

**Critical Evaluation of Mahatma Gandhi National Rural
Employment Guarantee Act with Special Reference to Tribal
Dominated Panchayats of South Goa**

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Submitted By

VIKRANT VIJAY MUDLIYAR

Under the Guidance Of

Dr. KESHAV NAMDEVRAO GHORUDE

PRINCIPAL

Annasaheb Vartak College of Arts, Commerce and Science

Vasai (West) - District Palghar - Maharashtra 401202

JANUARY 2018

DECLARATION

I, Vikrant Vijay Mudliyar, hereby declare that this thesis for Ph.D. degree in Economics titled “Critical evaluation of Mahatma Gandhi National Rural Employment Guarantee Act with special reference to tribal dominated Panchayats of South Goa” completed and written by me has not previously been formed as the basis for the award of any Degree or other similar title upon me of this or any other Vidyapeeth or examining body. I understand that if my Ph.D. thesis (or part of it) is found duplicate at any point of time my research degree will be withdrawn.

Place: Pune
Date: 19th January 2018

Vikrant Vijay Mudliyar
Research Scholar

CERTIFICATE

This is to certify that the thesis titled “Critical evaluation of Mahatma Gandhi National Rural Employment Guarantee Act with special reference to tribal dominated Panchayats of South Goa” which is being submitted herewith for the award of the Degree of Vidyavachaspati (Ph.D.) in Economics of Tilak Maharashtra Vidyapeeth, Pune is the result of original research work completed by Shree. Vikrant Vijay Mudliyar under my supervision and guidance. To the best of my knowledge and belief the work incorporated in this thesis has not formed the basis for the award of any Degree or similar title of this or any other University of examining body upon him.

Place: Pune
Date: 19th January 2018

Dr. Keshav Namdevrao Ghorude
Principal
Annasaheb Vartak College of Arts,
Commerce and Science
Vasai (West) - District Palghar,
Maharashtra 401202

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Chapter I

INTRODUCTION

“In the true democracy of India, the unit is the Village. True democracy has to be worked from below by the people of every village. Village unit as conceived by me is as strong as the strongest. Such a unit can give a good account of itself if it is well organized on a basis of self - sufficiency. If anyone can produce one ideal village, he will have provided a pattern not only to the whole country, but perhaps for the whole world”.

MAHATMA GANDHI

1.1. Introduction

Mahatma Gandhi in his one of the speeches said that ‘India lives in its villages and if villages perish India will perish. India will be no more India, its own mission and compensate will be lost in the world. He would not be more perfect, for nearly 128 crores population lives in rural areas and approximately two third of the work force totally depends upon the primary agricultural sector for their survival. The part of agriculture in nation’s GDP has come down from 50 percent in the first decade after independence to less than 17 percent in the recent years. Rural population and its economy form the main concern to formulate the economic policies and developmental programmes.

Indian economy has witnessed remarkable growth in the recent years but simultaneously failed to produce sufficient employment for its labour force. The extra ordinary growth rate is accomplished through rapid technical progress and high level of labour productivity in the midst of low labour employment coefficients. A small segment of the economy has acquired larger advantages of growth and most of them living in small productivity sectors like agriculture and other allied primary sectors, has been denied its due share. In order to address this issue, short term productive employment for the weaker section of the economy, to eliminate tremendous poverty and to encourage a labour intensive development process, Mahatma Gandhi National Rural Employment Act was visualizing.

In countries where the economy is predominantly rural with agriculture absorbing the major share of labour force, broad-based rural development programmes holds the key to economic progress. Programmes to create direct employment opportunities for wage workers through public works have in the past focused on generation of supplementary employment opportunities, especially during lean periods. They have been considered as an important component of the anti-poverty strategy. These programmes are

expected to create durable assets for the community and thus enhance further economic activities.

1.1.1 Direct Employment Programmes

Wage employment programmes also push up demand for labour and thus exert an upward pressure on the market wage rates by attracting people to public works programmes, thereby reducing supply of cheap labour, often at wages that would not even meet their bare basic needs. Consistent with the approach for an employment-centered development strategy, public employment programmes are seen as an integral part of planning and policy. Apart from the advantages that would accrue to the unemployed, underemployed and the poorly-employed, such programmes have a positive macroeconomic impact via increase in effective demand from the hitherto poor and vulnerable segments of the population.

Past experiences show that India's poverty alleviation strategy- including the National Rural Employment Programme (NREP), Rural Labour Employment Guarantee Programme (RLEGP), Jawahar Rojgar Yojana (JRY), Employment Assurance Scheme (EAS), Sampoorna Gramin Rojgar Yojana (SGRY) leaned towards wage employment programmes.

1.2. MGNREGA

The rationale for adopting wage employment programmes by the Government during the last many decades has been that they provide steady opportunities for employment to those who are unemployed or underemployed. Beneficiaries include those who have labour as the only asset under their control (owning neither capital nor skills), and are unable to take even the minimal risks associated with self-employment. State assistance in the form of such wage employment then acts as a valuable safeguard against risks and vulnerabilities. Other positive externalities of wage employment programmes include the upward pressure on market wages because of the higher wages from the government programmes and organizing the rural poor beneficiaries of the schemes into collectives.

The solution of the problem of unemployment lies in reversing the causes of unemployment. It means controlling the population growth, speeding up the pace of industrialisation, adoption of labour-intensive technology and making the education system job-oriented.

Since the initiation of reforms in early 1990s, many changes have taken place in the social life and the institutions that govern the economy. In science and technology, information system and communications, revolutionary changes have occurred in recent times. New ideas have emerged which have changed the way people all over the world look at old ideas and the old institutions.

To deal with the unemployment problem, Government of India has launched, from time to time, various employment schemes. Huge amount of public money is being spent on recurring annual basis to support wage employment programmes. A constant monitoring of these programmes is necessary to evaluate their contribution to employment generation vis-a-vis expenditure incurred on them. The major programmes/schemes are explained below.

The National Rural Employment Guarantee Act (NREGA) was enacted on August 23, 2005 and got presidential assent on September 5, 2005 expressing the consensus of the stag; to use fiscal and legal instruments to address the challenges of unemployment and poverty. It came into force in 200 districts of India on February 2, 2006. It was "an Act to provide for the enhancement of livelihood security of the households in rural areas

of the country by providing at least one hundred days of guaranteed wage employment in every financial year to every household whose adult members' volunteer to do unskilled manual work and for matters connected or incidental thereto" (NREGA, 2005).

Besides employment generation, the objective of the scheme is to create durable community assets for strengthening the livelihood source on a sustainable basis. It serves as a social safety net by providing a source of guaranteed employment-as such it is an "employer of last resort". It was initially called the National Rural Employment Guarantee Scheme (NREGS) but was rechristened on October 2, 2009 as **Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGA)**. The MGNREGA aims to achieve the twin objectives of rural development and employment. These two objectives are a landmark and milestone and would help to enhance human resources for inclusive growth. When the Act was passed, there was a fairly strong consensus that this was an initiative that would have the potential to transform rural India.

The national coalition government described MGNREGA as revolutionary, and maintained that it would have an impact on poverty in a major way by building infrastructure and enhancing growth in rural areas. **Kannan (2005)** has stressed that the potential of MGNREGA could be more fully realized if human development had been more fully prioritized, including, for instance, improved childcare facilities--which would help mothers to work under the scheme.

Thus, MGNREGA would lead to empowerment of various sections of society-the development of personal competencies and skills, to the process of challenging the existing power relations, household decision-making, gaining access, control over resources like credit, income, land, knowledge, and subjective variables like sense of personal power and self-efficacy'. The choice of works suggested in the Act addresses causes of chronic poverty like drought, deforestation and soil erosion, so that the process of employment generation is maintained on a sustainable basis. A well-designed employment guarantee programme can, under favourable circumstances, promote job creation, gender equality and pro-poor development.

MGNREGA has a great potential for increasing the volume of employment among the rural unemployed and underemployed. It provides ample opportunities for creating rural public assets, which has been largely neglected. It helps to enhance the purchasing power of rural households, thereby contributing to poverty alleviation. It also has the capacity to tap the hitherto underutilized women labour force in rural India. By providing equal wages to both men and women, MGNREGA upholds the social position and integrity of women and thus promotes gender equality (Rania Antonopoulos, 2009).

MGNREGA can thus be considered as a timely intervention. Even after six decades of India's Independence, the country still fails to arrest abject poverty, illiteracy, malnutrition, social inequality and so on. A legal-binding rights based programme of this kind is expected to bring about a turnaround in the rural economy by eradication of all the above social malice. MGNREGA can improve sustainable rural livelihoods through spill-over effects, thereby enabling the poor to manage their risks and opportunities effectively. There is no denying of the importance of policy and programme actions for employment

generation to ensure food security amongst poor than direct food subsidy strategies (Von Braun, 1995).

This 'employment of last resort' programme based on government expenditure would help in stabilizing and stimulating the economy by generating guaranteed employment. The rationale for these programmes is based on the premise that the government has an active role to play in promoting full employment in developing economies by assuming the role of the market maker for labour. An exploration on whether the MGNREGA has been able to fulfill its role of being the Indian version of the Keynesian scheme like other schemes-brings about a lot of discussion on whether one should see it in the light *of* merely being an employment generation programme or one should perceive it as one which will impact the labour market drastically, providing an opportunity for labourers to not only demand for work but also demand for their right as a collective unit, under the banner of being a worker and not an individual, carrying social and political identity tags attached with their names.

This programme involves the establishment of a federally funded but locally decentralized job creation program as rural public work

programme which secures an infinitely elastic demand for labour, ensuring simultaneously, full employment and price stability. The public works are supposed to play a positive role as income insurance due to the presence *of* seasonality in agrarian labour market (Basu, 2011), for building long-term capital assets (Basu, 1981), preventing dislocation *of* families in search of jobs and food (Drew and Sen, 1991), and arresting rural-urban migration (Ravallion, 1999).

The Act is the most significant legislation *of* our times in many ways. For the first time, the power elite recognized the people's right to fight endemic hunger and poverty with dignity, accepting that their labour will be the foundation for infrastructure and economic growth. The rural communities have been given not just a development programme but a regime of rights.

MGNREGA can give people an opportunity to make the entire system truly transparent and accountable. Properly supported, people's struggles for basic entitlements can, in turn, become the strongest political initiatives to strengthen our democratic fabric.

Independent India has to acknowledge the critical role, MGNREGA has played in providing a measure of inclusive

growth. It has given the people a right to work, to re-establish the dignity of labour, to ensure people's economic and democratic rights and entitlements, to create labour intensive infrastructure and asset, and to build the human resource base of the country. Thus, the Act gives hope to those who had all but lost their hope. It has a clear focus on the poorest of poor. It seeks to reach out to those in need of livelihood security. It gives employment, income, livelihood, and a chance to live a life of self-respect and dignity. The government has referred to it as, *"an Act of the people, by the people and for the people"*.

Table 1.1: Milestones of the Indian Journey towards MGNREGA (1952-2009)

Year	Programmes / Schemes
1952	Community Development Programme CDP
1971-72	Crash Scheme for Rural employment (CRSE)
1972	Pilot Intensive Rural Employment Programme (PIREP)
1973-76	Marginal Farmers and Agricultural Labour Scheme (MFAL), Drought-prone Area Programme (DPAP)
1974	Small Farmers Development Agency (SFDA)
1975	Twenty-Point Programme (TPP)
1977	Food for Work Programme (FWP) and Antyodaya Programme

1979	Training Rural Youth for Self-Employment (TRYSEM)
1980	National Rural Employment Programme (NREP), Integrated Rural Development Programme (IRDP)
1983	Rural Landless Employment Guarantee Programme (RLEGP), Development of Women and Children in Rural Areas (DWCRA)
1989-94	Jawahar Rozgar Yojana (JRY), Employment Assurance Scheme (EAS), Prime Ministers Rozgar Yojana (PMRY), Nehru Rozgar Yojana (NRY)
1999-2000	Swarnajayanthi Gram Swarozgar Yojana (SGSY), Antyodaya Anna Yojana (AAY), Pradhan Manthri Gram Sadak Yojana (PMGSY)
2001	Sampoorna Grameen Rozgar Yojana (SGRY)
2006	NREGA introduced in 200 districts
2007	NREGA Phase II- Extended to additional 130 Districts.
2008	NREGA Phase III-Extended to cover all districts of India
2009	NREGA renamed as Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)

1.3. Employment Generation through MGNREGA

MGNREGA focuses on the districts having high incidence of poverty. However, it goes beyond poverty reduction and recognizes

employment as a legal right. Skeptics considered it as a populist measure while others have considered it as a landmark initiative towards poverty alleviation and empowerment of the poor. It is argued that this would not only increase the incomes of the poor, but the asset creation through the process of employment would generate a much needed productive infrastructure for poverty alleviation on a permanent basis.

There has been a "significant dent" in poverty in rural areas as the implementation of MGNREGA has increased earnings of rural households resulting in an increase in their purchasing power. With the increase in employment opportunities and wage rates (under NREGA), there has been a significant dent in poverty reduction in rural areas. Initially, the programme was implemented in 200 backward districts, identified by the Planning Commission. This posed a major challenge towards the implementation of the MGNREGA because of the special problems of the above areas. They are the least developed areas of the country comprising mostly marginal farmers and forest dwellers. It was implemented in a various phases. In phase one, it was implemented in 200 backward districts of the country, an additional 130 districts were added in phase two in 2007-08 and remaining 266 districts were

notified in September 2008 and as on date, the scheme has been extended to all the districts of the country. In many of these districts, poverty has increased despite consistent focus of several poverty eradication programmes.

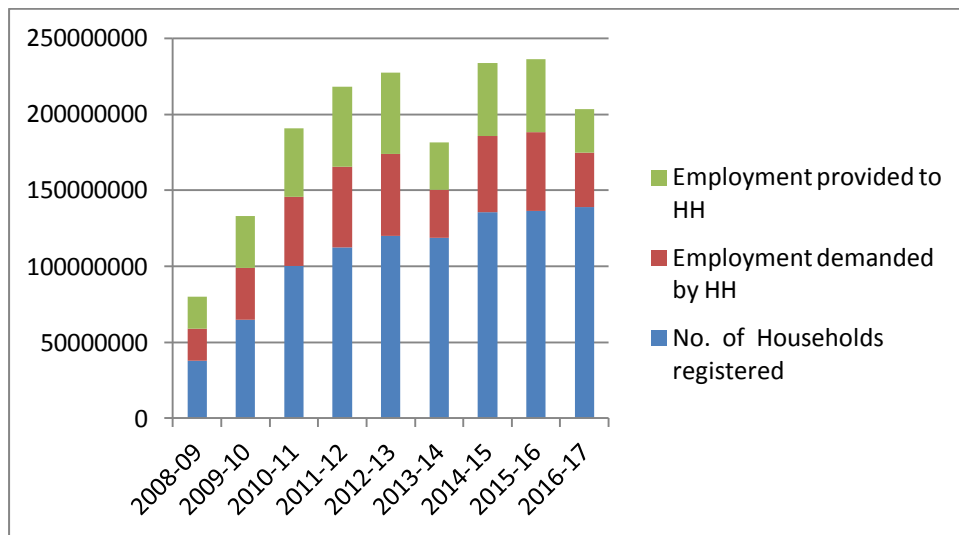
One of the most important aspects of MGNREGA is that the villagers can rightfully demand employment. The authority is responsible for providing employment in response to demand or providing employment allowance otherwise. For performance analysis, it is essential to look at the response of government in providing employment against the demand raised by workers. MGNREGA can target development using huge demand for casual jobs. It has made a dent on poverty by increasing employment opportunities (Table 1.2).

Table 1.2: Employment Scenario in India under MGNREGA
(as on 31.08.2017; Note: H = Household)

Year	No. of Households	Employment Demanded by	Employment Provided to	Employment Provided
2008-09	37850391	21188893	21016098	99.18
2009-10	64740594	34326562	33909133	98.78
2010-11	100145951	45518906	45115357	99.12
2011-12	112548977	52920153	52585994	99.37
2012-13	120095281	54008042	53384234	98.84
2013-14	118595082	31724530	31105135	98.04
2014-15	135478283	50101755	48251563	96.30
2015-16	136578934	51765568	47684865	92.11
2016-17	138953564	35809917	28619098	79.91

Source: www.nrega.nic.in

Fig No. 1.1 Employment Scenario in India under MGNREGA



However, there have been inter-state variations in executing the scheme. Certain states have performed well in terms of employment provided as against employment demanded. The all-India level data shows that the country is able to provide employment to 99 percent of households as against their demand across the years, but of late, it has shown a declining trend.

1.3.1. MGNREGA (Goa context)

The MGNREGA is also being implemented in the Panchayats in both districts of Goa. The scheme has succeeded in generating employment and livelihood to a large section of unskilled unemployed

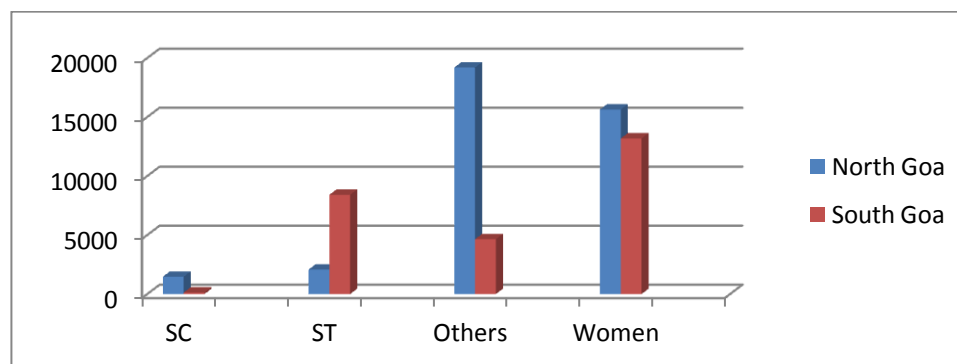
citizens of the state of Goa. The following table highlights the cumulative person days of employment under this scheme.

Table No. 1.3 Cumulative person days of employment under this scheme

Sr. No	Districts	SC	ST	Others	Women	Total
1	North Goa	1468	2071	19193	15633	38365
2	South Goa	125	8411	4647	13184	26367
TOTAL		1593	10482	23840	28817	64732

Source:- The Navhind Times, 23rd March 2014

Fig No. 1.2 Cumulative person days of employment under this scheme



Source: Compiled by the researcher

1.3.2. Tribes of Goa: their Institution and Movement

Goa the smallest State in India. Goa has played an influential role in Indian history. In ancient times Goa was one of the major trade centers in India”. The ancient history of Goa is not fully reconstructed

due to the paucity of sources. The tribes like Gawda, Kunbi, and Velip communities formed the original settlers of Goa. The Gawda are the highest populated among tribals in Goa. They inhabited in the interior regions of the Goan villages. The Scheduled tribes of Goa include the Gawda, Kunbi and Velip were constituted an important ethnic group in the hilly area of Goa. At present, they are found to inhabited in the North and South Goa Districts and in all 12 talukas in Goa. Gawada, Kunbi and Velip Tribes in Goa. All these tribes were the first settlers and inhabited in the forest areas. They were attached to the land, forest, livestock and wildlife. It is said that the Gawda, Kunabi and Velip tribes of Goa were originally from Chhota Nagpur region of Madhya Pradesh. When they arrived in Goa they had technical skills in domesticating animals, growing cereals and plant and also fabricating crude tools to fashion agricultural implements to dig the land to plant crops. After their arrival the forefathers of Gawda Kunabi and Velip tribes surveyed the place by using their common sense, and gradually the land was prepared to make use for residence and morade land in hilly area for cultivation of the crops and plantation etc". For the Purpose these tribes undertook mass deforestation activities and brought vast Planes of Fertile land under Cultivation mainly the Paddy fields. In the second stage, they

engineered the sea by reclaiming the land at the bank of the river and prepare the Khazan land in order to construct the internal and external bund to prevent the saline water from the sea for protecting the crop of paddy field". The history of Gawda tribe is unwritten and there are no reliable records found in Goa. The history of these subaltern groups has to be written based on the traditional songs in the form of folklore such as Jagor, Dhalo, Fugdei, Shigmo and other tribal folk dances".

The socio-economic conditions of tribal's became too worse as there was no progress of Gawda, Kunabi and Velip communities as no other welfare activity carried by state Government. In the period 1998 to 2000 the tribal communities" leaders started movement and strongly fought for the statues of Scheduled tribes in Goa. On 26th January 2001, they started hunger strike and gave an ultimatum to the government regarding resolution of their demand for inclusion of names of Goa's tribes in the Constitutional Schedule list. On 1st March 2001, thousand of tribal people were participated in tribal morcha in Panjim. On 10th June 2001 in Ponda GAKUVED brought all tribal organizations of Goa together for the first time in the history of the tribal Movement in Goa. On behalf of GAKUVED a Proposal was sent to the speaker of the Lok Sabha and petitioned to demand inclusion of Goa"s tribes in the Scheduled list of Indian Constitution.

Thereafter, the Parliament committees visited Goa to examine the issue related to tribal demand. In December 2002, the SC and ST Amendment Bill 2002 were passed in the parliament and Goa's Gawds, Kunbi and Velip were included in the Scheduled of Constitutional list but Dhangars are excluded. On 7th January 2003 the President gave assent to bill and after 2003, three Communities of Gawda, Kunbi and Velip were notified as Scheduled Tribes till date they could not get any tangible benefit from state and Central Government. While considering the period from 2003 to 2014, the performances of the State as well as Central Government was very poor, which can be seen in the failure of Government machinery to lead the development programmes into tribal areas of Goa? Hence this study is to examine the performance of Mahatma Gandhi National Rural Employment Guarantee Act with special reference to tribal dominated talukas of the South Goa district of Goa state.

Economy: Most of tribes in Goa are concentrated in agricultural area and dense forest areas that combine inaccessibility with limited economic significance. Historically, the economy of most tribes was subsistence agricultural and forest land produce. The tribal traded within market for few necessities, such as vegetables, cereals and spices etc. The state government opened to settlement through a

scheme by which inward migrants received ownership of land. For tribal peoples, however, land was often viewed as common resources, and free to whomever needed it. By the time tribal's accepted the necessity of obtaining formal land titles, they had lost the opportunity to lay claim to lands that might rightfully have been considered theirs.

Table 1.3: Employment provided as against Employment Demanded under MGNREGA (in percent)

States	2008-09	2009-10	2012-13	2013-14	2014-15	2015-16	2016-17
AndhraPradesh	99.98	100	100	100	100	89.75	82.71
Assam	99.26	96.87	87.1	99.91	99.51	95.45	73.66
Bihar	98.84	97.08	100	100	97.71	85.66	64.48
Gujarat	100	100	100	100	98.45	89.97	79.87
Goa	99.97	100	100	100	100	86.76	83.71
Haryana	100	100	94.84	100	99.51	89.25	64.52
Himachal Pradesh	94.53	98.42	98.23	99.63	89.68	94.19	76.01
Karnataka	99.39	99.28	98.86	97.49	99.7	75.93	52.36
MadhyaPradesh	104.8	100	100	99.99	97.88	91.80	83.65
Maharashtra	109.0	100	99.84	99.99	99.07	90.39	84.59
Punjab	99.56	100	100	99.72	99.43	90.55	70.95
Rajasthan	100	99.88	99.97	100	99.18	91.56	86.23
Odisha	99.07	96.67	98.23	98.71	99.48	90.43	77.11
West Bengal	95.31	98.04	100	99.73	98.59	95.06	72.14
Uttar Pradesh	96.15	—	99.95	96.75	99.64	90.29	62.55
Tamil Nadu	99.96	100	100	100	99.31	99.41	—
Kerala	94.10	96.63	99.04	99.84	99.90	—	62.63
India	99.18	98.78	99.11	99.36	98.93	92.11	79.91

*as on 31.08.2014 Source: www.nrega.nic.in

The above table reveals that the **Employment Provided as against Employment Demanded under MGNREGA**, a Strong political will, presence of civil society agencies and NGOs, higher levels of awareness among the communities, and prior experience and capacities of civil servants and officials with regard to implementing similar programmes (like drought relief schemes) were identified as some of the factors responsible for a better take-off of MGNREGA in states like Andhra Pradesh, Goa, Tamil Nadu and Rajasthan.

1.4 Wages Rate under MGNREGA

Casual wage labourers are one of the most disadvantaged groups in the labour market. While their work contract is terminated and renewed on a daily basis, poor working conditions and low wages push them below poverty line. In 2004-05, average casual wage for males and females was Rs. 55 and Rs. 35 respectively in rural areas and Rs. 75 and Rs. 44 respectively in urban areas. On an average, in 2004-05, casual workers received far less wages than what was received by regular workers. In addition to low wages for casual workers, there is also gender bias in wage payments. It is important to note that the gender bias in casual wage payment is low in rural areas (0.63) than in urban areas (0.58). However,

the reason for low gender bias in wage payments in rural areas was the highly suppressed wages both for male and female rural workers. The gender bias was also noticeable in case of urban regular workers.

MGNREGA provides provision for equal wages for men and women [Schedule II (34)] without any discrimination. The minimum wage of Rs. 100 a day under MGNREGA had increased the wage level across the private sector, benefiting both the families that could not avail MGNREGA work and families that had completed MGNREGA quota of 100 days work. It provided the poor with required support in the labour market by not letting them below a certain level. It has increased the bargaining power of the poor people in the labour market. The workers of MGNREGA, earlier, were mostly voiceless and they could not normally bargain for higher wages. Now, wages under MGNREGA have become a benchmark and MGNREGA workers bargain for wages and are no longer willing to work for lesser wages.

The scheme has improved the lives of the people and has brought stability and assured incomes to the families that were until

recently desperately poor (Vidya Subramanian, 2009). A study conducted by the Institute of Applied Manpower Research covering a sample of 6,000 households across 20 states in the country (300 samples per state) has revealed that the low earning level of a number of beneficiaries declined and the number of households reporting marginally higher income has increased (K. Balchand, 2009).

In certain places, especially during the lean season, MGNREGA had been the only source of income (Sudha Narayan, 2008). This upward pressure on rural wages has given rise to two distinct trends. One, workers are finding it better to stay back instead of migrating because of better incomes at home. In most of the states, the incidence of outmigration was extremely high prior to the implementation of MGNREGA. At least one member from each household had migrated to different places like Punjab and Haryana for manual work.

With the commencement of MGNREGA, employment had been ensured in the native place resulting in lowering of outmigration. The income earned through MGNREGA works and the savings accumulated by working as migrant labourers in faraway places was invested for increasing the paddy yield. Further, the impetus for

improving the crop yield came from the fact that they now have to depend on crop cultivation more than when they were migrating out.

The participation in this programme is expected to contribute to higher consumption and asset accumulation of direct beneficiaries through three channels. First, it directly transfers financial resources to the participating households and enhances the household income, which would consequently increase the total consumption and nutritional intake. Second, increased income encourages poor households to save and invest, which could eventually help the poor to be involved in diverse productive activities.

Third, most of time work takes the form of irrigation and land development and the work sites are often in participants' own fields. Resultantly, the participants may be paid for increasing the productivity of their own land-increased productivity may lead to higher income and consumption.

