



Strengthening of the sidewall of stream
using Coir geotextile in Pilicode GP
Work code: 1601005004/IC/330560

1 Chapter Overview

Overview

1.1 Introduction

Access to work enables individuals to contribute to society and improve their living conditions, making it a key component of a healthy and equitable society. Guaranteeing the right to work ensures that everyone, regardless of their background or circumstances, has the opportunity to secure a livelihood and live with dignity. When work is treated as a right, it becomes a social responsibility to ensure that no one is left behind in the pursuit of economic and social well-being.

The Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (MGNREG Act) addresses these principles by establishing the right to work for rural populations. The mandate of the Act is to enhance the livelihood security of the households in rural areas of the country by providing at least 100 days of guaranteed wage employment in every financial year to every household whose adult members volunteer to do unskilled manual work. Creation of durable assets and strengthening the livelihood resource base of the rural poor are other important objectives of the scheme.

1.2 Goals of MGNREG Act

- Social protection for the most vulnerable people living in rural India by providing employment opportunities.
- Livelihood security for the poor through creation of durable assets, improved water security, soil conservation and higher land productivity.
- Drought-proofing and flood management in rural India.
- Empowerment of the socially disadvantaged, especially women, Scheduled Castes (SCs) and Schedules Tribes (STs), through the processes of a rights-based legislation.
- Strengthening decentralised, participatory planning through convergence of various anti-poverty and livelihoods initiatives.
- Deepening democracy at the grassroots by strengthening Panchayat Raj Institutions.

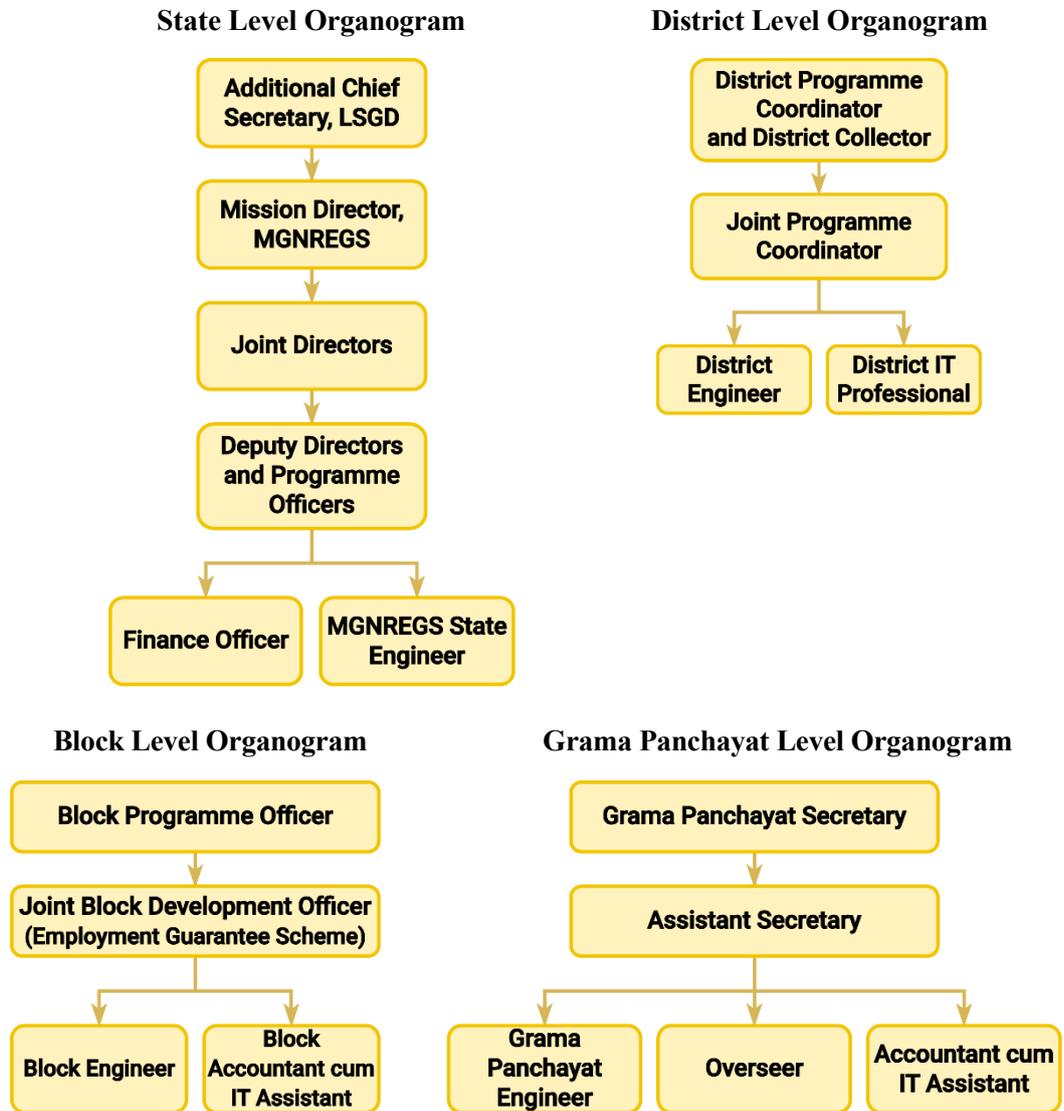
1.3 Implementation of MGNREG Act in Kerala

