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From the Desk of Chief Editor . . .

I feel a sense of relief with the publication of **Research Fronts** (A Peer Reviewed Journal of Multiple Sciences, Arts and Commerce) **Vol. X 2020** in this Covid-19 Pandemic situation world-wide. As usual, a few notable features of this volume are as follows. **One**, it has maintained the diversity of research papers encompassing the disciplines of economics, geography, business management, library science and zoology. **Two**, Inclusion of research papers from Gujarat (Western India), Madhya Pradesh & Chhattisgarh (Central India) and West Bengal (Eastern India) amply demonstrates a wide spatial coverage that gives it status of national journal. **Three**, the issue of core and periphery, though applied for the major tribal languages by taking up the Chotanagpur and Its surrounding region, would attract researchers from other disciplines to venture in this direction. **Four**, Man-wild life interaction, or conflict, or co-existence is a very pertinent issue addressed in a research paper entitled Tiger Roaming for Survival – A case study of Rajnandgaon district, Chhattisgarh, India.

I take an opportunity to appreciate the authors who have made invaluable contributions not only for sending their original research papers, but also for directly helping the regular publication of this journal since 2011.

- Dr. Krishna Nandan Prasad

RESOURCE CONVERGENCE IN MGNREGA AND ITS PERSPECTIVES: A CRITICAL ANALYSIS SINCE 2009

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Abstract

With primary objective of employment the National Rural Employment Guarantee Act (NREGA Act)-2005 came into force to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. The auxiliary objective of its scheme National Rural Employment Guarantee Scheme (NREGS) was to foster the conditions for inclusive growth ranging from basic wage security and recharging rural economy to a transformative empowerment process of democracy. The act is designed on the basis of new concept of rural development that do not only provides safety nets to the marginalized section but also include them into development process. By undertaking natural development management (NRM) activities it focuses also on the sustainable development and issued of climate change. With the experience of five years from its inception, it was realized to make resource convergence with line department works so as to optimize the synergies lie. The major challenge for decentralized planning based NREGS with specific cost norms was to align the planning and execution and complementing the resources and efforts between MGNREGA officials and agencies with line departments. The taskforce meant for this issued guidelines to make this happen that had seen also a good follow-up. This paper examines the convergence effectiveness and complementarities in view of MGNREGA major objective and cost norms. The study found that the quidelines issued by different ministries/departments are, though tries to capture the MGNREGA norms yet not precise. This needs a detailed study on impact analysis of convergence; not only with reference to its primary objective of employment but also on auxiliary objectives of sustainability of rural livelihood and development.

5 Introduction

Starting with 200 districts in the first phase with effect from February 2nd 2006, MGNREGA covers the entire country by April 1st, 2008 with the exception of districts that have a hundred percent urban population. The objective of the MGNREGA Act-2005 is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. The basic goal of the MGNREGA is to foster the conditions for inclusive growth ranging from basic wage security and recharging rural economy to a transformative empowerment process of democracy. The act is designed on the basis of new concept of rural development that do not only provides safety nets to the marginalized section but also include them into development process. Unlike the earlier wage employment programmes that were allocation based, MGNREGA is demand driven. Resource transfer under MGNREGA is based on the demand for employment and this provides another critical incentive to States to leverage the Act to meet the employment needs of the poor. The employment activities than are planned and materialised through decentralized governance system. The three tier Panchayati Rai system with the Gram Sabha as main decision making body has been given the responsibility of governing the MGNREGA act-2005. The MGNREGA works include water conservation and harvesting, soil conservation, flood control, afforestation, irrigation and other NRM based activities largely. These works do not only strengthen the natural resource management, but also improve livelihood opportunities and reducing rural-urban migration. Further, the public works like rural roads under MGNREGA also increase the potential of rural infrastructure for the development. Its implementation through local government also strengthens the grass root processes of democracy and infusing accountability and transparency in governance.

Since MGNREGA works are implemented by different departments through many tied and untied funds, it is felt to converge the various resources. Through this convergence, MGNREGA can be seen as an adequately planned and objective oriented scheme. Convergence through MGNREGA has the advantage of guaranteed resource support because MGNREGA is a statute. The parameter, modalities and management of

projects to be converged and selected for the MGNREGA are clearly defined¹. The Legal safeguards of the Act ensure transparency and accountability. Untied funds and the provision of decentralized planning enables comprehensive need based planning at grassroots. The Panchayati Raj Institutions (PRIs) have a pivotal role in MGNREGA and provide an institutional mechanism for convergence.