The additional income has transformed the composition of the food consumption pattern. Very poor families are also able to supplement nutritional items like vegetables and pulses and are having a more balanced diet. The evidences are illustrative and over a

period of time, if there is a reduction in the malnourishment of children in MGNREGA Panchayats, the impact of additional income will be sufficiently substantiated. There is a clear tendency of using the additional wage income for the education of children. It builds a case of inherent demand for children's better education. Most of the MGNREGA benefited families' utilized their income for accessing children's education or supplementing with additional facilities to improve the quality *of* education. This long-term investment of MGNREGA wage earners would enhance the capacity *of* the families for their upward mobility. A number of studies carried out in recent years have shown that the MGNREGA has had a significant positive impact on rural wages.

1.5 Employment to SCs and STs

In India, important social groups such as scheduled castes and scheduled tribes which are at the lowest rung of the social and economic hierarchy together constitute about 23 percent of the total population. However, their shares in the development outcomes are far too low in terms of resource endowments as well as human development indicators. Their presence is disproportionately high in groups such as agriculture labour

households, small and marginal farmers as well as unorganized workers. Poverty and vulnerability is also high among these groups compared to other social groups. Given this situation, MGNREGA appeared to be a critical source of employment for the rural poor, particularly for categories such as distressed families from SCs and STs (Table 1.4).

The data suggests that as a measure of social protection to the poor and vulnerable social groups, the scheme is making a difference by augmenting their employment and incomes. In all states, the share of SCs and STs in the employment generated under the scheme is much higher than their share in population.

Table 1.4: Employment of SCs under MGNREGA

Year	Total	SCs	Percent
2008-09	9050.54	2295.23	25.36
2009-10	14367.95	3942.34	27.43
2010-11	21632.86	6336.18	29.28
2011-12	28359.57	8644.83	30.48
2012-13	25715.23	7875.63	30.62
2013-14	14367.95	3942.34	27.43
2014-15	21848.00	4726.75	21.63
2015-16	21867.70	4941.37	22.60
2016-17	8540.51	1938.81	22.70

*as on 31.08.2017 Source: www.nrega.nic.in

Even in Gujarat and Rajasthan, where it was lower initially, there has been a substantial increase in the later years. Concentration of SC and ST population varies in different states. Hence, figures of SC/ST workdays generated can be meaningfully interpreted with the availability of percentage of SC/ST population in the MGNREGA districts. However, the following trend emerged from the person days generated. At the national level, the participation of SCs showed an increasing trend from 25.36 percent in 2008-09 to 30.62 percent in 2012-13, but subsequently declined to 22.60 percent in 2015-16, with wider variation across the states (Table 1.5).

Thus, MGNREGA provided a solution for inclusive growth by providing legal guarantee to employment for the underprivileged sections of the society in the country.

Table 1.5: Participation of SCs in Major States under MGNREGA (in percent)

States	2008-	2009-	2012-	2013-	2014-	2015	2016
Andhra Pradesh	29.82	27.72	26.14	24.67	23.99	23.23	23.51
Assam	8.652	7.6	10.41	12.14	5.78	6.46	7.2
Bihar	47.08	45.66	50.07	45.30	23.97	28.36	28.19
Gujarat	7.036	5.918	12.67	14.87	8.99	7.61	7.42
Goa	5.68	5.72	6.13	8.69	6.78	5.76	5.67
Haryana	60.03	53.8	53.03	53.58	52.27	48.41	45.39

Himachal Pradesh	3.04	32.31	33.52	33.35	23.32	28.44	27.55
Karnataka	33.05	30.23	27.77	16.70	16.95	15.89	15.16
Madhya Pradesh	15.87	17.87	17.82	18.48	19.19	18.51	16.48
Maharashtra	16.19	18.44	16.51	25.61	16.93	9.58	–
Punjab	69.36	76.29	74.22	78.92	78.27	76.94	77.60
Rajasthan	15.97	19.24	28.79	26.53	18.38	19.84	18.77
Odisha	23.65	24.33	20.24	19.16	18.11	16.36	16.67
West Bengal	36.08	36.28	37.45	36.85	32.95	32.98	34.10
Uttar Pradesh	56.85	53.75	53.56	56.41	33.75	33.14	32.11
Tamil Nadu	56.06	57.36	60.27	59.07	28.19	29.58	20.09
Kerala	20.1	14.76	19.47	16.77	15.26	15.65	19.81
India	25.36	27.44	29.29	30.48	22.05	22.60	22.70

*as on 31.08.2017 Source: www.nrega.nic.in

Table 1.6: Employment of STs under MGNREGA

Year	Total	STs	Percent
2008-09	9050.54	3298.73	36.44
2009-10	14367.95	4205.60	29.27
2010-11	21632.86	5501.64	25.43
2011-12	28359.57	5874.39	20.71
2012-13	25715.23	5361.79	20.85
2013-14	14367.95	4205.60	29.27
2014-15	21848.00	3627.81	16.60
2015-16	21867.70	3758.22	17.19
2016-17	8540.51	1404.72	16.45

*as on 31.08. 2017 Source: www.nrega.nic.in

Table 1.7: Participation of STs in Major States under MGNREGA (in percent)

States	2008-09	2009-	2012-	2013-	2014-	2015	2016
Andhra	13.01	12.79	12.95	14.71	15.38	14.56	10.8
Assam	46.26	39.12	34.45	31.02	20.46	16.09	10.72
Bihar	3.205	2.458	2.655	2.163	1.87	2.11	1.77
Gujarat	64.26	65.92	50.56	39.46	37.52	41.05	40.17
Goa	3.24	2.65	2.75	2.46	2.15	2.8	2.10
Haryana	0	0	0	0	0.04	0	0
Himachal	22.40	11.03	7.789	8.7	7.06	7.37	7.63
Karnataka	20.35	19.18	13.87	8.575	27.66	7.93	8.23
Madhya	48.63	48.76	46.81	45.34	9.20	29.82	28.4
Maharashtra	40.88	38.49	44.17	33.16	14.37	18.93	16.61
Punjab	0.00	0.00	0.00	0.00	0.04	0.04	0
Rajasthan	64.37	46.33	23.24	22.51	24.109	26.116	30.08
Odisha	49.27	39.65	35.81	36.26	37.10	40.82	37.4
West Bengal	18.60	1.38	14.81	14.38	9.55	9.45	9.04
Uttar Pradesh	3.113	1.84	1.962	1.482	1.05	0.99	0.66
Tamil Nadu	2.374	2.663	1.739	2.495	1.31	1.28	1.03
Kerala	12.39	13.03	9.26	5.33	2.59	2.67	5.56
India	36.44	29.27	25.43	20.71	16.73	17.19	16.45

*as on 31.08.2017 Source: www.nrega.nic.in

1.6 Participation of Women under MGNREGA

The National Rural Employment Guarantee Act is an epoch making event in the history of independent India. There is much that the MGNREGA promises from the perspective of women's empowerment as well. Most boldly, in a rural milieu marked by stark inequalities between men and women-in the opportunities for gainful employment afforded as well as wage rates-MGNREGA represents action on both these counts.

The Act stipulates that wages will be equal for men and women. It is also committed to ensuring that at least 33 percent of the workers shall be women. By generating employment for women at fair wages in the village, MGNREGA can play a substantial role in economically empowering women and laying the basis for greater independence and self-esteem. However, provisions like priority for women in the ratio of one-third of total workers [Schedule II (6)]; equal wages for men and women [Schedule II (34)]; and crèches for the children of women workers [Schedule II (28)] were made in the Act, with the view to ensuring that rural women benefit from the scheme in a certain manner.

Provisions like work within a radius of five kilometers from the house, absence of supervisor and contractor, and flexibility in terms of choosing period and months of employment were not made exclusively for women, but have, nevertheless, been conducive for rural women. Nevertheless, women have availed of the paid employment opportunity under MGNREGA in large numbers.

Implementation of MGNREGA has contributed to very high levels of women empowerment, particularly in the following aspects-that as the work is organized by women's groups, the gender perspective gets

built in automatically-for the first time equal wages are really paid and this has boosted the earnings of women.

It can also help to empower women, by giving them independent income-earning opportunities. As bank deposits are increasing, the infra-household status of the women has also been improving commensurately as she now controls substantial cash resources and withdrawal can be made only by her consent. There are wide variations across states, within states and across districts in the share of work days going to women (Table 1.8). Participation of women has increased significantly. In several states, participation of women has surpassed men's participation.

Table 1.8: Employment of Women under MGNREGA

Year	Total	Women	Percent
2008-09	-	3679.0	40.64
2009-10	14368.0	6109.1	42.51
2010-11	-	10357.3	47.87
2011-12	28359.6	13640.5	48.09
2012-13	25715.2	12274.2	47.73
2013-14	14367.9	6109.12	42.51
2014-15	21848.0	11388.5	52.13
2015-16	21867.7	11554.6	52.84
2016-17	8540.5	4937.6	57.81

*as on 31.08.2017 Source: www.nrega.nic.in

There are various explanations for the varying participation of women workers under the MGNREGA. Factors that have encouraged women workers' participation include the nature of the job not requiring special knowledge and skill; out-migration of male family members; the employment opportunity being available at the doorstep; a tradition of rural women working in others' fields; the provision of equal, non-discriminatory wages; and innovative experiments in implementation like the female mate system in Rajasthan, synergisation of MGNREGA with Kudumbashree in Kerala, and in Bihar, gender differential tasks for uniform (minimum) wages (Table 1.9).

**Table 1.9: Women Participation of Major States under
MGNREGA-National Scenario (in percent)**

States	2009-10	2012-13	2013-14	2014-	2015-16	2016-	2009-10
Andhra	54.79	57.74	58.15	58.17	58.07	58.71	58.87
Assam	31.67	30.85	27.16	27.76	25.72	24.75	23.39
Bihar	17.38	26.61	30.02	30.04	30.41	34.95	37.47
Gujarat	50.20	46.54	42.82	47.55	42.68	43.97	43.88
Goa	22.80	26.87	42.90	47.87	41.90	40.58	40.45
Haryana	30.56	34.42	30.64	34.81	39.85	41.7	41.97
H.P	12.24	30.10	39.01	46.09	61.06	62.52	58.79
Karnataka	50.56	50.26	50.42	36.79	46.33	46.59	46.66
Madhya	43.24	41.67	43.27	44.22	42.47	42.64	43.92.
Maharashtra	37.07	39.99	46.22	39.65	44.51	43.7	45.85
Punjab	37.76	16.29	24.60	26.28	46.33	52.74	58.38
Rajasthan	67.14	68.99	67.10	66.89	69.14	67.76	69.07
Odisha	35.64	36.39	37.58	36.25	36.39	33.57	34.33
West Bengal	18.28	16.99	26.52	33.42	33.21	35.45	38.76
Uttar Pradesh	16.55	14.52	18.10	21.67	19.39	22.17	25.31
Tamil Nadu	81.11	82.00	79.66	82.91	74.84	84.04	85.56
Kerala	64.31	72.55	85.01	88.19	92.95	93.37	94.12
India	40.65	42.51	47.87	48.19	52.44	52.84	57.81

1.7 Financial Performance and Inclusion

The finance forms the most critical input for every programme implementation in order to grow and survive. Government of India releases the funds through budgetary policies for programme implementation and it has shown a steady increase over the years (Table 1.10).

Access to finance for those belonging to poor and vulnerable groups is a pre-requisite for poverty reduction and social cohesion. It has to become an integral part of our efforts to promote inclusive growth.

In fact, providing access to finance is a form of empowerment of the vulnerable groups. Financial inclusion is a process of ensuring delivery of financial services to vulnerable groups which is timely, adequate and at an affordable cost. The various financial services include credit, savings, insurance and payments and remittance facilities.

Table 1.10: Financial Allocation of MGNREGA Funds

Years	Budget Allocation (crores)	Percent of Expenditure on Wages	Percent of Expenditure on Material	Percent of Administrative Expenditure
2008-09	11,300	66.21	30.89	2.09
2009-10	12,000	68.54	30.58	3.12
2010-11	30,000	69.27	30.8	3.48
2011-12	39,100	69.77	30.23	3.29
2012-13	40,100	68.36	31.64	4.57
2013-14	40,000	76.39	23.61	3.69
2014-15	33,000	75.30	24.71	4.56
2015-16	33,000	72.97	27.03	4.72
2016-17	34,000	80.43	19.57	2.97

Source: www.nrega.nic.in

MGNREGA has been revolutionary in its promise of inclusive growth and financial inclusion, the right to work and the dignity of labour and a rational, participatory relationship with the state.

With a view to infuse transparency and enhancing the integrity of wage payment under MGNREGA, and also to encourage savings among the rural poor, Schedule II of MGNREGA Act has been amended to make wage disbursement to MGNREGA workers through institutional accounts in banks or post offices.

Wage payments through MGNREGA have initiated the biggest "financial inclusion" drive, with the requirement that all wage payments be made through banks and post offices. Payment of wages to workers employed under MGNREGA works can be done with speed, reliability, low transaction costs and leakages, if each worker has a bank account in which wages are transferred periodically.

Now with the implementation of MGNREGA, large flow of funds is occurring from government to the rural households, which has opened a new chapter in the history of rural development in India. The wage payments through banks and post offices had been a step forward in many ways, notably by enabling millions of people to open bank or post office accounts and by making it much

hard for corrupt middlemen to embezzle wage funds. It separates the implementing agency from the payment agency. Hence, as against direct payment of cash to the labourers by the panchayat block authorities (or even contractors), who could keep a share of the money for themselves; in the banking system the money goes directly into the account of the labourers. This would also discourage corrupt authorities from fudging the muster rolls. Moreover, the payment through banks and post offices would promote the habit of savings among rural unskilled workers.

Under the new system of financial inclusion, 10.02 crores MGNREGA workers accounts were opened and about 90 percent of wages were disbursed through these accounts up to August 2016-17 accounting for 75 percent of the expenditure under the programme. Such huge flow of funds from government treasury to the poor rural households provides an immense opportunity to bring the beneficiaries into the fold of the organized banking system. Although this new system has been hailed as a foolproof, cost-effective solution to reduce leakages and to promote greater transparency, the transition was rushed and several complications with the new system are now becoming apparent. As per 2016-17

data, there were more than thousand banks working in different parts of country with 10.02 crores of accounts for MGNREGA workers, the largest financial inclusion scheme of the rural poor by which wages are being disbursed through these accounts. These accounts have also encouraged thrift and saving among some of the poorest families.

1.7.1 Benefits of Bank Payment:

1. Reduced cost of payment delivery for the government if new accounts are opened for recipients or alternative payment channels used.

2. Recipients need not go out of their way to receive payments.

3. Payments delivered more quickly.

4. Reduction in number of fictitious or duplicate beneficiaries.

5. Reduction in cases of fraud where funds are siphoned off without recipients' awareness-for one it separates the implementing agency from the payment agency.

6. Avoidance of middlemen or agents for transaction.

7. Relationship with financial system. 8. Social recognition.

9. Access to financial products for economic growth and well-being.

1.8 Creating Community Assets under MGNREGA

The prime object of MGNREGA is to provide guaranteed wage employment to rural poor by creating community assets. At the grass root, these community assets fulfill the basic amenities of the local populace and bridge the gap of general amenities. The Act attempts to unlock the potential of the rural poor to contribute to the reconstruction of their environment. To achieve this, it has laid emphasis on creation of productive assets in villages. Out of nine preferred areas of works under the MGNREGA, seven focus on water and soil conservation. As per Schedule I of the Act, the focus of the MGNREGA shall be on the following works:

1. Water conservation and water harvesting;
2. Drought proofing, including afforestation and tree plantation;
3. Irrigation canals, including micro and minor irrigation works;
4. Provision of irrigation facility to land owned by households belonging to the SCJST, or to land of the beneficiaries of land reforms, or to land of the beneficiaries under the Indira Awas Yojana;
5. Renovation of traditional water bodies, including de-silting of tanks;
6. Land development;

7. Flood control and protection works, including drainage in waterlogged areas;

8. Rural connectivity to provide all-weather access. The construction of roads may include culverts where necessary, and within the village area may be taken up along with drains;

9. Any work that may be notified by the central government in consultation with the state government. In terms of implementation priority, the programme mandates that maximum emphasis should be on water conservation.

The MGNREGA is probably the world's largest ecological security programme, with the key provision that investments in an employment guarantee programme must be in productive and eco-friendly assets. This would ensure that the resultant growth dynamic is both sustainable (by regenerating the environment) and non-inflationary (by easing the agrarian constraint). Not only does demand need stimulation, growth has to be sustainable in both economic and ecological terms, especially in these times of climate change. For the nine years so far, during which MGNREGA has been operational, the purpose of the Act was to create rural assets, important among them being water and soil conservation projects, especially minor irrigation works. Table 1.11 shows various types of work

undertaken through MGNREGA from 2008-09 to 2016-17.

The national scenario shows that highest work has been completed under the provision of water conservation and harvesting which accounted for an average of 23.28 percent of total work completed in the country followed by the rural connectivity with an average of 20.26 percent, land development with 14.04 percent and micro irrigation at 6.17 percent, with wide variation across states and across the years.

The MGNREGA addresses itself chiefly to working people and their fundamental right to live with dignity. The success of the MGNREGA, however, will depend on people's realization of the Act as a right. Effective levels of awareness and sustained public pressure are crucial to ensure that the implementation problems are addressed to and the objectives met.

Table 1.11: Asset Creation under MGNREGA in India (in percent)

Items	2008-09	2009-	2012-	2013-14	2014-15	2015-16	2016-17
Rural Connectivity	23.64	20.58	18.54	15.71	20.72	20.78	12.86
Flood control And Protection	2.814	10.23	5.152	4.24	4.032	3.57	1.79
Water Conservation And harvesting	31.8	24.03	20.44	27.87	22.56	1.129	8.96
Drought Proofing	8.058	6.956	6.214	5.12	7.841	11.49	4.32
Micro Irrigation	3.213	5.621	5.45	6.71	8.146	4.29	2.01
Provision of Irrigation Facility	7.094	6.628	19.61	15.97	10.9	23.67	12.26
Renovation of traditional Water bodies	6.696	10.42	7.62	7.2	8.414	3.48	4.32
Land Development	11.32	11.15	15.61	15.15	12.96	7.50	10.61
Any other activity approved by MRD	5.367	4.385	1.37	1.99	2.717	6.20	1.76

Source: www.nrega.nic.in

The nine year programme implementation has made much effect on rural people by creating adequate employment through creating community assets with active participation of people, especially the vulnerable sections of society like SCs, STs and women through mobilization and flow of huge financial resources.

1.9. Conclusion

Without development of rural community it becomes difficult for development of the state. MGNREGA should aim for an India in which the poorest shall feel that it is their country in whose making they have an effective voice, an India in which there shall be no high class and low class

of people, an India in which all communities shall live in perfect harmony. It is important to note that the Act is still in its infancy and it may take years to put in place the tools and instruments needed to actualise the right to employment through a scheme, even in the best of circumstances.

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CHAPTER II

REVIEW OF LITERATURE AND RESEARCH METHODOLOGY

This study is an empirical work at the micro level, seeking to evaluate the performance of Mahatma Gandhi National Rural Employment Guarantee Act. Financial and implementation performance are a vital areas for all types of organizations and the same is the case in the public interested schemes. Nonetheless, financial soundness, output and development does not translate into the efficiency of a government agency or mutual undertaking. For government schemes engaged or implemented in the rural areas, it is considered to be of greater significance, to combat the general feeling that most schemes are not healthy performing units in terms of returns and their set targets of benefits due to poor fund management and faulty implementation strategies. This empirical study at the primary level is an attempt to **critically evaluate the Mahatma Gandhi national rural employment guarantee act with special reference to tribal dominated panchayat of south Goa.**

2.1. REVIEW OF LITERATURE

The important characteristics of this Act are labour-intensive work, decentralized participatory planning, women's empowerment, work-

site facilities and above all transparency and accountability through the provision of social audits and right to information. Wages are directly transfer to the beneficiaries bank or post office accounts with in a stipulated time period of the implementing agencies since the actual payments are beyond their reach. Thus MGNREGA is not only a welfare initiative but also a development effort that can take the Indian economy to a new prosperity. The present study deals with the following objectives:

- a) To study the implementation procedure of MGNREGA in the selected talukas (Quepem, Sanguem and Canacona) of South District of South Goa.
- b) To examine the funding pattern of MGNREGA.
- c) To assess and understand the impact of MGNREGA on tribal livelihoods.
- d) To focus the impact of MNREGA on women empowerment and to identify major constraints.
- e) To investigate the lacunas in the implementation of the act and to offer suggestions for better policy implications.

In order to evaluate the objectives of the present study, contextualising the same with the prier research findings along with

the tools employed therein was felt desirable. A host of studies have been undertaken by the NITI AYOOG, Institute of Rural Management, different scientists and economists on the economics of rural and occupational development in rural areas keeping a view to analyse the performance of this Scheme. All this study and other research related could provide a frame of reference for the current study and serve as a point of departure for the future empirical research to verify available findings. In this chapter the researcher elaborates a review of some of the important earlier studies made in alignment with the objectives of the study.

Khan, Ullah and Salluja (2007) have conversed the direct and the indirect impact of NREGP on employment creation and poverty alleviation in a rural area. He has analysed around 400 households consisting 2500 samples. He analysed income and expenditure levels by type of household including large, small and marginal farmers, agricultural labour etc. The study also reveals about the production activities undertaken by the inhabitants in their villages for their survival.

This study concludes with the major findings that most of the rural village people are not aware about the scheme since they are not aware and Panchayats haven't made any provision of awareness. Study reveals that everyone is in need of work and better facilities at the work place. Study concludes with the confirmation that at the grass root level there miss management of funds and records.

Dreze (2007) this study deals with the corruption in rural employment programs in the state of Orissa and how this too also associated with the MGNREGA. However, he believes that there is tremendous potential of NREGA in the survey areas. Where work was available, he analysed that statutory minimum wage of Rs 70 per day, and that wages were paid within 15 days or so. This is an extraordinary chance for the rural poor, and there was evident pleasure of it among casual labourers and other disadvantaged sections of the population. He analysed that due to this act there will be less migration of labourers from the rural area to the urban areas who usually migrated in the search of employment. The researcher also aims that there is plenty of opportunity to have productive works in the rural areas through this act, whether it is in the field of water conservation, rural connectivity,

regeneration of forest land, or improvement of private agricultural land.

Mathur (2007) studied this scheme in detail and come up with the valuable suggestions in order to have implemented this scheme more effectively in the rural areas. In his study he stated that government agencies should monitor the working of this scheme and work undertaken by the concerned panchayat. To develop the implementation, the government needs to solve problems, vary policy directives, and issue operational guidelines for the district, block and village levels. The government must take the lead, be proactive, mobilize institutions and groups, and use the media effectively. This study concludes with the positive remarks in order to better performance of the scheme since the researcher recommend to the rural ministry that the ministry of rural development alone should not take prior decision but should get involvement of other relevant departments and agencies.

Nayak, Behera, and Mishra (2008) this study deals with the two districts of Orissa mainly Mayurbhanj and Balasore. When MGNREGA was introduced in the first time, it was introduced in phase wise, in phase I, 200 rural underdeveloped districts were

selected and in these 200, Mayurbhanj district was included, after the second phase of MGNREGA Balasore district was included and after the completion of 3 years of NREGA implementation while Balasore has completed two. Both the districts are reported to have achieved certain goals and failed in others.

This study shows that the state as a whole as well as the two sample districts are well in certain physical and financial parameters like provision of employment to those who demand jobs and maintenance of wage and non-wage ratio. But they failed in fund utilization and making this scheme more reachable to the needy. This act guarantees 100 days work but they failed to provide this targeted 100 days work to the people. With respect to this study, the researcher thought to evaluate this MGNREGA in order to find out the facts and reality picture in front of the state.

Jandu, N (2008) in his study he analysed that the beneficiaries of this act are quite happy with this scheme because at least this scheme is assuring them either 100 days work or compensation if they are not employed for 100 day. It means that they will not face the incidence of seasonal unemployment and poverty. This study reveals that rural people did not have to go to the government offices or some other

agencies in order to get employment, since now the opportunity is lying in their Panchayats doorsteps. The overall impact of NREGA on women's lives is quite positive in many ways, whether it is by enhancing their economic independence and self-confidence, contributing to food security, helping to reduce distress migration, or fostering better awareness (and wider enforcement) of minimum wages. The role of NREGA as a tool of women's empowerment deserves much more attention than it has received so far.

Sen et al (2009) attempted to measure the outcome of good governance practiced by Gram Panchayats (GPs) of West Medinipur district of West Bengal through the employment generated under NREGS. The researcher has analysed the primary data with certain parameters such as transparency, accountability, democratic participation, efficiency and effectiveness as a important indicators for good governance. This study is disagreed with the report presented by the Panchayat and Rural Development in their annual report of 2007-08, that the average number of person days created per household in West Bengal was 25; whereas in the study area it is 19 clearly shows under performance or inefficient to give more number of days of employment to the beneficiaries.. The average participation rate of 19

percent with maximum of 40 percent and minimum of 5 percent shows a good performance compared to 13.1 percent state average rate (WB Human Development Report 2004). Average women participation rate (22 percent) is rightly better than the overall participation rate; showing good equality among genders. Equity which states the equality of men and women in decision making procedure found statistically significant.

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Indian Institute of Technology, Madras, Chennai (2009),
“Evaluation of National Rural Employment Guarantee Act: In Districts: Cuddalore, Dindugal, Kanchipuram, Nagai, hiruvallar, State: Tamil Nadu”:- This study generally reveals the impact of MNREGA in the state of Tamil Nadu by taking 5 districts into account. In each districts four Gram Panchayats were chosen. The study reveals that the beneficiaries are getting their wages within a week and the wages are directly deposited in their bank or post office accounts. Registration desk is open throughout the year in order to get register for this scheme. Study found that these all four Panchayats are given more priority to the women to get enroll for this scheme and be financially independent.

Mathur (2009) his study deals with the loopholes in the MGNREGA. This study reveals that social audit has not been undertaken in Andhra Pradesh, the primary data what he has collected from his study region finds that many of the villagers commented that they have not been paid or receive their wages even after the completion of work. When the researcher physically investigate with respect to comparison between the bank pass book and the job card, the researcher found that many pages from the job card has been torn off. Official agreed to the irregularities.

Institute of Applied Manpower Research, Delhi (2009), “All India Report on Evaluation of NREGA, A Survey of Twenty Districts”. This study is based on evaluation of the NREGS which assess its impact by taking 20 districts from Northern, Western, Southern and North-East region of India and 300 beneficiaries from each districts. This study find out with some interesting facts relating to this act is that in many Panchayats photograph of the beneficiary of this act was not affixed to the job card, at many places people are paid to get benefit of this scheme, on job card enough space was designed in order to enter the work was done by the beneficiaries. Many households were complaining that they neither get employment with

15 days nor they got any unemployment allowances it was also reveals that at many places only 35 days were utilize under this scheme instead of 100 days. The officials had given an answer to this problem by saying this scheme has started late in their jurisdiction. Many tribal areas are surveyed and find that most of the places were not having proper shade, drinking water and other facilities which was mentioned in MGNREGA Act.

Pankaj A and Tankha R (2010) his study deals with the MGNREGA and the wages, he found that this scheme aim at generating habit of savings among the rural people by providing them their salary through bank accounts. Keeping with this view all the beneficiaries were included in the financial inclusion and made aware about banking structure but the researcher found that many of the male workers are withdrawing their money from the bank account with one go but simultaneously the women workers are saving their money from wasteful expenditure.

