

Rural Employment Schemes and Rural Development: A Study with Special Reference to Mahatma Gandhi National Rural Employment Guarantee Scheme in Kerala

I. Introduction

The poverty in India was severe and most acute in rural areas where there was greater dependence on the agricultural sector. The first year of the planning era of the country (1951-52) witnessed a poverty ratio of 47.4 per cent in the rural areas and 35.5 per cent in the urban India. Significant majority of the poor in the rural areas were depending mainly on the irregular wages they earn through unskilled labour. Unemployment was not considered as a major issue by the then Government as it was expected that a relatively faster economic growth through the Five Year Plans would generate enough employment opportunities to absorb the unemployed mass. Moreover, a relatively less moderate increase in the labour force was expected by the Government that time. However, the situation became quite serious by the conclusion of the Second Five Year Plan in 1961. The number of the unemployed went up from 42.6 lakh in 1956 to 64.8 lakh in 1961 showing an increase of 52.11 per cent over the said period. Efforts were then initiated by the Government to make development more employment oriented by encouraging the growth of employment intensive sectors and by instituting special wage employment programmes.

Since the Third Five Year Plan (1961-66), a number of employment programmes, for self-employment and wage employment, were started implementing by the Government to remedy the situation of mass unemployment in the country. The first among these was the Rural Manpower Programme (RMP), which was in force from 1961-62 to 1968-69. Poor implementation of the programme on account of resource constraints were alleged throughout the programme and ultimately failed to deliver the desired result (Planning Commission, 2002). Later, another three employment programmes, Rural Work Programme (RWP), Crash Scheme for Rural Employment (CSRE) and Pilot Intensive Rural Employment Programme (PIREP) were implemented during the Fourth Plan period (1969-74) and these programmes also could not produce the desired results on account of scarcity of resources, defective

planning, weak organisation and lack of co-ordination between the Central and State Governments (Khan, 1976), (Gupta, 1971), (Planning Commission, 1979). Another programme, Small Farmers Development Agency Programme (SFDAP), for raising the income level of small and marginal farmers and agricultural labourers was also implemented during the Fourth Plan period in 1971 and continued during the Fifth Five Year Plan period. It was also reported to be unsuccessful due to the inadequate participation of the credit institutions and lack of co-ordination and support from the government departments concerned (Planning Commission, 2001). The fate of another full-fledged wage-employment programme viz. Food for Work Programme (FWP), implemented during 1977-80 was also not different.

Poverty removal was a major objective in the Sixth Five Year Plan (1980-85) and an integrated approach was adopted for its reduction through reduction in unemployment and under employment. The National Rural Employment Programme (NREP), started in 1981 for wage employment generation and community assets creation, and the Rural Landless Employment Guarantee Programme (RLEGP) for wage employment were the popular programmes implemented for achieving the above objective. A self-employment programme, Integrated Rural Development Programme (IRDP), was introduced in 1980 which continued up to 1999. The Training of Rural Youth for Self Employment (TRYSEM), a training programme, was also implemented along with it to facilitate its effective implementation. One more self-employment programme viz., Development of Women and Children in Rural Areas (DWCRA), was implanted in the same Plan period. The Seventh Plan (1985-90) also acknowledged the fact that in spite of a high rate of industrial growth, the economy could not absorb the labour force in the formal sector and so rural employment programmes in force during the Sixth Plan, were to be continued. Moreover, a self-employment programme, Million Well Scheme (MWS) was also implemented in 1988. Similar to the earlier programmes, lack of finance, administrative and technical back up and faulty planning, supervision and implementation were hindering the programmes in their effective implementation. Later in 1989, the two wage employment programmes, NREP and RLEGP, were merged into Jawahar Rozgar Yojana (JRY), a new wage employment programme implemented during the last year of the Seventh Plan (Planning Commission, 1992). In addition to the JRY in force, another wage

