

**A STUDY ON NATIONAL RURAL EMPLOYMENT
GUARANTEE SCHEME IN THANE DISTRICT OF
MAHARASHTRA**

BY

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B. Sc. (Ag.)



**DEPARTMENT OF EXTENSION EDUCATION
AGRICULTURAL COLLEGE, BAPATLA
ACHARYA N. G. RANGA AGRICULTURAL UNIVERSITY
RAJENDRANAGAR, HYDERABAD- 500 030.**

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**THESIS SUBMITTED TO THE
ACHARYA N.G. RANGA AGRICULTURAL UNIVERSITY
IN PARTIAL FULFILMENT OF THE REQUIREMENTS
FOR THE AWARD OF THE DEGREE OF**

MASTER OF SCIENCE IN AGRICULTURE



**DEPARTMENT OF EXTENSION EDUCATION
AGRICULTURAL COLLEGE, BAPATLA
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RAJENDRANAGAR, HYDERABAD- 500 030.**

June, 2010

CERTIFICATE

Mr. SHIVAJI DADABHAU ARGADE has satisfactorily prosecuted the course of research and that the thesis entitled **“A STUDY ON NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME IN THANE DISTRICT OF MAHARASHTRA”** submitted is the result of original research work and is of sufficiently high standard to warrant its presentation to the examination. I also certify that the thesis or part thereof has not been previously submitted by him for a degree of any University.

Date:

Place: Bapatla

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CERTIFICATE

This is to certify that the thesis entitled “**A STUDY ON NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME IN THANE DISTRICT OF MAHARASHTRA**” submitted in partial fulfilment of the requirements for the degree of “**Master of Science in Agriculture**” in the major field of **Extension Education** of the Acharya N. G. Ranga Agricultural University, Hyderabad, is a record of the bonafide research work carried out by **Mr. SHIVAJI DADABHAU ARGADE** under my guidance and supervision. The subject of the thesis has been approved by the Student’s Advisory Committee.

No part of the thesis has been submitted by the student for any other degree or diploma. The published part has been fully acknowledged. All assistance and help received during the course of the investigations have been duly acknowledged by the author of the thesis.

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CONTENTS

Chapter No.	Title	Page No.
I	INTRODUCTION	
II	REVIEW OF LITERATURE	
III	MATERIALS AND METHODS	
IV	RESULTS	
V	DISCUSSION	
VI	SUMMARY	
	LITERATURE CITED	
	APPENDICES	

LIST OF ILLUSTRATIONS

Sl. No.	Title	Page No.
1	Technology workflow – Delivery of services under NREGA	
2	The maps showing selected state, district, talukas and villages for the study	
3	Schematic representation of the sampling procedure	
4	Distribution of selected NREGS beneficiaries according to their age	
5	Distribution of selected NREGS beneficiaries according to their gender	
6	Distribution of selected NREGS beneficiaries according to their education	
7	Distribution of selected NREGS beneficiaries according to their type of family	
8	Distribution of selected NREGS beneficiaries according to their size of family	
9	Distribution of selected NREGS beneficiaries according to their occupation	
10	Distribution of selected NREGS beneficiaries according to their land holding	
11	Distribution of selected NREGS beneficiaries according to their income	
12	Distribution of selected NREGS beneficiaries according to their socio-politico participation	
13	Distribution of selected NREGS beneficiaries according to their level of aspiration	
14	Distribution of selected NREGS beneficiaries according to their awareness on NREGS activities	
15	Comparative distribution of selected NREGS beneficiaries in accordance with employment generation before and after NREGS	
16	Comparative distribution of selected NREGS beneficiaries according to number of employed persons in their family before and after NREGS	
17	Block wise daily working hours for Agriculture and NREGS works	

18	Block wise daily wage rates for Agriculture and NREGS works	
19	Comparative distribution of selected NREGS beneficiaries according to their income generation before and after NREGS	
20	Number of community and individual assets created before NREGS and after NREGS	
21	Comparative distribution of selected NREGS beneficiaries according to their migration before and after NREGS	
22	Distribution of the selected NREGS beneficiaries according to extent of indirect changes experienced	
23	Distribution of selected NREGS beneficiaries according to changes in empowerment	
24	Distribution of selected NREGS beneficiaries according to changes in personal and family security	
25	Distribution of selected NREGS beneficiaries according to changes in food security	
26	Comparative distribution of selected NREGS beneficiaries according to their food expenditure before and after NREGS	
27	Distribution of selected NREGS beneficiaries according to changes in natural resources	
28	Distribution of selected NREGS beneficiaries according to changes in strengthening democracy	

LIST OF TABLES

Sl. No.	Title	Page No.
1	NREGS implementation status report of Maharashtra for the year 2009-10	
2	Demographic information about Thane district of Maharashtra.	
3	NREGS implementation status report of Thane district for the year 2009-10	
4	Village wise total NREGS beneficiaries and selected NREGS beneficiaries	
5	Selected variables and their empirical measurement.	
6	Distribution of selected NREGS beneficiaries according to their profile characteristics	
7	Distribution of selected NREGS beneficiaries according to their age	
8	Distribution of selected NREGS beneficiaries according to their gender	
9	Distribution of selected NREGS beneficiaries according to their education	
10	Distribution of selected NREGS beneficiaries according to their type of family	
11	Distribution of selected NREGS beneficiaries according to their size of family	
12	Distribution of selected NREGS beneficiaries according to their occupation	
13	Distribution of selected NREGS beneficiaries according to their land holding	
14	Distribution of selected NREGS beneficiaries according to their income	
15	Distribution of selected NREGS beneficiaries according to their socio-politico participation	
16	Distribution of selected NREGS beneficiaries according to their level of aspiration	
17	Distribution of selected NREGS beneficiaries according to their awareness on NREGS activities	
18	Content analysis of awareness status of selected NREGS beneficiaries on different activities of NREGS	
19	Comparative distribution of selected NREGS beneficiaries in accordance with employment generation before and after NREGS	
20	Significance of difference in the employment generation of selected NREGS beneficiaries before and after NREGS	
21	Comparative distribution of selected NREGS beneficiaries according to number of employed persons in their family before and after NREGS	

22	Block wise daily working hours for Agriculture and NREGS works	
23	Block wise daily wage rates for Agriculture and NREGS works	
24	Comparative distribution of selected NREGS beneficiaries according to their income generation before and after NREGS	
25	Significance of difference in the income generation of selected NREGS beneficiaries before and after NREGS	
26	Percentage increase of community and individual assets created before and after NREGS	
27	Comparative distribution of selected NREGS beneficiaries according to their migration before and after NREGS	
28	Significance of difference in the migration of selected NREGS beneficiaries before and after NREGS	
29	Distribution of the selected NREGS beneficiaries according to extent of indirect changes experienced	
30	Distribution of selected NREGS beneficiaries according to changes in empowerment	
31	Distribution of selected NREGS beneficiaries according to changes in personal and family security	
32	Distribution of selected NREGS beneficiaries according to changes in food security	
33	Comparative distribution of selected NREGS beneficiaries according to their food expenditure before and after NREGS	
34	Significance of difference in the food expenditure of selected NREGS beneficiaries before and after NREGS	
35	Distribution of selected NREGS beneficiaries according to changes in natural resources	
36	Distribution of selected NREGS beneficiaries according to changes in strengthening democracy	
37	Distribution of selected NREGS beneficiaries according to operational problems perceived by them	
38	Distribution of selected NREGS beneficiaries according to their suggestions to overcome the operational problems perceived by them	
39	Distribution of selected People's Representatives according to operational problems perceived by them	
40	Distribution of selected People's Representatives according to their suggestions to overcome the operational problems perceived by them	
41	Distribution of selected officials according to operational problems perceived by them	
42	Distribution of selected officials according to their suggestions to overcome the operational problems perceived by them	

DECLARATION

I, Mr. **SHIVAJI DADABHAU ARGADE** hereby declare that the thesis entitled “**A STUDY ON NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME IN THANE DISTRICT OF MAHARASHTRA**” submitted to the Acharya N.G. Ranga Agricultural University for the degree of **Master of Science in Agriculture** in the major field of **Extension Education** is the result of the original research work done by me. It is further declared that the thesis or any part thereof has not been published earlier in any manner.

Date:

Place: Bapatla

(SHIVAJI DADABHAU ARGADE)

ABSTRACT

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Title of the Thesis : **“A Study on National Rural Employment
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National Rural Employment Guarantee Scheme (NREGS) was launched under the National Rural Employment Guarantee Act (NREGA) in 2006 and is in operation in all the 619 districts of India from the financial year 2008-09. To study ‘National Rural Employment Guarantee Scheme’ in Thane district of Maharashtra a descriptive research design was followed. Five talukas were selected purposively and ten villages, two from each taluka were selected randomly for the study. Ninety beneficiaries were selected by disproportionate random sampling for the study. The concerned People’s Representatives (20) and officials (31) involved in the implementation of NREGS at various levels such as district, taluka and village were selected through census method for the study.

Data collected with pre-tested structured interview schedule coupled with case study by selecting the relevant variables *viz.*, Age, Gender, Education, Size of Family, Type of Family, Occupation, Land Holding, Income, Socio-Political Participation, Level of Aspiration, Awareness on Activities, Direct Changes and Indirect Changes. For the purpose of statistical analysis of the coded data, various statistical tools were also used *viz.*, Arithmetic Mean (\bar{X}), Standard Deviation (σ), Frequency, Percentages and 'Z' test.

Majority of selected NREGS beneficiaries was young aged (48.89%), female (53.33%), illiterate (64.44%), belonged to joint family (66.67%), medium family size (57.78%), agriculture as their occupation (38.89%), small farmers (36.67%), medium income group (71.11%), medium socio-political participation (83.33%) and medium level of aspiration (80.00%).

Majority of selected NREGS beneficiaries was having medium awareness on NREGS activities followed by high awareness and low awareness on NREGS activities.

Direct changes occurred due to the implementation of NREGS were increased employment opportunities, increased employed persons per family, reduction in daily working hours, increased daily wage rates, increased income, increased community and individual assets creation and reduction in migration of people.

Majority of selected NREGS beneficiaries was experienced medium indirect changes followed by more and less indirect changes. The indirect changes experienced by selected NREGS beneficiaries during implementation of NREGS were increased empowerment, increased personal and family security,

increased food security, conservation of natural resources and strengthening of democracy.

The operational problems perceived by majority of selected NREGS beneficiaries were late payment of wages, non-payment of wages in the form of grains, non- provision of 100 days work, long distances of work sites, delay in allotment of work and non- payment of 10% extra wages for works outside the 5km. radius.

Suggestions given to overcome operational problems perceived by majority of NREGS beneficiaries were timely payment of wages followed by payment of wages in cash and grains, fulfillment of 100 days employment guarantee, provision of works through Gram Panchayat nearer to the residence, timely allotment of works and payment of extra wages for long distance work sites.

Operational problems perceived by the People's Representatives were illiteracy of the people, absence of Village Monitoring Committee, lack of co-operation and conflicts between groups of people, allocation of less number of works through Gram Panchayat, limited work activities to be under taken in NREGS which may not be available at the village level, inability to ensure 100 days employment guarantee, diversion of NREGS fund for other works by block authorities, lack of trained technical staff at village level and corruption at block and district levels.

Suggestions given by People's Representatives were organisation of literacy programmes like "Sarva Shiksha Abhiyan" at village level, obtaining people's co-operation in solving the conflicts among them through Gram Sabha,

setting up of Village Monitoring Committee for better supervision, allocation of more than 50 per cent of works through Gram Panchayat, introduction of 'Wage Subsidy' to the farming community by applying NREGS workforce, enhancing minimum limit of 14 days and maximum limit of 100 days employment guarantee to higher side, appointment of trained technical staff at village level on permanent basis and timely supervision at block and district levels.

Operational problems perceived by officials at various levels were illiteracy of the people, non-availability of staff on contract basis, non-availability of funds in time, more and weak documentation, delay in payment of wages to the workers, lack of timely training and under payment of salaries to NREGS staff, lack of co-operation from people's groups and social organisations and lack of technical facilities.

Suggestions given by officials were organisation of literacy programmes like "Sarva Shiksha Abhiyan" at village level, appointment of adequate trained staff on permanent basis, timely allocation of sufficient funds, synchronization of related documents, timely training to the staff in accordance with their needs, extending the 4 per cent limit of administrative cost, organisation of weekly Gram Sabha, appointment of separate NREGS staff at village level for 20-25 villages, opening of postal accounts of those who are on work instead of all registered families and provision of technical facilities.

Based on the above findings a strategy was prepared for effective implementation of NREGS which would be immense use to the State and Central Government and NREGS implementing agencies and authorities in their endeavour to work for empowering rural poor.

LIST OF SYMBOLS AND ABBREVIATIONS

ANGRAU	: Acharya N. G. Ranga Agricultural University
APO	: Assistant Programme Officer
BPL	: Below Poverty Line
CEGC	: Central Employment Guarantee Council
CRSE	: Crash Scheme for Rural Employment
CSO	: Central Statistical Organisation
CSOs	: Civil Society Organisations
DDP	: Desert Development Programme
DPAP	: Drought Prone Areas Programme
DPC	: District Program Coordinator
DWCRA	: Development of Women and Children in Rural Areas
EAS	: Employment Assurance Scheme
EGAs	: Employment Guarantee Assistants
EGS	: Employment Guarantee Scheme
Fig.	: Figure
FWP	: Food for Work Programme
GDP	: Gross Domestic Product
GP	: Gram Panchayat
GRS	: Gram Rozgar Sevak
HHs	: Households
IAY	Indira Awas Yojana
IEC	: Information Education Communication
IRDP	: Integrated Rural Development Programme
IWDP	: Integrated Watershed Development Programme
JGSY	: Jawahar Gram Samridhi Yojana
JPC	: Joint Programme Co-ordinator
JRY	: Jawahar Rozgar Yojana
KVK	: Krishi Vigyan Kendra
LIC	: Life Insurance Corporation
LRB	: Land Reforms Beneficiary

MGNREGA	: Mahatma Gandhi National Rural Employment Guarantee Act
MIS	: Management Information System
MORD	: Ministry of Rural Development
MVC	: Monitoring and Vigilance Committee
NFFWP	: National Food For Work Programme
NGOs	: Non-Governmental Organisations
NLM	: National Literacy Mission
NREGA	: National Rural Employment Guarantee Act
NREGP	: National Rural Employment Guarantee Programme
NREGS	: National Rural Employment Guarantee Scheme
NREP	: National Rural Employment Programme
NSSO	: National Sample Survey Organisation
NTFPs	: Non Timber Forest Products
PACS	: Poorest Area Civil Society
PAU	: Poverty Alleviation Unit
PIREP	: Pilot Intensive Rural Employment Programme
PO	: Programme Officer
PRIA	: Participatory Research In Asia
PRIs	: Panchayati Raj Institutions
RLEGP	: Rural Landless Employment Guarantee Programme
RMP	: Rural Man Power
SCs	: Scheduled Castes
SEGC	: State Employment Guarantee Council
SFP	: Social Forestry Programme
SGRY	: Sampoorna Gramin Rozgar Yojana
SGSY	: Swarnajayanti Gram Swarozgar Yojana
SHGs	: Self Help Groups
STs	: Scheduled Tribes
TRYSEM	: Training of Rural Youth for Self-Employment
VEA	: Village Employment Assistant
WDP	: Wasteland Development Project
WEP	: Wage Employment Programme

CHAPTER – I

INTRODUCTION

“India lives in its villages” – M. K. Gandhi.

Gandhi’s statement holds even today with around 70 per cent of the country’s population still living in rural areas. Gandhi laid strong emphasis on a self-sufficient village, decentralization of economic and political powers and development of village industries. He believed in the human capital model of development which shifts the emphasis from physical capital formation to human capital formation and from industrial development to rural development, as a basis for overall development. The human capital model of development seems most appropriate for a labour-surplus developing country like India, where a lot of underdeveloped human resources, having a high potential for development exist. Hence, this is the path India should choose to bring about overall sustainable development. In India, one of the biggest hurdles to socio-economic development and mass welfare is the ever increasing disparity between the rich and the poor. In a recent report released by the Planning Commission of India, 22.7 per cent of Indians live below the poverty line out of which 75 per cent of the population lives in rural areas. The National Rural Employment Guarantee Act (2005) is introduced with the very purpose of bridging this gap and empowering the rural poor by increasing their buying capacity and making them more self-sufficient.

A substantial reduction in poverty can be achieved only if there is determined effort on the distribution of income and consumption in favour of poorer sections of the population. This call for significant increase in employment opportunities in rural areas. Governments with Central assistance are self-targeting and the objective is to provide enhanced livelihood security, especially of those dependent on casual manual labour. At the State Level, the Government of Maharashtra formulated the Maharashtra Employment Guarantee Scheme, 1972-73 and Maharashtra Employment Guarantee Act, 1977 to provide wage-employment to those who demanded it. The Employment Guarantee Scheme to be implemented under the NREGA is not the first wage employment programme, prior to this; India had 56 years of experience of other rural employment programmes to be implemented in the country. The government of India has implemented a series of wage employment programme right from the 1960s when the first programme, Rural Works Programme was introduced. This programme was followed by several programmes such as,

- ❖ Rural Man Power [RMP]: 1960.
- ❖ Crash Scheme for Rural Employment [CRSE]: 1971.
- ❖ Pilot Intensive Rural Employment Programme [PIREP]: 1972.
- ❖ Food for Work Programme [FWP]: 1977.
- ❖ Training of Rural Youth for Self-employment [TRYSEM]: 15th August, 1979-1999.
- ❖ National Rural Employment Programme [NREP]: 2nd October, 1980-89.
- ❖ Rural Landless Employment Guarantee Programme [RLEGP]: 15th August, 1983-89.
- ❖ Jawahar Rozgar Yojana [JRY]: 1st April, 1989-99.

- ❖ Employment Assurance Scheme [EAS]: 2nd October, 1993-99.
- ❖ Jawahar Gram Samridhi Yojana [JGSY]: 1st April, 1999-2002.
- ❖ Swarnajayanti Gram Swarozgar Yojana [SGSY]: 1st April, 1999.
- ❖ Sampoorna Grammen Rozgar Yojna [SGRY]: 25th September, 2001-05.
- ❖ National Food For Work Programme [NFFWP]: 14th November, 2004-05.

These programmes had generated much needed wage employment for the unemployed, underemployed and poor. However, they had suffered from the following shortcomings:

- The allocation of funds was low and utilization was even lower.
- The number of person-days of wage employment provided per family was also very low, inadequate to help the beneficiaries to derive a sustainable livelihood.
- Minimum wages were not paid due to high productivity norms.
- There were also huge delays in wage payment.
- The worksites were devoid of any facilities.
- Village level Monitoring and Vigilance Committees were usually not constituted in most places which results in very little accountability and transparency.
- No attention had been given to capacity building of the PRI functionaries and workers at the village level. Where the works were executed by contractors, the problem of non-payment of minimum wages and delayed wage payment was even more severe.

- There was a top-down bureaucratic approach and centralized character of implementation and planning.
- Women's participation in planning and works had been low and their tasks at worksites were invisible, unpaid and subsumed under the overall labour process.
- These were supply-driven programmes.

In India, GDP and Unemployment rates are going hand in hand, causing fret for any democratic society. Unemployment and Poverty are strongly related and hinder the economic growth and development of the country. In India, these two problems are severe in rural areas, leaving it outside the growth path. Thus, Government of India, aiming at balanced growth and to overcome above mentioned weaknesses of past employment programmes, passed National Rural Employment Guarantee Act (NREGA) in the year 2005 in order to empower the rural labourers with right to get employment of 100 days per year per family during off-season. In accordance, National Rural Employment Guarantee Scheme has been launched in Anantapur district of Andhra Pradesh on 2nd February, 2006, with effect from 1st April, 2006 in 200 drought prone and backward districts in India. This was extended to additional 130 districts in the financial year 2007-2008. The NREGS's coverage has been expanded from 330 districts to 619 districts of India beginning April, 2008. Thus, NREGS covered the entire country with the exception of districts that have a hundred percent urban population. This scheme was launched in Thane district of Maharashtra in

the financial year 2007-08. This programme has been formulated by merging early formulated programmes such as Sampoona Gramin Rozgar Yojana (SGRY) of 2001 and National Food For Work Programme (NFFWP) of 2004. Again the Government of India on 2nd October, 2009 renamed its flagship rural job guarantee programme- National Rural Employment Guarantee Act (NREGA) as Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA).

The revolutionary programme provides legal right of employment to rural candidates- an exclusive feature which differentiates it from routine schemes, aiming to eliminate poverty and generate employment. The objective of the NREGS is to provide additional resources apart from the resources available in the district from different wage generating programmes to supplement wage employment to all wage seekers at village level, and providing food security through creation of need based economic, social and community assets in the district related to Soil & Water Conservation, Plantation, Forestry related activities such as Fire Protection, Plantation and Management of NTFPs, Land Development Works, Rural Connectivity Works and B.P.L/ST/SC/ Individual Beneficiary Assets.

NREGA is the most significant act in the history of Indian polity in many ways like grass-root level participation of every citizen and beneficiary through democratic process, multi-layered social audit and transparency mechanism with the involvement of Civil Society Organisations, comprehensive planning at

village level towards sustainable and equitable development and is being monitored at various levels. Gram Sabha monitors the work at the village level, while Gram Panchayat monitors work, executed by other implementing agencies. Intermediate Panchayat and Programme Officer check the registration of households, employment provided, unemployment allowance paid, social audit, flow of funds, payment of wages, progress and quality of work. District Panchayat and District Programme Coordinator keep monitoring all aspects of implementation. State Government keeps watch on performance of all districts. State level and district level Vigilance and Monitoring Committees constituted by Ministry of Rural Development supervise NREGS.

The Ministry has appointed National Level Quality Monitors for field visits to watch the progress of the Act. The NREGS provides for the constitution of a Central Employment Guarantee Council and State Employment Guarantee Council to monitor the implementation of the Act. The scheme is implemented through collaborative partnership right from Gram Sabha to Central Government. Community participation by way of Gram Sabha, Local Vigilance & Monitoring Committees, Self Help Groups (SHGs) and ensures active role by Civil Society Organisations. At official level, the scheme was embedded with inbuilt monitoring & evaluation mechanism at every layer of implementation including online monitoring through Management Information System (MIS). The technology workflow and delivery of services under NREGA is represented in Fig.1.

OBJECTIVE OF NREGA: The basic objective is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. This work guarantee can also serve other objectives: generating productive assets, protecting the environment, empowering rural women, reducing rural urban migration and fostering social equity.

SALIENT FEATURES OF THE ACT

- 1) Adult members who must be living in rural area and must be willing to undertake unskilled manual work, for which they would receive the minimum wages, may apply for registration in writing or orally to the local Gram Panchayat.
- 2) The Gram Panchayat after due verification will issue a Job Card. The Job Card will bear the photograph of all adult members of the household willing to work under NREGA and is free of cost.
- 3) The Job Card should be issued within 15 days of application.
- 4) A Job Card holder may submit a written application for employment to the Gram Panchayat, stating the time and duration for which work is sought. A period of employment shall ordinarily be at least fourteen days continuously with not more than six days in a week.

- 5) The Gram Panchayat will issue a dated receipt of the written application for employment, against which the guarantee of providing employment within 15 days operates.
- 6) Employment will be given within 15 days of application for work, if it is not then daily unemployment allowance as per the Act, has to be paid liability of payment of unemployment allowance is of the States. The unemployment allowance is to be fixed by the State Government. However, it must be “no less than one-fourth of the wage rate” for the first thirty days, and “not less than one-half of the wage rates” after that.
- 7) Work should ordinarily be provided within 5 km radius of the village. In case work is provided beyond 5 km, 10% extra wages are payable to meet additional transportation and living expenses.
- 8) Wages are to be paid according to the Minimum Wages Act 1948 for agricultural labourers in the State, unless the Centre notifies a wage rate which will not be less than Rs. 60/ per day. Equal wages will be provided to both men and women.
- 9) The wages under a scheme may be paid either wholly in cash or in cash and kind provided that at least one fourth of the wages shall be paid in cash only.
- 10) Wages are to be paid according to piece rate or daily rate. Disbursement of wages has to be done on weekly basis and not beyond a fortnight in any case only through Banks or Post Offices.

- 11) At least one-third beneficiaries shall be women who have registered and requested work under the scheme.
- 12) The facilities of safe drinking water, shade for children and periods of rest, crèche, first aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being performed shall be provided at the work site.
- 13) The shelf of projects for a village will be recommended by the Gram Sabha and approved by the Zilla Panchayat.
- 14) At least 50% of works will be allotted to Gram Panchayats for execution.
- 15) Permissible works predominantly include Water and Soil Conservation, Afforestation and Land Development works. The various type of works recommended under NREGA includes water conservation and water harvesting, drought proofing including afforestation and tree plantation, irrigation canals, provision of irrigation facility, renovation of traditional water bodies, land development works, flood control and protection works, rural connectivity works and any other work notified by the Central Government in consultation with the State Government.
- 16) A 60:40 wage and material ratio has to be maintained. No contractors and machinery is allowed.
- 17) The Central Government bears the 100 percent wage cost of unskilled manual labour and 75 percent of the material cost including the wages of skilled and semi skilled workers.

18) Social Audit has to be done by the Gram Sabha.

19) A new work under the scheme shall be commenced only if-

(a) At least fifty labourers become available for such work; and

(b) The labourers cannot be absorbed in the ongoing works;

Provided that this condition shall not be applicable for new works, as determined by the State Government, in hilly areas and in respect of Afforestation.

20) Grievance redressal mechanisms have to be put in place for ensuring a responsive implementation process.

21) All accounts and records relating to the Scheme should be available for public scrutiny.

22) In case the numbers of children below the age of six years accompanying the women working at any site are five or more, provision shall be made to depute one of such women worker to look after such children. The person shall be paid wage rate.

23) If any personnel injury is caused to any person employed under the scheme by accident arising out of and in the course of his employment, he shall be entitled to, free of charge, such medical treatment as is admissible under the scheme.

24) Where hospitalization of the injured worker is necessary, the State Government shall arrange for such hospitalization including accommodation, treatment, medicines and payment of daily allowance not

less than half of the wage rate required to be paid had the injured been engaged in the work.

25) If a person employed under a scheme dies or becomes permanently disabled by accident arising out of and in the course of employment, he shall be paid by the implementing agency an ex-gratia payment at the rate of twenty five thousand rupees or such amount as may be notified by the Central Government and the amount shall be paid to the legal heirs of the deceased or the disabled as the case may be.

26) If any personnel injury is caused by accident to a child accompanying any person who is employed under a scheme, such person shall be entitled to, free of charge, such medical treatment for the child as may be specified in the scheme and in case of death or disablement, through an ex-gratia payment as may be determined by the State Government. (Source: Ministry of Rural Development, 2008 Operational guidelines, NREGA)

SCOPE AND IMPORTANCE OF THE STUDY

At a time when the world is facing one of the worst food crises ever witnessed, it becomes extremely pertinent to look at the effectiveness of the NREGA in providing both short and long term food security through work on improvement of agriculture and provision of water. There have been a number of studies that look at the effective implementation of the act in terms of employment created as well as issues of wages, processes of implementation, feedback mechanisms, assessment of the impact of the NREGA in terms of the

realization of its development potential, etc. Yet, the potential of NREGA in reaching the rural poor is unsurpassed as it is now being implemented in all the districts of India. There is thus an urgent need to study the success of the employment guarantee scheme, lacunae and drawbacks if any and mechanism to address them.

Central Government is making large public expenditure under NREGA. In the recent budget (2009-10), an allocation of Rs. 39,100 crores has been made for NREGA, which is an increase of 144 percent over the 2008-09 budget (16,000 crores). The detailed NREGA implementation status report for financial year 2009-10 of India, Maharashtra and Thane district are presented in appendix A and B. Under the above stated circumstances it became necessary to assess how far the programme is achieving its desired goals in terms of empowering the rural people. Though NREGS was initiated during the year 2006, so far there were no concrete studies taken up. That's why a study was taken up entitled "A study on National Rural Employment Guarantee Scheme in Thane district of Maharashtra.

Hence, the present investigation using descriptive study design has been planned with the following objectives;

- 1) To study the profile of the NREGS beneficiaries.
- 2) To study the awareness of beneficiaries on the activities of NREGS.
- 3) To assess the direct and indirect changes occurred due to the implementation of NREGS.

- 4) To study the implementation of NREGS with the help of selected cases.
- 5) To elicit the operational problems in implementation of NREGS as perceived by the People's Representatives, officials as well as by the beneficiaries and to suggest strategy to overcome these problems.

A study and analysis of all these aspects may lead to the results and findings which would help the planners, administrators, coordinators and researchers to understand the strengths & weaknesses for effective implementation of NREGS in rural areas.

LIMITATIONS OF THE STUDY

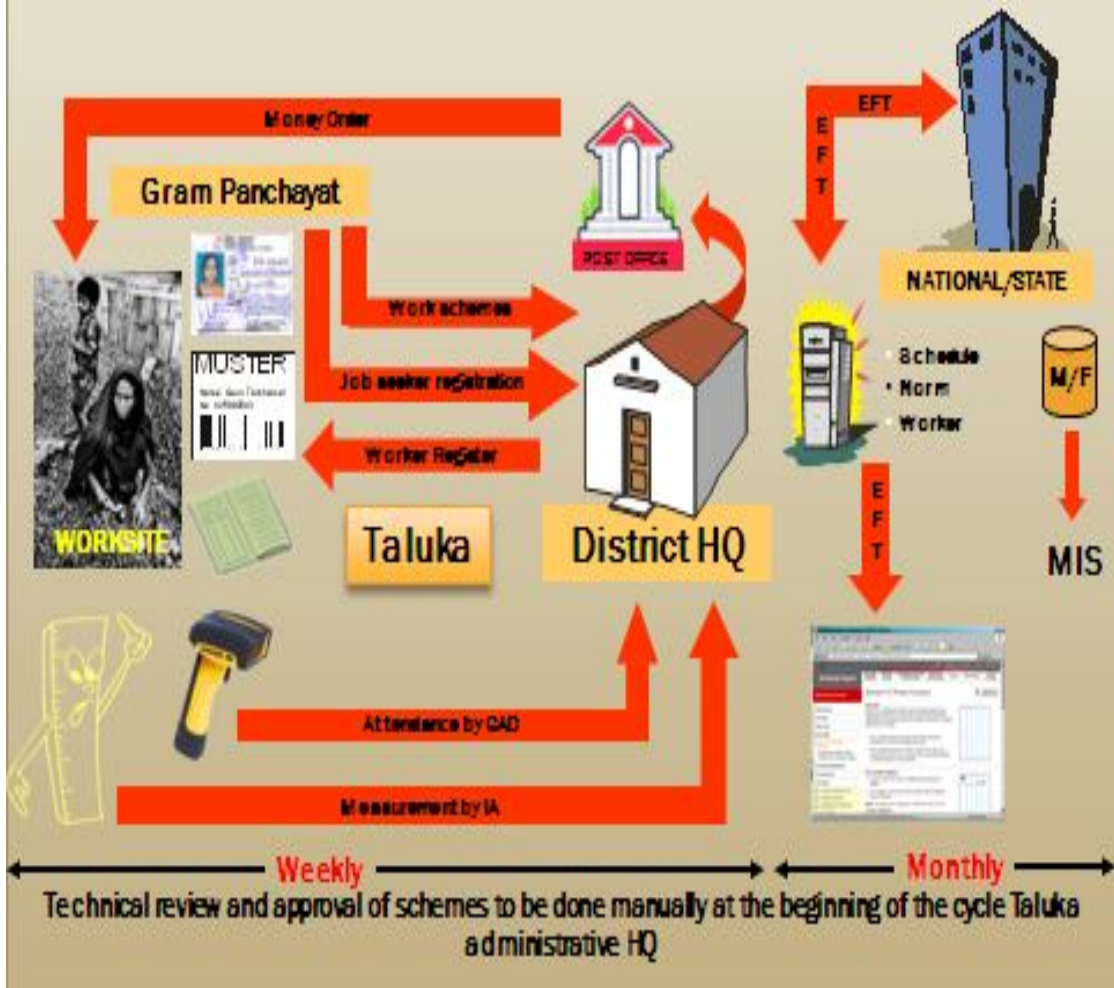
- 1) Since the study was designed as descriptive type, it is not possible to obtain complete and accurate information by overcoming the personal bias of respondents. It is also possible that some of the responses might not have correctly or fully reflected the beneficiaries' inner thoughts and opinions about NREGS. In spite of this sufficient care that has been taken to design proper tools to get the data for the study as objectively as possible.
- 2) The area of investigation was restricted to one district and ten villages from five talukas, therefore, the implications of the study should not be generalized for larger areas.
- 3) It being a post graduate research, the researcher has limitations of time, money and other resources.

- 4) The schedule prepared for the study have dealt only with those items that are in use and those works that are under taken under NREGS in Thane district of Maharashtra.

PRESENTATION OF THE STUDY

The report of the study is presented in six chapters. The first chapter deals with the brief *Introduction* including objectives, scope and limitations of the study. *Review of Literature* which is very relevant to the problem is presented in second chapter. The third chapter deals with *Materials and Methods* followed in the process of investigation. It includes location of the study, selection of beneficiaries and sampling procedure, selection of variables, methods and devices used for collection of data and statistical tools used. *Results* are presented in accordance with the objectives of the study in fourth chapter. The fifth chapter deals with *Discussion* based on the results of the study. The final sixth chapter deals with the *Summary* consisting implications of the study and suggestions for future research. The *Literature Cited* is presented by following the guidelines of ANGRAU on thesis presentation at the end. *Appendices* are provided at the end.

Technology Workflow – Delivery of services under NREGA



CHAPTER- II

REVIEW OF LITERATURE

A literature review is a body of text that aims to review the critical points of current knowledge and or methodological approaches on a particular topic. Literature reviews are secondary sources, and as such, do not report any new or original experimental work. A well-structured literature review is characterized by a logical flow of ideas; current and relevant references with consistent, appropriate referencing style; proper use of terminology and an unbiased and comprehensive view of the previous research on the topic. Hence, earnest efforts were made to review the related literature, which was found to be meaningful and having direct & indirect bearing on this study and furnished under the following headings,

2.1 Profile of the NREGS beneficiaries.

2.2 Awareness of beneficiaries on the activities of NREGS.

2.3 Direct and indirect changes occurred due to the implementation of NREGS.

2.4 Case study.

2.5 Operational problems in implementation of NREGS as perceived by the People's Representatives, officials as well as by the beneficiaries and their suggestions to overcome these problems.

2.1 PROFILE OF THE NREGS BENEFICIARIES

2.1.1 Age

It is referred to the chronological age of the beneficiaries in completed years at the time of investigation. Age may refer to the length of time that an individual has lived.

Vijayalakshmi (1998) indicated that 40.00 per cent of DWCRA beneficiaries belonged to middle age group followed by young (35.00%) and old (25.00%) age groups.

Mohanan (1999) indicated that majority (68.00%) of Wage Employment Programme beneficiaries was less than 35 years old and remaining 32.00 per cent were more than 35 years old.

Swaroop Rani (2000) studied that majority (81.66%) of JRY beneficiaries belonged to middle age group followed by young (16.67%) and old (1.67%) age groups.

Telagalapudi (2004) indicated that 40.00 per cent of women respondents belonged to middle age group followed by young (37.80%) and old (22.20%) age groups.

Narayanan (2008) reported that the average age of NREGA workers was 27 years.

Maulick (2009) revealed that majority of NREGA beneficiaries was in the age group of 18-35 years.

Pattanaik (2009) reported that 40.00 per cent of NREGS beneficiaries belonged to 31-40 years followed by above 40 years (34.44%) and less than 30 years (25.56%) age groups.

Sankari and Murugan (2009) revealed that 40.00 per cent of NREGA beneficiaries belonged to the age group of 26-35 years.

2.1.2 Gender

Gender commonly refers to the set of characteristics that humans perceive as distinguishing between male and female entities, extending from one's biological sex to, in humans, one's social role or gender identity.

Jain (1989) found that majority (42.70%) of NREP beneficiaries was male followed by female (39.70%) and children (17.60%).

Vivekanand (1994) stated that majority (70.80%) of TRYSEM beneficiaries was male and remaining 29.20 per cent were female.

Mohanan (1999) indicated that a high proportion of Wage Employment Programme beneficiaries (82.00%) was male followed by female beneficiaries (18.00%).

Ghosh (2006) indicated that 90.00 per cent of NREGS workers were women and remaining 10.00 per cent were male.

Ravi Kumar *et. al.* (2007) reported that 54.00 per cent wage seekers under NREGS were women and remaining 46.00 per cent were men.

Maulick (2009) reported that majority (98.70%) of NREGA beneficiaries was male where as women participation was very low (1.30%).

Ramesh and Krishnakumar (2009) reported that majority (74.62%) of NREGA beneficiaries was female followed by male (24.38%).

Sankari and Murugan (2009) revealed that majority (78.00%) of NREGA beneficiaries was women and remaining 12.00 per cent of the beneficiaries were men.

2.1.3 Education

Education is the extent of formal education completed by beneficiaries. Education denotes production of desirable changes in human behaviour – the changes may be in knowledge, attitude and skill.

Reddy (1995) stated that 66.00 per cent of JRY beneficiaries were illiterate followed by having primary school (15.00%), functionally literate (13.00%), middle school (4.00%), high school (2.00%) education and none were having the college education.

Balu (2000) stated that majority of Janmabhoomi Programme beneficiaries was illiterate (62.22%) followed by primary school (28.24%), middle school (4.44%), high school (2.90%) and college (2.20%) education, respectively.

Telagalapudi (2004) studied that majority of women respondents was illiterate (70.00%) followed by functionally literate (22.78%), primary school (3.33%), middle school (2.22%), high school (1.11%) and college education (0.56%).

Narayanan (2008) reported that 49.00 per cent of NREGA workers were illiterate and 5.00 per cent workers had completed their middle school education.

Pattanaik (2009) reported that equal numbers (50.00%) of NREGS beneficiaries were illiterate and primary educated persons.

Sankari and Murugan (2009) revealed that majority (48.25%) of NREGA beneficiaries studied up to primary school followed by the secondary school (30.00%) and illiterate (21.25%), respectively.

2.1.4 Type of Family

A type of family consists of nuclear family and joint family. A type of family in which parents and children live in a single household is called as *nuclear family*. A family group consisting of more than two generations of relatives living either within the same household or very close to one another is called as *joint family*.

Hemalatha (1995) stated that cent (100.00%) per cent of DWCRA women beneficiaries belonged to joint family.

Samuel (2000) reported that majority (70.67%) of IRDP beneficiaries' belonged to nuclear family followed by joint family (29.33%).

Telagalapudi (2004) stated that majority (62.22%) of respondents belonged to nuclear family followed by 37.78 per cent respondents belonged to joint family.