Dey, and Bedi (2010) the tenure of this study is three years in Birubham district, West Bengal. Their study reveals that in order to more employment through this MGNREGA act, the employment should be made available and workers have to pay immediately within

the time limit. The study finds that, in this district awareness is made and rural unemployed people were enrolled in this scheme, proper record of job card were maintained and it is readily available for reference. But there are long impediment in wage payments during the first year of the programme..

Prasad, K.V.S (2012) “Performance of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA): An Overview” in this study the researcher have mad attempt to review the performance of MGNREGA, in his study he is analysed the funding pattern, objectives, women reservation, participation and problems . The researcher had gone into various sources to collect information on MGNREGA. This study concludes with that MGNREGA had played an important role in upliftment of the poverty and providing employment opportunities to the weaker section of the society. This has helped in handling disguised workers. Employment in other non-agricultural work will also improve the rural infrastructure i.e. rural asset building. It will ultimately lead to sustainable development.

Mohanty Soumya (2012) “Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) and Tribal Livelihoods: A Case Study in Sundargarh District of Odisha” this present study

attempts to critically examine the implementation process of this programme and its impact on tribal livelihoods i.e. to what extent MGNREGS has given justice in sustaining the livelihoods of poor tribal communities in a tribal dominated panchayat of Sundargarh district, Odisha. The study reveals that there is little impact of MGNREGA on tribal livelihoods. The faulty implementation strategy has ruined the spirit of this programme. Religion and street biasness and favoritism in case of distribution of job card, dominance of dominant families, defective leadership and improper coordination among the stakeholders have stood as major hurdles in this programme.

Arora Vinita (2013) “Mahatma Gandhi National Rural Employment Guarantee Scheme: A Unique Scheme for Indian Rural Women” this study aims to analyze the relevance of MNREGS on women empowerment in the Rohtak district of Haryana State. In this study the researcher has collected the information from 250 samples by using random sampling technique. By keeping view in the mind the researcher has served the framed questionnaire and analysed the data by using percent mean square, chi-square, regression and used DEA technique to find out the efficiency of the Panchayats regarding this

scheme. Study confined with the women participation and constraint towards it, pre and post MGNREGA effect on women empowerment with respect to income and financial independency.

Natesan Sarabjeet (2015) “Evaluation of MGNREGA: data envelopment analysis approach” this study develops a Mahatma Gandhi National Rural Employment Guarantee Act implementation efficiency model to evaluate the rural employment guarantee scheme in India, and evaluates the efficiency within individual states efficiency markings can be done to reflect prevailing local conditions. Based on administration, funds, expenditure, employment created, works executed and completed, women beneficiaries and households completing 100 days of employment, its captures the current implementation efficiency and provides suggestions to propel inefficient states toward efficiency.

Saha Paramita and Debnath Soma (2015) “Implementation efficiency of MGNREGA: A study of Indian states using data envelopment analysis” the present study compares the efficiency of different states of Goa. The results indicate that during the period, less than ten states could achieve technical efficiency score of one and thus can be considered efficient. For India as a whole the efficiency

scores were less than one in all the years. The efficiency score for Sikkim, Tripura and Goa has been one, consistently for each year under consideration, implying efficient implementation of the scheme in these states. The poor states and low literacy-rate states are inefficient to implement the programme properly. The inefficient states also deploy higher number workers for per asset. In states with lower efficiency scores, the states where poverty ratio is high and literacy low, there is scope for achieving higher output levels through better management of the programme.

Singh S. (2016) “Evaluation of world's largest social welfare scheme: An assessment using non-parametric approach” this study aims to evaluate and rank the performance of the states in India under MGNREGA scheme. A non-parametric approach, Data Envelopment Analysis (DEA) is used to calculate the overall technical, pure technical, and scale efficiencies of states in India. The sample data is drawn from the annual official reports published by the Ministry of Rural Development, Government of India. Based on three selected input parameters (expenditure indicators) and five output parameters (employment generation indicators), researcher applied both input and

output oriented DEA models to estimate how well the states utilize their resources and generate outputs during the financial year 2013-14. In addition, the states are also ranked using the cross efficiency approach and results are analyzed. State of Tamil Nadu occupies the top position followed by Puducherry, Punjab, and Rajasthan in the ranking list. To the best of my knowledge, this is the first plan-India level study to evaluate and rank the performance of MGNREGA scheme quantitatively and so comprehensively.

2.2 RESEARCH GAP

This review of literature by the researcher has brought to attention the following lacunae have been done in this area till the date:

1. Most of the research studies are conducted based on either using secondary data. Very few researchers had studied on primary data. So need is that there should be inclusive study on MGNREGA which comprises of both primary along with secondary data to evaluate the performance of this scheme.
2. Majority of the research work focus on the financial performance of Mahatma Gandhi National Rural Employment Guarantee Act and

almost no study has focused on the efficiency of the Panchayats to implement this scheme.

3. Negligible research has been conducted on the MGNREGA focusing on the financial performance, the efficiency aspect and the socio-economic status of beneficiaries at the primary level.
4. Further, no study has been undertaken in the state of Goa considering the four aspects pivotal to this study namely, growth, financial performance, efficiency and socio-economic status of member beneficiaries. Hence, this study is significantly different from all other studies that have been conducted on this topic in the country.

2.3. STATEMENT OF PROBLEM

The literature review carried out reflects that though some researchers have done study on NREGS most of those are confined to social aspect only. It is not comprehensive in terms of economic and social aspects. Very few people have emphasized on implementation aspects of NREGS. Scheme Funding and utilization aspects are not highlighted. The study deals with, both implementation and the impact of NREGS in a tribal dominated twelve Gram Panchayats of

three talukas (Quepem, Sanguem and Canacona) of South District of South Goa. This study emphasis on following questions:

1. What extent MGNREGA has helped in sustaining the tribal livelihoods?
2. Does MGNREGA become successful in improving the living condition of the poor?
3. Does it promise job to the needy?
4. Does it successful in reducing migration?
5. Is it really a livelihood generating programme than wage-earning scheme?
6. Are the people really aware about MGNREGA work?
7. Is the Act properly implemented as per its rules?
8. Does women workers are getting equal wages with respect to male workers?

2.4. OBJECTIVES OF THE STUDY

The main objectives are as follows:-

1. To study the implementation procedure of MGNREGA in the selected talukas (Quepem, Sanguem and Canacona) of South District of South Goa.
2. To examine the funding pattern of MGNREGA.

3. To assess and understand the impact of MGNREGA on tribal livelihoods.
4. To focus the impact of MNREGA on women empowerment and to identify major constraints.
5. To investigate the lacunas in the implementation of the act and to offer suggestions for better policy implications.

2.5. HYPOTHESIS OF THE STUDY

1. Though there has been actively implementation of MGNREGA in rural areas (especially in the tribal community dominated areas) but its performance is far from satisfactory.
2. The benefits from MGNREGA (wage earnings) are related with awareness.
3. The benefits from MGNREGA (wage earnings) are related with participation level.
4. Transparency, equality (in terms of wage rate) and accountability measures of MGNREGA empower the poor women workers.

2.6. SCOPE OF THE STUDY

The present study attempts to understand the implementation procedures of MGNREGS and its impact on tribal livelihoods in a tribal dominated Panchayats of South Goa district of Goa (2006 to 2014). This study focuses on the role of Gram Panchayats to generate sufficient employment opportunities, the procedures for registration, issuance of job cards, and application for employment. This would enable us to understand and examine the institutional mechanisms under which the entire programme is being implemented. This study is also helps to analyse the impact of this scheme on women empowerment in the study area. The problems and prospects of MGNREGA can then be better understood and accordingly, necessary measures can be devised to make the programme realize its set objectives. The outcome of the study will help in understanding the problem of implementation of the project. It will help in formulating the better policy and strategy for the future.

2.7. RESEARCH METHODOLOGY

2.7.1 Universe of Study

The study was carried out in South District of South Goa. However, the study area was confined to twelve Gram Panchayats of

three talukas (Quepem, Sanguem and Canacona) of South District of South Goa. Using purposive sampling method the study area was selected.

2.7.2 Sampling Procedure

For the selection of beneficiary respondents two stages were followed. In the first stage purposive sampling method was adopted for the selection of the study area. In the second stage, for selecting the sample respondents, random sampling method was adopted. The following are the details of Panchayats which were selected based on purposive sampling; from each Panchayat 50 respondents were chosen on the basis of simple random sampling method.

Table no. 2.1. Sampling size

Taluka (03)	Quepem (200)	Canacona (200)	Sanguem (200)	Total 600
Panchayats (50 samples from each Panchayat)	Adnem	Cotigao	Calem	150
	Ambaulim	Gaondongrim	Netorli	150
	Cavrem-Pirla	Kholla	Rivona	150
	Morpilla	Shristhal	Sancordem	150
TOTAL				600

2.7.3 Sample Size

A sample of 600 households including both job card holders and non-job card holders were selected. Here, non-job card holder households were selected to explore the reasons for their non-participation in the MGNREA activities. Out of 600 households (50 percent males and 50 percent females). From each taluka four Panchayats were selected and from each taluka 50 households were selected randomly (respectively).

2.7.4 Data Collection

Data was collected both from primary and secondary sources. Primary data was collected from all the stakeholders of MNREGA. Questionnaire surveys with the different stakeholders engaged in MNREGA in the study site will be organised. Semi structured informal interviews were also taken from selected households. Transect walk into the MGNREGA worksites was conducted to have firsthand experience on the MGNREGA works at the community level.

For gathering quantitative data household survey was conducted using the pre-tested schedules. Audio-Video accessories

was used for collecting data. The secondary data was collected from official records, policy documents, published reports of similar projects, research journals and literature form social science discipline through various web-based information.

2.7.5 Data Analysis

Both qualitative and quantitative data were analyzed in the backdrop of the research objectives. Quantitative data was tabulated and statistically analysed using SPSS software. Qualitative data was interpreted based on the information collected from the research field. The relevant details with regard to the tools and techniques as per the objectives of the study are as under:

.Data Envelopment Analysis (DEA)

The efficiency of government organization unlike Panchayats can be studied by employing ratio analysis but multiple ratios give multiple results. Hence, evaluation of performance analysis becomes problematic; many a time such problems are overcome by adopting ranking method. However, in recent years, parametric and non-parametric evaluating techniques are adopted by many researchers to derive the composite measure of efficiency. Data Envelopment

Analysis (DEA) is one of such method used to measure the efficiency and is developed by Charnes, Cooper and Rodhesⁱ (1978) and Banker,Charnes and Cooperⁱⁱ (1984). In contemporary research non-parametric techniques are widely used to evaluate the efficiency frontier. Data Envelopment Analysis analyse the relative efficiency of Decision Making Units (DMUs) under study the consideration. It clarified which are the most efficient DMUs in the study sample and which are not. Further, DEA allows the user to select inputs and output in accordance to a managerial focus. Furthermore, this technique works with variables of different units without the need for standardization. However, DEA suffers from limitations: (a) it cannot set the theoretical standard of efficiency and judge the efficiency of DMUs with respect to ‘set’ standard. (b)The derived efficiency of DMUs is the efficiency in relation to the other DMUs in the sample.

Work on efficiency measurement began with the work of Farrell (1957) who drew upon the work of Debreu (1951) and Koopmans (1951) to define a simple measure of efficiency taking account of multiple input and outputs. He proposed that a firm’s efficiency can be bifurcated into two components: technical efficiency, which reflects the ability of a firm to obtain maximum

output from the given set of inputs and;allocative efficiency which reflects the ability of a firm to use the input in optimal proposition, given their respective prices. These two measures are then combined to obtain Total Economic Efficiency.

Ferrell’s, above arguments can be explained diagrammatically by a figure given below: Let there be a firm using two inputs X_1X_2 to produce a single output ‘Y’ under the constrain return to scale the unit iso-quant of fully efficient firm is SS^1 .If firm uses quantity of input, defined by the point P, to produce unit of output then the technical inefficiency is represented by distant QP. The technical efficiency thus can be represented as ratio QP/OP i.e.

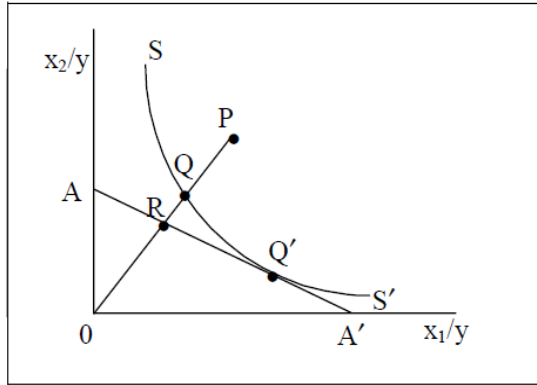
$$TE = \frac{OQ}{OP} \text{ ----- (1)}$$

Which, is equal to $1 - \frac{QP}{OP}$

Its value will vary between 0 to 1. A value of 1 would indicate DMU to be fully technically efficient. For instance, in the figure, ‘Q’ is fully efficient because it lies on unit isoquants.

If line AA^1 represents iso cost line then allocate efficiency may be measured as:

$$AE_1 = \frac{OR}{OQ} \text{ ----- (2)}$$



RQ represents the reduction in production cost that would occur if production were to occur at the allocatively and technically efficient point Q' , instead of technically efficient but allocatively inefficient point Q.

The Economic Efficiency (EE) is defined as ratio of:

$$EEI = \frac{OR}{OP} \text{ ----- (3)}$$

Further,

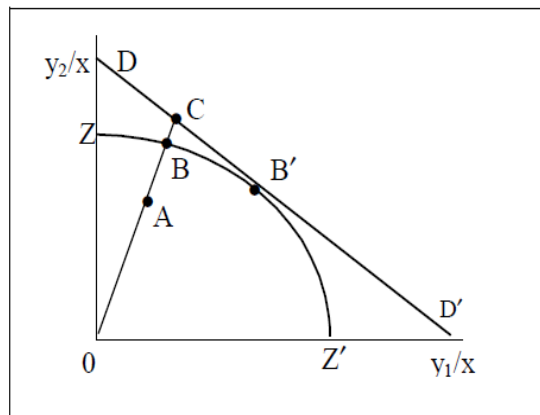
$$TEI * AEI = \frac{OQ}{OP} * \frac{OR}{OQ} = \frac{OR}{OP} = EEI$$

All three measures TE, AE and EE are bounded by 0 to 1.

Output Oriented Measure

Input oriented DEA model measures how much input quantities can be proportionately reduced without changing output. On the other

hand, output oriented DEA model will measure by how much amount output can be increased without altering input. Let Y_1, Y_2 be the two outputs and X_1 be the single input. Again let us assume constant return to the scale. Then ZZ' would be the production possibility curve. Let firm operate at point A, which is inefficient as it lies inside the production possibility curve. It would be efficient, only if it moves to the point on production possibility curve (say B).



In terms of Farrell (1951) output oriented measure the distance AB would represent technical inefficiency. Thus, thus Technically Efficiency (TE_0) would be:

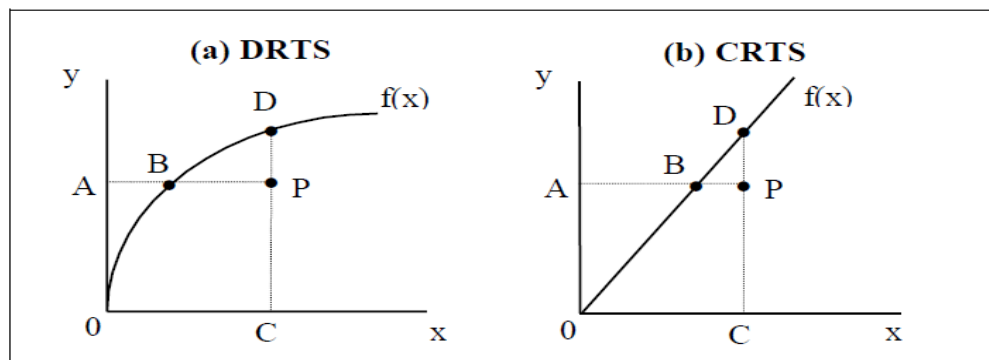
$$TE_0 = \frac{OA}{OB} \text{ ----- (4)}$$

If price information of output is known then the DD^1 would be iso-revenue line and Allocative Efficiency (AE_0) can be measured as:

$$AE_0 = \frac{OB}{OC}$$

Also the overall Economic Efficiency can be defined as

production of $TE_0 * AE_0$. All three measures are bounded by ZERO and ONE. The input and output oriented models of the DEA can be studied under Constant Return to Scale (CRS) or Variable Return to Scale (VRS) assumptions. This would be clear from



In fig. A production function (f_x) is operating under a decreasing return to the scale technology and inefficient firm is operating at point P. Farrell's input oriented measure of TE_1 would be equal to the ratio of $\frac{AB}{AP}$, while output oriented $TE_0 = \frac{CP}{CD}$. $TE_1 = TE_0$ in case of constant return to scale but will be $TE_1 \neq TE_0$ if there is increasing or decreasing return to the scale. Thus in constant return to scale $\frac{AB}{AP} = \frac{CP}{CD}$ for all

inefficient point chosen based on the Farrel's (1957) idea, Charner, Cooper and Rhodes (1978) developed non-parametric mathematical programming technique of frontier estimation called DEA. Initial model of DEA proposed by the Charner, Cooper and Rhoder(1978) was input-oriented, constant return to scale technology model popularly known in DEA literature as CCR model. In 1984, Banker, Charner and Cooper (1984) proposed VRS technology model which in DEA literature is known as Variable Return to Scale (VRS) model. It should be noted that CCR model represents VRS technology whereas BCC represent VRS technology.

DEA Model

There are two approaches to determine the efficiency of financial institutions. These are: parametric and non-parametric. The DEA is a non-parametric approach developed by Charnes *et al.* The wide acceptances of DEA as a measurement tool for measuring efficiency of the financial institutions can be attributed to certain strengths of this approach are:

- DEA does not assume any functional form.
- DEA compares one DMU against a peer or combination of peer.
- DEA can handle multiple inputs and outputs.

However, there are a few drawbacks in DEA, like:

- a) No assumption of statistical noise; hence the element of noise gets reflected in the measured efficiency of DEA.
- b) DEA does not give any absolute efficiency measure, DEA results are sampled specific.
- c) An inherent limitation of this method is that it makes hypothesis testing difficult.

CCR Input –Oriented Model

Let there be ‘N’ DMUs to be evaluated each DMU consumes varying amount of ‘M’ different inputs to produce ‘S’ different output. Specifically j^{th} DMU consumes amount X_{ij} of input ‘i’ and produces y_{rj} amount of output ‘r’. Also assume that $X_{ij} \geq 0$ $y_{rj} \geq 0$. In the ratio form as introduced by Charnes, Cooper and Rhodes the model can be symbolically expressed as:

$$\text{Max } h_0(U, V) = \frac{\sum_r U_r Y_{r0}}{\sum_i V_i X_{i0}} \text{ ----- (1)}$$

Subject to

$$\frac{\sum_r U_r Y_{rj}}{\sum_i V_i X_{ij}} \leq 1 \text{ for } j = 1 \dots n.$$

$$U_r, V_i \geq 0$$

The above ratio form yields an infinite number of solution; if (\mathcal{U}^*, v^*) is optimal then $(\alpha \mathcal{U}^*, \alpha v^*)$ is also optimal for all $\alpha > 0$. But by assuming

$$\sum_{i=1}^m v_i X_{io} = 1$$

The above fractional linear programme can be transformed to equivalent linear programming problem as:

$$\max z = \sum_{r=1}^s u_r y_{ro} \text{ --- --- --- (2)}$$

Subject to

$$\sum_{r=1}^s u_r y_{rj} - \sum_{i=1}^m v_i X_{ij} \leq 0$$

$$\sum_{i=1}^m v_i X_{ij} = 1$$

$$u_r, v_i \geq 0$$

For the above model LP, dual problem is:

$$\theta^* = \min \theta \text{ --- --- --- (3)}$$

Subject to

$$\sum_{j=1}^n X_{ij}\lambda_j \leq \theta X_{io} \quad i = 1, 2, \dots, m.$$

$$\sum_{j=1}^n Y_{rj}\lambda_j \geq Y_{ro} \quad r = 1, 2, \dots, s;$$

$$\lambda_j \geq 0 \quad j = 1, 2, \dots, n.$$

By virtue of the dual theorem of linear programming, $Z^* = Q^*$, hence either of the problem may be used. The solution ($Q^* \leq 1$) gives the efficiency score for a particular DMU. The process is repeated for each DMU_j i.e. solve (3) with $(X_0, Y_0) = (X_k, Y_k)$ where (X_k, Y_k) represents vectors with component (X_{ik}, Y_{rk}) and (X_0, Y_0) has a component (X_{ok}, Y_{ok}) DMUs for which $Q^* < 1$ are inefficient, while the DMUs for which $Q^* = 1$ are boundary points. Some boundary points may be 'weakly efficient' this can be avoided by invoking the following linear programme in which slacks are taken to their maximum values.

$$\max z = \sum_{i=1}^m Si^- + \sum_{r=1}^s Sr^+ \quad \text{--- (4)}$$

Subject to

$$\sum_{j=1}^n X_{rj}\lambda_j + Si^- = Q^+ x_{io} \quad i = 1, 2, \dots, m.$$

$$\sum_{j=1}^n Y_{rj} \lambda_j - S_r^+ = Y_{r0} \quad r = 1, 2, \dots, s.$$

$$\lambda_j, S_i^-, S_r^+ \geq 0 \quad f_{i,j,r}$$

The above model indicates that

1. The performance of DMU_o is fully efficient if and only if $Q^* = 1$ and all slacks $S_i^- = S_r^+ = 0$
2. The firms are weakly efficient if and only if $Q^* = 1$ and all slacks $S_i^- \neq 0$ and/or $S_r^+ \neq 0$ for the same i or r in same alternate optima.

This discussion indicates that for calculating efficiency, below mentioned linear programming problem as delineated below has to be solved in two steps

$$\left[\max Q - \varepsilon \sum_{i=1}^m S_i^- + \sum_{r=1}^s S_r^+ \right] \text{--- --- (5)}$$

Subject to

$$\sum_{j=1}^n X_{ij} \lambda_j + S_i^- = \theta x_{i0} \quad i = 1, 2, \dots, m.$$

$$\sum_{j=1}^n Yrj\lambda_j - Si^+ = Yxior = 1,2, \dots s.$$

$$\lambda_j, Si^-, Sr^+ \geq 0 * V_{i,j,r}$$

Note: The $\epsilon > 0$ is non-Archimedean element defined to be smaller than any positive real number.

CCR Output Oriented Model

Alternatively output oriented DEA model would start with the consideration of relative efficiency as the ratio of virtual input to virtual output and reorienting objective from max to min as indicated below:

$$\min = \frac{\sum_i ViXio}{\sum_r UrYro} \text{----- (6)}$$

Subject to

$$\frac{\sum_i ViXij}{\sum_r Uryrj} \geq 1 \text{ for } j = 1,2, \dots, n.$$

$$Ur, Vi, \geq \epsilon > 0 \text{ for all } i, \text{ and } r$$

Here ϵ non - non-Archimedean element.

By assuming $\sum_r UrYro = 1$ we transform the above fractional programme in to a multiplier model as:

$$\min q \sum_{i=1}^m ViXio \text{----- (7)}$$

Subject to

$$\sum_{i=1}^m ViXij - \sum_{r=1}^s UrYri \geq 0$$

$$\sum_{r=1}^s UrYro = 1$$

$$Ur, Vi \geq \epsilon Vr, i$$

Similarly using duality and the two-step process form of linear programming, the problem can be written as:

$$\left(\max \psi + r \sum_{i=1}^m Si^- + \sum_{r=1}^s Sr^+ \right) \dots \dots \dots (8)$$

Subject to

$$\sum_{i=1}^n Yr\lambda_j - Sr^+ = \psi Yro \quad r = 1, 2, \dots, s$$

$$\lambda_j \geq 0 \quad j=1, 2, \dots, n.$$

footnote

For two stage process, we calculable ψ^* by ignoring the slack and then optimize the slacks by fixing ψ^* as in the following linear programming.

$$\max \sum_{i=1}^m Si^- + \sum_{r=1}^s Sr^+$$

Subject to

$$\sum_{j=1}^n X_{ij} \lambda_j + S_i^- = X_{io} \quad i = 1, 2, \dots, m;$$

$$\sum_{j=1}^n Y_{rj} \lambda_j - S_r^+ = \psi * Y_{ro} \quad r = 1, 2, \dots, s;$$

$$\lambda_j \geq 0 \quad j=1, 2, \dots, n.$$

Now if $\psi^* = 1$ and $S_i^{-*} = S_r^{+*} = 0$ for all i^{th} and r^{th} DMUs are fully efficient and if $\psi^* = 1$ but $S_i^{-*} \neq 0$ and /or $S_r^{+*} \neq 0$ for some i^{th} and r^{th} in some alternate optima then DMUs are weakly efficient.

The above models are known as CCR model that assumes CRS (Constant Return to Scale) technology. If the constant $\sum_{i=1}^n \lambda_j = 1$ is adjoined in the model then we have VRS (Variable Return to Scale) technology model, which are popularly known in the DEA literature as BCC model.

To analyse the socio-economic data of the members of MGNREGA the researcher uses statistical tools like average, percentages, cross-tabulation etc. that are available in SPSS and other statistical software. In case of questions that have multiple options or that solicit respondents' preferences on **Likert scale or Rank** are analysed as follows:

$$C.S. = W_1 R_1 + W_2 R_2 + W_3 R_3 + \dots + W_n R_n / N$$

Where R= Rank or Response

W= Weight of the response.

Weights are given as per the rank preference, higher the rank preference higher is the weight given.

The impact of these factors of socio-economic on women beneficiaries in order to take part in MGNREGA work is explained with the help of binary response model also known as **logistic regression model**. The following is the form of equation of **binary response model** with few socio economic variables such as age, caste, family income, religion, and profession / occupation. The same is expressed below:

$$\ln (P_i / 1-P_i) = \alpha + \beta_1(\text{AGE})_i + \beta_2(\text{CAST})_i + \beta_3(\text{FINCOME})_i + \beta_4(\text{RELIGION})_i + \beta_5(\text{PROFESSION})_i + \epsilon_i$$

The coefficients β_1 , β_2 , β_3 , β_4 and β_5 are the logistic values which indicate the impact of change in corresponding independent variable on the natural log of odds of participation in MGNREGA activities.

Mean Percent Score is applied to analyze the data in order to find out the degree of constraints. It is calculated by dividing the sum of scores for each item by maximum possible score and multiplying by 100.

2.8. LIMITATION OF THE STUDY

1. Study concentrates only on South Goa District mainly three talukas (tribal community dominated) and not the entire State. Hence, study lacks comprehensive outlook.
2. No comparative study is made between South Goa and other regions of the country and states.
3. Sample of 12 Gram Panchayats of three talukas (Quepem, Sanguem and Canacona) of South District of South Goa collected.
4. Due to lack of time and resources convenient random and purposive samplings techniques are used.
5. Study deals only with MGNREGA act / Scheme. (i.e. from 2006 to 2015)

2.8.7 CHAPTERIZATION OF THE STUDY

The thesis is organized in to six chapters:

Chapter I Beginning with Introduction of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA).

