

Chapter-1

Introduction

Idleness of humans is a matter of great concern in comparison to that of other factors of production. Idle material and building would be losing their value to the extent of prevailing rate of inflation in the economy while idle machine would involve depreciation and maintenance costs. But there are wider ramifications of a person remaining idle. An unemployed person continues to consume the existing stock of goods and services without making any contribution to the production of goods and services. The negative effects of a person remaining idle go still farther. As an individual has to satiate the basic needs under all circumstances, the individual is likely to indulge in illegal means on failing to satisfy them through legal means, which create law and order problems for the society.

Every country, irrespective of its state of economic development, faces the problem of unemployment to some degree or the other. But the nature of the problem of unemployment is different in developed and developing countries. Thus while unemployment is usually cyclical¹ and frictional² in the case of developed countries, the problem of unemployment in developing countries is usually associated with lack of manpower planning and inadequate growth rate. In India, problem of unemployment is also associated with overpopulation.

In most of the developing countries like India, manpower planning does not exist and there is no synchronisation between the demand for and supply of manpower in different sectors of the economy. Thus, there exist problem of skill mismatch; several people do not possess the skills in demand in the market place

¹ Associated with the downswing and depression phases of business cycle, cyclical unemployment is to be found in capitalist or market-oriented developed economies. Caused by the lack of coordination among the innumerable decision-makers in the fields of saving and investment, the trade cycle in its downward phase renders many unemployed. For details, refer Agrawal, A.N., *Indian Economy: Problems of Development and Planning (34th edn.)*, New Age International Publishers, New Delhi, 2008, p. 134.

² At a higher level of development, many changes take place in the industrial structure of the developed economies, with the old industries contracting and dying out, and new industries coming up. The products, resources and technologies undergo changes, making the structure of an economy a picture of permanent change. In such a situation workers move from industry to industry, leaving those which are decaying and joining those which are leading the way to further growth and which promise higher wages and rewards. In between the time of leaving and joining, the time for which labour gets no work is a period of unemployment, called frictional unemployment. For details, refer *Ibid*, p. 135.

while the skills that people possess are not in demand thereby creating the problem of unemployment. Developing countries like India also face the problem of slow rate of economic growth. The rate of economic growth during planning period remained considerably lower than the targeted rate and thus jobs could not be created in adequate numbers. The assumption was that growth would automatically solve the unemployment problem, which however, did not happen.³

In India the problem of unemployment is also associated with overpopulation. The growth of population far outnumbered the job opportunities created, which increased the backlog of unemployed. During the planning period, production has increased in all the sectors of economy in response to which the absolute level of employment has also grown. But due to the slow rate of economic growth coupled with high rate of population growth failed to resolve the problem of unemployment in India.

1.1 Employment Generation Programmes

Due to the British policy of plunder and loot, we inherited an extremely backward economy at the dawn of independence. Agriculture, which was the main profession of about 80 per cent of the population, was in a state of utter backwardness. We could not produce sufficient food grains even to feed our entire population. The state of industries was rather pathetic as the British intended that no worthwhile industrialization should take place in this country. Depredation of Indian economy during British period and the scenario thereof at the dawn of independence has been succinctly summarized in the draft document of First Five Year Plan:

Due to the effect of contemporary industrialization in the second half of the Nineteenth century was noticed in our country primarily by importing technically developed belongings from foreign countries which effected unpleasantly the outmoded pattern of the commercial life but it was failed to fulfill the urge of in the growth with combination of new initiatives. The evolution faced criticism not by enlargement of industry and divergence of the economic construction but by the deterioration of country's traditional arts and by increasing the burden of population. This regression controlled with the result of failure in production as per each involvement of every individual in agriculture... As a result the graph of under-

³ Mishra, S.K. and V.K. Puri, *Indian Economy: Its Development Experience (20th edn.)*, Himalaya Publishing House, New Delhi, 2004, p. 182

employment was increased regularly. With these circumstances there could be slight financial or societal growth. In these circumstances Whatever spares might have been accessible in the structure were focused on buying of imports, partially of better-quality accomplished products from foreign and partially of apparatus for the fresh conveyance structure intended mainly in the benefits of foreign commerce. The obligation of encouragement of current business and trade came to be concentrated with the business classes of urban areas and at the ending period of the nineteenth century the only industries with heavy budget which had stabled in the India were textiles. Slight interest was noticed towards the development of agriculture sector or the requirements of countryside areas.⁴

After independence the country entered in the period of scheduled development and the main objective of the succeeding Five Year Plans has been to produce work opportunities so that the problematic area of unemployment has to be solved. Numerous programmes tossed during the plan period to generate work chances are described in section below.

The Rural Manpower Programme (RMP)

This Scheme was coined in second half of 1960-61 in thirty two community expansion blocks. The programme started as an experiment for the consumption of countryside labour. After three years of implementation of the scheme, it was extended to thousand blocks. The target of the scheme was to generate employment opportunities for hundred days at least two and a half million people before ending the Third five year Plan specifically in regions famous for noticeable seasonal unemployment. Due to unavailability of resources, the programme was restricted the results and only twenty per cent of the outcomes were achieved with the disbursement of only one hundred and fifty crore rupees. The programme concluded after eight years of its implementation and in this time period it produced 137 million man-days of employment.⁵

The Crash Scheme for Rural Employment -1971(CSRE)

During the Fourth Five year Plan, the Crash Scheme for Rural Employment (CSRE) was tossed for a period of three years from April 1971 with an annual outlay

⁴ . <http://planningcommission.nic.in/plans/planrel/fiveyr/1st/1planch2.html> visited on 15 July 2014.

⁵ Report of the Working Group on Rural Poverty Alleviation Programmes for the Tenth Five Year Plan, 2002-2007, Planning Commission, Government of India, Dec. 2001, p. 13.

of Rs. 50 crore. The two-fold objectives of the Scheme were to offer employment to minimum 1000 persons in each of 350 districts of the country every year through labour intensive works and creation of durable assets. Although the Scheme achieved its immediate objective of providing employment opportunities and (Real employment generation was 315.9 million man-days against a requirement of 315 million man-days) the benefits both in terms of direct employment and assets creation were found to be too widely scattered. Most of the assets were non-durable in nature.⁶

Pilot Intensive Rural Employment Programme -1972 (PIREP)

The implementation of the Rural Manpower Programme and the Crash Scheme for Rural Employment, led to the realisation that more concerted efforts are needed at least in some selected areas to assess the impact of the scheme in providing full employment that in turn, would give useful lessons for future programmes. Thus along with CSRE, a Pilot Intensive Rural Employment Programme (PIREP) was started in November 1972 in 15 selected community development blocks for a three years period. The basic objectives of PIREP were providing additional employment opportunities for unskilled labour, to create of assets that have a multiplier effect on new job opportunities on a continuing basis. The project completed its full term of three years and generated 18.16 million man-days of employment. The project was reviewed by a committee, which expressed the view that the entire development strategies should be based on labour intensive technologies so that maximum labour absorption takes place through regular development process.⁷

Employment Guarantee Scheme of Maharashtra (1972-73)

Maharashtra government introduced the Employment Guarantee Scheme in 1972-73. The Scheme was first of its kind to give recognition to the 'right to work' enshrined in the Constitution. It embodied a commitment by the State to provide work to a person who come forward to offer labour.