6 Review of existing literature

A vast literature is available on the state of implementation of MGNREGA. These studies mostly are critique in nature highlighting the bottlenecks in its activity planning, corruption in implementation and impact assessment on its employment generation capacity and on quality of works done under the flagship of MGNREGA. On MGNREGA's employment generation side in Orrisa several studies highlighted the lack of transparencies in respect to maintenance of job cards and muster rolls, haphazard distribution of job cards, collusion among functionaries, poor social audit, negligible or partial wage payment etc. (Parashuram Rai, 2007, 2010 and Jean Dreze, 2007). The level of awareness about MGNREGA is very low among the beneficiaries (Tapas K. Dalapati and D.C. Sah, 2009).On other fronts e.g. works done and their audit, the fund mismanagement and gross irregularities in work execution are observed as common features of the MGNREGA practices (performance audit by C&AG, 2007; NIRD, 2008; and PRIA, 2009). The experience from villages of Bundelkhand region of Uttar Pradesh (UP) numbers of very poor dalit households who have not received even a single day of NREGS work in last four years or received it only for a few days that causes continuous migration of the villagers of Surveyed villages of Bundelkhand region of U.P. (Parashuram Rai, 2010). Sony Pellssery, 2008 blamed that local elites enjoy 'informal ownership' of public works programmes, and the rights of the poor are therefore shrouded in micro-politics.

As far as the impact assessment of MGNREGA services on sustainable rural development, which the second most important objective of MGNREGA, is concerned, very few studies have been done. A study made by Action for Food Production (AFPRO) under the leadership of D. K. Manavalan (2010) argued beyond irregularity and

¹The convergence details of resources with MGNREGA's partners can be referenced from "Guidelines for Convergence with NREGS", a report published by department of rural development, MoRD, GOI

employment generation aspects of MGNREGA activities in their nature and completion schedule and their adverse impact on sustainability issues of development. AFPRO arguments about the MGNREGA implementation were made in two lines. "One, the work carried out under the schemes is more as target oriented than the community centric in term of sustainability of benefits in long run. The infrastructures created do not have any linkages with beneficiaries beyond the employment generation during the execution of particular scheme. Alternatively, the groups of beneficiaries could have been formed to explain their responsibility of future repair & maintenance of infrastructure. Two, the delay in implementation of any activity not hinder objective achievement but also affect negatively the environmental concerns²". AFPRO gave two very important recommendations in the study: First, The need of giving priority for selection of smaller structures for soil and water conservation has been highlighted in the recommendations for bringing the change in the policy guidelines. This is mainly to avoid the losses of the land of marginal and small farmers for infrastructure development and also to direct the benefit towards the targeted population. Second, MGNREGA need to look beyond the infrastructure development. It should look into the sustainability aspect by emphasizing on quality of physical work and capacity building of users.

The review reveals the following questions:

- 1. Are the convergence processes coherent to the sustainable rural livelihood objective of employment needs through stringent rule of material labour ratio technology for selected projects and activities; and
- 2. Is convergence process strengthens democratic and inclusive local decision making for the selection of activities

a. Conceptual Frame For Designing Research

Optimisation has always been a bigger concern for technological improvement. The technological improvement however should not be viewed as use of more efficient and labour saving machines; rather by a method which employs right combination of resources available at certain time and place. MGNREGA is such a scheme that is more

² This raises a serious concern, not only because incomplete works do not serve the purpose for which envisaged, but these cases negatively impact through soil erosion as the soil gets exposed and is left loose without proper dressing & compaction.

concern with this kind of technological improvement. Combination of unskilled labour with material and other overheads such as machine or administrative cost is clearly defined that ensure employment guaranty. This statutory provision has been widely criticised by modern technocrats as this process incurs huge cost and many times hinder the completion of work that adversely affect the object set for the achievement of sustainable livelihood. Sustainable livelihood through MGNREGA can be understood by the approach that it does not only cater the current needs of improved livelihood but can also cope up with future possible adverse situations. The effectiveness and objective of convergence of other line department schemes with Mahatma Gandhi NREGA will be reflected in improvement in performance indicator of MGNREGA. Target activities, wage-material ratio, employment generation in MGNREGA activities, impact on general wage income and on migration etc. are some of the key performance indicators.

The line department schemes, identified for convergence with Mahatma Gandhi NREGA, needs to guaranty not only the employment generation; but also to ensure target activities which were visualized for rural sustainable development needs with decreased seasonal migration that caused primary education and access to basic civic amenities adversely affected.

b. HYPOTHESES

Following are the three broad tentative hypotheses of the project:

- 2. Convergence process is complementing employment generation as primary motive of the MGNREGA scheme.
- Convergence is journey, since its inception, focusing on the target activities visualized for sustainable rural development such as NRM and rural infrastructure development.
- 4. Convergence process is strengthening the bottom up decision making process starting from village to district level.

c. METHODOLOGY

The MGNREGA convergence guidelines with three schemes/ministries were studied in view of said three hypotheses were made. The IWMP with Ministry of Land Resources,

Schemes with Ministry of Agriculture and Rubber plantation with Ministry of Commerce and Industry are selected for this.