Chapter II contains brief Review of literature and confined study undertaken previously. It is consist of Research Methodology were followed to undertake the study.

Chapter III will analyse the implementation procedure and the funding pattern of MGNREGA and efficiency of the Panchayats for rural employment.

Chapter IV will study the impact of MGNREGA on tribal livelihoods.

Chapter V will deals with impact of MNREGA on women empowerment and to identify major constraints.

Chapter VI will present Suggestions, summary and conclusion of the study.

ⁱ A. Charnes, W.W. Cooper and E. Rodhes, “Measuring Efficiency of Decision Making Units”, *European Journal of Operations Research*, Vol.1,1978,pp.429-444.

ⁱⁱ R.D. Banker, A.Charnes and W.W. Cooper, “Model of Estimating Technical and scale Efficiency”, *Management Science*, Vol.30,1984,pp.1078-1092.

CHAPTER III

THE FUNDING PATTERN OF MGNREGA AND EFFICIENCY OF PANCHAYATS FOR RURAL EMPLOYMENT

3.1 Funding pattern of MGNREGA

MGNREGA has been revolutionary in its promise of inclusive growth and financial inclusion. The right to work, the dignity of labour and a rational, participatory with the state which provides at least 100 days of guarantee wage employment in a financial year to every rural household whose adult members volunteers to do unskilled work in vicinity of his panchayat territory.

In providing basic wage security, the scheme provides a social safety net for India's most vulnerable households, providing an impetus for the development of a vibrant agricultural economy. MGNREGA was introduced in 200 backward districts in 2006 and further extended to 130 more districts in 2007. And expanded further to cover the whole India in 2008 with an exception to those districts that have 100 percent urban population. The government has referred to it is an 'act of the people, by the people and for the people.

The right to work is a directive principle in an Indian constitution which was formalized through the enactment of MGNREGA. It is seen as a mechanism of income transfer, consumption and so on. MGNREGA is an unique in its size, it intends to cover long periods, disburse huge funds and be dynamically responsive to climatic and rainfall conditions and above all open to any adult intending to work for wages often lower than local casual wages. Since self targeting is inherent to the scheme, besides chronic poverty, manifest in food inadequacy, it also intends to mitigates idiosyncratic risks and shocks faced by the households due to being differently able or death of an earning member. This chapter is based on the budgetary allocation of MGNREGA, its funding pattern and funds used under the MGNREGA by the central government, examines the budgetary incidences, financial issues and performance, efficiency of the studied Panchayats.

3.1.1 Budgetary Allocation and Fiscal Concern

The finance forms the most critical input for every programme's implementation, in order to grow and survive. Although the Act was passed in both the houses of the parliament in order to eradicate proportionate poverty by implementing the MGNREGA in

rural districts of India but the issue remains relatable with respect to finance the large and open ended programme on the verge of revenue and fiscal deficits with respect to commitment towards the Budget Responsibility and Budget Management Act. Before implementing this MGNREGA, few government agencies and research organizations computed estimation around RS. 400 millions, which is approximately one percent of nation's GDP. Some empirical research finds that due to this scheme 23 percent of the nation's poverty has declined in lean season, at an annual cost of 1.7 percent of GDP.

Before MGNREGA, many wage employment programmes were initiated but failed to achieve its objectives and output due to lack of unavailability of funds but MGNREGA is different from all these schemes since this is legal guarantee, assurances were alone offered. It may be one of the reasons that government initiated and allocated fund to this scheme with the confidence and inspired by the higher growth rate of the economy. But the most important relevant point is here that during the recession due to the global economy meltdown, the share of funds to MGNREGA was not declined significantly. The following table shows the budgetary allocation of MGNREGA.

Table no. 3.1. Budgetary allocation of MGNREGA

Year	Budget allocation (Crores)	Percentage of GDP	MGNREGA exp. as % of Total Exp.	MGNRE GA exp. as % of Revenue Receipts	MGNRE GA exp. as % of Fiscal Deficits	MGNREGA exp.as % of Rural development
2008-09	11,300	0.286	1.24	1.63	6.12	46.56
2009-10	12,000	0.267	1.56	1.90	10.03	41.71
2010-11	30,000	0.564	1.64	2.02	10.83	52.76
2011-12	39,100	0.663	2.79	4.43	9.21	69.09
2012-13	40,100	0.546	2.81	4.12	9.01	55.64
2013-14	40,000	1.023	3.13	5.02	9.72	53.99
2014-15	33,000	0.786	2.24	3.02	6.42	33.34
2015-16	33,000	0.887	1.99	3.16	6.08	41.16

Source: Budget Documents, GOI

From the above table it clearly indicates that government seeks to cap the rural employment at this level. If not, those who have worked more than 15 days under MGNREGA have been extended to RSBY under the budget which again goes to benefits to the below poverty line workers and their families in rural areas. But in 2013-14 budget was spending on the Nation's the most important scheme for rural employment generation has been seen flat, disappointing many citizens and planners to. It has been clearly observed that in 2014-15 and 2015-16 budgets has seen the declining budgetary allocation and

it has been noted that with this low allocation of funds it is not going to contribute to growing employment demand under the act so called MGNREGA.

Funding to MGNREGA has been imprinted by adding all past schemes or programmes and its still come together around 40 to 50 percent of the budgetary allocation of the Rural Development Department of Central Government of India. It is mentioned in the MGNREGA that 25 percent of the cost of the wages and material utilized for the scheme implementation should be covered from the respective states.

3.1.3. Financial performance

The act says that while implementing projects labour cost and material cost should be in the ratio of 60:40. These ratios should be applied through the gram Panchayats, block and district level. According to this act, provision is made that an engineer should visit the working site once in a two week and the overseer should visit the site regularly in order to have better implementation of MGNREGA. In spite of these guidelines many times, it has been observed that neither overseer has not taken any interest to visit the site regularly

and supervise the work under MGNREGA nor an engineer shown the interest in visiting the worksite of MGNREGA. This act also says that tools and implements made available to the workers and the cost of the tools and implements should be added to the material components of the project, it is the duty of the state government to make available these tools and get avail through transpierce method of procurement of this implements or material to be used under this act of MGNREGA.

The central government provides the fund or the wages and cover three fourth of the material costs, the remaining one fourth has to be paid by the state government. The actual expenditure on wages, material and other administrative particulars has been s mentioned in the table no 3.2 of various years of study period.

Table no. 3.2. Utilization of funds under MGNREGA (in percent)

Years	Expenditure of wages	Expenditure on material	Administrative expenditure
2008-09	66.22	30.88	2.08
2009-10	68.53	30.56	3.11
2010-11	69.26	30.07	3.46
2011-12	69.76	30.22	3.28
2012-13	68.34	31.62	4.56

2013-14	76.38	23.62	3.68
2014-15	75.32	24.70	4.54
Mean	70.54	28.80	3.52

Source: Budget Documents, GOI

The above table reveals that percentage of MGNREGA funds on wages is higher than the defined ration. The share of expenditure on wages has been increased from 66.22 percent in 2008-09 to 75.32 in 2014-15, where as the share of expenditure on material has reduced and expenditure on administration of MGNREGA has also shown a fluctuation. In case of other states where their data is available shows that 70 percent spend on the wages and only 30 percent incurred on material and administrative expenditure. Sometime this also come with contingency and it will take place around one percent here and there.

3.2. MAIN IMPLEMENTING AGENCIES AT VARIOUS LEVELS:

A. CENTERAL LEVEL

3.2.1. Ministry of Rural Development (MoRD)

The ministry of rural development is the key ministry for the accomplishment of the MGNREGA and it was assisted by the central council. It is prime responsibility of this ministry to provide financial assistance and aid along with adequate resource support. This ministry has to monitor, review, and performance process of evaluation, efficiency and outcomes. Ministry of rural development has to modernism that helps to improving the processes of the achievements of the aims of the act. This will support to make use of latest technology (information technology) in order to increase its efficiency and transparency of the act, so the implementation MGNREGA will be transparent and accountable to the public.

3.2.2. Central Employment Guarantee Council

A Central Employment Guarantee Council (or Central Council) has been set up under the chairmanship of the Union Minister of Rural development.

The roles and responsibilities of the CEGC, as per the Act, are to:

1. Establish a central evaluation and monitoring system.

2. Makes rules, guidelines and notify the area of application under the act.
3. Advise the Central Government on all matters concerning the implementation of the Act.
4. Review the monitoring and redressed mechanism from time to time and recommend improvements required.
5. Promote the widest possible dissemination of information about the Schemes
6. It is also responsible for ensuring timely and adequate resource support to the state and the centre.
7. Monitoring the implementation of this Act.
8. Preparation of annual reports to be laid before Parliament by the Central Government on the implementation of this Act.
9. Review list of permissible works under MGNREGA in response to demands of State Governments
10. Set up National Employment Guarantee Fund (NEGF).

11. Set up National Management Team (NMT) within the Department of Rural Development to perform the national-level functions under MGNREGA

12. Make budgetary allocation and ensure timely release of Central share

13. Monitoring, Evaluation and Research on the performance of MGNREGA

B: STATE LEVEL

At state level this scheme is governed and headed by the Honourable Chief Minister of State. The Financial Commissioner and the Principal Secretary along with the help of Joint Secretary and Director of the Rural Development will take initiative to implement this scheme.

According to Section 32 of this Act, it gives permission to formulate rules for the responsibilities of state. This also postulates to develop and notify the MGNREGA and to establish state level agency to implement the MGNREGA with high level professional to carry out the objectives of the scheme. It has to also take care of the state's

share for this scheme and provision has to make in the budget. They have to ensure the full time work professionals, who can work for the active implementation at panachayat, taluka, district and state level with special reference to *Gram Rozgar Sahayak*. He is supposed to play an active role in order to aware and link between the state and the beneficiaries. Powers are given to the District Programme Coordinator to allot finance and control administration. To ensure a network of experts who can train and to have watch on technology and quality. It has to ensure State Employment Guarantee Fund, transparency, accountability and awareness and ensure compliance with all processes laid down in Act, Rules and guidelines.

3.2.3. State Employment Guarantee Council

Every state has to set up a State Employment Guarantee Council for the purpose of the awareness and execution of the MGNREGA. SEGC cell has to monitor and to look in to the matter for giving 100 days employment to the rural people and make this scheme much powerful in order to get employability among the rural population. The role and responsibilities of the SEGC is to implement and suggest some changes or amendment in the scheme with respect to time and demand for the work. This cell has to monitor and

invigilate the scheme within the state territory and recommend the proposals of works to be submitted to the Central Government under para 1B (xvi) of Schedule I of the Act.

C. DISTRICT LEVEL

At the district level, Deputy Commissioner and Additional Deputy Commissioner is the controller and nodal officer respectively. Programme Officer at the district level has to monitor and ensure 100 percent employment at the rural area under this scheme. Accountant and Assistant Accountant should maintain the accounts of branch of MGNREGA.

The State Government designates a District Programme Coordinator, who can be either the Chief Executive Officer of the District Panchayats (DP), or the District Collector (DC), or any other District-level officer of appropriate rank. The District Programme Coordinator is accountable for the accomplishment of the scheme in the district, in accord with the requirements made in the MGNREGA 2005 and rules and guiding principles made there under.

D. BLOCK LEVEL

Assistant Project officer is appointed for the accomplishment of this scheme at block level. Block Development Officer and

Panchayats' officials are responsible for the active enrichment of this scheme to the rural area with this scheme's objectives. It is the duty of the Block Development Officer and Panchayats official to carry on audit at panchayat level through *Gram Sabha* make available the work to the every applicant who have applied under this scheme and look in to matter that the applicant is given work within 15 days of his application to the panchayat. If the Sarpanch is not in the position to provide a work for the applicant within the radius of 5 kilometers than the Block Development Officer has to provide a work in the block, if that also not possible than the allowances of unemployment should be paid to the applicant.

3.3. Efficiency of Panchayats for Rural Employment

The economic success and efficiency of Panchayats are largely depends on dedicated members, labour active participation, effective management, administrative staff and attendant who handle the day to day activities and monitoring this scheme. The efficiency of Panchayats is also largely influenced by creation of rural employment and active productivity by members or beneficiaries of the scheme; without active productivity, rural development and active participation

of members, the Panchayats cannot be function smoothly and efficiently.

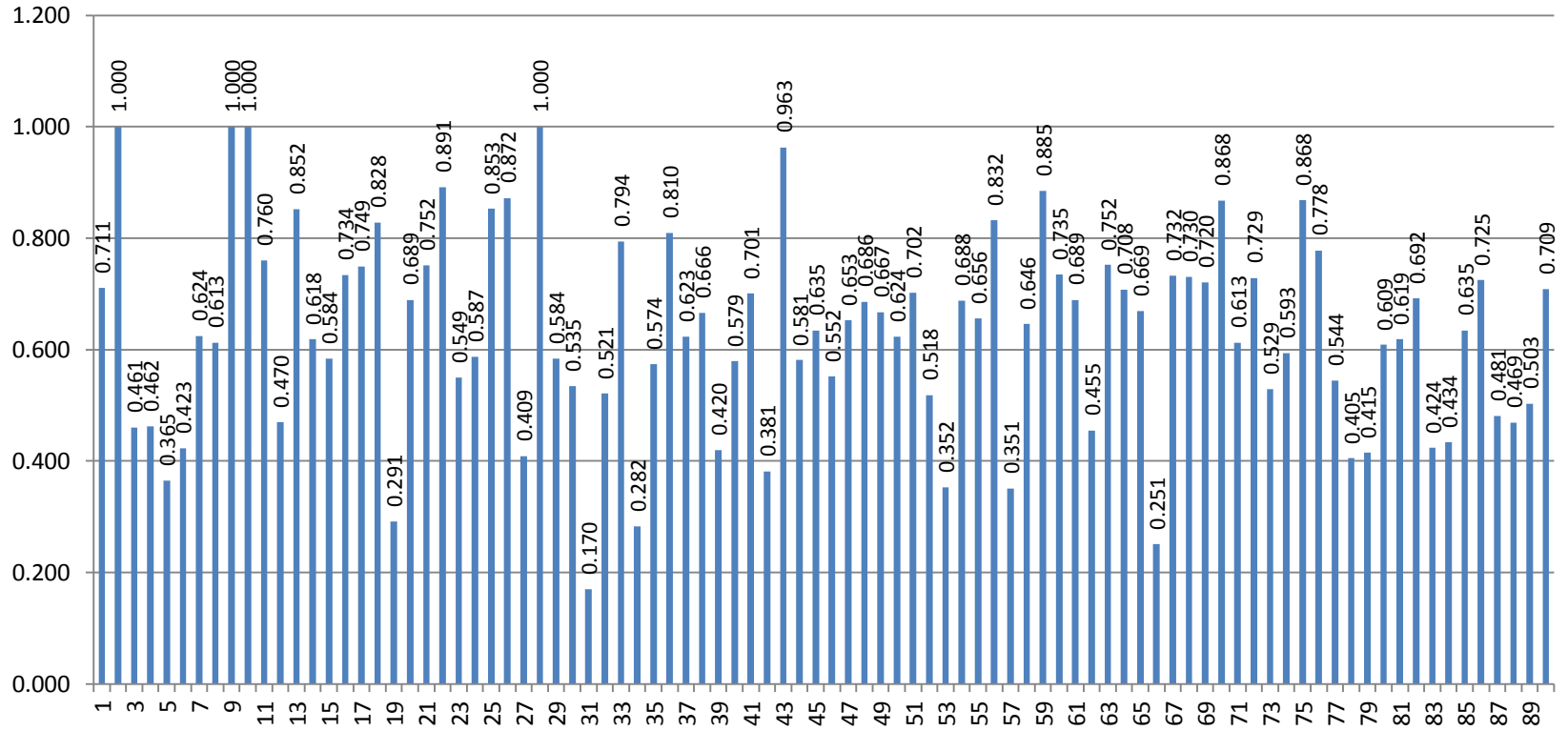
To determine the efficiency of Panchayats with respect to active generation of jobs and creation of rural employment and development, Data Envelopment Analysis (D.E.A.) method is used. To derive the results the DEAP 2.00 software is used. The data considers five inputs and three output variables. In all ninety villages are considered from 12 panchayats of Goa are considered in the study. The data required for analysis is collected from annual audited financial statements of respective Panchayats and Ministry of Rural Development for the period **2000- 01 to 2014-15** inclusion of all schemes initiated by the state and central government in order to promote rural employment.

Study uses an output oriented model with five inputs and three outputs. The Inputs considered are: funds employed, Salary, Operating expenses, Grants from Government and Number of register members. On the other hand Outputs are: income generation, number of days employed. DEA analysis gives us CRS and VRS technical efficiency scores. CRS technical efficiency score represents technological efficiency in converting inputs into output; whereas VRS technical efficiency implies managerial efficiency in conversion of inputs into output.

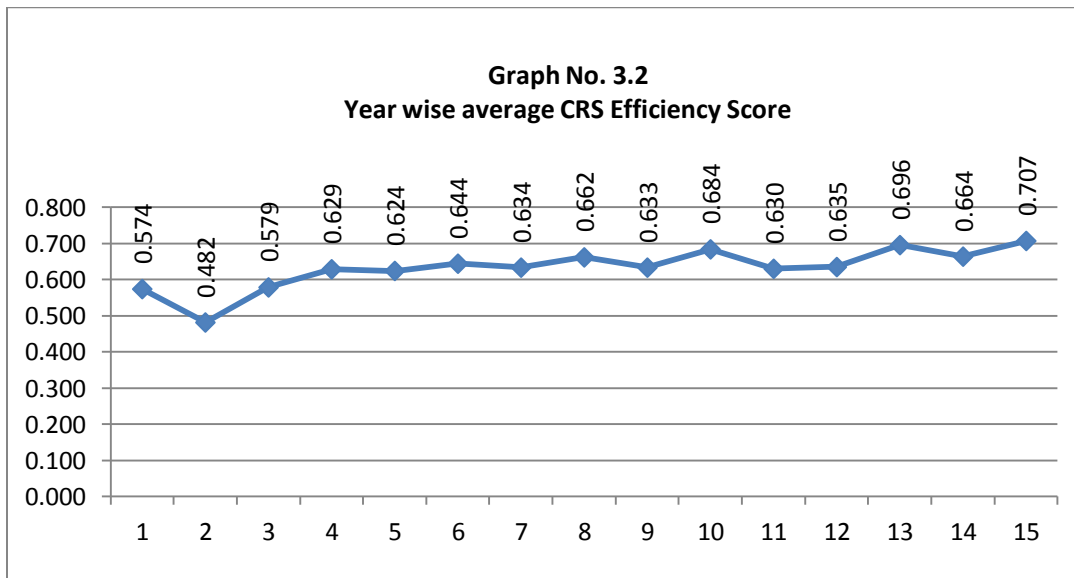
3.3.1 CRS TECHNICAL EFFICIENCY

The average Constant Return to scale efficiency for the period under study 2005-06 to 2014-15 shows that only four DMUs indicating 4 percent are fully efficient for all years of study. Further, it is observed that 46 DMUs indicating 51.11 percent are above average and rest are below average for the period under study. The average efficiency score for the period is depicted in Graph No.3.1. According to table no.3.3 four efficient DMUs are: Adnem Panchayat, Ambaulim Panchayat (Quepem taluka), Rivona Panchayat (Sanguem Taluka) and Cotigao Panchayat (Canacona Taluka).

Graph No.3.1
Average CRS TE for the period 2005-06to 20014-15

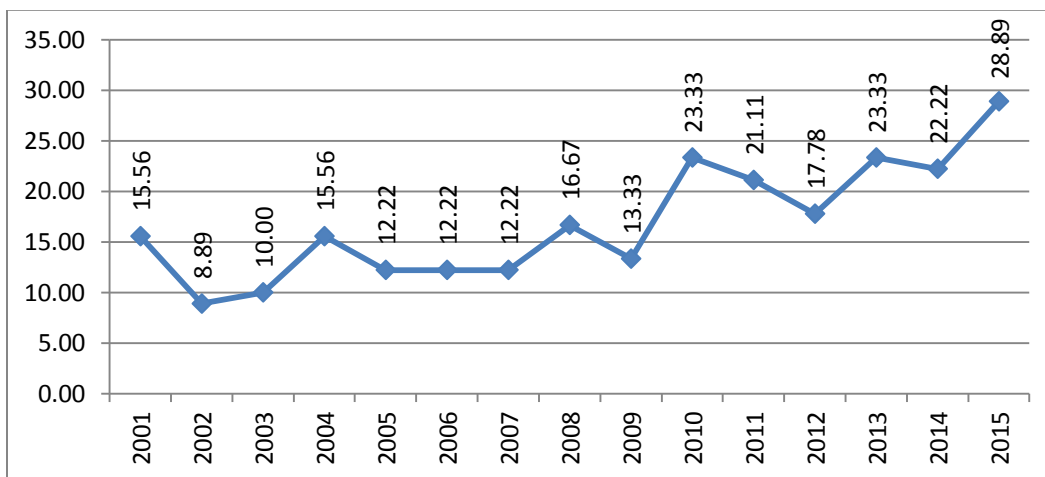


The year wise average CRS efficiency score shows a marginal decline from 0.574 in 2005-06 to 0.482 in 2005-06. The major factors for this decline are: decline in job generation to 97.5 percent (see table no. 3.2.4) decline in funds almost in all the panchayats villages to 96.01 percent except in case of Quepem, and income source has reduced to 90 percent in 2005-06 in all the talukas under study. But, after 2005-06 there is almost continuous improvement in the year wise average efficiency score. For the terminal year of the study 2014-15 it stood at 0.714 which is marginally higher than 0.574 observed in 2005-06

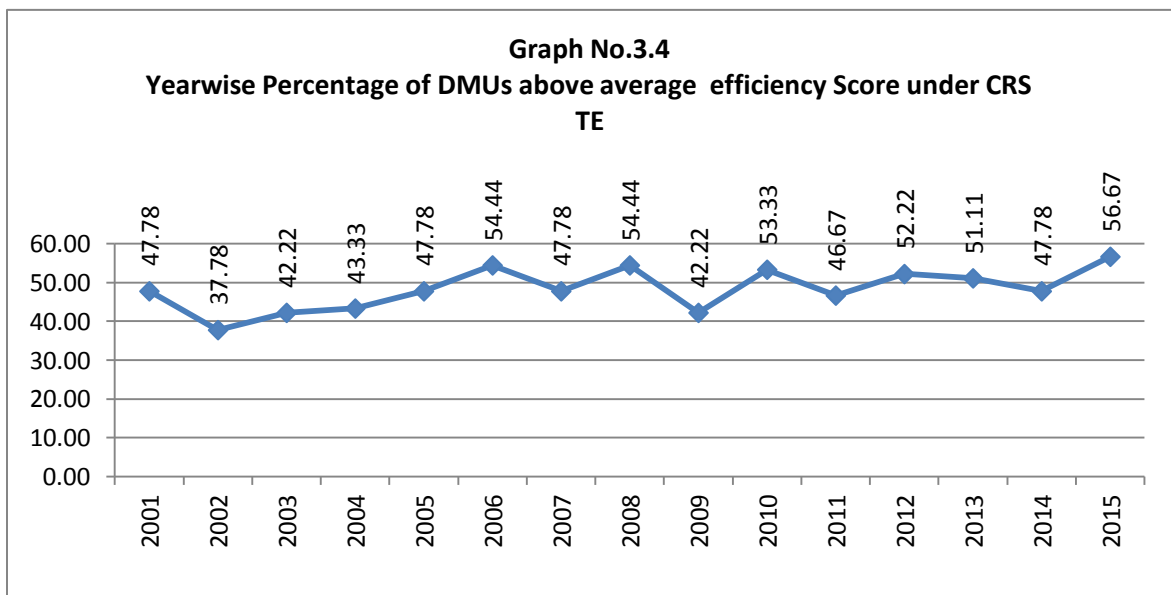


The study observed that in 2005-06 as many as 14 DMUs or 15.56percent are on the efficiency frontier which declined to 8 DMUs

or 8.89 percent indicating lowest during the study period. Since 2003-04, analysis for the period under study depicts marginal fluctuations in number of DMUs on efficiency frontier. In the terminal year of the study, as many as 26 DMUs representing 28.89 percent of the DMUs were on the efficiency frontier. This upward trend is observed in since 2012-13. The chief cause for the increase in the number of efficient panchayat's villages is the change in occupational structure from mining to dairying owing to the ban on mining activities in Goa since 2012 and enrolled for this scheme and remains exception from the unemployed concept. The average price paid to the member by the Panchayats are significantly enhanced from Rs.132.50 per day (2009-10) to Rs.143 per day (2011-12) indicating 86.19 percent increase in the average price.



The year wise percentage of efficient DMUs above the average shows that in the number stood at 43 DMUs or 47.78 percent in 2005-06 which they declined to 34 DMUs or 37.78 percent in 2005-06. Thereafter the efficiency in 2002-03 was increased to 38 DMUs or 42.22 percent. Since 2005-06, the study position improved trend in the number of DMUs above the average efficiency score. In the terminal year of the study it observed that 51 DMUs or 56.67 percent DMUs were above the average efficiency score for the year.



From the analyses depicted in Graph, it is clear that 63 DMUs or 70 percent of DMUs/ Panchayats have either maintained or improved their efficiency under CRS TE score. It is to be noted here that in 2005-06, 14 DMUs/ Panchayats were on the efficiency frontier and have declined to 26 DMUs/ Panchayats in 2014-15. The Graph clearly

illustrates that high CRS technical gain is seen above 0.05 percent in case of DMUs/ Panchayats Code No. 4; 7; 11; 16; 18; 33; 41; 45; 54; 63; 72 and DMU no. 83 other gainers are DMUs Code No. 6; 7; 12; 15; 17; 19; 20; 22; 24; 30; 31; 32; 35; 37; 39; 40; 44; 46; 51; 55; 57; 58; 64; 68; 71; 73; 74; 77; 79; 81; 82; 83; 84; 85; 86 and DMU no. 89.

The graph further reveals that, 6 DMUs/ Panchayats Code No.2; 9; 10; 28; 43; and DMU no. 76 have maintained their CRS technical efficiency for both the initial and terminal years of the study. They are on the efficiency frontier for both the initial as well as the terminal year of the study and hence show neither gain nor loss in efficiency.

The study further finds that there is substantial loss in SRS technical efficiency score from the initial and terminal year of the study in case of the following DMUs: Code No.17; 20; 34; 44; 48; 50; 55; 56; 66; 68; 69; 73 and DMU No. 77, other losers are DMUs/ Panchayats Code No.27; 31; 32; 40; 46; 51; 53; 62; 79; 81; 84; 85; 86 and DMU No.88.

