

**Enhancing livelihood security and local socio
economic development through Mahatma Gandhi
National Rural Employment Guarantee Scheme: An
Analysis**

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THESIS

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DECLARATION

I hereby declare that this thesis entitled **“Enhancing livelihood security and local socio economic development through Mahatma Gandhi National Rural Employment Guarantee Scheme: An Analysis”** is a bonafide record of research work done by me during the course of research and that it has not been previously formed the basis for the award to me of any degree, diploma, fellowship or other similar title, of any other University or Society.

Vellanikkara
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CERTIFICATE

Certified that this thesis entitled “**Enhancing livelihood security and local socio economic development through Mahatma Gandhi National Rural Employment Guarantee Scheme: An Analysis**” is a record of research work done independently by **Ms. Punyavathi Jonna** under my guidance and supervision and that it has not previously formed the basis for the award of any degree, diploma or fellowship to her.

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INTRODUCTION

1. INTRODUCTION

During the freedom movement Mahatma Gandhi, the father of the nation had dreamt of full employment for all the people of free India to earn for their livelihood

Agriculture remains as an important sector for the sustained growth of Indian economy, as nearly seventy per cent of the rural and eight per cent of the urban households still depend on it for employment and livelihood (Bhakar *et. al.*, 2007). However, farming in India has become non-viable, particularly for the marginal and small farmers, as their meager land is not sufficient to earn adequate income to maintain their family (Rajshekhkar, 1995; Pandey and Singh, 2003). Also, the falling output elasticities of employment within the sector make it difficult to absorb the giving labour force in rural areas (Singh *et al.*, 2003). As an impact of this, during the slack agricultural season, the small farmers and landless households depend on nonfarm activities as the secondary source of income (Elumalai and Sharma, 2003). This deplorable situation has increased the incidence of rural poverty and declined the means of livelihood quite substantially.

Taking these issues into consideration, Eleventh Five-Year Plan (2007-12) has chosen 'faster and more inclusive growth' as its central theme. It has recognized the need to make growth 'more inclusive' in terms of benefits of growth flowing to those sections of population, which have been bypassed by high rates of economic growth achieved in the recent years (Ghosh, 2010). It has been concluded that a fiscal policy that provides more income directly to unskilled workers in the rural areas would be much more effective in increasing aggregate incomes than other forms of public spending (Shah *et al.*, 2010). It was in this context the government of India has enacted the National Rural Employment Guarantee Act in 2005.

The approach of this programme is completely different from the earlier employment guarantee schemes. Here employment is treated as a right and the programme is envisaged to be demand-driven such that any individual from rural household is entitled to get 100 days of employment (NREGA, 2006). This scheme unlike other programmes has been identified to have immense potential to uplift the socio-economic status of the rural poor who are mainly landless agricultural labourers, small and marginal farmers. It is anticipated that substantial increase in income would obviously lead to a better standard of living. The programme has been hailed as an important intervention to sustain the rural poor by enhancing their income. As understood from reports, the rural poor have substantially benefited out of the programme and the rural economy has remained vibrant.

1.1. Evolution of Rural Employment Generation Programmes in India

A number of programmes have been taken up after the fourth Five Year Plan for poverty alleviation, with focus on rural poor. Among various strategies tried out, the most prominent one was generating employment in public works.

The idea of generating employment in public works had figured in different state level policies even as early in the 70's. It was done for the first time in Maharashtra, which came to be later known as "Maharashtra model" of rural employment. Based on the analysis of previous studies and original fieldwork in rural Maharashtra, many have reported that the objective and subjective interests of the rural poor were met by the scheme (Herring and Edwards, 1983; Mahendradev, 2002).

The National Rural Employment Programme (NREP) launched in 1980 and the Rural Landless Employment Guarantee Programme (RLEGP) launched in 1983 was the flagship employment generation initiatives which were launched as a direct replica of the Maharashtra Employment Guarantee Scheme (EGS). However, in

1989, these two schemes were merged into one namely Jawahar Rozgar Yojana (JRY) and Panchayati Raj Institutions (PRI) were recognized as the medium of implementation of the scheme and service delivery.

Later, in the year 1993, Employment Assurance Scheme (EAS) was introduced, following centralized fund-disbursement mode and ignoring the essence of bottom-up approach in planning and implementation of rural employment programme. EAS was evaluated to have serious limitations in exposing the rural livelihood opportunities. In 2002, JRY and EAS were merged into Sampurna Grameen Rozgar Yojana (SGRY). After two years, in 2004, the National Food for Work Programme (NFWP) was launched with an exclusive focus on the 150 identified backward districts. See **Table 1** for the details of employment guarantee schemes launched since independence.

Studies on the impact of these programmes have revealed that they had been successful in generating much needed wage employment for the unemployed, underemployed and poor. However, they had suffered from several shortcomings (Argade, 2010):

Firstly, 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. Moreover the employees were not even paid minimum wages due to high productivity norms. Also quite often, there were huge delays in wage payment.

As regards facilities provided to the employer, the worksites were devoid of any facilities. There is also lack of monitoring mechanism at village level. Monitoring and vigilance committees were usually not constituted in most places which resulted in very little accountability and transparency. Since the Panchayat Raj Institutions had not been given mandatory status, no attention had been given to capacity building of the PRI functionaries and workers at the village level.

Table 1: List of employment guarantee programmes

Sl. No.	Name of the programme		Year
1	RMP	Rural Man Power	1960
2	CRSE	Crash Scheme for Rural Employment	1971
3	PIREP	Pilot Intensive Rural Employment Programme	1972
4	FWP	Food for Work Programme	1977
5	TRYSEM	Training of Rural Youth for Self-employment	15 th August, 1979-1999
6	NREP	National Rural Employment Programme	2 nd October, 1980-89
7	RLEGP	Rural Landless Employment Guarantee Programme	15 th August, 1983-89
8	JRY	Jawahar Rozgar Yojana	1 st April, 1989-99
9	EAS	Employment Assurance Scheme	2 nd October, 1993-99
10	JGSY	Jawahar Gram Samridhi Yojana	1 st April, 1999-2002
11	SGSY	Swarnajayanti Gram Swarozgar Yojana	1 st April, 1999
12	SGRY	Sampoorna Grammen Rozgar Yojna	25 th September, 2001-05
13	NFFWP	National Food For Work Programme	14 th November, 2004-05

The administration of these schemes was highly bureaucratic and planning and implementation was highly centralized. This had led to lack of transparency and accountability. 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. Lastly and most importantly, these programmes were supply-driven programmes. Employment was pointed only when opportunities were created as part of any construction work implemented in a locality.

It was in view of these shortcomings and the greater concern on supporting the rural poor in times of distress, particularly during a period when rural population find it difficult to get jobs in agriculture in rural areas, the government thought of launching MGNREGS. **National Rural Employment Guarantee Act (NREGA)** was enacted by the parliament on August 25, 2005 to provide rural households with the **right to get employment** for 100 days per year per family during off-season. Accordingly, National Rural Employment Guarantee Scheme was launched in Anantapur district of Andhra Pradesh on **2nd February, 2006**, and in 200 drought prone and backward districts with effect from 1st April, 2006. This was extended to another 130 districts in the financial year 2007-2008. The NREGS coverage was expanded from 330 districts to 619 districts from April, 2008 onwards. Thus, NREGS covered the entire country with the exception of districts that have a hundred percent urban population. The act was initially called the National Rural Employment Guarantee Act but was renamed on **2nd October, 2009** as Mahatma Gandhi National Rural Employment Guarantee Act (**MGNREGS**).

1.2.1. Features of MGNREGS: Paradigm shift from wage employment programmes

MGNREGS marks a paradigm shift from all precedent wage employment programmes, on account of the following unique features.

First of all, MGNREGS provides a statutory guarantee of wage employment as a rights-based framework. Employment is dependent upon the worker exercising the choice to apply for registration, obtain a job card and seek employment for the time

and duration that the worker wants (GOI, 2008). For this, the wage seeker has to register with the agency, which is the village level Panchayat Raj Institution. An eligible applicant /household will be provided with a job card, which is an entitlement for availing the job. The agency which provides the work can avail 15 days time limit for fulfilling the legal guarantee of providing employment. Moreover, the legal mandate of providing employment in a time bound manner is underpinned by the provision of unemployment allowance, if the agency fails to provide the registered applicant with job. The Act is characterized by an incentive structure offered to the States for providing employment as ninety percent of the cost for employment provided is borne by the centre. Also, there is a concomitant disincentive for not providing employment as the States then bear the double indemnity of unemployment and the cost of unemployment allowance (GOI, 2008). This makes the states responsible and committed to provide employment, as any failure in this regard incurs expenditure from state funds. Unlike the earlier wage employment programmes that were allocation based, MGNREGS is demand driven. Resource transfer under MGNREGS is based on the demand for employment and this provides another critical incentive to States to leverage the Act to meet the employment needs of the poor. More importantly, unlike earlier wage employment programmes, MGNREGS has extensive inbuilt transparency safeguards, with well defined documents and processes. Documents include job cards recording entitlements which one are kept in the custody of workers, written application for employment, muster rolls, measurement books and asset registers, which enhance transparency. Similarly, processes include acceptance of employment application, issue of dated receipts, time bound work allocation and wage payment, Citizen Information Boards at worksites, Vigilance Monitoring Committees, regular block, district and state level inspections and social audits. The documents and processes have revealed the public delivery system accountable, as it envisages an annual report on the outcomes of MGNREGS to be presented by the Central Government to the Parliament and to the legislature by

the State Government. Specifically personnel responsible for implementing the Act have been made legally responsible for delivering the guarantee under the Act.

1.2.3. Significance of MGNREGS in Agriculture and Natural Resource Management

As stated earlier MGNREGS envisages strong social safety net for the vulnerable groups by providing a fall-back employment source, when other employment alternatives are scarce or inadequate (GOI, 2008). This is very important for the sustainable development of an agricultural economy. Through the process of providing employment on works, causes of chronic poverty such as drought, deforestation and soil erosion can be addressed. Also this Act seeks to strengthen the natural resource base of rural livelihood and create durable assets in rural areas. The possibility of creation of employment opportunities in rural areas can be linked to local agricultural development as the act has provisions to undertake agricultural operations in public places and in private lands of BPL families. MGNREGS employees are also allowed to undertake activities one-time agricultural operations in private property provided the land is included under any approved watershed programmes. Many state governments have tried to link these programmes with revival of rural agriculture. Goal of the scheme regarding creation of community assets and conservation of natural resources management could be very well oriented towards sustaining agricultural productivity in rural areas. Moreover, it is important to find jobs for the applicants as much as possible. All the resources have prompted the state government to seek ways of integrating MGNREGS with agricultural development. This study intends to find out the nature and extent of their integration and various factors contributing to it. Empowerment of rural poor should be through the processes of a rights-based Law. There should be new ways of doing business, as

a model of governance reform anchored on the principles of transparency and grass root democracy.

1.3 Scope and importance of the study:

This study would help understand the efficacy of MGNREGS as a means of livelihood security and local economic development. It would also help to identify the issues involved in the integration of MGNREGS into agricultural development programmes leading to suitable prescriptions. Hence present study entitled **“Enhancing livelihood security and local socio economic development through Mahatma Gandhi National Rural Employment Guarantee Scheme: An Analysis”** has been designed with the following objectives

1. To find out the nature and extent of integration of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGS) with agricultural development programmes
2. To find out the factors affecting the planning, implementation and monitoring of MGNREGS as perceived by different stakeholders of the programme
3. To assess the impact of MGNREGS on the livelihood security of beneficiaries

1.4. Limitations of the study

- 1) 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 respondents might not have correctly or fully reflected their inner thoughts and opinions about MGNREGS due to various personal reasons. In spite of this, sufficient care 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 six Grama panchayats from six districts in Andhra Pradesh. Therefore, the implications of the study may not be generalized for other places.
- 3) Being a post graduate research, the researcher had 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 MGNREGS in Andhra Pradesh.
However, every effort has been put forth to conduct this study as objectively and systematically as possible in a real field situation.

1.5. Organization of the present study

The study has been organized under the following five chapters

CHAPTER 1: INTRODUCTION: Explains the importance of the topic, objectives, scope and limitations of the study.

CHAPTER 2: REVIEW OF LITERATURE: Deals with review of relevant literature and conceptual model framed on the basis of reviews enumerated.

CHAPTER 3: RESEARCH METHODOLOGY: Describes the sampling design, the study area, measurement of dependent and independent variables, tools for data collection and statistical tools used.

CHAPTER 4: FINDINGS AND DISCUSSION: Discusses the results of the study to draw specific inferences.

CHAPTER 5: SUMMARY AND CONCLUSION: Briefly summarises the work done and salient findings. Explains the implications based on the results of the study.