Almond *et. al.* (2005) stated that majority (54.90%) of respondents belonged to nuclear family followed by 45.10 per cent respondents belonged to joint family.

Neelima (2005) reported that majority (70.00%) of women beneficiaries belonged to nuclear family followed by joint family (30.00%).

2.1.5 Family Size

It is considered in accordance with the number of members in the family. It is determined by the number of persons included in the family.

Ramakrishna (1986) reported that majority (70.67%) of NREP beneficiaries belonged to family size of five followed by family size of more than five (29.33%).

Suresh Kumar (1992) revealed that majority (68.00%) of JRY beneficiaries had medium family size followed by small (30.00%) and large (2.00%) family size.

Reddy (1995) stated that more than half of JRY beneficiaries had medium family size (52.00%) followed by large (27.00%), small (19.00%) and very large (2.00%) family size, respectively.

Swaroop Rani (2000) stated that majority (51.67%) of JRY beneficiaries had medium family size followed by large (26.67%), small (18.33%) and very large (3.33%) family size.

Neelima (2005) reported that majority (66.00%) of women belonged to medium family size with 4-6 members followed by large (20.00%) family size with 7-9 members and an equal number (7.00%) of women had small family size with 1-3 members and very large family size with above 9 members.

Sankari and Murugan (2009) revealed that majority (60.00%) of NREGA beneficiaries had large family (4-6) size.

Vinay Kumar (2009) indicated that majority (48.33%) of DWCRA beneficiaries had medium family size followed by small (38.33%), large (13.34%) family size.

2.1.6 Occupation

It is operationalised as the activity in which the beneficiaries are regularly engaged and derives major income out of it.

Ramakrishna (1986) reported that all the NREP beneficiaries (100.00%) were labourers.

Reddy (1995) reported that majority (77.00%) of JRY beneficiaries was unskilled followed by skilled (15.00%), semi-skilled (8.00%) and no one was reported under categories of no occupation, farming business and professional.

Vijayalakshmi (1998) indicated that large majority (87.50%) of DWCRA beneficiaries was having agriculture as their occupation followed by agriculture and one enterprise (7.50%) and agriculture and two enterprises (5.00%).

Swaroop Rani (2000) reported that cent (100.00%) per cent of JRY beneficiaries were categorized under unskilled labourers.

Telagalapudi (2004) reported that majority (59.44%) of the women respondents had agriculture related occupation followed by 25.56 per cent had veterinary related and 15.00 per cent had petty business related occupation.

Narayanan (2008) reported that majority (39.00%) of NREGA workers belonged to agricultural labour households.

Ramesh and Krishnakumar (2009) revealed that majority (66.00%) of NREGP workers was agricultural labourers followed by small farmers (11.00%), daily wage labourers (10.00%), beedi rollers (7.00%) and artisans (6.00%).

2.1.7 Land Holding

Land holding operationalised as the number of standard hectares possessed by the respondents at the time of interview.

Reddy (1998) stated that majority (70.00%) of the Agricultural Market Committee level trained farmers had small land holding followed by 17.50 per cent with marginal land holdings, 8.33 per cent with medium land holdings and 4.17 per cent with large land holdings.

Sarada *et.al.* (2007) indicated that majority (56.70%) of women in Self Help Groups belonged to small land holding category followed by 29.20 per cent large land holding and 14.10 per cent medium land holding categories.

Manoj (2008) revealed that majority (55.00%) of respondents of KVK adopted villages was small farmers followed by big (32.50%) and marginal (12.50%) farmers. In case of non-adopted villages, majority (60.00%) of the respondents was small farmers followed by marginal (32.50%) and big (7.50%) farmers.

2.1.8 Income

It is considered as the annual income of the beneficiaries' family from the agriculture as well as subsidiary occupations.

Ramakrishna (1986) reported that majority (60.67%) of NREP beneficiaries belonged to medium income group followed by low income (20.66%) and high income (18.67%) groups.

Reddy (1995) revealed that majority (73.00%) of JRY beneficiaries had medium income followed by high (17.00%) and low (10.00%) income.

Swaroop Rani (2000) revealed that majority (73.33%) of JRY beneficiaries had medium income followed by high (16.67%) and low (10.00%) income.

Telagalapudi (2004) revealed that majority (49.44%) of women respondents had low income followed by medium (41.67%) and high (8.89%) income.

Sankari and Murugan (2009) revealed that majority (43.75%) of NREGA beneficiaries had their income in the range of Rs. 15001-30000 followed by

31.25 per cent of beneficiaries had their income in the range of Rs. 30001-45000, 13.75 per cent of beneficiaries had their income in the range of Rs. 45001-60000 and 11.25 per cent of beneficiaries had their income level up to Rs. 15000, respectively.

Vinay Kumar (2009) revealed that majority (50.00%) of DWCRA beneficiaries had low level of income followed by high (29.17%) and medium (20.83%) income levels.

2.1.9 Socio-Político Participation

Socio- Político participation is the degree of association of beneficiaries to any organisation from mere membership to office bearer. It tends to acquire knowledge about different aspects of agriculture and other general information.

Reddy (1995) revealed that great majority (98.00%) of JRY beneficiaries had no official position in socio-political organisations and 2.00 per cent of beneficiaries had official position in one or more organisations.

Sumana (1996) indicated that majority (88.00%) of WDP beneficiaries had medium level of social participation followed by high (12.00%) level of social participation.

Swaroop Rani (2000) revealed that majority (98.33%) of JRY beneficiaries had no official position in socio-political organisations and 1.67 per cent beneficiaries had official position in one or more organisations.

Telagalapudi (2004) reported that majority (47.22%) of women respondents had low social participation followed by medium (31.67%) and high (21.11%) social participation.

Milkah (2006) reported that majority (44.79%) of the respondents had medium social participation followed by low (41.67%) and high (13.54%) social participation.

Manoj (2008) reported that majority (62.50%) of farmers of KVK adopted villages had medium level of social participation followed by high (27.50%) and low (10.00%) level of social participation.

2.1.10 Level of Aspiration

An aspiration refers to a person or group of person's orientation towards a particular social status attributes like occupation, education, income and so on.

Suresh Kumar (1992) studied that majority (66.00%) of JRY beneficiaries had medium level of aspiration followed by low (34.00%) level of aspiration.

Vivekanand (1994) reported that majority (67.90%) of TRYSEM beneficiaries had medium level of aspiration followed by high (18.90%) and low (13.20%) levels of aspiration.

Rama Seetha (1995) reported that majority (52.00%) of women respondents had medium level of aspiration followed by high (28.00%) and low (20.00%) levels of aspiration.

Reddy (1995) stated that majority (65.00%) of JRY beneficiaries had medium level of aspiration followed by high (30.00%) and low (5.00%) levels of aspiration.

Sumana (1996) revealed that majority (59.00%) of WDP beneficiaries had medium level of aspiration followed by high (22.00%) and low (19.00%) levels of aspiration.

Samuel (2000) revealed that majority (48.33%) of IRDP beneficiaries had medium level of aspiration followed by high (39.33%) and low (12.34%) levels of aspiration.

Prasad (2007) reported that majority (51.67%) of Governmental Organizations had medium level of aspiration followed by low (30.00%) and high (18.33%) levels of aspiration. In case of Non-Governmental Organisations, majority (58.33%) had medium level of aspiration followed by low (21.67%) and high (20.00%) levels of aspiration.

2.2 AWARENESS OF BENEFICIARIES ON THE ACTIVITIES OF NREGS

Awareness is the state or ability to perceive, to feel, or to be conscious of events, objects or sensory patterns. More broadly, it is the state or quality of being aware of something.

Ramakrishna (1986) reported that majority (68.00%) of NREP beneficiaries was having medium awareness followed by high (21.33%) and low (10.67%) awareness.

Nagamani (2000) revealed that majority (59.25%) of Janmabhoomi programme beneficiaries had medium awareness about Janmabhoomi programme followed by high (22.22%) and low (18.51%) awareness.

Samuel (2000) reported that majority (52.67%) of IRDP beneficiaries had medium level of awareness about IRDP activities followed by low (34.33 %) and high (13.00 %) levels of awareness.

Ramesh Babu (2002) reported that majority (65.88%) of beneficiaries had medium level of awareness about Indo-Dutch Network Operational Research

Project activities followed by high and low levels with 23.53 and 10.59 per cent, respectively.

Sreerama Murthy *et. al.* (2005) indicated that more than half (59.20%) of Janmabhoomi programme beneficiaries had medium awareness followed by high (21.60%) and low (19.20%) awareness.

Vinay Kumar (2009) studied that majority (73.33%) of women beneficiaries of DWCRA belonged to medium level of awareness followed by high (15.84%) and low (10.83%) levels of awareness.

2.3 DIRECT AND INDIRECT CHANGES OCCURRED DUE TO THE IMPLEMENTATION OF NREGS

2.3.1 Direct Changes

2.3.1.1 Employment Generation

Jain (1989) found that out of total population of selected NREP beneficiaries, 42.00 per cent got employment under NREP mainly in rural transport, drinking water and educational facilities.

Reddy (1995) reported that after introduction of the JRY programme in 71 families, one each of their member had been given additional employment in off season by the JRY. In 20 families, two persons each were employed and in three families, three each were benefited. It was thus evident that at least one member of the family was benefited.

Mesare *et. al.* (1999) concluded that Social Forestry Scheme had shown positive influence on three vital aspects viz., income, employment and assets creation. The finding with regard to overall impact of Social Forestry Programme that the beneficiaries had perceived medium level of impact

(53.00%) of the programme and the number of beneficiaries perceived low impact (40.00%).

Samuel (2000) reported that before introduction of IRDP, majority (67.23%) of beneficiaries had medium employment generation followed by low (18.33%) and high (14.44%) employment generation. After introduction of IRDP, majority (72.78%) of them had medium employment generation followed by high (17.78%) and low (9.44%) employment generation.

2.3.1.2 Income Generation

Jain (1989) indicated that more than half of the NREP beneficiaries expressed slightly increase in their income, 15.80 per cent reported a little improvement in their nutritional status.

Vivekanand (1994) studied that majority (88.60%) of TRYSEM beneficiaries reported increase in income and 100.00 per cent of beneficiaries expressed an increase of their employment status.

Reddy (1995) studied that after exposure to JRY, majority (96.00%) of beneficiaries had their income level in between Rs.3001 and above followed by 4.00 per cent in the category of Rs. 2001-3000. While before JRY, income level of majority (60.00%) of beneficiaries in between Rs. 1001-2000 category, 28.00 per cent in the category of Rs. 2001-3000, 10.00 per cent in the category of Rs. 3001 and above and 2.00 per cent in the less than Rs. 1000 category.

Sumana (1996) studied that majority (70.00%) of WDP beneficiaries' experienced medium changes followed by high (19.00%) and less (11.00%) changes. About 42.00 per cent women beneficiaries experienced increase in income (58.00%) as direct changes due to WDP.

Vijayalakshmi (1998) indicated that 73.33 per cent of DWCRA beneficiaries agreed that there was an increase in their income.

Sudha Rani (1999) indicated that great majority (86.15%) of farm women agreed that there was an increase in income as direct change.

Samuel (2000) indicated that before introduction of IRDP, majority (64.44%) of beneficiaries had medium income generation followed by low (20.56%) and high (15.00%) income generation. After introduction of IRDP, majority (68.33%) of beneficiaries had medium income generation followed by high (18.89%) and low (12.78%) income generation.

Ahila Devi *et. al.* (2001) found that majority of IRDP beneficiaries expressed that an increased income as the direct impact of IRDP.

Ramesh and Krishnakumar (2009) found that income level of NREGP workers had increased (100.00%), increased daily wage income, expenditure level had increased and reduced debt burden to some extent after implementation of NREGP.

2.3.1.3 Community and Individual Assets Creation

Reddy (1995) reported that in all 96 community assets were created due to implementation of JRY programme in the villages where the study was undertaken. The top priority was given to construction of sewage drains (50) and toilets (16). Next priority went to education by constructing new primary school buildings (3) and renovating existing school buildings (8) in the villages. Other activities were overhead tank (1), drinking water bore wells (5), shopping complex (1) and erection of electric motor to the existing bore (1).

Samuel (2000) indicated that majority (60.00%) of IRDP beneficiaries expressed that medium assets generation followed by low (27.22%) and high (12.78%) assets generation before introduction of IRDP. After introduction of programme majority (67.78%) of them expressed that medium assets generation followed by equal (16.11%) percentage of low and high assets generation.

Verma and Rajput (2000) concluded that the socio-economic value of lands can be increased by planting more trees and grasses on them. Establishment of village wood lots/ social forestry on Panchayat lands was produced fuel wood, fodder and smaller timber for domestic purpose in the rural areas on a sustained basis. It had improved the village environment, met their requirements for small timber, fire wood, fodder and grasses.

Kohli (2009) studied that the workers as well as the survey team felt that most of community assets created under NREGA would help to address the basic needs of the rural people.

2.3.1.4 Migration

Jain (1989) found that the NREP programme retained 49.00 per cent of rural poor for works in their villages and 51.00 per cent continued to go to the district headquarters and nearby district places for getting employment.

Jaffer (2007) reported that most of the jobs were created in the local areas and this had a positive impact on preventing distress migration.

Neera (2007) revealed that end of starvation, a reduction in the migration of both adults and children and an increased enrolment and retention of children in schools were the major impacts of NREGA.

Maulick (2009) recorded some positive features of NREGA were a high share of female employment, increase in economic security, higher farm wages, lower migration and building of infrastructure.

2.3.2 Indirect Changes

Vivekanand (1994) found that majority (77.30%) of TRYSEM beneficiaries purchased the new utensils which were added to permanent assets followed by 74.50 per cent beneficiaries expressed that there was improvement in their existing house. About 96.66 per cent of TRYSEM beneficiaries expressed that they had got opportunity to know more about their enterprise and others, 93.33 per cent of beneficiaries had increased outside contact and 78.33 per cent of beneficiaries' organizational participation was increased.

Sumana (1996) reported that most (90.00%) of WDP beneficiaries expressed that there was improvement in their food habit followed by improvement in clothing (74.00%), improvement in present living house (34.00%), purchase of household materials (18.00%) and getting better education for children (17.00%), respectively as indirect changes due to participation in Watershed Development Project. She also found that majority (93.00%) of WDP beneficiaries invested in savings and government schemes, purchased improved agricultural implements (5.00%), cleared off their debts (4.00%) and purchased land (3.00%).

Vijayalakshmi (1998) indicated that majority (65.00%) of DWCRA beneficiaries expressed that there was an improvement in their food habits followed by improvement in clothing (61.67%), getting better education for children (56.67%), purchase of household materials (53.33%) and improvement

in present living house (18.33%) as indirect changes due to participation in DWCRA programme.

Jaffer (2007) reported that majority of NREGS beneficiaries experienced an increase in their consumption, health expenditure and saving. Some of the beneficiaries reported that about 50.00 per cent of the income earned under the scheme is either saved at home or at banks. The impact of the scheme on agricultural wages, an average wage rates started increasing resulted in shortage of labourers for other types of works, increased cost of cultivation.

MORD (2008) reported impact of NREGA as increased employment opportunities, enhanced wage earning and impact on wages, promoting equity through 33% reservation for women in NREGA works, financial inclusion through opening of Post Office and Bank Accounts for payment of wages, abatement of distress migration, increased access to markets and services through rural connectivity works, enhancement of agricultural productivity through water conservation, check dams, ground water recharging, check in soil erosion, micro-irrigation works, land development and afforestation works, strengthened grass root democracy and creating space for civil society organisations through involvement of PRIs in planning and implementation of NREGA works.

Gladson (2008) reported that constructive impact of NREGA had been undeniable: a rise in rural daily wage rates, reduced migration and positive social effects. But, it also contributed to rising farm input costs, withdrawal of labour from the farm sector and therefore impact on agricultural operations and food prices. He also reported that the farmers from Jaipur district said it was a novel

experience to coax, rather than command, labourers to work in their fields. “They are full of nakhras”. “They all want to sit on tractors!” said farmer Ram Karan. In that sense, NREGA had been socially empowering lower castes.

Ramachandran and Balakrishan (2008) revealed that after joining SHGs, no respondent was without any income and occupation. Other benefits received were able to contribute towards the family income (93.33%), development of savings habit (81.67%) followed by organize and voice our grievances together (75.00%), increased income (74.17%), better status and decision making power (70.00%), access to various promotional assistance (69.17%), awareness in health education (67.50%), understand the banking operations (64.17%), access to larger quantum of resources (62.50%), better leadership and communication skills (60.83%), window for better technology (56.67%), decision making in the community, village and household (51.66%), skill upgradation (44.17%) and improvement in standard of living (35.00%).

Kohli (2009) studied that 69.00 per cent of NREGA beneficiaries said it helped them to avoid hunger and/or improved their diet, 59.00 per cent had been able to avoid migration, send children to school (38.00%), cope with illness (50.00%), repay debts (32.00%) and avoid demeaning or hazardous work (35.00%). The NREGA has provided women from rural India a unique opportunity to earn their own income. About 30.00 per cent of women respondents had no earning except their NREGA wages in three months prior to the survey. Another important achievement of NREGA was reduction in exploitation of labourers through increase in wage rate up to Rs. 85. The

NREGA work also carried a certain prestige with it as it has been looked upon as a form of ‘Government Work’.

Roy (2009) reported the impact of NREGA in Tripura as NREGS was a means of survival to hapless old, aged unskilled labourers in rural areas. The NREGS had regenerated self-belief amongst poor that they can earn money for their family. Field study showed that 10.00 per cent of women participating in NREGS had been subscribing to LIC policies/ recurring deposits. Majority of women had reported that NREGS had enabled them to be health cautious.

Saxena (2009) reported that the impact of NREGA as increased social capital through collective planning and implementation among the stakeholders, increased physical capital through creating durable assets and improving land productivity, facilitating of ecological synergies through afforestation, drought proofing, flood control and watershed activities, mitigate effect on climate change of NREGA works, enhanced economic opportunities through income opportunities, savings and investments, strengthened democratic processes, facilitating sustainable development through creating durable assets, rural connectivity, productivity enhancement and capacity development.

2.4 CASE STUDY

Young (1965) defined case study as a method of exploring and analyzing the life of a social unit be it that a person, a family, an institution, cultural group or even entire community.

Wilson Gee (1981) defined “case study as a method used in social research where by data are collected and studied, which depict the life of an individual or an entire process of units, its various inter relationships and its cultural setting”.

Frederick-le-play (2002) introduced case study method in social sciences. Case study is a method of scientific social research and a kind of qualitative analysis; it is a comprehensive study of social unit may be a personal, a group, an institution. It aims at studying everything about something, rather than something about everything as in case of statistical methods.

Commissioner, Department of Rural Development, Government of Andhra Pradesh, Hyderabad (2006) reported that Talari Yadamma, Kothapally of native Yacharam Mandal of Ranga Reddy district, age 45 years, had worked 30 days on EGS works and received Rs. 120 per day. The main tasks she was involved with were bunding, pitting and watering of plants. She said that she needed more work. EGS work is good because it is continuous. They traveled almost 100 kms in search of work. They had to spend Ugadi outside the village and they got paid only Rs. 30 per person per day. Groups of 15 persons went with the labour contractor in lorry too far off villages. They went twice last year. Now they got work in our own village, why should they go out in search of work. After EGS works started, they stopped going out to work.

Chathukulam and Gireesan (2007) reported that Ms. Ajitha Rajan is residing at Nochoor area of Ward No.7 in Koduvayur GP of Kollengode Block in Palakkad District. Her family consists of husband and two children. Ajitha and her husband used to go for agricultural and nonagricultural labour and were finding it very difficult to meet both the ends meet. And she was forced to take loan from petty money lenders from Tamil Nadu, who used to come and collect the installment on every Sunday. According to her, Sunday morning is regarded as a 'nightmare' due to the visit of these money lenders. In the absence of non-

payment of installment due to non-availability of job, they were finding it difficult and shameful as well. In the meanwhile, she came to know about the scheme from the Panchayat member and registered her name at the GP office. So far, she worked for about 61 days and received Rs.7037 as wages, much beyond her imagination. With this, she could repay the loan from the money lenders completely and save a large amount as interest. It also enabled her to live with pride in the area. After cleaning the dues, with the balance of money, she purchased a study table and some dresses for her children. During the discussions, she expressed her almost satisfaction with the scheme.

Akhtar (2009) reported that Hemraj Dhawe is an agricultural land owner in Betul district of Madhya Pradesh, whose land was barren and served no purpose. He has four children who are studying. As he was sole breadwinner in his family it was with great difficulty that he was able to sustain his family. Hemraj regularly attended the Gram Sabha meetings and through such meetings he got to know about the National Rural Employment Guarantee Act (NREGA). He applied for a job card and got himself and his wife enrolled in the scheme. In three months a well was constructed on his land in which he along with his wife and another 12 others worked. He started growing vegetables and food grains. He took care of the plants wholeheartedly and this can be seen in the growth of the plants. This has increased the financial capacity of the family. He was also happy about his bank account which was opened under NREGA.

2.5 OPERATIONAL PROBLEMS IN IMPLEMENTATION OF NREGS AS PERCEIVED BY THE PEOPLE'S REPRESENTATIVES, OFFICIALS AS WELL AS BY THE BENEFICIARIES AND THEIR SUGGESTIONS TO OVERCOME THESE PROBLEMS

2.5.1 Operational Problems

A constraint is a course of problem and a problem is a resultant of a constraint. A thorough review of various research findings given below will enable the researcher to identify the various problems. It is also the stage, quality of sense of being restricted to a given course of action. Some of the related studies reported by different researchers were given below.

Jain (1989) found that most of NREP beneficiaries reported their problems such as lack of official staff, lack of proper accountability, inadequate employment generation, less coverage of programme, lack of productive works, lack of technological and economic management in selection work, more involvement and misbehaviour of contractors and more number of incomplete works.

Soundarapandian (1992) observed that problems faced by NREP implementers were the target orientation of the programme, transfers to backward and remote blocks were considered as a punishment among the administrators, Bureaucratic resistance to NREGA works, lack of technical staff, insufficient administrative fund, poor coordination between officials, difficulty in following 50:50 labour-material ratio, non-availability of workers, lack of correct statistical data, irregular supplies of food grains and poor quality of food grains, inability of the guidelines to show how to integrate the NREP with IRDP

or with other Rural Development Programmes and difficult to maintain the assets due to lack of fund.

Reddy (1995) found that majority (90.00%) of JRY beneficiaries reported their problems as short period of employment followed by less wages (64.00%), no supply of grains (51.00%) and less benefits for SCs/STs (34.00%).

Pushpa and Seetharaman (1997) observed that cent (100.00%) per cent of TRYSEM beneficiaries expressed non- availability of credit facilities after completion of training programme as the foremost problem. Other problems expressed by majority of beneficiaries were inadequate provision of free tool kits (85.29%) followed by difficulty in getting certificate (80.88%), irrelevance of the programme/vocations offered to their environment (73.53%) and improper selection of beneficiaries (66.18%).

Sharma and Sharma (2003) found that majority (93.00%) of JRY beneficiaries reported their problems as lack of awareness among the people about different schemes of the programme followed by delayed disbursement of assistance to beneficiaries (81.00%), monopoly of People Representatives (78.00%), bribe among the officials (51.00%), improper selection of beneficiaries (38.00%), lack of cooperation and coordination between beneficiaries and officials (35.00%) and lack of supervision and evaluation by officials (24.00%).

Chathukulam and Gireesan (2007) reported some difficulties faced by NREGS implementing agencies; Measurement limits of Overseer/Assistant Engineer, poor attractability of technical staff on contract basis, delay in making payments to the workers due to various procedures, difficulty to make daily

payments to the workers (especially tribal), conflicts between supervisory staff and workers, variation in availability of labour due to seasonal issues, variation in availability of labour due to festivals, marriages, illness, bazaar day, etc., imbalance in male and female workforce, climatic conditions, conflicts with the peasantry, conflicting instructions from the State Government, no clearing house for doubts, bank-related issues like non-availability of designated bank at the locality, difficulties in opening of zero balance account, poor integration with the Panchayat staff and NREGS staff, insufficient infrastructure facilities, lack of ownership by elected members, poor involvement of civil society organisations and weak documentation. Difficulties faced at district level; Frequent transfer of JPC in a district, poor attractability to the post of JPC, weak official machinery at JPC's office, lack of integration of JPC's staff with the PAU staff, no administrative and financial powers transferred to JPC from DPC, non-availability of DPP and weak documentation. Difficulties faced at block level; Poor attractability of BPO, high staff turn-over of technical personnel, weak supervision of works, poor integration with the block staff and NREGS staff, weak documentation and frequent transfer of key official. Difficulties faced at village level; Non-availability of a seasonal calendar, poor communication network, lack of ownership and initiative by elected members, lack of capacity to administer the public works, lack of training and Non-availability of scheme guidelines.

Jaffer (2007) reported problems under NREGA such as lack of knowledge on NREGA with target people, ignorance of Gram Pradhan and Gram Vikas Adhikari regarding provisions of the scheme, demand of money to

prepare job cards, lack of proper payments, no minimum wages act was followed, certain areas machines (tractors) were used instead of engaging the people and lack of creche facility.

Ambasta *et. al.* (2008) pointed out some of the lacunas in implementation of NREGA which were lack of professionals, under-staffing, administrative delays, lack of people's planning, poor quality of work undertaken, inappropriate wage rates and poor social audit process.

Gladson (2008) observed that the scale of the works was inadequate, delay in the payment of wages, lack of basic facilities like water, shade, first-aid and child care that had been promised under the Act. Behind these failures were deep structural problems, including poor flow of funds, staff shortage, flawed record-keeping and lack of a grievance redressal mechanism. Corruption was found to be widely prevalent in all the states with only exception of Rajasthan. Officials and middlemen often created muster rolls with fictitious names and misappropriated the funds. The situation had not shown much improvement even after Government decided to pay the workers through Banks and Post-Offices as even in this case middlemen siphoned off money in the name of NREGA workers, often with the help of bank managers themselves.

Bannerjee (2009) pointed out some problems under NREGA in Andaman and Nicobar Islands were delay in issuance of job cards, less people participation in the scheme (20.00%), absence of NGOs and civil society in the scheme, social audit system was ineffective, no provision to give unemployment allowance, delay in starting work by Panchayats, performance of MVC was very poor, involvement of contractors in NREGA works, etc.

Dutta (2009) reported some problems related to NREGA implementation were fudging of muster rolls and embezzlement of government funds were rampant, nexus between contractors, officials panchayat bodies and growing influence of middleman in extracting the payment, pervasive corruption in selection of beneficiaries and distribution of job cards, unavailability of works, no payment of unemployment allowance and variation in wages paid to the male and female in West Bengal.

Kohli (2009) reported that major problems in implementation of NREGA were definition of a household, denial of registration, delay in distribution of job cards, unsolicited fees being charged for work application forms, non-issuance of receipts, absence of worksite facilities, presence of contractors, non-availability of muster rolls at the worksites, shortage of staff and delay in appointments, stopping of works, disruption due to imposition of election code of conduct, delay in wage payments and payment of less than the minimum wage.

2.5.2 Suggestions

Jain (1989) reported that the suggestions obtained from NREP beneficiaries and NREP implementers as the programme should be implemented through District Rural Development Agency (DRDA), adequate arrangement of staff, completion of works should be ensured, provision of more works during lean agricultural season, wage and material ratio should be maintained and increase in wage rates, etc.

Soundarapandian (1992) reported that the suggestions to overcome the problems were household surveys and infrastructure surveys must be conducted

every year in each block for identifying the prospective beneficiaries and allocating funds, creating awareness among the rural poor through organising special village camps for them, to ensure the regular supply of labour, estimate the extent and nature of unemployment and the suitable period for successful implementation of programme, a separate department should be established to coordinate and supervise activities of the various departments involved in the implementation of programme, to ensure durable community assets, to maintain labour cost and material cost ratios, developing storage facilities in each block of district through construction of godowns, allocation of necessary funds for the maintenance of new assets created under programme and the responsibility of maintenance of these assets should be entrusted either to Blocks or Village Panchayats, the wage rate for NREP works should be raised in such a way that permit minimum consumption level which would ensure minimum nutritional status for a family, transport cost must be fixed under the programme and wage rate should be fixed for skilled labour at a higher rate than unskilled labour.

Reddy (1995) indicated that majority (81.00%) of JRY beneficiaries suggested that wage should be increased followed by more works (59.00%), wages in cash and grains (48.00%), works during very lean agricultural season (25.00%) and frequent inspection by higher officials for benefits of SCs/STs (22.00%).

Pushpa and Seetharaman (1997) observed that 90.00 per cent of TRYSEM beneficiaries suggested that credit facilities should be provided to all the trainees at adequate quantities. The training pattern and duration should be changed as suggested by 86.76 per cent of the beneficiaries followed by the

guidance and assistance should be continued even during the post training period (73.53%) and judicious selection of beneficiaries (70.59%) were most important for the success of programme.

Balu (2000) found that majority (60.75%) of Janmabhoomi programme beneficiaries suggested that government should ensure proper awareness about programme among the people and people should work irrespective of their political feelings followed by voluntary participation of beneficiaries in programme (37.77%), adequate and timely supply of funds (35.55%), right selection of beneficiaries (31.85%), priority to irrigation related works (31.85%), cooperation between officials and non officials (29.62%), seriousness in work by officials (27.40%), truthfulness of People Representatives (24.44%) and more advertisement of programme and success stories (22.96%) for effective implementation of Janmabhoomi programme.

Chathukulam and Giresan (2007) reported some suggestions to overcome the constraints related to NREGS. At village level: Initiation of a seasonal calendar, giving priority to agricultural activities and availability of workforce at specific periods, introduction of 'Wage Subsidy' to the farming community by applying NREGS workforce may be a better strategy. It has two benefits – Dissatisfaction among the peasantry and identification of more works can be addressed, organisation of capacity building sessions to elected members, officials and Kudumbasree volunteers through training sessions, exposure visits and sharing of good practices, need for more integration between NREGS staff and GP staff, need for initiating wide ranging discussions between elected members of PRIs and leadership of major political parties for drawing maximum

mileage by executing the scheme creditably, efficiently and transparently, thereby contributing to the reduction of poverty. Political parties can also think of setting up monitoring committees at the field level for taking up corrective steps as and when needed, need for developing total synergy with different stakeholders like third sector organisations, educational institutions, academicians, etc, special attention is needed to conduct Social Audit at the GP level by involving print and visual media, academic community, representatives of political parties, etc, improvement in documentation is needed, liaise with Banks towards instituting mobile banking services for speedy delivery of wages, particularly in tribal settlements, need for establishing a tripartite communication set-up among Panchayat, Workers and Bank and need for more publicity to the scheme among the rural poor. At block level: Need for improving supervision of works, BPO office should be strengthened, organisation of capacity building sessions to elected members and officials through training sessions, exposure visits and sharing of good practices, need for more integration between Office of BPO and Block Panchayat office, ranking of Gram Panchayats can be done and be made public. At district level: Need for improving supervision of works, office of JPC should be strengthened, organisation of capacity building sessions to elected members and officials through training sessions, exposure visits and sharing of good practices, need for more integration among Office of JPC, Poverty Alleviation Unit and District Panchayat, ranking of Blocks/Gram Panchayats can be done and be made public, independent studies/evaluations should be encouraged at different levels, District Perspective Plan should be completed and should be made available to the Panchayats, need for initiating a

scientific labour budgeting at GP level and urgent need for initiating Work-Time-Motion Study at the Districts.

Gladson (2008) reported that however, corruption in NREGA can be stopped or at least curbed significantly if a few steps were taken. The first should be the strict enforcement of transparency safeguards, which would include keeping muster rolls at worksite, regular maintenance of job cards, payment of wages in public, separation of payment agencies from implementation agencies, formation of vigilance committees, and social audits. There should also be an efficient grievance redress mechanism which has the power to trace the crime to the person involved. The farmers' groups had suggested that 100-day employment guarantee under NREGA be confined strictly to months when there is no harvesting or sowing activity.

Ramesh and Krishnakumar (2009) revealed that NREGP beneficiaries expressed changes in the programme such as timely payment of wages, health and life insurance required not only during the working period but also other days, works should be amicable to all workers and beneficial to the community, effective social audit system for eliminating bogus beneficiaries and qualified persons should be for maintaining accurate records of the beneficiaries.

CHAPTER- III

MATERIALS AND METHODS

This chapter gives a brief description of the methods and procedures followed in the study. It deals with the methodology of research adopted for the present investigation, which includes research design, sampling procedure, empirical measurement of variables, collection of data and statistical tools used. The research methodology followed is described under the following heads,

3.1 Research design

3.2 Sampling procedure

3.3 Variables and their empirical measurement

3.4 Devices and methods used for collection of data

3.5 Statistical tools used for analysis of data

3.1 RESEARCH DESIGN

Descriptive research design was followed in the present research to achieve the objectives of the study as the events were already occurred and design was considered appropriate for the objectives of the study. Descriptive research studies are those studies which are concerned with describing the characteristics of a particular individual or group or people.

3.2 SAMPLING PROCEDURE

3.2.1 Locale of Study

The study was conducted in Thane district of Maharashtra during the year 2009-10. The State of Maharashtra was selected purposively as the researcher belongs to this state and investigator is well familiar with the area and local

language i.e. Marathi, which would be helpful to build quick rapport and also facilitates to obtain relevant information. The State map of Maharashtra, map of Thane district and map of selected talukas with selected villages are presented in Fig. 2.

3.2.2 Selection of District

Thane district was purposively selected based on the expenditure incurred and total works completed under NREGS during the year 2009-10. Thane district stands in first three districts in incurring expenditure and total works completed under NREGS during the year 2009-10 is furnished in Table 1. Further, the researcher's native district Pune is nearer to Thane district, which would be helpful to build quick rapport. The demographic information about Thane district is presented in Table 2.

3.2.3 Selection of Talukas

Out of fifteen talukas of Thane district, five (5) talukas namely Bhivandi, Dahanu, Jawhar, Mokhada and Vikramgad were selected purposively where the NREGS was in active implementation. The NREGS implementation status report of Thane district for year 2009-10 is furnished in Table 3.

3.2.4 Selection of Villages

Two villages from each taluka were selected randomly by following simple random sampling procedure, thus making a total of ten (10) villages for the study. The villages selected vide Fig. 3 were Pahare, Kuhe, Shensari, Sayvan, Hiradpada, Vinval, Kiniste, Nashera, Kursud and Alonda.

Table 1: NREGS implementation status report of Maharashtra for the year 2009-10

Sl. No.	District	Total Works	Expenditure (in Lakhs)
1	Amravati	13652	820.4619
2	Nanded	10958	2833.598
3	Thane	9031	623.8125
4	Aurangabad	7621	2232.3244
5	Buldhana	7066	484.5102
6	Hingoli	5828	787.6532
7	Gondia	4775	973.6611
8	Yavatmal	4731	704.204
9	Ahmednagar	4542	446.1816
10	Chandrapur	4417	342.1191
11	Osmanabad	3451	256.4718
12	Gadchiroli	3396	2006.5959
13	Nandurbar	2865	1810.3856
14	Solapur	2591	9.4944
15	Akola	2469	11.3573
16	Jalgaon	2434	38.9331
17	Washim	2105	38.8914
18	Latur	2022	771.7154
19	Bhandara	1774	754.369
20	Dhule	1481	655.3339
21	Jalna	1457	136.75
22	Raigad	1400	2.6522
23	Parbhani	1324	205.5868
24	Beed	1134	145.8891
25	Sangli	1114	1.3748
26	Wardha	744	142.8302
27	Kolhapur	307	1.0502
28	Satara	269	0
29	Nashik	120	0
30	Pune	55	0
31	Nagpur	53	29.7327
32	Ratnagiri	20	11.7875
33	Sindhudurg	4	0

(Source: www.nrega.nic.in)

Table 2: Demographic information about Thane district of Maharashtra.

Geographical Location	
North Latitude	18 ° 42' to 20 ° 20'
East Longitude	72 ° 45' to 73 ° 48'
Climate & Rainfall	
Minimum Temperature	17.5 ° Celsius
Maximum Temperature	34.4 ° Celsius
Average Rainfall	2,576 mm.
Administrative Departments	
Total Tahsils	15
Total Panchayat Samiti	13
Towns	37
Total Villages	1,748
Desert Villages	23
Population (As per 2001 Census)	
Total	81,31,849
Rural	22,29,376
Urban	59,02,473
Male	43,77,747
Female	37,54,102
Administrative Institutions	
Municipal Corporations	6
Municipal Councils	9
Gram Panchayat	960
I.R.D.P. Blocks	13
Police Stations	61
Police Out Post	111
Agriculture	
Geographical Area	9,33,700 hectares
Area under Forest	3,30,300 hectares
Uncultivable Area	1,27,900 hectares
Total Cultivable Area	4,29,500 hectares
Literacy	
Total	80.67%
Male	87.06%
Female	73.10%
Animal Husbandry (Animal Census 1997)	
Total Livestock	11,57,000
Co-operatives (2003-2004)	
Total Co-op. Society	19,695

Agriculture Co-op. Credit society	411
Non Agricultural Co-op. Credit Society	1,381
Other Cooperative Societies	17,903
Irrigation	
Major Projects	2
Medium Projects	1
Beneficial Area	77,185 hectares
Industry (2003)	
Registered Industries	5,084
Working Registered Industries	4,632
Electricity	
Electrified Villages	1,748
Electricity used for Household	2,30,42,60,000 Kilowatts Hours
Electricity used for Agriculture	6,31,10,000 Kilowatts Hours
Electricity used for Industry	3,19,21,30,000 Kilowatts Hours
Public Health	
Hospitals	28
Dispensaries	43
Primary Health Centres (PHC)	122
Education	
Primary Schools	4,518
Secondary Schools	937
Higher Education Institutes	189
Adult Education Adivasi Ashram Schools	72
Govt. I.T.I.	15
Private I.T.I.	11
Transport & Communication	
Total Railway Track	286 Kilometer
Villages Connected by Permanent roads	1,589
Villages Connected by Temporary roads	45
Total Road Length	6,350 Kilometers
National Highway Length	226 Kilometers
State Highway Length	1,205 Kilometers
District Roads Length	1,980 Kilometers
Village Roads (Rural) Length	2,939 Kilometers
Post Offices	428
Telegraph offices	49
Number of Telephones	8,55,771
(Source: An official website of Thane district)	

Table 3: NREGS implementation status report of Thane district for the year 2009-10

Sl. No.	Blocks	Total Works	Total Expenditure (in Lakhs)
1	Jawhar	3674	152.339
2	Mokhada	1751	201.6759
3	Vikramgad	944	81.2521
4	Dahanu	851	74.0802
5	Bhivandi	519	3.3326
6	Wada	492	46.04
7	Palghar	193	45.1835
8	Shahapur	225	7.3478
9	Murbad	171	5.7696
10	Talasari	163	4.943
11	Ambarnath	26	0.9639
12	Kalyan	20	0.7325
13	Vasai	2	0.1524
14	Ulhasnagar	0	0
15	Thane	0	0
Total		9031	623.8125

(Source: www.nrega.nic.in)

3.2.5 Selection of Beneficiaries

Nine (9) beneficiaries of NREGS from each selected village were selected randomly by following disproportionate random sampling procedure as methodology for NREGS implementation is same for all villages, thus making a total sample of 90 beneficiaries for the study is presented Table 4.

