor planning. Delays in administrative sanctions of action plans are doled out as reasons for delayed employment generation.

Nayak, Behera and Mishra (2009) found the awareness level somewhat mixed in two districts of Orissa. Interestingly, the job seekers of both the districts as well as sarpanch have hardly any idea about the provision for
unemployment allowance under the scheme. The average number of respondents who applied for employment is found to be very low. This is one of the areas of serious concern as the availability of employment under the scheme is not allocation based but demand based. Lack of demand for jobs may be a serious deterrent to the success of the scheme.

Aiyer, Samji (2009) examined the effect of social audit on awareness and explained that aside from unearthing corruption, the social audits also offer a formal setting for senior officials to interact with front line implementers and wage seekers. This allows for real time feedback on the status of the implementation of scheme. The study surveyed 840 laborers across three districts (Cuddapah, Khamam and Medak) asking the same set of questions to the same laborers thrice over a seven month period before and after social audit. Through its analysis the study found that the social audits have a dramatic effect on awareness.

Singh S.P., Nauriyal D. K (2009) estimated the extent of improvement in the household employment and income level of the workers based upon the responses of the workers. The response was expected in view of the fact that the employment duration under NREGS was not much and income from NREGS formed a very small component of their earnings. Thus their debt could hardly be taken care of by what they have earned in NREGS activities.

Sudarshan M. Ratna (2009) in his work stated that where there are two earners, one – and given the disparity in market wages it is usually the woman – can go for NREGS work. Since NREGS wages are paid into a bank account, women are able to save part of their NREGA earnings and many
men are taking responsibility for daily expenses. Women’s earnings are often saved for a specific purpose.

He also reveals that at a community level, the impact depends considerably on the nature of the works. There are also wider impacts, which might include an upward shift in market wages; organizing and collective action; and strengthening of local administrative capacities. While one of the provisions of the Act is that one-third of those given employment should be women, there is great variation across states.

Centre for Food and Agribusiness Management (2009) pointed out the perception of respondents by mean score on indicators and reveals that the highest impact of NREGS has been on the prevailing wage rate in the GP. The mean score on other indicators such as reduction of incidence of poverty in the village, checking distress migration form village, Development and strengthening of rural infrastructure, overall development of village and socio political mobilization among deprived sections of society i.e. SC/ ST/ OBC shows that the overall impact of NREGS on development of GP has not been very impressive.

Adhikari Anandita, Bhatia Kartika (2010) presented that instance of “exclusion” of women workers was found in Bhaderwa Gram Panchayat, Karchana block, where some women workers complained of being shooed away from the bank when they went to open their accounts. In a clear breach of the Reserve Bank of India’s directive that banks should open zero balance, ‘no frills’ accounts for NREGA workers, we found that about half of our sample workers had to pay for opening their accounts.
The shortage of staff leads delays in execution of works and payment of wages according to Negi (2010).

Reetika Khera (2010) states that in the present system, where payments are made on the basis of measurements rather than attendance alone, the junior engineer (J.E.) exercises a lot of power. Attendance has to be reconciled with measurement before payments are processed. Though the law requires it, in many States Muster Rolls are not maintained at the worksite.

According to Kaushil, Yadav, Durgaprasad (2010) in two initial districts of Haryana, while many Sarpanch’s were active, most of them tended to dominate the NREGS much to the displeasure of the Panches. Most of the Panches complained that they received no training on REGS, RTI, Social Audit and Planning. As regards discrepancy in muster roll entries and number of works at site, the name, designation and signature of the issuing officer were not properly entered in the muster rolls.

Siddhanta Priyadarshan (2010) suggested that in Mid Term Appraisal (MTA) of the 11th FYP, the planning commission has found that only 14 per cent of worker households have completed 100 days of work as mandated under the Act. It was observed that Gujarat and Kerala were able to provide average 22 days of work per households whereas West Bengal and Bihar provided 26 days of employment. These four states have the poorest record of fund utilization of MNREGA. In the absence of full time dedicated technical staff for programme execution, only 39 percent of 14 works taken under MNREGA were completed. There were instances both of elite capture of job cards, fake muster rolls resulting in leakages of vested interest. MTA also pointed out that
workers had to travel long distance to withdraw their wages deposited in banks. MTA suggested states to promote social audits of MNREGA works to plug leakages and if possible arrangement of home delivery of wages by bank/post office.

The article by Hiral Dave (2010) reveals large scale duplication of job cards in Kotda village of Kutiyana block of Porbandar district of Gujarat. The number of job cards issued, there is at least three times of the total number of voters.

Field survey conducted by Pattanaik and Hans (2011) explained the maintenance of reports and records by the Panchayat is one of the important prerequisite of the social audit. As it is a tied fund strictly used for the purpose for which it is embarked, therefore the maintenance of record becomes further imperative. It is customarily observed that Panchayat many times complain non payment of their bills, despite the utilization of fund by them and most of them because of the faulty utilization of the fund.

Amrita Chatterjee (2011) in her study stated that National Rural Employment Guarantee Act (NREGA) of India, most progressive legislations enacted since independence guarantying rural employment and right to work as an enforceable legal entitlement in a rural milieu marked by stark inequalities between men and women, created opportunities for gainful socio-economic inclusion of women. However, changes in real wages and women participation indices in NREGS showed non-co parallel relations, whereas attitude changes appeared a direct function of participation index thereto. There is clear evidence of adverse effects of women withdrawing from work in terms of awareness and empowerment.
Under a study by International Labour Organization (2012) in Bihar bring into being that though the Act stipulates certain worksite facilities, none of the worksites visited had basic provisions like space for taking rest, or a first aid kit available. In a few of the worksites even drinking water was not stored and readily available. People were found to be working in harsh conditions, continuously and in ergonomically non-acceptable positions. One of the workers at a worksite, when quizzed on safety issue said, “akushal kaam hai saab, garibon ke liye hai aur choti moti chot to jayaaz hai’ (It’s all unskilled work Sir and NREGA is for poor people.

The findings of the studies reviewed reveal that overall assessment of the achievement of MNREGA is positive. No doubt, Poverty has decreased where Mahatma Gandhi National Rural Employment Guarantee Schemes (MNREGS) has been implemented. The central thought of MNREGA (poverty alleviation through a public works program) as pioneering and rational is appreciated by all authors. MNREGS, taking the idea to participate as they are offered a job only after demanding work seems to work rather well, although not all over to the similar degree. The program is extensive but, there is still unmet demand by rural households for MNREGS-jobs. There is a broad agreement among researches that MNREGS is a good scheme but in parts improperly implemented. Structural incompetence in the decentralized Indian governance system is the cause of most of the problems. Main reason for delayed payments or non-provision of work in most of the studies is “bad control".
The thing or idea that become clear while comparing the policy recommendations given in the literature is that basic requirement for successful implementation of MNREGA in order to control the local implementation and public pressure on government to change structures towards enhanced transparency and accountability strongly needs an active social audit in the villages. Another important issue is provision of information and rising of awareness among the rural people. MNREGA can be successful only by continuous struggle for decent work in rural area of country. Wide range of literature is available and very valuable research has been already conducted on a crucial employment scheme. Research goal of this study is an up-to-date assessment of the scheme. I am sure there are still enough areas not here, where no primary research has been done but problems look like to be same throughout India and Rohtak district is no exception.

To sum up, mix bag of opinions were reported on impact, effectiveness and implementation and monitoring of MNREGA.
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