The Scheme was intended to provide employment guarantee only in rural areas. The guarantee was restricted to provision of unskilled manual work and was limited to adults. The participants were to be given no choice of work and were

⁶ <http://lawmin.nic.in/ncrwc/finalreport/v2b1-6.htm> visited on 13 may 2014

⁷Ibid, p. 14

expected to accept work which may be offered to them.⁸ The Programme has ended with the major lessening in the occurrence of unemployment in countryside areas. In the time duration of ten years, average daily unemployment rates were decreased from 7.2 per cent to 3.17 per cent. It was also observed that the scheme helped in reducing rural poverty from 60.4 per cent to 36.7 per cent in these ten years. The Scheme generated positive atmosphere for improvement of wage rates in rural areas.⁹ This Scheme has promoted an enormous number of females too, with approximately sixty per cent of the beneficiaries on Employment Guarantee Programmes sites being women.¹⁰

Training Rural Youth for Self Employment (TRYSEM)

The Scheme was initiated in 1979, having an objective to solve the difficulty of rural youth related with unemployment. The Scheme targeted to arrange training for approx. two lakh countryside youth every year which become helpful for them in generating self-employment. The Scheme benefitted the beneficiaries related to rural family having an income less than Rs. 3500 annually. A minimum of the one-third of the beneficiaries were to be women. The TRYSEM was merged into Swaran Jayanti Gram Swarozgar Yojana in April 1999.¹¹

National Rural Employment Programme -1980 (NREP)

Food for Work Programme was updated and renamed as National Rural Employment Programme from October, 1980. This was implemented as centrally sponsored programme with 50 per cent central assistance. Additional employment for unemployed and under employed was envisaged under this programme. Besides this, the Scheme has an objective to construct community assets which support rural infrastructure.¹² For the Sixth Five Year Plan, overall one thousand six hundred and twenty crore rupees were sanctioned for this scheme. Out of that, nine hundred and

⁸ Datt Ruddar & K.P.M. Sundharam, Indian Economy, S. Chand & Company, New Delhi, 1999, p. 405

⁹ <http://www.planningcommission.nic.in/plans/planrel/fiveyr/8th/vol2/8v2ch2.htm> visited on 16 may 2014.

¹⁰ *Eighth Five Year Plan*, 1992-1997, Planning Commission, Government of India, Vol. II, New Delhi, p.32.

¹¹ Singh B. N.P, *op. cit.*, p.353.

¹² *Sixth Five Year Plan*, Mid-Term Appraisal, 1983, Planning Commission, Government of India, New Delhi, p.57.

eighty crores were allotted to central sector and the rest in the states sector.¹³ On April 1, 1989, it was merged into Jawahar Rozgar Yojana.

Rural landless Employment Guarantee Programme (RLEGP)

It was started on August 1, 1983. The emphasis of the scheme was on growing employment chances for the rural landless.¹⁴ The programme pointed at providing promise of work to at least one member of the household for about 100 days annually. Though the programme was fully financed by central government, but its execution was assigned to the state governments.¹⁵

Jawahar Rozgar Yojana (JRY)

It was the time of February 1989; the administration publicized a new wage employment scheme Jawahar Rozgar Yojana. The Scheme was concentrated with employment creation in one hundred and twenty 120 retrograde districts of the country. However, soon it was felt that there was no requirement of the separate NREP, RLEGP and Jawahar Rozgar Yojana. All the before mentioned programmes had the same objective and similar thrust. Therefore, the earlier discussed two programmes were culminated into Jawahar Rozgar Yojana w.e.f. April 1, 1989.

Swarana Jayanti Shahari Rozgar Yojana (SJSRY)

In December 1997, the Urban Self Employment Programme and the Urban Wage Employment Programme, which are the two special mechanisms of the Swarana Jayanti Shahari Rozgar Yojana, replaced for various programmes functioned previous for urban poverty alleviation.¹⁶ Funding of the Scheme afforded by Centre and State governments with the ratio of 75:25.¹⁷

Swaran Jayanti Gram Swarozgar Yojna (SGSY)

Swaran Jayanti Gram Swarozgar Yojana, launched in April 1999 after restructuring the Integrated Rural Development Programme and similar schemes. The

¹³ <http://www.planningcommission.nic.in/plans/planrel/fiveyr/7th/vol2/7v2ch5.html> visited on 16 may 2014.

¹⁴ <http://www.scribd.com/doc/32783892/Unemployment-Project> visited on 17 may 2014.

¹⁵ *Eighth Five Year Plan, 1992-1997*, Planning Commission, Government of India, Vol. II, New Delhi, p.30.

¹⁶ http://www.mahendras.org/downloads/SOCIAL_SCHEMES.pdf visited on 12 may 2014.

¹⁷ Mishra. S.K, & V.K. Puri, *op.cit.*, p.175

SGSY was introduced for helping the poor in rural areas belonged to above poverty-line organizing them into Self Help Groups through a mix of Bank credit and subsidy provide by the government.

Sampoorna Grameen Rozgar Yojana (SGRY)

This Yojana was started on September 25, 2001 aims to offer spare wage employment in all the rural areas, has a cash and food grains factor for the improvement in nutritional levels and the Centre bears 75 per cent and 100 per cent of the two costs respectively with the balance borne by the states and UT's. The scheme is applicable for those who are in desire of unskilled manual work nearby the village.

National Food for Work Programme (NFFWP)

The Programme was tossed on November 14, 2004 and the programme was expanded in 150 most backward districts to intensify the generation of additional wage employment. The scheme was sponsored completely by the centre government and food grains provided to the states were free of cost. The responsibility of the States lie with the transportation charges and taxes charged on food grains. The highlighting of the programme is on water conservation, drought proofing, land development, flood control and rural connectivity in terms of all-weather roads¹⁸. For 2004-05, Rs. 2020 crores were allocated and 20 lakh tons of food grains generated 7.85 crore person days of employment under the scheme.

1.2 Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA): An Introduction

The government since independence has made several efforts both in terms of starting new and innovative schemes as also providing funds to generate employment in the rural areas during successive Five Year Plans. Each of the Schemes, as discussed above has contributed towards generating additional opportunities. However, despite that the problem of unemployment could not tackled and rather it is becoming graver. As per Planning Commission estimates, in 2004-05 on Current Daily Status basis¹⁹ the rate of unemployment in India has been 8.28 per cent for both

¹⁸ <http://www.iosrjournals.org/iosr-jbm/papers/Vol11-issue4/C01141823.pdf> visited on 16 may 2014.

¹⁹ In India, a person is classified as belonging to labour force, workforce and unemployment on the basis of following four-fold categorization: (i) Usual Principal Status, (ii) Usual Principal and

urban and rural areas. Also there have been 347.38 lakh unemployed in India in 2004-05 and of them 250.97 lakh have been in rural areas.²⁰ Besides, there also exists the problem of disguised unemployment in the vast agricultural sector.

This highlighted the need of more concerted efforts towards solving the problem of unemployment in India and the need to devise some right-based employment programme was realised. This climaxed into the enactment of Mahatma Gandhi National Rural Employment Programme in 2005.

The Act passed by the legislature in 2005, handover the responsibility to the State for solving the problems of unemployment and poverty with taking help of both financial and legal sources. The enactment of the act is first instance when any nation had passed a regulation which provide guarantee for livelihood security for rural people. The basis of such law was based on the prerequisite to offer a social safety to rural households by generating durable assets with the help of natural sources. India has an economy where agriculture is the only source of income for approximately 60 per cent of the population, a major part of the rural population is helpless to face all the notions of monsoon as an awesome part of the uncultivated harvested area in rainy season. These households run the risk of sinking from transient to chronic poverty, in case of any exigency, especially during slack agricultural seasons or years²¹. Income transfers to poor families during their critical times become necessary.

The Employment Guarantee Bill 2004, which was a part of Common Minimum Programme was introduced in Parliament by United Progressive Alliance (UPA) government in December 2004. After having an intense debate on its desirability and feasibility, it was passed on 23 August 2005 and was launched on February 2, 2006 in two hundred most backward districts and was to be extended to all over the country within five year in the phased manner.

The centre government funded many programmes by utilizing the labor by creating durable assets and providing social safety for the rural households. The

Subsidiary Status, (iii) Current Weekly Status, and (iv) Current Daily Status. In the case of Current Daily Status (CDS), rates for intensity of work are computed on the basis of the information on employment and unemployment recorded for the 14 half days of the reference week. The employment status during the seven days is recorded in terms of half or full intensities. An hour or more but less than four hours is taken as half intensity and four hours or more is taken as full intensity.

The decision rule by which is quite crucial.

²⁰ Approach Paper Eleventh Five Year Plan 2007-12, Vol. I, Planning Commission, Government of India, New Delhi, 2008

²¹ <http://www.mediaforrights.org/custom/docs/reports/en/NREGA%20REPORT.pdf> visited on 13 june 2014.

importance of the Act lies with the reality that it develops a right-based outline for employment generation programmes and makes the authorities officially answerable for the creation of employment to those who need it at the statutory minimum wages of Rs. 60 daily.

