

**MGNREGA- 12 YEARS OF SUCCESS OR A FAILURE?AIBAWK
COMMUNITY DEVELOPMENT BLOCK, AIZAWL DISTRICT IN
THE STATE OF MIZORAM**

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Abstract

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) was notified on September 7, 2005, the act came into force on February 2, 2006. along with other states of India, all efforts are being made by Govt of Mizoram in planning and implementing of MGNREGA towards achieving its goals. At present MGNREGA is being implemented in all the Districts and Rural Development Blocks covering a total of 845 villages. This study Analysis the success and failure of MGNREGA in Aibawk Community Development block of Aibawk, Mizoram. The performance regarding the rights, entitlements, and provisions of MGNREGA is commendable. In Mizoram the practical implementation of MGNREGA as observed from the field is more of supply-driven While MGNREGA should be Demand Driven (bottom up). Social Audit and Gram Sabha meeting regarding MGNREGA was not conduct properly. The study in particular to Aibawk CD block of Aizawl District. This study suggests to have more efforts on organize social audit regularly and Gram Sabha meeting. The study suggested the government to followed demand-driven approach and fixed the MGNREGA wage rate based on the local wage rate. There are some cases where works, especially the construction of roads which cannot be done manually, are urgent need, it apparently appears to have a positive impact on the overall development of villages. In such circumstances, special consideration for use of machines, but for only limited cases, may be of great help

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Introduction:

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) was notified on September 7, 2005, the act came into force on February 2, 2006. The objective of the MGNREGA is to enhance the livelihood security of unorganized workers in rural areas by guaranteeing 100 days of wage employment in a financial year to a rural household whose members volunteer to do unskilled manual work. The key factor for the success of the programme lies in the active participation of the rural households coupled with effective involvement of the functionaries at the grassroots level who are in-charge of implementing the programme with transparency.

Mizoram is one of the states of Northeast India, with Aizawl as its capital city in the northeast, it is the southernmost landlocked state sharing borders with three of the Seven states. The state also shares a 722-kilometer border with the neighbouring countries of Bangladesh and Myanmar

Like several other northeastern states of India, Mizoram was previously one of the District of Assam until 1972, when it was carved out from Assam as a Union Territory. It became the 23rd state of India, a step above Union Territory, on 20 February 1987, with The Fifty-Third Amendment of Indian Constitution 1986. According to 2011 census Mizoram's population was 1,091,014, it is the 2nd least populous state in the country. It covers an area of approximately 21,087 square kilometers. About 91% of the state is forested.

Review of Literature

AmalshPatra (2017) analyzed the study on 'Impact of MGNREGA on the Socio-Economic Development of Sagar (Island) Block in South 24 Parganas District', the study focusing on the Impact of MGNREGA on the Socio-economic development of Sagar (Island) Block in South 24 Parganas district. The study revealed that the Average Wages rate is gradually increased in the study area. Total no. of works taken up (new + Spillover) is gradually increased throughout the study period. The standard of living of worker in the programme is gradually increased. The Women Person days out of total days' work is a little bit increased. The study suggested that proper planning & guideline is very necessary for actual utilization of resources. SC and ST participation in MGNREGA should be increased.

Binoy Goswami and AlokRajan Dutta (2014) conducted a study on 'status of Implementation of the MGNREGA in Assam'. Based on secondary data and primary data, the secondary data reveal that the implementation of the MGNREGA was poorly governed in the State which is a cause for concern. There are several loopholes in the implementation of the MGNREGA which needs to be urgently addressed. It has been found that although the MGNREGA was envisaged to be a demand-driven programme, it has largely remained supply based.

Bipul De and Sebak Jana (2013) analyzed the study on 'socio-Economic Determinant of Participation in MGNREGA a study in Bankura District of Rural West Bengal'. The study found that the initial 200 districts chosen for implementation of the National Rural Employment Guarantee Act (NREGA) were the most backward districts of the country. The study reviews the status of implementation of MG-NREGA in Bankura district. The study also observes some irregularities in the implementation procedure and the lack of awareness about the rights.