Government of Kerala (GoK) in February 2006 notified the Kerala Rural Employment Guarantee Scheme (KREGS) as required under MGNREG Act, 2005. Wayanad and Palakkad districts were included in the first phase of the scheme. Idukki and Kasaragod districts were included in the second phase notified on 1 April 2007 and the scheme was extended to all the remaining districts from April 2008.

1.4 Organisational Structure of MGNREG Scheme

The organisational structure at State, District, Block and Grama Panchayat level is presented in **Chart 1**.

Chart 1.1: Organisational structure



(Source: Details furnished by MGNREGS State Mission)

1.5 Roles and responsibilities at different levels

The scheme implementation in the State is coordinated by the Mahatma Gandhi NREGS (MGNREGS) State Mission, with the Mission Director at the helm. The District Collectors who hold the charge of District Programme Co-ordinators are entrusted with the responsibility of overseeing the implementation of the scheme at district level. At the Block level, Block Development Officers (BDOs), who hold the charge of Block Programme Officers, monitor the scheme. The field level implementation of the scheme is entrusted with Grama Panchayats. Grama Panchayat Secretary acts as the registration officer who is responsible for issuing job cards under the scheme.

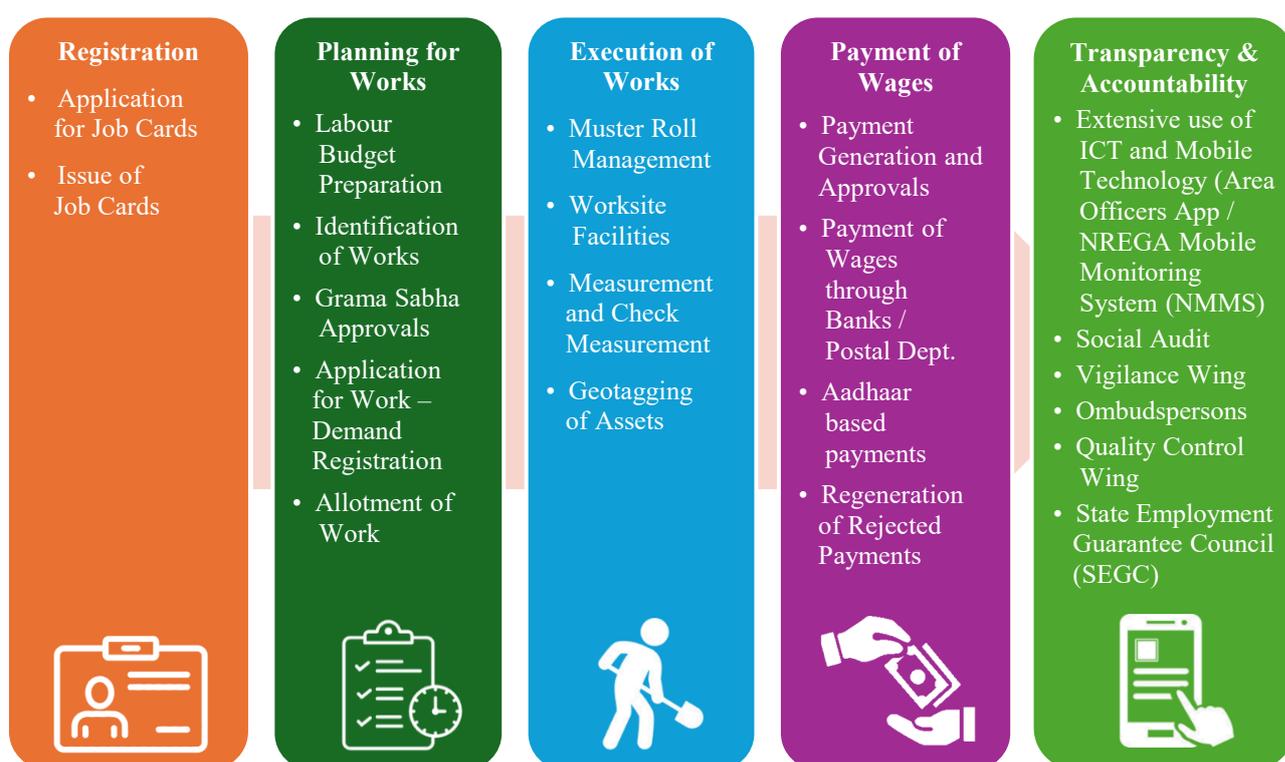
State Employment Guarantee Council (SEGC) set up by the State Government under Section 12 of MGNREG Act advises the State Government on the implementation of the scheme, reviews the monitoring and grievance redressal mechanisms and suggests improvements, evaluates the scheme within the State and recommends the proposals of works to be submitted to the Central Government.