programme, the Employment Assurance Scheme (EAS) was started during the Eighth Plan period (1992-97) to provide 100 days' annual employment for two members in a rural family. Further, self-employment programmes viz., Supply of Improved Tool Kits to Rural Artisans (SITRA) and Ganga Kalyan Yojana (GKY) were also implemented during the Plan period in 1992 and 1996 respectively. Restructuring and renaming the then existing JRY, Jawahar Gram Samridhhi Yojana (JGSY) was implemented in 1999 (Ninth Plan Period i.e.1997-02) for creation of infrastructure and durable assets for increasing the employment opportunities of the rural poor. Similarly, a new self-employment programme, Swarnjayanti Gram Swarozgar Yojana (SGSY) was also instituted in 1999 merging the then existing self-employment programmes such as IRDP, TRYSEM, DWCRA, MWS, SITRA and GKY. Later in 2001, the wage employment programmes - EAS and the JGSY, were merged to form Sampoorna Grameen Rojgar Yojana (SGRY) with the objectives of providing additional wage employment, infrastructural development, food security and improved nutritional levels in the rural areas. Subsequently in 2008, the SGRY was merged into Mahatma Gandhi National Rural Employment Guarantee Programme (MGREGA), the most popular and the largest wage employment programme ever in the history of the country, implemented in 2006. The SGSY self-employment programme was later restructured and renamed to National Rural Livelihood Mission in 2011. At present (June 2014), the Mahatma Gandhi NREGA and the NRLM are the two existing employment generation and poverty eradication programmes in the country. Generally, all these programmes were criticised alleging poor legal framework, improper financing and poor lower level monitoring (Planning Commission, 2001). Multiplicity of programmes which were viewed separately and failure to establish effective linkages among these programmes were also found to be the other reasons for failure. These programmes were more concerned with achieving individual programme targets rather than focusing on the substantive issue of sustainable income generation (Ministry of Rural Development, 2013).

II. Mahatma Gandhi NREGA

Even after 50 years of the planning era in the country, the situation of the rural poor could not be improved to the desired level. Though, the percentage of population living below poverty line declined from 45.3 per cent in 1951-52 to 27.5 per cent in 2004-05, the rural poverty rate stood at 28.3 per cent as against 47.4 per cent in

1951-52 (Planning Commission, 2002). Though the unemployment rate in the rural areas was lower (2004-05 -1.7 per cent), the higher incidence of poverty, especially in the rural areas of the country was a burning issue before the policy makers to remedy (Govt. of India, 2006). Evidently, all the erstwhile employment programmes in the country up to 2005 were either discontinued or merged with other programmes as they could not produce the desired results in employment generation and poverty reduction (Planning Commission, 2001). So, the then United Progressive Alliance (UPA) Government decided to initiate a new demand based employment scheme for the rural people by enacting National Rural Employment Guarantee Act (Mahatma Gandhi NREGA) in September 2005. Though the Act was envisaged to cover all the districts in the country within a period of five years, it actually took only three years for its full-fledged implementation. Initially, in 2006, 200 districts were brought under the scheme, another 130 districts were brought in under the scheme in 2007 and finally by 2008 the scheme achieved its wide national coverage. For the first time, rural communities have been given not just a development programme but a regime of rights to make available employment based on their demand (Ministry of Rural Development, 2013).

All over the country, 3.79 crore households were registered under the scheme in the first year of implementation and it increased to 13.14 crore in 2013-14 posting a CAGR of 18.3 per cent (R^2 0.7663). The number of households engaged in works under the Scheme increased from 2.10 crore in 2006-07 to 4.72 crore in 2013-14 (CAGR 9.44%; R^2 0.5179). During the eight year period of its implementation, 1645.85 crore person days of employment were generated registering a CAGR of 9.74 per cent (R^2 0.419). Though the Act guarantees 100 days of employment to each rural family in a year, the average number of person days generated/family during the eight year period was only 45.87 days.