Table 4: Village wise total NREGS beneficiaries and selected NREGS beneficiaries

Sl. No.	Village	Total number NREGS beneficiaries	Selected NREGS beneficiaries
1	Pahare	135	9
2	Kuhe	158	9
3	Shensari	252	9
4	Sayvan	651	9
5	Hiradpada	196	9
6	Vinval	776	9
7	Kiniste	189	9
8	Nashera	514	9
9	Kursud	452	9
10	Alonda	166	9
Total		3489	90

(Source: www.nrega.nic.in)

3.2.6 Selection of People's Representatives and Officials

The concerned People's Representatives and officials involved in the implementation of NREGS at various levels such as district, taluka and village were selected through census method for the study. The People's Representatives (20) like Sarpanch, Vice-Sarpanch of each village were selected for the study. The officials (31) involved in implementation of NREGS at various levels like Joint Programme Coordinator at district level, Programme Officer, Assistant Programme Officer, Engineer and Computer Operator at taluka level and Gram Rozgar Sevak at village level were selected for the study.

3.3 Variables and their Empirical Measurement

The relevant variables for the present study were selected on the basis of extensive review of literature and in consultation with experts in the field of Extension Education; the variables selected for the present study are represented in Table 5.

Table 5: Selected variables and their empirical measurement

Sl. No.	Variables	Empirical measurement
1	Age	Chronological Age
2	Gender	Schedule developed for the study
3	Education	Schedule developed for the study
4	Type of Family	Schedule developed for the study
5	Size of Family	Schedule developed for the study
6	Occupation	Schedule developed for the study
7	Land Holding	Schedule developed for the study
8	Income	Schedule developed for the study
9	Socio-Political Participation	Schedule developed for the study
10	Level of Aspiration	Scale developed by Muthayya (1971) with suitable modifications
11	Awareness on Activities	Schedule developed for the study
12	Direct Changes	Schedule developed for the study
13	Indirect Changes	Schedule developed for the study

3.3.1 Methods used for Measurement of Variables

Personal and socio-economic characteristics of NREGS beneficiaries were measured by using the following methods;

3.3.1.1 Age

It was operationalised as the number of years completed as reported by the respondent at the time of interview. Under NREGS the beneficiary should be minimum 18 years old. The norms of maximum admissible age of the members

into youth club or state government job *i. e.* 35 years and superannuation age for retirement in the state government organisations *i. e.* 58 years were taken as yard stick.

The beneficiaries were categorised into the following categories,

Sl. No.	Category	Age
1	Young age	18-35 years
2	Middle age	36-58 years
3	Old age	> 58 years

3.3.1.2 Gender

Gender commonly refers to the set of characteristics that humans perceive as distinguishing between male and female entities. Based on gender the beneficiaries were categorized into 'Female' and 'Male'.

3.3.1.3 Education

Education was operationalised as the extent of formal education an individual possessed. It was measured in years of schooling completed by the beneficiary. The categories followed for measuring educational status as follows,

Sl. No.	Category	Extent of Education
1	Illiterate	No education
2	Primary education	1 st to 4 th standard
3	Secondary education	5 th to 10 th standard
4	Intermediate education	11 th to 12 th standard
5	Graduation	Above 12 th standard

3.3.1.4 Type of Family

According to blood relations living together, the beneficiaries' families were categorised into Nuclear family and Joint family. *Nuclear Family* is a family where a husband, wife and their unmarried children living together. *Joint*

Family is a family where family comprising of more than one couple with married children living together.

3.3.1.5 Size of Family

Size of family was operationally defined as the total number of members in the family consisting of husband, wife, children and other dependent members.

The categorization of beneficiaries was done as follows,

Sl. No.	Category	Size of Family
1	Small family	< 4 members
2	Medium family	5-8members
3	Large family	> 8 members

3.3.1.6 Occupation

The occupation of a person is conceptualized as the activity in which he/she regularly engaged and get major income out of it. The categories followed for measuring occupational status of beneficiaries as follows,

Sl. No.	Category
1	Farming alone
2	Landless labourer
3	Farming + Labourer

3.3.1.7 Land Holding

Land holding operationalised as the number of standard acres possessed by the respondents at the time of interview. The dry land and wet land was taken into account. As per the Maharashtra Land Reforms Act- 1973 'one acre of wet land shall be deemed to be equal to 2.5 acres of dry land'. The categorization of beneficiaries was done as follows,

Sl. No.	Category	Dry Land	Wet Land
1	Marginal farmer	Upto 2.5 acres	Upto 1 acre
2	Small farmer	2.6 to 5.0 acres	1.1 to 2 acres
3	Big farmer	Above 5.0 acres	Above 2 acres

3.3.1.8 Income

Income is operationally defined as the annual income of the beneficiaries' family obtaining from the agricultural as well as subsidiary occupations, which is generally expressed in monetary terms. Based on total income of the beneficiaries, they were grouped into three categories on the basis of mean and standard deviation as follows,

Sl. No.	Category	Score
1	Low income	< Mean – Standard Deviation
2	Medium income	Mean \pm Standard Deviation
3	High income	> Mean + Standard Deviation

3.3.1.9 Socio-Politico Participation

Socio-Politico Participation is defined as the degree of involvement of the individual from mere membership to organisation position and his active participation in the meetings of Gram Panchayat, Farmers club, Youth clubs and Self Help Groups. Four items were used to know the socio-politico participation of the beneficiaries measured as participant, member and office bearer with the score of 1, 2 and 3 respectively. The maximum and minimum score of each beneficiary was 12 and 4 respectively.

Based on total score obtained by the beneficiaries on the socio-politico participation, they were grouped into three categories on the basis of mean and standard deviation as follows,

Sl. No.	Category	Score
1	Low socio-politico participation	< Mean – Standard Deviation
2	Medium socio-politico participation	Mean ± Standard Deviation
3	High socio-politico participation	> Mean + Standard Deviation

3.3.1.10 Level of Aspiration

An aspiration refers to a person or a group of person's orientation towards a particular social status attributes like occupation, education, income and so on.

Aspiration is the goal statement concerning with the level of achievements. In the present study, the level of aspiration was measured with the help of scale developed by Muthayya (1971) with suitable modifications. The items included in the scale were related to their aspiration in relation to their children education and job/occupation, income level, type of house and crop yield (APPENDIX- D). The total score on level of aspiration of beneficiaries were computed by summing up all the weights on responses allotted to the respective items.

Based on total score obtained by the beneficiaries on the level of aspiration, they were grouped into three categories on the basis of mean and standard deviation as follows,

Sl. No.	Category	Score
1	Low level of aspiration	< Mean – Standard Deviation
2	Medium level of aspiration	Mean ± Standard Deviation
3	High level of aspiration	> Mean + Standard Deviation

3.3.1.11 Awareness on Activities

A number of questions were asked to know the awareness of NREGS beneficiaries on NREGS activities (APPENDIX- D). The scoring procedure of '1' and '0' was adopted i. e., 1 for each correct answer and 0 for each wrong answer. The total score for the correct answers was summed up for getting the awareness score of a particular beneficiary. The maximum and minimum score of each beneficiary was 27 and 0 respectively.

Based on total score obtained by the beneficiaries on the awareness, they were grouped into three categories on the basis of mean and standard deviation as follows,

Sl. No.	Category	Score
1	Low awareness	< Mean – Standard Deviation
2	Medium awareness	Mean ± Standard Deviation
3	High awareness	> Mean + Standard Deviation

3.3.1.12 Direct Changes

Direct changes like employment generation, income generation, community and individual assets creation, reduction in migration, etc. that are experienced immediately by the beneficiaries as a result of effective implementation of NREGS in Thane district of Maharashtra.

A series of statements were prepared to assess the direct changes. Four items were used to assess the direct changes as follows,

3.3.1.12.1 Employment Generation

Employment generation was operationally defined as the additional days of employment gained by the beneficiaries' family due to NREGS works.

Number of mandays generated per family was computed and a weight of ‘one’ score was given for each manday.

Based on total score obtained by the beneficiaries on employment generation before and after NREGS, they were grouped into three categories on the basis of mean and standard deviation as follows,

Sl. No.	Category	Score
1	Low employment generation	< Mean – Standard Deviation
2	Medium employment generation	Mean ± Standard Deviation
3	High employment generation	> Mean + Standard Deviation

3.3.1.12.2 Income Generation

Income generation is operationally defined as the additional income got by the beneficiaries due to implementation of NREGS within a year.

The income generation was estimated for both before and after NREGS periods. The income before implementation of NREGS serves as a bench mark; whereas the estimate of income after implementation of NREGS by beneficiaries minus before NREGS income will be the income generation through NREGS.

Based on total income obtained by the beneficiaries before and after implementation of NREGS, they were grouped into three categories on the basis of mean and standard deviation as follows,

Sl. No.	Category	Score
1	Low income generation	< Mean – Standard Deviation
2	Medium income generation	Mean ± Standard Deviation
3	High income generation	> Mean + Standard Deviation

3.3.1.12.3 Community and Individual Assets Creation

To assess various community and individual assets created through NREGS works, a schedule containing 6 types of assets was developed. The information about these six types of assets constructed in each Panchayat was collected. Percentage increases were calculated for all the community and individual assets created through NREGS.

3.3.1.12.4 Migration

Migration was operationally defined as the number of days an individual moved to the nearby urban areas for getting employment.

An attempt has been made to assess the reduction in migration due to implementation of NREGS which accrued to the beneficiaries. The migration was estimated for both before and after NREGS periods. The migration before implementation of NREGS serves as a bench mark; whereas the estimate of migration after implementation of NREGS by the beneficiaries minus before NREGS migration will estimate the changes in migration due to NREGS. Number of mandays migrated was computed and a weight of 'one' score was given for each manday. Based on total score obtained by beneficiaries over their migration before and after NREGS, they were grouped into three categories on the basis of mean and standard deviation as follows,

Sl. No.	Category	Score
1	Low migration	< Mean – Standard Deviation
2	Medium migration	Mean ± Standard Deviation
3	High migration	> Mean + Standard Deviation

3.3.1.13 Indirect Changes:

Indirect changes are happenings experienced by beneficiaries as a result of direct changes taken place due to the implementation of NREGS such as empowerment, personal and social security, food security, impact on natural resources and strengthening democracy.

A series of statements were prepared to assess the indirect changes occurred due to implementation of NREGS. Twenty five statements were used to assess the indirect changes with scores of 1, 0 and 2 for decreased, remained same and increased, respectively. The maximum and minimum score of each respondent was 50 and 0, respectively.

By adding scores of all the statements, the individual total score was worked out. The beneficiaries were categorised into three groups on the basis of mean and standard deviation as follows,

Sl. No.	Category	Score
1	Less indirect changes	< Mean – Standard Deviation
2	Medium indirect changes	Mean \pm Standard Deviation
3	More indirect changes	> Mean + Standard Deviation

3.4 Devices and Methods Used for Collection of Data

3.4.1 Instrument Used for Data Collection

A pilot study was conducted for pre-testing before finalisation of data collecting schedule. The researcher had collected information by discussion with NREGS beneficiaries, Gram Panchayat members, Programme Officers, People's Representatives of the study area.

The instrument used for collecting data in the study was interview schedule. Keeping in view, the specific objectives and different variables included in the study, a structured and draft schedule was prepared for collecting data from the beneficiaries. The required items for schedule were collected by going through the relevant literature on the NREGS, detailed discussion with NREGS officials and People's Representatives.

The interview schedule consists of five parts. The first part dealt with profile characteristics of NREGS beneficiaries. The second part dealt with the awareness of NREGS beneficiaries on NREGS activities. The third part dealt with direct and indirect changes occurred due to implementation of NREGS. The fourth part dealt with the operational problems faced by the beneficiaries, officials and People's Representatives and their respective suggestions to overcome those problems. The final and fifth part dealt with the study of the implementation of NREGS with the help of few cases. The interview schedule was constructed in Marathi (APPENDIX-E).

3.4.2 Pre-testing of Interview Schedule

Pre-testing with interview schedule was done with 12 per cent of sample size. In the light of pre-testing, necessary changes were incorporated in the format of statements. The final form of structured interview schedule (APPENDIX- D) was used to elicit required information about NREGS beneficiaries. The data collection was done by researcher through personal interview during March 2010 at NREGS beneficiary's homes and at NREGS worksites.

3.4.3 Method of Data Collection

The data was collected by administering the pretested interview schedule to the beneficiaries. The questions and statements were asked in vernacular *i. e.* Marathi, local language. The beneficiaries were personally interviewed by the investigator which enabled him to get first hand information and an opportunity to observe the beneficiaries personality. It was made sure that the questions were correctly understood by the beneficiaries by repeating questions whenever necessary. Friendly atmosphere was maintained during the interview to see that respondents were at ease and expressed their opinions fairly and frankly.

3.4.4 Case Study

A case study is a systematic gathering of enough information about a particular individual to permit one to understand how he functions as a unit of society. Further, the social sciences has to resort to use the case study data as it constitute the perfect and reliable record with a wealth of concrete, detailed and multifarious reaction to social situation.

Case study was carried out using semi-structured interview schedule and informal interview method. The steps in conducting case study include;

- 1) Selection of cases and identification of situation
- 2) Collection and recording of data
- 3) Interpretation of data and
- 4) Report writing

In view of the above backdrop, an attempt was made to conduct a case study covering one case let from each taluka and thus making total of five case lets of NREGS beneficiaries.

3.4.5 Preparation of Report

The collected data was coded, classified and tabulated in order to make the findings meaningful. The findings were suitably interpreted and necessary conclusions and inferences were drawn.

3.5 Statistical Tools Used for Analysis of Data

To convert the data into meaningful findings the following statistical tools were used; Arithmetic Mean (\bar{X}), Standard Deviation (σ), Frequency, Percentage and 'Z' test.

3.5.1 Arithmetic Mean (AM)

It is defined as the sum of all the values of observation divided by the total number of observations. Symbolically it is represented as \bar{X} .

$$\text{Arithmetic Mean } (\bar{X}) = \frac{X_1 + X_2 + X_3 + \dots + X_n}{n}$$

$$\text{Arithmetic Mean } (\bar{X}) = \frac{\sum_{i=1}^n X_i}{n}$$

Where,

$$\bar{X} = \text{Arithmetic Mean}$$

$$\sum_{i=1}^n X_i = \text{Sum of all observations}$$

$$n = \text{Total number of observations.}$$

3.5.2 Standard Deviation (SD)

It is positive square root of the mean of the squared deviations taken from arithmetic mean. It is represented by the symbol σ .

$$\text{Standard Deviation } (\sigma) = \sqrt{\frac{1}{n} \left[\sum X_i^2 - \frac{(\sum X_i)^2}{n} \right]}$$

Where,

$\sum X_i^2$ = Total sum of squares of the observations.

$(\sum X_i)^2$ = Square of sum of observations.

n = Number of observations.

3.5.3 Frequency and Percentages

Frequency distribution and percentages were used to know the distribution pattern of beneficiaries according to variables.

Percentages were used for standardization of sample by calculating the number of individuals that would be under the given category.

3.5.4 'Z' Test

'Z' test was employed to study the significance of difference related to the direct and indirect changes occurred before and after implementation of NREGS.

$$Z = \frac{|\bar{X} - \bar{Y}|}{\sqrt{\frac{S_1^2}{n_1} + \frac{S_2^2}{n_2}}}$$

Where,

\bar{X} = First sample mean

\bar{Y} = Second sample mean

S_1^2 = First sample variance

S_2^2 = Second sample variance

n_1 = First sample size

n_2 = Second sample size

Null Hypothesis: There was no significant difference between direct and indirect changes occurred before and after implementation of NREGS.

Empirical Hypothesis: There was significant difference between direct and indirect changes occurred before and after implementation of NREGS.

Note: The 'Z' value was calculated and compared with table value at 0.01 and 0.05 level of probability. If the value was significant, the null hypothesis was rejected and empirical hypothesis was accepted.



(Source: An official website of Thane district)

Fig. 2: The maps showing the selected state, district, talukas and villages for the study

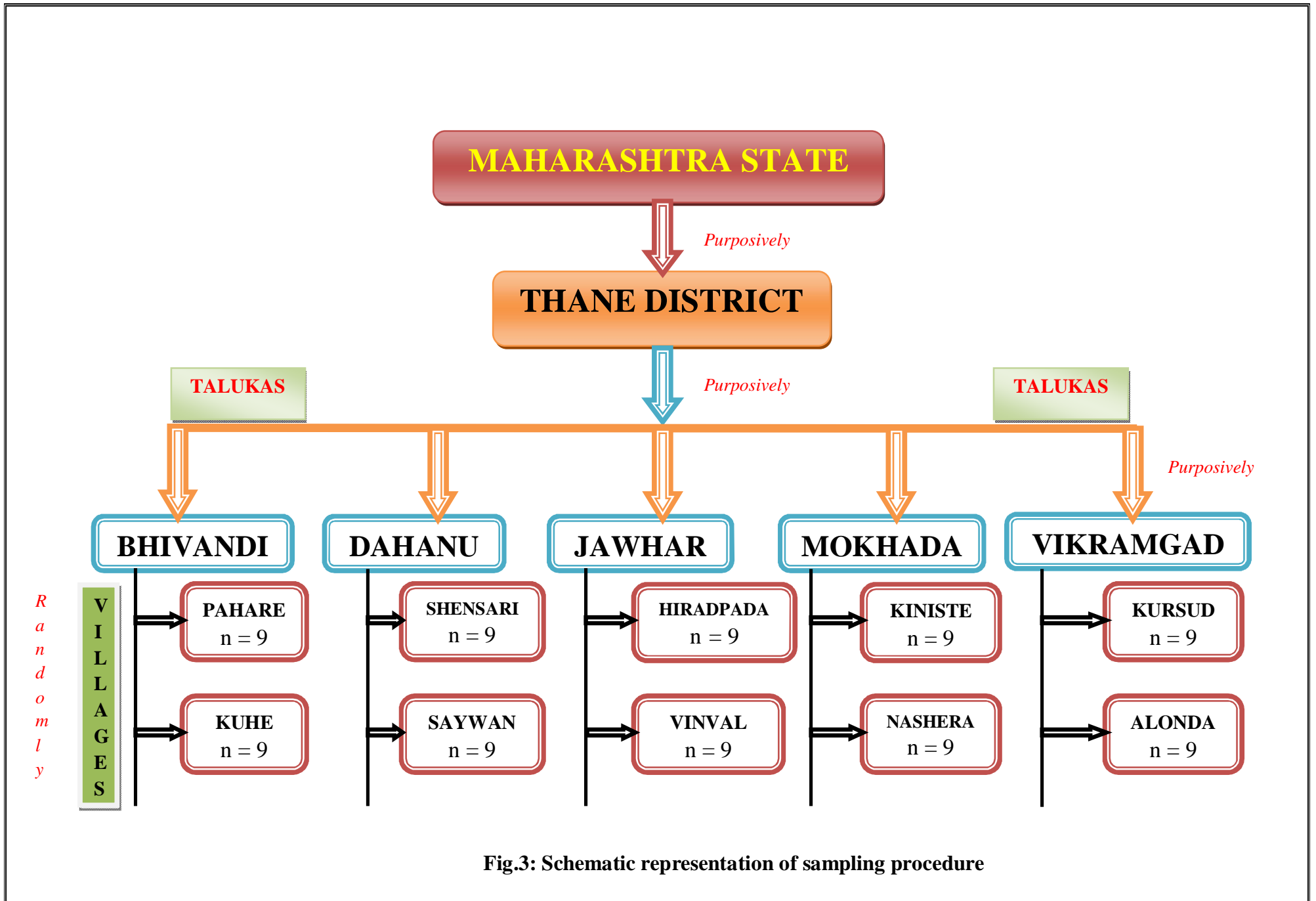


Fig.3: Schematic representation of sampling procedure

Fig. 4: Schematic representation of sampling procedure

CHAPTER- IV

RESULTS

Present investigation is planned to study the implementation of National Rural Employment Guarantee Scheme in rural areas of Thane district of Maharashtra. Regular monitoring and evaluation of any programme or a scheme is necessary for successful implementation, so that certain modifications, if any needed for the improvement of the system can be taken up. There is no exception for NREGS implementation in Maharashtra state.

The success or failure of any programme can be known by assessing the reactions of the people involved in that system. Hence, it was pertinent to undertake a scientific and objective investigation for studying the implementation of NREGS in Thane district of Maharashtra.

Keeping in view the specific objectives of NREGS and the study objectives, the empirical evidence obtained in terms of factual data was subjected to appropriate statistical and analytical tests and the findings thus arrived were presented and discussed in terms of accepting or rejecting the set hypothesis. The findings has been presented objective wise.

The results of the study were presented in the following heads;

- 4.1 Profile of the NREGS beneficiaries.
- 4.2 Awareness of beneficiaries on the activities of NREGS.
- 4.3 Direct and indirect changes occurred due to the implementation of NREGS.
- 4.4 Case study of selected typical cases among the NREGS beneficiaries.

4.5 Operational problems in implementation of NREGS as perceived by the People's Representatives, officials as well as by the beneficiaries and their suggestions to overcome these problems.

4.1 PROFILE OF THE NREGS BENEFICIARIES

To give cursory look of profile characteristics of selected NREGS beneficiaries, an attempt was made to compile profile of NREGS beneficiaries in a single table *i. e.* Table 6.

4.1.1 Age

Table 7: Distribution of selected NREGS beneficiaries according to their age

(n= 90)

Sl. No.	Age	NREGS Beneficiaries	
		Frequency	Percentage
1	Young (18-35 years)	44	48.89
2	Middle (36 - 58 years)	39	43.33
3	Old (> 58 years)	7	7.78

It is apparent from the Table 7 and Fig. 4 that majority of NREGS beneficiaries (48.89%) belonged to young age group followed by middle age (43.33%) and old age (7.78%) groups.

4.1.2 Gender

Table 8: Distribution of selected NREGS beneficiaries according to their gender

(n= 90)

Sl. No.	Gender	NREGS Beneficiaries	
		Frequency	Percentage
1	Female	48	53.33
2	Male	42	46.67

It is evident from Table 8 and Fig. 5 that majority (53.33%) of NREGS beneficiaries was female and remaining 46.67 per cent were male.

4.1.3 Education

Table 9: Distribution of selected NREGS beneficiaries according to their education (n= 90)

Sl. No.	Education	NREGS Beneficiaries	
		Frequency	Percentage
1	Illiterate	58	64.44
2	Primary education	5	5.56
3	Secondary education	25	27.78
4	Intermediate education	2	2.22
5	Graduation	0	0.00

A glance of the Table 9 and Fig. 6 revealed that majority (64.44%) of NREGS beneficiaries was illiterate followed by secondary education (27.78%), primary education (5.56%), intermediate education (2.22%) and graduation (0.00%) categories.

4.1.4 Type of Family

Table 10: Distribution of selected NREGS beneficiaries according to their type of family

(n= 90)

Sl. No.	Type of Family	NREGS Beneficiaries	
		Frequency	Percentage
1	Nuclear family	30	33.33
2	Joint family	60	66.67

The Table 10 and Fig. 7 clearly indicated that two third (66.67%) of NREGS beneficiaries belonged to joint family and remaining one third (33.33%) of beneficiaries belonged to nuclear family.

4.1.5 Size of Family

Table 11: Distribution of selected NREGS beneficiaries according to their size of family (n=90)

Sl. No.	Size of Family	NREGS Beneficiaries	
		Frequency	Percentage
1	Small (< 4 members)	29	32.22
2	Medium (5-8 members)	52	57.78
3	Large (> 8 members)	9	10.00

The Table 11 and Fig. 8 reported that majority (57.78%) of NREGS beneficiaries had medium family size followed by 32.22 per cent small and 10.00 per cent large family size.

4.1.6 Occupation

Table 12: Distribution of selected NREGS beneficiaries according to their occupation (n=90)

Sl. No.	Occupation	NREGS Beneficiaries	
		Frequency	Percentage
1	Farming alone	35	38.89
2	Landless Labourer	31	34.44
3	Farming + Labourer	24	26.67

The Table 12 and Fig. 9 indicated that majority (38.89%) of NREGS beneficiaries was having farming occupation followed by landless labourer (34.44%) and farming + labourer (26.67%) categories.

4.1.7 Land Holding

Table 13: Distribution of selected NREGS beneficiaries according to their land holding (n=90)

Sl. No.	Land Holding	NREGS Beneficiaries	
		Frequency	Percentage
1	Landless	31	34.44
2	Marginal (< 2.5 acres)	20	22.22
3	Small (2.6 – 5.0 acres)	33	36.67
4	Big (> 5.0 acres)	6	6.67

The Table 13 and Fig. 10 clearly showed that majority (36.67%) of NREGS beneficiaries was small farmers followed by 34.74 per cent landless, 22.22 per cent marginal farmers and 6.67 per cent big farmers.

4.1.8 Income

Table 14: Distribution of selected NREGS beneficiaries according to their income (n= 90)

Sl. No.	Income	NREGS Beneficiaries	
		Frequency	Percentage
1	Low (< Rs. 13140)	10	11.11
2	Medium (Rs. 13140 – Rs. 19320)	64	71.11
3	High (> Rs. 19320)	16	17.78
Mean: Rs. 16230		SD: Rs. 3090	

A cursory look of Table 14 and Fig. 11 depicted that majority (71.11%) of NREGS beneficiaries belonged to medium income group followed by high (17.78%) and low (11.11%) income groups.

4.1.9 Socio-Politico Participation

Table 15: Distribution of selected NREGS beneficiaries according to their socio-politico participation (n=90)

Sl. No.	Socio-Politico Participation	NREGS Beneficiaries	
		Frequency	Percentage
1	Low (< 2.5)	8	8.89
2	Medium (2.5-5.1)	75	83.33
3	High (> 5.1)	7	7.78
Mean: 3.8		SD: 1.3	

The Table 15 and Fig. 12 revealed that great majority (83.33%) of NREGS beneficiaries had medium socio-politico participation followed by low (8.89%) and high (7.78%) socio-politico participation.

4.1.10 Level of Aspiration

Table 16: Distribution of selected NREGS beneficiaries according to their level of aspiration (n=90)

Sl. No.	Level of Aspiration	NREGS Beneficiaries	
		Frequency	Percentage
1	Low (< 13.92)	7	7.78
2	Medium (13.92-21.26)	72	80.00
3	High (> 21.26)	11	12.22
Mean: 17.59		SD: 3.67	

A bird's eye view of the Table 16 and Fig. 13 indicated that majority (80.00%) of NREGS beneficiaries had medium level of aspiration followed by high (12.22%) and low (7.78%) levels of aspiration.

4.2 AWARENESS OF BENEFICIARIES ON THE ACTIVITIES OF NREGS

In order to know the awareness of selected NREGS beneficiaries on the NREGS activities, a set of questions was framed and obtained answers. The responses of NREGS beneficiaries about different aspects of NREGS are as given below.

Table 17: Distribution of selected NREGS beneficiaries according to their awareness on NREGS activities (n= 90)

Sl. No.	Awareness	NREGS Beneficiaries	
		Frequency	Percentage
1	Low (< 16.64)	10	11.11
2	Medium (16.64-22.60)	61	67.78
3	High (> 22.60)	19	21.11
Mean: 19.62		SD: 2.98	

The Table 17 and Fig. 14 reported that two-third (67.78%) of NREGS beneficiaries fell under medium awareness category followed by high awareness (21.11%) and low awareness (11.11%) categories.

4.2.1 Content Analysis of Awareness of NREGS Beneficiaries on Different Activities of NREGS

Awareness of selected NREGS beneficiaries on different activities under each core area of NREGS was analysed through content analysis. It was done in terms of 'Aware' and 'Not Aware'. The results are furnished in the Table 18.

It is clear from the Table 18 that the selected NREGS beneficiaries varied in their awareness on different activities of NREGS. From the point of their awareness percentage order showed that cent (100.00%) per cent of selected NREGS beneficiaries were aware about NREGS was started 3 years ago in their

village, the registration of families under NREGS is free of cost, NREGS provides equal wages to men and women and the wage payment under NREGS is through bank or post accounts. It is followed by thin awareness varying for job cards issued to household and opening of Bank or Post Office Account is free of cost under NREGS (98.89% each), NREGS is meant for providing employment guarantee (97.78%), the use of Machineries and involvement of Contractors is not permissible for NREGS works and one can complain against mal practices occurred during implementation of NREGS (96.67% each), the nature of works taken up under NREGS includes Water Conservation, Land Development, Rural Connectivity, etc. (95.56%), NREGS is scheme open for all local adult people (94.44%), the daily working hours recommended under NREGS for each beneficiary are 7 hours (91.11%), one can apply for duplicate job card in case one lost it (86.67%), the work is being provided under NREGS during agricultural slack season (84.44%), it is necessary to apply for employment after getting job card (83.33%), the reservation for women beneficiaries under NREGS is 33 per cent (81.11%), the Unemployment Allowance is to be provided in case employment is not given within 15 days of application for work (76.67%), the registration of families under NREGS is open throughout the year (58.89%) and the registration of families under NREGS is through either written application or oral application (53.33%), respectively.

Quiet opposite to this, the majority (78.89%) of NREGS beneficiaries had no awareness with regard to the fund reserved for providing employment to disabled persons is 3 per cent followed by extra wages of 10% are paid under NREGS in case work is provided beyond 5 km (75.56%), SCs/STs, Land

Reforms Beneficiary, IAY Beneficiary and BPL Family are eligible under NREGS to take land development works on their own land (72.22%), NREGS provides 100 days employment guarantee and the job card is valid for 5 years (62.22% each), the Creche facility is provided under NREGS at worksites (61.11%), all documents and records related to NREGS are available for public scrutiny (60.00%) and the works are ordinarily being provided within 5 Km. radius of the village (54.44%), respectively.

4.3 DIRECT AND INDIRECT CHANGES OCCURRED DUE TO THE IMPLEMENTATION OF NREGS

4.3.1 Direct Changes

Direct changes were measured in terms of employment generation, income generation, community and individual assets creation, reduction in migration, etc. which are being experienced by the beneficiaries as a result of implementation of NREGS in Thane district of Maharashtra.

4.3.1.1 Employment Generation

Table 19: Comparative distribution of selected NREGS beneficiaries in accordance with employment generation before and after NREGS

(n= 90)

Sl. No.	Employment Generation	Before NREGS		After NREGS	
		Frequency	Percentage	Frequency	Percentage
1	Low	19	21.11	0	0.00
2	Medium	50	55.56	27	30.00
3	High	21	23.33	63	70.00
		Mean: 66.78 days/year		Mean: 138.92 days/year	
		SD: 48.80 days/year		SD: 49.79 days/year	

It is evident from Table 19 and Fig. 15 that majority (55.56%) of NREGS beneficiaries had medium employment generation followed by high (23.33%) and low (21.11%) employment generation before introduction of NREGS. After

introduction of NREGS, majority (70.00%) of NREGS beneficiaries had high employment generation and rest with medium (30.00%) employment generation. No one was found under the category of low employment generation.

In order to find significance of difference in employment generation of beneficiaries before and after NREGS, the data was subjected to 'Z' test and the results obtained are furnished in Table 20.

Table 20: Significance of difference in the employment generation of selected NREGS beneficiaries before and after NREGS

Employment Generation	Mean (days/year)	SD (days/year)	'Z' value
Before NREGS	66.78	48.80	9.81**
After NREGS	138.92	49.79	
** Significant at 0.01 level of probability			

Calculated 'Z' value (9.81) of Table 20 was found significant at 1 per cent level of probability indicating that there existed a significant difference in employment generation of NREGS beneficiaries before and after NREGS.

4.3.1.1.1 Number of Employed Persons in the Family

The beneficiaries were categorised into three groups based on number of employed persons in the family as one person, 2 persons, 3 and more persons employed in the family and is depicted in Table 21.

Table 21: Comparative distribution of selected NREGS beneficiaries according to number of employed persons in their family before and after NREGS

(n= 90)

Sl. No.	Employed Persons in the Family	Before NREGS		After NREGS	
		Frequency	Percentage	Frequency	Percentage
1	One person	31	34.45	1	1.11
2	Two persons	47	52.22	30	33.33
3	Three and more persons	12	13.33	59	65.56

It is evident from Table 21 and Fig. 16 that before introduction of NREGS, majority (52.22%) of NREGS beneficiary families had two employed persons followed by one (34.45%) and three and more (13.33%) employed persons in the family. After introduction of NREGS, majority (65.56%) of families had three and more employed persons followed two (33.33%) and one (1.11%) employed persons in the family.

4.3.1.1.2 Daily Working Hours

The information regarding daily working hours of NREGS works was collected from the five blocks which were selected for the study. The block wise information regarding daily working hours is furnished in Table 22.

Table 22: Block wise daily working hours for Agriculture and NREGS works

Sl. No.	Block	Daily working hours		Difference
		Agriculture works	NREGS works	
1	Bhivandi	9	7	2
2	Dahanu	9	8	1
3	Jawhar	9	7	2
4	Mokhada	9	8	1
5	Vikramgad	9	7	2
Mean		9	7.4	1.6

Table 22 and Fig. 17 clearly exhibited that mean daily working hours for Agriculture and NREGS works were 9 hours and 7.4 hours, respectively with a difference of 1.6 hours.

4.3.1.1.3 Daily Wage Rates

The information pertaining to wage rates for NREGS works was collected from the selected five blocks for the present study (APPENDIX- C). The block wise information on daily wage rates is presented in Table 23.

Table 23: Block wise daily wage rates for Agriculture and NREGS works

Sl. No.	Block	Daily wage rates (in Rs.)		Difference
		Agriculture works	NREGS works	
1	Bhivandi	60	105	45
2	Dahanu	70	120	50
3	Jawhar	60	85	25
4	Mokhada	70	110	40
5	Vikramgad	60	105	45
Mean		64	105	41

It is clear that from the Table 23 and Fig. 18 mean daily wage rates for Agriculture and NREGS works were Rs. 64 and Rs. 105, respectively with a difference of Rs. 41/-.

4.3.1.2 Income Generation

Table 24: Comparative distribution of selected NREGS beneficiaries according to their income generation before and after NREGS (n= 90)

Sl. No.	Income Generation	Before NREGS		After NREGS	
		Frequency	Percentage	Frequency	Percentage
1	Low	10	11.11	0	0.00
2	Medium	64	71.11	4	4.44
3	High	16	17.78	86	95.56
		Mean: Rs. 8840/year		Mean: Rs. 16230/year	
		SD: Rs. 3070/year		SD: Rs. 3090/year	

It is evident from Table 24 and Fig. 19 that before introduction of NREGS, majority (71.11%) of NREGS beneficiaries fell in medium income generation category followed by high (17.78%) and low (11.11%) income generation categories. After introduction of NREGS, majority (95.56%) of beneficiaries fell in high income generation category followed by medium (4.44%) income generation category and no one was reported in low income generation category.

In order to find significance of difference in the income generation of beneficiaries before and after NREGS, the data was subjected to 'Z' test and the results obtained are furnished in Table 25.

Table 25: Significance of difference in the income generation of selected NREGS beneficiaries before and after NREGS

Income Generation	Mean (Rs./year)	SD(Rs./year)	'Z' value
Before NREGS	8840	3070	16.07**
After NREGS	16230	3090	
** Significant at 0.01 level of probability			

Calculated 'Z' value (16.07) of Table 25 was found significant at 1 per cent level of probability indicating that there existed a significant difference in income generation of beneficiaries before and after NREGS.

4.3.1.3 Community and Individual Assets Creation

Table 26: Percentage increase of community and individual assets created before NREGS and after NREGS

Sl. No.	Types of Assets	Before NREGS	After NREGS	Percentage Increase
1	Farm ponds constructed	10	25	150.00
2	Earthen field bunds, Stone bunding of fields.	120	289	140.83
3	Plantation works	17	35	105.88
4	Wells recharged	10	20	100.00
5	Wells constructed	20	35	75.00
6	Horticultural works	26	42	61.54
7	Total assets created	203	446	119.70

The data presented in Table 26 and Fig. 20 clearly exhibited that overall increase to extent of 119.70 per cent in community and individual assets created as result of NREGS. An orderly arrangement has shown that percentage increase in farm ponds construction was more (150.00%) followed by earthen field bunds,

stone bunding of fields (140.83%), plantation works (105.88%), wells recharged (100.00%), wells constructed (75.00%) and horticultural works (61.54%).

4.3.1.4 Migration

Specially, male respondents among the selected NREGS beneficiaries used to migrate to nearby urban areas for getting employment. In the present study the male respondents were 42. The NREGS beneficiaries were categorised into three groups as low, medium and high based on their migration before and after NREGS as shown in Table 27.

Table 27: Comparative distribution of selected NREGS beneficiaries according to their migration before and after NREGS (n=42)

Sl. No.	Migration	Before NREGS		After NREGS	
		Frequency	Percentage	Frequency	Percentage
1	Low	7	16.67	42	100.00
2	Medium	35	84.33	0	0.00
3	High	0	0.00	0	0.00
		Mean: 161.46 days/year		Mean: 83.90 days/year	
		SD: 37.32 days/year		SD: 32.70 days/year	

It is evident from Table 27 and Fig. 21 that before introduction of NREGS, majority (84.33%) of NREGS beneficiaries had medium migration and remaining 16.67 per cent fell under low migration category. After introduction of NREGS, cent (100.00%) per cent of beneficiaries were found to be in low migration category. Nobody fell under medium and high migration categories after introduction of NREGS.

In order to find significance of difference in the migration of NREGS beneficiaries before and after NREGS, the data was subjected to 'Z' test and the results obtained are furnished in Table 28.

Table 28: Significance of difference in the migration of selected NREGS beneficiaries before and after NREGS

Migration	Mean (days/year)	SD (days/year)	'Z' value
Before NREGS	161.46	37.32	10.13**
After NREGS	83.9	32.70	
** Significant at 0.01 level of probability			

Calculated 'Z' value (10.13) of Table 28 was found significant at 1 per cent level of probability indicating that there existed a significant difference in migration of NREGS beneficiaries before and after NREGS.

4.3.2 Indirect Changes

Indirect changes experienced by NREGS beneficiaries were analyzed for five items such as change in empowerment, personal and family security, food security, natural resources and strengthening democracy.