The aim of the Act stayed with the improvement of the acquiring capacity of the unskilled or semi-skilled rural people whether they belonged to below the poverty line²² or not. About 33 per cent of the stipulated work is reserved for women beneficiaries. It Scheme was primarily called NREGA but on October 2, 2009 it was retitled as Mahatma Gandhi National Rural Employment Guarantee Act.

1.3 NREGA in Haryana

The act was come into force on February 2, 2006 and implemented in a phased manner. In first phase, it was introduced in 200 most backward districts of the country. Only two districts of Haryana i.e. Sirsa and Mahendergarh were included in first phase. It was implemented in an additional 130 districts of India in second phase during the year 2007-08. Ambala and Mewat districts of Haryana were included in 130 districts of second phase. As per the initial target, MNREGA was to be expanded all over the country in five years. The scheme was extended to the remaining 285 rural districts of India from April 1, 2008 in third phase, according to the demand of work and to provide safety net to the whole country. The rest seventeen districts of Haryana were included in third phase implementation.

1.4 Main Provisions of the Act

It is the responsibility of the Act State government that it has to provide the work within fifteen days to every beneficiary who applied for unskilled manual work with the condition that the work site must be situated in the radius of 5kms of the village. If the panchayat functionaries show its failure in providing work within the fixed period the state government has to provide an unemployment allowance. Beneficiaries are facilitated to a statutory minimum wage for their work, after seven days of the completion of work. The wage rate is same for men and women. This act is concentrated with the focus on unskilled manual work having the principle of self-selection. The measures of transparency and accountability are emphasised at all levels

²² <http://www.indianjournals.com/ijor.aspx?target=ijor:ijrss&volume=2&issue=4&article=003> visited on 13 june 2014.

e.g. the Wages are transferred directly by bank or post office, there is a provision of social audit in every six months and all scheme related documents are available in gram panchayat office for public inquiry. The Act has to work with the combination of one another law which is the Right to Information Act, 2005. The role of contractors is prohibition because their involvement was mostly responsible for creating corruption in different prior implemented schemes. Since the work is directly provided to the job seekers by district authorities or panchayat functionaries which is easy to make them accountable towards their responsibility.

The responsibility lies with the district officers to create register number for any household who is willing to do work and issue them Job card and the job card is to be kept on by the household. Campaigns have been organized and social mobilization efforts have been made to give information to the people of their rights and authorities under the Act. To generate awareness about the scheme among the officials and panchayat functionaries many exercise programmes have been organized by the government all over the country. As per directions of the Act, wages should be paid through local banks and post offices, wherever possible. All the activities of the scheme have been computerized. Regular social audit is one of the distinguish feature of the Act which includes the social audit of the daily attendance registers with the social audit of approved works which confirm the lack of irregularities in measurement of work done, materials exactly calculated and payments made on real estimates.

The MGNREGA not only details out of the functions of officials at different levels but also develops the watching and assessment criteria, the method for ensuring clarity and accountability. For example, it is compulsory for the panchayats and the administration to provide copies of attendance registers “for going-over by anyone who express his interest after payment of prescribed fee under the scheme.” All the receipts, vouchers, M.B, Proofs of approved orders and other associated books of account of the scheme must be obtainable for unrestricted perusal and anyone who is interested get a copy or important extracts of documents²³.

1.5 Challenges before the MGNREGS

Before the effective implementation of MNREGS, there were two major challenges. First challenge in implementation of the Scheme was to arrange the

²³http://www.researchgate.net/publication/46476591_Transparency_and_Accountability_in_Employment_Programmes_The_case_of_NREGA_in_Andhra_Pradesh visited on July 19, 2014.

financial requirements to fulfill the conditions mentioned in the law. The other aspect of problem lies with the problem of middlemen. The issue concerned with implementation mechanism of this program because the local involvement in its execution helpful in offering opportunities for mediators to chifon out the money depriving the deserved ones²⁴. Critics express that it would be problematic to confirm the implementation of this guarantee in a huge country without negotiating the rules of transparency and accountability²⁵. Still the problem is alarming after completion of nine years of execution of the Scheme in throughout the country.

Now that the Act has been enacted and a administrative choice has been made, the obligation of financial requirements related with state government. But one more challenge which is essential to be extremely noticed by all quarters. Corruption is a serious difficulty which is responsible in damaging all the principles of this noteworthy and tough won pleasure for country's rural poopulation. The reason of discussion not only concerned to give response to the the critics, but also concerned with providing the welfares of this legislation spread those it was supposed to. It is impossible that the Act achieve its objectives without the dynamic contribution of people in its execution²⁶. And in this reference, transparency and social accountability has an essential role to play as a tool in the hands of the beneficiaries to reduce loopholes, claim entitlements and try to take benefit of the Scheme as a meaningful measure.

1.6 Meaning of Transparency

Transparency is operating in such a way that it is easy for others to see what actions are performed. The important aspect for moving towards the good governance is the instrument of transparency. Secrecy and lack of openness is responsible for corruption. In present era, there is a need and demand for introducing greater transparency in government departments and public bodies and to ensure an easy access to information and performance of the government²⁷. Transparency means that all the decisions and their enforcement are done according to the instructions and

²⁴ <http://www.caluniv.ac.in/global-mdia-journal/WINTER%202010%20ARTICLES/Article%207.pdf> visited on july 10, 2014.

²⁵ <http://www.caluniv.ac.in/global-mdia-journal/WINTER%202010%20ARTICLES/Article%207.pdf> visited on july 15,2014.

²⁶ . <http://www.caluniv.ac.in/global-mdia-journal/WINTER%202010%20ARTICLES/Article%207.pdf> visited on july 15,2014.

²⁷. Beghal C.L; Yogender Kumar "Action plan for an Effective and Responsible Government" in "Good Governance concept and approaches" Kanishka Publisher, New Delhi, 2006.

regulations²⁸. It ensures the availability of information freely and directly assessable to the persons who will be affected by the information. It also means to provide enough information in easy understandable forms and media²⁹. There is no doubt that transparency and openness are major principles of good governance and it is increasingly realized that more the effort of secrecy, the greater the chance of abuse of authority by public functionaries. So, to ensure transparency there are some drivers which are helpful to shape the development of transparency. Firstly, the government's necessity to inform the public of laws and the public's right to be informed. Additional is the demand for evidence to hold governments accountable. The next one is, the assessment of public participation in decision making, depends on information being available and the last is confirming that the public is informed about how to assess government services³⁰.

According to the rules, each official has to realize to perform his duty by taking into consideration of their responsibility to act visibly, positively and reasonably to encourage participation and accountability. Simply making information available is not sufficient to achieve transparency. Huge amounts of information in the public perusal develop opacity rather than transparency.

1.7 Meaning of Accountability

Accountability is being defined as the state of being accountable, liable or answerable. To be accountable means to be obliged to report, explain or justify something. The concept of accountability is younger than organized government. It has different meaning in all era or periods. In some contexts the definition of accountability depends upon the nature of the state itself. In the modern state of accountability are having two major meanings. It involves the idea that those who use the power whether as governments, as elected representatives or as appointed officials, are in a sense stewards and must be able to show that they have applied their authorities and discharged their responsibilities properly.³¹

²⁸<http://www.halfmantr.com/learn/ethics/224-information-sharing-and-transparency-in-government.html> visited on July 15, 2014

²⁹Unescap, "What is Good Governanc?" http://www.unescap.org/pdd/prs/project_activites/ongoing/gg/governance.asp. Visited On July 15, 2014.

³⁰. Darbshire Helen, "Proactive Tranparency: The Future of the Right to Information?"

³¹. <http://iosrjournals.org/iosr-jhss/papers/Vol2-issue1/B0210812.pdf> visited on 15 August 2014.

Accountability is one of the corner stone of good governance. The persons who elect the government expect many things from it. Accountability is one of them. It exists when there is a connection where an individual or body and the presentation of tasks by that individual or body are subject to another's oversight, request or direction that they provide defense for their actions. Accountability is the acknowledgement and assumption of responsibility for actions, products, decisions and policies including the administration and governance³².