In Kerala, the scheme was named 'Kerala Rural Employment Guarantee Scheme' and was implemented in the Palakkad and Wayanad districts in February 2006. During the second year, other two districts, Idukki and Kasargod, were brought under the scheme and finally in 2008, the scheme covered all the remaining ten districts. The number of households registered under the scheme had increased from 2.14 lakh in 2006-2007 to 28.13 lakh in 2013-14 posting a CAGR of 30.5 per cent (R^2

0.606). The number of households provided with employment also increased from 0.99 lakh in 2006-07 to 14.97 lakh in 2013-14 (CAGR 37.97%; R^2 0.797). The employment generation during the said period, in terms of person days, witnessed an exceptionally high growth rate of 52.27 per cent (CAGR; R^2 0.8909). Of this, man days generated for women recorded an annual growth rate of 57.12 per cent (CAGR- R^2 0.8836) as against 27.29 per cent (CAGR- R^2 0.8293) for men.

Obviously, as a result of the various programmes implemented by the Government from 1960-61 to generate employment and to reduce rural poverty, the proportion of the people living below poverty line has been declining over the years. Poverty seems to have declined faster in the last five years due to greater emphasis on employment programmes in rural areas combined with creation and strengthening of common property resources. But, still, about thirty per cent of the population of the country is living below poverty line (Ministry of Rural Development, 2013). The higher incidence poverty existing in the country signifies the necessity of programmes like Mahatma Gandhi NREGA to narrow down poverty and to improve the living standard of the rural community. The observation of Dreze & Khera (2009) that , 'it is not just a development programme but a regime of rights, a legal guarantee that people can use to secure their entitlement of wage employment' is a moderate opinion promulgating importance and peculiarity of the Scheme to remedy the poverty scenario the country faces.

III. Statement of the Problem

Kerala, a state in the south-western India, has a lot to offer to the rest of the country in terms of excellent human capital formation, high environmental standards, remarkable tourist sites, inflow of remittances from abroad, good decentralized governance etc. It is the home to 2.76 per cent of India's population and the people are one of the important drivers of the economic growth of the State. As per the census data, Kerala's population as on March 2011 was 3.34 crore, females accounting for 52 percent of the total. It has the lowest population growth rate of 4.9 per cent during the last ten years (Govt. of Kerala, 2012). The State ranks highest in India with respect to social development indices such as elimination of poverty, primary education and healthcare. One of the major problems that exist in Kerala is unemployment. It is placed in the fourth position in unemployment level, with an

unemployment rate of 9.9 per cent. The rate of unemployment is higher in urban areas and that too among the females. While the rural unemployment rate among women was 26.2 per cent, it was 23.4 per cent among men as against 37.5 per cent and 21.4 per cent respectively in the urban areas. The rate is much higher when compared to the all India rate of 4.4 per cent in rural areas and 5.7 per cent in the urban areas (Govt. of Kerala, 2012).

To solve the problem of unemployment, the Government of Kerala, in tune with the Government of India had been laying increased emphasis on various employment programmes till the implementation of the Mahatma Gandhi NREGA in 2006. The picture of these programmes in the state was not different from the national level scenario explained in the earlier pages. However, the Mahatma Gandhi NREGA has brought in new bound and boon in the rural areas to work for livelihood. Initially, the Scheme was in operation in the two districts in Kerala in 2006 and was extended to all the fourteen districts within a three years' time frame. The involvement of women's Neighbourhood Groups (NHGs) along with the Panchayat Raj institutions is a unique feature in the implementation of the Act in Kerala.

A review of the physical achievement of the Scheme in Kerala in comparison to the national scenario gives a quite interesting and a convincing picture about the implementation of the Scheme in the state. While the scheme covered more than three-fourth of the rural households (76.42 %) in the country within a time span of eight years, Kerala could cover only 68.69 per cent of its rural households. However, while 39.35 per cent of the registered households all over the country demanded employment under the Scheme in 2013-14, 68.69 per cent of the registered households in Kerala demanded employment. Similarly, on the whole, while 91.21 per cent of the job seekers were provided employment, Kerala could provide employment to only 89.19 per cent of the beneficiaries demanded employment.