From the above analysis it is observed that:

1. The technical efficiency score of the Panchayats shows marginal improvement over the period of the study.
2. The number of Panchayats average technically efficient has improved from 14 in 2005-06 to 26 DMUs in 2014-15:whereas number of villages above the average efficiency score for the year has grown from 43 DMUs or 47.72 percent in 2005-06 to 51 DMUs or 56.67 percent in 2014-15.
3. The above analysis indicates that the efficiency of 63 villages of 12 Panchayats has improved or has been maintained. From Graph No.5.5, it is obvious that there is improvement in the efficiency over the period 2005-06 to 2014-15
4. The study underlines the fact that out of 90 Panchayats under study 24 villages has failed to gain efficiency or have loss efficiency. It observed that out of 24 Panchayats 13, DMUs have suffered substantial loss in CRS efficiency of more than -0.1

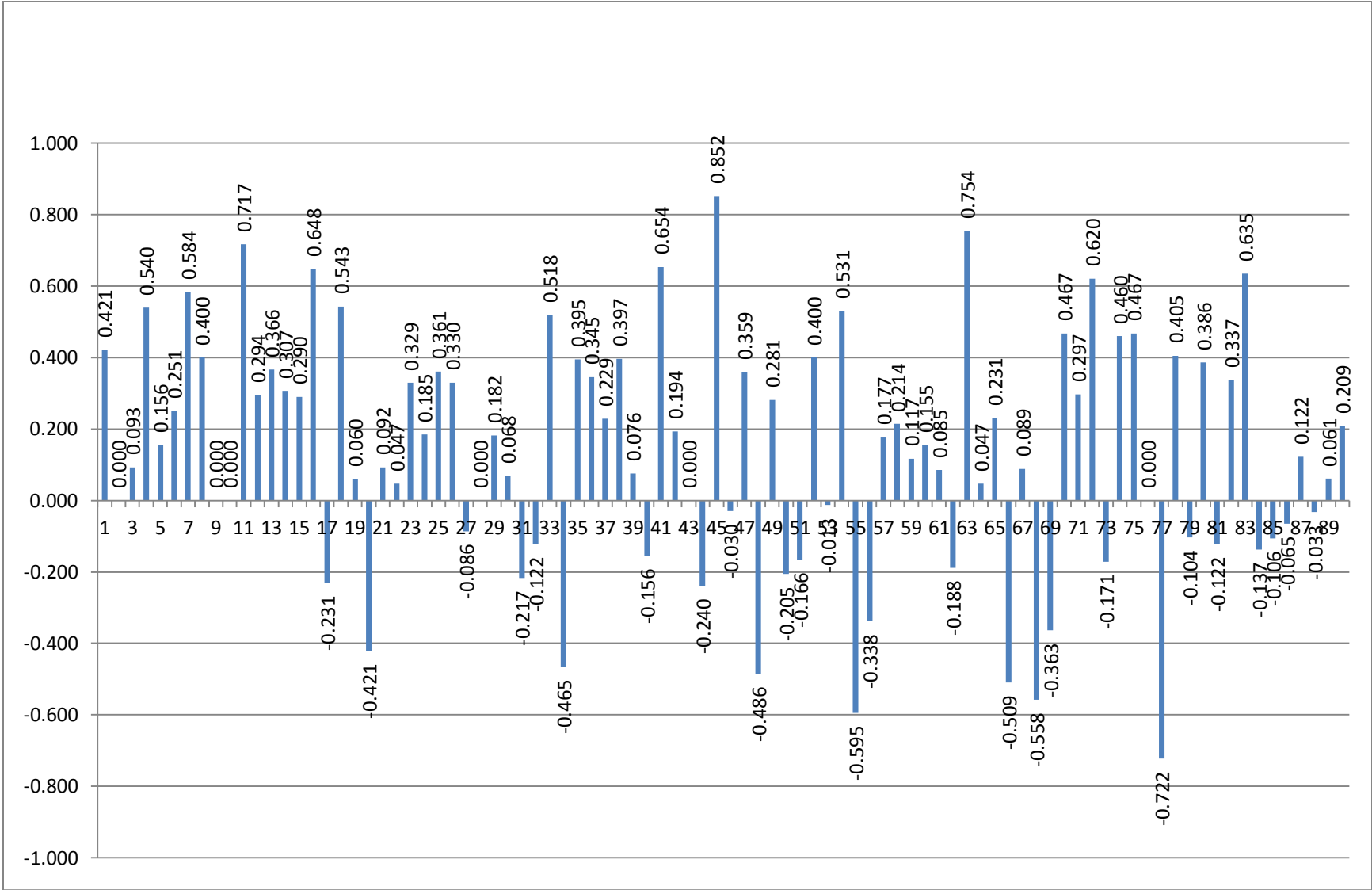


Table No. 3.2.1
CRS technical efficiency Panchayats

DMU	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	AVG
1	0.579	0.557	0.533	0.709	0.843	0.438	0.604	0.849	0.619	0.631	1.000	0.677	1.000	0.623	1.000	0.711
2	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000
3	0.588	0.501	0.360	0.308	0.348	0.348	0.178	0.371	0.226	0.406	0.678	0.643	0.640	0.634	0.681	0.461
4	0.460	0.279	0.406	0.499	0.507	0.597	0.277	0.341	0.389	0.285	0.147	0.153	0.587	1.000	1.000	0.462
5	0.344	0.322	0.285	0.369	0.576	0.506	0.596	0.355	0.422	0.186	0.094	0.115	0.359	0.443	0.500	0.365
6	0.263	0.196	0.383	0.434	0.355	0.551	0.578	0.392	0.384	0.405	0.491	0.519	0.397	0.484	0.514	0.423
7	0.278	0.416	0.408	0.524	0.318	0.257	0.601	0.542	0.986	1.000	0.833	0.615	0.913	0.811	0.862	0.624
8	0.319	0.264	0.423	0.625	0.509	0.737	0.706	0.585	0.792	0.710	0.607	0.605	0.944	0.646	0.719	0.613
9	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000
10	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000
11	0.283	0.457	0.573	0.606	0.794	0.786	1.000	1.000	0.772	1.000	1.000	0.505	0.629	1.000	1.000	0.760
12	0.315	0.154	0.441	0.302	0.630	0.670	0.547	0.318	0.315	0.431	0.567	0.649	0.506	0.594	0.609	0.470
13	0.634	0.697	0.891	0.881	0.907	1.000	1.000	0.684	0.804	0.563	0.739	0.986	1.000	0.989	1.000	0.852
14	0.693	0.353	0.421	0.337	0.340	0.458	0.515	0.512	0.690	0.633	0.362	0.992	0.970	1.000	1.000	0.618
15	0.429	0.382	0.562	0.653	0.559	0.351	0.494	0.635	0.516	0.593	0.504	0.641	0.950	0.768	0.719	0.584
16	0.352	0.219	0.597	0.600	0.810	0.717	0.464	0.932	0.513	1.000	1.000	1.000	1.000	0.809	1.000	0.734
17	1.000	0.930	0.963	0.791	0.552	0.548	0.690	0.724	0.607	0.689	0.732	0.824	0.840	0.577	0.769	0.749
18	0.457	0.367	0.462	0.629	0.792	0.884	1.000	0.986	1.000	0.872	0.973	1.000	1.000	1.000	1.000	0.828
19	0.221	0.156	0.151	0.376	0.344	0.370	0.214	0.257	0.385	0.445	0.354	0.304	0.292	0.218	0.281	0.291
20	1.000	0.703	0.960	0.898	0.916	0.783	0.752	0.444	0.617	0.457	0.564	0.516	0.608	0.545	0.579	0.689
21	0.766	0.351	0.571	0.689	0.721	0.733	0.808	0.743	0.755	0.813	0.873	1.000	0.782	0.815	0.858	0.752
22	0.823	0.674	1.000	1.000	0.922	0.716	0.714	1.000	0.954	0.882	1.000	0.990	1.000	0.827	0.870	0.891
23	0.671	0.250	0.203	0.330	0.242	0.146	0.429	0.620	0.596	0.852	0.487	0.685	1.000	0.731	1.000	0.549
24	0.660	0.571	0.511	0.386	0.612	0.417	0.668	0.612	0.638	0.722	0.417	0.546	0.427	0.777	0.845	0.587
25	0.639	0.499	0.737	0.782	0.980	0.753	0.979	1.000	0.905	0.982	0.692	0.851	1.000	1.000	1.000	0.853
26	0.670	0.637	0.584	0.909	0.932	0.984	1.000	0.972	0.538	1.000	1.000	0.874	0.985	1.000	1.000	0.872
27	0.567	0.402	0.395	0.384	0.498	0.370	0.415	0.376	0.303	0.416	0.329	0.415	0.320	0.459	0.481	0.409
28	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000	1.000

29	0.448	0.372	0.505	0.628	0.713	0.741	0.563	0.722	0.528	0.567	0.529	0.610	0.607	0.592	0.630	0.584
30	0.359	0.559	0.450	0.385	0.637	0.701	0.511	0.852	0.785	0.738	0.423	0.408	0.406	0.381	0.427	0.535
31	0.337	0.173	0.232	0.218	0.128	0.158	0.190	0.178	0.211	0.143	0.116	0.115	0.122	0.116	0.120	0.170
32	0.641	0.503	0.643	0.624	0.349	0.604	0.489	0.538	0.426	0.529	0.457	0.517	0.502	0.476	0.519	0.521
33	0.482	0.384	0.668	0.799	0.715	0.697	0.805	0.538	0.838	1.000	1.000	1.000	1.000	0.988	1.000	0.794
34	0.529	0.547	0.571	0.416	0.293	0.084	0.356	0.835	0.050	0.189	0.124	0.061	0.059	0.057	0.064	0.282
35	0.339	0.368	0.466	0.536	0.883	0.628	0.614	0.046	0.565	0.747	0.527	0.770	0.741	0.641	0.734	0.574
36	0.655	0.687	0.537	0.727	0.712	1.000	0.780	0.663	0.751	0.903	0.867	1.000	1.000	0.866	1.000	0.810
37	0.494	0.346	0.422	0.467	0.548	0.778	0.663	1.000	0.814	0.549	0.543	0.662	0.642	0.693	0.723	0.623
38	0.506	0.473	0.486	0.517	0.639	0.777	1.000	0.624	0.508	0.569	0.686	0.660	0.916	0.723	0.903	0.666
39	0.314	0.473	0.518	0.471	0.437	0.345	0.359	0.750	0.363	0.349	0.372	0.385	0.395	0.372	0.390	0.420
40	0.621	0.394	0.560	0.454	0.581	0.691	0.497	0.351	1.000	1.000	0.911	0.336	0.423	0.404	0.465	0.579
41	0.346	0.321	0.402	0.441	0.513	0.568	0.702	0.850	0.747	1.000	0.931	0.764	0.925	1.000	1.000	0.701
42	0.156	0.127	0.305	0.437	0.398	0.367	0.363	0.731	0.624	0.375	0.534	0.328	0.302	0.324	0.350	0.381
43	1.000	1.000	1.000	1.000	1.000	1.000	1.000	0.446	1.000	1.000	1.000	1.000	1.000	1.000	1.000	0.963
44	1.000	0.284	0.308	0.554	0.323	0.492	0.499	1.000	0.556	0.289	0.445	0.515	1.000	0.696	0.760	0.581
45	0.148	0.183	0.137	0.175	0.402	0.431	0.572	0.587	0.883	1.000	1.000	1.000	1.000	1.000	1.000	0.635
46	0.765	0.351	0.410	0.441	0.430	0.427	0.406	0.700	0.554	0.478	0.482	0.714	0.736	0.651	0.735	0.552
47	0.382	0.368	0.449	0.518	0.787	0.768	0.802	0.554	0.740	0.970	0.695	0.691	0.746	0.587	0.741	0.653
48	0.845	0.482	0.833	0.639	1.000	0.762	0.771	0.725	1.000	1.000	0.494	0.460	0.571	0.352	0.359	0.686
49	0.654	0.848	0.562	0.868	0.694	0.596	0.541	1.000	0.512	0.705	0.465	0.422	0.515	0.689	0.935	0.667
50	0.671	0.277	0.428	0.997	0.420	0.922	0.870	1.000	1.000	0.637	0.445	0.439	0.367	0.414	0.466	0.624
51	0.638	0.511	0.792	0.594	0.612	0.500	0.448	1.000	0.679	0.896	1.000	1.000	0.778	0.612	0.472	0.702
52	0.327	0.249	0.308	0.397	0.364	0.342	0.720	0.599	0.323	0.530	0.435	0.778	0.897	0.778	0.727	0.518
53	0.282	0.270	0.369	0.325	0.401	0.510	0.236	0.475	0.592	0.353	0.254	0.358	0.292	0.299	0.269	0.352
54	0.458	0.438	0.812	0.643	0.775	0.857	0.828	0.277	0.580	0.798	0.653	0.309	1.000	0.899	0.989	0.688
55	1.000	1.000	1.000	0.919	0.790	0.650	0.231	0.657	0.613	0.469	0.516	0.650	0.581	0.358	0.405	0.656
56	1.000	0.988	1.000	1.000	0.993	0.847	0.990	0.550	0.379	0.897	0.879	0.792	0.855	0.646	0.662	0.832
57	0.207	0.193	0.178	0.292	0.184	0.306	0.690	0.764	0.325	0.332	0.424	0.349	0.277	0.358	0.384	0.351
58	0.376	0.361	0.524	0.788	0.840	0.830	0.503	0.453	1.000	1.000	0.422	0.734	0.675	0.597	0.590	0.646
59	0.883	0.878	1.000	0.627	1.000	1.000	0.977	0.495	1.000	1.000	0.766	0.748	0.925	0.969	1.000	0.885

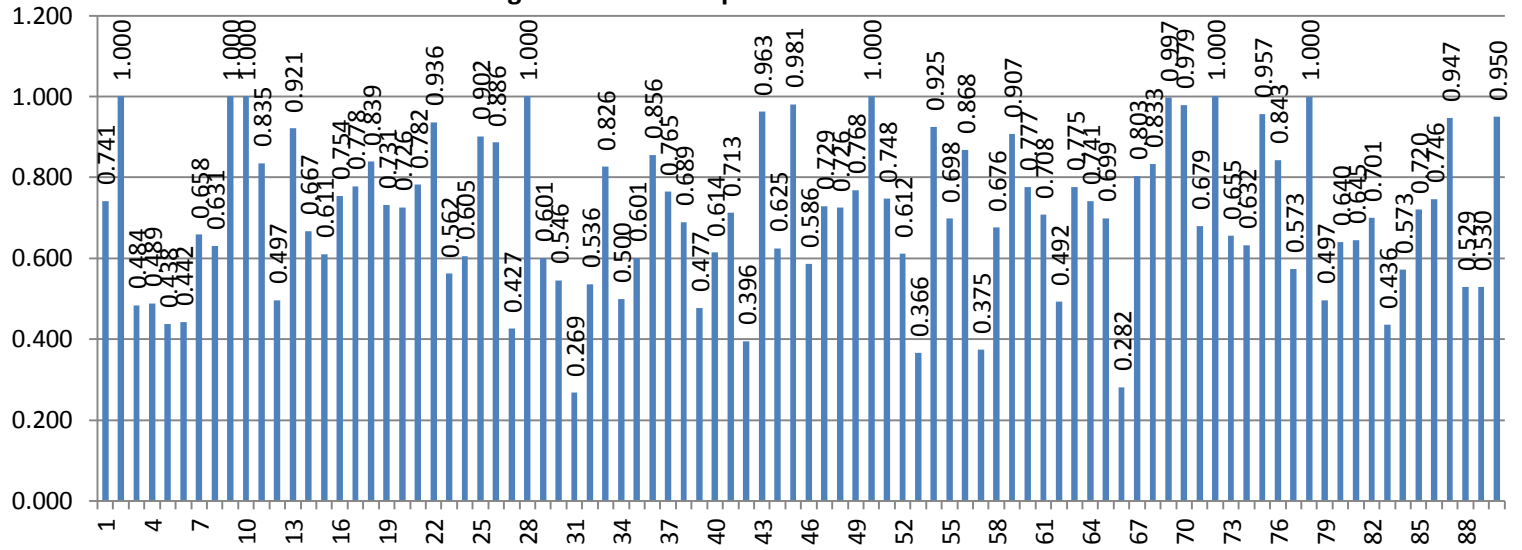
60	0.677	0.515	0.737	0.784	0.741	0.699	0.742	1.000	0.621	0.758	0.599	0.609	0.980	0.734	0.832	0.735
61	0.538	0.387	0.988	1.000	0.848	0.765	0.664	0.965	0.632	0.721	0.674	0.478	0.518	0.541	0.623	0.689
62	0.548	0.481	0.290	0.612	0.354	0.582	0.304	0.606	0.409	0.572	0.583	0.410	0.361	0.354	0.360	0.455
63	0.238	1.000	0.657	0.525	0.380	0.562	0.604	0.621	0.894	1.000	1.000	0.957	0.981	0.869	0.992	0.752
64	0.664	0.454	0.726	0.739	0.841	0.892	0.790	0.453	0.748	0.787	0.787	0.708	0.701	0.619	0.711	0.708
65	0.657	0.554	0.951	0.526	0.519	0.466	0.321	1.000	0.603	0.897	0.330	0.739	0.882	0.700	0.888	0.669
66	0.598	0.224	0.086	0.565	0.227	0.266	0.062	0.604	0.213	0.309	0.239	0.097	0.096	0.095	0.089	0.251
67	0.797	0.481	0.540	0.818	0.571	0.671	0.805	0.376	0.755	1.000	0.868	0.835	0.919	0.662	0.886	0.732
68	1.000	1.000	0.968	1.000	0.408	0.706	1.000	0.824	0.564	0.756	0.942	0.386	0.531	0.429	0.442	0.730
69	1.000	0.770	0.785	1.000	1.000	0.715	0.646	0.863	0.402	0.624	0.404	0.745	0.615	0.601	0.637	0.720
70	0.533	0.414	0.790	1.000	1.000	1.000	0.816	0.646	0.934	0.881	1.000	1.000	1.000	1.000	1.000	0.868
71	0.411	0.337	0.240	0.415	0.520	0.724	0.478	0.741	1.000	1.000	0.791	0.596	0.642	0.585	0.708	0.613
72	0.380	0.372	0.074	0.566	0.280	0.666	0.962	1.000	0.632	1.000	1.000	1.000	1.000	1.000	1.000	0.729
73	0.679	0.567	0.632	0.570	0.546	0.479	0.616	0.464	0.442	0.581	0.473	0.448	0.568	0.360	0.508	0.529
74	0.311	0.264	0.592	0.798	0.362	0.626	0.399	0.821	0.747	0.801	0.153	0.751	0.773	0.732	0.771	0.593
75	0.533	0.414	0.790	1.000	1.000	1.000	0.816	0.656	0.934	0.881	1.000	1.000	1.000	1.000	1.000	0.868
76	1.000	0.948	0.775	0.847	0.525	0.535	0.463	0.741	0.522	0.830	0.789	0.762	0.936	1.000	1.000	0.778
77	1.000	0.764	0.801	0.725	0.624	0.753	0.504	0.377	0.453	0.303	0.464	0.358	0.457	0.306	0.278	0.544
78	0.330	0.252	0.236	0.135	0.213	0.318	0.297	0.939	0.238	0.373	1.000	0.176	0.130	0.702	0.735	0.405
79	0.347	0.201	0.290	0.298	0.419	0.430	0.280	0.219	0.609	0.718	0.300	1.000	0.635	0.236	0.243	0.415
80	0.614	0.369	0.476	0.590	0.516	0.492	0.439	0.894	0.399	0.339	0.708	0.768	0.527	1.000	1.000	0.609
81	0.556	0.414	0.883	1.000	1.000	1.000	0.896	0.448	0.624	0.378	0.377	0.437	0.472	0.365	0.434	0.619
82	0.346	0.333	0.402	0.441	0.530	0.568	0.882	0.843	0.753	1.000	1.000	0.630	0.971	1.000	0.683	0.692
83	0.238	0.173	0.340	0.331	0.428	0.424	0.381	0.868	0.265	0.244	0.317	0.299	0.368	0.810	0.873	0.424
84	0.483	0.331	0.373	0.460	0.585	0.564	0.556	0.312	0.449	0.459	0.415	0.281	0.431	0.464	0.346	0.434
85	0.580	0.545	0.827	0.885	0.633	0.649	0.802	0.604	0.624	0.597	0.563	0.432	0.869	0.436	0.474	0.635
86	0.746	0.546	0.978	1.000	0.886	0.906	0.936	0.875	0.624	0.523	0.407	0.578	0.547	0.641	0.681	0.725
87	0.327	0.391	0.690	0.337	0.340	0.868	0.523	0.622	0.591	0.561	0.354	0.379	0.373	0.415	0.449	0.481
88	0.380	0.362	0.418	0.671	0.891	0.731	0.580	0.379	0.373	0.401	0.408	0.394	0.388	0.310	0.347	0.469
89	0.496	0.301	0.478	0.487	0.726	0.721	0.590	0.350	0.639	0.377	0.271	0.515	0.543	0.499	0.557	0.503
90	0.791	0.446	0.581	0.559	0.709	0.715	0.658	0.242	0.648	0.904	0.668	0.714	1.000	1.000	1.000	0.709

mean	0.574	0.482	0.579	0.629	0.624	0.644	0.634	0.662	0.633	0.684	0.630	0.635	0.696	0.664	0.707	0.707
No of efficient DMUs	14	8	9	14	11	11	11	15	12	21	19	16	21	20	26	
% of efficient DMUs	15.56	8.89	10.00	15.56	12.22	12.22	12.22	16.67	13.33	23.33	21.11	17.78	23.33	22.22	28.89	
No DMUs Above Average	43	34	38	39	43	49	43	49	38	48	42	47	46	43	51	
% of DMUs above Average	47.78	37.78	42.22	43.33	47.78	54.44	47.78	54.44	42.22	53.33	46.67	52.22	51.11	47.78	56.67	

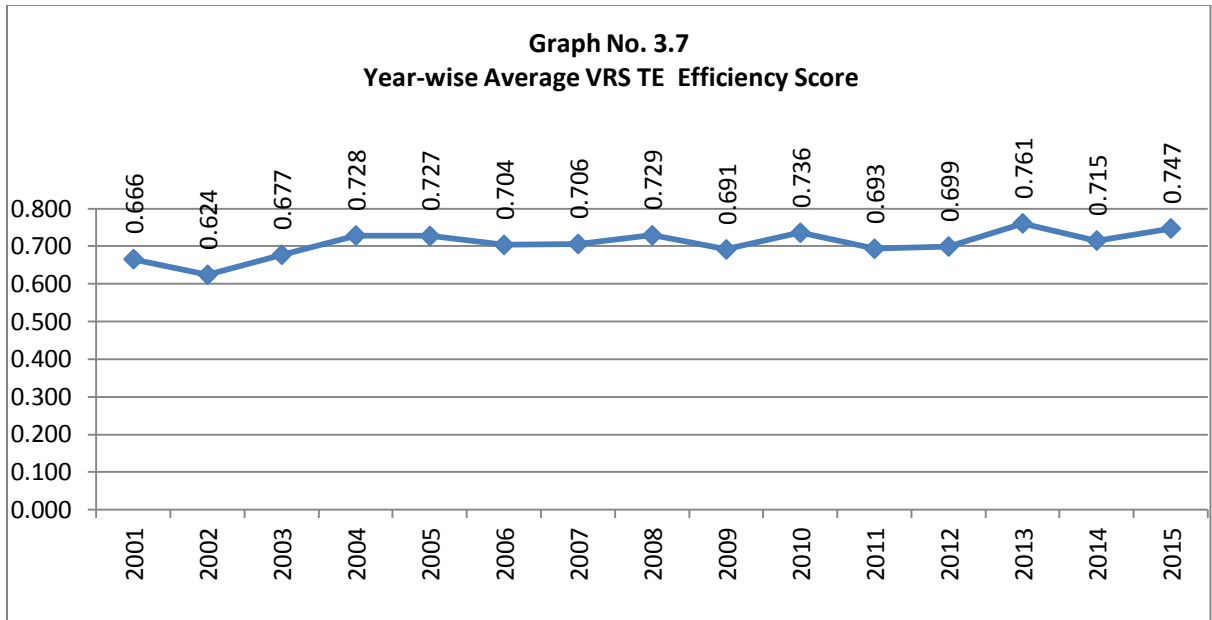
5.3 VRS TECHNICAL EFFICIENCY

According to the analyses it is found that the average Variable Return to scale efficiency for the period under study 2005-06 to 2014-15 shows that only 7 DMUs are found to be efficient for all the years under study from 2005-06 to 2014-15 indicating that a mere 7.78 percent of total DMUs are fully efficient for all the years under study. It is observed that 46 DMUs indicating 51.11 percent are above average and the remaining DMUs are below average for the period under study. The average efficiency score for the period is depicted in Graph No.3.6.

Graph No. 3.6
Average VRS TE for the period 2005-06 to 2014-15



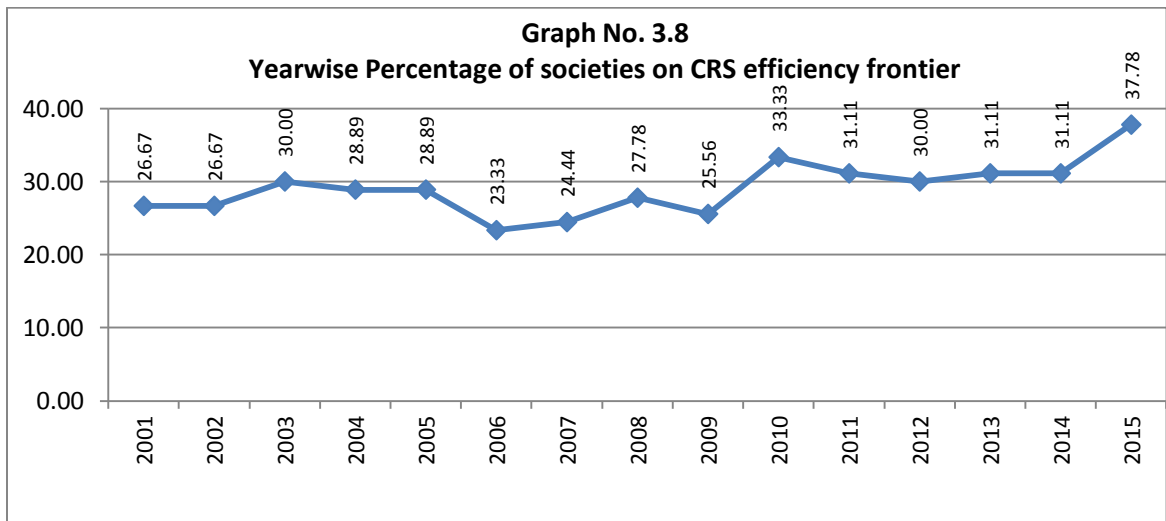
The year wise average VRS technical efficiency score shows a sharp decline from 0.666 in 2005-06 to 0.624 in 2005-06 but, there after an upward trend is observed and in the terminal year of the study 2014-15 it stand at 0 .767. This indicates there is a marginal increase in average VRS technical efficiency score or management efficiency score of Panchayats over the period under study as depicted in the following Graph No. 5.7 and in Table No.5.2.1. The major factors contributing for the decline in 2005-06 were: work management particularly in the Panchayats operating in the talukas of Quepem and Sanguem taukas, taking the resulting decline employment to 97.5 as per the index poor working management particularly in the Panchayats operating in the talukas of, Quepem and Sanguem taking the resulting decline in working capital to 96.1 as per the index and Panchayats failing to generate income from other sources except in the case of Panchayats operating in Canacona taluka.



The study observes that in 2005-06 as many as 24 DMUs or 26.67 percent were on the efficiency frontier. Their number increased sharply to 37.78 percent in 2014-15. This points that the efficiency of the some DMUs has improved substantially .The major factors responsible for improvement in managerial efficiency were: average price paid to the member for the work has significantly enhanced. Loss of income due to loss of employment in mining has forced people to seek alternate livelihood in agro-related activities like farming and dairy or to take employment through MGNREGA.