Accountability is responsibility to some outside or higher level of authority by a person or a group of persons in an organization. Accountability is reinforced by punitive action. It also means one can face disapproval or blame. In other words, accountability may be defined as to be answerable to one's senior when one presents a report of the decisions and the quantity and quality of action in the course of carrying out responsibility. In simplest manner it means answerability for the discharge of duties and conduct. It requires satisfactory reasons for one's conduct and an acknowledgement of responsibility for one's actions.

According to Jabbara and Diavedi, "Accountability is not only the foundation of any governing process but it also a check on power and authority exercised by both politicians and administrators".³³ Accountability refers both a mechanism and a process, by which a political leadership of a country discharges its routine duties through ministers and public officials who are required to account for their actions/inactions. In some senses accountability is taking synonymous with responsibility but there is great difference in accountability and responsibility. Responsibility is the collective liability of the people of a state for acts. Responsibility has some internal and personal sense of moral obligation. Simon et al defines responsibility as responsiveness of administrative decisions and accountability as the enforcement of this. Accountability is reinforced by punitive action while responsibility is enforced by morality but accountability and responsibility are akin and have a same sense of accountable and answerable for their actions.

In the shorter and smaller sense we can say that accountability is a socio-political process which needs dedication, loyalty and high professional and moral

³². <http://on.wikipedia.org/wiki/accountability> visited on 18 june 2014.

³³. Younis Talib A and Mostafa Iqbal M.D, "Accountability in Public Management and Administration in Banglades" Ashage Pube. Ltd., Vermont U.S.A 2000. P.8.

standards. It is concerned with the concept of loyalty, responsibility, answerability, power and openness. It also involves interrelated internal control and performance evaluation attributes. It is a degree to which governments have to explain or justify what they have done or failed to do. The notion of accountability comprises two different stages first one is answerability and another is enforcement. Answerability deals with the responsibility of the government officials to deliver information related with government decisions. It is the part of accountability of implementing agency to highlight the antisocial party.³⁴

Accountability is the arrangements which are made for securing conformity between the values of a delegating body and the person or the persons to whom powers and responsibilities are delegated.³⁵

According to Ghartey, “Accountability is a neutral device and can be better understood in terms of its primary purpose. It determines best position of an individual or organization in explaining how and why a specific outcome has occurred”. Accountability includes a number of interrelated internal controls and evaluation attributes which help to determine the goals and objectives of an organization. It is clear after all these that effective accountability refers some basic elements i.e. public interest, the formulation and implementation of public policy, the role of administrators, political leadership and the exercise of power and authority.

1.8 Review of Literature

The review of related literature is a preparation for the investigator with adequate information related with the research topic in general and especially with the problem. It provides update knowledge for the investigator in the particular area. Walter R..Brog expressed that the foundation of any work is depend on the review of literature of that field. Any failure in the formation of this base of knowledge with the help of the review of literature, our work is expected to be narrow and native. It is necessary to know the earlier facts of the subject which is helpful in maintaining a rapport between the prior and new knowledge. It is significant for comparative evaluation and interpretation of result capitalizing on the successes and errors of

³⁴. [http://sitesources.worldbank.org/publicsector and Governance/resource/ Accountability](http://sitesources.worldbank.org/publicsector%20and%20Governance/resource/Accountability)

³⁵. Maheshwari ShriRam (2002), “Dictionaly of Public Administration”, Orient Longma Pvt. Ltd., New Delhi.

others in certainly a more intelligent approach to a problem. No researcher can think of understanding a study without knowing the contribution of previous works.

In the present section, therefore, review of the studies conducted prior to the present one has been taken.

Jacob and Varghese (2006) attempted to find out if there was any correlation between efficient implementation of MNREGA and social indicators like literacy; efficient local governance through their article, “Reasonable Beginning in Palakkad, Kerla”. The survey was conducted in October 2006 in Palakkad district where the literacy rate was 85 per cent. The people were highly aware about the programme and the local government plays crucial role in informing the masses about the programme and its provisions. The important features observed from the survey that more than 60 per cent were the women applicant in all panchayats and constitute 90 per cent of the total workforce employed under MNREGS. The wages were also paid through bank account. Thus, the existing socio-economic conditions in the districts have a great influence on the successful implementation of the scheme in Kerala³⁶.

Mathur (2007) explains irregularities in implementation of MNREGS in his article, “Employment Guarantee: Progress so far.” He stated that when social audit started in Andhra Pradesh, in certain villages, some people stated that they had not received payment for the work done. When contrasts were made, the payments as per the pass-book with the payments as per the job card, it was observed that the job card did not contain the internal pages that record of work done by each person; The job card itself was incomplete. Earlier several officials, Technical Assistants and mates self-confessed irregularities and about Rs. 50,000/- were returned.³⁷

Vaniak and Sidhartha (2007) have evaluated the mode of payment in Orissa in their article, “Bank payment: Ends of corruption in NREGA”. The payment of wage through bank account for work carried out under MNREGS was suggested as a way to avoid embezzlement of funds. The survey was carried out in Oct. 2007, covered four randomly selected gram panchayats of three blocks in Mayurbhanj district in Orissa. The investigators found the evidence of contractors raj was evolved in some areas. It was worse that the job cards did not have the column for wage paid

³⁶ Jacob, Arun and Richard Varghese, “Reasonable Beginning in Palakkad, Kerla”, *Economic & Politically Weekly*, December 2, 2006, Vol. XLI, No. 53, pp. 4343-4345.

³⁷ Mathur, L., “Employment Guarantee: Progress so far”, *Economic and political weekly*, Vol. 42 (52), 2007, PP. 17-20.

and muster rolls were also not maintained at the worksite. Many laborers were happy by the wage payment through bank account because it ensured them that they were receiving the right amount. There were some problems regarding the mode of bank payment. In Anla village, the laborers claimed that the bank was distant away from their living place and it was very inconvenient for them to use it. The labourers were not familiar with the bank procedure. Furthermore the money reached to account of labourers after 3-4 months of completion of work.

The villagers have to borrow money from the financier to sustain their life. Andhra Pradesh directed the system of wage payment through bank in Orissa where it was working efficiently. For the better implementation some qualitative improvements were needed such as advanced payment of the labourers and trained them about the bank procedure.³⁸

Dreze Jean and Khera Retika (2008) revealed some alarming facts in their article “From Account to Accountability” regarding the bank payment by social audit conducted on 12-16 Oct., 2008 in five gram panchayats of Kron block in Deoghar districts in Jharkhand. The funds were siphoned off through the bank account of MNREGS workers in collusion with the bank staff. The contractors took the charge of work sanctioned under the scheme and they opened bank accounts in the name of labourers without their knowledge with the help from staff of the bank. Whenever the money was transferred into bank account, the contractors, bank staff and panchayat seized the money after payment to the labourers who had completed work. Bank payment had also led to an alarming neglect of other transparency safeguards such as muster rolls were no longer conducted at the work site. Thus to end the corruption transition of bank account requires great attention of government and strict enforcement of all rules.³⁹

Narayana (2008) directed a survey on the sideline of social audit concerning women participation and crèche facilities in Viluppuram district in July 2007 under MNREGS. The survey covered 15 worksites of 11 villages in two blocks of Viluppuram district (Tirukovilor and Tiruvannainellur). Total 104 women workers

³⁸ . Siddhartha and vanik,” Bank Payment: Ends of Corruption in NREGA”.