Several field level research studies had been conducted looking in to aspects like socio economic impact, its finance, administration and implementation of Mahatma Gandhi NREGA (Shah, 2007), (Ambasta, Shankar, & Shah, 2008), (Esteves, et al., 2013), (Dutta, Murgai, Ravallion, & Walle, 2012), (Sankaran, 2012), (Haque, 2011), (Chathukulam & Gireesan, 2007), (Nair, Sreedharan, & Anoopkumar, 2009), (Navjyothi, 2008) and (Thomas, 2008). These studies had reported that though there

were several teething problems in selecting works, planning and implementation, the Mahatma Gandhi NREGA had provided a unique legal space for the rural poor, especially the landless labourers, SC, ST and small and marginal farmers, as result of legal obligation on the part of the government to improve the socio-economic condition of the rural people. As an ambitious programme targeting the acute unemployment problem of the State, the efficient and effective implementation of the programme assumes pivotal importance. Anomalies on the implementation side & non-availability of workers in the farms should be viewed seriously. It is in this context a concerted effort to study the implementation aspects and development prospect of Mahatma Gandhi NREGP in Kerala is attempted.

IV. Objectives

The study had been done with the following objectives in view;

1. Observe the socio-economic status of the beneficiaries of Mahatma Gandhi NREGA in Kerala and their awareness about the relevant provisions of the Scheme.
2. Assess the process of job card registration and its issue and management among the beneficiaries of the Scheme in Kerala.
3. Examine the process of registration for work, application of beneficiaries for work, management of worksites and payment of wages under the Scheme in Kerala.
4. Observe the change in income, assets and quality of life of beneficiaries of the Scheme in Kerala after joining MGNREGS.
5. Identify the problems in the implementation of the Scheme at the grass roots level through an exploration among the Worksite Mates in Kerala.

V. Methodology

The study was descriptive in nature. It makes use of both primary and secondary data. The beneficiaries of the Mahatma Gandhi NREGA formed the major source of primary data for the study. The population for the study comprised of all the Mahatma Gandhi NREGA beneficiaries in Kerala. A sample of 600 beneficiaries were selected through a Multi Stage Sampling process. Another set of 220 beneficiaries who were worked as Worksite Mates were also selected, following the above sampling procedure methodology to collect data on worksite management.

Two separate pre-tested interview schedules were used for collection of data. The secondary data were mainly collected from the official website of the Mahatma Gandhi NREGA, journals and periodicals.

Both mathematical and statistical tools were used for analysis and hypotheses testing. Simple and compound growth rates were used for analysing the secondary data. Student's t, ANOVA, Chi Square, Mann-Whitney U test and Kruskal wallis Test are used to analyse the average values of different variables among different subsections of the data. Factor Analysis on the thirty-four statements with the Principal Component Analysis as an extraction method and Varimax as Rotation method with Kaiser Normalization was performed for dimension reduction and identification of problems in the implementation. Bartlett's Test of Sphericity and Kaiser-Meyer-Olkin Measure of Sampling Adequacy (KMO Test) were performed to confirm the suitability of the data for factor analysis.

VI. Reporting Scheme

The chapterisation scheme and reporting layout are comprehensive, lucid and simple. The chapter scheme follows.

Chapter 1	Introduction
Chapter 2	Rural Employment Schemes in India – A Review
Chapter 3	Mahatma Gandhi National Rural Employment Programme
Chapter 4	Socio Economic Scenario of Beneficiaries in Kerala
Chapter 5	Registration of Beneficiaries, Issue and Management of Job Cards
Chapter 6	Registration for Work, Worksite Management and Payment of Wages
Chapter 7	Change in Income, Assets and Quality of Life of MGNAREGA Beneficiaries in Kerala
Chapter 8	Problems in the implementation of MGNREGA – A Grassroots Level Exploration
Chapter 9	Summary of Findings and Conclusion