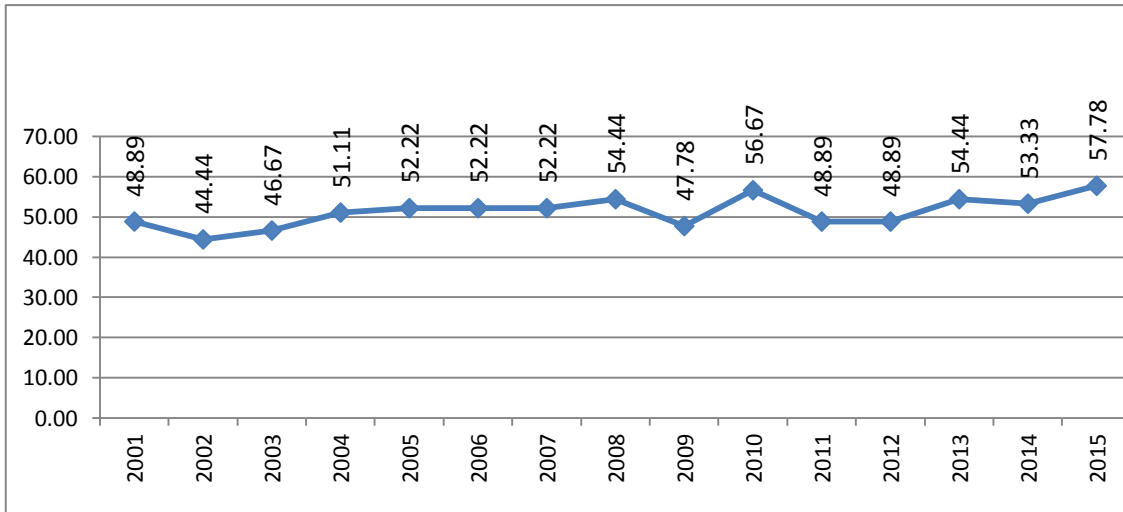
It is observed from Graph No 5.9 that in 2005-06 all 42 DMUs or 48.89 percent were showing an above average performance for the year which improved to 49 DMUs or 54.44 percent in 2007-08 and

thereafter it declines to 43 DMUs or 47.78 percent in 2008-09. In the terminal year of the study 52 DMUs or 57.78 percent of DMUs were showing above an average performance. Over the period 2005-06 to 2014-15, the percentage of DMUs showing above average VRS TE performance has improved from 48.89percent to 57.78percent. The study observed, this increase in year wise average VRS TE is chiefly due to the gaining efficiency in a few selected DMUSs/Panchayats.



It is observed from Graph that in 2005-06 all 42 DMUs or 48.89 percent were showing an above average performance for the year which improved to 49 DMUs or 54.44 percent in 2007-08 and thereafter it declines to 43 DMUs or 47.78 percent in 2008-09. In the terminal year of the study 52 DMUs or 57.78 percent of DMUs were showing above an average performance. Over the period 2005-06 to

2014-15, the percentage of DMUs showing above average VRS TE performance has improved from 48.89percent to 57.78percent. The study observed, this increase in year wise average VRS TE is chiefly due to the gaining efficiency in a few selected DMUSs/Panchayats.



From the analyses depicted in Graph it is apparent that 62 or 68.89 percent of DMUs/ Panchayats have either maintained or improved their efficiency under VRS TE score. It is to be noted here that in 2005-06, 24 DMUs/ Panchayats were on the efficiency frontier which further increased to 34 DMUs/ Panchayats in 2014-15. The Graph clearly illustrates that high VRS technical gain above 0.05 percent is seen in case of DMUs/ Panchayats Code No. 4; 7; 11; 16 18; 33; 41; 63 and DMU no. 83 other gainers are of DMUs Code No. 1; 3; 5; 6; 8; 12; 13; 14; 15; 19; 21; 23; 24; 25; 26; 29; 30; 35; 36; 37; 38;

42; 47; 49; 57; 58; 59; 60; 61; 64; 65; 67; 71; 74; 80; 82; 87 and Code No.89.

The graph further reveals that, DMUs/ Panchayats Code No. 2; 4; 9; 10; 28; 43; 45; 50; 54; 70; 72; 75; 76; 78; and DMU No. 90 have maintained their VRS technical efficiency for both the initial and terminal years of the study. They are on the efficiency frontier for both the initial as well as terminal year of the study and hence have are neither gain nor lost their efficiency.

The study further finds that there is substantial loss in VRS technical efficiency score from the initial and terminal years of the study in case of the following DMUs: Code No.31; 34; 48; 55; 66; 68 and DMU No. 77, other losers are DMUs/ Panchayats Code No. 17; 20; 22; 27; 32; 39; 40; 44; 46; 51; 53; 56; 62; 73; 79; 81; 84; 85; 86 and DMU No.88.

From the above analysis, it is observed that:

1. The VRS technical efficiency score of DMUs shows improvement over the period under of the study as the number of efficient DMUs has increased from 24 in 2005-06 to 34 in 2014-15.
2. The number of DMUs year wise average VRS technically efficiently shows improvement over the study period from 44 DMUs in 2005-06

to 52 in 2014-15. The study also focuses attention to the number of societies having above average efficiency score for the year from 48.89 percent in 2005-06 to 75.78 percent in 2014-15.

3. The above analyses clarified that efficiency of 48 panchayats has improved in the terminal year as compared to the initial year of the study. From the Graph No.5.10 it becomes clear that there is improvement in the VRS technical efficiency over the period 2005-06 to 2014-15.
4. The study further directs attention to the fact that 15 DMUs / Panchayats have neither gained nor declined their efficiency in the terminal year as compared to the initial year of the study in terms of VRS TE.

CHAPTER IV

THE ASSESSMENT OF MGNREGA ON TRIBAL LIVELIHOOD

4.1. Introduction

Unemployment was recognized as a problem from the very beginning of the planning process in India. Accordingly, employment generation was accepted as a goal of development planning. However, a faster growth with special emphasis on employment intensive sector like the small scale industry was considered adequate to generate employment of the order required to take care of the problem. For example the second five year plan (1957-62) estimated a backlog of unemployment at 5 million and an annual addition of labour force at 1.5 million. It envisaged a rate of growth of 5 per cent per annum which was expected to generate employment opportunities for all of them over a period of 10 years.

“Employment thus was treated as a goal of development, though not central, much less overarching”

At the same time, it was also not treated purely as a residual; some efforts were made to see that it remains as an essential element of

the development strategy. Similar treatment of employment continued in the third and fourth plans. However, achievements relating to growth of employment fell short of expectations. GDP growth 2 per cent per annum whereas labour force increased at faster rate of 2.5 per cent per annum. As a result the number of unemployed increased from about 5 million in 1965 to 10 million in 1973-74. This forced the planners to rethink their approach. To tackle the problem of increasing unemployment and persisting poverty (which was affecting almost one half of India's population), **the fifth five year plan (1974-79) envisaged a reorientation of development strategy towards an employment oriented growth and introduction of special anti poverty and employment programmes.**

The planning commission acknowledges in the sixth plan document the hard reality that despite economic planning, employment opportunity had not adequately increased over the years. The position was not satisfactory even in terms of long term employment. Keeping in view these facts the employment policy in sixth plan (1980-85) aimed at "two major goals of reducing underemployment for the majority of labour force and cutting down on long term employment"

Obviously for lasting solution to these problems, employment oriented rapid economic growth was necessary. Hence efforts in this direction were combined with short term measures which provided some relief at least on temporary basis.

Since in our mixed capitalist economy private and cooperative sector coexist with the public sector the government committed itself to a policy of employment generation in all sector. It was admitted that production in public sector is highly capital intensive and thus there was not much scope for creation of fresh employment in this sector. Therefore **the government decided to concentrate particularly on policy measures seeking to influence the private demand and utilization of manpower in the private sector. This required emphasis on self employment venture in agriculture, cottage and small industries and allied activities as well as nonfarm operations.** Some of the major employment program thus undertaken were the integrated rural development program (IRDP), the national rural employment program (NREP), the national scheme of training rural youth for self employment (TRYSEM), the operation flood II dairy project and other dairy development schemes and fish farmers development agencies.

During the late 1970s and 1980s having recognized the fact that in Indian condition the percolation effects of growth were not sufficient to generate the required employment opportunities, the need for supplemental employment programs for specific target groups/ areas was felt and as stated above under the fifth and 6th plan attempts were made in this direction. However the magnitude of unemployment problem continued to increase. Accordingly the seven five year plan (1985-90) for the first time sought the place employment at the center of development strategy. The planning commission started **“the central element in the develop strategy of the seventh plan is the generation of productive employment”** the seventh plan like some other earlier plans assigned a key role to the agriculture sector for employment generation. However the agriculture sector cannot eliminate the entire unemployment backlog and also absorbs addition to the labour force. Therefore, program of rural capital formation in the form of construction were undertaken. The planners were clear that even a realization of high rate of industrial growth could not absorb more than a fraction of unemployed and underemployed labor force in the organized industrial sector.

According to the planning commission employment generation does not necessarily imply creating wage employment. Under the seventh plan there was considerable emphasis on creation of condition for additional self employment. Therefore apart from sectoral programs the package of poverty alleviation programmes aimed at giving self employment and wage employment to the poorer sections of the community like NREP (national rural employment programs), RLEGP (rural landless employment guarantee program), and IRDP (integrated rural development programs) were continued. However despite of this effort at providing employment unemployment continued to increase and as stated earlier stood at 23 million as on 1st April 1992.

4.2 Employment strategy during post reform period.

It is often rightly argued that a high rate of economic growth is a necessary but not a sufficient condition to solve the unemployment problem in India. In India where employment elasticity is quite low an annual growth rate of 8-9 per cent can provide only a partial solution to the unemployment problem.

Raj Krishna had shown that on the assumption that population and productivity would continue to grow at existing rate the most comprehensive daily status unemployment could be eliminated in next two decades if long term growth rise to 6.5 per cent. When Raj Krishna did his exercise employment elasticity for all sectors was around 0.68. Since then the employment elasticity has declined. It has been estimated to be 0.16 for 1993-94 to 1999-2000. This implies that for generating additional employment at 3 per cent per annum, GDP should register an annual growth of 18-19 per cent which is something impossible is that given structure of the Indian economy. Therefore in India economic growth by itself can never solve the unemployment problem and the government policy which gives overriding priority to economic growth would add to unemployment backlog rather than reducing it. Therefore under the eighth plan (1992-97) there was emphasis on both the growth of economy and restructuring of output composition of growth. The plan set a target of 2.6-2.8 per cent annual growth in employment with a view to achieve a near full employment solution in a period of 10 year (i.e., by 2002). To achieve the target the plan advocated readjusting the central composition of output in favor of sector and sub sector having higher

employment elasticity. It also advocated spatial and sub sectored diversification of agriculture wastelands development improving employment opportunities in the rural non farm sector, and faster growth of informal service sector. it also advocated changes in labour market policies.

The ninth five year plan (1997-2002) emphasized the need for providing productive work as it is a basic source of human dignity and self respect. It is also a integral part in nurturing national identity and social cohesion. It also acknowledged the fact that the labour surplus economy in India market forces cannot alone be relied upon to provide gainful work to all. Public intervention is necessary to ensure not only that adequate work opportunities are created but also that the labour force is able to access this opportunities. As far as generating greater productive work opportunities is concerned the plan emphasized **“concentrating on sector sub sectors and technologies which are more labour intensives in region characterized by higher rate of employment and under employment”** however as noted by papola in spite of pronouncing employment as a major dimension of state policy in the beginning the ninth plan treated it as a residual resulting from growth rate and

pattern determined by other factors and constrains rather than the consideration of employment generation. Moreover the plan projected growth of employment opportunities to be similar to that in the labour force, leaving the backlog of unemployment unchanged.

Despite the efforts of employment generation the problem became more serious during 1990s. the assumption that higher growth rate will result in faster employment growth did not materialize. This would clear from the fact that **“while GDP growth rate increases from 5.2 per cent during 1983/94 to 1999/2000, the rate the rate of employment growth actually declined from 2.7 per cent to 1.07 per cent annum over the period”** employment elasticity of GDP growth correspondingly declined from 0.52 to 0.16 over the period. The backlog of unemployment at the start of the tenth plan (2002-07) was estimated at 35 million. The addition to the labour force in this plan was estimated 36 million. The plan argued that achievement of targeted rate of growth of 8 per cent per annum would add 30 million person years of employment while the policy advocated for employment generation in different sectors of the economy (particularly in agriculture and allied activities small and medium enterprises broad based rural nonfarm activities and some of the social

service sector like education and health) and appropriate policy changes for faster development of sector of high labour intensity like construction tourism communication and information technology, and financial service would enable the addition of another 19.32 million person years of employment . Thus roughly 50 million person years of employment was planned to be generated over the tenth plan period which would bring down the backlog of unemployment from around 35 million at the beginning of the tenth plan to roughly 21 million at the end of tenth plan.

The eleventh five year plan (2007-12) aims at creating 58 million job opportunity- about 17 million in trade, hotels and restaurant sector and about 12 million each in industry and construction (no increase in employment is projected in agriculture sector) the plan advocates an employment strategy that can ensure rapid growth of employment and improvement in quality of employment. The plan argues that while an self employment will remain an important category in the foreseeable future it accounted for 58 per cent of all employment in 2004-05 there is need to increase the share of regular employees in total employment. It should be focus of policy to achieve a substantial increase in the share of regular

employment with a matching reduction in the share of casual employment which at present is high as 23 per cent. However no concentrate step has been spelt out to make this possible. In fact the suggestion in the plan to make labour laws more flexible can only make things worse giving the freedom to the organized sector to fire and fire workers.

Most of the observers agree that the post economic reform period in India has witnessed the phenomenon of jobless growth. The largest sector of economy, agriculture, has witnessed lackluster growth. The governments response in these contexts has been aimed at rising rural income through poverty alleviation programs. However, the delivery of this program has not been satisfactory as there have been numerous leakages due to corruption. The jobless from rural areas have been entering the informal sector. It absorbs 93 per cent of work force and is characterized by unprotected jobs without regular salaries and engulf a vast population of self employment people and daily wage worker. This worker also migrates to big cities and end up in slums in sub human conditions. As far as organized sector is concerned it has witness large scale retrenchment in recent times. Because of slowdown in economy during 2008-09 following global

recession large number of private sector industrialist cur down their labour force.

The public sector is doing no better. In fact even before the global financial meltdown hit their Indian shores the central government owns the companies had shed 44000 employees in 2007-08.

4.3 MAJOR EMPLOYMENT PROGRAMME

4.3.1 Swarnajayanti Gram Surozgar Yojna (SGSY)

Was launched from 1st April 1999 after restructuring their IRDP and allied scheme. It is the only self employment program for the rural poor. The objective is to bring the self employed above poverty line by providing them income generating assets through bank credit and government subsidy. Up to December 31 2010, 40.04 lakh self-help group (SGHs) have been formed and 154.87 lakh swarogaries have been assisted with total outlay of rs 37,927 crore.

4.3.2 Sampoorna Grameen Rozgar Yojna (SGRY)

Was launched on September 25, 2001 and the schemes of Jawahar Gram Samriddhi Yojna (JGSY) and Employment Assurance

Scheme (EAS) were fully intergrated with SGRY. SGRY aims at providing additional wage employment in rural areas. This scheme has cash and food grains components and the centre bears 75 per cent and 100 per cent of the cost of the two with the balance borne by states/UTs.

4.3.3 The Swarana Jayanti Shahari Rojgar Yojana (SJSRY)

Came into operation from December 1, 1997, subsuming the earlier urban poverty alleviation programmers, viz., Nehru Rojgar Yojna, Prime ministers Integrated urban Poverty Eradication program and urban basis services program. The program was revamped with effect from 1st April 2009. The scheme provides gainful employment to urban unemployed and underemployed poor by encouraging setting up of self employment ventures by the urban poor and also by providing wage employment and utilizing their labour for construction of socially and economically useful public assets.

The revamped SJSRY has five components

- i) The urban Self Employment Program
- ii) The urban Women Self Help Program
- iii) Skill Training For Employment Promotion among Urban poor
- iv) The Urban Wage Employment Program
- v) The Urban Development Community Network.

A total of 6, 80,325 beneficiaries have been benefited up to December 31, 2010.

4.3.4 Prime Minister Rojgar Yojna (PMRY)

Was designed to provide itself employment to more than a million educated unemployed youth by setting up of seven lakh micro enterprises under the eight five year plan. During the eight plan while loans in 7.70 lakh cases were sanctioned the actual disbursement of loans was 5, 76 lakh cases. The scheme was continued in the ninth five year plans. In the first three years of the ninth plan loans were disbursed in 5.0 lakh cases which provided employment to 7.4 lakh persons.

4.3.5 The National Rural Employment Programme (NREP)

Was started as part of sixth plan and was continued under the seventh plan. On April 1 1989 it was merged to into the Jawarhar Rojgar Yojna. The NERP was meant to help that segment of rural population which largely depends on wage employment and has virtually no source of income during the lean agriculture period. Under the NREP development projects and target group oriented employment generation projects were closely intertwined. The programme was implemented as a centrally sponsored scheme. But its financial burden was to be shared between the central government and the state government on 50:50 basis. Under the scheme a district level employment plan (disaggregated block wise) was prepared.

4.3.6 The Rural Landless Employment Guarantee programme (RLEGP)

Was started on august 15 1983, with the objectives of expanding opportunities for rural landless. The programme aimed at providing guarantee of employment to at least one member of landless household for about 100 days in a year. Under this scheme infrastructural development was undertaken with a view to create employment opportunities for the rural landless. Though the program

was to be fully financed by the central government the implementation of programme was entrusted to the states.

4.3.7 The Integrated Rural Development Programme (IRDP)

Launched in 1978-79n and extended all over the country in 1980-81 was essentially conceived as an anti poverty programme under the sixth five year plan. It however through program of assets endowment also meant to provide self employment in variety of activities like sericulture, animal husbandry and land based activities in primary sector weaving handicraft etc., in secondary sector; and service and business activities in the tertiary sector. Under the sixth plan IRDP aimed at covering 15 million families in all blocks of county. Thus on an average about 3000 families in a block were expected to receive assistance under this programme. The assets provided to these households were financed through a mix of government subsidy and institutional credit on an average subsidy credit ratio of 1:2. Under the IRDP 382 million families were assisted. However the exact amount of employment generation has not been estimated.

4.3.8 The Scheme of Training Rural Youth for Self Employment (TRYSEM)

Was initiated in 1979 with the objectives of tackling unemployment problem among the rural youth. It aimed at training about 2 lakh rural youths every year to enable them to become self employed. Under this scheme 40 youths were to be selected from each block and being eligible for selection the person should belong to rural family having an income less than 3500 per year. In making selection members of SC and ST were given preference. Under the scheme a minimum of one third of the rural youth trained were to be women. The swarozgar yojna in April 1999.

4.3.9 The Employment Assurance Scheme (EAS)

The EAS aimed at providing 100 days of unskilled manual work on demand to two members of a rural family in the age group of 18-60 in agriculture lean season within the blocks covered under the scheme. The EAS was universalized so as to make it applicable to all the rural blocks of the county. During 1996-97 to 1999-2000, a total of 1,533.7 million man-day's employment was generated under the scheme.

4.4 MHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME (MGNREGS)

Rural unemployment has sharply accentuated in India in the recent years. Between 1993-94 and 1999-2000 rural employment grew at the annual rate of 0.55 per cent while the rate of growth of rural labour force was much higher. In the absence of gainful employment opportunities in rural areas, an increasing number of rural households have faced complete collapse of their incomes. This miserable plight of rural household has driven to an unprecedented number of farmers to commit suicide.

Recognizing this humanitarian crisis the government of united progressive alliance (UPA) at the center made a commitment in its common minimum program (CMP) that it would immediately enact an employment guarantee act. The draft proposed by the national advisory council (NAC) envisaged legal guarantee to every household in rural areas for 100 days for doing the casual manual work.

4.4.1 National Rural Employment Guarantee act (NREGA)

The national rural employment guarantee act (NREGA) was enacted in September 2005. It came into force on february 2 2006

and was implemented in a phased manner. In phase I it was introduced in 200 of the most backward districts of the country. It was implemented in an additional 130 districts in 2007-08 under phase II.

As per the initial targets NREGA was to be expanded countywide in five years. However in order to bring whole nation under its safety net and keeping in view the demand the scheme was extended to the remaining 274 rural districts of india from april 1 2008 in phase III. Thus NREGA now covers all the areas of the county. From October 2 2009 national rural employment guarantee scheme (NREGS) has been renamed as MAHATMA GANDHI RURAL EMPLOYMENT GUARANTEE SCHEME (MGNREGS)

MGNREGS seek to provide at least 100 days of guaranteed wage employment in a financial year to at least one member of every rural household whose adult member volunteer to do unskilled manual work. The focus of MGNREGS is on work relating to water conservation drought proofing land development flood control/ protection and rural connectivity in terms of all weather roads.

Panchayats have key role in planning implementation and monitoring of MGNREGS through preparations of perspective plan

approval of shelf of projects, and execution of work at least to the extent of 50 per cent in terms of costs.

This shows that the extent of 50 per cent in terms of costs. This shows that the act is also significant vehicle for strengthening decentralization and Deeping the grassroots democratic structure. MGNREGS promised a wage rate of rs 100 per day to a worker. However with time wages in many states fell below the minimum wages. Moreover rising food prices made it very difficult to make two ends meet. Accordingly from January 2011 the government revised the wages by linking them to the consumer price index for agriculture labour (CPI-AL) for each individual state. Accordingly wages paid under MGNREGS have increased between to 30 per cent in different states depending upon the trend in CPI-AL.

Budget allocation for MGNREGS in 2010-11 was rs 40,100 crores while actual spending has been around rs 23000 crore which is just around 57 per cent of the allocation. Budget allocation for the year 2011-12 has been kept almost unchanged at rs 40000 crore.

MGNREGS is the first ever law internationally that guarantees wage employment at an unprecedented scale. The main achievements of MGNREGS are as under:

1. Increasing employment opportunities: in the first year of implementation (2006-07) in 200 districts 2.10 crore household were employed and 90.5 crore person days were generated. In 2008-09, 4.51 crore in 2009-10, 4.90 crore and in 2010-11, 4.37 crore households were employed. In 2010-11 158.79 crore person days employment was generated.
2. Enhancing wage earning and impact on minimum wages: the enhanced wage earning have led to strengthening of the livelihood resources base of the rural poor in India. This would be clear from the fact that more than two third of the fund utilized have been in form of wage paid to laborer.
3. Increasing outreach to the disadvantage groups self targeting in nature MGNREGS has high work participation of marginalized groups like SCs/STs and women. ST/Sc participation was 57 per cent in 2007-08 54 per cent 2008-09 and 51 per cent in 2009-10.

4.5. An assessment of MGNREGA on tribal livelihood

The present study attempts to understand the implementation procedures of MGNREGS and its impact on tribal livelihoods in a tribal dominated Panchayats of South Goa district of Goa (2006 to 2014). This study focuses on the role of Gram Panchayats to generate sufficient employment opportunities, the procedures for registration, issuance of job cards, and application for employment. This would enable us to understand and examine the institutional mechanisms under which the entire programme is being implemented. This study is also helps to analyse the impact of this scheme on women empowerment in the study area.

The problems and prospects of MGNREGA can then be better understood and accordingly, necessary measures can be devised to make the programme realize its set objectives. The outcome of the study will help in understanding the problem of implementation of the project. It will help in formulating the better policy and strategy for the future.

A sample of 600 households including both job card holders and non-job card holders were selected. Here, non-job card holder

households were selected to explore the reasons for their non-participation in the MGNREA activities. Out of 600 households (50 percent males and 50 percent females). From each taluka four Panchayats were selected and from each taluka 50 households were selected randomly (respectively).

A scheduled questionnaire was prepared and administered to the selected 380 respondents. On the basis of primary data and the personal discussion with these respondents the data is analysed and presented in to five sections:

1. Socio and Economic profiles
2. Consumption profile
3. Members' perception of their livelihood pre and post MGNREGA participation.

4.5.1 Socio and economic profiles

To study the social profile of milk producer member, the factors like age, caste, religion, gender, education, marital status and economic status were considered.

a) Family size of respondents:

Family is the most important universal social institution of the society. One of the important characteristic of family is unit of production,

consumption and exchange; from this point of view, size of family is important factor as it determines the work force for productive function.

It is also important in a given Indian social situation - which is variably affected by any social or economic phenomenon, and globalization is not an exception towards it. the variable 'family size' is one of most important variable in determining the socio-economic status. Data relating to family size of the respondents is presented in table with other important variables like caste and religion.

The study reveals that 0.5 percent sample of the study are having family size of three members in their family; followed by 6.5 percent samples are staying with the 4 members. 30 percent of total samples are having 5 members in their family, 29.66 percent are staying together with 6 members size of their family. Remaining 17.5 and 15.83 percent samples are having 7 members as their size of the family respectively.

**Table No. 4.1
Size of Family Members**

Caste			Size Of Family Members						Total
			3 Members	4 Members	5 Members	6 Members	7 Members	8 And More members	
General	Religion	Hindu	2	8	16	9	14	23	72
		Muslim	0	0	1	1	5	1	8
		Christian	0	0	2	4	7	0	13
Total			2	8	19	14	26	24	93
OBC	Religion	Hindu	0	6	16	22	24	18	86
		Muslim	0	0	0	1	0	0	1
		Christian	1	0	0	2	1	2	6
Total			1	6	16	25	25	20	93
SC	Religion	Hindu			0		2	4	6
		Christian			1		0	0	1
Total					1		2	4	7
ST	Religion	Hindu		21	116	80	36	43	296
		Christian		4	28	59	16	4	78
Total				25	144	139	52	47	407
Total	Religion	Hindu	2	35	148	111	76	88	460
		Muslim	0	0	1	2	5	1	9
		Christian	1	4	31	65	24	6	131
Total			3	39	180	178	105	95	600
Total Percentage			0.5	6.5	30	29.66	17.5	15.83	100.0

Source: Compiled from Survey

a) Age and Economic Status of Respondents

Age is one of the significant variables that determine the authority among the family members. Age also determines the decision making process in almost every society and it has been found that in most of the Indian societies autonomy of family members increase with age. Age of the

respondents is one of the important characteristic which understands views about the particular problem; by and large age indicates level of maturity of individuals in that sense the age becomes important variable in decision making process of dairy activity.

Economic status represents financial strength of family and self-reliance in term of managing needs of the family. There are two aspects of economic status that are taken into consideration which is based on economic classification done by the State Government that is Above Poverty Line (APL) and Below Poverty Line (BPL).The population holding BPL cards are supported by Government by providing them with the food subsidy through PDS. In this study, economic status of respondents has its significance, as it determines dependency or self sufficiency of respondents, which will determine their attitude and importance the scheme in sustenance of livelihood.

Findings on the age, economic status and education are shown in table no. 4.2 from the table it is observed that the majority of the respondents between the age group of 46 to 55 years (37.1 percent) and only 5.2 percent of total respondents whose age is above 66 years are enrolled for the scheme; whereas 37 percent of the total young youths between the age group of 26 to 36 years are in the activity.