³⁹ . Dreze Jean and Khera Retika,”From Account to Accountability”, The Hindu, Dec.6, 2008.

having at least one child below the age of six years were interviewed. The survey found that 41 per cent women was getting income from MNREGS and most of them belonged to SC and ST in the district. In Vengur village, the scheme resolved the problem of water scarcity, which was available from the pond constructed under the scheme. Thiathanur village residents were dependent on the kindness of the Zamindar but MNREGA gave them a sense of independent and security by providing them work. For some respondents the scheme was a lifeline. MNREGS was the only option where there was no agricultural works. The problem faced by women was of childcare. There was no arrangement of crèche at the worksites and the applicants were not aware of the provision of this facility under scheme. ⁴⁰

Sudha Venu Menon (2008) in explained the role of RTI act on NREGA with its reactions on Rajasthan” tries to explain the role of RTI in MNREGA. In the first section of the article enlightens the role of RTI in the development of transparency and answerability in implementation of MNREGA, role of civil society in increasing mass involvement and in the processes to be followed in using RTI. Second section deals with the discussion about the revolutionary role of Aruna Roy and MKSS in Rajasthan for making RTI and NREGA a reality. The experiment of the Act was fruitful in Rajasthan in comparison to other states because of the awareness generation programmes, energetic participation of PRIs, regular checking of muster Roll and regular social audit etc. The paper highlights the achievements of MNREGA in Rajasthan like reducing migration to urban areas, Natural Resource Management include water conservation, drought proofing, micro irrigation works, rural connectivity, provision of irrigation facilities to land kept by SC/ST, renewal of water bodies. Closing section recommends the requirement for linking RTI with NREGA and active participation of civil society organizations to check corruption and mis-management. ⁴¹

Anupam Hazra (2009) in the article “Transforming Rural India” examines MNREGS as the right based social protection initiatives in the world. He considers it as a unique act by pointing out its main provisions. He describes some potentialities and possibilities of the act. It strengthens the democratic decentralization processes at

⁴⁰ Narayana, Sudha, “ Employment Guarantee: Women’s Work and Child Care”, *Economic & Political Weekly*, 2008, Vol. XLIII, No. 9, p. 10.

⁴¹ Sudha Venu Menon, “Right to Information Act and NREGA: Reactions on Rajasthan” MPRA Paper No. 7351, posted 27, February 2008, pp.1-13.

the grass root level by involving gram sabha in planning and decision- making process which enhances transparency and accountability. It will prevent migration for cearting employment opportunities. Migration of rural population is one of the important causes for the spread of Aids but the scheme has potential to address other main sociological issues such as the spread of Aids. As act ensures 33% participation of women it will helpful to improve the health status and improve their productivity at work. Improved economic condition will encourage parents to send their children to school and helpful in improvement of rural educational status. He expected that the act will enhance livelihood security by developing economic and social infrastructure in rural areas.⁴²

Aiyar Yamini and Samji Salimah (2009) documents the Andhra Pradesh experience and analyses the strength of social audit process in their article, “Transparency and Accountability in NREGA: A Case Study of Andhra Pradesh”. It was an empirical study pointed at calculating the effectiveness of social audits as an accountability mechanism. The study reveals the focusing the on the usefulness of the social audit on labourers across three parameters: level of awareness of NREGS, the implementation process and grievance redressal. The researcher surveyed 840 laborers across three districts (Cuddaph, Khamam, Medak) of Andhra Pradesh inquiring the same set of questions to the same laborers three times over a seven month period: In first round, before the social audit to create a baseline, second round , one month after the social audit to regulate direct effect of exposer to a social audit and third round, six month later to assess the effects change over time. In addition a set of surveys were directed to 180 laborers one week after the social audit to gauge labor perception on the social audit process. The researcher observed significant jump in awareness level about NREGA which was only 39 per cent in the first round and rose to 98 per cent in the third round. The study elaborate that the job card entries increased from 39 per cent to 99 per cent and knowledge of laborers about wage payment slips was also increased from 62 per cent to 96 per cent. Improvements were also noticed in providing worksite facilities. A large number of laborers were now aware that the payment had to be completed within 15 days of work completion. 82 per cent respondents of the study replied in affirmative in response of the social audit

⁴². Anupam Hazra, “Transforming Rural India”,Kuruksheetra, November 2009, P-7-10.

is an effective mechanism to resolve grievances. The study also found that 43 per cent respondents accepted people's perceptions of their ability to influence officials changed consequent to the social audit. Thus the study reveals interesting insights into the effectiveness of regular, sustained social audits in integrating accountability mechanisms into the state apparatus.

Indian Institute of Technology, Madras, Chennai (2009), conducted a study for the evaluation of National Rural Employment Guarantee Act: In Districts: Cuddlore, Dindugal, Kanchipuram, Nagai, Thriuvallarof the State: Tamilnadu. The study expresses the effect of MNREGA in Tamilnadu. Five districts were selected initially and four GPs were selected as a sample.

The study shows many affirmative aspects of the programme which are mainly:-

- Villagers consider the act is promising an advantage for improving rural livelihood.
- Provision of job within the 5 kms radius of the village is very much encouraging to villages.
- The Act employment mostly to the SC and backward caste people.
- NREGS awareness among people improves by the involvement of SHG members which is very important for NREGS planning.
- Registrations can be done throughout the year.
- Most of the beneficiaries perceived that wages were received within a week.⁴³

Institute of Applied Manpower Research, Delhi (2009) conducted a study by using survey method which highlights all India report on evaluation of NREGA. The survey is based on evaluation of the scheme by taking twenty districts from all the regions of the country and 300 beneficiaries were selected from each district. This study exposes that in many districts, photograph were not affixed on job cards and some of the beneficiaries paid money for getting it. Job card were not spacious for all the entries. Many household did not get the work within the stipulated period of 15 days after demand for work neither they were paid any unemployment allowance for that. On the value of maximum number of days of works, only small portions of

⁴³. Indian Institute of Technology, "Evaluation of National Rural Employment Guarantee Act: In Districts: Cuddlore, Dindugal, Kanchipuram, Nagai, Thriuvallar, State : Tamilnadu", Madras, Chennai ,2009.

households provided more than 35 days of work, remaining still lagging behind. The reason behind non-utilization of maximum permissible 100 days of work in that area is late starting of the scheme. At most of the work sites, only shed, drinking water facility was provided. The strength of beneficiaries at the low earning stage are reduced to about fifty per cent due to income generation through this scheme. The counting of families who are spending more on eatables and non-food items has increased.

Pradeep Thakur (2009) examined and pointed out the CAG report. He finds out the drawbacks in the implementation of MNREGA in 26 states and 558 village panchayats. According to the CAG report he examined that even 70 per cent of the villages had no proper record of beneficiaries. In many cases jobs were allocated on verbal basis and the unique identity numbers were not allotted to many beneficiaries. No door-to-door survey was conducted to identify the persons. The congress manifesto claims to generate employment to 'many lakh' beneficiaries under MNREGA but the other side of the coin is different from the other one.⁴⁴

Raghuvansh Prasad (2009) said it had to be recognized by the world that the Scheme can be made a success. Seven months after the MNREGA, it is recognized that half-hearted execution is not helpful in changing the face of countryside India. Though already there have been several benefits for the most marginalized, he admitted that the programme suffered from the same malaise as the National Food for work programme. He highlighted that the gap in implementation stifling MNREGS success is because of overburdened administrative machinery at panchayat level. Most states have not set up separate machinery to oversee implementation. He informed the council that he will be writing to the planning commission to increase administrative expense from 2 percent to 6 percent for the programme.⁴⁵

Sharma (2009) considers MNREGS as an important strategy in the present economic crisis. He shows light on potential and challenges of MNREGS. He examines that MNREGS has potential to transform rural economic. It treats employment as a right. He pointed out some challenges before MNREGS. According to MNREGS website as in March 2009, 99 million households were under the Scheme but only 14 million households working under the Scheme while the

⁴⁴. Thakur Pradeep, "Gaps in NREGA functioning- India", *The Times of India*, 26 March, 2009.

⁴⁵ Prasad Raghuvansh, "NREGA-A Need to Look Beyond the Success", *Kurukshetra*, October, 2009, Vol. LVII, No. 12, pp. 60-61.

households who were have completed 100 days employment is about 4 million. He mentioned that MNREGS has achieved moderate success in two largest states of India-Uttar Pradesh and Bihar. He said that allocation to MNREGS in budget 2009-2010, is the largest allocation to the poverty reduction programme since independence.