The institutional mechanism put in place by GoK for the implementation of MGNREGS and the roles and responsibilities of officials at different levels are summarised in **Appendix 1.1**.

1.6 Overview of MGNREGS Process

An overview of MGNREGS process is given in the **Chart 1.2**.

Chart 1.2: Overview of MGNREGS process



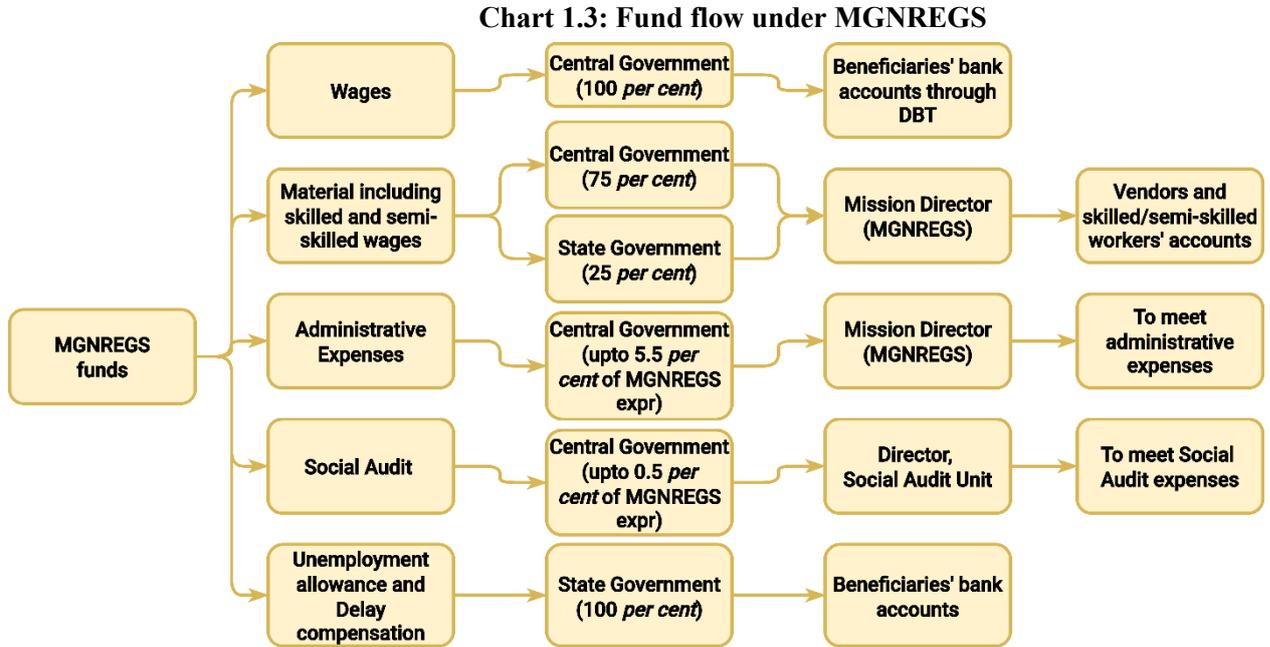
(Source: MGNREG Act, 2005 and MGNREG Act Operational Guidelines, 2013)