Table 29: Distribution of selected NREGS beneficiaries according to extent of indirect changes experienced (n= 90)

Sl. No.	Category	NREGS Beneficiaries	
		Frequency	Percentage
1	Less (< 20.53)	13	14.44
2	Medium (20.53-29.22)	63	70.00
3	More (> 29.22)	14	15.56
Mean: 24.88		SD: 4.35	

It is evident from Table 29 and Fig. 22 that majority (70.00%) of NREGS beneficiaries experienced medium indirect changes followed by more (15.56%) and less (14.44%) indirect changes.

4.3.2.1 Empowerment

Table 30: Distribution of selected NREGS beneficiaries according to changes in empowerment (n= 90)

Sl. No.	Statements	Decreased		Remained Same		Increased	
		f	%	f	%	f	%
1	Contribution towards the family income	0	0.00	0	0.00	90	100.00
2	Knowledge about development activities	0	0.00	49	54.44	41	45.56
3	Ability to take decision in village and household	0	0.00	67	74.44	23	25.56
4	Ability to operate postal/bank accounts	0	0.00	51	56.67	39	43.33
5	Self reliance	0	0.00	1	1.11	89	98.89
6	Social participation	0	0.00	48	53.33	42	46.67
f = Frequency % = Percentage							

The Table 30 and Fig. 23 revealed that cent (100.00%) per cent of NREGS beneficiaries expressed that their contribution towards the family income increased. Majority (54.44%) of NREGS beneficiaries with regard knowledge about development activities belonged to remained same category and remaining (45.56%) belonging to increased category. Majority (74.44%) of NREGS beneficiaries with regard to the ability to take decision in village or household belonged to remained same category and remaining (25.56%) belonging to increased category. Over ability to operate postal/bank accounts, majority (56.67%) of NREGS beneficiaries belonged to remained same category and remaining (43.33%) belonging to increased category. With regard to self reliance, majority (98.89%) of NREGS beneficiaries belonged to increased category and remaining (1.11%) coming under remained same category. Over

social participation, majority (53.33%) of NREGS beneficiaries belonged to remained same category and rest (46.67%) belonging to increased category.

4.3.2.2 Personal and Family Security

Table 31: Distribution of selected NREGS beneficiaries according to changes in personal and family security (n= 90)

Sl. No.	Statements	Decreased		Remained Same		Increased	
		f	%	f	%	f	%
1	Opportunity for improving the existing house structure	0	0.00	90	100.00	0	0.00
2	Household indebtedness	57	63.33	33	36.67	0	0.00
3	Purchase of household articles	0	0.00	1	1.11	89	98.89
4	Purchase of modern articles like Dish TV, Mobile, etc.	0	0.00	60	66.67	30	33.33
5	Affordability of children education	0	0.00	15	16.67	75	83.33
6	School attendance of children	0	0.00	58	64.44	32	35.56
7	Investment in agriculture and allied enterprises	0	0.00	65	72.22	25	27.78
8	Accessibility to market	0	0.00	90	100.00	0	0.00
9	Opportunity for disabled and old persons get employed	0	0.00	43	47.78	47	52.22
f = Frequency % = Percentage							

The Table 31 and Fig. 24 clearly exhibited that cent (100%) per cent of beneficiaries felt that opportunity for improving the existing house remained same without change. With regard to household indebtedness, majority (63.33%) of beneficiaries belonged to decreased category and remaining (36.67%) stating that it remained same. In respect of purchase of household articles, majority (98.89%) of beneficiaries came under increased category and rest (1.11%) coming under remained same category. Over purchase of modern articles like Dish TV, Mobile, etc., majority (66.67%) of beneficiaries came under remained same category and remaining (33.33%) coming under increased category.

With regard to affordability of children education, majority (83.33%) of beneficiaries came under increased category and rest (16.67%) coming under remained same category. When asked about school attendance of children, majority (64.44%) of beneficiaries felt that it remained same and rest (35.56%) coming under increased category. In case of investment in agriculture and allied enterprises, majority (72.22%) of beneficiaries came under remained same category and rest (27.78%) coming under increased category. Over the accessibility to market, cent (100.00%) per cent of beneficiaries expressed that it remained same. With regard to opportunity for disabled and old persons get employed, majority (52.22%) of beneficiaries mentioned that it increased and rest (47.78%) stating that it remained same.

4.3.2.3 Food Security

Table 32: Distribution of selected NREGS beneficiaries according to changes in food security (n= 90)

Sl. No.	Statement	Decreased		Remained Same		Increased	
		f	%	f	%	f	%
1	Expenditure on food items	0	0.00	0	0.00	90	100.00
f = Frequency		% = Percentage					

The Table 32 and Fig. 25 clearly showed that cent (100.00%) per cent of NREGS beneficiaries felt that expenditure on food items increased due to implementation of NREGS.

Table 33: Comparative distribution of selected NREGS beneficiaries according to their food expenditure before and after NREGS (n= 90)

Sl. No.	Food Expenditure	Before NREGS		After NREGS	
		Frequency	Percentage	Frequency	Percentage
1	Low	05	5.56	0	0.00
2	Medium	68	75.56	42	46.67
3	High	17	18.88	48	53.33
		Mean: 5.62 Rs./week		Mean: 10.52 Rs./week	
		SD: 3.19 Rs./week		SD: 5.24 Rs./week	

It is evident from Table 33 and Fig. 26 that before introduction of NREGS, majority (75.56%) of beneficiaries had medium food expenditure followed by high (18.88%) and low (5.56%) food expenditure. After introduction of NREGS, majority (53.33%) of beneficiaries fell under high food expenditure category and remaining 46.67 per cent medium food expenditure. No one was found in low food expenditure category.

In order to find significance of difference in the food expenditure of beneficiaries before and after NREGS, the data was subjected to 'Z' test and the results obtained are furnished in Table 34.

Table 34: Significance of difference in the food expenditure of selected NREGS beneficiaries before and after NREGS

Food Expenditure	Mean (Rs./week)	SD (Rs./week)	'Z' value
Before NREGS	5.62	3.19	7.57**
After NREGS	10.52	5.24	
** Significant at 0.01 level of probability			

Calculated 'Z' value (7.57) of Table 34 was found significant at 1 per cent level of probability indicating that there existed a significant difference in food expenditure of NREGS beneficiaries before and after NREGS.

4.3.2.4 Natural Resources

Table 35: Distribution of selected NREGS beneficiaries according to changes in natural resources (n= 90)

Sl. No.	Statements	Decreased		Remained Same		Increased	
		f	%	f	%	f	%
1	Opportunity for soil and water conservation	0	0.00	12	13.33	78	86.67
2	Availability of drinking water in your village	0	0.00	40	44.44	50	55.56
3	Water table of the area in your village	0	0.00	57	63.33	33	36.67
4	Agriculture productivity in your village	0	0.00	90	100.00	0	0.00
5	Overall development of the village	0	0.00	0	0.00	90	100.00
f = Frequency		% = Percentage					

The Table 35 and Fig. 27 clearly exhibited that about the overall development of the villages, cent (100.00%) per cent of beneficiaries felt that it increased. Majority (86.67%) of beneficiaries felt that opportunity for soil and water conservation increased. With regard to the availability of drinking water, majority (55.56%) of beneficiaries expressed it increased. When asked about the water table of the area in their village, 36.67 per cent NREGS beneficiaries indicated that it increased. With respect to agricultural productivity in their village, cent (100.00%) per cent of beneficiaries expressed that it remained same.

4.3.2.5 Strengthening Democracy

Table 36: Distribution of selected NREGS beneficiaries according to changes in strengthening democracy (n= 90)

Sl. No.	Statements	Decreased		Remained Same		Increased	
		f	%	f	%	f	%
1	Priority to the Gram Sabha in selection of works	0	0.00	10	11.11	80	88.89
2	People's participation in the preparation of projects	0	0.00	45	50.00	45	50.00
3	Allotment of works through Gram Panchayat	0	0.00	50	55.56	40	44.44
4	Involvement of local MP/MLAs and PRI members	50	55.56	40	44.44	0	0.00
f = Frequency		% = Percentage					

The Table 36 and Fig. 28 clearly indicated that majority (88.89%) of beneficiaries experienced that priority to the Gram Sabha in selection of works increased. With respect to people's participation in the preparation of projects, an equal percentage (50.00%) of beneficiaries said that it remained same and increased, respectively. With regard to allotment of works through Gram Panchayat, majority (55.56%) of beneficiaries felt that it remained same and rest (44.44%) stating that it increased. When asked about involvement of local MP/MLAs and PRI members, majority (55.56%) of beneficiaries expressed that it decreased and rest (44.44%) stating that it remained same.

4.4 CASE STUDY OF SELECTED TYPICAL CASES AMONG THE NREGS BENEFICIARIES

Fourth objective of the study was to study the implementation of NREGS with the help of selected cases. To fulfill this objective, five cases were selected to make case studies of them. Preliminary information regarding these cases was presented in this chapter and details of case studies were presented in 'discussion' chapter.

4.4.1 Case Let - I

1) Profile of case let- I:

- 1) Name : Vimal Sawalaram Patil
- 2) Village : Pahare Block : Bhivandi
- 3) Age completed : 40 years
- 4) Gender : Female
- 5) Education : 12th
- 6) Type of family : Joint family
- 7) Size of family : 7 members
- 8) Major Occupation : Farming
- 9) Land holding : a) Wet land: 0 acres
b) Dry land: 5 acres
c) Total land: 5 acres
- 10) Annual Income : a) Before NREGS: Rs. 10,000/-
b) After NREGS: Rs. 22,000/-

2) Source of information about NREGS: Gram Sabha

3) Working status of the beneficiary in NREGS:

Sl. No.	Type of work	No. of working days	Wage rate (Rs. /day)
1	Farm pond construction	30	105

4) Changes in personal and family living due to NREGS:

- a) Increased contribution towards the family income.
- b) Increased ability to take decision in village and household.
- c) Decreased household indebtedness.
- d) Increased expenditure on food items.

- e) Increased investment in agriculture and allied enterprises.
- f) Increased family income due to fish farming.
- g) Increased opportunity for vegetable cultivation on small scale due to availability water.

5) Changes in social living due to NREGS:

- a) Recognition by others.
- b) Increased social participation.
- c) Increased market accessibility.

6) Impression regarding NREGS activities taken up in the village:

Sl. No.	Work Activities	Impression
1	Water conservation and Water harvesting works	Long lasting impact on control of soil erosion, availability of water and ground water table.
2	Drought proofing / Tree plantation works	Helped in restoring ecological balance.

7) Suggestions for work activities to be taken up under NREGS:

- a) Give priority to water and soil conservation works as it helps to enhance the agricultural productivity.
- b) Horticultural works, it creates steady income source for poor people.

8) Operational problems faced during implementation of NREGS and suggestions to overcome them for effective implementation of NREGS:

Sl. No.	Problems	Suggestions
1	Non- provision of 100 days employment.	Fulfillment of 100 days employment guarantee
2	Non -payment wages in form of grains	Payment of wages in cash and grain

9) Opinion about overall performance of NREGS: Satisfactory.

4.4.2 Case Let - II

1) Profile of case let- II:

- 1) Name : Govind Rama Charaskar
- 2) Village : Varsale Block : Wada
- 3) Age completed : 28 years
- 4) Gender : Male
- 5) Education : 10th
- 6) Type of family : Joint family
- 7) Size of family : 5 members
- 8) Occupation : a) Major: Farming
b) Subsidiary: Labour
- 9) Land holding : a) Wet land: 0 acres
b) Dry land: 2 acres
c) Total land: 2 acres
- 10) Annual Income : a) Before NREGS: Rs. 7,500/-
b) After NREGS: Rs. 19,500/-

2) Source of information about NREGS: Gram Sabha

3) Working status of the beneficiary in NREGS:

Sl. No.	Type of work	No. of working days	Wage rate (Rs. /day)
1	Farm pond construction	50	120/-
2	Forest nursery	45	120/-

4) Changes in personal and family living due to NREGS:

- a) Increased contribution towards family income.
- b) Increased number of employed persons in the family.
- c) Increased standard of living.

- d) Purchased second hand jeep for transport purpose.
- e) Got marry due increase in income.

5) Changes in social living due to NREGS:

- a) Recognition by others.
- b) Increased respect in the society.
- c) Increased self reliance.

6) Impression regarding NREGS activities taken up in the village:

Sl. No.	Work Activities	Impression
1	Water conservation and Water harvesting works	Long lasting impact on control of soil erosion, availability of water and ground water table.
2	Drought proofing / Tree plantation works	Helped in restoring ecological balance and providing employment to the people.
3	Land development works	Enhanced opportunity for individual land development.
4	Rural roads	Enhance accessibility to urban markets

7) Suggestions for work activities to be taken up under NREGS:

- a) Works that yield steady employment, income to the rural poors and facilitate them to start their self business must be taken up.

8) Operational problems faced during implementation of NREGS and suggestions to overcome them for effective implementation of NREGS:

Sl. No.	Problems	Suggestions
1	100 days employment is not sufficient.	Extend the limit of 100 days employment guarantee.
2	Non-agricultural works	Priority for agricultural works.

9) Opinion about overall performance of NREGS: Satisfactory.

4.4.3 Case Let - III

1) Profile of case let- III:

- 1) Name : Yashwant Dhavalu Mohandkar
- 2) Village : Hiradpada Block : Jawhar
- 3) Age completed : 30 years
- 4) Gender : Male
- 5) Education : M. A.
- 6) Type of family : Joint family
- 7) Size of family : 6 members
- 8) Occupation : a) Major: Farming
b) Subsidiary: Labour
- 9) Land holding : a) Wet land: 0 acres
b) Dry land: 3 acres
c) Total land: 3 acres
- 10) Annual Income : a) Before NREGS: Rs. 8,500/-
b) After NREGS: Rs. 12,800/-

2) Source of information about NREGS: Gram Sabha

3) Working status of the beneficiary in NREGS:

Sl. No.	Type of work	No. of working days	Wage rate (Rs. /day)
1	Farm pond construction	30	105/-
2	Majagi (Rice field bunding)	45	105/-

4) Changes in personal and family living due to NREGS:

- a) Increased contribution towards family income.
- b) Opportunity to pursue higher education.
- c) Increased standard of living.

- d) Got marriage properly due to increase in income.
- 5) Changes in social living due to NREGS:
- Recognition by others.
 - Increased respect in the society.
 - Increased self reliance.
 - He got good government job due to completion of education.
- 6) Impression regarding NREGS activities taken up in the village:

Sl. No.	Work Activities	Impression
1	Water conservation and Water harvesting works	Long lasting impact on control of soil erosion, availability of water and ground water table.
2	Drought proofing / Tree plantation works	Helped in restoring ecological balance and providing employment source to the people.
3	Land development works	Enhanced opportunity for individual land development.
4	Rural roads	Enhance accessibility to urban markets

7) Suggestions for work activities to be taken up under NREGS :

- Works that provide steady employment and income to the rural poor like horticultural works, land developments works and plantation works through Gram Panchayat.

8) Operational problems faced during implementation of NREGS and suggestions to overcome them for effective implementation of NREGS:

Sl. No.	Problems	Suggestions
1	100 days employment is not sufficient.	Extend the limit of 100 days employment.
2	Long distance of work sites	Work sites should be nearer to village.
3	Delay in payment of wages	Timely payment of wages.

9) Opinion about overall performance of NREGS: Satisfactory.

4.4.4 Case Let - IV

1) Profile of case let- IV:

- 1) Name : Sitaram Shiva Jadhav
- 2) Village : Tulyacha Pada Block : Mokhada
- 3) Age completed : 60 years
- 4) Gender : Male
- 5) Education : Illiterate
- 6) Type of family : Joint family
- 7) Size of family : 6 members
- 8) Occupation : a) Major: Farming
b) Subsidiary: Labour
- 9) Land holding : a) Wet land: 0 acres
b) Dry land: 3 acres
c) Total land: 3 acres
- 10) Annual Income : a) Before NREGS: Rs. 6,000/-
b) After NREGS: Rs. 17,300/-

2) Source of information about NREGS: Gram Sabha

3) Working status of the beneficiary in NREGS:

Sl. No.	Type of work	No. of working days	Wage rate (Rs. /day)
1	Farm pond construction	30	105/-
2	Majagi (Rice field bunding)	40	105/-

4) Changes in personal and family living due to NREGS:

- a) Increased Contribution towards family income.

- b) About 1.5 acre land came under cultivation due to land development works.
- c) Increased agricultural income.
- d) Increased opportunity for vegetable cultivation on small scale.

5) Changes in social living due to NREGS:

- a) Recognition by others.
- b) Increased self reliance.
- c) Improved economic and social status.

6) Impression regarding NREGS activities taken up in the village:

Sl. No.	Work Activities	Impression
1	Water conservation and Water harvesting works	Long lasting impact on control of soil erosion, availability of water and ground water table.
2	Drought proofing / Tree plantation works	Helped in restoring ecological balance and providing employment source to the people.
3	Land development works	Enhanced opportunity for individual land development.
4	Rural roads	Enhance accessibility to urban markets

7) Suggestions for work activities to be taken up under NREGS:

- a) Works that provide steady employment and income to the rural poors like horticultural works, land developments works and plantation works through Gram Panchayat. More works should be related to agriculture.

8) Operational problems faced during implementation of NREGS and suggestions to overcome them for effective implementation of NREGS:

Sl. No.	Problems	Suggestions
1	100 days employment is not sufficient.	Extend the limit of 100 days employment.
2	Long distance of work sites	Work sites should be nearer to village.
3	Delay in payment of wages	Timely payment of wages.

9) Opinion about overall performance of NREGS: Satisfactory.

4.4.5 Case Let - V

1) Profile of case let -V:

- 1) Name : Shevanti Narayan Wad
- 2) Village : Hiradpada Block : Jawhar
- 3) Age completed : 55 years
- 4) Gender : Female
- 5) Education : Illiterate
- 6) Type of family : Nuclear family
- 7) Size of family : 2 members
- 8) Major Occupation : Landless labourer
- 9) Annual Income : a) Before NREGS: Rs. 4,000/-
b) After NREGS: Rs. 9,900/-

2) Source of information about NREGS: Gram Sabha.

3) Working status of the beneficiary in NREGS:

Sl. No.	Type of work	No. of working days	Wage rate (Rs. /day)
1	Majagi (Rice field bunding)	20	105/-
2	Forest nursery	70	105/-

4) Changes in personal and family living due to NREGS:

- a) Increased contribution towards family income.
- b) Became happy due to employment available for old people.
- c) Income increased due to selling of milk.
- d) Purchased 5 goats and started goat rearing.

5) Changes in social living due to NREGS:

- a) Recognition by others.
- b) Increased respect in the society.
- c) Increased self reliance.

6) Impression regarding NREGS activities taken up in the village:

Sl. No.	Work Activities	Impression
1	Water conservation and Water harvesting works	Long lasting impact on control of soil erosion, availability of water and ground water table.
2	Drought proofing / Tree plantation works	Helped in restoring ecological balance and providing employment source to the people.
3	Land development works	Enhanced opportunity for individual land development.
5	Earthen field bunds, Stone bunding of fields, etc.	Helped in holding of water in the paddy field.
4	Rural roads	Enhance accessibility to urban markets
5	Earthen field bunds , stone bunding of fields, etc.	Helped in holding of water in the paddy field.

7) Suggestions for work activities to be taken under NREGS:

- a) Even though employment opportunities for old and disabled persons increased, works allocation shall be in accordance with their capabilities.

8) Operational problems faced during implementation of NREGS and suggestions to overcome them for effective implementation of NREGS:

Sl. No.	Problems	Suggestions
1	100 days employment is not sufficient.	Extend the limit of 100 days employment.
2	Long distance of work sites	Work sites should be nearer to village.
3	Delay in payment of wages	Timely payment of wages.

9) Opinion about overall performance of NREGS: Satisfactory.

**4.5 OPERATIONAL PROBLEMS IN IMPLEMENTATION OF NREGS
AS PERCEIVED BY THE PEOPLE’S REPRESENTATIVES,
OFFICIALS AS WELL AS BY THE BENEFICIARIES AND THEIR
SUGGESTIONS TO OVERCOME THESE PROBLEMS**

**4.5.1 Operational Problems in Implementation of NREGS as Perceived by
Selected NREGS Beneficiaries**

**Table 37: Distribution of the selected NREGS beneficiaries according operational
problems perceived by them (n=90)**

Sl. No.	Problems	Frequency	Percentage
1	Late payment of wages.	85	94.44
2	Non-payment of wages in the form of grains.	76	84.44
3	Non- provision of 100 days work.	74	82.22
4	Long distances of work sites.	60	66.67
5	Delay in allotment of work.	33	36.67
6	Non- payment of 10% extra wages for works outside the 5Km. radius.	31	34.44
7	Non-provision of Crèche facility.	26	28.89
8	Poor Work site facilities.	19	21.11
9	No opportunity to get employment more than 100 days.	18	20.00
10	Delay in disposal of beneficiaries complaints.	17	18.89
11	Registration is not open in the Gram Panchayat on an ongoing basis.	13	14.44
12	Migration of labourers due to non-provision of works under NREGS.	12	13.33
13	Non-payment of wages.	7	7.78
14	Payment of same wages for all kinds of works.	3	3.33
15	Low payment of wages.	1	1.11
16	Non- payment of unemployment allowance.	1	1.11

Table 37 clearly showed that operational problems perceived by selected NREGS beneficiaries during the implementation of NREGS were late payment of wages (94.44%) followed by non-payment of wages in the form of grains (84.44%), non- provision of 100 days work (82.22%), long distances of work sites (66.67%), delay in allotment of work (36.67%), non- payment of 10% extra wages for works outside the 5km. radius (34.44%), non-provision of Crèche facility (28.89%), poor work site facilities (21.11%), no opportunity to get employment more than 100 days (20.00%), delay in disposal of beneficiaries' complaints (18.89%), registration is not open in the Gram Panchayat on an ongoing basis (14.44%), migration of labourers due to non-provision of works under NREGS (13.33%), non-payment of wages (7.78%), payment of same wages for all kinds of works (3.33%), low payment of wages (1.11%) and non- payment of unemployment allowance (1.11%), respectively.

4.5.2 Suggestions of Selected NREGS Beneficiaries to Overcome the Operational Problems Perceived by them

Table 38: Distribution of selected NREGS beneficiaries according to their suggestions to overcome the operational problems perceived by them

(n=90)

Sl. No.	Suggestions	Frequency	Percentage
1	Timely payment of wages.	85	94.44
2	Payment of wages in cash and grains.	76	84.44
3	Fulfillment of 100 days employment guarantee.	74	82.22
4	Provision of works through Gram Panchayat nearer to the residence.	60	66.67
5	Timely allotment of works.	33	36.67
6	Payment of extra wages for long distance work sites.	31	34.44
7	Provision of Crèche facility.	26	28.89

8	Provision of necessary work site facilities.	19	21.11
9	Provision of sufficient employment in own village.	19	21.11
10	Extend the limit of 100 days employment guarantee.	18	20.00
11	Grievance redressal mechanism should be nearer.	17	18.89
12	Registration should be open in the Gram Panchayat on an ongoing basis.	13	14.44
13	Payment of wages should be according to kind of works.	3	3.33
14	Timely payment of unemployment allowance.	1	1.11

Table 38 clearly showed that the suggestions given by selected NREGS beneficiaries to overcome the operational problems perceived by them during the implementation of NREGS were timely payment of wages (94.44%) followed by payment of wages in cash and grains (84.44%), fulfillment of 100 days employment guarantee (82.22%), provision of works through Gram Panchayat nearer to the residence (66.67%), timely allotment of works (36.67%), payment of extra wages for long distance work sites (34.44%), provision of Crèche facility (28.89%), provision of necessary work site facilities (21.11%), provision of sufficient employment in own village (21.11%), grievance redressal mechanism should be nearer (18.89%), registration should be open in the Gram Panchayat on an ongoing basis (14.44%), payment of wages should be according to kind of works (3.33%) and timely payment of unemployment allowance (1.11%), respectively.

4.5.3 Operational Problems Perceived by the Selected People's Representatives During Implementation of NREGS

Table 39: Distribution of the selected People's Representatives according operational problems perceived by them (n=20)

Sl. No.	Problems	Frequency	Percentage
1	Illiteracy of the people.	20	100.00
2	Absence of Village Monitoring Committee.	20	100.00
3	Lack of co-operation and conflicts between groups of people.	20	100.00
4	Allocation of less number of works through Gram Panchayat.	18	90.00
5	Limited work activities to be under taken in NREGS which may not be available at the village level.	17	85.00
6	Inability to ensure 100 days employment guarantee.	15	75.00
7	Diversion of NREGS fund for other works by block authorities.	13	65.00
8	Lack of trained technical staff at village level.	11	55.00
9	Corruption at block and district levels.	8	40.00

Table 39 clearly indicated that the operational problems perceived by selected People's Representatives during the implementation of NREGS were illiteracy of the people, absence of Village Monitoring Committee and lack of co-operation and conflicts between groups of people (100.00% each) followed by allocation of less number of works through Gram Panchayat (90.00%), limited work activities to be under taken in NREGS which may not be available at the village level (85.00%), inability to ensure 100 days employment guarantee (75.00%), diversion of NREGS fund for other works by block authorities (65.00%), lack of trained technical staff at village level (55.00%) and corruption at block and district levels (40.00%), respectively.

4.5.4 Suggestions of the Selected People's Representatives to Overcome the Operational Problems Perceived by them

Table 40: Distribution of selected People's Representatives according to their suggestions to overcome the operational problems perceived by them

(n=20)

Sl. No.	Suggestions	Frequency	Percentage
1	Organisation of literacy programmes like "Sarva Shiksha Abhiyan" at village level.	20	100.00
3	Obtaining people's co-operation in solving the conflicts among them through Gram Sabha.	20	100.00
2	Setting up of Village Monitoring Committee for better supervision.	19	95.00
4	Allocation of more than 50 per cent of works through Gram Panchayat.	18	90.00
5	Introduction of 'Wage Subsidy' to the farming community by applying NREGS workforce.	17	85.00
6	Enhancing minimum limit of 14 days and maximum limit of 100 days employment guarantee to higher side.	15	75.00
7	Appointment of trained technical staff at village level on permanent basis.	13	65.00
8	Timely supervision at block and district levels.	13	65.00

Table 40 clearly showed that the suggestions given by selected People's Representatives to overcome the operational problems perceived by them during the implementation of NREGS were organisation of literacy programmes like "Sarva Shiksha Abhiyan" at village level and obtaining people's co-operation in solving the conflicts among them through Gram Sabha (100.00% each) followed by setting up of Village Monitoring Committee for better supervision (95.00%), allocation of more than 50 per cent of works through Gram Panchayat (90.00%), introduction of 'Wage Subsidy' to the farming community by applying NREGS workforce (85.00%), enhancing minimum limit of 14 days and maximum limit of 100 days employment guarantee to higher side (75.00%), appointment of trained

technical staff at village level on permanent basis and timely supervision at block and district levels (65.00% each), respectively.

4.5.5 Problems Perceived by the Selected Officials from Village to District Levels During Implementation of NREGS

Table 41: Distribution of selected officials according operational problems perceived by them (n=31)

Sl. No.	Problems	Frequency	Percentage
1	Illiteracy of the people.	31	100.00
2	Non- availability of staff on contract basis.	31	100.00
3	Non- availability of funds in time.	28	90.32
4	More and weak documentation.	25	80.65
5	Delay in payment of wages to the workers.	24	77.42
6	Lack of timely training.	20	64.52
7	Under payment of salaries to NREGS staff.	20	64.52
8	Lack of co-operation from people's groups and social organisations.	16	51.61
9	Lack of technical facilities.	15	48.39
10	Bogus registration of families.	13	41.94
11	Lack of co-operation from the implementing agencies like agricultural department, forest department, etc.	10	32.26
12	No administrative and financial powers transferred to JPC from DPC.	6	19.35
13	Poor infrastructure facilities at JPC office.	1	3.23

Table 41 clearly indicated that the operational problems perceived by selected officials during the implementation of NREGS were illiteracy of the people and non- availability of staff on contract basis (100.00% each) followed by non availability of funds in time (90.32%), more and weak documentation (80.65%), delay in payment of wages to the workers (77.42%), lack of timely training and under payment of salaries to NREGS staff (64.52% each), lack of co-operation from people's groups and social organisations (51.61%), lack of

technical facilities (48.39%), bogus registration of families (41.94%), lack co-operation from the implementing agencies like agricultural department, forest department, etc. (32.26%), no administrative and financial powers transferred to JPC from DPC (19.35%) and poor infrastructure facilities at JPC office (3.23%), respectively.

4.5.6 Suggestions of the Selected Officials from Village to District Levels to Overcome the Operational Problems Perceived by them

Table 42: Distribution of selected officials according to their suggestions to overcome the operational problems perceived by them (n=31)

Sl. No.	Suggestions	Frequency	Percentage
1	Organisation of literacy programmes like “Sarva Shiksha Abhiyan” at village level.	31	100.00
2	Appointment of adequate trained staff on permanent basis.	31	100.00
3	Timely allocation of sufficient funds.	28	90.32
4	Synchronization of related documents.	25	80.65
5	Timely training to the staff in accordance with their needs.	24	77.42
6	Extending the 4 per cent limit of administrative cost.	20	64.52
7	Organisation of weekly Gram Sabha.	20	64.52
8	Appointment of separate NREGS staff at village level for 20-25 villages.	18	58.06
9	Opening of postal accounts of those who are on work instead of all registered families.	18	58.06
10	Provision of technical facilities.	16	51.61
11	Collection of fine for bogus registration on par with unemployment allowance.	15	48.39
12	Division of works among line and staff departments.	13	41.94
13	Organisation of capacity building sessions for elected members and officials through training sessions and exposure visits.	6	19.35
14	Giving sufficient administrative and financial powers to JPC.	6	19.35
15	Strengthening of JPC Office.	1	3.23

Table 42 clearly showed that the suggestions given by selected officials to overcome the operational problems perceived by them during the implementation of NREGS were organisation of literacy programmes like “Sarva Shiksha Abhiyan” at village level and appointment of adequate trained staff on permanent basis (100.00% each) followed by timely allocation of sufficient funds (90.32%), synchronization of related documents (80.65%), timely training to the staff in accordance with their needs (77.42%), extending the 4 per cent limit of administrative cost and organisation of weekly Gram Sabha (64.52% each), appointment of separate NREGS staff at village level for 20-25 villages and opening of postal accounts of those who are on work instead of all registered families (58.06% each), provision of technical facilities (51.61%), collection of fine for bogus registration on par with unemployment allowance (48.39%), division of works among line and staff departments (41.94%), organisation of capacity building sessions to elected members and officials through training sessions and exposure visits and giving sufficient administrative and financial powers to JPC (19.35% each) and strengthening of JPC Office (3.23%), respectively.

Table 6: Distribution of selected NREGS beneficiaries according to their profile characteristics

(n= 90)

Sl. No.	Variables	Categories	Frequency	Percentage
1	Age	Young age (18-35 years)	44	48.89
		Middle age (36 - 58 years)	39	43.33
		Old age (> 58 years)	7	7.78
2	Gender	Female	48	53.33
		Male	42	46.67
3	Education	Illiterate	58	64.44
		Primary education	5	5.56
		Secondary education	25	27.78
		Intermediate education	2	2.22
		Graduation	0	0.00
4	Type of Family	Nuclear family	30	33.33
		Joint family	60	66.67
5	Size of Family	Small (< 4 members)	29	32.22
		Medium (5-8 members)	52	57.78
		Large (> 9 members)	9	10.00
6	Occupation	Farming	35	38.89
		Landless labourer	31	34.44
		Farming + Landless labourer	24	26.67
7	Land Holding	Landless	31	34.44
		Marginal farmer (< 2.5 acres)	20	22.22
		Small farmer (2.6 – 5.0 acres)	33	36.67
		Big farmer (> 5.0 acres)	6	6.67
8	Income (\bar{X} = Rs. 16230, σ = Rs. 3090)	Low (< Rs. 13140)	10	11.11
		Medium (Rs. 13140 – Rs. 19320)	64	71.11
		High (> Rs. 19320)	16	17.78
9	Socio-Politico Participation (\bar{X} = 3.8, σ = 1.3)	Low (< 2.5)	8	8.89
		Medium (2.5-5.1)	75	83.33
		High (> 5.1)	7	7.78
10	Level of Aspiration (\bar{X} = 17.59, σ = 3.67)	Low (< 13.92)	7	7.78
		Medium (13.92-21.26)	72	80.00
		High (> 21.26)	11	12.22