REVIEW OF LITERATURE

2. REVIEW OF LITERATURE

The prime focus of this chapter is to analyze the theoretical and empirical information concerning the present study. Review of available literature is essential as it provides a strong foundation for scientific investigation. An acquaintance with earlier pertinent studies has been felt necessary to develop good understanding of the present study and to formulate appropriate research methodology. It paves way for better understanding of the present study and provides ideas for interpreting the findings.

2.1. Rural employment and livelihood security

2.2. MGNREGS and rural livelihood security

2.3. Demand and supply of rural employment

2.4. MGNREGS and agricultural development at the grassroots level

2.5. Constraints in planning, implementation and monitoring of MGNREGS

2.6. Impact of Rural Employment Guarantee Programme

2.7. Socio-economic profile of beneficiaries of MGNREGS

2.1. Rural Employment and Livelihood Security

Rural poverty is inextricably linked with low rural productivity and unemployment, including under-employment. This necessitates providing livelihood security and basic entitlements to the rural population. This can be achieved only by providing as much job opportunities as possible in rural areas. Along with this, the basic amenities for leading healthy and productive lives also should be provided to the rural poor. The core of rural development strategy had always been to provide rural poor with self and wage employment, drinking water, proper sanitary and health care and education. Drawing lessons from such experiments during pre-independence period, government of India had initiated several programmes with this objective. If

India has to realize its promised growth and development, it is imperative that the multitudes of rural people, which form greater part of its population, should be able to earn their livelihood in a sustainable manner. This is the core objective of MGNREGS. This scheme has been hailed as the *sine qua non* to sustainable rural development and livelihood security. Attempted below is a review of rural employment and recent literature on the concepts and issues of rural employment.

Berger (1996) defined household livelihood security as adequate and sustainable access to income and resources to meet basic needs including adequate access to food, potable water, health facilities, educational opportunity, housing, women empowerment, social participation, and social recognition.

Chambers (1998) observed that a livelihood is said to be secured when ownership or access to resources (both tangible and intangible) and income earning activities, including reserves and assets to offset risks, ease shocks and meet contingencies.

2.2 MGNREGS and rural livelihood security

Vijayanand and Jithendran (2008) in their study 'implementation of NREGA-Experience of Kerala' reported that MGNREGS had suddenly increased the purchasing power of the poor and there was visible local economic development and the scheme laid foundation of livelihood security through hundred days wage employment.

Kareemulla *et. al.* (2009) in his study in Andhra Pradesh, found that the MGNREGS earnings were being used mainly for food, education and health security.

Devi *et. al.* (2011) in their study in Tamil Nadu, revealed that the number of migrants in the family, number of livestock units owned, and number of person-days

employed in agriculture, non-agriculture and MGNREGS were significantly influenced by the household income of the participants and non-participants of MGNREGS. The analysis of household food-security showed that the expenditure for all commodities, viz. cereals, pulses, oils, fruits & vegetables, milk, chicken and fish were positive and significant in the case of MGNREGS participants, whereas the expenditure variable was significant only for two commodities, viz. cereals and oils in the case of MGNREGS non-participants.

2.3. Demand and supply of rural employment in MGNREGS

Dutta *et. al.* (2012) defined demand for employment in MGNREGS as either getting enrolled in scheme or seeking work but not getting it actually.

Chakraborty (2007) noted that enrollment for MGNREGS far exceeded the number of BPL households in most states. In Bihar and Jharkhand only 50 and 80 percent of the BPL households obtained MGNREGS enrollment. The MGNREGS enrollment as a percentage of the number of applicants was low in Maharashtra, followed by Karnataka, Bihar, and Jharkhand. Also noted that, for Andhra Pradesh and Gujarat the supply of employment had met the demand, for most other states, enrollment fell far short of the demand.

Dreze and Oldiges (2007) observed that Rajasthan performed best among all the states in 2006-07 as it generated 77 person-days of MGNREGS employment per rural household where as Tripura generated 87 person-days and only one of the southern or western states (Karnataka) generated more than 10 person-days.

Ambasta *et.al.* (2008) reported that there are 6.42 crore rural labour households (RLH) in the country. Out of this, 80 per cent of them offer themselves

for employment and the number of RLH for whom the 100 days job guarantee was extended was 5.14 crore.

Khera (2008) found in 2006 in Pati (Rajasthan) applications for 30 days of employment but the labourers barely got 10 days of employment. In 2007-08, many Sangaathan members were able to work for full 100 days employment on the MGNREGS (the upper limit under the Act) and in Pati the average number of days of employment was 85 days compared with just 23 days in Rajpur.

Mehrotra (2008) noted that the number of person-days of work provided per household (by those households who demanded work) was 43 days, on an average in India as a whole, in 2006-07 and in 2007-08, only 42 person-days were generated in 330 districts.

Shah and Mehta (2008) reported that some of the problem of supply side management, observed during most of the employment generation/ guarantee programmes, including Maharashtra Employment Guarantee Scheme (MEGS), seemed to loom large in the early phase of MGNREGS.

Kareemulla *et.al.* (2009) in their study “Soil and water conservation works through National Rural Employment Guarantee Scheme (NREGS) in Andhra Pradesh” found that the actual average employment provided was only for 25 days per household.

Devi *et. al.* (2011) found that one per cent increase in wage rate would increase labour supply by 1.92 per cent among MGNREGS participants and 2.36 per cent among MGNREGS non-participants in Tamil Nadu.

Dutta *et.al.* (2012) reported that 52.865 million households in India demanded work in 2009-10 and 99.4% (52.53 million) were provided work. As a whole, 45 % of rural households wanted work on the scheme. Of these, 565 got work.

2.4. MGNREGS and agricultural development at the grass roots level

The works undertaken through MGNREGS give priority to activities related to water harvesting, groundwater recharge, drought-proofing and flood protection. Its focus on eco-restoration and sustainable livelihoods will lead over time, to an increase in land productivity and aid the workers in moving from wage employment to sustainable employment. Almost 80% works relate to soil and water conservation. MGNREGS works by their very nature place stress on increasing land productivity, recharging ground water and increasing water availability. Wage employment opportunities are available for every household in the same village from agriculture and allied sectors throughout the year (GOI, 2011).

The MGNREGS works catalyse agricultural development through additional land under irrigation, improved soil fertility and moisture conservation, convergence with various agricultural development schemes like National Horticulture Mission (NHM), Micro Irrigation Project (MIP), Community Land Development Programme (CLDP), etc and growth in consumption of agricultural inputs.

2.4.1. Nature and extent of integration of MGNREGS with agriculture

Department of rural development (GoAP, 2009) reported that Andhra Pradesh Drought Adaptation Initiative (APDAI) had piloted ten initiatives, which were integrated into MGNREGS for upscaling in 100 villages initially, with main focus on improving production systems on farm. Common Property Resource (CPR) management project under MGNREGS in Chittoor and Anantapur districts

rejuvenated of degraded common lands, in 44 villages of 37 Mandals. The funds for execution of these programmes were met from MGNREGS and facilitation cost by NGO's. Another initiative, Community Managed Sustainable Agriculture (CMSA) covered 173 Mandals (5-10 villages per Mandal) as a means to eco-friendly and cost effective agriculture. MGNREGS provides labour requirement for silt application and vermicomposting, and facilitation cost was borne by Society for Elimination of Rural Poverty (SERP).

Kareemulla *et. al.* (2009) observed that 87 per cent of the expenditure in MGNREGS was meant for soil and water conservation works in Andhra Pradesh. In Ananthapur district, water conservation works accounted 56 per cent followed by land development works (29%), irrigation facilities (4%), renovation of traditional water bodies (3%) and micro and minor irrigation (1%).

Rao (2009) reported that National Horticulture Mission (NHM) and MGNREGS had been integrated in Guntur district (Andhra Pradesh), activities like cleaning and ploughing land, excavating pits for plants and deepening of field channels which would increase irrigation access to tail end areas had been undertaken.

Ministry of Rural Development (GOI, 2010) observed that the productive effects of MGNREGS in rural areas included improvement in ground water, improved agricultural productivity, cropping intensity and livelihood diversification. There was significant increase in production stimulated by MGNREGS on holdings of small and marginal farmers in rural areas.

2.5. Constraints in planning, implementing and monitoring MGNREGS

Chathukulam and Gireesan (2007) in their study on impact assessment of MGNREGS in Kerala observed that paucity of technical staff, delays in wage payment in MGNREGS as major constraints.

Das and Pradhan (2007) reported that contractors were involved in MGNREGS and they had taken all the wage earners' job cards and it was reported from Talangadang of Koraput District in Orissa.

Ambasta *et. al.* (2008) pointed out some of the lacunae in implementation of MGNREGS 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.

Khera (2008) observed extremely low wages, deficiencies in work measurement at the worksite, coupled with lack of co-ordination among MGNREGS staff undertaking measurement as major constraints in implementation.

Vijayanand (2008) in his study on MGNREGS reported that the programme clashed with agricultural season during implementation of the programme works.

According to Bannerjee (2009) implementation of MGNREGS in Andaman and Nicobar islands was constrained by delay in issuance of job cards, lower people's participation in the scheme, absence of NGOs and civil society in the scheme, ineffective social audit lack of unemployment allowance, delay in initiation work by Panchayats, poor performance of monitoring and vigilance committee (MVC) and involvement of contractors in MGNREGS works.

Kohli (2009) reported that major problems in implementation of MGNREGS 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 less than the minimum wage.

Adhikari and Bhatia (2010) in their study on MGNREGS wage payments observed that there was growing complexity in the maintenance of records, which makes it difficult to match work attendance details with wages paid and received.

Chhabra *et al.* (2010) in his study reported that untimely payment of wages by gram panchayat and banks and time taken in releasing funds to the gram panchayat were the major problems existing in proper implementation of MGNREGS. In addition to these problems, inadequate staff, difficult procedures adopted for measurement of works, criteria fixed for selection of works and provisions for payment of wages through bank/ post office were also adversely affecting proper implementation of the programme.

Dalapati (2010) observed that lack of adequate number of sub –engineers and Gram Rozgar Sahayaks, measurement and payment of wages to work getting delayed were the major constraints.

Mehta (2010) found that at majority of (56 %) worksites, the labourers had complained about untimely payment of wages or the ongoing practices of paying less the prescribed amount of wages as the major constraints in implementing the programme in Uttar Pradesh.

Padhi *et al.* (2010) reported that a serious problem of concern was the inordinate delay in wage payment.

Raman (2010) noticed that the problem on the worksites is apparent that very few civil society institutions really monitored MGNREGS and there were not enough programme officers.

Shah (2010) observed that 18-23 per cent of the households reported that the scheme has resulted in scarcity of labour during peak agricultural season and also administrative delays in starting the work. Continuity and more importantly predictability, seasonality and transparency in payment remained as teething trouble at least during the initial phase of implementation of the scheme.

Argade (2010) found that the operational problems perceived by people's representatives during the implementation of MGNREGS were illiteracy of the people, absence of village monitoring committee and lack of co-operation and conflicts between groups of people (100 % of respondents). He further reported that allocation of less number of works through Gram Panchayat and limited work activities to be under taken in MGNREGS which may not be available at the village level were reported by 90 per cent and 85 per cent of the respondents. Inability to ensure 100 days employment guarantee (75.00%), diversion of MGNREGS 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%), were other major constraints perceived and reported by them.

Vendan and Murugavel (2010) found that there was discrimination in allotting works under this programme. The study also reported favouritism and discrimination against people in allotting type and location of work.

2.6. Impact of MGNREGS on livelihood security

Impact of MGNREGS was mostly found in terms of employment generated, income earned and sense of empowerment. Impact of earlier employment programmes was also studied to develop good understanding of the present study.

2.6.1. Employment:

Reddy (1995) reported that after introduction of the JRY programme in 71 families, one each of their families 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 family was benefited.

Samuel (2000) in his study revealed that there had been perceptible increase in employment generation as a result of IRDP. He reported that before the programme, 67.23 per cent was medium employment generation. However, after implementation, about 72.78 per cent belonged to this category. Similarly, 17.78 per cent reported that they had high levels of employment as a result of the scheme.

Argade (2010) found that majority (55.56%) of the MGNREGS beneficiaries had medium employment generation followed by high (23.33%) and low (21.11%) employment generation before the introduction of MGNREGS. After introduction, majority (70.00%) of the beneficiaries reported high employment generation and rest (30.00%) medium employment generation. No one was found under the category of low employment generation.

Harish *et. al.* (2011) reported that the number of days worked in a year with the implementation of MGNREGS programme had significantly increased to 201 days, reflecting 16 per cent increase in employment.

2.6.2. Income:

Increase in income is regarded as one of the direct impacts of any employment guarantee programme. Income of households as well as individuals before and after MGNREGS would directly reflect the impact of the scheme on the households of rural poor.

Vijayalakshmi (1998) indicated that 73.33 per cent of Development of Women and Child in Rural Areas (DWCRA) beneficiaries agreed that there was an increase in their income, as a result of the scheme.