Siwach Raj Kumar & Kumar Sunil (2009) explains the impact of Social audit in their article, “Implementing NREGS in Haryana: A study of Social Audit”. They selected five villages of Sirsa district of Haryana for examining the impact of social Audit. Primary data is collected through discussion, informal interviews and observation while secondary data is obtained from block development and panchayat office, Sirsa, The major conclusion of the study were that no regular meeting of social audit took place in the selected villages. The amount released was mainly spent on community works by the selected villages. It is understood that the success of social audit depends upon level of awareness and number of participants in the meeting. But it was witnessed that all the participants have no sincere interest in these meetings. Even the official have shown uninspiring attitude towards the social audit. It was perceived that the officials perform their responsibility in a casual manner in the absence of any technical skills attached with poor motivational spirit. The members of Gram panchayat were hesitant to carry out social audit. Thus, the experience shown wide gap between aims of the act and cultural milieu of the villages in Haryana.⁴⁶

Tomar M.S. and Yadav B.S. (2009) pointed out various movements in the working of MGNREA in their article “Need to Sharpen NREGA”. They specified criticism of the Scheme with the help of various reports and surveys directed by different organizations, researchers and institutions. The CAG report, 2007 highlighted the fact that the guidelines of the act have not been followed effectively. Many loopholes are found in working of the Act include lack of manpower, inadequate professional staff, absence of social audit, poor maintenance of records and lack of transparency. K.S.Gopal, the Director of Centre for Environment, alarms has pointed out that all the assets being built are waste and unproductive. Sidharha and Anish Vanaik detected tempering of muster rolls and marking absent as present, overwriting in the number of working days by using whitener. Moreover, the

⁴⁶ . Siwach Raj Kumar & Kumar Sunil, “ Implementing NREGS in Haryana: A Study of Social Audit” Kurukshetra, Vol. April 2009, P-41-44

names of passed on persons were also noticed on the muster rolls. Under the provisions of the Act, payment of unemployment allowance is the responsibility of the state government. The provision is considered as an encouragement to the states to provide employment since the central government accepts 90% of the costs of the employment. However, mostly states were not fulfilling the responsibility of payment of unemployment allowance.⁴⁷

V.Sankari & C.Siva Marugan exposed a positive impact of MNREGP on social & economic security of rural labourers and their families in their article, “Impact in Udanqudi panchayat Union, Tamil Naidu - A case study”. The study based on sixteen villages and primary data were collected from eighty beneficiaries and they were selected through random sampling method to assess the impact of MNREGP as a feature of inclusive growth. The study pointed out that NREGP increase living and economic conditions and maximum number of beneficiaries have savings in the post office. They also pointed out that the act help in reduction of wage difference in various works by generating equal wages to male and female workers.

Chowdhary Jhiliam Roy (2010) elaborates the scope of RTI in the implementation of MNREGS for the development of more accountable and transparent governance in his article. He expresses that the act is helpful in providing empowerment to the people by performing active participation in the implementation of employment guarantee programmes. The Act is performing as an act of the people, by the people and for the people by the provisions of social audit and participation of beneficiaries at implementation level. Roy points out two alarming obstacles in the path of effective implementation of the programme. The first is to develop our nation for the financial assistance which is required for the implementation of the act. Another is to save that money from the selfish ideas middlemen in the form of corruption. Mr. Roy enlightens the role of RTI and transparency provision in exercising check over delivery mechanisms. Proactive disclosure of information is the first stage of the RTI. MGNERGA gives special emphasis on this clause.

Availability of the records related with the scheme for assessment and right to receive attested photocopies of any documents on request is also essential RTI entitlement. Though social audit is a podium for active participation and monitoring during implementation of the scheme but the responsibility of monitoring is closely

⁴⁷. Tomar M.S & Yadav O.S., “Need to Sharpen NREGA” Kurukshetra Vol., Dec., 2009, P.11-13.

related civil society and the agencies who are working as implementing agencies, so the fruits reached to its real deserver.⁴⁸

Awasthy Ramesh (2011) depicts that the implementation of the Act is suffering from red-tapism and bribery. In his case study, “Samarthan’s Campaign to Improve access to the National Rural Employment Guarantee Scheme in India” Samarthan is a civil society organization (CSO) in our country that has been working for watching the implementation of the scheme in M.P and chhattisgarh. Samarthan assisted social audits of MGNREGA execution and it was noticed that the people were not properly doing their duties. In the case study, somarthan divided seven sections. In first section, it explains issues highlighted by the samarthan compaign. It observed that the beneficiaries were not file any request for work even though they have right to demand work. In practice, the payments of wages or unemployment allowance are sometimes delayed by over a month. The beneficiaries found it difficult to receive their wages even after credit of wages in their bank accounts.

The Act had numerous provisions which provide way to reduce treachery and to confirm transparency. After that, implementing agencies discover many ways to cheat the beneficiaries and mold the provisions of the act. In second section, Samarthan policy for pursuing these goals comprised with three elements. Firstly, it expanding awareness and mobilize the people to follow the provision for social audit. Difficult analysis, depth of information and knowledge played an important role in bringing the change in budget processes and allocations. Multi-media sources were played very impressive role in highlighting many complex issues and made stress on implementing agencies to solve the issues immediately.

In third section, Samarthan hold meetings with people who willing to work, training periods for young generation were planned and leaflets were circulated in the villages for increasiing awareness. After that Samarthan started putting pressure on the gram panchayat to respond the demands for the work. Samarthan draw an outline for tracing the movement of funds and pin point the points of interruption which were given by the government officials at the block level. This campaign of Samarthan added for change on a wide range of issues such as it creates awareness among the beneficiaries. Many request for work were applied during the time of campaigning by

⁴⁸. Choudhary Jhilam Roy, “RTI and NREGA – An attempt towards more accountable and transparent governance, global media journal, India edition, Dec.2010, P- 1 to 10.

Samarthan and as a result number of work days has increased. The related claims were filed and payment of arrears was made first time. So, it helped government in to highlight the loopholes in the procedure to managing and budgeting of MGNREGA.⁴⁹

Bisnoi Indira, Verma Sarita and Rai Swati (2012) illustrates the objective of analyzing the performance of MGNREGS in the article “MGNREGA: An Initiative towards poverty alleviation through employment generation.” The study was conducted in Khota Mahawa district of Uttar Pradesh. The main objective of the study was to analyze the socio-demographic information of the respondents with their awareness and assess ability of MGNREGA. They also tried to analyze the process of payment and satisfaction level of respondents with their bank accessibility and problems faced by them in wage collection.

The data was composed by taking the help of prior-tested structured interview schedule and tabulation was analyzed by using frequency, percentage and mean. The study reveals that the beneficiaries got information about MGNREGA from gram panchayat only. The respondents received wage payments on time and about 75 per cent of the respondents were satisfied with the scheme. More than three-fourth of the respondents was collecting their wages from gram rozgar sewak and approx. half of the beneficiaries faced the problem of delay in payment of wages. It can be concluded from the study that there is need to remove hirandances faced by the beneficiaries for the better implementation of the scheme.⁵⁰

Das, Sudhansu Kumar (2012) express his view for ensuring transparency through social audit in his article, “Social audit in NREGA: Ensuring Social Justice and Transparency”. He offered his work at a micro level study covering three GPs of Dasarathpur Block of Jajpur district of Odisha. In his study, he expressed that the common villagers were not aware about the NREGA and in most cases even Gram Pradhans were also not aware about legal right of work for the people under this act. Most of the workers did not possess job cards. Only the known families of panchayat functionaries were issued job cards. Wages were siphoned off by taking the help of

⁴⁹.Awasti Ramesh,” Samarthans’ Campaign to Improve Access to the National Rural Employment Guarantee Scheme in India”, From Analysis to Impact,2011, P.1-13.