VII. Major Findings

1. Since the inception of the Mahatma Gandhi NREGA, during the eight year period from 2006-07 to 2013-14, man days generated at all India level increased from 9,050.54 lakhs to 21,333.41 lakhs showing a CAGR of 9.74 per cent (CAGR, R^2 -0.419). Of this, man days generated for women increased from 3679.01lakh in 2006-07 to 11,303.28 lakh in 2013-14 registering a CAGR of 13.08 per cent (CAGR R^2 0.5231). Men's share also increased from 5371.53 lakh in 2006-07 to 10,030.13 lakh in 2013-14 (CAGR-6.8, CAGR R^2 - 0.2815). In Kerala, total man days generated, man days generated for women, and men has grown at an average rate of 52.27 per cent (CAGR- R^2 0.8909), 57.12 per cent (CAGR- R^2 0.8836) and 27.29 per cent (CAGR- R^2 0.8293) respectively.
2. The gender-wise distribution of MGNREGA beneficiaries in Kerala shows that 91 per cent of the beneficiaries are women. This is significantly higher compared to the MGNREGA all India women average of 51.3 per cent (2012-'13) (Govt. of India, 2013). The women ratio is lower in the northern region of Kerala (87.5%) compared to the southern region (92%) and the central region (93.5%). The Chi-square Test results confirm that there is no significant difference in male and female distribution of beneficiaries over regions (p value 0.992).
3. Majority of the beneficiaries (57.9%) are up to the age of 50 years. It is significant to note that while 51 per cent of the beneficiaries in the southern region and 47.5 per cent in the central region are of the age up to 50 years, it is 75.5 per cent in the northern region. The number of beneficiaries below the age of 30 is the highest (more than 11 times) in the northern region (17.5%) than the central and southern regions (1.5% each). The analysis also reveals that more than 49 per cent of the beneficiaries belong to the age group of above 50 years in the southern region while it is 52.5 per cent in the central region and only 24.5 per cent in the northern region.
4. The illiteracy rate is the higher among the beneficiaries in the northern region (30.5%) compared to the southern and central regions. The overall percentage of illiterate beneficiaries who cannot read and write figures 19.3 per cent. Among the literates, 65.5 per cent have education up to SSLC (10th standard) in the northern region while it is above 75 per cent in the southern and central regions. It is quite serious to note that the literacy rate among the MGNREGA workers (80.7%) is much lower than the Kerala's literacy rate of 93.91 per cent (Govt. of

Kerala, 2014). There is significant difference in the education level of beneficiaries over regions (p value 0.001)

5. Occupation-wise, majority (56%) of the MGNREGA workers are housewives with no outside work other than MGNREGA work as their main occupation. Main occupation of 42 per cent beneficiaries is daily unskilled labour works (coolies). Region-wise, while 64 per cent are coolies in the northern region, it considerably lower in the other two regions. Engagement in agriculture as main occupation is meagre among the beneficiaries though 15 per cent of the beneficiaries' have agricultural income in their families.
6. The income status of the beneficiaries expressed in terms of Kuppuswamy's Socio Economic Status Scale is depicted in Table 4.5. Income level is one of the parameters in determining the socio economic status of people as per Kuppuswamy's Socio Economic Status Scale. The Kuppuswamy's income scale comprises of seven monthly income slabs to group people based on these slabs viz. 1) less than Rs. 979, 2) Rs. 980-2935, 3) Rs. 2936-4893, 4) Rs. 4894-7322, 5) Rs. 7322-9787, 6) Rs.9788-19574 and 7) greater than Rs. 19,575. The monthly income of the significant majority of the beneficiaries of Mahatma Gandhi NREGA (92.8%) fall in the penultimate slab of Rs. 980-2935. The Chi-square results confirm that there is no significant difference among the regions in the matter of income levels of beneficiaries (p value 0.072).
7. Kuppuswamy's socio-economic status scale is an important tool to measure the socioeconomic status of families (Kumar, Shekhar, Kumar, & Kundu, 2007) (Vijayan & Ravikiran, 2013). It was first proposed in the year 1976. This scale takes into account education, occupation and income of the family to categorise families into upper, middle and low socioeconomic status. The scale assumes five levels of socio economic status for families viz. 1) Upper, 2) Upper Middle, 3) Lower Middle, Upper Lower and 5) Lower depending on the scores of the families based on income, education and occupation. The maximum score under the scale is 29. While significant majority of the Mahatma Ghandi NREGA beneficiaries (80.2%) fall in the Upper Lower group (Kuppuswamy's score 5-10), 19.5 per cent in the Lower group (Kuppuswamy's score <5) and a meagre 0.3 per cent fall in the Lower Middle group (Kuppuswamy's score 11-15). The Chai-square test results confirm that there is significant difference among the regions in the matter of socioeconomic status of families (p value 0.001).