Samuel (2000) indicated that before introduction of Integrated Rural Development Programme (IRDP), majority (64.44%) of beneficiaries had medium income followed by low (20.56%) and high (15.00%) income generation. After introduction of IRDP, 68.33 per cent of beneficiaries reported medium income followed 18.89 per cent reported high income and only 12.78 per cent reporting low income.

Ahiladevi *et. al.* (2001) found that majority of IRDP beneficiaries reported increase in income as the direct impact of IRDP.

Ramesh and Krishnakumar (2009) found that income level of MGNREGS workers had increased as a result of the programme. They also reported that increased daily wage income and expenditure level had increased and the debt burden was reduced to some extent after the implementation of MGNREGS.

Argade (2010) found that before introduction of MGNREGS, 71.11 per cent of MGNREGS beneficiaries had belonged to medium (Rs. 13140 – Rs. 19320) income category and 17.78 per cent belonged to high (> Rs. 13140) income category. After introduction, it was found that 95.56 per cent of beneficiaries had belonged to high income.

Devi *et. al.* (2011) found that the participating households had highest proportion of income from MGNREGS (35%), followed by agricultural wages (30%), livestock farming (27%) and other sources (8%). On the other hand, the non-participating households had highest proportion from livestock (40%), followed by agricultural wages (38%) and other sources (22%).

Harish *et. al.* (2011) in his study in central dry zone of Karnataka found that the increase in income was to the tune of 9.04 per cent due to additional employment generated from MGNREGS. In the total income, contribution of agriculture was the highest (63%), followed by non-agricultural income (29%). MGNREGS contributed eight per cent of their total income.

Sarkar *et. al.* (2011) noticed that the combined effect of additional employment generated by MGNREGS and the increased rate of wage in both MGNREGS and agricultural labour had made significant changes in the annual per capita income of beneficiaries, which got increased by 10 per cent.

2.6.3 Empowerment:

Empowerment is the expansion of assets and capabilities of poor people to participate in negotiate with, influence, control, and hold accountable institutions that affect their lives.

It is found that increase in employment and income of the beneficiaries of MGNREGS might have enhanced the sense of empowerment in individuals. Sense of empowerment could be regarded as an indirect change brought about by the programme. Empowerment is observed in their activities, confidence and the sense of worthiness.

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

Sumana (1996) reported that 90 per cent of Watershed Development projects (WDP) beneficiaries expressed that there was improvement in their food habit and 70 per cent reported improvement in clothing. While 34 per cent reported improvement in present living house condition, 17 per cent could provide better education to their children as indirect changes due to participation in WDP. She also found that majority (93.00%) of WDP beneficiaries had 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 MGNREGS beneficiaries experienced an increase in their consumption, health expenditure and saving. Some of the beneficiaries reported that about 50 per cent of the income earned under the scheme was either saved at home or in banks.

2.6.6. Other impacts MGNREGS

MORD (2008) reported the impacts of MGNREGS as increased employment opportunities, enhanced wage earning and impact on wages, promoting equity through 33 per cent reservation for women in MGNREGS 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 MGNREGS works.

Gladson (2008) reported that constructive impact of MGNREGS 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. However, he concludes that MGNREGS had been socially empowering lower castes.

Kohli (2009) reported that for 69 per cent of MGNREGS beneficiaries, the programme had helped them to avoid hunger and/or improved their diet. While 59 per cent had been able to avoid migration, 38 per cent could send children to school and 32 per cent could repay debts. For 35 per cent, MGNREGS helped them to avoid demeaning hazardous work. He further observed that the MGNREGS has provided women from rural India a unique opportunity to earn their own income. About 30 per cent of women respondents had no earning except their MGNREGS wages in three months prior to the survey. Another important achievement of MGNREGS was reduction in exploitation of labourers through increase in wage rate up to Rs. 85. According to him, the MGNREGS 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 MGNREGS in Tripura was as a means of survival to old, aged unskilled labourers in rural areas. The MGNREGS had regenerated self-belief amongst poor that they can earn money for their family. Field study showed that 10 per cent of women participating in MGNREGS had been subscribing to LIC policies/ recurring deposits. Majority of women had reported that NREGS had enabled them to be health cautious.

The literature shows that there had been considerable improvement in the sense of empowerment of MGNREGS beneficiaries.

2.7. Socio-economic characteristics of beneficiaries of MGNREGS

2.2.1. 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.

Argade (2010) in his study found that majority of MGNREGS beneficiaries (48.89%) belonged to age group of 18-35 years followed by age group of 36 - 58 years (43.33%) and age group of >58 years (7.78%).

Ahuja *et. al.* (2011) found that 47.25% of the MGNREGS beneficiaries were below 18 years, 50.43% belonged to age group of 19-55years and 2.32% belonged to 56 and above age group.

Prabu (2011) in his study observed that majority of the respondents of the selected three Grama Panchayats were in the middle age group (36-55 years).

Raj (2011) found that majority of the beneficiaries 42.50% belong to old age group (>45years) followed by 30.83 per cent and 26.67 per cent in the young (up to 35 years) and middle (above 35 to 45 years) age groups respectively.

2.2.2. 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.

Dreze and Oldiges (2007) observed that the participation of women in the MGNREGS was 40 per cent at all India level and it was 81 per cent in Tamil Nadu.

Dreze and Oldiges (2009) in their study reported that the share of women in the NREGA workforce was much the same in both years of their study.

Argade (2010) found that majority (53.33%) of MGNREGS beneficiaries was female and remaining 46.67 per cent were male.

Raj (2011) reported that majority (95.00 per cent) of the beneficiaries were females while only 5.00 per cent of the beneficiaries were males in Coimbatore district.

Dutta *et. al.* (2012) in their study found that nationally, participation of women was 48 per cent. Women's participation in MGNREGS was about twice their share of other casual wage work and the variation across states was between two extremes, only 7 per cent of the work to women in Jammu and Kashmir as compared to 88 per cent in Kerala.

2.2.3. Caste

Since there is distinct caste affiliation in the Indian society and caste is a major indicator of the socio-economic status, it was presumed that caste would get reflected in availing MGNREGS employment.

Adhikari and Bhatia (2010) reported that tribal population was predominant under MGNREGS.

Prabu (2011) observed that majority (62.22%) of the MGNREGS beneficiaries belonged to backward community followed by forward community and ST and SC, respectively.

Raj (2011) found that in his study, half of the beneficiaries (50.83 per cent) belonged to SC/ST category and the remaining 49.17 per cent of the beneficiaries belonged to other category.

Sarkar *et. al.* (2011) observed that the scheduled caste constituted the largest share (40.2%), followed by OBCs (30.4%) in the case of beneficiaries. Contrary to that the general category constituted the largest share (45%), followed by SCs (25%), OBCs (20%) and STs (10%) in the case of non-beneficiaries.

Dutta *et. al.* (2012) observed that nationally, participation was lower for OBC's at 21 per cent, lowest for all others at 16 per cent and 42 per cent and 34 per cent of rural ST and SC households respectively.

2.2.4. Type of family

Since, MGNREGS envisages employment to rural households, the size of family might have got a bearing on the impact of MGNREGS on the beneficiaries.

Shilaja (1981) operationalised family type as family composition in which families were classified into nuclear and joint families depending upon the composition of the family. A nuclear family consists of husband, wife and their unmarried children if any. Two or more nuclear families living in the same household and sharing the same kitchen constituted a joint family.

Algod *et. al.* (2005) in their study on socio-economic profile of rural women stated that majority (54.90%) of respondents' belonging to nuclear family followed by 45.10 per cent respondents' belonged to joint family.

Neelima (2005) in her study "Creative potential and performance of Self Help Groups in rural areas of Warangal district of Andhra Pradesh" reported that majority (70.00%) of women beneficiaries belonged to nuclear family followed by joint family (30.00%).

Argade (2010) found that two third (66.67%) of MGNREGS beneficiaries belonged to joint family and remaining one third (33.33%) of beneficiaries belonged to nuclear family.

Prabu (2011) observed that the majority (65.56 %) of the MGNREGS respondents belonged to nuclear families and 34.44 per cent were in joint family.

Raj (2011) found that almost all the (96.67 per cent) beneficiaries of MGNREGS in Coimbatore district were found to have nuclear family system while very few (3.33 per cent) percentage of beneficiaries were reported to live in joint family system.

2.2.5. Size of family

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.

Neelima (2005) in her study on "creative potential and performance of self help groups in rural areas of Warangal district of Andhra Pradesh" 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.

Argade (2010) reported that majority (57.78%) of MGNREGS beneficiaries had medium (5-8 members) family size followed by 32.22 per cent small (<4 members) and 10.00 per cent large (>8 members) family size.

Ahuja *et.al.* (2011) studied that in more than 80 per cent households family size ranged between 5 and 12 persons per family.

Prabu (2011) in his study observed that the majority of the families were having less than five members in all the three panchayats and 6 –17 per cent were having six and above members, indicating the preponderance of nuclear families in Kerala.

Raj (2011) found that 85.83 per cent of beneficiaries had upto five members in a family whereas only 14.17 per cent had more than five members per family.

Sarkar *et. al.* (2011) found that the family-size up to four members was predominant for both beneficiaries (65.9%) and non-beneficiaries (85%). The average size of households was 4.3 members per family among the jobcard holders.

2.2.6. Education

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

Telagalapudi (2004) observed that majority of women respondents was illiterate (70.00%) followed by functionally literate (22.78%) only 3.33 per cent had education upto primary school. It was followed by middle school (2.22%), high school (1.11%) and college education (0.56%).

Argade (2010) revealed that majority (64.44%) of MGNREGS beneficiaries was illiterate followed by secondary education (27.78%), primary education (5.56%), intermediate education (2.22%) and graduation (0.00%) categories.

Ahuja *et.al.* (2011) found that the educational status of the people is higher in Karnal than in Mewat, as 60 per cent people in the sample in Mewat were illiterates, while for Karnal, it was only 38 per cent.

While Prabu (2011) stated that majority (54.44 %) of the respondents of his study in Kerala were illiterate Raj (2011) observed that 32.50 per cent of the beneficiaries in Coimbatore were illiterate, 30.00 per cent of the beneficiaries had education upto primary school level and 25.00 per cent of the beneficiaries had education upto middle school level. While five per cent of the beneficiaries had secondary education, functionally literates constituted 2.50 per cent and none of the beneficiaries had education at collegiate level.

Sarkar *et al.* (2011) reported that the educational status of the MGNREGS beneficiaries was found to be poor. About one-third beneficiary families were headed by illiterate persons and 35 per cent had education up to primary level and only 32 per cent had education up to secondary level or more.

2.2.7. Occupation

It is operationalised as the activity in which the beneficiaries are regularly engaged and from which major income is derived.

Argade (2010) observed that majority (38.89%) of MGNREGS beneficiaries was having farming occupation followed by landless labourer (34.44%) and farming plus labourer (26.67%) categories.

Devi (2010) revealed that most of the MGNREGS participants (81.11 percent) were agricultural labourers while 11.11 per cent of the participants were engaged in farming and only 7.78 percent of participants were non-agricultural labourers.

Sharma *et al.* (2010) in their study reported that occupation wise proportion of participating household showed that casual labourers doing MGNREGS works were the highest compared to the other categories of respondents.

Raj (2011) noted that for more than half of the beneficiaries (55.83 per cent) MGNREGS was their main occupation while more than one third of the beneficiaries (36.67 per cent) had MGNREGS plus wage earning as their source of income. Few beneficiaries (7.50 per cent) had MGNREGS and farming as their occupation.

Prabu (2011) found that majority (57.78 %) of the respondents belonged to general labourer category, followed by agricultural labourers (35.55 %) and only 6.67 per cent did other jobs.

Sarkar *et. al.* (2011) observed that while agricultural labour was the main occupation for 54 per cent of farming was the occupation of 37 per cent active job card holders. For 44 per cent beneficiaries, agricultural labour was subsidiary occupation.

2.2.8. Income

Income of the beneficiaries has been considered as a major determinant of the decision made by a person to join MGNREGS.

Study by VinayKumar (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.

Argade (2010) reported that majority (71.11%) of MGNREGS beneficiaries belonged to medium income group followed by high (17.78%) and low (11.11%) income groups.

Devi (2010) found that around 45per cent MGNREGS participants earned Rs 10,000 to 20,000, while exactly 30 per cent of participants had annual income between Rs 20,000 to 30,000. This was followed by around 12 per cent participants in the Rs 30,000 to 40,000. Around 10 per cent belonged to the category with income range from Rs 40,000 to 50,000. Only one per cent of the participants earned more than 50,000.

Prabu (2011) observed that majority (54.45 %) had income ranging between Rs 30001-45000, followed by 41.11 per cent with income between Rs 15001-30000 and 4.44 per cent with income of less than Rs15000.

Raj (2011) found that 39.17 per cent of beneficiaries studied by him had income less than Rs 12000/-. While 37.50 per cent belonged to the category of middle income (12000-30000), only 23.33 per cent had higher income.