⁵⁰Bisnoi Indira, Verma Sarita,Rai Swati,” MGNREGA: An Initiative towards poverty alleviation through employment generation” Indian Research Journal of Extention Education Special Issue, Vol.I, Jan. 2012, P-169-173.

bogus beneficiaries thumb impressions. Transparency was not observed in implementation of this scheme e.g boards related with the work details or sanctioned amounts were not displayed at the worksites. Muster roles were not present at work sites. The information related with job cards and selected projects were not available publically. Social audits were not done by the gram panchayats, The need is therefore to make people more aware and informative.⁵¹

Singh Harsimran (2012) examined the issues and drawback in implementation of MGNREGS in his article, “Mahatma Gandhi National Rural Employment Guarantee Act: Issues and Challenges”. He elaborates that days of providing guaranteed employment has come back with the introduction of Maharashtra Employment Guarantee Act 1977. In this chain MGNREGA also has been established as a favorable work programme to tackle the issue of a right based method of development and provide income safety to the rural families through guaranteed employment scheme. After going through the major objectives he expressed that MGNREGA is not just a welfare initiative. He considered it as a development effort which can change the position of Indian economy. Singh discussed three distinctive targets of the Act: protective, preventive and promotive; it provide protection to the beneficiaries by giving them employment on their demand, prevents from the risk which develop due to their investment in the field of agriculture and brings cheerfulness in rural economy through increased consumption demand. Rural women also get benefit from the scheme in certain manner e.g. schedule II(6) one-third of the work provide to women workers, as per Schedule II(34) same wage rate should be applied for male and female and Schedule II(28) crèches facility should be provided for the kids of female beneficiaries.

Though the scheme is playing very significant role in empowering socio-economically backward people but it is not free from limitations. Singh elaborates some loopholes in its implementation. There exist several cases of fake muster roll entries, over- writing in muster-rolls, false names and irregularities in job cards. It is also observed that deceased people have been also named in the muster rolls as beneficiaries. Delay in payment and incorrect payments are common problems under the scheme. Several complications in design of job cards that codes used for the

⁵¹ . Das, Sudhansu Kumar, “Social audit in NREGA: Ensuring Social Justice and Transparency”, Asian Journal of Multi-dimensional Research, Vol.1, issue-5, Oct, 2012, P.76-89.

names of beneficiaries and worksites which create hazard during the verification of wage payment of the workers and their duration of working days. Wastage of resource due to incomplete MGNREGS works in projected time also observed. It is no doubt that the scheme has raised daily wages rate to reduce migration in rural India but on the other hand it has donated to rising farm input costs which are responsible to create difficulties to get labour and comes to an end with increasing wage rate. Besides these loopholes some general susceptibility exists like shortage of staff, lack of grievance redressal and defective attention procedure. Thus, the researcher suggests the need of constant civil society engagement with the process of implementation to reduce the loopholes in implementation.⁵²

Mohanty Soumya (2012) depicts the implementation process of the Act and its impression on tribal livelihoods in the case study of Sundergarh District of Orissa. By using random sampling method and open and close ended questionnaires, she gathered information from all the stake holders and found that the awareness level was not encouraging. Inducement was received from panchayat functionaries and implementing authorities for providing additional job cards to a single house hold. There was absence of wage column which required for entering the payment of wages. The MGNREGA guiding principle permit same wages for similar work but the facts were totally different. As per the responses of the other beneficiaries widow and aged females were getting fewer wages as compare to male beneficiaries. It was witnessed only drinking water was available at the worksites. The operational guidelines explained there is a provision of social Audit forums to be organised by gram Sabha on MGNREGA works on the basis of six months but in this village social audit was never held. The GP failed to provide 100 days of employment to job seekers.⁵³

Chatterjee Shankar (2013) reveals in his article, “A Unique case of MGNREGS worker from Rajasthan” that MGNREGS has generated an optimistic view for MGNREGA workers and the beneficiaries of 90 years required work and

⁵² **Singh Harsimran (2012)**, “Mahatma Gandhi National Rural Employment Guarantee Act: Issues and Challenges”, International Journal of Research in Commerce, Economics & Management, Vol.2, Issue. 1(January), 2012,136-140.

⁵³ Mohanty Soumya ,“Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) and Tribal livelihoods: A case study in Sundergarh District of Orissa”, (2012)

many other villagers were above 60 years. A different case of MGNREGS beneficiary with the combination of other beneficiaries hailed from Sri Ganganagar district of Rajasthan is explained in this section. Six beneficiaries were independently contacted to express their views towards their thinking about MGNREGS work. During interaction with Sri Singh around age of 90 years, he was very much satisfied to work during the whole the year as a beneficiary of the scheme as it was better working in private land. He explained the main advantage to work under the scheme was that without any stress and corruption within fifteen days their wage deposited in OBC bank. The other beneficiaries who were personally interviewed also expressed that MGNREGS was the main source of income for them. So, it was clear from the article that it is a suggestion to the government of India that the scheme must be extended up to minimum 240 days in the districts like Sri Ganganagar where the source of survival only depend on employment generation programmes.⁵⁴

Nayak Samita (2013) elaborates the effect of the Act on the position of tribal women of Rajgangpur block in the article and it was an attempt to examine that how far the programme has addressed in reducing the poverty and immigration in the sample area. The survey method was applied by taking help of both experimental and analytical research. Both primary and secondary sources were used for data collection. To make an objective evaluation in the field focused group discussion and participatory observation method was adopted. The conclusions of the study revealed that the tribal women showed slight participation in the programme as compared to men. On the other hand where female beneficiaries show their interest in participation than their male partners demoralized them. The tribal women participation during preparation of the work proposals, absence of awareness, possession of male members on job cards and bank accounts, difference of wage rates between male and female, torture on work sites etc. are the main reasons behind lack of interest towards scheme and it develop a question mark for the efficiency of the scheme in changing the standard of tribal women in Rajgangpur block. The attack of implementing agencies is not comes to an end at several stages of implementation which is producing a challenge in front of the illiterate tribal women.

⁵⁴ Chatterjee shanker, "A Unique case of MGNREGS worker from Rajasthan", Kurukshetra, Vol. 61, No. 7, May 2013, P.45-46.

Singh Shiv Dayal (2013) examines women participation in MNREGS in Rajasthan through his article, “Rising women participation in MGNREGS: A case study of Rajasthan”. Secondary data has been used to examine at what extent this programme has succeeded to generate employment opportunities for women in Rajasthan and to analyze the performance of MGNREGS in the present study. Mr. Singh concluded from study that MGNREGS has succeeded in providing employment for women in Rajasthan. The data presented shows that share of women in cumulative person days generated are rising. The paid employment opportunity has helped women to earn independently which has increased their consumption choices and reduced economic dependence. Women involvement in household income has increased their participation in decision making. It has been observed by the researcher their interaction capability and acquaintance with the functioning of bank and post offices is developed. In this study, many challenges were also identified. Such as there is requirement of changing the working circumstances, amendment in provisions as per requirements of the beneficiaries. Wage rates should be raised and timely payment of wages through individual accounts will increase women participation.⁵⁵

Sinha Kumar Rajesh (2013) in his article, “Promoting Accountability on the ground Social Audit under MGNREGA” explains social audit as a procedure of sharing the particulars of resources (both financial and non-financial) used by public agencies for progress initiative with the people, often through a public podium such as the Gram Sabha in rural India. The Process of social audit involves three components: (a) availability of information (b) organizing the benefits of beneficiaries and (c) Scrutiny of the information by beneficiaries. To promote social audit in right spirit he supports non-threatening environment and capacity building in record keeping from the supply sides. In this concern the state government shall identify an independent organization, which is named as social audit unit to simplify the procedure of social audit at gram panchayat level. For awareness generation every state government need to undertake an intensive IEC exercise to publicize the key provisions of the schemes, Audit Scheme Rules, 2011 with the correct process of social audit. Each state must

⁵⁵. Singh Shiv Dayal , “Rising Women Participation in MGNREGS: A case study of Rajasthan”, IIS Uni. J.S.Sc., Vol. 2(1),Sept.2013,P.16-26

form either a separate society or directorate to simplify the conduct of social audit. Smaller states/UTs may also identify an outside agency to conduct social audit.