7 Discussion:

Ministry of rural development and ICAR relealised the need of convergence first time in April 2009. It was resolved to constitute a task force to formulate the guidelines for the convergence with view that the convergence will make the assets created under NREGS productive and durable and will lead to sustainable rural livelihood.

BOX 1: Opening Remarks in the meeting

Ministry of Rural Development and ICAR, 20th April, 2009 in ICAR building,
Pusa,New Delhi.

- 5. It was emphasized that it was important to make technology accessible to the rural poor and it could be possible through convergence.
- 6. NREGA has three fold objectives (i) strong social safety net for the vulnerable groups by providing a fall-back employment source, (ii) wage security and (iii) transformative empowerment process of democracy.
- 7. Task Force were constituted to formulate convergence guidelines. The sustained efforts and in-depth analysis has resulted into joint guidelines on NREGA with ICAR, Ministry of Environment & Forests and Ministry of Water Resources.
- 8. Convergence will make the assets created under NREGS productive and durable and will lead to sustainable rural livelihood. NREGA is central to the concept of convergence.
- 9. The ATMA responsible for all the technology dissemination activities at the district level would have linkage with all the line departments, research organizations, nongovernmental organizations and agencies associated with agricultural development in the district, NGO in coordination with CAPART will have pre and post linkages with the NREGA works.

Source: MGNREGA website

The meeting was historical with the resolution to set up State Resource Group (SRG) and District Resource Group (DRG) along with identification of projects to be taken up.

PARADIGM SHIFT THROUGH MGNREGA

MGNREGA through MGNREGS was visualised as a "demand driven wage employment programme and resource transfer from Centre to States is based on the demand for employment in each State. MGNREGA is bottom-up, people centred, demand-driven, self-selecting and rights-based programme. It provides a legal guarantee for wage employment by providing allowances and compensation both in cases of failure to provide work on demand and delays in payment of wages for work undertaken. Plans and decisions regarding the nature and choice of works to be undertaken, the order in which each worksite selection etc., are all to be made in open assemblies of the Gram Sabha (GS) and ratified by the GP. Social audit is a new feature, which creates accountability of performance, especially towards immediate stakeholders. Thus MGNREGA also marks a break from the relief programmes of the past towards an integrated natural resource management and livelihoods generation perspective." (FAQs on MGNREGA guideline 2013, MoRD GOI and CWEPA)

CONVERGENCE AS COMPLEMENTING STEP TO MGNREGA

According to an UNDP report (Convergence Initiatives in India An Overview, UNDP and MoRD, 2015), "convergence will bring in synergies between different government programmes/schemes in terms of planning, process and implementation. This will also facilitate sustainable development" The task force on convergence with MGNREGA recommended to begin with selected ministries MoA, MoLR, and MoWR and Rain Fed Authority.

MGNREGA-IWMP Convergence:

The Integrated Watershed Development Programme (IWMP) of the Department of Land Rresorces (DoLR), in 2009, was found as most important scheme for convergence as it covers more than 50% NREGA works related to Water and soil conservation. The convergence guidelines between MGNREGA and MoLR suggest detailed parameters for the implementation purpose. The guidelines maintain MGNREGA Material-labour ratio of cost and selection of works. Considering the auxiliary objective of strengthening the natural resource management works apart from primary objective of employment, it

addresses the causes of chronic poverty like drought that encourage sustainability in rural livelihood and development. It identified the activities like soil conservation, afforestation, irrigation, plantation and flood protection that protect the community for evil effects of climate change. Since the NREGA works are planned and funded by large sum of public and untied funds through decentralised planning, the convergence guidelines took sincere concern towards setting planning, funding and execution norms specially selection and execution of works as per the local specific requirements. All convergence works that were DoLR funded needed to follow MGNREGA parameters for labour material ratio as well as decentralised planning. The detailed project report prepared by the Watershed Development Team (WDT)/Programme implementing agency (PIA), after tuning with district perspective plan, needs to be passed by Gram Sabha (GS)/ Gram Panchayat (GP) and there is how become the part of Annual Work Plan (AWP) of the GP.