2.2.9. Land Holding

MGNREGS is a programme intended to enhance the livelihoods of rural poor, most of which are small and marginal farmers.

Argade (2010) found that majority 36.67% of MGNREGS beneficiaries were small (2.6-5 acres) farmers followed by 34.74 per cent landless, 22.22 per cent marginal (<2.5 acres) farmers and 6.67 per cent big (>5 acres) farmers.

Devi (2010) revealed that 88.89 per cent of the MGNREGS participants did not have any land while 10.00 per cent of the MGNREGS participants had less than 1 acre of land and only one percent of MGNREGS participants had land ranging from 1 acre to 2.5 acre.

Raj (2011) in his study, found that majority of the beneficiaries (92.50 per cent) was reported to be landless. Very meager proportions of beneficiaries (6.67 per cent) had marginal sized farms while 0.83 per cent had been reported to have operated small sized farms.

10. Social Participation

Social participation is the degree of association of an individual to any organisation in terms of membership or any respondents as an office bearer.

Milkah (2006) in his study on gender equity and empowerment in rural Andhra Pradesh 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.

Argade (2010) revealed that great majority (83.33%) of MGNREGS beneficiaries had medium socio-politico participation followed by low (8.89%) and high (7.78%) socio-politico participation.

Roy and Singh (2010) observed that very few among the beneficiaries became the member of Village Nirman Committee which helped to prepare work plan for MGNREGS at grass root level. Otherwise there was no change in the social participation of the respondents before and after MGNREGS.

Raj (2011) found that 55.83 per cent of the beneficiaries were reported to have moderate level of social participation followed by 30.83 and 13.33 percentages at low and high levels of social participation respectively.

RESEARCH METHODOLOGY

3. RESEARCH METHODOLOGY

This chapter gives a brief description of the methods and procedures followed in the study. Appropriate research methodology and techniques had been used to accomplish the objectives in this study. The details of the methodology used are given under the following heads.

- 3.1 Research design of the study
- 3.2 Locale of the study
- 3.3 Sampling procedure
- 3.4. Selection of variables
- 3.5 Operationalisation and measurement of variables
- 3.6 Tools used for data collection
- 3.7 Statistical methods used to analyze the data

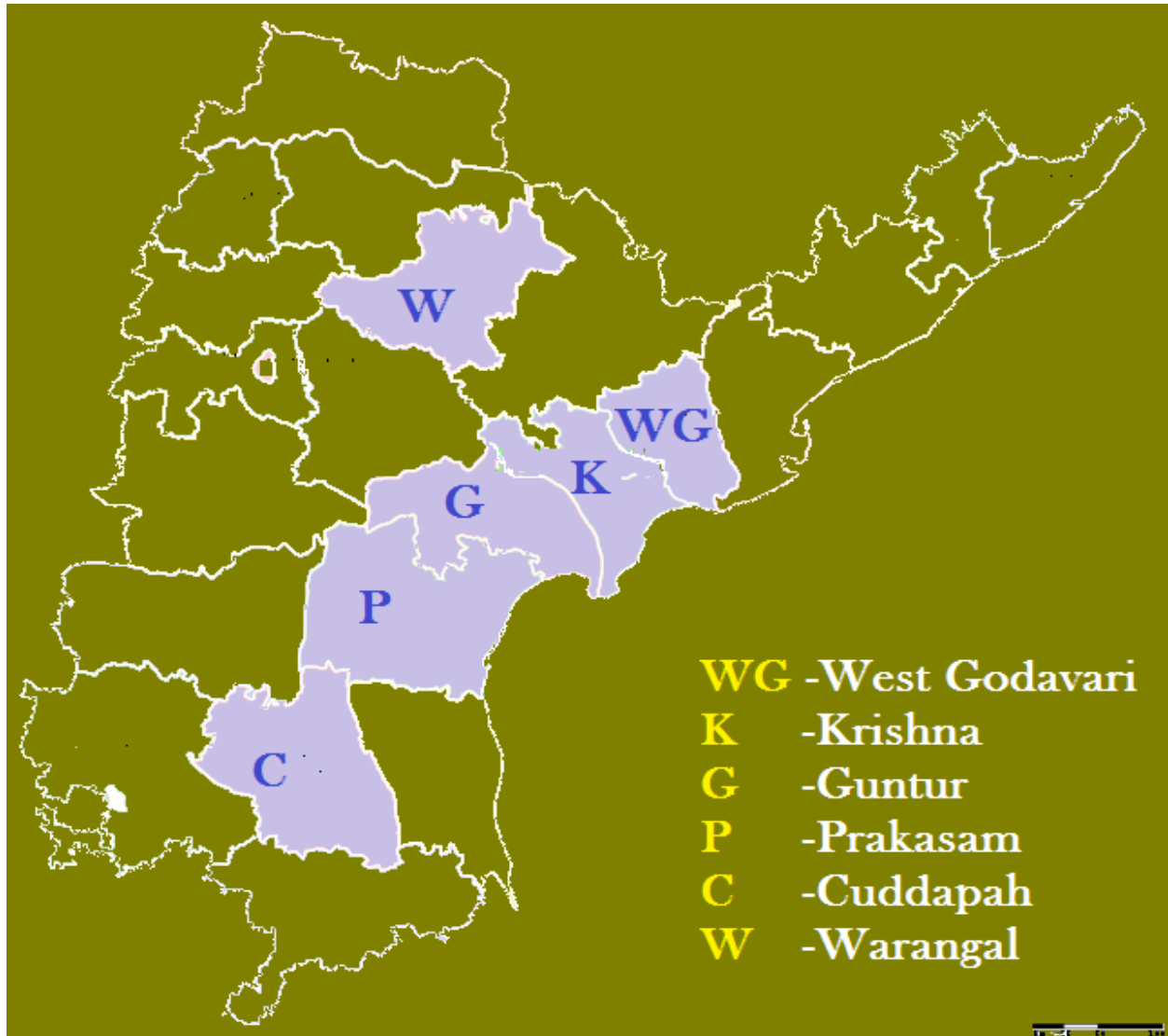
3.1. RESEARCH DESIGN OF THE STUDY

As the objective of the study proposed a post implementation evaluation of the impact of MGNREGS, ex-post facto design of research was employed. Ex-post facto research is the systematic empirical enquiry in which the scientist does not have any direct control over the independent variables because their manifestations have already occurred or because they are inherently not manipulated (Kerlinger, 1973).

3.2. LOCALE OF THE STUDY

The study was conducted in six Grama Panchayats selected at the rate of one from each of the six districts in Andhra Pradesh identified for the study during 2011-2012. These districts were selected randomly from among the 23 districts in Andhra Pradesh. From among the list of Grama Panchayats in each district, one Grama Panchayat was selected randomly. The state Andhra Pradesh was selected purposively as the researcher belongs to this state and conducting the survey in local language would help elicit exact information without distortion.

Fig 2: Map of Andhra Pradesh showing study area



3.3. Selection of Districts

The districts selected for the study were Krishna, Guntur, Prakasam, West Godavari, Warangal and Kadapa.

3.3.1. Selection of Grama Panchayats

One Grama Panchayat from each district was selected randomly by following simple random sampling procedure, thus making a total of six Grama Panchayats for the study. The Grama Panchayats selected were Boddanapalli, Erukalapudi, Kurichedu, Taderu, Papaiahpet and Dumpalagattu.

3.3.2. Brief description of the study area

Boddanapalli is one of the grama panchayats in Agiripalli Mandal, Krishna district. It is located 4.2 km away from its Mandal main town Agiripalli and is located 71.1km away from Machilipatnam. The area under cultivation is dominated by garden lands. Crops mainly grown are rice, mango, sapota, guava and vegetables.

Erukalapudi is located in Tenali Mandal, Guntur district, 23.9km away from Guntur town. Soil in this area is fertile and the farmers go for two crops. Crops mainly grown are rice, maize, banana, turmeric and vegetables.

Kurichedu is in Prakasam district. It is located at a distance of 27.7km distance from Ongole town. The area is dominated by dry land and usually farmers go for only single crop due to lack of irrigation facilities. Main crops are chilli, cotton, rice and Bengal gram.

Taderu is located in Bhimavaram Mandal, West Godavari district, 3km away from its Mandal main town Bhmavaram. Generally, farmers go for two crops (Rice-Rice or Rice-Pulses).

Papaiahpet is in Chennaraopet Mandal, Warangal district. It is located at a distance of 38.6km from Warangal town. Farmers usually grow two crops as the area has both wet and dry lands. Crops mainly grown are rice, sesamum, groundnut, pulses, maize, cotton, chillies and vegetables.

Dumpalagattu is located in Khajipet Mandal, Cuddapah district, at a distance of 17.8km from Cuddapah. Crops mainly grown are rice, chilli, cotton and flowers like crossandra, chrysanthemum etc.

3.3.3. Selection of respondents

Respondents in this study were the beneficiaries of MGNREGS in the six selected Grama Panchayats mentioned above. From each Gram Panchayat, the lists of beneficiaries, people's representatives and officials who were involved in the planning and implementation of MGNREGS were collected from registers and other records.

3.3.3.1. Selection of Beneficiaries

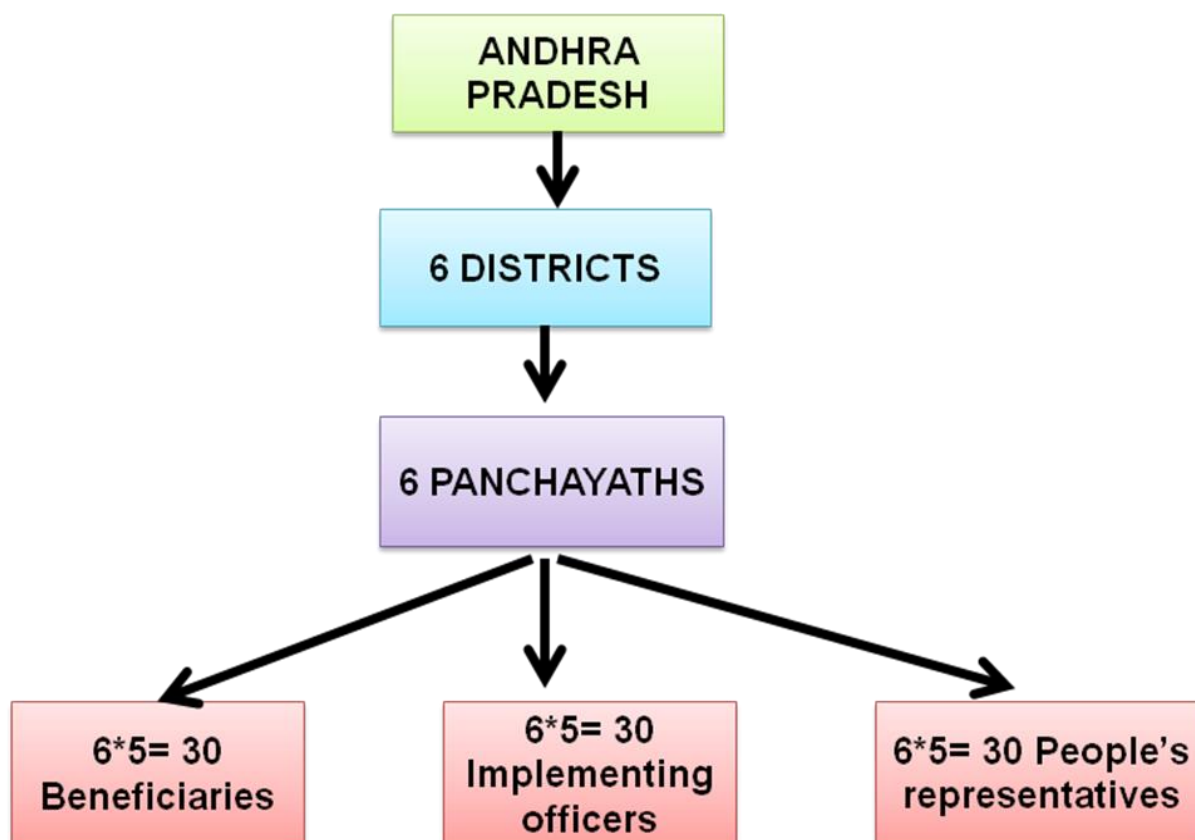
Five beneficiaries of MGNREGS from each of the six Grama Panchayats were selected randomly by following simple random sampling procedure, making a sample of 30 beneficiaries.

3.3.3.2. Selection of People's Representatives and Officials

The people's representatives and officials involved in the implementation of MGNREGS at various levels such as mandal and village were selected randomly for the study. From each panchayath, the *Sarpanch*, *Vice-Sarpanch* and three ward numbers were selected, to make a sample of 30 people's representatives. The respondent group of officials included an Engineer Consultant (EC) from each Mandal, two Technical Assistants (TA) from each Mandal to which the grama panchayat belonged and two Field Assistants (FA) from each grama panchayat, thus making a sample of 30 officials.