Padma. K (2015) Analyses the study on 'Performance of MGNREGA in Andhra Pradesh'. The study is undertaken to assess 1) the employment generated by MGNREG, 2) The nature of assets generated by the programme, 3) the growth in wage rates and growth in productivity and 4) Categories of persons secured employment in Andhra Pradesh. The study revealed that in Andhra Pradesh job cards are not issued to 100 percent households and also very few households completed 100 days' work through MGNREGA indicates that there is no scarcity of labour in rural areas.

Statement of the problem

Mizoram is economically backward state and is Economy agrarian. About 55 to 60 percent of the population is directly dependent on agriculture. Agriculture still remains under-developed Shifting cultivation (jhum) has been widely practiced in the state.

In Mizoram, facilities like transport, communication, irrigation, industry etc. are not adequate. The state largely depends on other states for essential commodities. In spite of the massive efforts of the government to develop the rural area, the success has been minimal the state is facing with the uphill task of elimination of shifting cultivation (jhum) and in achieving self-

sufficiency in food grain production, therefore, development strategies of the Government of Mizoram has been mainly towards agricultural development and to protect the land from degradation, to protect burning of forest for jhum cultivation, encouraging permanent cultivation in achieving sustainable development in eco-friendly manner vis-a-vis to find out alternative way to livelihood for the jhuming families. In that situation, the government of Mizoram launched various programmes for rural development other than the centrally sponsored schemes. Along with all other Indian states Mizoram Government implemented MGNREGA in the year 2006 all efforts are being made by the State in planning and implementing of MGNREGA towards achieving its goals. At present MGNREGA is being implemented in all the Districts and RD Blocks covering a total of 845 villages. Almost eleven years have elapsed since the inception of the scheme. It is necessary to investigate how far the panchayat has been successful in implementing the programme to what extent the people in the village are benefited. Hence the present study will take place in Aibawk CD block of Aizawl District Mizoram.

Objective of the study:

- To study the socio -economic profile of the respondent
- To investigate the success or failure of the Scheme implementation
- To offer the suggestion for betterment of Rural workers

Research Methodology

The present study is descriptive Research Design, Survey method has been followed, Aibawk block in Aizawl district is the area of the present study. Both secondary data as well as primary data were used for the study. The primary data were gathered from the beneficiaries by contacting them at the worksite of the scheme and their resident through personal interview schedule and Focus Group Discussion. Secondary data was collected through collateral sources such as records of village council, government documents, journals, magazines, newspapers, electronic media etc. The study was carried out during the financial year of 2017-2018. The researcher collected data with the help of interview schedule and Focus Group Discussion. Percentage analysis has been used to analyse the data.

Area of the study

Aibawk block lies in the southern part of Aizawl district. The block is located at a distance of 30 kms from the district headquarters (Aizawl). There are 20 villages in Aibawk block. Aibawk Block of Aizawl district has **total population of 17,128** as per the Census 2011. Out of which 8,758 are males while 8,370 are females. In 2011 there were total 3,507 families residing in Aibawk Block. The **Average Sex Ratio of Aibawk Block is 956**

Sampling techniques

The Area of the present study is Mizoram state in North Eastern Area. Multi stage random sampling technique has been followed for selection of district, block, village council and MGNREGA beneficiaries.

Stages of selection:

Stage	Particulars	Reason	Sampling size
I stage	District	The largest population in Mizoram	Aizawl district which is having 5 blocks is purposively selected
II stage	Block	Out of 5 block of Aizawl District, Aibawk block which is having high number of MGNREGA workers is selected	Aibawk RD block which is having 20 villages council is purposively selected
III stage	Village council	Out of 20 villages 20% of the village is purposively selected as almost all adults' members of the poor households are engaged in MGNREGA	4 villages namely HualngoHmun, Falkawn, Melriat, Kelsih
IV stage	Respondents	10% of the beneficiaries from each village who registered under MGNREGA	120

Data Analysis and Discussion:**Table 1****Distribution of respondents by gender**

Sex	Respondents	Percentage
Male	61	50.90
Female	5	49.1
Total	120	100

Source: primary data

The table shows the distribution of respondents by gender. It is clearly shown in the table that more than half of the respondents are male who constituted 50.90 percent and female beneficiaries account for 49.1 percent. It is noticed that in the study area majority of the job card are registered in the name of male.