Guidelines issued in 2014 on convergence issues of MNREGA with IWMP supersede the past guidelines by bringing clarity in IWMP independent projects and projects convergence with MGNREGA to remove double counting in works under watershed. It also focuses on MGNREGA independent works where no IWMP sanction is made that the administrative cost of WDT and DPR preparation would be drawn from MGNREGA non-labour component funds.

MGNREGA Convergence with Ministry of Agriculture (MoA) schemes:

Like IWMP of MoLR, the Ministry of Agriculture has also tries through its MGNREGA convergence guidelines to optimise the synergies between MGNREGA and MoA schemes. Notwithstanding, the focus of MoRD schemes and programmes and MoA is different in the sense that former is primarily concerned with employment generation/guarantee, as well as asset creation in rural areas, both for community benefit and individual livelihood support; and later targets basically the agriculture sector with schemes and programmes which typically benefit individual farmers, there are certain interventions which are for collective benefit to the farming community. The convergence with NREGA in these interventions are found in the National Food Security Mission (NFSM), Rashtriya Krishi Vikas Yojana (RKVY), National Horticulture Mission (NHM),

the Integrated Nutrient Programme, National Watershed Development Programme for Rainfed Areas (NWDPRA), by the ministry. The guidelines conformed the MGNREGA parameters such as the material component of projects including the wages of the skilled and semi-skilled workers taken up under the scheme shall not exceed forty percent of the total project costs; wage payments, job card etc in the in convergence works. For making convergence effective, the District Collector should be the nodal point for conceiving and implementation of all convergence efforts and coordination between hierarchies of MoRD and MoA. MGNREGA Convergence of resources available under MOA programme for public lands and for individual farmers—are planned in such a way that the Labour component of these programmes and material component to the extent available of the approved unit cost can be funded from NREGA and the remaining material component can be funded from MOA programme.

Through a letter in June 2013, MoA has further guides the line its departments to extend its coverage based on the research conducted on environmental benefits of MGNREGA's successful implementation in some states. The new rural livelihood activities identified through this are – NADEP composting, Vermi composting and Liquid bio manures.

MGNREGA Convergence with Ministry of Commerce and Industry for Rubber Plantation:

Rubber Cultivation is the source of livelihood and a measure for drought proofing. In many parts of the country, Rubber cultivation is a means of sustainable livelihood that not only provides employment but also leads to recurring income generation over long term. Rubber Board, as a part of the two schemes that it implements viz Rubber Plantation Development Scheme (RPD) and Rubber Development in North East (RDNE) provides handholding support to cultivators during the initial years of rubber plantation development and builds capacities in rubber cultivators to reap the harvest of the fruits of their hard labour, when the plantation is ready for harvest.

Convergence possibilities in rubber plantation are seen in common objectives of MGNREGA and Schemes of the Ministry of Commerce and Industry which is to source of livelihood, safety nets and sustainable development. It had clearly mentioned the activities to covered for convergence purpose with detailed specifications, designs and

cost norms. The cost norms were stringently determined project unit wise. More specifically, it divides the cost in 40:60 ratio for non-wage and wage components with total sources of funds i.e. MNREGS funds, beneficiary contribution and rubber board funds. As far as the decentralised planning is concerned, Rubber Board identifies the suitable land and the list of beneficiaries and technical feasibility. Based on the above and the area that can be brought under rubber cultivation in a given year, projects with list of beneficiaries from a village/ward or Gram Panchayat, desirous of taking up Rubber Cultivation will be prepared & put up in the Gram Sabha for approval and inclusion in shelf of projects and Annual Plan of the GP.

8 Conclusion:

After the realisation of greater need of convergence of Mahatma Gandhi NREGS with schemes of the line department of various ministries/departments to optimise the synergies in complementing the scattered efforts with same objectives, the efforts started visible soon after the setting of the task force and issuance of guidelines. The activities/works as per schedule -I of MGNREGA were identified by the various convergent partners of MGNREGA. Though, the decentralised planning process has mostly addressed the need of planning and selection norms, might have adopted different modes and nodes with degree of varying inclusiveness of village level planning. Activities/works identified to undertake are as per norms as all convergence guidelines followed schedule-I as reference. The convergence process by different departments were more or less same adopted from the parameters set for cost norms, planning and execution norms and selection of works. Owing to the needs and processes of the cost standards, preparation of the project reports and involvement of executives the variations are observed in the study. For example Ministry of Agriculture in their convergence guidelines reserves the additional material and other non-permissible costs to be incurred by the specific departmental funds if exceeds from MGNREGA cost norms of 60:40 labour material norms. This practice however, is very much precisely addressed by the Rubber board in their project cost norms. The board maintains the cost norms of the total cost of the project.

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