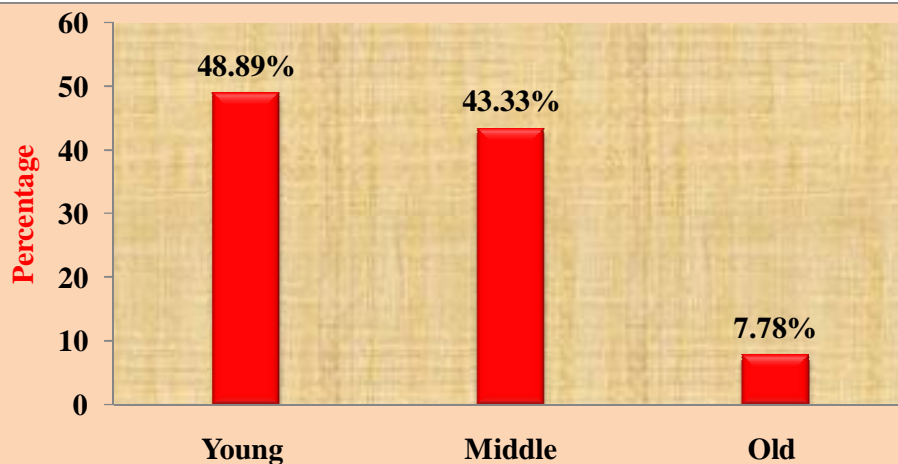


Fig. 4: Distribution of selected beneficiaries according to their age

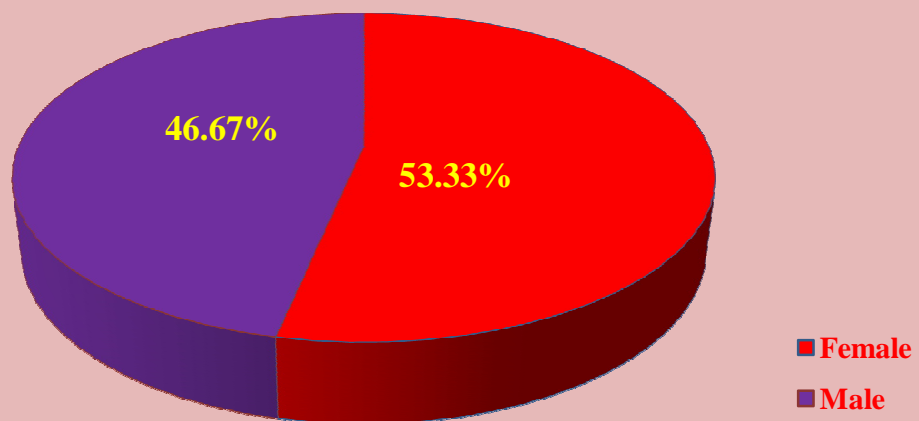


Fig. 5: Distribution of selected NREGS beneficiaries according to their gender

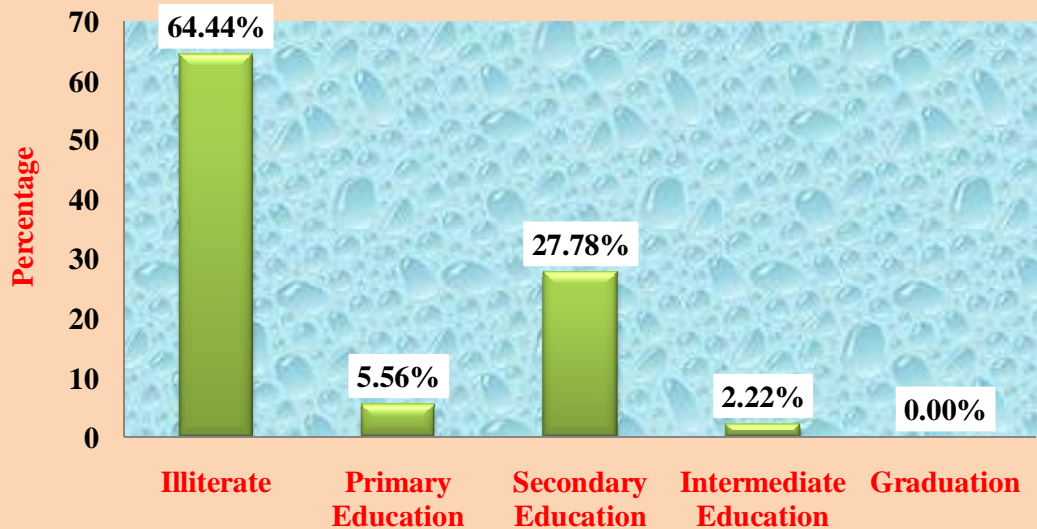
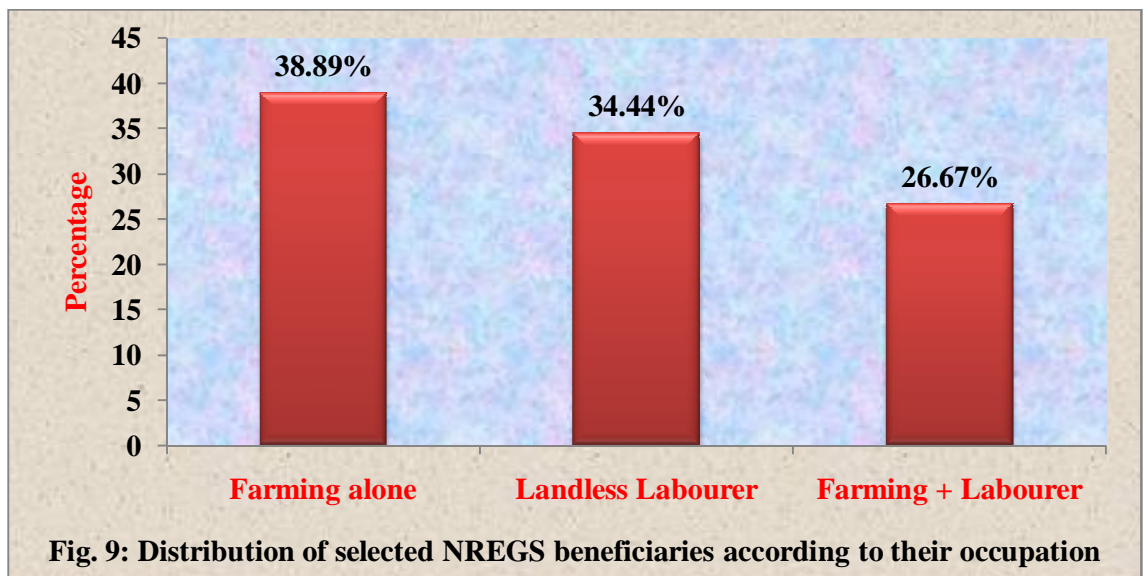
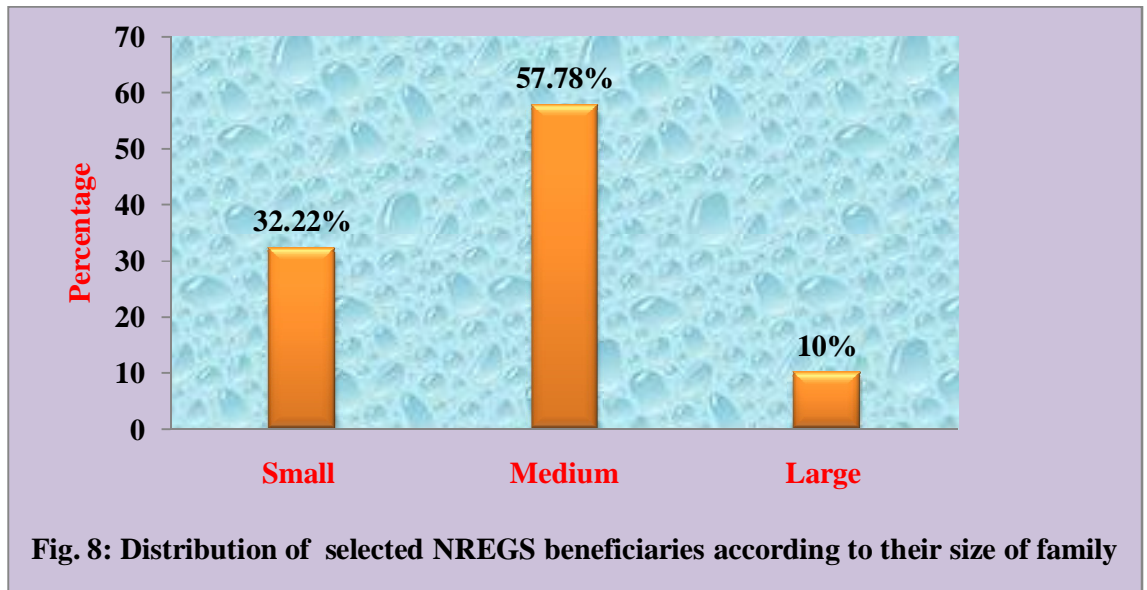
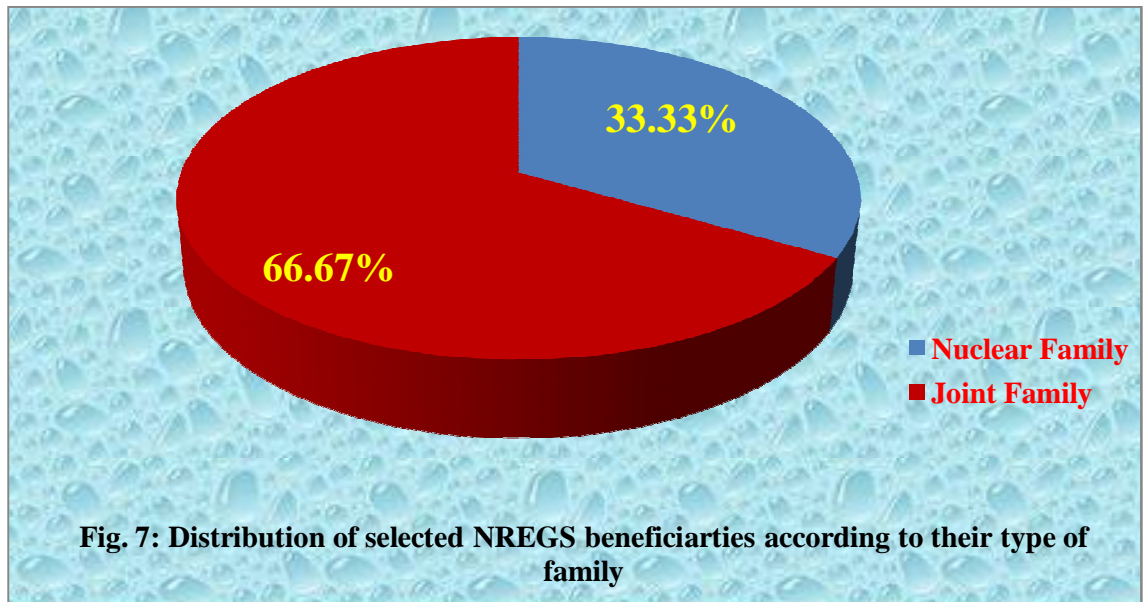
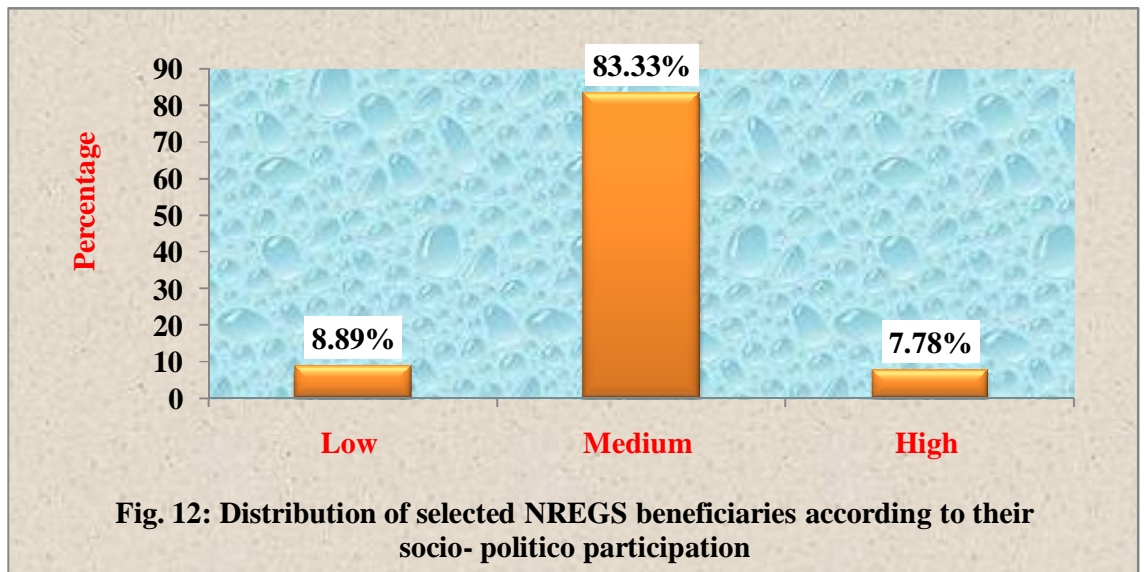
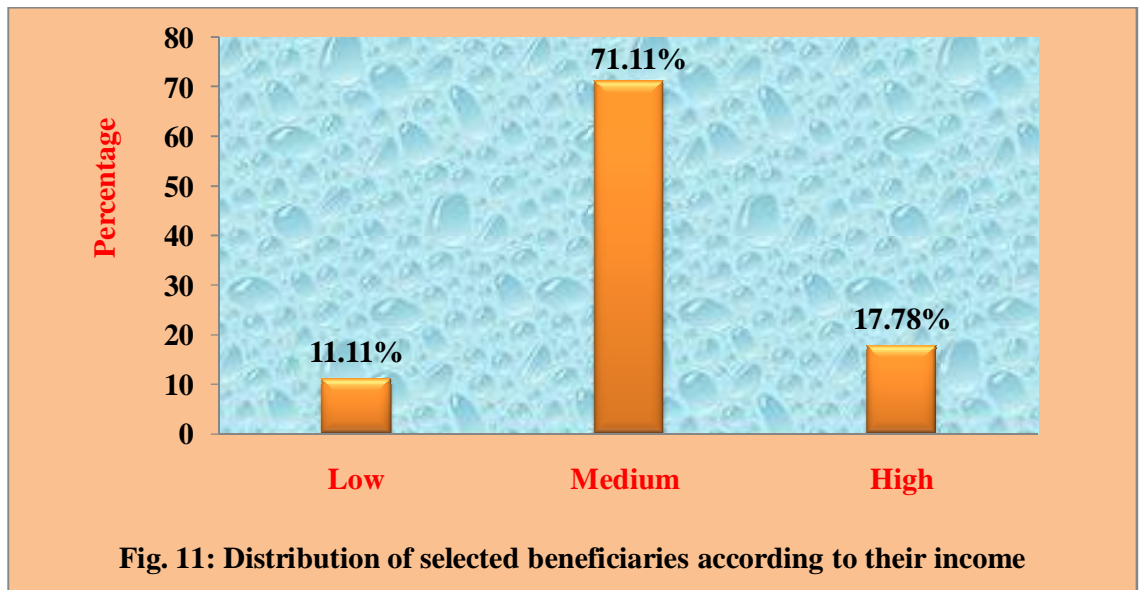
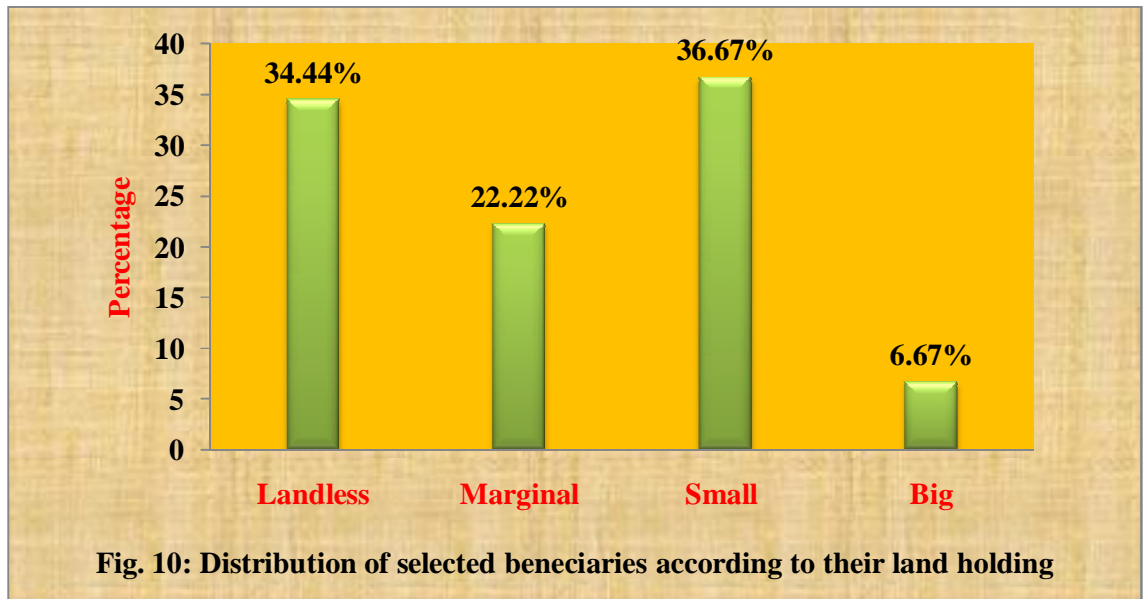
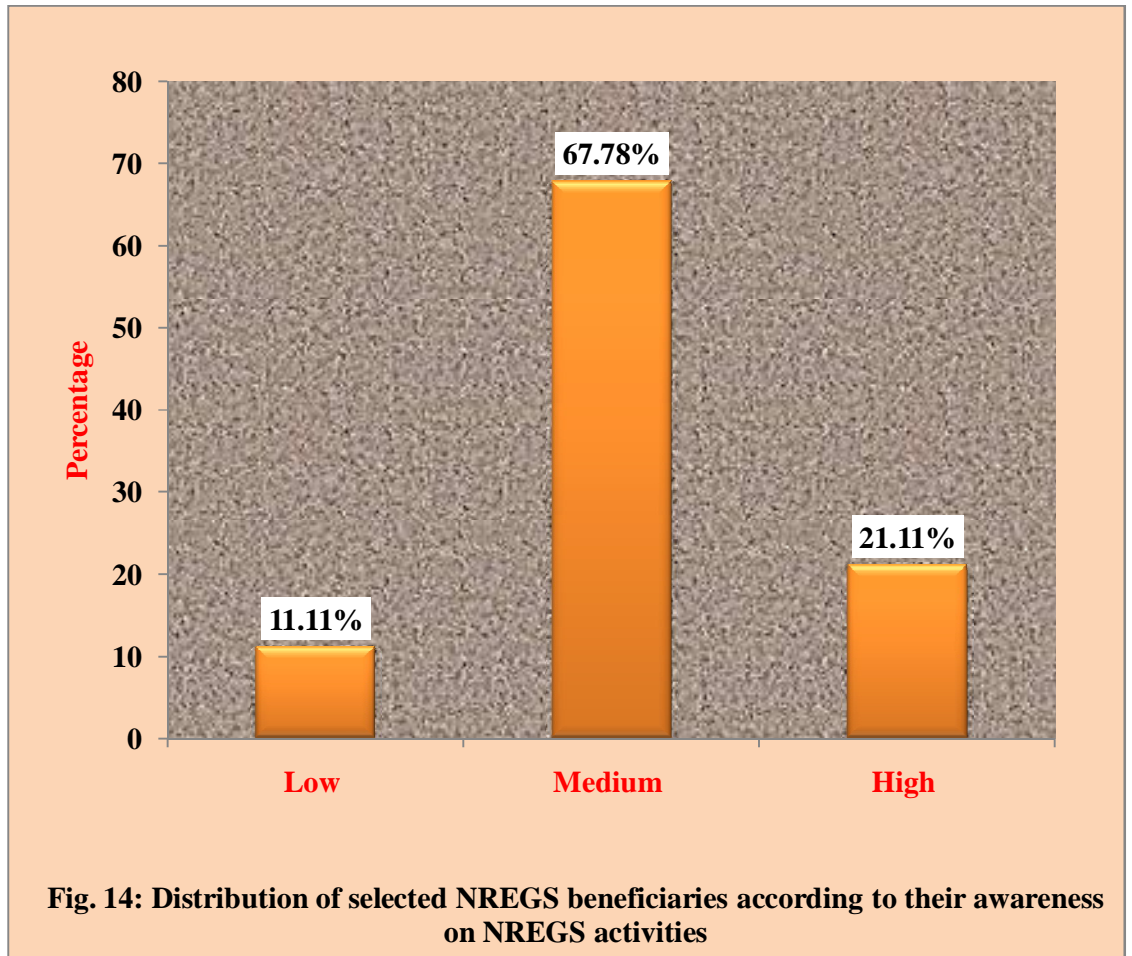
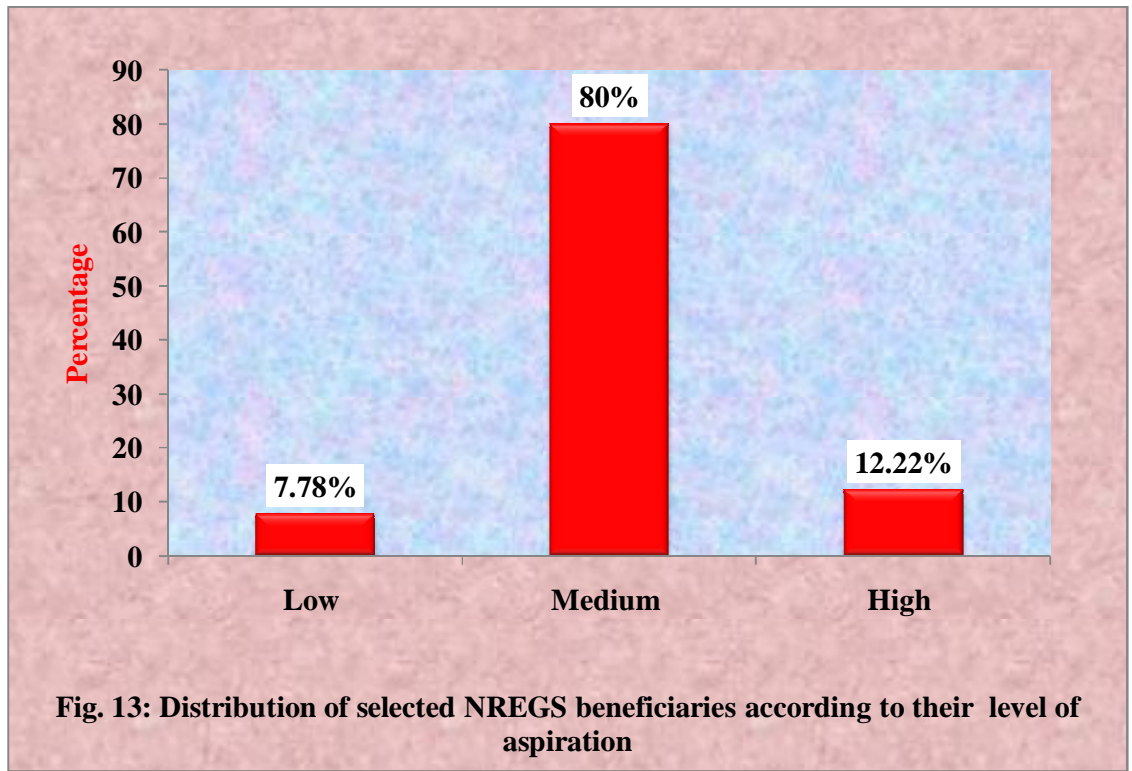
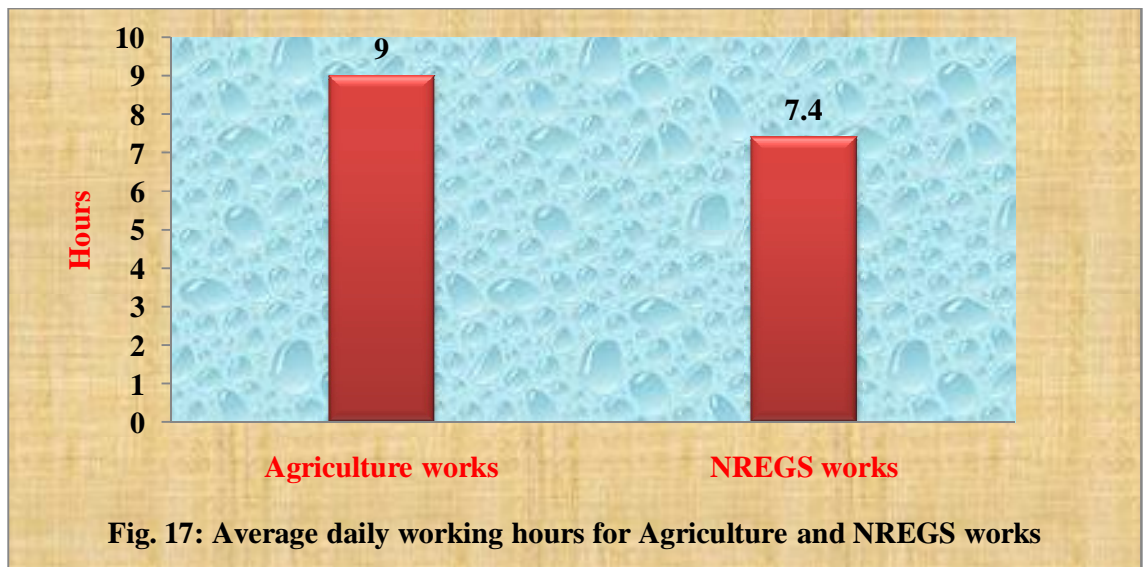
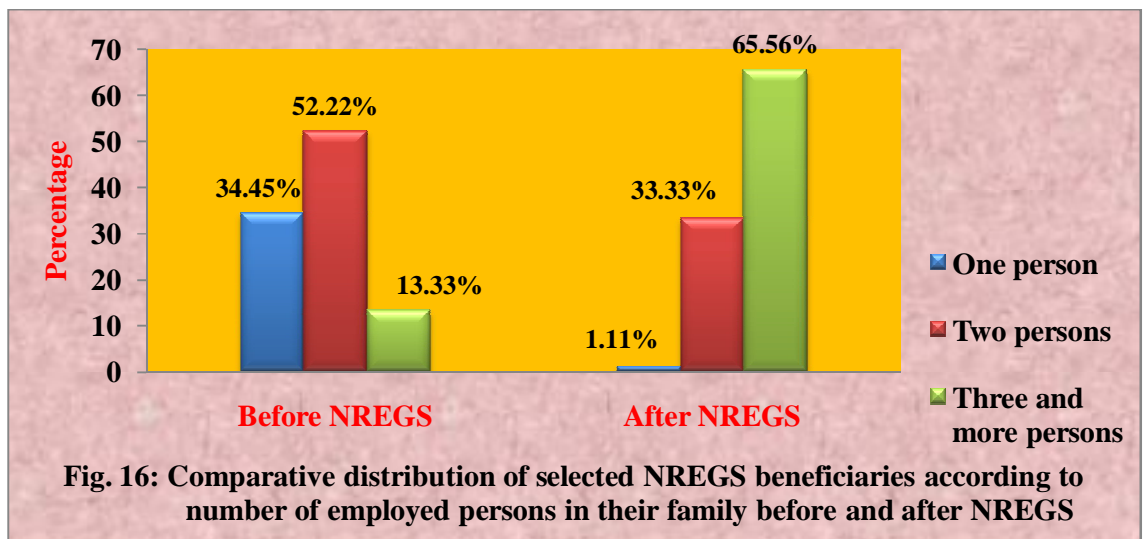
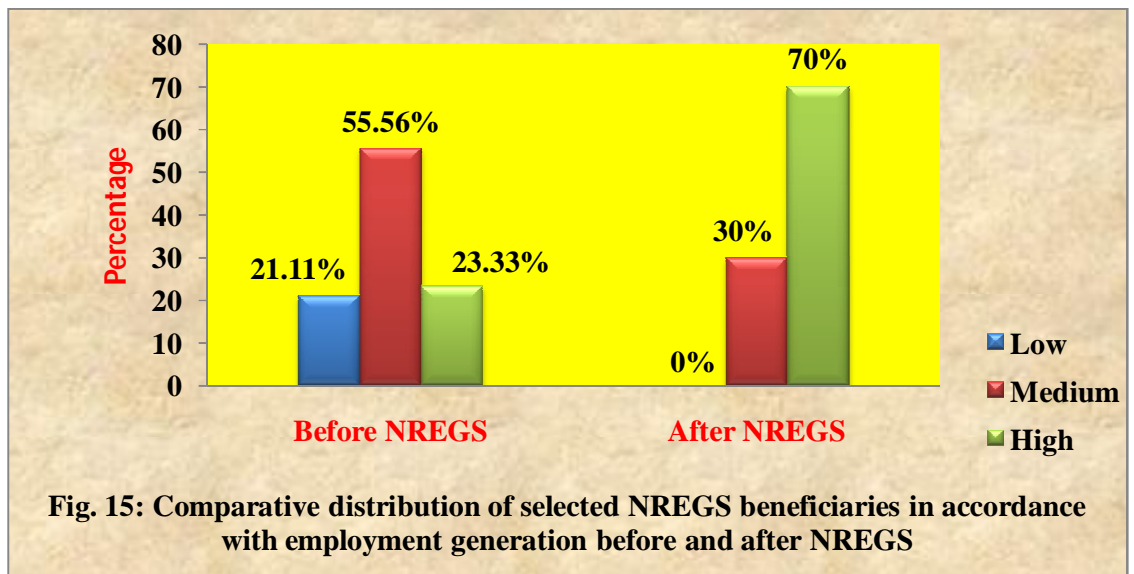


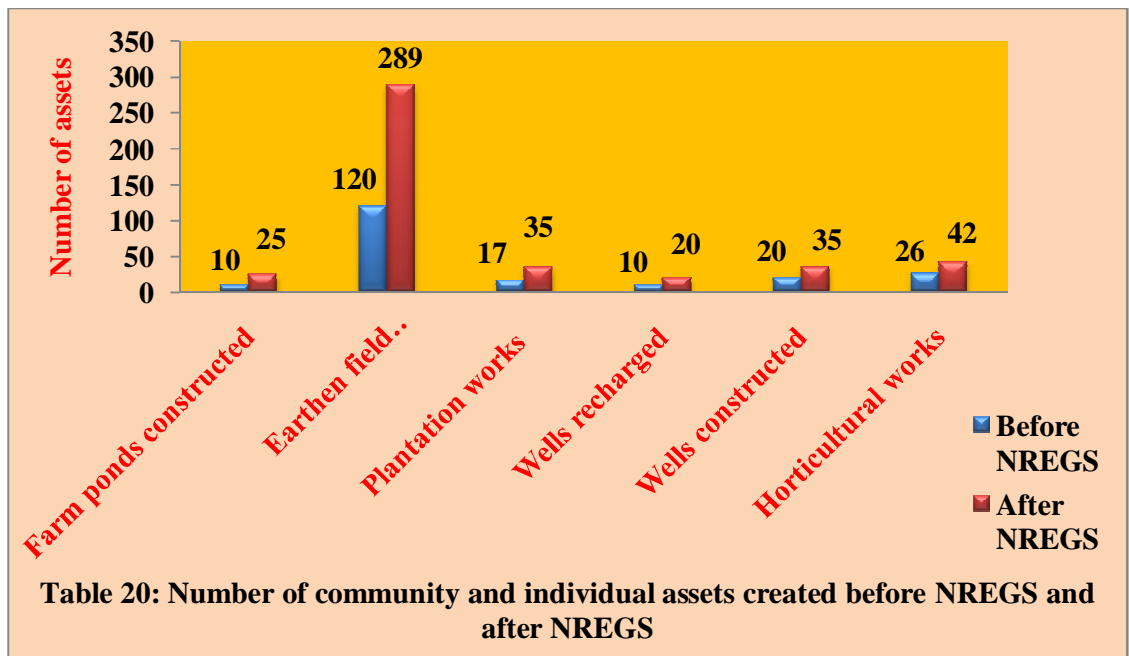
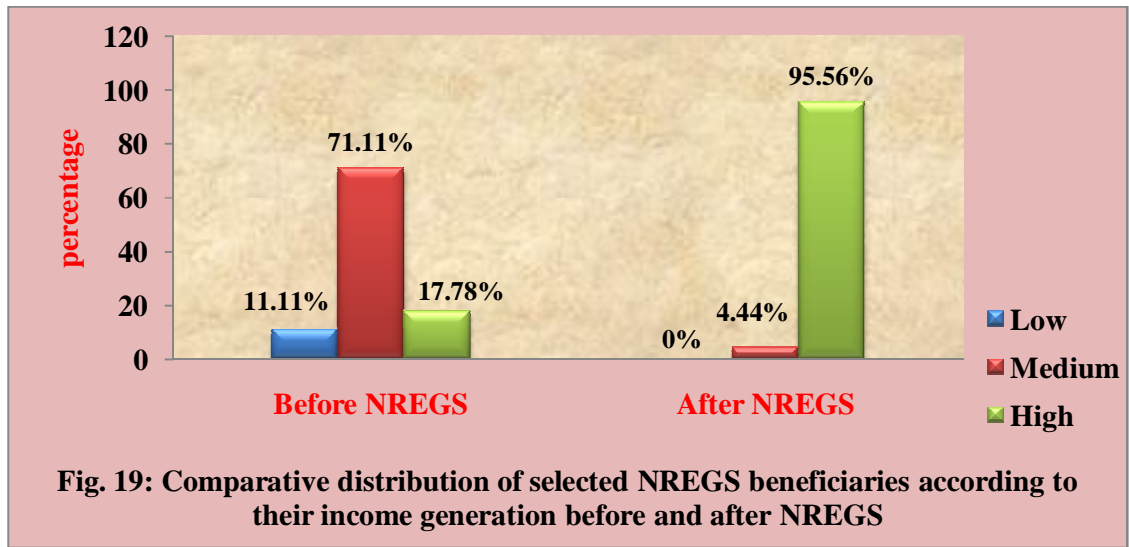
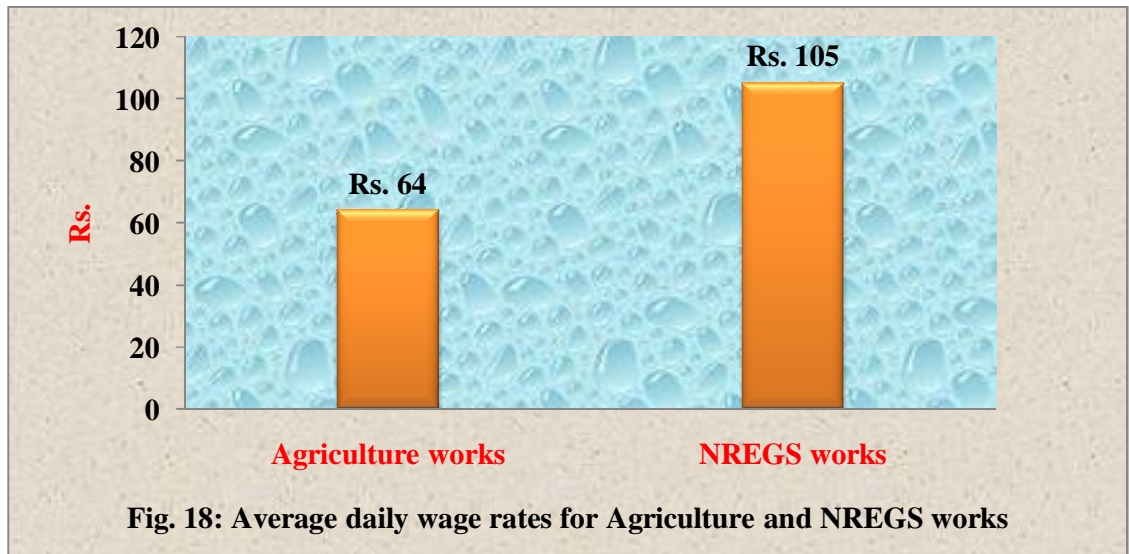
Fig. 6: Distribution of selected NREGS beneficiaries according to their education

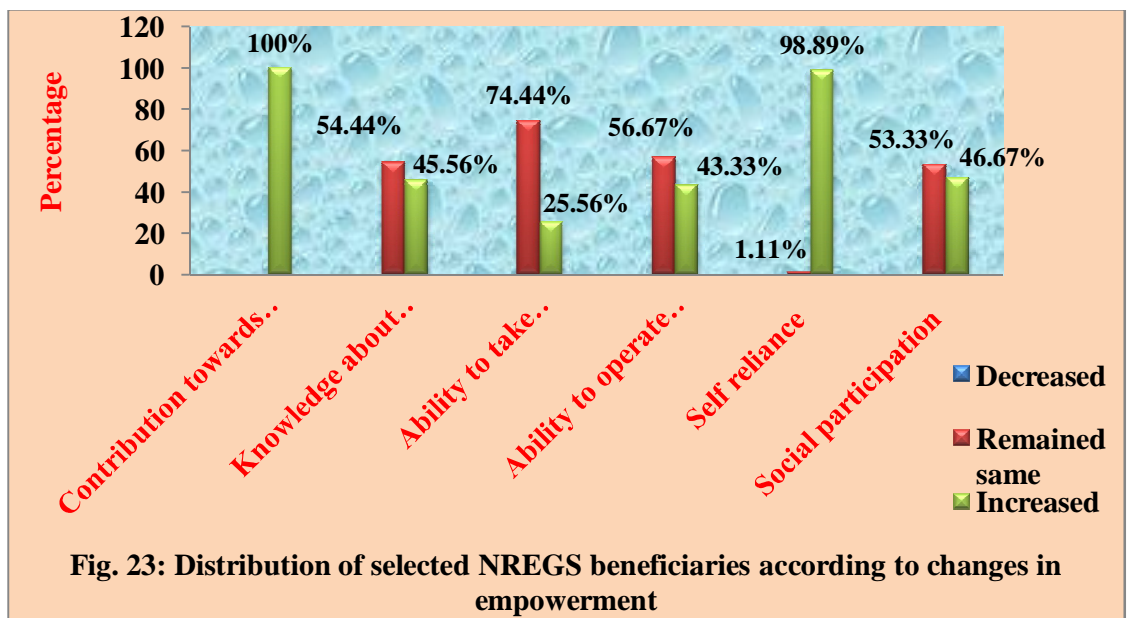
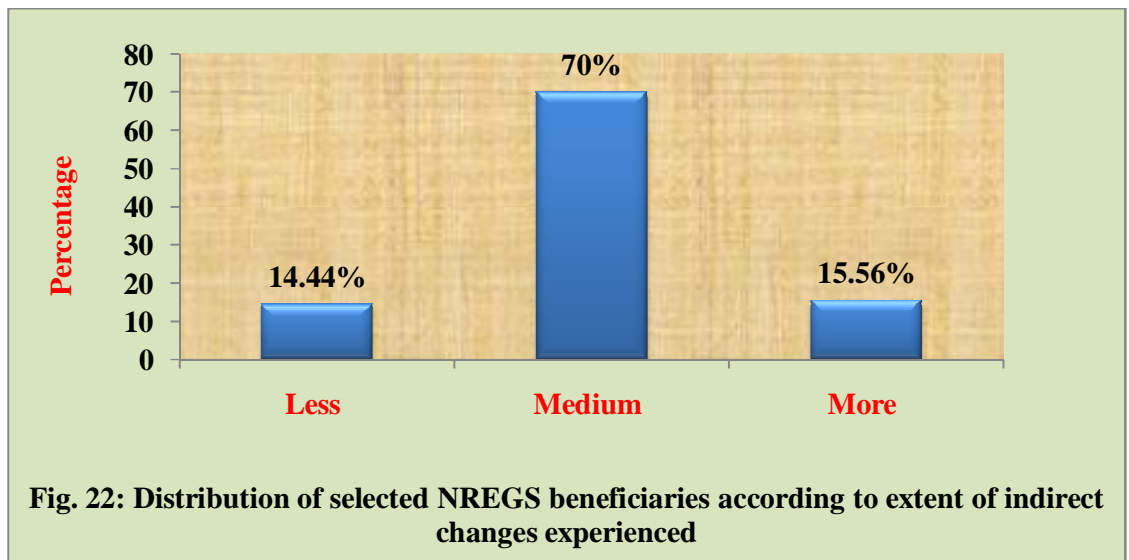
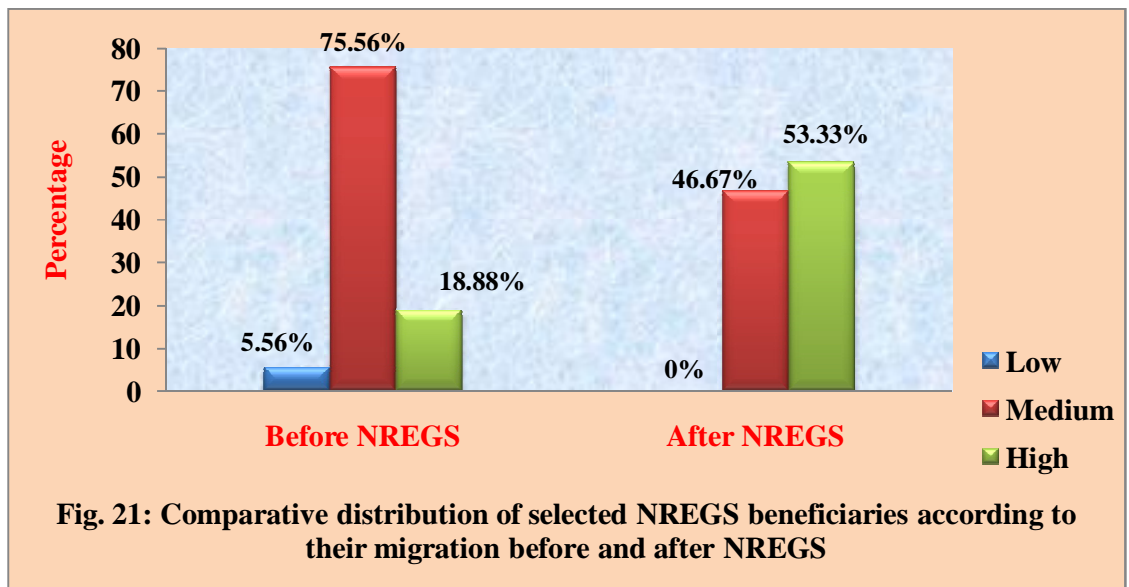