Table -2**Distribution of respondents by family Monthly income**

Income of the family	Respondents	Percentage
0-5000	60	50
5000-10000	44	36.66
10000 above	16	13.33
Total	120	100

Source: primary data

The above table shows the distribution of respondents by family income. Half of the respondents (50 percent) the monthly income falls below Rs 5000/-. Hardly 13 percent of the workers had monthly income above Rs 10000/-.

Table 3**Distribution of the Respondent by Number of Working days**

No. of Working Day	Respondents	Percentage
Low (25-50)	21	17.5
Medium (50-75)	50	41.67
High (75-100)	49	40.83
Total	120	100

Source: Primary data

The table shows the distribution of respondents by duration of work. It is seen from the table that 41.67 percent of the respondents got work between 50-75 days in a year, 40.83 percent got work between 75-100 days in a year and only 17.5 percent of the respondents got work less than 50 days in a year. It is observed from the field interaction that only 40.83 per cent of the people could get work for more than 75 days. The objective of the Scheme could not be realized.

Table-4**Distribution of the respondent by Machine used in the worksite**

Machine used in the worksite	Respondents	Percentage
YES	62	51.66
NO	58	48.33
Total	120	100

Source: Primary data

Majority of the respondent 51.66 percent used the machine in the work site and 48.33 percent of the respondent reported that machine was not used in the worksite.

In the study areas the researcher finds out of many villages they used the machine in the work site which is against the MGNREGA rules and regulation but when the researcher asks many respondents prefers using the machine. The workers themselves contribute money and hire a machine, many respondents reported that machine can work faster than them machine finish early the work and while machine work they can do their own personal works that is why most of the respondent prefers using the machine in the work site.

Table-5**Participation of social audit**

Participation of social audit	Respondents	Percentage
Participate	82	68.33
Non-participate	38	31.67
Total	120	100

Source: Primary data

The table shows 68.33 percent of the respondents are participate in social audit and 31.67 percent of the respondents are not participate in social audit. Even though there is social audit

team and they have been given training for that they have not yet conducted any social auditing as per the rules in MGNREGA. Social auditing was conducted only for the name shake.

Table-6**Reason for non-participation in social audit**

Reason for non-participation	Respondents	Percentage
Ignorance	13	34.21
Time bias	7	18.42
Lack of awareness	18	47.37
Total	38	100

Source: Primary data

The table shows the reasons for non-participation in social audit. It is reported that 47.37 percent of the respondents did not participate in social audit because of lack of awareness, about 34.21 percent of the respondents are not participated in social audit because of ignorance and 18.42 percent did not participate in social audit because of time bias.

Table -7

Perceptions and Aspirations of Respondents on MGNREGA [SA - Strongly Agree, A - Agree, N-Neutral, DA Disagree, SD -Strongly Disagree]

Sl. No	Perceptions and Aspirations		SA (%)	A (%)	N (%)	DA (%)	SD (%)	Total
1.	MGNREGA is very useful for your family	NO	73	42	5	0	0	120
		%	60.83	35	4.16	3.1	1	100%
2.	Increase number of working days	NO	82	17	11	10	0	120
		%	68.33	14.16	9.16	8.33	0	100%
3.	Increase wage rate	NO	98	22	0	0	0	120
		%	81.66	18.33	0	0	0	100%
4	Women receive equal wage rate	NO	100	20	0	0	0	120
		%	83.33	16.66	0	0	0	100%
5	Increase agriculture concern	NO	45	24	35	16	0	120
		%	37.5	20	29.16	13.33	0	100%

Source: Primary Data

The table Shows that respondents' perception and aspirations on MGNREGA Programme, this study data and interaction with respondents have presented in the following:

- The study found that a majority (35%) of respondents has agreed that MGNREGA is very useful for the Family. It is also found that (60.83%) of the respondents has strongly agreed that MGNREGA is useful for their welfare and development. Only (4.16%) have stood in neutral.
- It is evident that a large spectrum (68.33%) of the respondents has strongly agreed that they tend to have more number of working days by which they can improve their socio-economic condition, followed by (14.16%).
- The data reveals that the large spectrum (81.66%) of the respondents have strongly agreed to increase the wage of labours, followed by (18.33%) have agreed because the local wage rate is higher than MGNREGA wages, so as the MGNREGA wage could be increased to attract more number of Tribal people.
- The study found that the majority (16.66%) of the respondents has agreed that women wage should equal to the men wage in all type of works as MGNREGA provides a platform. It is observed that (83.33%) of the respondents has strongly agreed that women receive equal wage rate in MGNREGA programmed.
- The available data show that a considerable proportion (29.66%) of the respondents has stood in neutral in concern of MGNREGA could serve to agriculture promotion. Which means that the MGNREGA workforce can utilize for agriculture works, it is observed that a sizeable amount (20%) of the respondents has agreed to use the labour force of MGNREGA to agriculture concern, followed by (37.5%) has strongly agreed.

Table 8**Constraints experienced by the MGNREGA Workers**

S. No	Constraints	Rank	Percent
1	Lack of Awareness about MGNREGA Rules and Regulations	I	94
2	Inadequate wages	II	93
3	Inadequate working days	III	90
4	Lack of Proper Social Audit	IV	85
5	Supply-driven approach	V	82
6	Irregularity in Gram Sabha meeting	VI	77
7	No machine allows the worksite	VII	70

Source: Primary Data

Table 8 shows that the respondents expressed that lack of awareness about the rules and regulations of MGNREGA is the major constraint (94%) of the respondents, which makes the MGNREGA workers could not get a clear knowledge about the programme

The majority of the respondent 93 percent reported wage rate in MGNREGA is very less. As observed from the field, the wages paid for MGNREGA is relatively lower as compared to the prevailing market wage rates. Due to differences in wage rates where the wage rate under MGNREGA is always less. At the same time, it is important to ensure that the works assigned under MGNREGA are incommensurate with corresponding wages fixed by the State Government. The previously daily wage rate fixed by the State Government was Rs.193/- and it was later enhanced to Rs.210/- per day. On the other hand, the overall prevailing market wage rates are much higher with an average of Rs.350/- for male and Rs.300/- for female.

It is also found that majority of the respondent 90 percent think that working days are very less. They want to increase the number of working days. The study found that irregular social audit (85%), according to MGNREGA guidelines social audit shall organize at least twice in a year but in the study areas, the social audit was not organizing properly, many respondents reported never carried out social audit and some reported once in a year only.

Supply-driven approach (82%) also another constraint reported by the MGNREGA workers. The MGNREGA Act clearly states that ‘unlike the earlier wage employment programmes that were allocation-based, MGNREGA is demand-driven and resources transfer from Centre to States is based on the demand for employment in each State.’ The practical implementation of MGNREGA in Mizoram as observed from the field is more of supply-driven. The demand for employment estimated based on the number of Job Card holders is prepared and sent to Centre by the State.

The State then releases the funds received from the Centre to respective Districts, Blocks, and Villages according to the demands for employment. No cases of application for works were observed during the field works as the generation of employment is mainly based on the availability of funds.

The Job Card holders have to wait until such time when funds for employment are available. This 'supply-driven' can be seen as a loophole of MGNREGS in Mizoram.

It is also found that Gram Sabha meeting is not conducting in a regular manner. Majority of the respondent 77 percent reported Gram Sabha was not conducted properly.

According to MGNREGA guidelines using the machine in the worksite is not permissible; the use of machines could be seen as an unavoidable phenomenon in a State like Mizoram where the needs for use of such machines are very high.

Use of machines is found to be common practice in most places as the need for use of such machines is always high. While the use of machines may be looked at as negative, it apparently appears to have a positive impact on the overall development of villages whereby durable assets, especially roads, are created which otherwise will not be possible to take up manually. The Costs of machines are usually met from wages deducted with the consents of Job Card holders. Majority of the respondent 70 percent reported that No machine allowed in the worksite also another big problem for the workers.