1.7 Funding Pattern

MGNREGS is a Centrally Sponsored scheme implemented on a cost sharing basis between the Government of India (GoI) and the State Government. The GoI bears the entire cost of wages for unskilled manual workers and 75 per cent of the cost of material including wages for skilled and semi-skilled workers.

Administrative expenses up to six per cent of total expenditure (including up to 0.5 per cent expenditure on Social Audit) is also borne by the GoI whereas the State Government bears 25 per cent of the cost of material and wages for skilled and semi-skilled workers.

The State Government also bears the entire expenditure towards compensation allowance for delayed payment of wages to the workers, unemployment allowance and administrative expenses of the State Employment Guarantee Council (SEGC). The fund sharing pattern for MGNREGS between Centre and State is exhibited in **Chart 1.3**.



(Source: Schematic diagram prepared by Audit based on Operational Guidelines)

1.8 Financial Outlay and Physical Performance

A summary of expenditure reported on MGNREGS in the State along with a few performance parameters for the period 2019-20 to 2023-24 is given in **Table 1.1**.

Table 1.1: Performance Parameters of MGNREGS in the state

Particulars	2019-20	2020-21	2021-22	2022-23	2023-24
Expenditure under MGNREGS					
Total expenditure (₹ in crore)	2709.04	3900.01	4164.92	4028.16	4004.49
Average expenditure per district (₹ in crore)	193.50	278.57	297.49	287.73	286.03
Average wage cost per person per day (In ₹)	270.40	290.54	290.77	310.46	331.85
Person days of employment generated					
Total employment generated (Days in crore)	8.02	10.11	10.60	9.55	9.79
Employment generated per rural household (In days)	55.75	63.25	64.41	62.26	67.7

(Source: Details furnished by the State Mission)

It can be seen from the table that average wage cost per person per day increased from ₹270 to ₹332 and the employment generated per household increased from 56 days to 68 days during the period from 2019-20 to 2023-24.

As per the MIS data, women were fairly represented at around 90 per cent during the audit period. Regarding employment generation for women, Kerala consistently held first position during the period 2019-20 and 2023-24. Further,

the percentage of employment provided to the Scheduled Castes and Scheduled Tribes against registered was around 50 *per cent* and 60 *per cent* respectively.

1.9 Management Information System - NREGASoft

Transparency and Accountability are the basic features of MGNREG Act. Para 13 (a) of Schedule I of the Act stipulates that all information relating to its implementation shall be pro-actively put in public domain. To achieve this, Ministry of Rural Development (MoRD), GoI has developed NREGASoft which is a workflow based, web enabled Management Information System (MIS) hosted at the portal <https://nrega.nic.in>. NREGASoft (hereinafter referred to as MIS) provides for recording of all transaction details of different processes in the implementation of MGNREG Act and placing the same in public domain.

All the entities involved (Central/State/District/Block and Grama Panchayat levels) are expected to carry out timely updating of data so as to represent the picture of scheme implementation almost on or close to real-time basis in the public domain (<https://nrega.nic.in>), thereby ensuring transparency and accountability.

1.10 GeoMGNREGA- Geographic Information System Implementation

The MoRD, GoI is implementing GeoMGNREGA for geo-tagging of assets created under MGNREGS in partnership with the National Remote Sensing Centre (NRSC) of the Indian Space Research Organisation (ISRO). It follows a systematic creation of a database on assets using technological interventions like mobile-based photo geo-tagging and a Geographic Information System (GIS) for online recording and monitoring.

The GIS database and maps can be used for analysis and planning for works under MGNREGS. The BHUVAN geoportal of NRSC has been customised for this purpose. The database is accessible to the Ministry and States for monitoring and database creation, respectively. The location of each asset is to be geotagged along with three stage photographs (before taking up the work, during execution of work and after completion of the work).