He also suggests that the village Resource persons (VRPs) positioned for social Audit shall verify the muster rolls, work-site and assess the quantity with reference to records, cash book with other financial records, bills, vouchers and other related records. He stresses to act on the findings of the social audit in a time-bound manner including financial recovery, disciplinary actions and criminal proceedings authorities. So that the people are growing demand for transparency and accountability in government programmes can be fulfilled.⁵⁶

Sumarbin Umdor (2014) examined and discusses in his article, "Social Audits of MGNREGA in Meghalaya, India", the implementation of social audit of MGNREGA in Meghalaya and analyses the findings of social audits undertaken in 55 villages of Meghalaya. The state government has framed the Meghalaya rural employment guarantee scheme in July of 2006 due to the absence of the three-tier panchayati Raj Institution in rural areas. As a result, a four-tier institutional arrangement has been formed to implement the scheme in the state. The researcher reviewed the entries made in social audit reports and reported that twenty-eight social audit reports of village employment councils are either left blank or simply enter a 'No', 'Nil', 'Does not know' in response to various questions.

Fourteen social audit reports are showing only the date when social audit was held and the presence of village employment council functionaries, villagers and everyone is satisfied with the outcome. The social audit reports of 13 VECs contain only some information which reveals the irregularities and malpractices in the implementation of the scheme. Prominent among these are the non-functioning of local vigilance and monitoring committee, irregular entries in job cards, delay in payment of wages and non-availability of display of work-related information in the work site.⁵⁷

⁵⁶. Sinha Kumar Rajesh, "Promoting Accountability on the ground Social Audit under MGNREGA", *Kurukshetra*, Vol.61, No.3, Jan. 2013.

⁵⁷. Sumarbin Umdor, "Social Audits of MGNREGA in Meghalaya, India" *International Research Journal of Social Sciences*, Vol. 3 (4), April 2014, P. 12-16.

Singh Mohinder and Kumar Suresh (2014) enlightened problems of MGNREGA at implementation level in their article, “Implementation of Mahatma Gandhi National Rural Employment Guarantee Scheme in India: Problems and Prospects.” MGNREGA is a world-shattering step for ensuring the guarantee of unskilled employment to the rural people and progresses the infrastructure at the grass root level. As we all know that the scheme has been implemented in 595 districts out of 614 districts of India. It was first launched on 16 Feb. 2006 at P.Bandlapalli (a small village of Narpala Mandal) in Anantpur district of Andhra Pradesh. The present study focused on various problems on the basis of interviews with the villagers and the officials of the Rajound block of district Kaithal (Haryana). Many problems have been observed by the researcher in the proper implementation of the scheme. The confidence of the workers is influenced due to delay in resolution made by the gram panchayats.

The Scheme also critiqued because of its emphasis on unskilled manual work rather than skill or technical wage employment. Massive delay is found in payment of workers. Over-burdened JE of panchayat department are not in position to prepare MB on time which causes delay in payment of wages to the beneficiaries. Low wage rate are also responsible for reducing interest of the beneficiaries towards the scheme. Another major deficiency of the scheme was that the work is started without any citizen charter. The data of starting and finishing date of work as well as how much expenditure is expected in the project are not clear to the beneficiaries and no data displayed on the information board which creates mismanagements in the scheme. To ensure transparency and social accountability for effective implementation of the scheme, social audit process is adopted in the meeting of gram sabha at the village level. However the social audit is simply a formality. Due to lack of strong mechanism, the scheme has been affected by several malpractices and it is requirement of the time to ratify these challenges.⁵⁸

1.9 Statement of the problem

The review of related literature accepted the above discloses that through some scholars have done studies on MGNREGS but mostly studies are limited to

⁵⁸Singh Mahinder & Kumar Suresh,” Implementation of Mahatma Gandhi National Rural Employment Guarantee Scheme in India: Problems and Prospects”, Dynamics of Public Administration, Vol.13, Issue. I, January-June, 2014, P.81-88.

economic aspect only. It is not comprehensive. Very few researchers have laid emphasis on implementation and social aspects of the scheme. In the present research will discuss both transparency and accountability in MNREGS (especially social accountability). The problem under study may be stated as:

Transparency and Accountability in Implementation of MNREGS: A Study of Haryana.

1.10 Objectives

Following are the prominent objectives of the study

1. To know whether the Scheme is being implemented as per the provisions of the Act.
2. To know whether the provisions of MNREGS in pro-active disclosure are being followed.
3. To investigate the measures of transparency in process of implementation of the MNREGS.
4. To know whether the works under the Scheme are done according to the shelf of projects.
5. Understanding the level of social accountability through the implementation of social audit in MGNREGS.
6. To know whether the monitoring of the complaint and redress machinery are properly followed in Haryana.

1.11 Hypothesis

It is proposed to test the following hypothesis:

1. The beneficiaries and the panchayat functionaries are not aware about the provisions of the Scheme.
2. The provisions of pro-active disclosure are not followed in the implementation of MGNREGS.
3. There is lack of adequate transparency in implementation of the scheme.
4. Shelf of projects for implementation of the Scheme is not prepared in the villages under study.
5. There is sufficient social accountability in MNREGS.
6. There is lack of proper monitoring of the complaint and redress machinery.

1.12 Study Area

The study is carried out in Haryana. However, the study confined to Mohindergarh, Ambala and Bhiwani districts of Haryana where the scheme implemented in first, second and third phase. Using multistage sampling the study area is selected. The districts have eight⁵⁹, six⁶⁰ and ten blocks⁶¹ respectively. In the first instance, out of Twenty four blocks six blocks, where maximum numbers of gram panchayats lie were selected (i.e. – two from each district). Twelve villages are selected from these six blocks (two from each block), Where maximum work was done under the scheme, were selected on the second stage. On third stage, 180 beneficiaries are selected from the villages through purposive sampling where maximum number of households provided employment (every fourth beneficiary from the muster roll). It has been an empirical study; primary data was generated with the help of interview schedules, interviewing the concerned district officials as also by way of observation method.

1.13 Research Methodology

The present study is a case study conducted in Mahindergarh, Ambala and Bhiwani districts of Haryana. It has been an empirical study. For the selection of beneficiary respondents multi-stage sampling is followed. In the first stage six blocks thereafter two villages from each block (twelve villages in all) selected respectively.

180 beneficiaries are selected from the villages where maximum number of households provided employment (every fourth beneficiary from the muster roll). Since gram panchayat have a pivotal role in the formulation, implementation and supervision of the scheme, the investigator also obtain data and information from the panchayat functionaries of the twelve⁶² selected villages, six BDPO's of selected blocks and the district programme officers of three districts.

⁵⁹ Mahindergarh district of Haryana comprises of eight blocks: (1) Ateli Nangal (ii) Kanina (iii) Mahindergarh (iv) Nangal Chaudhary (v) Narnaul (vi) Nizampur (vii) Satnali (viii) Sihma. Of these eight blocks, following two have been selected: (i) Mahindergarh (ii) Narnaul

⁶⁰ Ambala district of Haryana comprises six blocks: (i) Ambala-I (ii) Ambala-II (iii) Barara (iv) Naraingarh (v) Saha (vi) Shahzadpur Of these six blocks, following two have been selected: (i) Ambala-I (ii) Ambala-II

⁶¹ Bhiwani district of Haryana comprises following ten blocks: (i) Behal,, (ii) Bhiwani, (iii) Dadri I, (iv) Dadri II, (v) Siwani, (vi) Tosham, (vii) Kairu, (viii) Loharu, (ix) Bawani Khera and (x) Badhra. Of these ten blocks, following two have been selected: (i) Dadri-I, (ii) Dadri-II

⁶². Twelve villages that have been randomly selected include: (i) Pali (ii) Khudana , (iii) Nasibpur , (iv) Lahrodha , (v) Nadiyali , (vi) Nanhera , (vii) Kaunla , (viii) Manglai, (ix) Rawaldhi , (x) Baund Kalan (xi) Mankawas, (xii) Sahuwas

Data is collected both from primary and secondary sources. Primary data is collected from beneficiaries, panchayat functionaries, BDPO's and DPO's of selected districts. The primary data obtained with the help of interview schedules. One of the interview schedule administered to the beneficiaries of MGNREGS in selected villages, second administered to the panchayat functionaries of the selected villages and interview method is adopted to obtain data from the BDPO's and DPO's of concerned districts. The interview schedules are annexed in Annexure-I, Annexure-2. The data so obtained has been systematized, tabulated and analyzed with the help of percentage method.