Result:

- The study found that more than half of the respondents are male who constituted 50.90 percent and female beneficiaries account for 49.1 percent
- The study found that Half of the respondents (50 percent) the monthly income falls below Rs 5000/-. Hardly 13 percent of the workers had monthly income above Rs 10000/-
- Majority of the respondents (50.67 percent) the monthly income falls below Rs 5000/- Hardly 13 percent of the workers had monthly income above Rs 10000/-
- The study found that 41.67 percent of the respondents got work between 50-75 days in a year, 40.83 percent got work between 75-100 days in a year
- The study shows that majority of the respondent 51.66percent used the machine in the work site and 48.33 percent of the respondent reported that machine was not used in the worksite
- It is found that 68.33 percent of the respondents are participate in social audit and 31.67 percent of the respondents are not participate in social audit.

- The study shows that 47.37 percent of the respondents did not participate in social audit because of lack of awareness, about 34.21 percent of the respondents are not participated in social audit because of ignorance and 18.42 percent did not participate in social audit because of time bias
- The study found that a majority that (60.83%) of the respondents has strongly agreed that MGNREGA is useful for their welfare and development.
- The study found that (68.33%) of the respondents has strongly agreed that they tend to have more number of working days
- The data reveals that the large spectrum (81.66%) of the respondents have strongly agreed to increase the wages of labours.
- It is observed that a small proportion (83.33%) of the respondents has strongly agreed that women receive equal wage rate in MGNREGA programme.
- The study found that (29.66%) of the respondents has stood in neutral in concern of MGNREGA could serve to agriculture promotion., it is observed that a sizeable amount (20%) of the respondents has agreed to use the labour force of MGNREGA to agriculture concern, followed by (37.5%) has strongly agreed.
- The study shows that the respondents expressed that lack of awareness about the rules and regulations of MGNREGA is the major constraint (96%) .
- The majority of the respondent 93 percent reported wage rate in MGNREGA is very less.
- The found that majority of the respondent 90 percent think that working days are very less.
- Practice of Supply-driven approach (82%) also another constraint reported by the MGNREGA workers.
- It is also found that Gram Sabha meeting is not conducting in a regular manner. Majority of the respondent 72 percent reported Gram Sabha was not conducted properly.
- Majority of the respondent 70 percent reported that No machine allowed in the worksite also another big problem for the workers.

Suggestion

- The government should take necessary action to provide adequate and appropriate awareness among the MGNREGA workers about the rules and regulations of the programme.

- The government should follow demand-driven approach
- The government should have fixed the MGNREGA wage rate based on the local wage rate. And there is a tendency among the Job Card holders to think that the working hours under MGNREGA have to be shorter. It may be unfair to expect the Job Card holders to work for the full day while they are getting wages lesser than prevailing market wage rate.
- Most of the villages reported the use of machines in MGNREGA works. There are genuine cases where works, especially the construction of roads which cannot be done manually, are urgent need of the community and there are no other sources of funds to do the works. In such circumstances, special consideration for use of machines, but for only limited cases, may be of great help.
- More efforts have to be made to provide at least 100 days of guaranteed wage employment in a financial year as mandated by the Act.
- The Village council should organize social audit regularly. Organizing Social Audits at a regular interval will be of great help for better implementation of the MGNREGA. Continuous efforts may also help to motivate the people to actively participate in the Social Audits

Conclusion:

To sum up MGNREGA plays very important role to the rural people in Mizoram. The performance regarding the rights, entitlements, and provisions of MGNREGA also commendable.

Apart from that Some of the works completed under MGNREGA were observed to have no proper maintenance. In Mizoram the practical implementation of MGNREGA in Mizoram as observed from the field is more of supply-driven While MGNREGA should be Demand Driven (bottom up). Social Audit and Gram Sabha meeting regarding MGNREGA was not conduct properly causing people not Aware of the rights and regulation of MGNREGA

It is noted from the study analysis that the overall performance of MGNREGA in Mizoram is found commendable as promised in the act to enabling the rural people's livelihood security.

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