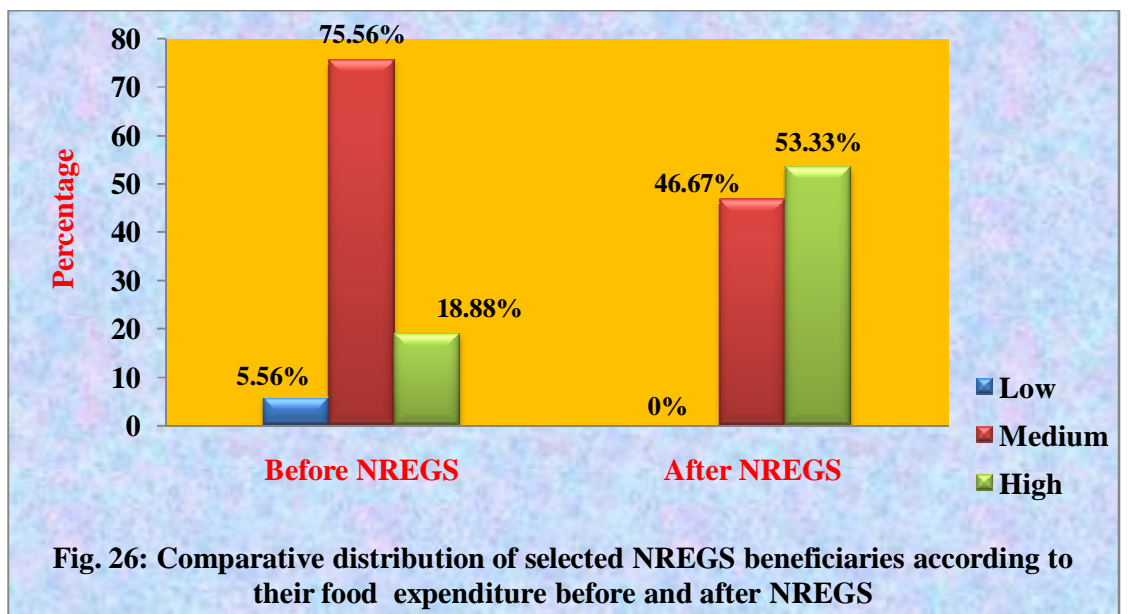
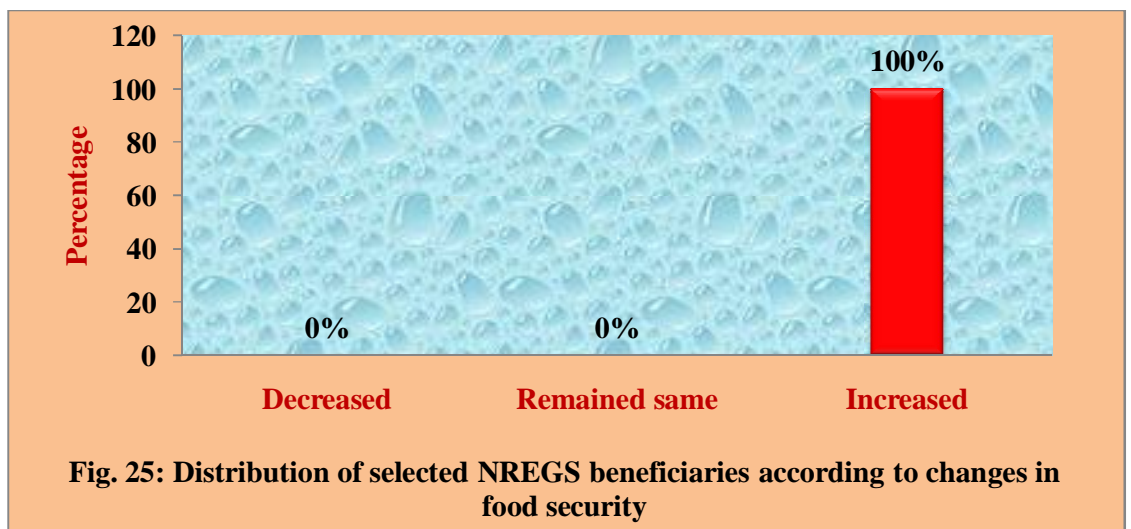
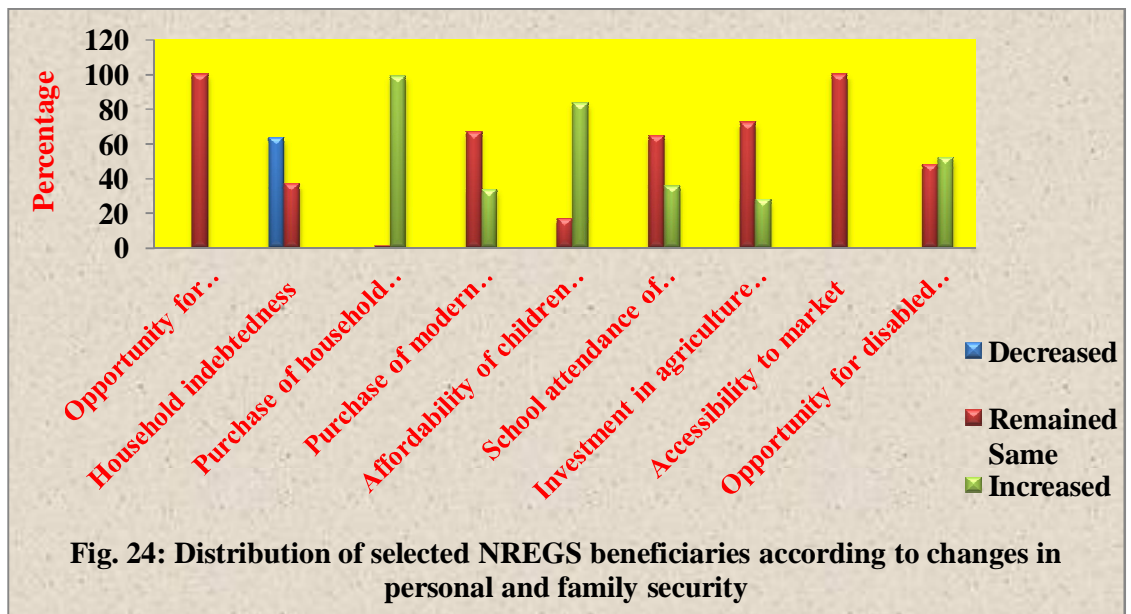












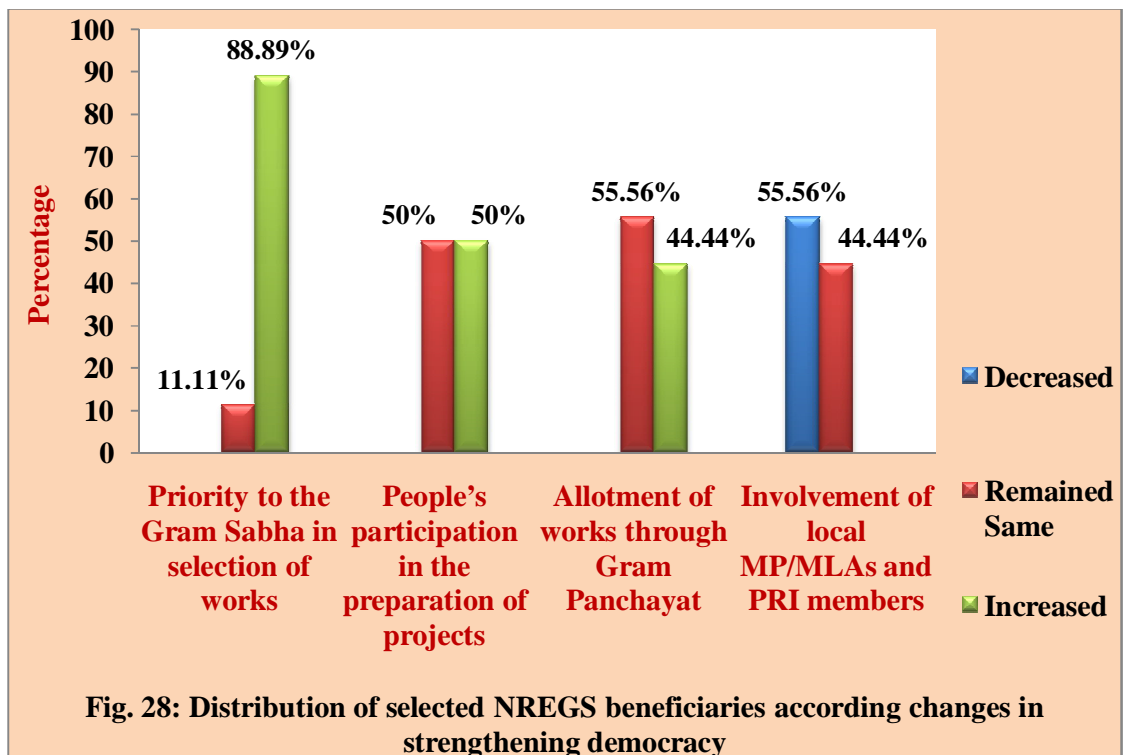
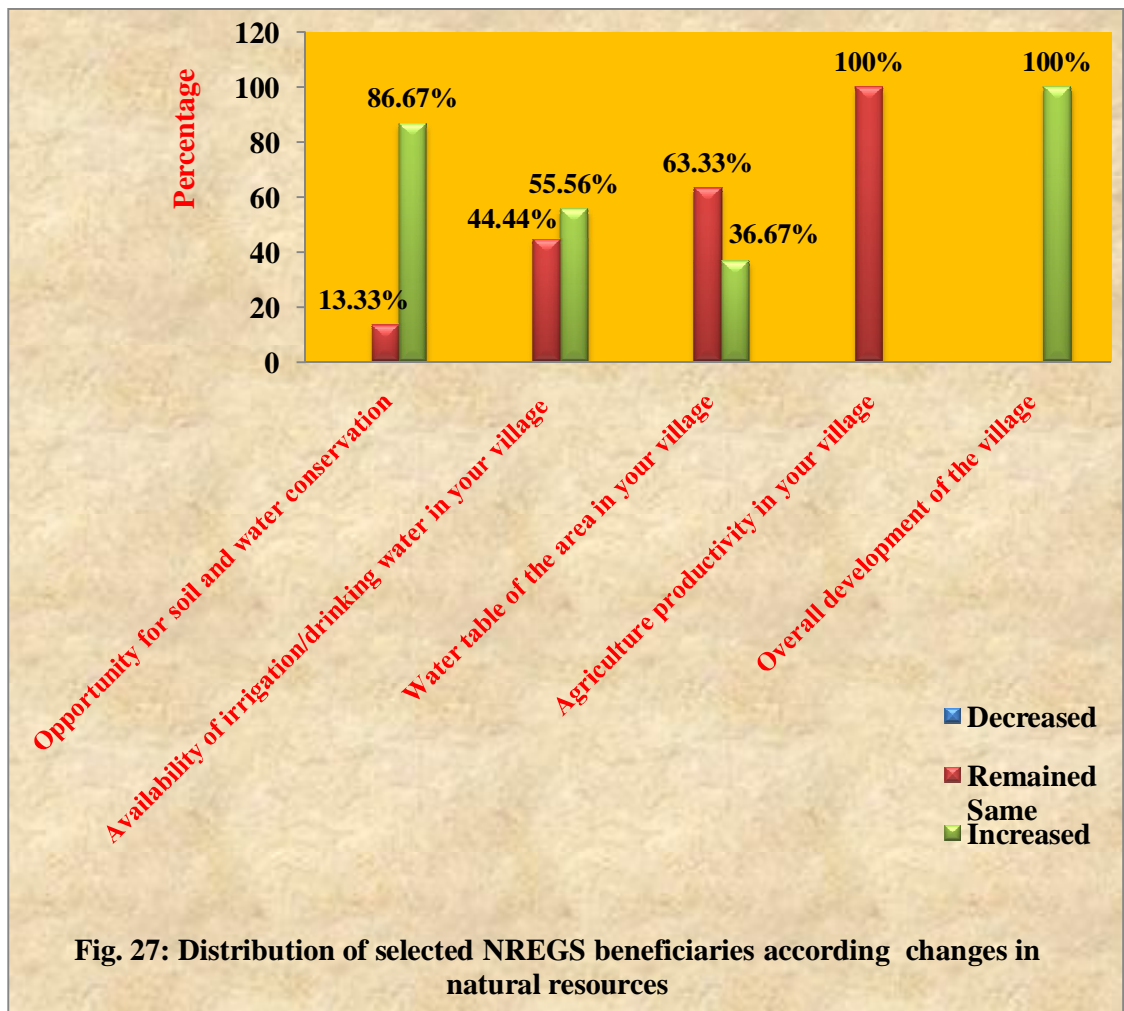


Table 18: Content analysis of awareness status of selected NREGS beneficiaries on different activities of NREGS (n= 90)

Sl. No.	Statements	Aware		Not Aware	
		f	%	f	%
1	NREGS was started 3 years ago in the village.	90	100.00	0	0.00
2	The registration of families under NREGS is free of cost.	90	100.00	0	0.00
3	NREGS provides equal wages to men and women.	90	100.00	0	0.00
4	The wage payment under NREGS is through bank or post accounts.	90	100.00	0	0.00
5	Job cards issued to household.	89	98.89	1	1.11
6	Opening of Bank or Post Office Account is free of cost under NREGS.	89	98.89	1	1.11
7	NREGS is meant for providing employment guarantee.	88	97.78	2	2.22
8	The use of Machineries and involvement of Contractors is not permissible for NREGS works.	87	96.67	3	3.33
9	One can complain against mal practices occurred during implementation of NREGS.	87	96.67	3	3.33
10	The nature of works taken up under NREGS includes Water Conservation, Land Development, Rural Connectivity, etc.	86	95.56	4	4.44
11	NREGS is scheme open for all local adult people.	85	94.44	5	5.56
12	The daily working hours recommended under NREGS for each beneficiary are 7 hours.	82	91.11	8	8.89
13	One can apply for duplicate job card in case one lost it	78	86.67	12	13.33
14	The work is being provided under NREGS during agricultural slack season.	76	84.44	14	15.56
15	It is necessary to apply for employment after getting job card.	75	83.33	15	16.67
16	The reservation for women beneficiaries under NREGS is 33 per cent.	73	81.11	17	18.89
17	The Unemployment Allowance is to be provided in case employment is not given within 15 days of application for work.	69	76.67	21	23.33
18	The registration of families under NREGS is open throughout the year.	53	58.89	37	41.11
19	The registration of families under NREGS is through either written application or oral application.	48	53.33	42	46.67
20	The works are ordinarily being provided within 5 Km. radius of the village.	41	45.56	49	54.44
21	All documents and records related to NREGS are available for public scrutiny.	36	40.00	54	60.00
22	The Creche facility is provided under NREGS at worksites.	35	38.89	55	61.11
23	NREGS provides 100 days employment guarantee.	34	37.78	56	62.22
24	The job card is valid for 5 years.	34	37.78	56	62.22
25	SCs/STs, Land Reforms Beneficiary, IAY Beneficiary and BPL Family are eligible under NREGS to take land development works on their own land.	25	27.78	65	72.22
26	Extra wages of 10% are paid under NREGS in case work is provided beyond 5 km.	22	24.44	68	75.56
27	The fund reserved for providing employment to disabled persons is 3 per cent.	19	21.11	71	78.89

f = Frequency % = Percentage

CHAPTER- V

DISCUSSION

The results presented in the previous chapter in the study on National Rural Employment Guarantee Scheme are elaborately discussed in this chapter in relation to the reputed findings of other researcher's investigation and plausible reasons are drawn to interpret the observed phenomenon. It also contains the conclusions drawn for the study, which is variously referred to as generalizations, implications, inferences, interpretations, recommendations, etc. All these are presented under following heads,

5.1 Profile of the NREGS beneficiaries.

5.2 Awareness of beneficiaries on the activities of NREGS.

5.3 Direct and indirect changes occurred due to the implementation of NREGS.

5.4 Case study of selected typical cases among the NREGS beneficiaries.

5.5 Operational problems in implementation of NREGS as perceived by the People's Representatives, officials as well as by the beneficiaries and their suggestions to overcome these problems.

5.6 Strategy to overcome operational problems in implementation of NREGS.

5.1 PROFILE OF THE NREGS BENEFICIARIES

5.1.1 Age

It is apparent from the Table 7 and Fig. 4 that majority (48.89%) of NREGS beneficiaries belonged to young age group followed by middle age (43.33%) and old age (7.78%) groups.

A critical observation of the above findings indicated that a considerable percentage of the beneficiaries were young followed by middle aged. The plausible reason for the above trend might be the young and middle aged beneficiaries are enthusiastic, possess more physical vigor and have more work efficiency than older beneficiaries. The probable reason for majority of young and middle aged beneficiaries might be due to long distance of work sites and heavy works taken up under NREGS like digging of farm ponds which requires more energy. However, the programme envisages that all the unemployed irrespective of age should be provided with employment opportunities.

These findings are in agreement with the findings of Mohanan (1999), Narayanan (2008), Maulick (2009), Pattanaik (2009) and Sankari and Murugan (2009).

5.1.2 Gender

It is evident from Table 8 and Fig. 5 that majority (53.33%) of NREGS beneficiaries was female and remaining 46.67 per cent were male.

The probable reason for the majority of selected beneficiaries in NREGS works being female is due to NREGS provides 33 per cent reservation for women in total work force. This might be due to the lack of employment to women to get employed before introduction of NREGS. Empowerment of rural women through the provision of equal wage employment to men and women is one of the important objectives of NREGS which leads to increase the participation of women in the NREGS works.

These findings are in agreement with the findings of Ghosh (2006), Ravi Kumar *et. al.* (2007) and Ramesh and Krishnakumar (2009).

5.1.3 Education

A glance of the Table 9 and Fig. 6 revealed that majority (64.44%) of NREGS beneficiaries was illiterate followed by secondary education (27.78%), primary education (5.56%), intermediate education (2.22%) and graduation (0.00%) categories.

This clearly shows that majority of beneficiaries were illiterate. As illiterate has no other job opportunities other than labour work, therefore NREGS was mostly helpful to illiterate people. This might be due to their medium annual income, lack of educational facilities at village level, lack of interest and lack of encouragement from family members. Therefore efforts are needed to educate the illiterates and school drop-outs through adult education and functional literacy programmes in villages to increase the education level.

Similar trend was reported by Reddy (1995), Balu (2000), Telagalapudi (2004), Narayanan (2008) and Pattanaik (2009).

5.1.4 Type of Family

The Table 10 and Fig. 7 clearly indicated that two third (66.67%) of NREGS beneficiaries belonged to joint family and remaining one third (33.33%) of beneficiaries belonged to nuclear family.

This clearly shows that the majority of selected NREGS beneficiaries belonged to joint families. This might be due to importance attached to kinship as well as their age old dependency on supplementary labour which is making them to give preference to joint families for economic and social security reasons.

This result was in agreement with the findings of Hemalatha (1995).

5.1.5 Size of Family

The Table 11 and Fig. 8 reported that majority (57.78%) of NREGS beneficiaries had medium family size followed by 32.22 per cent small and 10.00 per cent large family size.

The poor families would have understood the difficulties involved in bringing up too many children with their limited means and thus might have limited their families. There might be good awareness about small family and family planning, which will not only help in improving their health but also help to create better family conditions.

Similar trend was reported by Suresh Kumar (1992), Reddy (1995), Sankari and Murugan (2009) and Vinay Kumar (2009).

5.1.6 Occupation

The Table 12 and Fig. 9 indicated that majority (38.89%) of NREGS beneficiaries was having farming occupation followed by landless labourer (34.44%) and farming + labourer (26.67%) categories.

The majority of selected NREGS beneficiaries was practicing agriculture due to being ancestral traditional occupation and also due to lack of enough educational qualification to get employment. This is reason for them to depend on farming alone and farming + labourer.

These findings are in agreement with the findings of Vijayalakshmi (1998), Swaroopa Rani (2000) and Telagalapudi (2004).

5.1.7 Land Holding

The Table 13 and Fig. 10 clearly showed that majority (36.67%) of NREGS beneficiaries was small farmers followed by 34.74 per cent landless, 22.22 per cent marginal farmers and 6.67 per cent big farmers.

The reason for possession of small and medium land holding could be due to fragmentation of land because of separation of families. The big land holding might be due to continuation of ancestry property. The sampling area was 100 per cent tribal. The poverty among the people was very high. Due to heavy indebtedness might be most of them became landless.

These findings are in agreement with the findings of Reddy (1998), Sarada *et.al.* (2007) and Manoj (2008).

5.1.8 Income

A cursory look of the Table 14 and Fig. 11 depicted that majority (71.11%) of NREGS beneficiaries belonged to medium income group followed by high (17.78%) and low (11.11%) income groups.

The main objective of NREGS is to provide employment opportunities to rural poor in order to improve their economic conditions. NREGS helped them to cross below poverty line by increasing their income level. It is interesting to note that majority of NREGS beneficiaries was coming under medium and high income groups after the introduction of NREGS.

This result was in disagreement with the findings of Ramkrishna (1986), Reddy (1995), Swaroopa Rani (2000) and Sankari and Murugan (2009).

5.1.9 Socio-Politico Participation

The Table 15 and Fig. 12 revealed that great majority (83.33%) of NREGS beneficiaries had medium socio-politico participation followed by low (8.89%) and high (7.78%) socio-politico participation.

Socio-politico participation encourages beneficiaries to establish contact with the support system, which can promote their awareness and knowledge about the various developmental activities. The cent (100.00%) per cent of the selected NREGS beneficiaries came to know about NREGS through their active participation in the Gram Sabha. Low socio-politico participation is due to lack of interest and time, lack of perceived benefits and local politics.

This result was in agreement with the findings of Sumana (1996), Milkah (2006) and Manoj (2008).

5.1.10 Level of Aspiration

A bird's eye view of the Table 16 and Fig. 13 indicated that majority (80.00%) of NREGS beneficiaries had medium level of aspiration followed by high (12.22%) and low (7.78%) levels of aspiration.

The level of aspiration of selected NREGS beneficiaries showed that they had many aspirations. After introduction of NREGS, most of them had expressed their willingness to improve their house condition, higher education to their children, their agricultural productivity and their income level in the future, etc. Most of the beneficiaries had mentioned that the improvement will take place as long as the NREGS is continued scheme.

Similar trend was reported by Vivekanand (1994), Reddy (1995), Sumana (1996), Samuel (2000) and Prasad (2007).

5.2 AWARENESS OF BENEFICIARIES ON THE ACTIVITIES OF NREGS

The Table 17 and Fig. 14 reported that two-third (67.78%) of NREGS beneficiaries fell under medium awareness category followed by high awareness (21.11%) and low awareness (11.11%) categories.

This might be due to the efforts made by NREGS functionaries through Gram Sabha and also the existence of similar programme in the name of MREGS working for the welfare of rural areas of Maharashtra since 1972-73. The probable reason for low awareness about NREGS among the people is due to lack of education and low social participation. The cent (100.00%) per cent of selected NREGS beneficiaries came to know about NREGS through their participation in Gram Sabha.

Similar trend was reported by Ramkrishna (1986), Nagamani (2000), Sreerama Murthy *et. al.* (2005) and Vinay Kumar (2009).

5.2.1 Content Analysis of Awareness of Beneficiaries on Different Activities of NREGS

Table 18 clearly shows that the cent (100.0%) per cent of selected NREGS beneficiaries were aware of facts that NREGS was started 3 years ago in their village; The registration of families under NREGS is free of cost; NREGS provides equal wages to men and women and The wage payment under NREGS is through bank or post accounts. This might be due to the planned efforts of NREGS functionaries to create awareness through Gram Sabha.

Most (98.89%) of the selected NREGS beneficiaries were aware that job cards issued to household and opening of Bank or Post Office Account is free of

cost under NREGS. This might be due to the practical experience that they got through NREGS.

A great majority (97.78%) of NREGS beneficiaries was aware that NREGS is meant for providing employment guarantee. This might be due to the publicity given to NREGS through electronic and print media.

Majority (96.67%) of NREGS beneficiaries was aware that the use of Machineries and involvement of Contractors is not permissible for NREGS works and one can complain against mal practices occurred during implementation of NREGS. This might be due to the wide publicity given to NREGS through electronic and print media.

Majority (95.56%) of NREGS beneficiaries was aware that the nature of works taken up under NREGS includes Water Conservation, Land Development, Rural Connectivity, etc. This might be due to the implementation of said works in their areas. Majority (91.11%) of NREGS beneficiaries was aware that NREGS is scheme open for all local adult people. This might be due to the wide publicity given through local Gram Panchayat notice board.

Majority (86.67%) of NREGS beneficiaries was aware of facts that the daily working hours recommended under NREGS for each beneficiary are 7 hours and one can apply for duplicate job card in case one lost it. This might be due to the publicity given as per the policy decisions of NREGS in electronic and print media as well as Gram Sabha.

Almost same number (84.44%) of NREGS beneficiaries was aware that the work is being provided under NREGS during agricultural slack season. This might be due to the wide publicity given to NREGS through Gram Panchayat

notice board and their own experiences while participation in similar earlier programmes. Likewise, 83.33 per cent of NREGS beneficiaries were aware that it is necessary to apply for employment after getting job card. It necessarily might be due to the campaigns of this fact by officials during Gram Sabha as well as display of such information on notice board.

Similarly, 81.11 per cent of NREGS beneficiaries were aware that the reservation for women beneficiaries under NREGS is 33 per cent. This might be due to the continuous campaigns by NREGS officials as well as preference attached to the women participation in earlier programmes like IRDP, DWCRA, SGSY, etc.

Three-fourth (76.67%) of NREGS beneficiaries were aware that the Unemployment Allowance is to be provided in case employment is not given within 15 days of application for work. It could be due to wide publicity through electronic, print media as well as official campaigns.

The registration of families under NREGS is open throughout the year is known to more than half (58.89%) of the selected NREGS beneficiaries. This might be due to the information provided through Gram Panchayat notice board and Gram Sabha. Similarly, more than half (53.33%) of NREGS beneficiaries was aware that the registration of families under NREGS is through either written application or oral application. This might be due to the efforts made by Gram Panchayat to furnish the information through Gram Sabha and notice board.

Quiet opposite to this, the majority (78.89%) of NREGS beneficiaries had no awareness with regard to the fund reserved for providing employment to

disabled persons is 3 per cent followed by extra wages of 10% are paid under NREGS in case work is provided beyond 5 km (75.56%), SCs/STs, Land Reforms Beneficiary, IAY Beneficiary and BPL Family are eligible under NREGS to take land development works on their own land (72.22%), NREGS provides 100 days employment guarantee and the job card is valid for 5 years (62.22% each), the Creche facility is provided under NREGS at worksites (61.11%), all documents and records related to NREGS are available for public scrutiny (60.00%) and the works are ordinarily being provided within 5 Km. radius of the village (54.44%), respectively. This might be due to low key emphasis while giving publicity to NREGS through electronic, print media and official campaigns.

Similar trend was reported by Ramkrishna (1986, Nagamani (2000), Sreerama Murthy *et. al.* (2005) and Vinay Kumar (2009).

5.3 DIRECT AND INDIRECT CHANGES OCCURRED DUE TO THE IMPLEMENTATION OF NREGS

5.3.1 Direct Changes

Direct changes were measured in terms of employment generation, income generation, community and individual assets creation, reduction in migration, etc. which are being experienced by NREGS beneficiaries as a result of effective implementation of NREGS in Thane district of Maharashtra. Four items were used to assess the direct changes as follows,

5.3.1.1 Employment Generation

It is evident from Table 19 and Fig. 15 that majority (55.56%) of NREGS beneficiaries had medium employment generation followed by high

(23.33%) and low (21.11%) employment generation before introduction of NREGS. After introduction of NREGS, majority (70.00%) of NREGS beneficiaries had high employment generation and rest with medium (30.00%) employment generation. No one was found under the category of low employment generation.

Calculated 'Z' value (9.81) of Table 20 was found significant at 1 per cent level of probability indicating that there existed a significant difference in employment generation of NREGS beneficiaries before and after NREGS.

The mean employment generation scores of before and after NREGS differed significantly with 'Z' value (9.81) at 1 per cent level of probability implying that there was an improvement in the employment generation of beneficiaries due to introduction of NREGS. The mean employment available for NREGS beneficiaries before introduction of NREGS was 66.78 days and after introduction of NREGS the mean employment availability was 138.92 days. This doubling of employment might be due to policy initiative and enhanced fund allocation by the Central Government.

These findings are in agreement with the findings of Jain (1989), Reddy (1995), Mesare *et. al.* (1999) and Samuel (2000).

5.3.1.1.1 Number of Employed Persons in the Family

It is evident from Table 21 and Fig. 16 that before introduction of NREGS, majority (52.22%) of NREGS beneficiary families had two employed persons followed by one (34.45%) and three and more (13.33%) employed persons in the family. After introduction of NREGS, majority (65.56%) of

families had three and more employed persons followed two (33.33%) and one (1.11%) employed persons in the family.

From the above findings, majority (52.22%) of families had two persons employed in the family before NREGS and after NREGS majority (65.56%) of families had three and more persons employed in the family. This might be due to the saturation concept for employment of rural poor as well as the 33 per cent reservation for women under NREGS.

5.3.1.1.2 Daily Working Hours

Table 22 and Fig. 17 clearly exhibited that mean daily working hours for Agriculture and NREGS works were 9 hours and 7.4 hours, respectively with a difference of 1.6 hours. There was a mean reduction in daily working hours for NREGS works about 1.6 hours without affecting their earnings. This might be due to the policy initiative taken in NREGS besides providing one holiday in a week with daily wage rate which created a feeling of government employee in NREGS beneficiaries.

5.3.1.1.3 Daily Wage Rates

It is clear that from the Table 23 and Fig. 18 mean daily wage rates for Agriculture and NREGS works were Rs. 64 and Rs. 105, respectively with a difference of Rs. 41/-. Overall, the mean daily wage rate increased to the extent of Rs. 41 from Rs. 64 to Rs. 105 due to introduction of NREGS.

These findings are in agreement with the findings of Reddy (1995), Samuel (2000), Jaffer (2007) and Gladson (2008) and Kohli (2009).

5.3.1.2 Income Generation

It is evident from Table 24 and Fig. 19 that before introduction of NREGS, majority (71.11%) of NREGS beneficiaries fell in medium income generation category followed by high (17.78%) and low (11.11%) income generation categories. After introduction of NREGS, majority (95.56%) of beneficiaries fell in high income generation category followed by medium (4.44%) income generation category and no one was reported in low income generation category.

Calculated 'Z' value (16.07) of Table 25 was found significant at 1 per cent level of probability indicating that there existed a significant difference in income generation of beneficiaries before and after NREGS.

The mean income generation scores of before and after NREGS differed significantly with 'Z' value (16.07) at 1 per cent level of probability implying that there was an improvement in the income generation of beneficiaries due to introduction of NREGS. The mean income of NREGS beneficiaries before introduction of NREGS was Rs. 8840 and after introduction of NREGS the mean income was Rs. 16230. It means that NREGS helped the beneficiaries to double their income. This shift from medium income generation to high income generation after introduction of NREGS might be due to the increase in number of days of employment and wage rate.

These findings are in agreement with the findings of Vivekanand (1994), Reddy (1995), Vijayalakshmi (1998), Sudha Rani (1999), Samuel (2000), Ahila Devi *et. al.* (2001) and Ramesh and Krishnakumar (2009).

5.3.1.3 Community and Individual Assets Creation

The data presented in Table 26 and Fig. 20 clearly exhibited that overall increase to extent of 119.70 per cent in community and individual assets created as result of NREGS. An orderly arrangement has shown that percentage increase in farm ponds construction was more (150.00%) followed by earthen field bunds, stone bunding of fields (140.83%), plantation works (105.88%), wells recharged (100.00%), wells constructed (75.00%) and horticultural works (61.54%).

Overall, there was an increase to the extent of 119.70 per cent in community and individual assets creation under NREGS. This might be due to the policy initiative of NREGS to take up labour intensive activities which may provide steady employment in agricultural slack season, facilitate in engaging more labour as well as in creation of community and individual assets.

These findings are in agreement with the findings of Reddy (1995), Samuel (2000), Verma and Rajput (2000) and Kohli (2009).

5.3.1.4 Migration

It is evident from Table 27 and Fig. 21 that before introduction of NREGS, majority (84.33%) of NREGS beneficiaries had medium migration and remaining 16.67 per cent fell under low migration category. After introduction of NREGS, cent (100.00%) per cent of beneficiaries were found to be in low migration category. Nobody fell under medium and high migration categories after introduction of NREGS.

This shift in medium migration to low migration might be due to additional employment opportunities provided to selected NREGS beneficiaries thereby increasing their man days of employment.

Generally, after kharif season people used to migrate to urban areas for near about 162 days for getting employment due to lack of permanent water sources for agriculture as it is very difficult to cultivate land except during kharif season. But after introduction of NREGS, their migration was reduced up to 84 days due to availability of employment for them in their own villages.

Calculated 'Z' value (10.13) of Table 28 was found significant at 1 per cent level of probability indicating that there existed a significant difference in migration of NREGS beneficiaries before and after NREGS.

These findings are in agreement with the findings of Jain (1989), Jaffer (2007), Neera (2007), Gladson (2008) and Maulick (2009).

5.3.2 Indirect Changes

It is evident from Table 29 and Fig. 22 that majority (70.00%) of NREGS beneficiaries experienced medium indirect changes followed by more (15.56%) and less (14.44%) indirect changes.

This might be due to the very short period of operation of NREGS resulting in immediate direct changes and in its cause of action sharing some indirect changes in NREGS beneficiaries' personal, social and cultural life along with it is associated with impact on natural resources and strengthening of democracy.

5.3.2.1 Empowerment

The Table 30 and Fig. 23 revealed that cent (100.00%) per cent of NREGS beneficiaries expressed that their contribution towards the family income increased. This might be due to the increase in wage earning due to the wages paid under NREGS as more than the minimum wages for agricultural labour. Majority (54.44%) of NREGS beneficiaries with regard knowledge about development activities belonged to remained same category and remaining (45.56%) belonging to increased category. This might be due to the existence of income and employment generation programme in one name or the other even though it is a different programme with some policy initiatives.

Majority (74.44%) of NREGS beneficiaries with regard to the ability to take decision in village or household belonged to remained same category and remaining (25.56%) belonging to increased category. This might be due to no commensurate increase in their income as well as this being a non assured income. Over ability to operate postal/bank accounts, majority (56.67%) of NREGS beneficiaries belonged to remained same category and remaining (43.33%) belonging to increased category. This might be due to their education remaining same in spite of their increased earnings. With regard to self reliance, majority (98.89%) of NREGS beneficiaries belonged to increased category and remaining (1.11%) coming under remained same category. This might be due to the policy assistance that exists in NREGS for providing 100 days wage employment. Over social participation, majority (53.33%) of NREGS beneficiaries belonged to remained same category and rest (46.67%) belonging

to increased category. This might be due to the change in their social status in spite of increase in their wages.

5.3.2.2 Personal and Family Security

The Table 31 and Fig. 24 clearly exhibited that cent (100%) per cent of beneficiaries felt that opportunity for improving the existing house remained same without change. This might be due to the insufficient mandays of employment they are getting as well as poor resource base they have. With regard to household indebtedness, majority (63.33%) of beneficiaries belonged to decreased category and remaining (36.67%) stating that it remained same. This might be due to increased earnings after NREGS. In respect of purchase of household articles, majority (98.89%) of beneficiaries came under increased category and rest (1.11%) coming under remained same category. This might be due to enhanced purchasing power due to hike in wages. Over purchase of modern articles like Dish TV, Mobile, etc., majority (66.67%) of beneficiaries came under remained same category and remaining (33.33%) coming under increased category. This might be due to the cost of these items exceeding than the amount earned through increased wages.

With regard to affordability of children education, majority (83.33%) of beneficiaries came under increased category and rest (16.67%) coming under remained same category. This might be due to the increase in wages as well as local additional employment they are getting without any need for migration for employment reasons. When asked about School attendance of children, majority (64.44%) of beneficiaries felt that it remained same and rest (35.56%) coming under increased category. This might be due to no change in educational

facilities in nearby areas to them. In case of investment in agriculture and allied enterprises, majority (72.22%) of beneficiaries came under remained same category and rest (27.78%) coming under increased category. This might be due to the insufficient earnings they had to make investment in agricultural and allied enterprises. Over the accessibility to market, cent (100.00%) per cent of beneficiaries expressed that it remained same. This might be due to no interest showed by local people to improve marketing facilities as they have no certainty of earning from NREGS in long run. With regard to opportunity for disabled and old persons get employed, majority (52.22%) of beneficiaries mentioned that it increased and rest (47.78%) stating that it remained same. This might be due to existing policy guidelines for giving preference to old and disabled persons employment under NREGS.

5.3.2.3 Food Security

The Table 32 and Fig. 25 clearly showed that the expenditure on food items increased in case of cent (100.00%) per cent of beneficiaries as a result of effective implementation of NREGS. This might be due to increased earnings as a result of increase in wages.

It is evident from Table 33 and Fig. 26 that before introduction of NREGS, majority (75.56%) of beneficiaries had medium food expenditure followed by high (18.88%) and low (5.56%) food expenditure. After introduction of NREGS, majority (53.33%) of beneficiaries fell under high food expenditure category and remaining 46.67 per cent medium food expenditure. No one was found in low food expenditure category.

Calculated 'Z' value (7.57) of Table 34 was found significant at 1 per cent level of probability indicating that there existed a significant difference in food expenditure of NREGS beneficiaries before and after NREGS. This implies that there was an increase in the food expenditure of beneficiaries due to introduction of NREGS especially, on fruits and vegetables followed by oil, wheat and meat.

The average increase noticed in vegetable consumption was 2.12 kg/week; Wheat consumption was 2.24 kg/week; Oil consumption was 1.15 kg/week and meat was 1.12 Kg/week.

5.3.2.4 Natural Resources

The Table 35 and Fig. 27 clearly exhibited that the majority (86.67%) of beneficiaries felt that the opportunity for soil and water conservation increased and remaining (13.33%) stating that it remained same. This might be due to the preferential approach in NREGS works for such kind of activities. With regard to the availability of drinking water, majority (55.56%) of beneficiaries expressed it increased and rest (44.44%) stating that it remained same. This might be due to the preference given to such types of works in order to overcome the problem of water scarcity. When asked about the water table of the area in their village, majority (63.33%) of beneficiaries viewed that it remained same and rest (36.67%) stating that it increased. This might be due to yet to be observable effect seen of works taken up under NREGS that may yield in increase in agricultural productivity. About the overall development of the villages, cent (100.00%) per cent of beneficiaries felt that it increased. This might be due to multifarious works taken up under NREGS.

5.3.2.5 Strengthening Democracy

The Table 36 and Fig. 28 clearly indicated that the majority (88.89%) of the beneficiaries experienced that the priority to the Gram Sabha in selection of works increased and rest (11.11%) stating that it remained same. This might be due to policy guidelines for the implementation of NREGS. With respect to people's participation in the preparation of projects, an equal percentage (50.00%) of beneficiaries said that it remained same and increased. This might be due to everyone not getting opportunity to participate in the preparation of projects as envisaged truly reflects the fact that all are equal in democracy but some are more equal.

With regard to the allotment of works through Gram Panchayat, majority (55.56%) of beneficiaries felt that it remained same and rest (44.44%) stating that it increased. This might be due to such earlier approach in IRDP, NREP, RLEGP, JRY, SGSY and SGRY.

When asked about the involvement of local MP/MLAs and PRI members, majority (55.56%) of beneficiaries expressed that it decreased and rest (44.44%) stating that it remained same. This might be due to the lack of interest in active implementation of NREGS because of its transparency.

These findings are in agreement with the findings of Vivekanand (1994), Sumana (1996), Vijayalakshmi (1998), Jaffer (2007), MORD (2008), Gladson (2008), Ramachandran and Balakrishan (2008), Kohli (2009) and Roy (2009).

5.4 CASE STUDY OF SELECTED TYPICAL CASES AMONG THE NREGS BENEFICIARIES

5.4.1 Case – I An Innovative Farm Woman

After going through the case I presented in the results chapter, it was evident that Vimal Sawalaram Patil is native of village Pahare in Bhivandi block of Thane district and she is a middle aged, educated up to intermediate, extrovert and highly perceptive farm woman heading joint agricultural family of seven members with 5 acres of dry land, with a monocropping pattern of paddy followed by paddy. Due lack of permanent water source for agriculture, the cultivation of other crops in seasons other than kharif was not possible to her. It was very difficult for to take care of her joint family within limited income. With this background, she could consolidate her economic status making herself free from indebtedness because of assistance received from NREGS and its various developmental activities.

Through participation in Gram Sabha, she came to know about the NREGS. She registered her family for getting employment under NREGS. After getting job card, the construction of farm pond on her farm was started. She also worked along with her family members for 30 days. Due to farm pond, it was possible for her to cultivate crops other than paddy. She started the cultivation of short duration vegetables on small scale. She also started the fish farming in her farm pond. The selling of vegetables and fish in the nearby local markets had generated income source for her family. NREGS provided not only employment to her family in agricultural slack season but also created steady income source for her family through construction of farm pond. Changes in personal and

family living experienced by her as result of NREGS are increased contribution towards the family income, decreased household indebtedness, increased ability to take decision in village and household, increased expenditure on food items. NREGS provided opportunity to her family members to get employed, increased her family income and reduced migration of his husband and son to urban areas for employment. Now, they had also started to help her in farming business. The indirect changes occurred in her life were recognition by others, increased social participation and accessibility to market.