Table No. 4.2
Economic Status and Education of the Respondents

Economic Status			Education							Total
			Illiterate	Primary	SSCE	HSSCE	Graduation	Post-Graduation	Professional	
BPL	Age	Between 36 To 45	5	5	3	0	-	-	-	13
		Between 46 To 55	8	15	1	1	-	-	-	25
		Between 56 To 65	5	4	0	0	-	-	-	9
		66 And Above	0	1	0	0	-	-	-	1
Total (12.4%)			18 (37.5)	25 (52.1)	4 (8.3)	1 (2.1)	-	-	-	48
APL	Age	Between 26 To 35	0	4	7	2	0	1	0	14
		Between 36 To 45	2	44	51	20	7	1	1	126
		Between 46 To 55	24	48	31	9	3	0	1	116
		Between 56 To 65	14	29	12	1	1	0	0	57
		66 And Above	7	8	3	1	0	0	0	19
Total (87.6%)			47 (14.16)	133 (40.06)	104 (31.33)	33 (9.94)	11 (6.63)	2 (0.6)	2 (0.6)	332
Total	Age	Between 26 To 35	0	4	7	2	0	1	0	14
		Between 36 To 45	7	49	54	20	7	1	1	139
		Between 46 To 55	32	63	32	10	3	0	1	141
		Between 56 To 65	19	33	12	1	1	0	0	66
		66 And Above	7	9	3	1	0	0	0	20
Total			65	158	108	34	11	2	2	380
Total Percentage			(17.1)	(41.6)	(28.4)	(8.9)	(2.9)	(0.5)	(0.5)	(100)

Source: Compiled from Survey

Further, the economic status of the respondents engaged shows that 12.4 percentage BPL and 87.6 percent are APL. Educational status of dairy farmers shows that 58.70 of are either illiterate of primary level educated, further 87.10 percent of farmers have educational level SSCE and below. Only 12.90 percent are educated above HSCE. This indicates that highly

educated youths are not generally interested in this scheme. The study finds that this scheme is for unskilled labourers but those who are highly qualified are also want to enrol themselves in this scheme due to high level of unemployment in the economy.

4.5.2 Consumption Profile

Consumption profile gives us an idea about the standard of living of the respondents. Types of consumer goods owned and enjoyed by the respondents give us idea about the quality of life enjoyed by them. Hence, the Consumption profile is investigated by the researcher and different factors like type of house, Cooking Fuel used, Phone / Mobile ownership, type of Vehicles owned, Bio-Gas if any, the quantity of milk consumed by the household in flush and lean season,

a) Type of houses

The house in which respondent lives determines his/her social status in the community. It also determines his/her credit worthiness in the community. The researcher investigated the question by asking the respondent about the type of houses in which he lives. Responses of the respondents are shown in the table no. 4.3

From the table it is observed that 1.3 percent the respondents reside in kuccha houses. The personal discussion with these respondents showed that

the financial position of these respondents was not very strong to go for pucca houses as they had limited sources of income. Further, 98.7percent of respondents were residing in pucca houses. It should be noted here that majority of the respondents are residing in their inherited houses and many of these are jointly owned by the family.

Table No. 4.3
Type of houses

		Frequency	Percent
	Kuccha	8	1.3
	Pucca and Owned	592	98.7
	Total	600	100.0
Source: Compiled from Survey			

b) Cooking Fuel

The type cooking fuel is another significant indicator which reflects the socio-economic status of respondents particularly in rural localities. In rural community has access to different sources of cooking fuels like firewood, kerosene, gobar gas and LPG. Owning a LPG connection in rural area is considered as a status symbol and hence variable ‘cooking fuel’ is investigated by the researcher.

The analytical data as indicated in the table no. 4.4 depicts the type of cooking fuel used by the respondents. According to the study, four types of

cooking fuels are consumed by the respondents like firewood (coded as 1), LPG connection (coded as 2), gobar gas (coded as 3) and kerosene (coded as 4). According to the analysis, majority (51.32 percent) of the respondents are connected with LPG connection and also use kerosene stove, whereas very few respondents are consuming combination of gobar gas and kerosene stove (0.79 percent). Further study reveals that 36 (9.47 percent) respondents use only firewood as cooking fuel and 64 (16.84 percent) respondents use only LPG gas connection as cooking fuel. According to the analysis as depicted in the table, show that the 8 respondents consume firewood, LPG connection and kerosene as a cooking fuel and equal number of respondents are using firewood, gobar gas and kerosene stove as cooking fuel; whereas 10 percent out of total respondents are using LPG connection, gobar gas and kerosene stove for cooking purpose. From analysis it is observed that LPG penetration in the rural Goa is considerably higher than expected.

Table No. 4.4
Cooking Fuel

Code for Types Cooking Fuel	Frequency	Valid Percent
1	72	9.47
2	128	16.84
1,2	8	1.05
2,3	22	2.89
2,4	195	51.32
3,4	6	.79
3,1	18	2.37
4,1	8	1.05

1,2,4	16	2.11
1,3,4	16	2.11
2,3,4	76	10.0
TOTAL	600	100.00
Source: Compiled from Survey		

c) Phone and Mobile

Electronic gadgets like phone and cell phone is important communication device in modern life. Communication and connectivity has made a world a small tiny global village. Today in the era of digital world almost all business transactions are being finalized online. Type of Electronic gadgets like cell phone or telephone communication connection does have a bearing on his or her personality and also on his socio-economic life; information shared over cell phone helps the respondents in arriving at the right decision at right time which enhances the earning capacity and hence variable ‘phone & mobile’ is investigated by the researcher.

Table No. 4.5
Phone / Mobile

	Frequency	Percent
No Telephone/Mobile	15	2.6
Telephone	38	6.3
Mobile	547	91.1
Total	600	100.0
Source: Compiled from Survey		

According to analysis as stated in above table no. 6.4.3, 10 respondents (2.6percent) do not have either phone or mobile facilities as most of them are illiterate and do have no competence to handle such electronic gadgets. Majority of the dairy farmers under the study are using mobile (91.1 percent) and only 24 respondents (6.3 percent)have land line connection and do not own mobile.

a) Bio-Gas Consumption

Bio-gas is a clean fuel and use of such fuel has a dual advantage in promoting and protecting environment and also conserving scarce foreign exchange required to import LPG. Cow dung which is a main raw material used in bio-gas plant is available on the dairy farms. This can be cost efficiently used as a cooking fuel and to generating electrical power. Hence, variable ownership and use ‘bio-gas’ was investigated by the researcher and data pertaining to same is presented in Table No. 4.6.

**Table No. 4.6
Bio-Gas Consumption**

	Frequency	Percent
NO	479	79.7
YES	121	20.3
Total	600	100.0
Source: Compiled from Survey		

. The data presented in the table no. 4.6 shows that only 20.3 percent of the respondents has installed bio-gas plant as they have sufficient numbers of cattle's, land required, education and scientific knowledge of maintaining bio-gas plant. Further 79.7 percent dairy farmers have not installed bio-gas plant as they do not have sufficient numbers of cattle's, land, education and scientific knowledge of maintaining bio-gas plant.

f) Electricity Connection

Electricity is a driving force of growth and level of development is determined by the per capita electricity consumed. The State of Goa that claims to be 100 percent electrified still have some pockets in the villages that do not have access to electricity. The data analysed in the table no. 4.7 shows that 98.42 percent of the respondents have access to electricity whereas, 1.58 percent of the respondents does not have electricity. The major reasons for lack of electricity connections are found to be sparse distribution of houses especially those belonging to SC and ST community, land disputes with their neighbours and landlords, etc. and not due to government failure.

Table No. 4.7
Electricity Connection

	Frequency	Percent
No electricity connection	9	1.58
electricity connection	591	98.42
Total	600	100.0
Source: Compiled from Survey		

g) Water supply

‘*Water is a free gift of nature*’ and is available at free of cost but, in the present capitalistic state of economy, water is no more free gift of nature as citizens have to pay for their water consumption. Water is a key input that is essential for economic viability and sustainable development. Hence, variable ‘water supply’ is investigated by the researcher and data pertaining to the same is presented in table no. 4.8.

Table No. 4.8
Water supply

	Frequency	Percent
Private Tap Connection	142	23.7
Spring Water	38	6.3
Well Water	209	34.7
Public Tap	110	18.4
Pond	101	16.8
Total	600	100.0
Source: Compiled from Survey		

. The analysis of data reveals that no. 4.8 percent of the dairy farmers using well water, 23.7 percent of the respondents own the private tap connection, 18.4 percent of the member producers’ are consuming public tap water, 16.8

percent of the respondents use pond water which is available in their locality and 6.3 percent respondents are enjoying natural spring water as a free source of water. Thus, study finds that 42.10 percent of dairy farmers depend on public water supply department of the State Government.

4.5.3 Members' perception of their livelihood pre and post MGNREGA participation.

In order to test the significance of relationship it is attempted to estimate the coefficient of correlation and test the null hypothesis by using chi-square statistic. The correlation between the economic status of the beneficiaries of the MGREGP and their perception about their social empowerment with a focus on self confidence is found to be negative ($r = -0.110$). In pre MGREGP setting the correlation between the economic status of the beneficiaries of MGREGP and their perceptions about their social empowerment with a focus on self confidence attributable to MGREGP is found to be negative ($r = -0.136$).

Table 4.9: Economic Status and Self Confidence in Pre and Post MGREGP Setting

Economic status	Self confidence in pre MGREGP setting				Self confidence in post MGREGP setting			
	low	moderate	high	total	low	moderate	high	total
Absolutely poor	250	100	30	380	75	110	150	335
poor	150	50	20	220	25	190	50	265
total	400	150	50	600	100	300	200	600

	Chi-square	df	.	R
Pre MGREGP setting	6.49	2	0.039	-0.110
Post MGREGP setting	10.5	2	0.005	-0.136

Source: primary data

In post MGREGP setting the rejection of null hypothesis with level of significance=0.05 and degree of freedom=2 which implies that the relationship between the economic status of the beneficiaries of the MGREGP and their perception about their social empowerment with a focus on self confidence in pre MGREGP setting is found to be statistically dependent. The rejection of the null hypothesis with level of significance=0.05 and degree of freedom=2 which implies that the relationship between the economic status of beneficiaries of the MGREGP and their perceptions about their social empowerment with

a focus on self confidence attributable to MGREGP in post MGREGP setting is found to be statistically dependent.

Table 4.10: Economic Status and Control on Own Earning in Pre and Post MGREGP Setting

Economic status	Control on own earning in pre MGREGP setting				Control on own earning in post MGREGP setting			
	low	moderate	high	total	low	moderate	High	total
Absolutely poor	160	78	40	278	116	34	200	350
Poor	140	77	105	322	83	100	67	250
Total	300	155	145	600	199	134	267	600

	Chi-square	df	.	R
Pre MGREGP setting	5.8	2	0.057	-0.116
Post MGREGP setting	7.2	2	0.028	-0.133

Source: primary source

In order to test the significance of the relationship it is attempted to estimate the coefficient of correlation and test the null hypothesis by using chi-square statistic. The correlation between the economic status of the beneficiary of the MGNREGP and their perception about their

social empowerment with a focus on control on own earning is found to be negative ($r = -0.106$). In pre MGNREGP setting the correlation between the economic status of the beneficiaries of the MGNREGP and their perception about their social empowerment with a focus on control on own earning attributable to MGNREGP is found to be positive ($r = 0.103$). In post MGNREGP setting the acceptance of the null hypothesis with level of significance $= 0.05$ and degree of freedom $= 2$ which implies that relationship between the economic status of the beneficiaries of the MGNREGP and their perception about their social empowerment with a focus on control on own earning attributable to MGNREGP in post MGNREGP setting is found to be statistically dependent.

Table 3 refers to the distribution of the sample beneficiaries by their economic status and their social empowerment with a focus on knowledge and awareness about common property resources management in pre and post MGNREGP setting

Table 4.11: Economic Status and Knowledge and Awareness about Common Property Resources Management in Pre and Post MGNREGP Setting

Economic status	Knowledge and awareness about common property resources management in pre MGREGP setting				Knowledge and awareness about common property resources management in post MGREGP setting			
	low	moderate	high	total	low	moderate	High	total
Absolutely poor	197	98	20	315	70	100	30	200
poor	198	57	30	285	20	360	20	400
Total	395	155	50	600	90	460	50	600

	Chi-square	df	P	R
Pre MGREGP setting	2.06	2	0.357	-0.064
Post MGREGP setting	16.33	2	0.000	-0.128

Source: primary data

In order to test the significance of relationship it is attempted to estimate the coefficient of correlation and test the null hypothesis by using chi-square statistics. The correlation between the economic status of the beneficiaries of the MGNREGP and their perception about their social empowerment with a focus on knowledge and awareness about common property resource management is found to be negative ($r=0.064$). In pre MGNREGP setting the correlation between the economic status of the beneficiaries of MGNREGP and their perception about their social empowerment with a focus on knowledge and awareness about common property resource management attributable to MGNREGP is found to be positive

($r=0.128$). In pre MGNREGP setting the acceptance of the null hypothesis with level of significance= 0.05 and degree of freedom= 2 which implies that the relationship between the economic status of beneficiary of the MGNREGP and their perception about their social empowerment with a focus on knowledge and awareness about common property resources management in pre MGNREGP setting is found to be statistically independent. The rejection of the null hypothesis with level of significance= 0.05 and degree of freedom= 2 which implies that the relationship between the economic status of the beneficiaries MGNREGP and their perception about their social empowerment with a focus on knowledge and awareness about common property resources management attributable to MGNREGP setting is found to be statistically dependent.

Table 4 refers to the distribution of the sample beneficiary by their economic status and by their social empowerment with a focus on ability to bargain in pre and post setting.

Table 4.12: Economic Status Ability to Bargain in Pre and Post MGREGP Setting

Economic status	Ability to bargain in pre MGREGP setting				Ability to bargain in post MGREGP setting			
	Low	Moderate	high	total	Low	moderate	high	total
Absolutely poor	150	50	30	380	75	110	150	335
Poor	250	100	20	220	25	190	50	265
Total	400	150	50	600	100	300	200	600

	Chi-square	df	.	R
Pre MGREGP setting	2.1	2	0.358	-0.053
Post MGREGP setting	1.51	2	0.469	-0.014

Source: primary data

In order to test the significance of relationship it is attempted to estimate the coefficient of correlation and test the null hypothesis by using the chi-square statistic. The correlation between the economic status of the beneficiaries of the MGNREGP and their perception and their perceptions about their social empowerment with a focus on ability to bargain is found to be positive ($r=0.053$). in pre MGNREGP setting the correlation between the economic status of the beneficiaries of the MGNREGP and their perception about their social empowerment with a focus ability to bargain attributable to MGNREGP is found to be positive ($r=0.014$). in post MGNREGP

setting the acceptance of the null hypothesis with level of significance =0.05 and degree of freedom=2 which implies that the relationship between with a focus on ability to bargains in pre MGNREGP setting is found to be statically independent. The acceptance of the null hypothesis with level of significance=0.05 and degree of freedom=2 which implies that the relationship between the economic status of the beneficiaries of the MGNREGP and their perception about their social empowerment with a focus on ability to bargain attributes to MGNREGP in post MGNREGP setting is found to be statistically independent.

Table 5 refers to the distribution of the sample beneficiaries by their economic status and by their social empowerment with a focus on decision making ability in pre and post MGNREGP setting.

Table 4.13: Economic Status and Decision Making Abilities in Pre and Post MGREGP Setting

Economic status	Decision making ability in pre MGREGP setting				Decision making ability in post MGREGP setting			
	low	moderate	high	total	low	moderate	high	total

Absolutely poor	250	100	30	380	75	150	110	335
poor	150	50	20	220	25	50	190	265
total	400	150	50	600	100	200	300	600

	Chi-square	df	.	R
Pre MGREGP setting	5.9	2	0.053	0.092
Post MGREGP setting	2.8	2	0.246	0.037

Source: primary data

In order to test the significance of relationship it is attempted to estimate the coefficient of correlation and the test the null hypothesis by using chi-square statistic. The correlation between the economic status of the beneficiaries of the MGNREGP and their perception about their social empowerment with a focus on decision making abilities is found to be positive (0.092). in pre MGNREGP setting the correlation between the economic status of the beneficiaries of MGNREGP and their perception about their social empowerment with a focus on decision making abilities attributes to MGNREGP is found to be positive(0.03). in post MGNREGP setting the acceptance of the null hypothesis with level of significance=0.05 and degree of freedom=2 which implies that the relationship between the economic status of the beneficiary of the MGNREGP and their perception about

their social empowerment with a focus on decision making abilities in pre MGNREGP setting is found to be statistically independent. The acceptance of the null hypothesis with level of significance=0.05 and degree of freedom=2 which implies that the relationship between the economic status of the beneficiaries of the MGNREGP and their perception about their social empowerment with a focus on decision making abilities attributable to MGNREGP in post MGNREGP setting is found to be independent.

Table 6 refers to the distribution of the sample beneficiaries by their economic status and by their social empowerment with a focus on ability to question various forms of exploitation in pre and post V setting.

Table 4.14: Economic Status and Ability to Question Various Forms of Exploitation in Pre and Post MGREGP Setting

Economic status	Ability to question various forms of exploitation in pre MGREGP setting				Ability to question various forms of exploitation in post MGREGP setting			
	low	moderate	high	total	low	moderate	High	total
Absolutely poor	150	100	30	280	190	75	150	335
Poor	250	50	20	320	110	25	50	265
Total	400	150	50	600	300	100	200	600
				Chi-square	Df	p	R	
Pre MGREGP setting				20.1	2	0.000	-0.191	
Post MGREGP setting				9.6	2	0.008	-0.138	

Source: primary data

In order to test about the significance of relationship [it is attempted to estimate the coefficient of correlation and test the null hypothesis by using chi-square static. The correlation between the economic status of the beneficiaries of the MGNREGP and their perception about their social empowerment with a focus on ability to question on various form of exploitation is found to be negative ($r=0.191$). in pre MGNREGP setting the correlation between the economic status of beneficiaries of the MGNREGP and their perception about their social empowerment with focus on ability to question on various forms of exploitation attributable to MGNREGP is found to be negative

($r=0.138$). in post MGNREGP setting the rejection of null hypotheses with level of significance= 0.05 and degree of freedom, $=2$ which implies that the relationship between economic status of the beneficiaries of the MGNREGP and their perception about their social empowerments with a focus on ability to question various forms of exploitation in pre MGNREGP setting is found to be statistically independent. The rejection of null hypothesis with level of the beneficiaries of the MGNREGP and their perception about their social empowerment with a focus on ability to question various forms of exploitation attributable to MGNREGP in post MGNREGP setting is found to be statistically dependent.

CHAPTER V

PARTICIPATION OF TRIBAL HOUSEHOLD WOMEN AND THEIR EMPOWERMENT THROUGH MGNREGA AND ITS DETERMINANTS

5.1 Introduction

Many rural development programmes are initiated by Government of India since its independence in order to alleviate the poverty but due to their poor implementation and low supply nature it's could not achieve their set objectives. In the month of February 2006, United Progressive Alliance (UPA) Government had came with rural development scheme called MGNREGA, this was not only the mere scheme but an act passed by the parliament with an extreme clear objective of eradication of poverty, hunger and promoting women empowerment and gender equality in rural areas. On the basis of demand for work labour budgets are prepared and thus MGNEGA is considered as 'demand driven scheme'; with respect to demand for work funds are sanctioned and this driven demand scheme MGNEGA makes itself different from all other earlier rural development programmes. This programme become more illustrious due to its 100 days guaranteed employment, it's predict one third all participants are

women (MNREGA, Schedule II, Section 6:9), daycare facilities at work sites, wages are paid equally to men and women , no discrimination at work place, more awareness among women regarding their rights who have been registered under this scheme.

5.2 MGNEGA and Women Empowerment

“The accurate development of any community or society is only possible when the members of that community or society learn to help themselves or in other words they are being empowered. It is practical that empowerment given the people of a community; the skill and occasion to take component in decision making process with respect to socio-economic and political issues are disturbing their survival (Roy & Singh, 2010).

“In every society women play a very crucial role where women have been given chance, they have not only excelled in all areas, but also have played an important role in the development of country as a whole” (Tiwari and Upadhyay 2012).

Lack of sufficient work opportunities leads to scarcity control over income and assets, enduring over the life track of women, engenders inequality. Which results in to an unfavorable shock on

women's lower wages and aerobatics their economic activity and decision making.

Thus foremost objective of introducing the MGNREGA scheme is to ensure economic empowerment of women. The more income share of the women leads to self sufficient, combine social voice and take care of their life proceedings.

The main objective of MGNREGA is to advance their empowering citizens special reference to women citizen to play significant role in the accomplishment of the scheme through Gram Sabha meetings, social audits and other activities..

This scheme provides an opportunity for poor rural people, especially the women in order to earn a specified income with a sense of pride "Household and individual well being is not essentially one and the same as there may be a discrepancy degree of control over household income and possessions athwart individuals living in the same family" (Dreze & Das, 2006; Rao, 2006).

5.3 Status of MGNREGA and Tribal Women participation in South Goa

South Goa is the district of the state of Goa comprising of 06 talukas; mainly Canacona, Quepem, Sanguem, Salcete, Marmugoa

and newly constituted Dharbandora. Out of these 06 talukas 03 talukas are known for tribal populated talukas (Canacona, Quepem, and Sanguem). It is registered that only 8.2 percent population constituted tribal community and in terms of employment creation through MGNREGA it accounts only 4.4 percent of the person days of employment generated all over India. Among these only 10.2 percent contributed by the tribal communities from South Goa district of the state of Goa. Last 05 years data shows that employment creation through MGNREGA Goa is wadding behind in terms of employment. Total number of person days generated per tribal household decreasing since 2010-11 was 28 person days per Household to 2015-16 was 12 person days per Household.

The participation rate of women in MGNREGA work is also poor in the state of Goa and it is far behind the statutory least prerequisite. The statistics shows that the percentage of women beneficiaries of MGNREGA programme in Goa is nearly 22 percent only. Now the issue arises that in spite of huge poverty and unemployment situation prevailing among the tribal population; and why these underprivileged and susceptible sections of the society do not approach to MGNREGA programme. This is also one of the

problems to find out in this paper why women participation is less in MGNREGA in the South Goa District in the state of Goa.

5.4 Women's awareness and perception of MGNREGA across the surveyed Panchayats

To know the advantage under the provision of 33 percent women workers in MGNREGA, alertness in rural areas about MGNREGA provisions is necessary.

In order to take the active role in the MGNREGA the women workers should know their rights and benefits under this scheme with respect to special facilities at work sites and equal wages to men and women without any discrimination.

The study divulges that the Gram Panchayats have been able to create awareness about the scheme among the villagers, especially to women. They could compose aware them about minimum wage rate, wages payable by 15 days etc. majority of the women workers from the minority tribal dominated villages have little knowledge about the measures shielding their rights.

Table (5.1) depicts the level of awareness of women beneficiaries about provision of women's rights, minimum wage and worksites facilities etc.

Contents of awareness	Table no. 5.1											
	Panchayat wise percentage of respondents regarding their awareness											
	Quepem				Canacona				Sanguem			
	Admen	Ambaulim	Caverem	Morpilla	Cotigaon	Gaondongari	Kholla	Shrithal	Calem	Netraivalim	Rivona	Sancordem
Minimum wage payment	45	50	40	40	40	30	40	50	55	40	60	50
Wage payment within 15 days	80	80	70	70	80	60	85	70	70	70	80	80
Unemployment allowances	20	0	30	40	0	0	0	10	10	0	20	30
Worksite facilities	10	10	20	0	0	0	10	0	10	0	10	10
One third workers should be women	0	10	10	0	10	0	0	10	10	10	0	0
Equal wages for men and women	60	70	80	60	70	60	70	80	60	70	60	60
Provision of 100 days guaranteed employment	80	70	60	50	70	80	80	70	60	70	70	60
Participatory Planning	30	40	30	30	20	40	40	30	40	50	30	20

Source:- Composed from field survey

Survey reveals that only 45 percent women workers of MGNREGA aware about minimum payment in this scheme. As far as awareness of payment of wages within 15 days, majority of the respondents knows and it's constituted 75 percent. Survey also reveals that most of the respondents are not aware about the unemployment allowance, only 13 percent are aware in the field survey. Worksite facilities are an awfully meagre with 07 percent and most of the respondents are aware about 100 day's employment; mostly respondents are not aware about 33 percent workforce should be women in MGNREGA, very few Panchayats respondents are aware about this fact. So it is transparent from the above survey that awareness level among women beneficiaries in MGNREGA is comparatively meagre and as a result of this women are failed to take part in MGNREGA programme.

5.5 Perception of women about MGNREGA

After interviewing rural women in villages predominantly working women either work in agricultural labour or daily labour work rather than MGNREGA. According to them this scheme provides work but it is not regular and don't want to depend on this scheme for their livelihood, and most of the time it is not available.

But they also stated that whenever they get the work under MGNREGA they prefer to do work under this scheme without any denial. Pnachayats like Calem, Morpilla, and Gaondongri in which tribal women are registered with their name and identity in order to discharge the 33 percent female workers reservation but in reality they do not engage any activity under this scheme but instead of women any male members from their families take part in MGNREGA work on their own.

5.6 Participation and Employment generation

Table no. 5.2			
Participating rate and annual average workdays last five years			
Name of surveyed talukas	Gram Panchayat	Percentage of participating respondents out of surveyed respondents	Average annual workdays provided during last five years (2010 to 2015)
Quepem	Adnem	70	30
	Ambaulim	70	40
	Cavrem-Pirla	80	30
	Morpilla	70	45
Canacona	Cotigao	80	40
	Gaondongrim	70	30
	Kholla	80	40
	Shristhal	90	50
Sanguem	Calem	80	40
	Netorli	80	30
	Rivona	90	30
	Sancordem	70	40

The above table portrays the participation percentage of women in MGNREGA activities and annual average workdays of employment given to the participating women beneficiaries. The survey also reveals that those women beneficiaries are registered under this scheme are not actually interested to do work under scheme or to participate. The study also reveals that annual average workdays of employment given to women beneficiaries in all the Panchayats are less than 34 days.

5.7 Constraints in participation

Mean Percent Score is applied to analyze the data in order to find out the degree of constraints. It is calculated by dividing the sum of scores for each item by maximum possible score and multiplying by 100. The study reveals that the main constraints reason for the lowest participation of women respondents are family problems, religious and social restrictions, inefficiency of Panchayat in providing employment and other economical factors, for example higher income from other sources etc.