8. 92 per cent of the beneficiaries are Hindus in the southern region while it is only 53.5 per cent in the central region and 70.5 per cent in the northern region. The proportion of Christian beneficiaries is the highest in the central region (33%) while it is the lowest (5.5%) in the southern region. On the whole, Hindus constituted 72 per cent of the beneficiaries which is much higher than the proportion of Hindus in the total population of the state (56.2% as per 2001 census).
9. Category wise 25, per cent of the beneficiaries belong to SCs and STs. Region-wise, there is wide variation regarding their share - only 15 per cent in the southern region 35 per cent in the central and 25 percent in the northern region. As per 2011 census, 9.1 per cent of the population belongs to SC category and 1.45 per cent are STs (Govt. of Kerala, 2013). Obviously, the state could ensure higher participation of SCs and STs in the programme compared to their proportion in the total population of the state. Category wise, there is significant difference among the beneficiaries over regions (p value 0.001)
10. Marital status of the beneficiaries reveals that 4 per cent are unmarried. It is significant to note that out of married, 14.7 percent are widows and 1.8 per cent are widowers. Noticeably, the percentage of widows is higher (17.5%) in the northern region than the other two regions.
11. Significant majority (83.7%) of the beneficiaries are members of Neighbourhood Groups (NHGs) or Self-help Groups (SHGs) which focus on women empowerment. Region-wise analysis shows that the percentage of membership is about 90% in the southern and central regions and it is 72 per cent in the northern region.
12. Classification of beneficiaries on the basis of the type of ration card held by them given in Table 9 reveals that 62 percent of the beneficiaries are BPL card holders. The percentage of BPL card holders is the highest (70%) in the northern region.
13. Believably, 6.7 per cent of the beneficiaries do not have toilet facilities in their house (Table 4.17). Region-wise, this percentage is alarmingly high in the northern region (14.5%). The percentage of households without toilet facilities is 2.6 times higher in the northern region than the state average of 5.6 percentage as reported in the 2011 census report (Govt. of Kerala, 2014).

14. The primary source of drinking water for majority (65.5%) of the beneficiaries is self-owned open well. The state average in this regard is 62 per cent (Govt. of Kerala, 2014). Region-wise, the dependence on own open well is significantly lower in the northern region (35.5%). In the northern region, public well is used by a considerable number of beneficiaries for drinking water (36%). Public tap is a primary source for drinking water for 10.3 per cent of the beneficiaries and other sources like bore well, own line water facility and streams are also used by the beneficiaries.
15. It is significant to note that 97% of the beneficiaries have land of their own. Region-wise, the above proportion does not differ considerably. The average landholdings comprising house plot area and agricultural land area of the beneficiaries is 23.33 cents. The beneficiaries in the northern region have comparatively higher land holdings than the beneficiaries in the southern and central regions. The minimum landholding in all the regions is reckoned zero cent as all the regions have landless beneficiaries and the maximum landholding is the highest in the northern region followed by the southern region.
16. 85 per cent of the surveyed beneficiaries revealed that the job cards were issued to them within 15 days of application.
17. Nearly 32.2 percent of the beneficiaries reported that they had paid for the job cards which are to be issued without any cost to the beneficiaries.
18. Participation of the respondents in various items of work reveal that about 94.2 percent of the workers were found to get involved in land development works and agri works, 94 per cent in rural connectivity and cleaning of drainage in public roads; followed by cleaning of irrigation canals (93%), Water conservation (85.5%) and renovation of traditional water bodies (68.2%). Region wise analysis reveals that 95.5 per cent of the respondents in the southern region are found to have participated in works like water conservation, cleaning of irrigation canals, land development works and cleaning of drainage in public roads. In the central region water conservation works (69%), renovation of traditional water bodies (73%) and land development works (87%) are not as popular as cleaning of irrigation canals (97.5%) and cleaning of drainage in public roads (95%). In the northern region also majority of works include water conservation works (92%) and rural connectivity. It is important to note that 100 per cent workers have participated in Land development and agri works.