She opined that water and soil conservation works need to be given priority as this type of works enhance the agricultural productivity and horticultural works create steady income source for poor people. She felt that water conservation and water harvesting works had their long lasting impact on control of soil erosion, availability of water and raise of ground water table and drought proofing and tree plantation works helped in restoring ecological balance. She also felt that the 100 days employment needs to be increased because there were no other source of employment except agricultural season and the payment of wages should be in cash and grains. She expressed her opinion about the performance of NREGS as satisfactory.

5.4.2 Case - II

Labour Turned Jeep Owner

Govind Rama Charaskar is a native of Varsale village, Wada mandal of Thane district. Govind is 28 years old, educated (10th), married and has one child. Before his marriage, he used to work as a labour contractor for digging bore wells and was paid Rs. 700 a month. He had to travel a lot and went as far as Karnataka and Gujarat for work. His parents and wife worked as a labourer as

per availability of works in his village. He traveled for 10 months in a year. After marriage, he started working for a tractor owner on daily wage of Rs. 50 and sometimes he used to get even Rs. 100. But this work was not continuous so he decided to work in a cold drink factory at Wada where his job was picking up and carrying carrates of cold drink bottles. Govind said “If we got work, we had to work day and night for 20 hours and then we got paid Rs. 200. But if there was no work, then we got paid nothing. My knees started paining a lot because I was carrying such heavy loads on my back. I wanted to stop the work as my health was being affected.

One day he participated in the Gram Sabha and he came to know about NREGS. When the NREGS works started, he stopped going to the cold drinks factory. After that his wife and he worked for 95 days under NREGS @ 120/- per day and earned more than Rs. 11400. From this earning and his past savings he purchased a second hand jeep. Then, he started to carry people from his native village Varsale to Wada and vice versa. From this, he had daily earning of Rs. 300/- which had created steady income source for his family. He stopped migrating to urban area for employment purpose. He said that due to this now, I can live with my family and take care of them. Also my health condition is improving. Further, he is a person recognized and respected by others. He felt that water conservation and water harvesting works had their long lasting impact on control of soil erosion, availability of water and raise of ground water table. He also opined that drought proofing and tree plantation works helped in restoring ecological balance and providing employment to rural poor. He said that the land development works enhanced opportunity for individual land

development. He expressed that the rural connectivity works enhanced market accessibility to markets. Earthen field bunding and stone bunding helped in controlling soil and water erosion.

He expressed that more works with priority for agricultural works that create steady employment for more than 100 days and income to the rural poor from which they can start their self business shall be provided. He was satisfied with the NREGS performance. He said that we want more work and we will put in an application.”

5.4.3 Case - III

Labour Turned Employee

Mr. Yashwant Dhavalu Mohandkar is a native Hiradpada village of Jawhar block of Thane district. He is 30 years old, talented, well educated (M. A.), belonged to SC category. He was from a poor joint family with six members. He stopped his education as his family could not afford to give him education anymore. His family had three acres of dry land. Except kharif during season, there was no source of employment for them.

After the works were opened in NREGS, Mr. Yashwant worked as a wage seeker for 75 days after knowing about through Gram Sabha and earned Rs.7,800/-. He saved some money from his earnings to support himself to continue his education. Then, he took admission in M. A. through Open University, bought books and paid the fee.

He was involved in NREGS works such as farm pond construction and Majagi preparation (Rice field bunding). Due to NREGS, he was recognized and respected by all around. His impressions regarding NREGS activities reveal that water conservation and water harvesting works had their long lasting impact on

control of soil erosion, availability of water and raise of ground water table. He also opined that drought proofing and tree plantation works helped in restoring ecological balance and providing employment to rural poor. He said that the land development works enhanced opportunity for individual land development. He expressed that the rural connectivity works enhanced market accessibility to markets. Earthen field bunding and stone bunding helped in controlling soil and water erosion.

He suggested for taking up work activities that provide steady employment and income to the rural poor like horticultural works, land development works, construction of community assets like school building through Gram Panchayat. He also suggested for providing more than 100 days of employment nearer to the native village and timely payment of wages.

Mr. Yashwant expressed his happiness and said “This is a wonderful scheme and because of this I am able to fulfill my desire to study”. In the year 2009, he completed his education and he is working as cashier in government bus depo at Wada. Overall, he expressed his opinion about the performance of NREGS as satisfactory.

5.4.4 Case -IV

An age old Agrarian fighting it out

Sitaram Shiva Jadhav is a native of village Tulyachapada of block Mokhada in district Thane. After going through the case IV presented in the results chapter, it was evident that Sitaram is an old aged, illiterate, innovative and highly perceptive farmer heading joint agricultural family of six members with 3 acres of dry land, with a cropping pattern of paddy followed by paddy. Due lack of permanent water source for agriculture, the cultivation of other

crops except kharif was not possible to him. Previously he had only 1.5 acre of cultivable land and other 1.5 acre was uncultivable. It was difficult for him to nourish his joint family within this limited land. With this background, he could consolidate his economic status making himself self dependent because of wage assistance received from NREGS and its various developmental activities.

After attending Gram Sabha, he came to know about NREGS works started in his village. Then, he applied for getting employment. SCs/STs, Land Reforms Beneficiary, IAY Beneficiary, BPL Family are eligible under NREGS to take land development works on their own land. He took benefit of this opportunity and started land development work on his uncultivable land. He and his family members worked for 40 days on land development work and 30 days on farm pond construction on neighbourer's land. Due to land development work, his uncultivable 1.5 acre land came under cultivation. The construction of farm pond on neighbourer's land increased water level of his well. Then he started cultivation of vegetables on small scale. His income was increased due to cultivation of short duration vegetables and their selling in nearby markets. Sitaram said, "Now I am cultivating 3 acres land with the help of my son. NREGS helped me to improve the condition of my family". Because of NREGS, his income increased from Rs. 6,000/- to Rs. 17,300/-. He was involved in farm pond construction for 30 days and Majagi preparation for 40 days @ Rs. 105/- per day. He is a person now recognized and respected by all around.

He opined that water conservation and water harvesting works had long lasting impact on control of soil erosion, availability of water and raise of ground water table; Drought proofing and tree plantation works helped in restoring

ecological balance and providing employment to rural poor. He said that the land development works enhanced opportunity for individual land development. He expressed that the rural connectivity works enhanced market accessibility to markets. Earthen field bunding and stone bunding helped in controlling soil and water erosion.

He suggested for taking up work activities that provide steady employment and income to the rural poor like agricultural works, horticultural works, land development works, construction of community assets like school building through Gram Panchayat. He advocates for providing more than 100 days of employment nearer to the native village and timely payment of wages. Over all he felt the performance of NREGS as satisfactory.

Sitaram is also happy about his bank account which was opened under NREGS. This has uplifted his social status and he has also started to save money for future. He says, “This scheme has provided me work in my village and has assured food for the unfortunate people like me. I wish that this scheme should continue forever so that our tribal people lives could change for the better”.

5.4.5 Case – V

An impeccable bold woman

Shevanti Narayan Wad, aged 55 years of Alechimet village, Jawhar mandal, Thane district. She is illiterate and landless labourer. She has two children but they are living in urban areas. They are not taking care of their parent. Shevanti belongs to a poor family with ailing husband. Due to the poor financial condition of the family and poor health of her husband, she totally discouraged. Due to weakness, she was unable to do heavy works.

With this background, one day she heard about NREGS. She attended the Gram Sabha meeting and registered her name for getting employment. She worked for 90 days on forest nursery to fill polythene bags with the mixture of soil+ sand+ manure which was the easy job for her. She is happy. She earned Rs.9, 900/- for 90 days of work.

She matched her earnings with her past saving of Rs.5, 000/- and purchased 5 goats. Due to goat rearing, she is able to supplement her income. Moreover, due to her presence at home she is able to take care of his ailing husband. She become confident that with the continued implementation of NREGS.

She worked for Majagi preparation (Rice field bunding) for 20 days and on forest nursery for 70 days @ of Rs. 105/- per day. She attributed NREGS as responsible for her increased family income and getting employment in old age. She observed the recognition and respect by others and increased self reliance are the changes in her social living.

She opined that water conservation and water harvesting works had long lasting impact on control of soil erosion, availability of water and raise of ground water table; Drought proofing and tree plantation works helped in restoring ecological balance and providing employment to rural poor. She said that the land development works enhanced opportunity for individual land development. She expressed that the rural connectivity works enhanced market accessibility to markets. Earthen field bunding and stone bunding helped in controlling soil and water erosion. She suggested that even though employment opportunities for old

and disabled persons increased, the works allotment shall be in accordance with their capabilities.

Further, she also suggested for providing employment for more than 100 days of employment nearer to the native village and timely payment of wages. Over all she feels the performance of NREGS as satisfactory.

These cases reported were similar to the cases reported by Commissioner, Department of Rural Development, Government of Andhra Pradesh (2006), Chathukulam and Gireesan (2007) and Akhtar (2009).

5.5 OPERATIONAL PROBLEMS IN IMPLEMENTATION OF NREGS AS PERCEIVED BY THE PEOPLE'S REPRESENTATIVES, OFFICIALS AS WELL AS BY THE BENEFICIARIES AND THEIR SUGGESTIONS TO OVERCOME THESE PROBLEMS

5.5.1 Operational Problems in Implementation of NREGS as Perceived by the Selected NREGS Beneficiaries

Table 37 clearly showed that the operational problems perceived by selected NREGS beneficiaries during the implementation of NREGS. Majority (94.44%) of selected NREGS beneficiaries reported their problem as a late payment of wages. This might be due the non release of funds available with district administration in time. The NREGS consists of various procedures which makes delay in payment of wages. The study area was 100 per cent tribal area. The tribal people depend on daily earning for nourishing their family. But, the daily payment of wages was not possible to workers in NREGS. Another problem expressed by large number (84.44%) of beneficiaries is nonpayment of wages in the form of grains. This problem specially mentioned by female

workers because the payment in cash forms leads to increase drinking habits in male. They used to spend more than 50 per cent of income on drinking liquor. If the major part of wages is in the form of grain, then they will bring it to home which enhances the food security to their families. The non provision of 100 days work (82.22%) was the another problem in that area. This might be due to stoppage of works due the conflicts between people's groups. The officials were not willing to go there and provide works to them. The demand for works based o measurements was less because the tribal people used to do work on hours basis not on the basis of measurements. They didn't want heavy works. They were habituated of the money without work. Sometimes they registered their names only for getting unemployment allowance. Long distances of work sites (66.67%) might be due non availability of works within the village. Non-payment of 10% extra wages for works outside the 5km. radius (34.44%) because of unawareness of the people. They were not demanding and officials also neglecting.

The non-provision of crèche facility (28.89%) to female beneficiaries is due to children below the age of 5 years at worksites not exceeding 5. The women used to keep their children at home only instead of bringing them to worksites. The poor worksite facilities (21.11%) like unavailability of primary aids due to lack of sufficient fund or negligence of officials.

A small number (20.00%) of NREGS beneficiaries expressed no opportunity to get employment more than 100 days as a problem. The act provides only 100 days employment guarantee. The district administration can't extend this limit without orders received from central government. The sampling

area was 100 per cent tribal area. The agricultural and industrial development was very poor. There was extreme shortage of water for agricultural purpose. Hence, except kharif season there was no any source of employment for them. They used to migrate at least six month in the year to nearby urban areas of the Thane, Nashik, Pune districts. The NREGS provides only 100 days employment which was not sufficient for them. That's why the still migration of people was going on.

Delay in disposal of beneficiaries' complaints (18.89%), registration is not open in the Gram Panchayat on an ongoing basis (14.44%), migration of labourers due to non-provision of works under NREGS (13.33%), non-payment of wages (7.78%), payment of same wages for all kinds of works (3.33%), low payment of wages and Non- payment of unemployment allowance (1.11% each) were only the minor problems of least significance.

These findings were in agreement with the findings of Jain (1989), Soundarapandian (1992), Reddy (1995), Sharma and Sharma (2003), Chathukulam and Gireesan (2007), Jaffer (2007), Ambasta *et. al.* (2008), Bannerjee (2009), Dutta (2009) and Kohli (2009).

5.5.2 Suggestions of the Selected NREGS Beneficiaries to Overcome the Operational Problems Perceived by them

Table 38 clearly showed that the suggestions given by selected NREGS beneficiaries to overcome the operational problems perceived by them during the implementation of NREGS. Majority of the beneficiaries reported their suggestion as timely payment of wages (94.44%). The timely payment of wages will be made possible when the NREGS procedures simplified. Due to more

documentation the timely payment of wages is not taking place. Another reason was the lack of timely availability of fund from district administration. Payment of wages in cash and grains (84.44%) was the suggestion specially mentioned by female workers because the payment in grain forms leads to increase the food security to their families. The fulfillment of 100 days employment guarantee (82.22%) requires identification of more works at Gram Panchayat level without any limitation with regard to the types of work to be taken up under NREGS. The development of school buildings, primary health centers in tribal areas will help to improve the life of people. The more number of water conservation works helps to increase the water availability for agricultural purpose. Provision of works through Gram Panchayat nearer to the residence (66.67%) was another suggestion to overcome the problem of long distance of worksites. Timely allotment of works (36.67%) in order to avoid delay in provision of works.

Due to temporary appointments of officials at various levels of implementation of NREGS, they are not willing to do work carefully and enthusiastically. Hence, sometime they are not willing to offer all benefits of NREGS to workers. The provision of timely fund at various levels and permanent appointments of officials helps to improve the effective implementation of NREGS.

Payment of extra wages for long distance work sites (34.44%), provision of crèche facility (28.89%), provision of necessary work site facilities and provision of sufficient employment in their own village (21.11% each), grievance redressal mechanism should be nearer (18.89%), registration should be open in the Gram Panchayat on an ongoing basis (14.44%), payment of

wages should be according to kind of works (3.33%) and timely payment of unemployment allowance (1.11%) were the suggestions of least significance.

These findings were in agreement with the findings of Jain (1989), Soundarapandian (1992), Reddy (1995), Pushpa and Seetharaman (1997), Chathukulam and Gireesan (2007), Gladson (2008) and Ramesh and Krishnakumar (2009).

5.5.3 Operational Problems Perceived by the Selected People's Representatives During Implementation of NREGS

Table 39 clearly indicated the operational problems perceived by selected People's Representatives during the implementation of NREGS were illiteracy of the people (100.00%) might be due to poor resources of many Panchayats as well as no initiatives to be educated by the people, absence of Village Monitoring Committee (100.00%) might be due to the existence of such committees at district level only, lack of co-operation and conflicts between groups of people (100.00%) might be due to their eagerness to be the first people derive the benefit of NREGS, allocation of less number of works through Gram Panchayat (90.00%) might be due to such decisions are being taken at district level, limited work activities to be under taken in NREGS which may not be available at the village level (85.00%) might be due to the policy guidelines of NREGS, inability to ensure 100 days employment guarantee (75.00%) might be due to the paucity of funds since it is a programme conceived on large scale, diversion of NREGS fund for other works by block authorities (65.00%) might be due to the paucity of funds for development of block level, lack of trained technical staff at village level (55.00%) might be due to no attention being paid

in NREGS on this issue and corruption at block and district levels (40.00%) might be due to the lack of vigilance, respectively.

This result was in agreement with the result of Chathukulam and Gireesan (2007) and Gladson (2008).

5.5.4 Suggestions Given by the Selected People's Representatives to Overcome the Operational Problems Perceived by them

Table 40 clearly showed that the suggestions given by selected People's Representatives to overcome the operational problems faced by them during the implementation of NREGS were organisation of literacy programmes like "Sarva Shiksha Abhiyan" at village level (100.00%) might be due to the impending problem of illiteracy to the implementation of NREGS followed by obtaining people's co-operation in solving the conflicts among them through Gram Sabha (100.00%) might be due to the lack of persuasion on behalf of NREGS implementing agency while implementing the programme, setting up of Village Monitoring Committee for better supervision (95.00%) might be due to the lack of involvement of people to promote transparency, allocation of more than 50 per cent of works through Gram Panchayat (90.00%) might be due to the allotments of more works through only Panchayat Samitee, introduction of 'Wage Subsidy' to the farming community by applying NREGS workforce (85.00%) might be keeping in view the prevailing dissatisfaction among the big farmers as the farm wage rates increased, NREGS making agriculture further non-remunerative and also to make identification of NREGS works easier, enhancing minimum limit of 14 days and maximum limit of 100 days employment guarantee to higher side might be due to the life sustenance and as

well as taking up income generation activities becomes difficult as the cost of living escalating day by day, appointment of trained technical staff at village level on permanent basis (65.00%) might be due to the identification of works and their documentation is becoming difficult and timely supervision at block and district levels (65.00%) might be due to check corruption and diversion of funds, respectively.

This result was in agreement with the result of Chathukulam and Gireesan (2007) and Gladson (2008).

5.5.5 Operational Problems Perceived by the Selected Officials from Village Level to District Level During Implementation of NREGS

Table 41 clearly indicated that the operational problems perceived by selected officials during the implementation of NREGS were illiteracy of the people (100.00%) might be due to insistence on transparency in NREGS and non-willingness of these people to improve their living standards followed by non-availability of staff on contract basis (100.00%) might be due to low salaries, need to stay in villages and no certainty of its continuation, non-availability of funds in time (90.32%) might be due to procedural delays, more and weak documentation (80.65%) might be due to the lot of time it is consuming in subjecting them to mental agony, delay in payment of wages to the workers (77.42%) might be due to complicated procedural norms, lack of timely training (64.52%) might be due to paucity of experienced staff to train them, under payment of salaries to NREGS staff (64.52%) might be due to less amount of funds available towards administrative cost, lack of co-operation from people's groups and social organisations (51.61%) might be due to public outlook as this

being a government scheme, lack of technical facilities (48.39%) might be due to revelry of NREGS conceived, bogus registration of families (41.94%) might be due to lack of proper supervision, lack co-operation from the implementing agencies like agricultural department, forest department, etc. (32.26%) might be due to multifunctionaries works they have to concentrate and no administrative and financial powers transferred to JPC from DPC (19.35%) and poor infrastructure facilities at JPC office (3.23%) might be due to initial teething problem of NREGS implementation, respectively.

This result was in agreement with the result of Chathukulam and Gireesan (2007) and Gladson (2008).

5.5.6 Suggestions Given by the Selected Officials from Village Level to District Level to Overcome the Operational Problems Perceived by them

Table 42 clearly showed that the suggestions given by selected officials to overcome the operational problems perceived by them during the implementation of NREGS were organisation of literacy programmes like “Sarva Shiksha Abhiyan” at village level (100.00%) might be due to problem posed by illiteracy in the effective implementation of NREGS followed by appointment of adequate trained staff on permanent basis (100.00%) might be due to technicalities involved in the implementation of NREGS programme, timely allocation of sufficient funds (90.32%) might be due to it is key for timely payment of wages, synchronization of related documents (80.65%) in order to reduce delay in payment of wages, timely training to the staff in accordance with their needs (77.42%) might be due to ensuring the proper implementation of

NREGS, extending the 4 per cent limit of administrative cost (64.52%) in order to increase the salaries of NREGS staff, organisation of weekly Gram Sabha (64.52%) might be for achieving better cooperation from the people and solving their problems, appointment of separate NREGS staff at village level for 20-25 Villages (58.06%) for proper documentation and timely payment of wages, opening of postal accounts of those who are on work instead of all registered families (58.06%) might be due to overcome the problem of tedious documentation and bogus registration of families, provision of technical facilities (51.61%) in order to maintain large amount of data of beneficiaries, collection of fine for bogus registration on par with unemployment allowance (48.39%) in order to check offensive happenings and effective implementation of NREGS, division of works among line and staff departments (41.94%) for early execution of works and better cooperation, organisation of capacity building sessions to elected members and officials through training sessions and exposure visits (19.35%) might be due to knowing and adopting good practices at other places, giving sufficient administrative and financial powers to JPC (19.35%) in order to avoid delay in execution of NREGS works and strengthening of JPC Office (3.23%) might be due to bringing administration nearer to people, respectively.

This result was in agreement with the result of Chathukulam and Gireesan (2007) and Gladson (2008).

5.6 STRATEGY TO OVERCOME OPERATIONAL PROBLEMS IN IMPLEMENTATION OF NREGS

Keeping in view the above said operational problems and suggestions the strategy was developed for effective implementation of NREGS towards overall development of the rural people are listed below;

- 1) Efforts must be made to improve the literacy among the people through programmes like “Sarva Shiksha Abhiyan”.
- 2) Build large scale citizen’s awareness campaigns for generating demand side of NREGA: The NREGA campaign could be a mixed approach where, on one hand, electronic media could be used to make the scheme popular while on the other, traditional communication methods - padyatra, village level meetings, street play, and local folk media - could be used to reach the most disadvantaged sections of society, with the support of civil society organizations. The awareness campaigns not only provide basic information about the act as well as card holders’ rights for 100 days employment, but also provide guidance in exercising their rights. The success of the programme will largely depend on the effectiveness of demand raised by the citizens.
- 3) Improve institutional capacities of Gram Panchayat: The Panchayat has been identified as the key implementation organization for NREGA. Under NREGA, a Panchayat of 100 households willing to work under NREGS will receive around Rupees 10/- lakhs as wages and material cost. Since this amount is almost 3 times more than what they usually receive, it has serious implications, especially their capacity to use such a big amount

meaningfully by generating employment as well as creating productive assets. Moreover, Panchayats are required to maintain multiple registers to keep records of NREGS as prescribed by the Centre/state. It is imperative to build their capacity to handle the record keeping system as per norms, as many Panchayats continue to use the single entry system for their accounts.

- 4) Introduction of **‘Wage Subsidy’** to the farming community by applying NREGS workforce may be a better strategy. It has two benefits – Dissatisfaction among the peasantry and identification of more works can be addressed.
- 5) Timely allocation of fund at various levels of implementation of NREGS.
- 6) Efforts must be made to organise capacity building sessions to PR Functionaries about the programme and its monitoring through training sessions, exposure visits and sharing of good practices.
- 7) Appointments of adequate trained staff at various levels of implementation of NREGS specially, at the village level on permanent basis.
- 8) The Pro- active planning for effective engagement of block and district Panchayats in order to achieve better cooperation between them and line departments in the implementation of NREGS.
- 9) Adequate attention to strengthen Village Monitoring and Vigilance Committee: The success of the programme will heavily depend on active engagement of the Gram Sabha to make elected Panchayats accountable for proper utilization of available resources by effective monitoring. As the Gram Sabha is a broad assembly of all citizens, it is important to recognize the role of Village Monitoring and Vigilance Committee. Village

Monitoring and Vigilance Committee need to be formed as per the guidelines in most of the Panchayats in NREGS states. The members of such committees need to be oriented towards their role and should be empowered to make their Panchayats display basic information of NREGS implementation in the Gram Sabha. The committee can share some of the responsibilities of Panchayats viz. conducting social audits, identifying families deserving work under NREGS and resolving conflicts between beneficiaries and Panchayats.

10) Flexibility for technical sanction of civil works and audit of accounts through competent private professionals: Efforts are being made in all states by the Government to appoint technical staff to support the planning of large scale civil works as well as technical audit of works done for final payment. Similarly, accounts also need to be properly audited on a regular basis to maintain highest standards of financial accountability. There should also be a time-bound system of technical sanction and evaluation. The departments should be accountable to meet the fixed deadlines. In case of intended delays, the departmental staff should also be liable for punishment.

11) Improved technological options for performance and monitoring: The website of NREGA is not regularly updated and provides inadequate information on employment generated, funds allocated, state-wise average utilization etc. It is necessary to expedite the establishment of computerized system of data recording and enable its access at the district level as well as keep information below the district level so that more transparent ways of

functioning may be developed at the lower level of decentralized governance.

- 12) Establishment of information resource centres and helpline in collaboration with civil society organizations: Distance from the district/ block as well as weak infrastructure and low levels of literacy leave deserving families helpless. Potential families have very basic queries related to various provisions of the Act and benefits of the programme, which are normally not provided to them either by the Panchayat or by field level government functionaries. The information centres will also be responsible for collecting basic issues highlighted by the citizens/ families and Panchayats, and provide such information to the district administration or concerned officials at the state level which is implementing NREGA for quick redressal.
- 13) It has been observed during the survey that unemployed youths in the villages are showing more interest to work under NREGS. Hence, NREGS should be continued in order to facilitate them towards gainful employment.

CHAPTER - VI

SUMMARY

Employment opportunities in rural areas are only seasonal. Eradication of poverty and hunger through generation of employment opportunities in the community has been one of the main goals of planning in India. The true 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 when they are being empowered. Empowerment of the deprived begins with their ability to voice their opinion through the process of consensual politics and dialogue.

The government of India has implemented a series of wage employment programme right from the 1960s when the first programme, Rural Works Programme was introduced. But the history of rural development or employment generation programme in India reveals that, none of the programme was succeed to empower the rural people at desired level as most of them were supply driven. Community participation in programme development and implementation was very negligible. Who would be the beneficiary of the developmental programme or who would get work under employment generation programme were solely decided by the government stakeholders and local political functionaries.

To get of this shameful situation out, the central government has been launched National Rural Employment Guarantee Scheme in Anantapur district of Andhra Pradesh on 2nd February, 2006, with effect from 1st April, 2006 in 200 drought prone and backward districts in India, in which one of the major goals is to empower the rural people. It is in operation in all 619 districts of India

from the financial year 2008-09. The works under NREGA are 'demand driven' rather than supply driven. Every adult member of the registered households under NREGA may demand work when they are in need and the government is bound to provide 100 days of guaranteed wage employment to every household who so ever has been registered under the scheme. Another major goal of the National Rural Employment Guarantee Act (NREGA) is to ensure livelihood security to the rural people.

Central government is making large public expenditure under NREGA. In the recent budget (2009-10), an allocation of Rs 39,100 crores has been made for NREGA, which is an increase of 144 percent over the 2008-09 budget (16,000 crores). Under the above stated circumstances, it became necessary to assess how far the programme is achieving its desired goals in terms of empowering the rural people. Accordingly the present investigation entitled "A study on National Rural Employment Guarantee Scheme in Thane district of Maharashtra" was conceived, designed and executed with the following objectives;

- 1) To study the profile of the NREGS beneficiaries.
- 2) To study the awareness of beneficiaries on the activities of NREGS.
- 3) To assess the direct and indirect changes occurred due to the implementation of NREGS.
- 4) To study the implementation of NREGS with the help of selected cases.
- 5) To elicit the operational problems in implementation of NREGS as perceived by the People's Representatives, officials as well as by the beneficiaries and to suggest strategy to overcome these problems.

Methodology

Descriptive research design was followed in the present study. The study was conducted purposively in Thane district of Maharashtra during the year 2009-10.

Maharashtra state and Thane district were selected purposively as the researcher belongs to this state and familiar with sampling area and local language *i. e.* Marathi which would be helpful to build quick rapport. Five (5) talukas namely Bhivandi, Dahanu, Jawhar, Mokhada and Vikramgad were selected purposively for the study as the NREGS is in active implementation. Two villages from each taluka, totally ten villages namely Pahare, Kuhe, Shensari, Sayvan, Hiradpada, Vinval, Kiniste, Nashera, Kursud and Alonda were selected randomly for the study. Nine (9) beneficiaries of NREGS from each selected village, totally 90 beneficiaries were selected by disproportionate random sampling for matching effect. A total of twenty (20) concerned People's Representatives and thirty one (31) officials involved in the implementation of NREGS at various levels such as district, taluka and village were selected through census method.

The relevant variables identified for the present study on the basis of extensive review of literature and in consultation with experts in the field of Extension Education viz., Age, Gender, Education, Size of Family, Type of Family, Occupation, Land Holding, Income, Socio-Politico Participation, Level of Aspiration, Awareness on Activities, Direct Changes and Indirect Changes. The methods used for measurements of these variables represented in chapter material and methods in brief.

A pilot study was conducted for pre- testing before finalization of data collecting schedule. The data was collected by administering the pretested interview schedule to the beneficiaries coupled with case study method. To convert the data into meaningful findings the following statistical tools were used; Arithmetic Mean (\bar{X}), Standard Deviation (σ), Frequency, Percentage and 'Z' test. The collected data was coded, classified and tabulated in order to make the findings meaningful. The findings are suitably interpreted and necessary conclusions and inferences are drawn.

The summary of the findings are presented as follows,

6.1 PROFILE OF THE NREGS BENEFICIARIES

The detailed analysis of profile of NREGS beneficiaries indicated that majority of the beneficiaries was young aged (48.89%), females (53.33%), illiterate (64.44%), belonged to joint family (66.67%), medium family size (57.78%), farming as their occupation (38.89%), small farmers (36.67%), medium income group (71.11%), medium socio-politico participation (83.33%) and medium level of aspiration (80.00%).

6.2 AWARENESS OF BENEFICIARIES ON THE ACTIVITIES OF NREGS

Majority (67.78%) of the NREGS beneficiaries was having medium awareness on NREGS activities, followed by high awareness (21.11%) and low awareness (11.11%), respectively.

Majority of selected NREGS beneficiaries was aware about NREGS was started 3 years ago in their village followed by the registration of families under NREGS is free of cost, NREGS provides equal wages to men and women, the

wage payment under NREGS is through bank or post accounts, job cards issued to household, opening of Bank or Post Office Account is free of cost under NREGS, NREGS is meant for providing employment guarantee, the use of Machineries and involvement of Contractors is not permissible for NREGS, one can complain against mal practices occurred during implementation of NREGS, the nature of works taken up under NREGS includes Water Conservation, Land Development, Rural Connectivity, etc., NREGS is scheme open for all local adult people, the daily working hours recommended under NREGS for each beneficiary are 7 hours, one can apply for duplicate job card in case one lost it, the work is being provided under NREGS during agricultural slack season, it is necessary to apply for employment after getting job card, the reservation for women beneficiaries under NREGS is 33 per cent, the Unemployment Allowance is to be provided in case employment is not given within 15 days of application for work, the registration of families under NREGS is open throughout the year and the registration of families under NREGS is through either written application or oral application, respectively.

Quiet opposite to this, the majority of NREGS beneficiaries had no awareness with regard to the fund reserved for providing employment to disabled persons is 3 per cent followed by extra wages of 10% are paid under NREGS in case work is provided beyond 5 km, SCs/STs, Land Reforms Beneficiary, IAY Beneficiary and BPL Family are eligible under NREGS to take land development works on their own land, NREGS provides 100 days employment guarantee and the job card is valid for 5 years, the Creche facility is provided under NREGS at worksites, all documents and records related to

NREGS are available for public scrutiny and the works are ordinarily being provided within 5 Km. radius of the village, respectively.

6.3 DIRECT AND INDIRECT CHANGES OCCURRED DUE TO THE IMPLEMENTATION OF NREGS

Direct changes occurred due to implementation of NREGS were increased employment generation, increased number of employed persons in the family, reduced daily working hours, increased daily wage rates, increased income generation, increased community and individual assets creation and reduced migration of people.

Majority (70.00%) of NREGS beneficiaries experienced medium indirect changes followed by more (15.56%) and less (14.44%) indirect changes, respectively.

Indirect changes occurred due implementation of NREGS were increased empowerment of people, increased personal and family security, increased food security, increased conservation of natural resources and strengthened democracy.

Majority of selected NREGS beneficiaries indicated that their contribution towards the family income, self reliance, purchase of household articles, affordability of children education, opportunity for disabled and old persons get employed, expenditure on food items, opportunity for soil and water conservation, availability of drinking water, overall development of the villages, priority to the Gram Sabha in selection of works and people's participation in the preparation of projects increased.

Majority of selected NREGS beneficiaries felt that the knowledge about development activities, ability to take decision in village or household, ability to operate postal/bank accounts, social participation, opportunity for improving the existing house, purchase of modern articles like Dish TV, Mobile, etc., School attendance of children, investment in agriculture and allied enterprises, accessibility to market, water table of the area in their village, agricultural productivity in their village and allotment of works through Gram Panchayat remained same.

Majority of selected NREGS beneficiaries felt that household indebtedness and involvement of local MP/MLAs and PRI members in implementation of NREGS decreased.

6.4 CASE STUDY OF SELECTED TYPICAL CASES AMONG THE NREGS BENEFICIARIES

The information collected from NREGS beneficiaries under case studies indicated that most of them were engaged in works like farm pond construction, forest nursery and Majagi preparation (Rice field bunding). They felt the changes in their personal and family living due to NREGS as increased contribution towards the family income, increased ability to take decision in village and household, decreased household indebtedness, increased expenditure on food items, increased number of employed persons in the family and increased standard of living. They felt the changes in their social living due to NREGS as recognition by others, increased respects in the society, increased self reliance, improved economic and social status.

They expressed that water conservation and water harvesting works had their long lasting impact on control of soil erosion, availability of water and raise of ground water table. They also opined that drought proofing and tree plantation works helped in restoring ecological balance and providing employment to rural poors. They said that the land development works enhanced opportunity for individual land development. They expressed that the rural connectivity works enhanced market accessibility to markets. Earthen field bunding and stone bunding helped in controlling soil and water erosion. They suggested for taking up work activities that provide steady employment and income to the rural poor like horticultural works, land development works, construction of community assets like school building through Gram Panchayat. They also suggested that even though employment opportunities for old and disabled persons increased, the works allotment shall be in accordance with their capabilities.

Further, they also suggested for providing employment for more than 100 days of employment nearer to the native village, timely payment of wages, the payment of wages in cash and grains and priority for agricultural works. The opinion of all five cases regarding overall performance of NREGS was satisfactory.

6.5 OPERATIONAL PROBLEMS IN IMPLEMENTATION OF NREGS AS PERCEIVED BY THE PEOPLE'S REPRESENTATIVES, OFFICIALS AS WELL AS BY THE BENEFICIARIES AND THEIR SUGGESTIONS TO OVERCOME THESE PROBLEMS

6.5.1 Operational Problems in Implementation of NREGS as Perceived by Selected NREGS Beneficiaries

The operational problems perceived by the selected NREGS beneficiaries were late payment of wages, non-payment of wages in the form of grains, non-provision of 100 days work, long distances of work sites, delay in allotment of work, non-payment of 10% extra wages for works outside the 5km. radius, non-provision of Crèche facility, poor work site facilities, no opportunity to get employment more than 100 days, delay in disposal of beneficiaries' complaints, registration is not open in the Gram Panchayat on an ongoing basis, migration of labourers due to non-provision of works under NREGS, non-payment of wages, payment of same wages for all kinds of works, low payment of wages and non-payment of unemployment allowance.

6.5.2 Suggestions of the Selected NREGS Beneficiaries to Overcome the Operational Problems Perceived by them

The suggestions given by the selected NREGS beneficiaries to overcome the operational problems perceived by them were timely payment of wages followed by payment of wages in cash and grains, fulfillment of 100 days employment guarantee, provision of works through Gram Panchayat nearer to the residence, timely allotment of works, payment of extra wages for long distance work sites, provision of Crèche facility, provision of necessary work site facilities, provision of sufficient employment in own village, grievance redressal mechanism should be nearer, registration should be open in the Gram Panchayat on an ongoing basis, payment of wages should be according to kind of works and timely payment of unemployment allowance.

6.5.3 Operational Problems Perceived by the Selected People's Representatives During Implementation of NREGS

The operational problems perceived by selected People's Representatives during the implementation of NREGS were illiteracy of the people followed by absence of Village Monitoring Committee, lack of co-operation and conflicts between groups of people, allocation of less number of works through Gram Panchayat, limited work activities to be under taken in NREGS which may not be available at the village level, inability to ensure 100 days employment guarantee, diversion of NREGS fund for other works by block authorities, lack of trained technical staff at village level and corruption at block and district levels.

6.5.4 Suggestions Given by the Selected People's Representatives to Overcome the Operational Problems Perceived by them

The suggestions given by selected People's Representatives to overcome the operational problems perceived by them during the implementation of NREGS were organisation of literacy programmes like "Sarva Shiksha Abhiyan" at village level followed by obtaining people's co-operation in solving the conflicts among them through Gram Sabha, setting up of Village Monitoring Committee for better supervision, allocation of more than 50 per cent of works through Gram Panchayat, introduction of 'Wage Subsidy' to the farming community by applying NREGS workforce, enhancing minimum limit of 14 days and maximum limit of 100 days employment guarantee to higher side, appointment of trained technical staff at village level on permanent basis and timely supervision at block and district levels.

6.5.5 Operational Problems Perceived by the Selected Officials from Village Level to District Level During Implementation of NREGS

Operational problems perceived by selected officials during the implementation of NREGS were illiteracy of the people followed by non-availability of staff on contract basis, non availability of funds in time, more and weak documentation, delay in payment of wages to the workers, lack of timely training and under payment of salaries to NREGS staff, lack of co-operation from people's groups and social organisations, lack of technical facilities, bogus registration of families, lack co-operation from the implementing agencies like agricultural department, forest department, etc., no administrative and financial powers transferred to JPC from DPC (19.35%) and poor infrastructure facilities at JPC office.

6.5.6 Suggestions Given by the Selected Officials from Village Level to District Level to Overcome the Operational Problems Perceived by them

Suggestions given by selected officials to overcome the operational problems perceived by them during the implementation of NREGS were organisation of literacy programmes like "Sarva Shiksha Abhiyan" at village level followed by appointment of adequate trained staff on permanent basis, timely allocation of sufficient funds, synchronization of related documents, timely training to the staff in accordance with their needs, extending the 4 per cent limit of administrative cost and organisation of weekly Gram Sabha, appointment of separate NREGS staff at village level for 20-25 village, opening of postal accounts of those who are on work instead of all registered families,

provision of technical facilities, collection of fine for bogus registration on par with unemployment allowance, division of works among line and staff departments, organisation of capacity building sessions to elected members and officials through training sessions and exposure visits and giving sufficient administrative and financial powers to JPC and Strengthening of JPC Office.

6.6 STRATEGY TO OVERCOME OPERATIONAL PROBLEMS IN IMPLEMENTATION OF NREGS

Efforts must be made to improve the literacy among the people through programmes like “Sarva Shiksha Abhiyan”, build large scale citizen’s awareness campaigns for generating demand side of NREGA, improve institutional capacities of Gram Panchayat, introduction of ‘Wage Subsidy’ to the farming community by applying NREGS workforce, timely allocation of fund at various levels of implementation of NREGS, efforts must be made to organise capacity building sessions to PR Functionaries about the programme and its monitoring through training sessions, exposure visits and sharing of good practices, appointments of adequate trained staff at various levels of implementation of NREGS specially, at the village level on permanent basis, the Pro- active planning for effective engagement of block and district Panchayats in order to achieve better cooperation between them and line departments in the implementation of NREGS, adequate attention to strengthen Village Monitoring and Vigilance Committee, flexibility for technical sanction of civil works and audit of accounts through competent private professionals, improved technological options for performance and monitoring, establishment of information resource centres and helpline in collaboration with civil society

organizations and it has been observed during the survey that unemployed youths in the villages are showing more interest to work under NREGS. Hence, NREGS should be continued in order to facilitate them towards gainful employment.