Thus, the sample used for the study had 90 respondents comprising 30 beneficiaries, 30 people's representatives and 30 implementing officers.

]Fig 1: Schematic representation of selection of samples



3.4. SELECTION OF VARIABLES

Based on the objectives, review of literature, discussions with experts and observations made by the researcher, the following variables were selected for the study. While selecting the variables, main focus was on the nature and extent of integration of agricultural development programs with the scheme at the grassroots level; the key factors that affect the effectiveness of MGNREGS and the impact of the scheme on the livelihoods of beneficiaries.

3.4.1 Variables indicating the effectiveness of MGNREGS implementation

Going by the objectives of the study, the major focus was to find out how the MGNREGS was integrated with the agricultural development programmes at the grassroots level. Effectiveness of programme implementation and factors affecting the different phases of MGNREGS were the other important aspects of observation.

Keeping this in view, integration of MGNREGS with agricultural development programmes was estimated in terms of the nature and extent of integration of MGNREGS with the components of the agricultural development programmes implemented at the village level. Effectiveness of MGNREGS implementation was measured in terms of the demand side preference and supply side performance, expressed as indices.

Factors influencing the implementation of MGNREGS were estimated stage wise and as perceived by the stakeholders of the programme.

3.4.2. Variables indicating the impact of MGNREGS

The dependent variables of study were the indices of the impact of MGNREGS. Impact of MGNREGS on the livelihood of the rural poor has been estimated in terms of direct changes and indirect changes. Employment generation and income generation were taken as the indices of the direct change in their livelihoods.

Indirect change included the sense of empowerment of the beneficiaries as a result of the employment security they gained from participating in MGNREGS.

Along with this, socio economic characteristics of the beneficiaries were also estimated to understand their profile and how MGNREGS has impacted them based on their socio economic characteristics.

3.4.3. Socio economic characteristics of the beneficiaries of MGNREGS

The socio economic characteristics to be observed were selected based on a review of literature and discussion with the scientists of KAU and the extension functionaries of the Department of Agriculture. These variables were measured to understand how the direct and indirect impacts of the programme varied in response to the changes in socio economic attributes.

3.4.3.1. Socio-economic profile variables

1. Age
2. Gender
3. Caste
4. Education
5. Family type

6. Family size
7. Occupation
8. Income
9. Land holding
10. Social participation

3.4. OPERATIONALISATION AND MEASUREMENT OF VARIABLES

Given below is a detailed description of how each variable used in the study is defined operationally and measured.

3.4.1. Variables indicating the effectiveness of MGNREGS implementation

3.4.1.1. Extent of integration of MGNREGS with agricultural development schemes in a Grama Panchayath

It is defined as the extent to which various agricultural development programmes sponsored by the state or national governments and implemented in a Grama Panchayat are integrated with MGNREGS.

Extent of integration was expressed as the percentage of the number of programmes integrated out of the total number of agricultural development programmes being implemented in a Grama Panchayat.

3.4.1.2. Factors influencing planning, implementing and monitoring of MGNREGS.

Various factors influencing the planning, implementation and monitoring of MGNREGS were categorized as managerial, institutional, social and human and the relative importance of each factor was recorded along a four point continuum with scores 4, 3, 2, 1 for Most Important, Important, Least Important and Not Important.

3.4.2. Demand side preference and supply side performance for MGNREGS among rural households.

The study made use of two indices:

a.) EG enrolment to total households in the Grama Panchayat in percentage as

$$\frac{\text{No of rural households with job cards} \times 100}{\text{Total number of rural households}}$$

b.) EG enrolment to the total number of applications for enrollment in percentage as

$$\frac{\text{No of rural households' registered} \times 100}{\text{Total number of rural households}}$$

Similarly, the supply side performance of the programme in the study area was found out in terms of two other indices.

a.) Employment Guarantee provisioning as a ratio of the total number of rural households who availed employment to the total number of rural households in percentage

$$\frac{\text{No of rural households provided with employment} \times 100}{\text{Total number of rural households}}$$

b.) Employment Guarantee provisioning as a ratio of the total number of rural households who got jobs to the total number of households enrolled, expressed in percentage

$$\frac{\text{No of rural households provided with job cards} \times 100}{\text{Total number of rural households registered}}$$

These are adaptation of similar indices used by Pinaki Chakraborty in 2007.

3.4.3. Constraints perceived by respondents.

The relative importance of each constraint was recorded along a four point continuum with scores 4, 3, 2, 1 for Most Important, Important, Least Important and Not Important. Frequency of constraint was multiplied with score and the one having highest score was given first rank.

3.4.4. Variables indicating the impact of MGNREGS

3.4.4.1. Direct changes

Impact of MGNREGS has been perceived in terms of direct and indirect changes. Direct changes are those changes directly felt by the beneficiaries as a result of their involvement in the scheme. The direct changes are reflected as changes in employment and income availed by the beneficiaries as a result of MGNREGS implementation in Andhra Pradesh.

3.4.4.2. Employment generation

Employment generation was operationally defined as the additional days of employment gained by the beneficiaries' family due to MGNREGS works. Number of mandays generated per family was computed and a score of 'one' was given for each manday.

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

Category	Score
Low employment generation	< Mean – Standard Deviation
Medium employment generation	Mean \pm Standard Deviation
High employment generation	> Mean + Standard Deviation

3.4.5.1.2. Income generation

Income generation is operationally defined as the additional income earned by the beneficiaries by availing employment through MGNREGS in a year.

The income generation of the sample was estimated before and after enrollment in MGNREGA both at current and constant prices. As the year of enrollment of the sample respondents to MGNREGS varied (2007-2011), the income was estimated at real terms was done. The current year income of the sample household was deflated using the Consumer Price Index (CPI) numbers for rural labourers in Andhra Pradesh for the corresponding years. The CPI for the month of March in each year was taken for the purpose of computation. The mean annual income after implementing MGNREGS was taken at constant price of March 2012.

$$\text{Income adjusted at constant prices} = \frac{\text{Income at current prices}}{\text{CPI}}$$

The Harmonic mean of the annual mean income of the different years, gave the annual mean income of the sample households before enrollment in MGNREGS.

Based on total income obtained by the beneficiaries before and after implementation of MGNREGS, they were grouped into three categories as given below.

Category	Range
Low income generation	< 50,000
Medium income generation	50,000-1,00,000
High income generation	>1,00,000

3.4.4.3. Indirect changes

Indirect changes are the changes experienced by beneficiaries as a result of the direct changes that have taken place due to the implementation of MGNREGS. In this study, indirect change was estimated in terms of the sense of empowerment felt by the respondents as an outcome of MGNREGS, which has resulted from the changes in income and employment.

A series of changes in the form of routine family/social activities were collected from the respondents and the changes experienced alone were assessed as the indirect changes occurred due to implementation of MGNREGS. Fifteen statements were used to assess the indirect changes with scores of 1, 0 and 2 for decreased, remained same and increased

respectively. Statements used by Argade (2010) were followed in this study with slight modifications. The maximum and minimum expected score of each respondent was 30 and 15 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.

Category	Score
Low empowerment	< Mean – Standard Deviation
Medium empowerment	Mean ± Standard Deviation
High empowerment	> Mean + Standard Deviation

3.4.5. Socio economic characteristics of the beneficiaries of MGNREGS

3.4.5.1. Age

It is conceptualised as the chronological age of the respondents in completed years at the time of investigation. The respondents were further categorized into three groups as per Government of India (GOI) as follows young (<35 years), middle age (35-45 years) and aged (>45 years).

3.4.5.2. Gender

It is a dichotomized variable having only two categories namely ‘male’ and ‘female’. It indicates whether the respondent belongs to the male or female category. The number of gender was calculated by way of nominal classification method.

3.4.5.3. Education

It refers to the extent of literacy obtained by the respondent at the time of study. The level of education was measured with the help of the scale developed by Trivedi (1963) with slight modification. The scoring procedure for measuring different levels of education is given below:

Category	Score
Illiterate	1
Education upto middle level (upto 8 th std)	2
Education upto college level	3

3.4.5.4. Caste

Here, the categorization followed in the census report (2001) was followed. All the respondents in the sample were classified into following categories.

1. Forward community (1)
2. Backward community (2)
3. Scheduled caste/scheduled tribe (3)

3.4.5.4. Family type

In this study family type means, nuclear family or joint family. Nuclear family is one which consists of husband, wife and their unmarried children whereas joint family is one which is composed of grand parents and their children including married sons and daughters with their spouses. The respondents were categorized as joint or nuclear family as per the number of occurrence in each case following the scoring procedure developed by Supe and Singh (1968).

Category	Identity score
Nuclear	1
Joint	2

3.4.5.6. 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. It was measured as the absolute number of members in the household sharing the same economic unit. Beneficiary

families are classified into three categories. Percentage and frequencies were calculated. Procedure followed by Usha Rani (1999) was used in this study.

Category	Size of Family
Small family	< 5 members
Medium family	5-8 Members
Large family	> 8 members

3.4.5.7. Occupation

The occupation of a person is conceptualized as the activity in which he/she regularly engaged and gets major income out of it. The scoring procedure was followed as depicted below.

Occupation	Score
Other	1
Agriculture	2
Agricultural labour	3

Based on these the beneficiaries were grouped into these categories, percentage and frequencies were calculated for each group.

3.4.5.8. Income

It was measured in Indian rupees by taking the total income of each earning members' in a year from all the sources. The frequencies and percentages were calculated under each category of annual income group.

Category	Range
Low income generation	< 50,000
Medium income generation	50,001-1,00,000
High income generation	>1,00,001

3.4.5.9. Land holding

Size of the farm was operationalized as land possessed by the beneficiaries. Procedure followed by Argade (2010) was used in this study. Frequencies and percentages were used to analyse the data.

Category	Land holding
Marginal farmer	Upto 2.5 acres
Small farmer	2.6 to 5.0 acres
Big farmer	Above 5.0 acres

3.4.5.10. Social Participation

It is the degree of involvement of the respondents in formal organizations either as a member or office bearer. Procedure followed by Hiremath (2000) was used. The scoring procedure was followed as given below in the table 11. The frequency and percentage analysis was done to present the results.

Membership	Items Scores
Not a member in any organization	0
Member in any one of the organization	1
Office bearer	2

3.6. TOOLS USED FOR DATA COLLECTION

Keeping in view the objectives and variables under study, a structured interview schedule was prepared by reviewing the previous research studies, consultation and discussion with the experts and professional workers in the field of agricultural extension. The interview schedule was pre-tested in a non-sample area and validated in the pilot study. Care was taken to avoid ambiguity. The final interview schedule was prepared by necessary modifications, additions and

deletions based on pre-tested results. The final format of the interview schedule is furnished in Appendix V.

3.7. STATISTICAL METHODS USED TO ANALYSE DATA

The following statistical tools were used in the present study.

3.7.1. Percentage analysis

Percentage analysis was done to make simple comparisons wherever necessary. Corrections of percentage were made up to two decimals.

3.7.2. Simple correlation co-efficient

This was employed to find out the relationship between the independent and dependent variables. The data were analyzed using Statistical Package for Social Science (SPSS).

3.7.3. Paired't' Test

Paired't' test was employed to study the significance of difference related to the direct changes occurred before and after implementation of NREGS. The data were analyzed using Statistical Package for Social Science (SPSS).