19. 97.8 per cent of the beneficiaries agree that there is drinking water and first aid facilities for emergency treatment for minor injury and health hazards in connection with the works performed under the Act. In certain worksites it was found that the mates even prepare hot water and black tea for the workers. None of them did agree that crèche facility is provided at the work site. Some workers in the central region reported that crèche facility was available in one work site for one year and since then as there was no need for a crèche as the number of children below the age of six years is less than five. Though, a shade for resting in between work hours and during lunch is mandatory, only 79.5 per cent of the beneficiaries did agree that there is a facility of shade near the work site.
20. Payment of wages under the scheme is found to be prompt to a greater extent.
21. Difficulty in identifying suitable work for inclusion in the scheme due to non-availability of suitable work or unsuitability of available works to the norms of the scheme is quite evident from the exploration. Similarly, making arrangements in the sanctioned worksite to perform work also bring moderate level of hardship to the Mates. Altogether, the seven statements grouped to form factor 1 clearly confirms the problem.
22. Higher proportion of age old workers in the worksite make worksite management difficult for Mates. Managing the workers to complete the targeted volume of work within the span of labour days sanctioned becomes a challenge for the Mates. Lethargy of aged people, wilful or otherwise, is alleged to be a headache for the Mates in the worksite.
23. Improper and insufficient tools at worksite on account of lack or insufficient provision for tools and spares are reported to be causing difficulty in the worksite management. Laxity of the local authorities in facilitating the workers with appropriate and adequate tools is really spoken to be the issue.
24. Workers' turnover from the worksite often harm the execution of the work as planned. It causes delay in the completion of the work with the available force so as to cover the labour days sanctioned. Prohibition for admission of new workers as substitutes for the delinquent makes management of worksite difficult.
25. Time keeping at worksite, though not a severe problem, is disturbing the Mates at worksite. Criticism from different corners regarding the effective hours of daily work at the worksite puts the Mates in poor light.

26. The heterogeneous workgroup at the worksite portrays different and differing attitude towards the work, fellow workers and the Mates. Harmonizing them is the Mates' responsibility. More over careless execution of work and handling of tools can bring accidents accentuating Mates' responsibilities.
27. Shortage of workers to form a group to execute a work is another problem confronting the mates. Mates find it difficult to build groups of workers to match the work.
28. Upkeep of tools for work in the worksite is reported to be a severe problem to the Mates. Absence of provision for repairs and storage impairs the Mates from ensuring trouble-free tools and its safe custody.
29. Mandatory physical work of the Mates along with others in the worksite overloads the Mates. The overload of Mates forces them to leave their responsibility and to remain as labourers of MGNRGS.
30. Lack of public support at worksites is raised with less severity. Some of the Mates experienced non-cooperation and unnecessary intervention of public during work time.
31. Job Card entry and its upkeep are magnifying the clerical job responsibility of Mates without any remuneration for the extra work. Negligence in bringing job cards regularly by the workers also mounts the troubleshooting with regard to its maintenance.
32. Asset creation under the Scheme is found to be negligible.