6.7 CONCLUSION

A number of Centrally Sponcered Schemes have been implemented under Rural Development Mission and welfare of the poor. But, NREGA is one of the unique experiment undertaken in India to eradicate poverty. The scheme has been launched to supplant the error and gaps of all previous schemes with the involvement of Panchayats, civil society and local administration. Poor families were targated to get benefits of employment and livelihood to supplement their family income with saturation concept.

The result of the study revealed that, positive change had occurred among the respondents in terms of direct and indirect changes after commencement of NREGS in the study area. So, it can be said that NREGS is achieving its desired goal that is empowerment of the rural people. It is found that the income level and employment level of workers increased substaincially and daily wage rate also increased. The migration of people reduced up to some extent. The expenditure on food items increased. Community and individual assets creation through NREGS works increased which leads the overall development of village.

As a whole, NREGA is an important step towards realization of the right to work. It is expected to enhance people's livelihood security on a sustained basis by developing economic and social infrastructure in rural areas. The indirect

changes observed during study were change in empowerment, change in personal and family security, change in conservation of natural resources and strengthening of democracy. One of the most distinguishing features of the NREGS is its approach towards empowering citizens to play an active role in the implementation of employment guarantee schemes, through Gram Sabha, Social Audit, participatory planning and other activities.

It is very interesting time in the history of independent India, when the government is taking steps to provide its citizens with rights that it has never given before through Acts like Right to Education, Right to Information, Right to Employment (NREGA) and Right to Food. But, proactive participation of people is of prime importance to make sure these laws are implemented properly through the programmes such as NREGS.

6.8 IMPLICATIONS OF THE STUDY

- 1) In the light of findings of the study and from the personal experiences of researcher at the time of personally interviewing the respondents, the following implications were drawn;
- 2) The findings related to personal and social characteristics of selected NREGS beneficiaries could be successfully utilized by the implementing authorities of NREGS for successful implementation of the scheme.
- 3) Majority of the selected NREGS beneficiaries was found to be young and middle aged. The young population is participating enthusiastically and hopefully in NREGS works. Hence, NREGS should be continued in all rural part of India for empowerment of rural people through employment generation.

- 4) It was found that the women participation in NREGS works was more than men. NREGS helps to empower the rural women through providing employment opportunities to them. NREGS is bringing them from kitchen to field and making them self sufficient. Hence, NREGS should be continuing in rural India.
- 5) As it was revealed from the study literacy level among the respondents had become the major barrier for rural development, so both expansion and intensification of literacy programmes is urgent.
- 6) Majority of the beneficiaries belonged to joint family. NREGS provides 100 days employment guarantee to each household. This is more beneficial to nuclear family than joint family. Due to this government should have to take it into consideration and to form some policies, so that the joint and nuclear family will get equal benefit.
- 7) Majority of the beneficiaries was having agriculture as their occupation but their income was less from the agriculture due to lack of permanent water sources for agriculture and poor economic conditions the agricultural productivity is very less. Hence, district administration should have to develop irrigation facilities through construction of dams, farm ponds, etc., through NREGS works so that availability water for agricultural purpose will increase.
- 8) A considerable portion of beneficiaries were landless labourers. Except, during agricultural season, there was no source of employment for them. Hence, near about for six months in the year they used to migrate to nearby urban areas for getting employment. 100 days of employment guarantee is

not sufficient to stop their migration to urban areas. The district administration should have to extend the limit of 100 days limit of employment or to create other sources of employment for them in order to stop their migration.

9) Through wide discussion with beneficiaries found that Self Help Groups, Village Level Workers and Social Organisations are playing an important role in the imparting knowledge about the programme and active participation in the programme. Hence, their involvement needs immediate attention.

10) It was noted that the major problem was regarding to the non-payment of wages in cash and grains. Majority of beneficiaries preferred to receive wages in both cash and grain. Hence, regular payment of good quality grains should be taken up to increase the nutritional status of the beneficiaries as well as check the misutilisation of wages.

11) Due to temporary appointments of officials at various levels of implementation of NREGS, they are not willing to do work carefully and enthusiastically. Hence, sometime they are taking little care to offer all benefits of NREGS to workers. The provision of timely funds at various levels and permanent appointments of officials may be improved for the effective implementation of NREGS.

12) The extension in the limited types of works undertaken in NREGS helps to increase the availability of works at Gram Panchayat level. The introduction of a 'Wage subsidy' to the farming community by applying NREGS workforce may be a better strategy. It has two benefits –

Dissatisfaction among the peasantry and identification of more works can be addressed.

- 13) Since, training is another pre-requisite for NREGS staff at various levels to become successful implementers, care should be taken to provide skill oriented training to NREGS staff at field level.
- 14) The need for consultancy and guidance at all stages of NREGS for dealing with problems faced by beneficiaries, People's Representatives and officials in implementation of NREGS is another area where the government can concentrate.
- 15) Finally, the problems expressed and suggestions given by People's Representatives and officials could be kept in view by the concerned in order to make NREGS more pragmatic.

6.9 SUGGESTIONS FOR FUTURE RESEARCH

- 1) The present investigation was confined to a specific area with restricted sample of beneficiaries. It is therefore, suggested to conduct similar study in large area with large sample size so that the conclusions can be generalized to comparatively larger area.
- 2) A comparative study between beneficiary and non-beneficiary, districts, regions (Western Maharashtra, Khandesh, Marathawada and Vidarbha) is necessary as these areas differ widely in their employment needs.
- 3) Studies based on administration, training and implementation aspects of NREGS may be conducted.
- 4) Impact studies of this scheme must be conducted.

- 5) SWOT (Strengths, Weaknesses, Opportunities and Threats) and SNAC (Stack holders, Necessities, Alternatives and Constraints) analysis of NREGS must be done.
- 6) As Gram Panchayats are the pivot of this scheme, studies on the role of Gram Panchayats in implementing NREGS must be carried out.
- 7) The awareness, knowledge, opinion and attitudes of the beneficiaries and officials towards NREGS could not be exploited in the present study. Hence, an attempt in this direction could be carried out.
- 8) Similar studies with same objectives can be replicated in the other areas for drawing valid conclusions.
- 9) Studies on gap analysis of activities of NREGS are required.
- 10) The training needs of officials at different levels of NREGS implementation can also be studied.

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Note: The literature is cited as per the 'Thesis Guidelines' prescribed by the Acharya N. G. Ranga Agricultural University, Rajendranagar, Hyderabad.

APPENDIX - A

Year wise National Implementation Status of NREGA up to March 2009

EMPLOYMENT PROVIDED	2008-09: 24509.06 crore
2006-07: 2.10 crores Households	WORKS TAKEN UP
2007-08: 3.39 crores Households	2006-07: 8.3 lakhs
2008-09: 4.24 crores Households	Water Conservation & Irrigation Facility: 64%
PERSON DAYS	2007-08: 17.8 lakhs
2006-07: 90.50 crores	Water Conservation & Irrigation Facility: 64%
SC & ST: 61%, Women: 41%	2008-09: 25.22 lakhs
2007-08: 143.59 crores	Water Conservation & Irrigation Facility: 66%
SC & ST: 57%, Women: 43%	AMOUNT SPENT ON WAGES
2008-09: 193.80 crores	2006-07: 5842.37 crores
SC & ST: 55%, Women: 48%	2007-08: 10738.47 crores
TOTAL EXPENDITURE	2008-09: 16355.06 crores (67%)
2006-07: 8823.35 crores	WAGE EARNERS ACCOUNT IN
2007-08: 15856.89 crores	BANK/POST OFFICE: 6.63 crores

(Source: www.nrega.nic.in)

APPENDIX - B

NREGA National Statistics 2009-10

Employment provided to HHS	:	0.16 [Crores]
Persondays [in Crores]		
Total	:	2.01
SCs	:	0.37 [18.55%]
STs	:	0.54 [26.76%]
Women	:	1.01 [50.48%]
Others	:	1.1 [54.69%]
Total fund	:	36100 Crores
Total works taken up	:	46.04 Lakhs.
Works completed	:	0.06 Lakhs.
Works in progress	:	45.98 Lakhs.

NREGA Statistics of Maharashtra 2009-10

Employment provided to HHs:	5.91547 Lakhs
Persondays [in Lakhs]:	
Total:	274.33
SCs:	70.26 [25.61%]
STs:	90.98 [33.16%]
Women :	108.78 [39.65%]
MOthers:	113.1 [41.23%]
Total fund:	618.88 Crores.
Expenditure:	321.09 Crores.
Total works taken up:	24926
Works completed:	10613
Works in progress :	14313

NREGA Statistics of Thane District of Maharashtra 2009-10

Employment provided to HHs:	0.51455 Lakhs
Persondays [in Lakhs]:	
Total:	8.94
SCs:	0.03 [0.34%]
STs:	8.43 [94.29%]
Women:	4 [44.74%]
Others:	0.48 [5.37%]
Total fund: Rs.	65.78 Crores.
Expenditure:	34.14 Crores.
Total works taken up:	3195
Works completed:	3017
Works in progress :	178

(Source: www.nrega.nic.in)

APPENDIX - C

Average Wage paid under NREGA for the financial Year 2009-2010

State :Maharashtra District : Thane

Sl. No.	Block	Minimum Wage Rate (In Rs.)	Total Amount Paid as wages (In Rs.)	No. of Persondays	Average wage Rate
1	Ambarnath	66	0	0	0
2	Bhiwandi	66	71,131	1047	67.94
3	Dahanu	66	38,29,260	30658	124.9
4	Jawhar	66	1,04,08,407.85	122648	84.86
5	Kalyan	66	43,621.66	656	66.5
6	Mokhada	66	21,31,746	21497	99.16
7	Murbad	66	0	0	0
8	Palghar	66	32,099.99	298	107.72
9	Shahapur	66	1,07,483.42	1856	57.91
10	Talasari	66	44,970	705	63.79
11	Vasai	66	0	0	0
12	Vikramgad	66	29,38,744.62	27275	107.74
13	Wada	66	13,41,207.9	12331	108.77
Total			209,48,672.44	218971	95.67

(Source: www.nrega.nic.in)

APPENDIX - D

INTERVIEW SCHEDULE

Topic: A study on National Rural Employment Guarantee Scheme in Thane district of Maharashtra.

PART-I

Beneficiary No.:

Date of Interview:

1) Profile of the NREGS beneficiary:

Name:		Village:	Block:
1) Age Completed: years			
2) Gender: 1) Male <input type="checkbox"/>		2) Female <input type="checkbox"/>	3) Education:
4) Type of Family: a) Nuclear Family <input type="checkbox"/>		b) Joint Family <input type="checkbox"/>	5) Size of Family:members
6) Occupation: a) Major: b) Subsidiary: c) Other (If any):			
7) Land Holding: a) Wet land:acres b) Dry land:acres c) Total: acres			
8) Income	Major occupation income/annum: Rs.		Total: Rs.
	Subsidiary occupation income/annum: Rs.		
	Other income/annum (If any): Rs.		

9) Socio- Politico Participation:

Sl. No.	Organisations	Participant 1	Member 2	Office Bearer 3
1	Village Panchayat			
2	Farmer's Club			
3	Self Help Group			
4	Youth Club			
5	If any, Specify			

10) Level of Aspiration: Please indicate your aspiration on the items listed below;

A) Will you please indicate how much education you would consider to give your children?

- No education (1)
- Primary school (2)
- Middle school (3)
- High school (4)

- e) Diploma (5)
 - f) Graduation (6)
 - g) Post- graduation (7)
- B) Please indicate the type of job/occupation you would like your children to have.
- a) Agriculture (1)
 - b) Caste occupation (2)
 - c) Private job (3)
 - d) Business (4)
 - e) Government job (5)
- C) Indicate how much income you would like to increase from the existing income level in the next five years.
- a) No increase (1)
 - b) Double of the present income (2)
 - c) Three times of the present income (3)
 - d) Four times of the present income (4)
- D) What would be the type of house you expect to have in next five years.
- a) No improvement in present house (1)
 - b) Kachha house (2)
 - c) Mixed house (3)
 - d) Pukka house (4)
- E) Indicate to extent you would like to increase crop yield on your farm for the next five years.
- a) No increase (1)
 - b) Double of the present crop yield (2)
 - c) Three times of the present crop yield (3)
 - d) Four times of the present crop yield (4)

PART- II

1) Awareness on NREGS activities:

a) How do you come to know about NREGS?

- a) Television b) Neighbours c) Davandi d) Gram Sabha

b) Activities:

- 1) NREGS was started in your village.....
 - a) 1 year ago b) 2 years ago c) 3 years ago
- 2) NREGS is meant for.....
 - a) Providing employment guarantee b) Giving loans c) Providing farm technology.
- 3) Number of days employment provided under NREGS
 - a) 50 days b) 100 days c) 150 days
- 4) NREGS is scheme open for all.....
 - a) Local ST/SC people b) Local BPL families c) Local adult people.

- 5) The registration of families under NREGS is through.....
 - a) Written application
 - b) Oral application
 - c) Both a & b.
- 6) The registration of families under NREGS is open throughout the year.
 - a) True
 - b) False
- 7) The registration of families under NREGS is free of cost.
 - a) True
 - b) False
- 8) Job cards issued to.....
 - a) Household
 - b) Individual
- 9) The job card is valid for.....
 - a) 1 year
 - b) 5 years
 - c) More than 5 years.
- 10) One can apply for duplicate job card in case one lost it.
 - a) True
 - b) False
- 11) Is it necessary to apply for employment after getting job card?
 - a) Yes
 - b) No
- 12) The work is being provided under NREGS during.....
 - a) Agricultural slack season.
 - b) Kharif season
 - c) Throughout the year
- 13) The works are ordinarily being provided within radius of the village.
 - a) 5 Km.
 - b) 10 Km.
 - c) 15 Km.
- 14) Extra wages of 10% are paid under NREGS in case work is provided beyond 5 km.
 - a) True
 - b) False
- 15) The daily working hours recommended under NREGS for each beneficiary are
 - a) 5 hours
 - b) 7 hours
 - c) 10 hours.
- 16) The Unemployment Allowance is to be provided in case employment is not given within 15 days of application for work.
 - a) True
 - b) False
- 17) The nature of works taken up under NREGS includes
 - a) Water Conservation
 - b) Land Development
 - c) Rural Connectivity
 - d) All the above.
- 18) Who is eligible under NREGS to take land development works on their own land?
 - a) SCs/STs
 - b) LRB
 - c) IAY Beneficiary
 - d) BPL Family
 - e) All the above.
- 19) The reservation for women beneficiaries under NREGS is 33 per cent.
 - a) True
 - b) False
- 20) The fund reserved for providing employment to disabled persons is 3 per cent.
 - a) True
 - b) False
- 21) The Creche facility is provided under NREGS at worksites.
 - a) True
 - b) False

- 22) The use of Machineries and involvement of Contractors is not permissible for NREGS works.
 a) True b) False
- 23) NREGS provides equal wages to men and women.
 a) True b) False
- 24) The wage payment under NREGS is through.....
 a) Cash b) Bank/Post Office Account
- 25) Opening of Bank or Post Office Account is free of cost under NREGS.
 a) True b) False
- 26) All documents and records related to NREGS are available for public scrutiny.
 a) True b) False
- 27) One can complain against mal practices occurred during implementation of NREGS.
 a) True b) False

PART- III

The following series of statements are prepared to assess the direct and indirect changes occurred due to the implementation of NREGS.

1) Direct Changes

A) Employment:

Sl. No.	Statements	Before NREGS	After NREGS	Remarks
1	Total number of mandays of employment available in an year			
2	Number of employed persons in your family			
3	Daily working hours			
4	Daily wage rate			

B) Income: Please mention the annual income from all the sources.

Sl. No.	Statement		Before NREGS	After NREGS	Remarks
1	Annual income	Agriculture	Rs.	Rs.	
		Wages	Rs.	Rs.	

C) Community Assets Creation:

Sl. No.	Types of Assets	Before NREGS	After NREGS	Remarks
1	Number of wells constructed			
2	Number of wells recharged			
3	Number of farm ponds constructed			
4	Number of plantation works taken up			

D) Development works on individual holdings:

Sl. No.	Types of works	Before NREGS	After NREGS	Remarks
1	Earthen field bunds, Stone bunding of fields, etc.			
2	Ill land development works			
3	Horticultural works			
4	Total area under irrigation in acres			

E) Migration:

1	Number of days migrated to urban areas for employment	Before NREGSdays	After NREGSdays	Remark:
2	The wages upon migration more than NREGS wages	Yes	No	

2) Indirect Changes

A) Empowerment:

Sl. No.	Statements	Decreased	Remained Same	Increased
1	Contribution towards the family income			
2	Knowledge about development activities			
3	Ability to take decision in village and household			
4	Ability to operate postal/bank accounts			
5	Self reliance			
6	Social participation			

B) Personal and Family Security:

Sl. No.	Statements	Decreased	Remained Same	Increased
1	Opportunity for improving the existing house structure			

2	Household indebtedness			
3	Purchase of household articles			
4	Purchase of modern articles like Dish TV, Mobile, etc			
5	Affordability of children education			
6	School attendance of children			
7	Investment in agriculture and allied enterprises			
8	Accessibility to market			
9	Opportunity for disabled and old persons get employed			

C) Food Security:

Sl. No.	Statements	Decreased	Remained Same	Increased
1	Expenditure on food items			

If increased specify in quantity in the following table

Sl. No.	Food Items (Kg/week)	Before NREGS	After NREGS	Remarks
1	Finger millet (Nagli) / Rice			
2	Wheat			
3	Vegetables / Fruits			
4	Pulses			
5	Oil			
6	Meat / Eggs			

D) Natural Resources:

Sl. No.	Statements	Decreased	Remained Same	Increased
1	Opportunity for soil and water conservation			
2	Availability of irrigation/drinking water in your village			
3	Water table of the area in your village			
4	Agriculture productivity in your village			
5	Overall development of the village			

E) Strengthening Democracy

Sl. No.	Statements	Decreased	Remained Same	Increased
1	Priority to the Gram Sabha in selection of works			

2	People's participation in the preparation of projects			
3	Allotment of works through Gram Panchayat			
4	Involvement of local MP/MLAs and PRI members			

PART- IV

1) Operational problems perceived by the selected NREGS beneficiaries

Sl. No.	Problems	Yes	If Yes, give suggestion to overcome this problem
1	Registration is not open in the Gram Panchayat on an ongoing basis.		
2	Long distances of work sites		
3	Poor Work site facilities		
4	Non-provision of crèche facility		
5	Delay in allotment of work		
6	Migration of labourers due to non-provision of works under NREGS		
7	Non- provision of 100 days work		
8	No opportunity to get employment more than 100 days		
9	Delay in disposal of beneficiaries complaints		
10	Non-payment of wages		
11	Late payment of wages		
12	Low payment of wages		
13	Non- payment of 10% extra wages for works outside the 5Km. radius		
14	Non- payment of unemployment allowance		
15	Payment of same wages for all kinds of works		
16	Non-payment of wages in the form of grains		
17	Other (If any)		
18			
19			
20			

Contact Number:

Signature of the beneficiary

2) Operational problems perceived by the selected People's Representatives (PRs)

Name of the PR		
Status		
Address	Village:	Taluka:
Contact Number		

Please indicate the operational problems perceived during implementation of NREGS and give the suggestions to overcome these problems (Suggestions will be considered as an advice to overcome the problems).

Sl. No.	Problems	Suggestions
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		
11		
12		
13		

Place:

Date:

Signature of the PR

3) Operational problems perceived by the selected officials

Name of the official	
Designation	
Contact Number	

Please indicate the operational problems perceived during implementation of NREGS and give the suggestions to overcome these problems (Suggestions will be considered as an advice to overcome the problems).

Sl. No.	Problems	Suggestions
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		
11		
12		
13		

Place:

Date:

Signature of the official

5) Changes in social living due to NREGS:

- a)
- b)
- c)

6) Impression regarding NREGS activities in the village:

Sl. No.	Work Activities	Benefits due to NREGS works
1	Water conservation and Water harvesting works	
2	Drought proofing / Tree plantation works	
3	Land development works	
4	Rural roads	
5	Earthen field bunds, Stone bunding of fields, etc.	

7) What works do you think, NREGS should include helping the rural people;

- a)
- b)
- c)

8) Please indicate the operational problems perceived during implementation of NREGS and give the suggestions for effective implementation of NREGS.

Sl. No.	Problems	Suggestions
1		
2		
3		
4		

9) Opinion about overall performance of NREGS: Highly Unsatisfactory / Unsatisfactory / Undecided / Satisfactory / Highly Satisfactory.

Contact Number:

Signature of the Beneficiary

APPENDIX - E

मुलाखत परिशिष्ट

विषय :- महाराष्ट्रातील ठाणे जिल्ह्यात राष्ट्रीय ग्रामीण रोजगार हमी योजनेचा अभ्यास.

भाग - १.

लाभार्थी क्रमांक

मुलाखत दिनांक

१) रोहयो लाभार्थीची माहिती:

नाव :	गाव :	तालुका :
१) वय वर्ष		
२) लिंग : अ) पुरुष <input type="checkbox"/> ब) स्त्रि <input type="checkbox"/> ३) शिक्षण :		
४) कुटुंब प्रकार : अ) विभक्त कुटुंब <input type="checkbox"/> ब) एकत्र कुटुंब <input type="checkbox"/> ५) कुटुंबाची व्याप्ती		
६) व्यवसाय : अ) मुख्य : ब) पुरक : क) इतर :		
७) जमीन धारणा क्षेत्र : अ) ओकित : एकर ब) कोरडवाहू एकर क) एकुण: एकर		
८) उत्पन्न	अ) मुख्य व्यवसाय:-	एकुण उत्पन्न
	ब) पुरक व्यवसाय :-	
	क) इतर :-	

९) सामाजिक सहभाग : (खालीलपैकी योग्य त्या ठिकाणी ✓ अशी खुण करा)

अ.क्र.	संघटना	सहभागी	सदस्य	पदभारी
१)	ग्रामपंचायत			
२)	शेतकरी मंडळ			
३)	स्वयं सहाय्यता समुह			
४)	युवक मंडळ			
५)	इतर			

१०) आकांक्षेची पातळी : कृपया खालील प्रश्नांना पुरक अशी उत्तरे द्या. योग्य पर्यायासमोर ✓ अशी खुण करा.

१) कृपया, तुम्हाला तुमच्या मुलांना किती शिक्षण देण्याची इच्छा आहे ते दर्शवा ?

- अ) अजिबात नाही (१)
- ब) प्राथमिक (२)
- क) माध्यमिक (३)
- ड) उच्च माध्यमिक (४)
- इ) पदविका (५)
- ई) पदवी (६)
- ग) पदव्युत्तर (७)

२) कृपया, तुम्हाला तुमच्या मुलांनी कोणत्या प्रकारचा व्यवसाय केलेला आवडेल ते दर्शवा ?

- अ) शेती (१)
- ब) पारंपारिक व्यवसाय (२)
- क) खाजगी व्यवसाय (३)
- ड) व्यापार (४)
- इ) सरकारी नोकरी (५)

३) पुढील पाच वर्षात तुम्हाला तुमचे उत्पन्न किती पटींनी वाढवायला आवडेल ?

- अ) अजिबात नाही (१)
ब) दोन (२)
क) तीन (३)
ड) चार (४)

४) कृपया, पुढील पाच वर्षात तुमचे कोणत्या प्रकारचे घर असावे, अशी अपेक्षा आहे ते दर्शवा ?

- अ) पुर्वीप्रमाणेच (१)
ब) कच्चे घर (२)
क) मिश्रीत घर (३)
ड) पक्के घर (४)

५) पुढील पाच वर्षात तुम्हाला तुमच्या शेतीचे उत्पन्न सध्याच्या उत्पन्नापेक्षा किती पटींनी वाढवायला आवडेल ते दर्शवा ?

- अ) अजिबात नाही (१)
ब) दोन (२)
क) तीन (३)
ड) चार (४)

भाग २

२) राग्रोहयाच्या कार्यप्रणालीची जाणीव :

अ) तुम्हाला या योजनेबद्दल कसे माहित झाले ?

- अ) दुरदर्शन ब) शेजारी क) दवंडी ड) ग्रामसभा

ब) योजनेच्या कार्याबद्दल लोकांना असलेली माहिती :

१) रोहयो तुमच्या गावात वर्षापूर्वी सुरु झाली

- अ) एक ब) दोन क) तीन

२) रोहयोचा मुख्य उद्देश आहे.

- अ) रोजगाराची हमी ब) कर्ज देण्यासाठी क) कृषितंत्रज्ञान

३) रोहयो दिवस रोजगाराची हमी पुरविते

- अ) ५० ब) १०० क) १५०

४) रोहयो ही साठी आहे .

- अ) स्थानिक अनुसुचित जाती/जमाती ब) दारिद्र्यरेषेखालील कुटुंब क) सर्व प्रौढ व्यक्ती

५) रोहयोत कुटुंबाची नाव नोंदणी प्रकारे करतात.

- अ) लेखी अर्ज ब) तोंडी विनंती क) दोन्ही

६) रोहयोत कुटुंब नोंदणी ही वर्षभर सुरु असते.

- अ) चुक ब) बरोबर

७) रोहयोत कुटुंब नोंदणी मोफत आहे.

- अ) चुक ब) बरोबर

८) व्यवसाय पुस्तिका (जॉब कार्ड) ला दिली जाते.

- अ) कुटुंब ब) व्यक्ती

९) रोहयोतील जॉब कार्ड हे वर्षासाठी वैध असते.

- अ) एक ब) पाच क) पाचपेक्षा जास्त

१०) जॉब कार्ड हरविले तर दुय्यम कार्डसाठी आपण अर्ज करू शकतो .

- अ) होय ब) नाही

११) जॉब कार्ड मिळाल्यानंतर रोजगारासाठी अर्ज करणे आवश्यक आहे.

- अ) होय ब) नाही

१२) रोहयो हंगामात रोजगाराची हमी देते.

- अ) कोरडा ब) खरीप क) रबी

- १३) रोहयोत साधारणपणे सर्व रोजगाराची कामे ही किलोमीटरच्या आवारातच दिली जातात.
अ) ५ ब) १० क) १५
- १४) रोहयोत कामांची जागा जर पाच किलोमीटरपेक्षा दुर असेल तर १०% जास्त रोजाची रक्कम दिली जाते.
अ) चुक ब) बरोबर
- १५) रोहयोत दैनंदिन कामाचे तास ठरविले आहेत.
अ) ५ ब) ७ क) १०
- १६) रोहयोत जर अर्ज केल्यापासून पंधरा दिवसांच्या आत रोजगार दिला गेला नाही तर प्रत्येकाला रोजगार भत्ता दिला जातो.
अ) बरोबर ब) चुक
- १७) रोहयोत प्रकारची कामे केली जातात.
अ) जलसंधारण ब) जमीन सुधारणा क) रस्ते ड) वरील सर्व
- १८) रोहयोमध्ये स्वतःच्या जमीनीची सुधारणा करण्याची कामे करण्यासाठी कोण पात्र आहे ?
अ) अनुसुचित जाती/जमाती ब) पुर्नवसित लाभार्थी क) इंदिरा आवासयोजना लाभार्थी
ड) दारिद्र्य रेषेखालील इ) वरील सर्व
- १९) रोहयोमध्ये महिलांसाठी ३३ टक्के आरक्षण आहे.
अ) बरोबर ब) चुक
- २०) रोहयोमध्ये अपंगांसाठी ३ टक्के निधी आरक्षित केलेला आहे.
अ) बरोबर ब) चुक
- २१) रोहयोमधील क्रेच सुविधा(लहान मुलांसाठी) पुरविली जाते.
अ) बरोबर ब) चुक
- २२) रोहयोमध्ये ठेकेदार आणि यंत्रांचा वापर करण्यास सक्त मनाई आहे.
अ) बरोबर ब) चुक
- २३) रोहयोअंतर्गत स्त्री आणि पुरुषांना समान मजुरी दिली जाते.
अ) बरोबर ब) चुक
- २४) रोहयोमध्ये मजुरी/पगाराची वाटप ही तून केली जाते.
अ) रक्कम ब) बँक / पोस्ट ऑफिस
- २५) रोहयोमध्ये बँकेचे किंवा पोस्टाचे खाते विनामूल्य काढले जाते.
अ) बरोबर ब) चुक
- २६) रोहयोमध्ये सर्व प्रकारची कागदपत्रे आणि नोंदी या सर्व लोकसर्वेक्षणासाठी उपलब्ध असतात.
अ) बरोबर ब) चुक
- २७) रोहयोमध्ये एखादा व्यक्ती योजना राबविताना होणाऱ्या चुकीच्या बाबींविरुद्ध तक्रार करू शकतो.
अ) बरोबर ब) चुक

भाग ३

रोहयोमुळे घडलेले प्रत्यक्ष आणि अप्रत्यक्ष बदल तपासून बघण्यासाठी खालील काही विधाने तयार केलेली आहेत.
योग्य त्या ठिकाणी ✓ अशी खुण करा.

१) प्रत्यक्ष बदल

अ) रोजगार

अ.क्र.	विधाने	योजनेपूर्वी	योजनेनंतर	शेरा
१)	वर्षभरात उपलब्ध असलेला रोजगार (दिवस)			
२)	कुटुंबातील रोजगार असलेल्या व्यक्ती			
३)	दैनंदिन कामाचे तास			
४)	दैनंदिन कामाची मजुरी			

ब) उत्पन्न

अ.क्र.	विधान	योजनेपूर्वी	योजनेनंतर	शेरा
१)	वार्षिक उत्पन्न	शेती	रु.	रु.
		मजुरी	रु.	रु.

क) सार्वजनिक सुधारणा

अ.क्र.	विधाने	योजनेपुर्वी	योजनेनंतर	शेरा
१)	विहीरींची संख्या			
२)	पाण्याची पातळी वाढवलेल्या विहीरींची संख्या			
३)	शेततळ्यांची संख्या			
४)	रस्त्यांची संख्या (लांबी दर्शवा)			
५)	वृक्षलागवडीची कामांची संख्या			

ड) वैयक्तिक सुधारणा

अ.क्र.	विधाने	योजनेपुर्वी	योजनेनंतर	शेरा
१)	मातीचे बांध, दगडी बांध, मजगी इत्यादी			
२)	पडीक जमीन सुधारणा			
३)	फळझाडे लागवडीची कामे			
४)	एकुण ओलीताखालील क्षेत्र (एकर)			

इ) स्थलांतर

अ.क्र.	विधाने	योजनेपुर्वी	योजनेनंतर	शेरा
१)	शहरी भागात रोजगारासाठी होणारे स्थलांतर (दिवस) दिवस दिवस	
२)	स्थलांतरानंतर मिळणारी मजुरी ही रोहयोतील मजुरीपेक्षा जास्त असते.	होय	नाही	

२) अप्रत्यक्ष बदल

अ) सशक्तीकरण

अ.क्र.	विधाने	कमी झाले	तसेच राहिले	वाढले
१)	कुटुंबाच्या उत्पन्नातील वाटा			
२)	सुधारणाविषयी ज्ञान			
३)	गावात / कुटुंबात ठराव घेण्याची कुवत			
४)	बँकेचे किंवा पोस्टाचे खाते हाताळण्याची कुवत			
५)	स्वावलंबन			
६)	सामाजिक सहभाग			

ब) वैयक्तिक आणि कौटुंबिक सुरक्षा

अ.क्र.	विधाने	कमी झाले	तसेच राहिले	वाढले
१)	घर सुधारण्याची संधी			
२)	कर्जबाजारीपणा			
३)	गृहपयोगी वस्तुंची खरेदी			
४)	सुधारित वस्तुंची खरेदी (टीव्ही, मोबाईल इ.)			
५)	मुलांच्या शिक्षणाची शाश्वती			
६)	मुलांची शाळेतील उपस्थिती			
७)	शेती आणि संलग्न क्षेत्रातील गुंतवणूक			
८)	बाजार पेठेशी जवळिकता			
९)	अपंग आणि वयस्कर व्यक्तींना रोजगारी संधी			

क) अन्न सुरक्षा

अ.क्र.	विधाने	कमी झाले	तसेच राहिले	वाढले
१)	अन्न पदार्थावरील खर्च			
अ.क्र.	अन्न पदार्थ (किलो / आठवडा)	योजनेपूर्वी	योजनेनंतर	शेरा
१)	भात / नागली			
२)	गहू			
३)	भाजीपाला / फळे			
४)	डाळी			
५)	तेल			
६)	मांस / अंडी			

ड) नैसर्गिक साधनसंपत्ती

अ.क्र.	विधाने	कमी झाले	तसेच राहिले	वाढले
१)	जल आणि मृदा संधारणाची संधी			
२)	शेतीसाठी / पिण्यासाठी पाण्याची उपलब्धता			
३)	भुजल पातळी			
४)	शेतीची उत्पादकता			
५)	गावाचा सर्वांगीण विकास			

इ) लोकशाही बळकटीकरण

अ.क्र.	विधाने	कमी झाले	तसेच राहिले	वाढले
१)	कामे निवडण्यासाठी ग्रामसभेला प्राधान्य			
२)	प्रकल्प तयार करण्यात लोकांचा सहभाग			
३)	ग्रामपंचायतीकडून काम वाटप			
४)	लोकप्रतिनिधींचा सहभाग			

भाग - ४

रोहयो योजना राबविण्यात आलेल्या समस्या

१) लाभार्थींना आलेल्या समस्या

अ.क्र.	अडचणी	होय	नाही	उपाय / सल्ला
१)	कुटुंब नोंदणी ही ग्रामपंचायतीत वर्षभर सुरु नसते			
२)	गावापासून दूर कामाची जागा			
३)	कामाच्या ठिकाणी सुविधांचा अभाव			
४)	क्रेच सुविधेचा अभाव			
५)	कामाची विभागणी करण्यात विलंब			
६)	काम न दिल्यामुळे मजुरांचे स्थलांतर			
७)	१०० दिवसांचा रोजगार दिला जात नाही			
८)	१०० दिवसांपेक्षा जास्त काम मिळण्याची संधी नाही			
९)	तक्रार निवारण्यात विलंब			
१०)	पगार वाटप करत नाही			
११)	पगार वाटपास विलंब			
१२)	कमी पगार वाटप			
१३)	दुरच्या कामासाठी १०% जास्त मजुरी दिली जात नाही			

१४)	बेरोजगारी भत्ता दिला जात नाही			
१५)	सर्व प्रकारच्या कामासाठी सारखीच मजुरी			
१६)	धान्याच्या स्वरूपात पगार दिला जात नाही			
१७)	इतर -			
	१)			
	२)			
	३)			
	४)			

दुरध्वनी क्रमांक

लाभार्थीची सही

२) लोकप्रतिनिधींना आलेल्या समस्या

लोकप्रतिनिधीचे नाव			
हुद्दा			
पत्ता :	गाव :	तालुका :	
दुरध्वनी क्रमांक			

कृपया, तुम्हांला रोहयो राबवितांना आलेल्या समस्या आणि त्यावर उपाय दर्शवा.

क्र.	समस्या	उपाय / सल्ला
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१०		
११		
१२		
१३		

ठिकाण :

दिनांक :

लोकप्रतिनिधीची सही

३) अधिकारी वर्गाला आलेल्या समस्या

अधिकाऱ्याचे नाव	
पदनाम	
दुरध्वनी क्रमांक	

कृपया, तुम्हांला रोहयो राबवितांना आलेल्या समस्या आणि त्यावर उपाय दर्शवा.

क्र.	समस्या	उपाय / सल्ला
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ठिकाण :

दिनांक :

अधिकाऱ्याची सही

भाग - ५
विशेष लाभार्थी

रोहयो लाभार्थीची माहिती :

नाव :	गाव :	तालुका :
१) वय वर्ष		
२) लिंग : अ) पुरुष <input type="checkbox"/> ब) स्त्रि <input type="checkbox"/> ३) शिक्षण :		
४) कुटुंब प्रकार : अ) विभक्त कुटुंब <input type="checkbox"/> ब) एकत्र कुटुंब <input type="checkbox"/> ५) कुटुंबाची व्याप्ती		
६) व्यवसाय : अ) मुख्य : ब) पुरक : क) इतर :		
७) जमीन धारणा क्षेत्र : अ) ओकित : एकर ब) कोरडवाहू एकर क) एकुण: एकर		
८) योजनेपूर्वीचे उत्पन्न	अ) मुख्य व्यवसाय:-	एकुण उत्पन्न
	ब) पुरक व्यवसाय :-	
	क) इतर :-	
९) योजनेनंतरचे उत्पन्न	अ) मुख्य व्यवसाय:-	एकुण उत्पन्न
	ब) पुरक व्यवसाय :-	
	क) इतर :-	

२) तुम्हाला या योजनेबद्दल कसे माहित झाले ?

अ) दुरदर्शन ब) शेजारी क) दवंडी ड) ग्रामसभा

३) लाभार्थीच्या कामाचा वृत्तांत

अ.क्र.	कामाचा प्रकार	कामाचे दिवस	कामाची मजुरी
१)			
२)			
३)			

४) रोहयोमुळे लाभार्थीच्या वैयक्तिक जीवनात झालेले बदल

- अ)
ब)
क)
ड)
इ)

५) रोहयोमुळे लाभार्थीच्या सामाजिक जीवनात झालेले बदल

- अ)
ब)
क)
ड)

६) रोहयोच्या कार्याबद्दल लाभार्थीचे मत :

अ.क्र.	कामाचा प्रकार	मत
१)		
२)		
३)		

७) तुमच्या मते रोहयोत कोणत्या प्रकारची कामे समाविष्ट करावीत.

अ)

ब)

क)

ड)

८) कृपया, रोहयो राबविताना तुम्ही अनुभवलेल्या समस्या आणि त्यावर उपाय दर्शवा.

अ.क्र.	समस्या	उपाय
१)		
२)		
३)		
४)		

९) रोहयो कार्यप्रणालीबद्दल तुमचे मत : खुप चांगली/चांगली/असमाधानकारक/समाधानकारक/खुप समाधानकारक

दुरध्वनी क्रमांक :

लाभार्थीची सही



Investigator collecting information from NREGS beneficiary of village Pahare



Researcher along with NREGS workers at NREGS worksite during data collection



Researcher discussing with Taluka krishi Adhikari, Jawhar about NREGS implementation



Researcher collecting information from APO, Bhivandi and her team during data collection



Investigator eliciting information from People's Representative, Vinval Gram Panchavat during data collection



Researcher collecting information, opinions and experiences about NREGS from NREGS workers at NREGS work site of village Nilmati during data collection