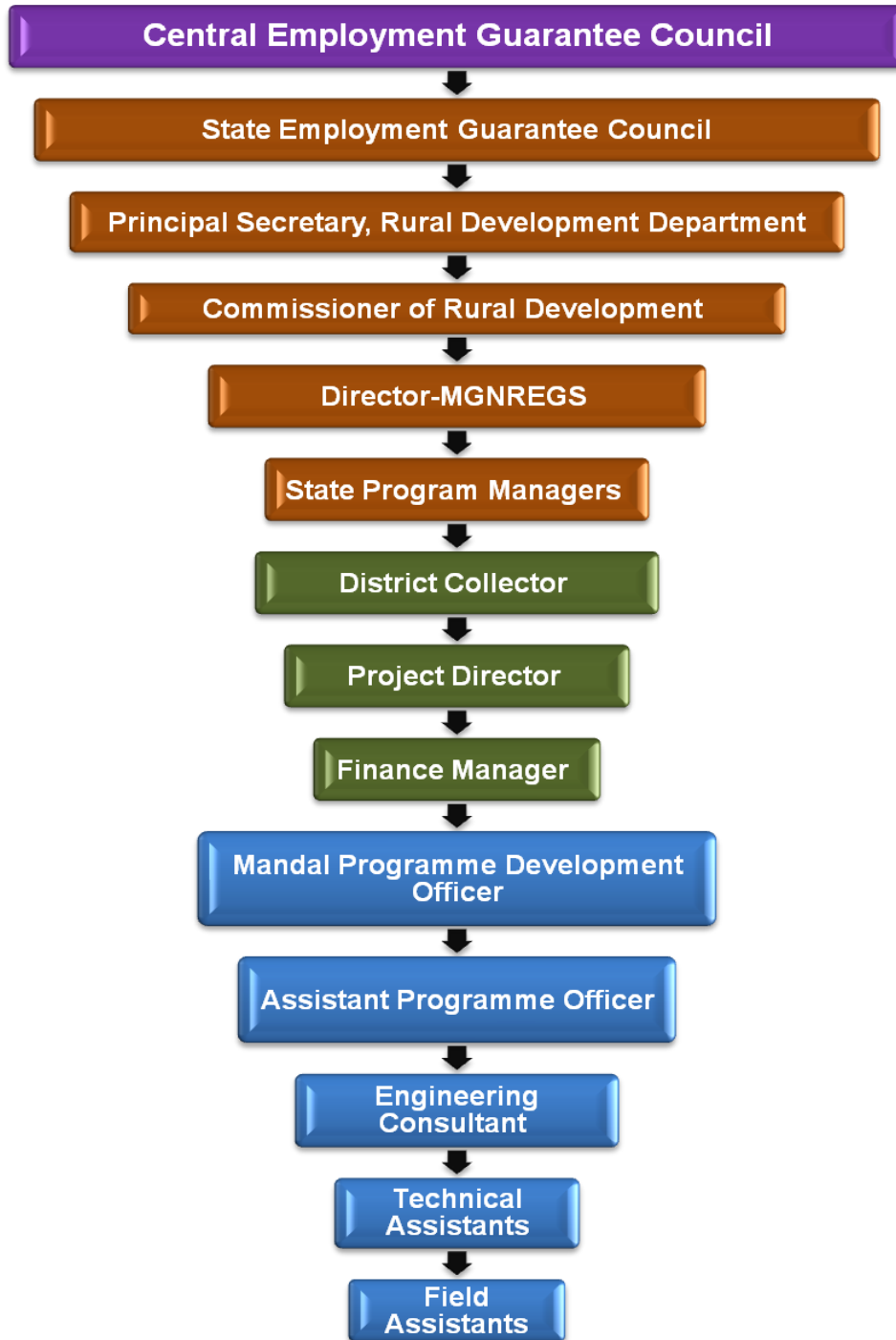
3.7.4. Non Parametric Tests

1. Kendall's coefficient of concordance test to verify the consistency of scores assigned by the respondents
2. Mann-Whitney U Test for assessing the difference between two types of respondents. The data were analyzed using Statistical Package for Social Science (SPSS).

3.7.5. ANOVA (Analysis of variance)

Analysis of variance was done to find the significance of differences in demand side preference and supply side performance across the panchayats. The data were analyzed using Statistical Package for Social Science (SPSS).

Fig 3: Organisational Structure of MGNREGS in Andhra Pradesh



RESULTS AND DISCUSSION

4. RESULTS AND DISCUSSION

This chapter presents the results that have emerged out of this study. The discussion is done along with the results. The results of the study have been presented in the following sections.

- 4.1. Nature and extent of integration of MGNREGS with agricultural development programmes
- 4.2. Factors influencing Planning, Implementation and Monitoring of MGNREGS
- 4.3. Demand and supply of rural employment
- 4.4. Impact of Rural Employment Guarantee Programme
- 4.5 Socio-economic profile of the beneficiaries of MGNREGS

4.1. Extent of integration of MGNREGS with agricultural development programmes

Substantial public investments are being made for strengthening the rural economy and the livelihood base of the poor, especially the marginalized groups like SC/STs and women. To effectively address the issue of poverty, there is need to optimize such efforts through inter-sectoral approaches. It is widely observed that integration of MGNREGS with different programmes like watershed programmes, National Agriculture Development Programme, (NADP) (Rashtriya Krishi Vikas Yojana, RKVY), State Horticulture Mission (SHM), will enable better planning and effective investments in rural areas.

A detailed enquiry into the nature and extent of integration of agricultural development programmes with MGNREGS was found to be essential to find out the prospects of widening the provisions of MGNREGS for enhancing agricultural development at the local level. For this, details of all the agricultural development programmes implemented in the state were collected. The programmes included the state government sponsored programmes as well as centrally sponsored programmes. The local self governments are not involved in the process of formulation of development projects. However, since integration of various components of agricultural development programmes with MGNREGS are possible at the grassroots level and

the works related to MGNREGS are to be decided by the local self government, there is a certain degree of interaction between local government and line departments.

Table 2 shows the list of agricultural development programmes implemented in Andhra Pradesh. This includes the state government sponsored as well as the state convergence initiatives. Funds available with Panchayat Raj Institutions (PRIs) from other sources or from central and State Governments funds can be converged with MGNREGS funds for the construction of durable community assets/works permissible under MGNREGS.

Table 2: List of Agricultural Development programmes in Andhra Pradesh

Sl. No.	Name of the programme	Acronyms
Agricultural development programmes		
1	Farmer Field School (Polambadi)	FFS
2	Seed Villages Scheme	SVS
3	National Food Security Mission	NFSM
4	Bank Assistance	
5	Crop Insurance Scheme	CIS
6	Adarsh Ryoth	AR
7	Green Manure Crops	GMC
8	Agricultural Technology Management Agency	ATMA
9	Organic Farming Certification	OFC
10	Integrated Scheme for Oilseeds, Pulses, Oilpalm and Maize	ISOPOM
11	Mechanisation	
12	Rashtriya Krishi Vikas Yojana	RKVY
13	Mini Mission-II (cotton)	MM II (Cotton)
14	Mini Mission-II (jute) and Technology Mission (Gogu)	MM II (Jute) and TM (Gogu)
15	System of Rice Intensification	SRI

State convergence initiatives		
16	State Horticulture Mission	SHM
17	AP Minor Irrigation Project	APMIP
18	ST Corporation	STC
19	Watershed	
20	Comprehensive Land Development Programme	CLDP
21	Indira Jala Prabha	IJP
22	Natural Resources Management	NRM
23	Community Managed Approaches to Sustainable Agriculture	CMSA
24	Coffee Board and Rubber Board	CB/RB
25	Indira Kranthi Pathakam	IKP
26	Fodder Development Scheme	FDS

Source: www.apagris.net.in www.nrega.nic.in

The agricultural development programmes implemented in the state have been categorized into 6 groups based on the major focus of the programmes (Table 2). This classification would help us understand the nature of integration of MGNREGS with state level agricultural development programmes.

Table 2 shows that the development programmes implemented in Andhra Pradesh can be generally classified into training, marketing, technology dissemination, farmer centered development, financial and general agricultural development. While there are eight programmes with major focus on agricultural development, seven programmes have technology dissemination as the major focus. There are only two programmes each under the categories financial and training. However, it should be kept in mind that each programme may have several overlapping components. Only the major focus of the programme has been considered as the criteria of classification.

Table 3: Types of programmes based on major focus

Sl.No.	Category	Programmes
1	Training	ATMA, FFS
2	Marketing	OFC, ISOPOM, STC, CB/RB
3	Technology	RKVY, MM II (Cotton), MM II (Jute) & TM (Gogu), SRI, GMC and SVS
4	Farmer centered development	AR, IJP, IKP
5	Financial	CIS, Bank Assistance
6	Agricultural development	CLDP, SHM, CMSA, NFSM, Mechanisation, Watershed, NRM, FDS

Table 4: Extent of integration of MGNREGS with agricultural development programmes

Sl.No.	Grama Panchayat	No. of programmes integrated with MGNREGS	Percentage
1	Boddanapalli	12	44.44
2	Erukalapudi	10	37.04
3	Papaiahpet	7	22.22
4	Kurichedu	9	33.33
5	Taderu	7	22.22
6	Dumpalgattu	7	22.22

Source: Survey data

In order to find the extent of integration of MGNREGS with development programmes at the grassroots level, the number of programmes that are implemented in the grama panchayat and integrated with MGNREGS were found. (Table 4) Boddanapalli Grama panchayat has the highest (37.04%) percentage of integration with MGNREGS closely followed by Erukalapudi (33.33%) and Kurichedu (33.33%), Papaiahpet (25.93%), Taderu (18.52%) and Dumpalgattu has the lowest integration (14.81%).

Out of the six Grama Panchayats selected, Boddanapalli and Erukalapudi Panchayats have more number of programmes compared to others. It was found that these Panchayats are located in agriculturally important areas in Krishna and Guntur district respectively. High concentration of programmes in such places is obviously because of the fact that agriculture is a prominent activity in these areas. The reason for less integration, in other grama panchayats was that the farmers were not interested in MGNREGS works. Because of some political issues they were not co-operative or supportive.

Table 5: Programmes integrated in Grama Panchayats

Sl. No.	Grama Panchayat (GP)	Common programmes integrated with MGNREGS	Programmes exclusively linked in GPs
1	Boddanapalli	RKVY, ATMA, CLDP, IJP, IKP, FFS, AR	SHM, CMSA, FDS, NRM. APMIP
2	Erukalapudi	RKVY, ATMA, CLDP, IJP, IKP, FFS, AR	CMSA, SRI, GMC
3	Papaiahpet	RKVY, ATMA, CLDP, IJP, IKP, FFS, AR	0
4	Kurichedu	RKVY, ATMA, CLDP, IJP, IKP, FFS, AR	CMSA, FDS
5	Taderu	RKVY, ATMA, CLDP, IJP, IKP, FFS, AR	0
6	Dumpalagattu	RKVY, ATMA, CLDP, IJP, IKP, FFS, AR	0

A close look at the specific programmes integrated at the grama panchayat revealed that all the six panchayats invariably had several programmes integrated with MGNREGS. (Table 5) However, some programmes are implemented based on the peculiarity of the area. For example SHM, NRM etc. are implemented in Boddanapalli, since the panchayat has considerable scope for horticultural programmes.

To explore the nature of integration or the employment guarantee programme with local level agricultural development, the components of the programme that have been integrated with MGNREGS were delineated (Table 6). This was done to find out how the provisions of MGNREGS have been utilized for meeting the labour requirement of the components of the programmes. Also, the mechanism by which the labour force provided by MGNREGS could be utilized innovatively for enhancing production had to be finding out.

It is understood from Table 6 that major activity component involve land development. However, agricultural operations such as transplanting and weeding were also being undertaken in MGNREGS. The scheme is also integrated with natural resource management programmes which involve tree planting, SRI, an activity that involves saving water in agricultural operations is also integrated with the scheme. This reveals the possibility of channeling the efforts of the labour force for productive activities at the local level.

Table 6: Activity components of the programmes integrated

Sl. No.	Name of the programme	Components of the programme integrated with MGNREGS
1	Rashtriya Krishi Vikas Yojana (RKVY)	Agricultural marketing infrastructure through rural connectivity
2	Agricultural Technology Management Agency (ATMA)	Awareness about MGNREGS
3	Comprehensive Land Development Programme (CLDP)	Land leveling, irrigation facilities, bush clearance, removal of boulders etc.
4	Indira Jala Prabha (IJP)	Land development works including irrigation facilities in SC/ST land holdings
5	Indira Kranthi Pathakam (IKP)	SHGs involves in publicity of MGNREGS and construction of vermicompost units
6	Adarsh Rythu (AR)	Assist in implementation of all developmental programmes
7	State Horticulture Mission (SHM)	Cleaning and ploughing land and excavating pits for plants

8	AP Micro Irrigation Project (APMIP)	Subsidy (up to 30%) for drip irrigation
9	Community Managed Sustainable Agriculture (CMSA)	Silt application and vermicompost units
10	Fodder Development Scheme (FDS)	On farm works
11	Natural Resource Management (NRM)	Tree planting, additional labour support
12	System of Rice Intensification (SRI)	Transplanting, weeding
13	Green Manure Crops (GMC)	Farm ponds, field channels, field drains

Irrigation of SC/ST lands and other assigned lands taken up for development under MGNREGS. To develop poor quality assigned lands of SC, ST, BC and other poor beneficiaries by bringing their lands under diversified farming systems. Enhancement of irrigation facilities, income of farmers and awareness levels about adoption of proper agronomic practices are some of the outcomes.

4.2. Factors affecting the planning, implementation and monitoring of MGNREGS

Being major employment guarantee programme, systematic planning of activities is required to ensure jobs to people who demand employment. The scheme envisages quantification of the labour requirement in a locality from time to time. As the demand increases, more planning would be required to create adequate employment opportunities. This is infact the responsibility of grama panchayat and the programme personnel. This requires regular correspondence with line departments and interaction with the officials. The importance of planning is emphasized in the guidelines of the scheme. The scheme envisages labour budgeting as well as calendar of operations to plan the human resources and the quantum of work available to meet demand for jobs. Implementation also requires involvement of these major stakeholders as the employees are to be provided with work site amenities and timely disbursement of wages. Monitoring is required throughout the course of the programme to avoid deviation. All the three stages are influenced by various factors, which have been categorized for convenience as institutional, managerial, human and social.