Table no. 5.3 Various constraints to participate in MGNREGA 1. Family Problems and Religious/Social Taboos					
Constraints	Strongly agree Score-3	Agree Score-2	Disagree Score-1	Strongly Disagree Score-0	MPS
Too much work in the family	10	20	20	70	30.00
Restrictions from family heads	27	23	47	23	58.00
Have to work on own land care for cattle's	30	15	39	36	53.00
<i>Source:- Compiled from the study</i>					

Table no. 5.4 Various constraints to participate in MGNREGA 2. Inefficiency of Gram Panchayat in generating employment for women					
Constraints	Strongly agree Score-3	Agree Score-2	Disagree Score-1	Strongly Disagree Score-0	MPS
Unable to availed 100 days of employment according to guidelines	74	26	20	00	98.00
Unemployment allowances not provided in case of delay in employment	74	26	20	00	98.00
Women are not provided work on their demand	40	57	23	00	85.66
<i>Source:- Compiled from the study</i>					

Table no. 5.5 Various constraints to participate in MGNREGA 3. Other constraints					
Constraints	Strongly agree Score-3	Agree Score-2	Disagree Score-1	Strongly Disagree Score-0	MPS
Option for labour work other than MGNREGA are easily available	45	50	25	00	86.66
Working under MGNREGA is harder than working in farms	27	39	64	00	65.33
Number of days of work provided to women are often few	55	55	10	00	95.00
Wages are low as compare to other labour work	37	47	36	00	80.33
<i>Source:- Compiled from the study</i>					

5.8 Impact of socio-economic factors on women's participation in MGNREGA

From the study it is easy to say that women's participation in MGNREGA and aptitude to earn income from MGNREGA work is influenced by many socio-economic factors. Factors such as social taboos among minority women, awareness regarding 33 percent workforce being women in this scheme and 100 days guarantee of work assurance leads to increase the level of participation in MGNREGA. The study also reveals that due to other alternative sources of income for women in agriculture and allied activities leads to make women beneficiaries to join this scheme. The impact of these factors of socio-economic on women beneficiaries in order to take part in MGNREGA work is explained with the help of binary response model also known as logistic regression model. The following is the form of equation of binary response model with few socio economic variables such as age, caste, family income, religion, and profession / occupation. The same is expressed below:

$$\ln \left(\frac{P_i}{1-P_i} \right) = \alpha + \beta_1(\text{AGE})_i + \beta_2(\text{CAST})_i + \beta_3(\text{FINCOME})_i + \beta_4(\text{RELIGION})_i + \beta_5(\text{PROFESSION})_i + \epsilon_i$$

The coefficients β_1 , β_2 , β_3 , β_4 and β_5 are the logistic values which indicate the impact of change in corresponding independent variable on the natural log of odds of participation in MGNREGA activities.

Table no. 5.6								
Results of Logit Regression Analysis using SPSS								
	B	S.E	Wald.	dif	Sig.	Exp(B)	95% C.I.for EXP(B)	
							lower	upper
Age	.063	0.38	2.647	1	.103	1.065	.986	1.1151
Caste	1.034	.958	1.161	1	.281	2.811	.428	18.412
Religion	-2.033	.920	4.878	1	.027	.130	.022	.794
Income	-.001	.000	10.810	1	.001	.998	.998	1.000
Profession	-2.468	.849	8.422	1	.004	.084	.015	0448
constraint	7.485	2.557	8.565	1	.003	1783.642		
<i>Source:- Compiled from the study</i>								

From the above table it is clear to say that the impact of change in independent variables on the probability of respondent to participate in MGNREGA and the exponential values of beta coefficients **Exp(B)** represent magnitude of impact on participation. **β_1 (age)** is positive it refers to, other factors are constant then with one percent change in age a respondent is 1.065 times more likely to participate in MGNREGA. **β_2 (religion) (-2.033)** is negative and significant, means that it shows negative impact on likelihood of

female participation. Keeping other factors constant, change in religion shows **.130** times more likelihood not to participate. **β_4** (**income**) is negative and significant means that higher the income of family from other sources lower is the probability of respondent to participate in MGNREGA or we can say keeping other factors constant if family income change by one percent then a woman is **.998** times more likely not to participate in scheme. A woman engage in profession other than labour work is more likely not to participate in the MGNREGA. The factors like age and cast also show positive impact on the likelihood of respondent's participation in the MGNREGA scheme.

5.9 Empowerment assessment

Late Dr. A.P.J. Abdul Kalam said that “India will be super power nation by 2020” and the country is developing with the speedy pace to achieve this goal but this development is incomplete without the empowerment of women or it is an unclear picture of development definition; actually the life and standard of living of urban women has been changed considerably with the change in the pace of development but in rural area women are still deprived of basic

necessities such as health services, nutrition, proper education, social and economic security.

Table no. 6					
Empowerment assessment					
	Strongly Agree Score-3	Agree Score-2	Disagree Score-1	Strongly Disagree Score-0	MPS
After working in MGNREGA your income has increased	24	36	24	34	50
With the Earning from MGNREGA you become more capable to support your husband financially in household expenditures	40	48	24	04	71
You have become more financially independent than before	0	20	40	56	23
Earnings from MGNREGA has increased food consumption of your family	10	40	42	48	38
After earning from MGNREGA you Start spending more than before on family healthcare and nourishment	04	30	38	48	32
Earnings from MGNREGA has increased your saving pattern	0	10	40	70	17
You have learned some kind of working skill by working in MGNREGA	0	0	40	80	6
MGNREGA earnings has make you able to start your own profession for more earning	0	0	0	120	0
<i>Source:- Compiled from the study</i>					

The above table is summarised as the MGNREGA scheme guaranteed 33 percent workforce reserved for women without any wage discrimination compare with male gender, this is considered as an important tool for inclusive overall development of rural women beneficiaries registered under this scheme. In the studied region there is less rate of women participation in MGNREGA, the issue is here that what extent women participation leads to their empowerment.

Women empowerment is considered when rural women really uplift socially and become economic with financial independent, high standard of living and increment in food expenditure. The higher the income share of women, the more likely they will have a collective social voice and control over their life events.

Responses of the surveyed respondents related to each socio-economic factor are assigned scores and the Mean Percent Score for each factor is calculated to assess the extent of development of women respondents through MGNREGA. For the sake of correct assessment of impact from the scheme we include only those respondents who actually work in MGNREGA and earn some money.

5.10 CONCLUSION

On the basis of forgoing discussion it may be concluded that through MGNREGA though a wave and impact has been created in women empowerment but it was not as high as envisage in the scheme. The relative weakness of the program is largely due to its erratic work pattern and low awareness about its various provisions for women etc.

On the demand side it is religious male chauvinism, per capita income etc. are some of the barriers that inhibit increasing participation of women in MGNREGA scheme. Since one of the major objectives of the scheme is to ensure enhanced empowerment of poor women, it is more desirable that institutional efficiency to generate employment should be improved and social environment should be promoted accordingly to enable rural women increasingly participate in the program.

CHAPTER VI

FINDINGS, SUGGESTIONS AND CONCLUSION

6.1 Findings

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is considered as a “Silver Bullet” for eradicating rural poverty and unemployment, by way of generating demand for productive labour force in villages. It provides an alternative source of livelihood which will have an impact on reducing migration, restricting child labor, alleviating poverty, and making villages self-sustaining through productive assets creation such as road construction, cleaning up of water tanks, soil and water conservation work, etc.

For which it has been considered as the largest anti-poverty programme in the world. But the success of this Act depends upon its proper implementation. Thus, the present project critically examined the implementation process of this programme and its impact on tribal livelihoods .Using a random sampling method, a total 600 households including MGNREGS beneficiaries and non-beneficiaries were selected. This field study was carried out during the period from 2005-

2015. Both close ended and open ended questionnaires were used to gather information from all the stakeholders in MGNREGS. The major findings are followed:

A. Implementation of the scheme

- There has been a "significant dent" in poverty in rural areas as the implementation of MGNREGA has increased earnings of rural households resulting in an increase in their purchasing power. With the increase in employment opportunities and wage rates (under NREGA).
- There has been a significant dent in poverty reduction in rural areas. Initially, the programme was implemented in 200 backward districts, identified by the Planning Commission.
- The all-India level data shows that the country is able to provide employment to 99 percent of households as against their demand across the years, but of late, it has shown a declining trend.
- It is important to note that the gender bias in casual wage payment is low in rural areas (0.63) than in urban areas (0.58). However, the reason for low gender bias in wage payments in rural areas was the highly suppressed wages both for male and female rural workers. The gender bias was also noticeable in case

of urban regular workers.

- MGNREGA provides provision for equal wages for men and women [Schedule II (34)] without any discrimination. The minimum wage of Rs 100 a day under MGNREGA had increased the wage level across the private sector, benefiting both the families that could not avail MGNREGA work and families that had completed MGNREGA quota of 100 days work.
- It provided the poor with required support in the labour market by not letting them below a certain level. It has increased the bargaining power of the poor people in the labour market.
- The workers of MGNREGA, earlier, were mostly voiceless and they could not normally bargain for higher wages. Now, wages under MGNREGA have become a benchmark and MGNREGA workers bargain for wages and are no longer willing to work for lesser wages.

B. Funding pattern of the scheme

- Funding to MGNREGA has been imprinted by adding all past schemes or programmes and its still come together around 40 to 50

percent of the budgetary allocation of the Rural Development Department of Central Government of India.

- It is mentioned in the MGNREGA that 25 percent of the cost of the wages and material utilized for the scheme implementation should be covered from the respective states.
- The act says that while implementing projects labour cost and material cost should be in the ration of 60:40.
- This ratios should be applied through the gram Panchayats, block and district level. According to this act, provision is made that an engineer should visit the working site once in a two weeks and the overseer should visit the site regularly in order to have better implementation of MGNREGA.
- In spite of these guidelines many times, it has been observed that neither overseer has not taken any interest to visit the site regularly and supervise the work under MGNREGA nor an engineer shown the interest in visiting the worksite of MGNREGA.
- This act also says that tools and implements made available to the workers and the cost of the tools and implements should be added to the material components of the project.

- It is the duty of the state government to make available these tools and get avail through transparency method of procurement of this implements or material to be used under this act of MGNREGA.

C. Impact of MGNREGA on tribal livelihood

- The study reveals that 0.5 percent sample of the study are having family size of three members in their family; followed by 6.5 percent samples are staying with the 4 members. 30 percent of total samples are having 5 members in their family, 29.66 percent are staying together with 6 members size of their family. Remaining 17.5 and 15.83 percent samples are having 7 members as their size of the family respectively.
- Findings on the age, economic status and education are shown in table no. 4.2 from the table it is observed that the majority of the respondents between the age group of 46 to 55 years (37.1 percent) and only 5.2 percent of total respondents whose age is above 66 years are enrolled for the scheme; whereas 37 percent of the total young youths between the age group of 26 to 36 years are in the activity.
- Further, 98.7percent of respondents were residing in pucca houses. It should be noted here that majority of the respondents are residing in

their inherited houses and many of these are jointly owned by the family.

- Study finds that 20.3 percent of the respondents has installed bio-gas plant as they have sufficient numbers of cattle's, land required, education and scientific knowledge of maintaining bio-gas plant. Further 79.7 percent dairy farmers have not installed bio-gas plant as they do not have sufficient numbers of cattle's, land, education and scientific knowledge of maintaining bio-gas plant.
- The perception about their social empowerments with a focus on ability to question various forms of exploitation in pre MGNREGP setting is found to be statistically independent. The rejection of null hypothesis with level of the beneficiaries of the MGNREGP and their perception about their social empowerment with a focus on ability to question various forms of exploitation attributable to MGNREGP in post MGNREGP setting is found to be statistically dependent.

D. Women empowerment through MGNREGA

- Survey reveals that only 45 percent women workers of MGNREGA aware about minimum payment in this scheme. As far as awareness of payment of wages within 15 days, majority of the respondents knows and it's constituted 75 percent.

- Survey also reveals that most of the respondents are not aware about the unemployment allowance, only 13 percent are aware in the field survey. Worksite facilities are an awfully meagre with 07 percent and most of the respondents are aware about 100 day's employment; mostly respondents are not aware about 33 percent workforce should be women in MGNREGA, very few Panchayats respondents are aware about this fact.

- So it is transparent from the above survey that awareness level among women beneficiaries in MGNREGA is comparatively meagre and as a result of this women are failed to take part in MGNREGA programme. as the MGNREGA scheme guaranteed 33 percent workforce reserved for women without any wage discrimination compare with male gender, this is considered as an important tool for inclusive overall development of rural women beneficiaries registered under this scheme.

- In the studied region there is less rate of women participation in MGNREGA, the issue is here that what extent women participation leads to their empowerment. Women empowerment is considered when rural women really uplift socially and become economic with financial independent, high standard of living and increment in food

expenditure. The higher the income share of women, the more likely they will have a collective social voice and control over their life events.

- Responses of the surveyed respondents related to each socio-economic factor are assigned scores and the Mean Percent Score for each factor is calculated to assess the extent of development of women respondents through MGNREGA. For the sake of correct assessment of impact from the scheme we include only those respondents who actually work in MGNREGA and earn some money.

6.2. Suggestions

- The success of the programme depends upon its proper implementation. Much of the pitfalls of MGNREGA implementation can be overcome if proper processes and procedures are put in place.
- Thus, there should be continuous efforts towards creating adequate awareness on different provisions of MGNREGS amongst the people.
- Creating awareness is necessary not only to motivate the people to work under the scheme but also to encourage them to participate in its planning and implementation.

- Efficient utilization of resources under the scheme requires bringing in transparency and accountability.
- Provision for social audit at the panchayat level on a regular basis can play a significant role in this regard.
- The leadership style should be democratic in nature. This will facilitate greater community participation, information sharing, expression of opinion by the rural mass, and development of social networks
- There is also the important role of the Govt. in implementation of MGNREGS. Thus the Govt. must take immediate steps to stop corruption in its implementation by which the MGNREGA wages reaches to the workers directly. We can surely ensure that the money goes to those who need it.
- There should be the ability and willingness of local Govt. and Panchayat to plan works and run the programmes effectively.
- A proper monitoring mechanism should be developed that can assured correct procedure in job card.
- Social Audit should carry out in regular interval.

6.3. Conclusion

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is considered as a “Silver Bullet” for eradicating rural poverty and unemployment, by way of generating demand for productive labour force in villages. It provides an alternative source of livelihood which will have an impact on reducing migration, restricting child labor, alleviating poverty, and making villages self-sustaining through productive assets creation such as road construction, cleaning up of water tanks, soil and water conservation work, etc. For which it has been considered as the largest anti-poverty programme in the world. But the success of this Act depends upon its proper implementation. Thus, the present project critically examined the implementation process of this programme and its impact on tribal livelihoods.

On the basis of forgoing discussion it may be concluded that through MGNREGA though a wave and impact has been created in tribal livelihood, women empowerment but it was not as high as envisage in the scheme. The relative weakness of the program is largely due to its erratic work pattern and low awareness about its various provisions for women etc.

On the demand side it is religious male shawonism, per capita income etc. are some of the barriers that inhabit increasing participation of women in MGNREGA scheme. Since one of the major objectives of the scheme is to ensure enhanced empowerment of poor women, it is more desirable that institutional efficiency to generate employment should be improved and social environment should be promoted accordingly to enable rural women increasingly participate in the program.

The funding pattern, wage rate and implementation procedure of registration should be amended and proper action have to take against the corruption practices prevailing in this scheme.

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**Critical Evaluation of Mahatma Gandhi National Rural
Employment Guarantee Act with Special Reference to Tribal
Dominated Panchayats of South Goa**

QUESTIONNAIRE

Section 1: Demographic Information

- 1.1. Head of the Household (HH): _____
- 1.2. Name of the Respondent: _____
- 1.3. Respondent's Relation with HH: _____
- 1.4. Sex: _____
- 1.5. Marital status: _____ 1. Married, 2. Unmarried, 3. Divorce, 4. widow/widower
- 1.6. Educational qualification: _____
- 1.7. Caste: _____ 1. SC, 2. ST, 3. OBC, 4. General
- 1.8. Name of Sub caste/Tribe: _____
- 1.9. Religion: _____ 1. Hindu 2. Muslim 3. Christian 4. Others
- 1.10 a. Hamlet (in case not a revenue village) _____ b. Revenue village _____
c. Gram Panchayat _____, d. Tahsil _____, e. District _____
- 1.11. Main source of livelihoods: _____ (1) Service, (2) Owner cultivator, (3) Farm labour,
(4) Non-farm labour
- 1.12. Number of family members: _____
- 1.13. Land holding: _____ (Acres) _____ (1) Landless, (2) Sharecropper, (3) Owner
cultivator
- 1.14. BPL card holder: _____ 1. Yes, 2. No
- 1.15. Anthodia card holder: _____ 1. Yes, 2. No
- 1.16. Old age pension any body receiving at home: _____ 1. Yes 2. No
- 1.17. Have you received Indira Aavas Yogna: _____ 1. Yes, 2. No

Section 2: Implementation Related Information

1. Are you aware of NREGS? _____ 1) Yes, 2) No

2. If yes, from where you got Information? _____ A) Panchayat B) Media-radio C) Media-TV D) Media-newspaper E) Govt. Functionaries F) Friends G) Any other (specify)

3. Do you have Job card? _____ 1) Yes 2) No

4. If Yes, when you got it _____ (year mention)

5. Where you got it _____ 1) Panchayat office, 2) friend gave, 3) BDO, 4) any other

6. Did you face any problems in getting the job card? _____ 1) Yes, 2) No

7. What kind of problem you faced _____

8. How many job cards are there in your family _____ (Number)

9. If no, mention the reason _____

10. Do you have any idea who will issue this card _____ 1) Yes, 2) No

11. Mention the name of issuing authority _____ 1) Sarapancha, 2) GP secretary, 3) Grama sathi, 4) BDO, 5) Any other _____

12. Have you ever approached them for job card _____ 1) yes, 2) No

13. If yes, what was their reply: _____

14. If no, why you did not approach?

15. Are the job cards given freely? _____ -1) Yes, 2) No

16. If no, whom you paid _____ 1) Sarapancha, 2) Panchayat Secretary, 3) ward member, 4) Gram sathi, 5) somebody else (specify)

17. If you paid, what for you paid? _____

_____ Mention price (_____)

18. Whether photo of beneficiary exist on job card? _____ 1) Yes, 2) No

19. Have you ever received any work under this programme? _____ 1) Yes, 2) No

20. If yes, how many days in a year _____

21. If no, why _____

22. Have you ever approached for any work _____ 1) Yes, 2) No

23. If yes, whom you approached _____ 1) Sarapancha, 2) Panchayat Secretary, 3) ward member, 4) Gram sathi, 5) somebody else (specify)

24. How many times you approached? _____

25. Have you given any written application to Sarapancha? _____ 1) Yes, 2) No
26. Whether panchayat issued dated receipt of written application (for work)_____ 1) Yes, 2) No
27. After how many days of written/verbal application you got employment_____ 1) Less than 15 days, 2) 15-30 days, 3) 30+ days, 4) No work at all.
28. Do you have any idea about the rules and regulation of NREGA?_____ 1) Yes, 2) No
29. Whether got unemployment allowance, if demanded the work and it was not provided?_____ 1) Yes, 2) No
30. If yes, how much you got_____
31. Have you ever demanded for unemployment allowance?_____ 1) Yes, 2) No
32. If yes, what was their reply_____
-
33. If no, why you did not demand?_____ 1) No idea, 2) they will not listen, 3) will not give, 4) anything else (specify)
34. How regularly you used to get your wages?_____ 1) Regular, 2) Irregular
35. If irregular after how many days you used to get?_____ 1) One month, 2) 2 Months, 3) more than 3 months.
36. How much wage you used receive per day_____
37. How you receive your wage?_____ 1) cash, 2) check, 3) account transfer
38. Do you have opened an account in bank/post office relating to NREGA?_____ 1) Yes, 2) No
39. If no, why?_____ 1) No idea, 2) No body guide me
40. Have you spent any money while opening account?_____ 1) Yes, 2) No
41. If yes, how much and for what, specify_____
42. Do they specify the wages and days you worked in your card_____ 1) Yes, 2) No
43. If yes, Do you cross check, whether the entry authority has entered the right thing or not_____ 1) Yes, 2) No
44. Do you feel they are entering wrong data in your card_____ 1) Yes, 2) No
45. If yes, have you complained_____ 1) Yes, 2) No
46. To whom you complain_____ 1) Sarapancha, 2) Panchayat Secretary, 3) ward member, 4) Gram sathi, 5) somebody else (specify)

47. What reply you got from the authority_____

48. Who used to enter this data in your card_____ 1) Sarapancha, 2) Panchayat Secretary, 3) ward member, 4) Gram sathi, 5) somebody else (specify)

49. If there is no entry, have you asked them_____1) Yes, 2) No

50. Do you have any idea about the NREGA activity in your village/Panchayat____1) Yes, 2) No

51. If yes, what type of activities/works undertaken in your village under MNREGA scheme?

1) Water conservation, 2) Drought proofing, 3) Flood protection, 4) Land development 5) Minor irrigation, 6) Horticulture, 7) Rural connectivity, 8) Any other_____

52. From where you got this knowledge? 1) Gram sabha meeting, 2) Panchayat office, 3) Sarapancha, 4) Panchayat Secretary, 5) ward member, 6) Gram sathi, 7) Friends, 8) by seeing, 9) somebody else (specify)

53. Did any gram sabha meeting held in your village was to decide the NREGA work_____ 1) Yes, 2) No, 3) Not aware

54. If no, then who used to decide the work_____1) Sarapancha, 2) Panchayat Secretary, 3) ward member, 4) Gram sathi, 5) somebody else (specify)

55. Describe the role of Panchayat in planning and implementation of NREGA works.

(Information from worker)

56. If you are not having any idea about NREGA activities, why_____1) No idea, 2) No time, 3) poor people who will listen, 4) staying outside, 5) No interest, 6) anything else (specify)

57. Do you know how much funds, your panchayat gets under MNREGA last few years_____ 1) Yes, 2) No, 3) No interest

58. If yes, please specify the following:

a) 2006-07_____ (In Rs)

b) 2007-08_____ (In Rs.)

c) 2008-09_____ (In Rs.)

d) 2009-10_____ (In Rs.)

e) 2010-11 _____ (In Rs.)

59. Whether work site is having the following given facilities _____

1) Crèche (if more than 5 children below the age of 6 years are present), 2) Drinking water 3) Shades, 4) Period of rest, 5) first-aid, 6) Any other (specify) _____

60. Do you have awareness about the accidental benefits under NREGA?__ 1) Yes, 2) No

61. Are you satisfy with the work measurement? _____ 1) Yes, 2) No

62. If no, why (specify) _____

63. Whether you have a regular mate? _____ 1) Yes, 2) No

64. Is the mate among from the workers? _____ 1) Yes, 2) No

65. How many members at a time getting job from one family _____ 1) One, 2) All, 3) depends on wishes of sarapancha, 4) any other _____

66. If not all, then who decides who will go to which work _____ 1) Head of house, 2) own, 3) Sarapancha, 4) any other

67. Is there any conflict among your family members in relation to who will go to which work?

1) Yes, 2) No

68. Are you aware the work you are doing is NREGA work or something else _____

1) Yes, 2) No

69. What are the works you did in last five years under NREGA?

70. Have you worked under the same contractor for different works? _____

1) Yes, 2) No

71. Within how many KM you used to work under NREGA? _____ 1) In own village, 2) own Panchayat, 3) within 5 Km, 4) more than 5 KM

72. Whether you have worked more than 5 km away from your residence?

73. If yes have you got any extra wages? _____ 1) Yes, 2) No, 3) Not aware

74. Have you heard about social audit system? _____ 1) Yes, 2) No

75. If yes, is there any social audit committee in your village? _____

1) Yes, 2) No, 3) Not aware

76. Is there social audit held in NREGA activities in your village? _____

1) Yes, 2) No, 3) Not aware

77. If yes, mention the details (when, who were there and what was discussed)

(III) Impact Related Information

78. Do you feel is there any change in your income after working under MNREGA?

1) Considerably increased, 2) Increased somewhat, 3) Not increased & remains same, 4) Decreased

79. Are children attending school in your family? _____ 1) Yes, 2) No

80. If yes, what is the impact of MNREGA on their education? _____

1) No drop-out of children, 2) Change in decision for opting higher education, 3) No change.

81. How much wage you used to earn from farm and non-farm activities before NREGA?

_____ 1) 1000, 2) 2000, 3) 5000, 4) More than 5000, 5) less than 1000.

82. How much you earned from NREGA activities last year _____

1) 1000, 2) 2000, 3) 5000, 4) More than 5000, 5) less than 1000.

83. State your annual income before NREGA? _____

84. State your annual income after NREGA? _____

85. Source wise annual household expenditure-before & after NREGA (% invest)

Sources of expenditure	Before	After	Sources of expenditure	Before	After
Food and Other consumption items			Loan Repayment		
Clothing			Electricity bill		
Health			Phone bill		
Cooking fuel			Agri. Equipments and seeds		
Education			Household assets		
Transport			Recreation		
Social/religious function			Maintenance of House		
Alcohol					

86. How many hours per day you had to work under MNREGA?_____
87. How much extra wage you are getting under MNREGA if compare with outside? _____
88. What is your priority of work and why?
- a) MNREGA works
 - b) Other works

Why (specify)_____

Impact on savings:

89. Did you have any saving account with bank/post office before MNREGA?_____
- 1) Yes, 2) No
90. Have you started saving in banks/post office?_____
- 1) Yes, 2) No
91. What is your savings amount?_____
92. How much do you save per month?_____
93. Are you serving all your desires of your children?_____ 1) Yes, 2) No
94. Have you ever given your job card on the lease basis?_____ 1) Yes, 2) No
95. If yes, to whom and why (for what purpose)?_____
96. Do you feel NREGA has helped in rising your social status?_____ 1) Yes, 2) No
97. State the problems in NREGA?_____
- 1) Gender discrimination, 2) Problems with the work allotting authorities, 3) Problems with wages in time, 4) Problems with the working timing, 5) caste discrimination, 6) any others_____
98. Do you think due to MNREGA, the conditions of the poor in the village have improved?_____ 1) Yes, 2) No
99. Describe the main benefits occurring in your village due to MNREGA activities.
- _____
100. How the problems regarding MNREGA can be solved?
- _____
101. What is your opinion on MNREGA?

****THE END****

Questionnaire for GRAM PANCHAYAT

1. State Name _____, District Name _____

2. Block Name _____, GP Name _____

3. Distance of GP from Block Hq _____

4. Name of main Respondent _____

5. Designation of Respondent _____

6. Sex of Respondent _____

7. Educational Qualification of Respondent _____

8. Caste of the Respondent _____

9. Occupation _____

10. Total Population of GP _____

- BPL Households _____
- SCs Households _____
- General Households _____
- Backward Castes _____
- No. of Voters _____
- Landless Households _____
- No. of MGNREGA Job Card Holders in the GP _____

11. Fill up the following information about MGNREGA.

11.1. Fund Purpose Works (1.completed, 2. incomplete, and 3.ongoing)

2006-07
2007-08
2008-09
2009-10
2010-11
2011-12

Records	YES/ NO	SEEN YES/ NO	RECORD UODATED YES / NO
Muster roll register			
Register for job cards			
Employment register			
Works register			
Fund register			
Grievance register			

12. Work of Gram Sathi _____

13. Whether Gram Sabha meeting held on MGNREGA? 1. Yes 2.No.

14. How many people attended the meeting(see the record)_____

15. Is there any social audit committee in your village? 1. Yes 2.No.

16. Who did social audit? _____

17. What is the role of social audit committee in your village_____?

18. Describe the main benefits occurring in your village due to MGNREGA activities:

- Wage earner_____
- Empowerment of women_____
- Panchayat_____
- Poverty_____
- Worker migration_____

19. Describe the role of panchayat in planning and implementation of MGNREGA.

20. Describe the problems in implementation of MGNREGA.

21. How these problems can be solved?