Many factors may affect the planning, implementation and monitoring stage of MGNREGS directly or indirectly. So, relevant data on the factors affecting the MGNREGS

under different stages, as perceived by implementing officers of the scheme and peoples representatives are institutional, managerial, human, and social factors were collected. The collected data were analysed and the results are given in Table 7.

Table 7: Factors influencing at different stages of MGNREGS as perceived by different stakeholders (N=60)

Sl. No.	Factors	Implementing officers		Peoples representatives	
		Mean score	Rank	Mean score	Rank
Planning stage					
1	Institutional	3.34	1	2.79	2
2	Managerial	3.29	2	2.93	1
3	Human	2.49	3	2.64	3
4	Social	2.33	4	2.26	4
Implementing stage					
5	Institutional	3.6	1	3.27	2
6	Managerial	3.47	2	3.36	1
7	Human	1	4	2	3.5
8	Social	2	3	2	3.5
Monitoring stage					
9	Institutional	2.98	4	3.11	2
10	Managerial	3.57	2	3.36	1
11	Human	4	1	2	3.5
12	Social	3.41	3	2	3.5

4.2.1. Planning stage

As seen from Table 7, during planning stage, institutional factors were perceived to be more important by implementing officers followed by managerial factors. Institutional factors included identification of beneficiaries, registration and issue of job cards and identification of works which are also the prerequisites of implementing the programme. People's representatives on the other hand perceived managerial factors to be most important, which included allotment of funds, non-provision of state share, labour budgeting, estimating costs of works and wages and development and approval of technical estimates. However, institutional factors were only second in the order of importance. Human factors like non availability of beneficiaries, lack of awareness about MGNREGS, inadequate facilities and social factors like lack of public land were perceived to be third and fourth important factors that influence the planning stage respectively by both implementing officers and people's representatives.

4.2.2. Implementing stage

During the implementing stage, institutional factors were perceived to be the most important by implementing officers (Table 7). Institutional factors like ensuring provision of worksite facilities and documentation of activities were most important factors that influence the efficacy of the scheme in the study area. Providing worksite facilities like drinking water, shade, implementing tools, first aid box etc to all groups at a time was reportedly difficult as there were only less number of staff. The people's representatives, considered managerial factors to be the most important assigning them the first rank. Managerial factors included allotment of works across different locations, disbursement of wages and citizen information systems. Human factor like unwillingness to work and social factor like lack of cohesion among social group were regarded with equal importance by people's representatives. On the other hand, implementing officers perceived that managerial factors to be more important than institutional factors. According to them social and human factors were ranked next to institutional factors, with equal ranks.

Differences could be observed in the perception of the stakeholders on the importance of factors influencing different phases of this scheme. The difference in perception as observed in the table reflects the involvement of the stakeholders in different activities. Similarly officials

find institutional factors important as they are part of the institutions with the responsibility of implementing the programme. The perception of these stake holders is congruent only with regard to the social and human factors. Moreover, it is also evident that institutional and managerial factors do matter in the implementation of the scheme, which may require interaction of government.

4.2.3. Monitoring stage

During monitoring stage, implementing officers perceived human factor such as the quality of work executed as most important. (Table 7) Managerial factors like grievance redressal, maintenance of muster rolls, local vigilance and monitoring committee, have been ranked second. Social factors like dealing with emergencies, disposal of complaints and institutional factors like fund utilization, lack of trained technical staff, payment of unemployment allowances and project completion report were ranked on par with each other. Quality of work executed by unskilled labour has to be monitored as they may not know proper method of working and it is based on their work measurement, wages are given. In the case of people's representatives, managerial factors were most important followed by institutional factors. Human and social factors were perceived to be of equal importance.

Table 8: Factors influencing different stages of MGNREGS: Difference in perception

Stages	Mean Rank		Mann-Whitney U	Z value
	Implementing Officers	Peoples Representatives		
Planning	5	4	6	0.577 ^{NS}
Implementing	4.75	4.25	7	0.296 ^{NS}
Monitoring	6	3	2	1.74*

* Significant at 10% level

It is seen from the Table 8 that there is no significant difference between implementing officers and people's representatives in their perception regarding the factors that influence planning and implementing stages. However, significant difference could be observed in the perception on factors influencing in the monitoring stage. People's representatives seemed to be more interested or bothered about the scheme to be implemented. But they are not much

concerned about monitoring the scheme after implementation. Whereas implementing officers are part of that scheme and since it is their duty to check work for its quality and for future needs, they ascribe more importance to this stage.

The major stakeholders of the programme have perceived several constraints in planning, implementing and monitoring the programme. These constraints point towards the lacunae in these three stages resulted out of institutional, managerial, human and social factors. Table 9 lists the constraints perceived by the sample of stakeholders together constituted by implementing officers and people's representatives. In the planning stage lack of decisions in grama sabhas regarding the type and quantum of work is regarded as the biggest constraint. This is very important, as it reflects the lack of mechanism to report the activities of MGNREGS in grama sabhas. This leads to less transparency and the people do not get adequate information on the possibility of getting jobs. Moreover, it also points to the lack of community participation in the process of job planning envisaged in MGNREGS. This automatically extends to the second constraint which is lack of integration of MGNREGS with agriculture. If there had been transparent discussions on the prospects of job creation in various sections in the village, participation of people would also have been more.

Similarly lack of authority for the panchayat to decide upon any village level development work is the third important constraint. This is a policy issue, about which the state government will have to take drastic changes. This is corollary to the next important constraints namely, lack of planning in introducing new projects and difficulties in identification of new works. If the grama panchayats were given more responsibilities, more employment avenues could have been explained.

Table 9: Constraints in planning, implementing and monitoring of MGNREGS as perceived by different stakeholders (N=60)

Sl. No.	Planning stage	Rank
1	No decision by Grama Sabha regarding type and quantum of work	I
2	No discussions on proper integration of MGNREGS with agriculture	II
3	Lack of village level development work	III
4	Introducing new projects without pre planning	IV
5	Difficulties in identification and estimation of new works	V
Implementing stage		
6	Less salary and more work load	I
7	Unable to provide worksite facilities (tools, mobile, first aid box etc.) to all groups	II
8	Lack of transport facilities	III
9	Has to travel long distance within a grama panchayat from one group to another	IV
10	No proper awareness among wage seekers about work to be done under MGNREGS	V
11	Lack of technical support	VI
12	Lack of additional staff	VI
Monitoring stage		
13	Monitoring all groups at a time is very difficult	I
14	No quality work from unskilled labour	II
15	100% check measurement	III
16	Have to travel long distances	IV
17	Three days wage payment to the beneficiaries	V
18	No regular social audit	VI
19	Delay in payments due to smart card	VII
20	Unable to reach target	VIII

Constraints perceived by the stakeholders in the implementing stage mostly highlighted the issues faced by the scheme personnel in providing the beneficiaries with the worksite facilities stipulated in the scheme.

The constraint which has been ranked first is the low wages given to the job seekers and high work load. This has become a problem in many areas as reported by several authors (Khera, 2008 and Argade, 2010). Since the wage is less than the wages they could get from non-agricultural operations, most of the people prefer to go for non agricultural wage labour. This has pushed the implementation of the programme to a difficult situation, where in they cannot attract required labour for MGNREGS. Second important constraint again points to the institutional factors-inadequate staff members to supervise activities that are being carried out at several places simultaneously. Hence, it becomes difficult to provide all the groups with the minimum worksite amenities simultaneously. Constraints which are ranked third and fourth are related to lack of facilities for travel, to remote points of the village. This reduces the duration of effective work; the fifth important constraint is regarding lack of awareness about the works to be done under MGNREGS among the workers. This leads to improper reporting at the worksite. Lack of technical support and lack of additional staff to help implement this works identified have also been listed as constraints that affect implementation. Many constraints reported in monitoring stage are similar to those seen in the implementing stage. For instance, simultaneous monitoring of works in different places of the village is reported here as well. Secondly monitoring to ensure quality of work is rendered impossible, as the unskilled workers can't perform as per normal quality standards. Need to travel long distances has also constrained monitoring, which is ranked third by the stakeholders. They perceived 100 per cent check measurement as third constraint because in each grama panchayat there will be minimum of five or six groups, it is not possible to measure the work done by every individual in a group every day. Wage payment to the beneficiarie's is done only after measurement of their work. As per the provisions of MGNREGS, wages should be paid within three days after work done. Thus, officers are unable to monitor the quality of work done by all the groups. Delay in wage payments due to smartcard was also perceived as constraint by stakeholders. Banks are responsible for accepting the wage list from MGNREGS software and ensuring transfer of payment to the workers through smartcard. Identification of key bank(s) by the state and also timely transmission of data to the MGNREGS software (poor signal strength of MGNREGS) were major problems.

4.3.1. Demand side preferences of MGNREGS by rural population

As understood from earlier chapters, demand side preference is an indication of preference for jobs in MGNREGS by rural households. Performance of MGNREGS implementation has been assessed by suitably improving the indices developed by Chakraborty (2007). The indices are designed to reflect the demand-side or the preference for MGNREGS among rural households. The demand-side preferences are captured through the following ratios.

1. Employment Guarantee (EG) enrollment as a percentage of rural households
2. Employment Guarantee (EG) enrollment as a percentage of application for enrollment

The first ratio reflects the preference of the households, for a MGNREGS job. The second ratio shows the suppliers' response to enrollment for employment guarantee. It is to be noted here that enrollment in the scheme does not necessarily mean provisioning of employment. Rather enrollment is a prerequisite for MGNREGS employment. Enrollment is acknowledged by issuing a job card by the Grama Panchayat to the person demanding job under the scheme.

Table 10 shows the details of the demands side preference of wage seekers in the six panchayats selected for the study.

Table 10: Demand side preference of MGNREGS by rural population in the selected areas

Sl. No.	Grama Panchayat (GP)	2011-12		2010-11		2009-10	
		EG enrollment (% HH)	EG enrollment (% application)	EG enrollment (% HH)	EG enrollment (% application)	EG enrollment (% HH)	EG enrollment (% application)
1	Boddanapalli	36.76	36.76	37.93	37.93	37.57	39.42
2	Erukalapudi	56.05	56.05	62.10	62.10	72.01	72.70
3	Papaiahpet	82.85	82.85	86.88	86.88	90.26	90.83
4	Kurichedu	39.61	39.61	41.17	42.19	42.98	46.49
5	Taderu	72.16	72.16	77.72	78.83	71.91	87.35
6	Dumpaladattu	76.23	76.23	82.19	82.19	83.33	84.34

Among the six panchayats, the highest indices of demand side preferences have been observed in Papaiahpet GP in all the three years. Interaction with stakeholders revealed that this grama panchayath has more number of households in the BPL list, SC and ST population and agricultural wages were not much higher than MGNREGS wages compared to other GPs.

The lowest ratios were found in Boddanappalli GP, which is an agriculturally important area as reported by stakeholders. This GP is reported to have more opportunities for job in agriculture, and the labourers prefer to stay with agricultural operations in farms or in other non-farm jobs. This could be the reason for these low ratios in Boddanapalli. This trend reiterates the fact that MGNREGS has been able to generate employment opportunities in places, where there is high concentration of rural poor and marginalized communities. This also points to the fact that where there is more employment opportunities in agriculture, preferences for MGNREGS jobs would reduce.

4.3.2. The supply-side performance of MGNREGS in rural areas.

As seen earlier in case of demand side, supply side performance of MGNREGS was estimated as a measure of how much employment has been provided to applicants. They are

1. Employment Guarantee (EG) provisioning as a percentage of rural households.
2. Employment Guarantee (EG) provisioning as a percentage of the number of households enrolled.

Table 11: Supply side performance of MGNREGS

Sl. No.	Grama Panchayat (GP)	2011-12		2010-11		2009-10	
		EG provisioning (% HH)	EG provisioning (% HH enrolled)	EG provisioning (% HH)	EG provisioning (% HH enrolled)	EG provisioning (% HH)	EG provisioning (% HH enrolled)
1	Boddanapalli	19.19	100.00	16.90	100.00	3.54	95.29
2	Erukalapudi	56.05	100.00	25.07	100.00	0	99.06
3	Papaiahpet	27.17	100.00	53.25	99.88	0	99.38
4	Kurichedu	15.53	100.00	27.77	97.60	0	92.45
5	Taderu	43.04	100.00	52.92	98.59	0	82.33
6	Dumpaladattu	24.86	100.00	35.23	100.00	0	98.81

The Table 11 does not provide any definite trend in this regard. It is clear that in the initial years (2009-10) only job cards were issued and no employment was provided. The zero values show that no employment was provided to the job card holders. However, as the second ratio suggests, ratio of job cards to those who have registered is almost cent per cent. This means that job cards have been issued to all those who have registered in MGNREGS. But the low ratios of EG provisioning show that providing job is less compared to the high demand, which implies that there is a need to enhance provisioning by all means. This suggests that more jobs have to be generated to meet the demands generated by MGNREGS. For this, more opportunities for integration with other programmes will have to be explored. As evident from the earlier discussion on nature of integration and constraints, there should be more integration with local level development programmes to overcome this gap in supply of jobs to beneficiaries.

Table 12: Demand side preference and supply side performance. Differences among Grama Panchayats selected for this study

Sl. No.	Grama Panchayat (GP)	EG enrollment as % of rural HH	EG provisioning as % of rural HH
1	Boddanapalli	37.42 ^a	13.21
2	Erukalapudi	63.39 ^b	27.04
3	Papaiahpet	86.66 ^d	26.81
4	Kurichedu	41.25 ^a	14.43
5	Taderu	73.93 ^c	31.99
6	Dumpalagattu	80.58 ^{cd}	20.03
	F _{5,12}	70.90 ^{**}	0.36
	CD (.05)	7.521	38.993

Note: The means with the same alphabet-superscripts are on a par with each other with respect to the particular character.

It is seen from Table 12 that the results of ANOVA revealed that demand-side index varied significantly from GP to GP ($F_{5,12} = 7.90$, $p < 0.01$). The lowest demand was reported in Boddanapalli and Kurichedu grama panchayats. On the other hand, Papaiahpet grama panchayat registered the highest demand. Dumapalagattu showed second highest index followed by Taderu.

An attempt was done to find out reasons for this difference, from the general responses of the respondents, agricultural situation in the village and the demographic socio-economic features of the Grama Panchayats. Boddanapalli and Kurichedu GPs are large in size compared to other GPs which are having only one village each under them. Also agricultural wages in these grama panchayats are higher than MGNREGS wages. These two factors apparently contribute to lower demand for MGNREGS employment in Boddanapalli and Kurichedu. Proper awareness about the MGNREGS and interest of people made highest demand in Papaiahpet and Dumpalagattu and also more number of households in the BPL list, SC and ST populations.

However, the supply-side indices of all the Grama Panchayats were found to be lower when compared to the demand indices, though no significant variation was noted in the supply-side indices between different GPs ($F_{5,12} = 0.36$, $p > 0.05$).

4.4. Impact of MGNREGS on livelihoods of rural people

Going by the objectives of the study, the impact of MGNREGS on the lives of the beneficiaries was estimated in terms of direct as well as indirect changes. While direct changes addressed the changes in employment and income, indirect changes included the difference in their sense of empowerment before and after MGNREGS.

4.4.1 Direct Changes

As mentioned above, direct changes were measured in terms of employment and income generated, as experienced and recollected by the beneficiaries as a result of implementation of MGNREGS.

4.4.1.1 Employment Generation

Implementation of MGNREGS has been of much help to the needy households by providing employment as reported by Harish *et al.* (2011). He reported that the number of days

worked in a year with the implementation of MGNREGS programme has significantly increased to 201 days, reflecting 16 per cent increase in employment.

The respondents were categorized into three namely low, medium and high based on the number of days of employment availed per year per household before and after MGNREGS. Categorization was done based on an estimate of mean and standard deviation (SD) as explained in the chapter on methodology.

Table 13: Distribution of beneficiary households based on number of days of employment availed per year before and after MGNREGS

(N= 30)

Sl. No.	Employment Generation	Before MGNREGS		After MGNREGS	
		Number	Percentage	Number	Percentage
1	Low	3	10.00	5	16.67
2	Medium	22	73.33	20	66.67
3	High	5	16.67	5	16.67
		Mean: 475.50 days/year		Mean: 563.17 days/year	
		SD: 142.98		SD: 147.79	

The mean values showed that the beneficiaries availed more number of days of employment after MGNREGS came into being. There has been perceptible improvement in employment generate which has important positive impact on the livelihoods of beneficiaries.

Table 13 shows that majority of respondents belonged to medium category before as well as after the implementation of MGNREGS (73.33 per cent and 66.67 per cent respectively).

However, in order to find whether the difference in employment generation before and after MGNREGS was statistically significant, the data were subjected to paired 't' test and the results obtained are furnished in Table 14.

Table 14: Difference in household level employment generation before and after MGNREGS

Employment Generation per household	Mean (days/year)	't' value
Before MGNREGS	475.50	17.02**
After MGNREGS	563.17	
** Significant at 0.01 level of probability		

As seen from Table 14 calculated 't' value (**17.02**) was significantly higher indicating that there existed significant difference in employment generation as a result of MGNREGS implementation. The beneficiaries availed more number of days of employment in MGNREGS.

The mean days of employment available to the beneficiaries before the introduction of MGNREGS was 475.50 days/household/year and after the introduction of MGNREGS, the mean employment availability was 563.17days/household/year.

In order to find out whether the beneficiaries had been provided with the stipulated number of employment days, the households were categorized based on the number of days of work completed. (Table 15).

Table 15: Distribution of selected MGNREGS beneficiary households (HH) based on number of days of work completed (N=30)

Sl. No.	Category	Number	Percentage
1	No. of HH completed 100 days	19	63.33
2	No. of HH completed 80 days	2	6.67
3	No. of HH completed 60 days	5	16.67
4	No. of HH completed 50 days	3	10
5	No. of HH completed 30 days	1	3.33

It seen from the Table 15 that while majority (63.33 %) of the respondents in the study area had availed 100 days of wage employment as envisaged in MGNREGS 6.67 per cent had completed 80 days and 16.67 per cent of households had availed 60 days of employment. Ten

per cent households had availed only 50 days of employment and one household was found to have completed only 30 days of employment.

It was understood from further discussions that though 100 days of employment were available under MGNREGS, some people were not interested to work all the 100 days as they were more concerned about their farming activities. Some beneficiaries avail employment from MGNREGS only when agricultural operations are not available, particularly during slack seasons in summer. It was also interesting to note that some respondents were not aware of the guarantee of 100 days and also agricultural wages are higher than the MGNREGS wages.

Table 16: Distribution of selected MGNREGS beneficiaries based on no. of individual days of employment availed (N=30)

Sl. No.	Range (days)	Number	Percentage
1	0-25	5	16.67
2	26-50	19	63.33
3	51-75	2	6.67
4	76-100	4	13.33

4.4.1.2 Income Generation

The annual income of the selected MGNREGS beneficiaries from all the sources was considered for bringing out the impact of MGNREGS on income. Sarkar *et al.* (2011) noticed that the combined effect of additional employment generated by MGNREGS and the increased rate of wage in both MGNREGS and agricultural labourer had made significant changes in the annual per capita income of beneficiaries. He reported further that the annual per capita income of the beneficiaries had increased by 10 per cent.

Similar to this observation, annual income of the beneficiaries of this study was also found to have increased. (Table 17).

Table 17: Comparative distribution of selected MGNREGS beneficiary households based on their income before and after MGNREGS (N= 30)

Sl. No.	Family income	Range Rs/year	Before MGNREGS		After MGNREGS	
			Number	Percentage	Number	Percentage
1	Low	<50,000	2	6.67	2	6.67
2	Medium	50,001-1,00,000	8	26.67	6	20
3	High	>1,00,001	20	66.67	22	73.33

The Table 17 shows that even before introduction of MGNREGS, majority (66.67%) of the beneficiaries belonged to high income category followed by medium (26.67%) and low (6.67%) income categories. However, after the introduction of MGNREGS, the percentage of beneficiaries in high income category increased to 73.33 per cent and the percentage of beneficiaries in medium income category reduced to 20 percent. The percentage of respondents in the low income had remained same before as well as after MGNREGS.

In order to find whether this is statistically significant, difference in income of beneficiaries before and after MGNREGS paired 't' test was done. Results obtained are furnished in Table 18.

Table 18: Change in income of selected MGNREGS beneficiaries

Particulars	CURRENT PRICES		CONSTANT PRICES	
	Annual income Mean(Rs/year)	Percentage change	Annual income Mean(Rs/year)	Percentage change
Before MGNREGS	149943.33	6.61	25715.84	- 6.67
After MGNREGS	159856.67		24002.50	
't' value	19.255**		5.513**	

** Significant at 0.01 level of probability

Calculated 't' values (19.255, 5.513) were found to be significantly higher than table values at 1 per cent level of probability both at current and constant prices, indicating that there existed significant difference in the income of MGNREGS beneficiaries before and after the implementation of the scheme.

The mean income at current prices available for MGNREGS beneficiaries before introduction of the scheme was 149943.33Rs/household/year and after introduction of MGNREGS the mean employment availability was 159856.67Rs/household/year. The mean income values showed that there was improvement in the income of beneficiaries due to introduction of MGNREGS. Generating 100 days employment within the village has impacted the lives of the beneficiaries positively. The results reiterate the earlier findings that MGNREGS has improved the livelihood security of rural poor as a result of assured employment. This has kept the rural economy vibrant, by enhancing the purchasing power of rural poor. Argade, (2010) in his study, observed that there was shift from medium income generation to high income generation after introduction of MGNREGS might be due to the increase in number of days of employment and wage rate.

But the income estimated at constant prices after deflating with the respective Consumer Price Index (CPI) values presented different picture, where 6.67 per cent fall in real income was noticed. This indicates that considering the overall inflation in the economy MGNREGS could not bring an improvement in the income of beneficiaries.

4.4.2. Indirect Changes

The indirect change in people due to the implementation of MGNREGS was estimated in terms of the changes in the sense of empowerment. Enhancement of income and employment create sense of empowerment within an individual. Indirect changes experienced by MGNREGS beneficiaries was analysed in terms of changes in empowerment.

Table 19: Distribution of MGNREGS beneficiaries based on the scores on sense of empowerment (N=30)

Sl. No.	Category	Number	Percentage
1	Low (< 6.55)	5	16.67
2	Medium (6.55- 17.25)	21	70.00
3	High (> 17.25)	4	13.33
Total			100.00
Mean = 11.9		Standard Deviation=5.35	

The scores obtained by the beneficiaries with regard to sense of empowerment measured an indirect change due to MGNREGS was categorised into low, medium and high, based on the mean and standard deviation values, as defined in the chapter on methodology. Table 19 shows that majority of the MGNREGS respondents' belonged to category of medium scores on sense of empowerment (70.00%) followed by low (16.67%) and high (13.33%) empowerment categories.

Inorder to find out how the beneficiaries responded to the statements that depict various dimensions of sense of empowerment, the distribution of respondents based on their responses was examined as given in Table 20 below:

Table 20: Distribution of MGNREGS beneficiaries based on their responses to statements on empowerment (N=30)

Sl. No.	Changes	Decreased		Remained Same		Increased	
		N	%	N	%	N	%
1	Contribution towards family income	0	0.00	2	6.67	28	93.33
2	Knowledge on development activities	0	0.00	22	73.33	8	26.67
3	Ability to operate postal/bank accounts	0	0.00	12	40.00	18	60.00
4	Self reliance with regard to personal expenditure	0	0.00	7	23.33	23	76.67
5	Social participation	0	0.00	28	93.33	2	6.67
6	Participation in family decision making	0	0.00	28	93.33	2	6.67
7	Recognition in family	0	0.00	26	86.67	4	13.33
8	Opportunity for improving the existing facilities in house	0	0.00	22	73.33	8	26.67
9	Household indebtedness	19	63.33	11	36.67	0	0.00
10	Purchase of household articles	0	0.00	20	66.67	10	33.33
11	Purchase of modern articles like Dish TV, Mobile, etc	0	0.00	12	40.00	18	60.00
12	Contribution to children education and	0	0.00	16	53.33	14	46.67

	affordability						
13	Investment in agriculture and allied enterprises	0	0.00	26	86.67	4	13.33
14	Access to market to purchase consumer items	0	0.00	8	26.67	22	73.33
15	Opportunity for the disabled and old to get employed	0	0.00	22	73.33	8	26.67
N Number, % percentage							

There had been mixed response regarding various dimensions. The Table 20 shows that majority (93.33%) of MGNREGS beneficiaries expressed that their contribution towards the family income had increased due to implementation of MGNREGS. This is evidently due to the increase in wage earning under MGNREGS. Regarding the knowledge dimension of empowerment, majority (73.33%) of MGNREGS beneficiaries opined that their knowledge about development activities remained the same inspite of the launch of the scheme. However, 26.67 per cent perceived that knowledge has increased.

Ability to operate postal/bank accounts has increased, according to majority (60.00%) of MGNREGS beneficiaries. Remaining (40.00%) reported that there had been no change in this respect. Thus increase in awareness shall be attributed to the acquaintance of the beneficiaries with postal/bank accounts which has resulted from the practice of operating MGNREGS wages through bank/postal accounts. Earlier, they had not been oriented to banking operation. With regard to self reliance, majority (76.67%) of MGNREGS beneficiaries expressed that their self reliance has increased. The remaining (23.33%) reported that there had been no change in self reliance. This could be evidently attributed to the increased income and the confidence that minimum 100 days of employment is guaranteed. Social participation of majority (93.33%) of MGNREGS beneficiaries belonged to remained the same while 6.67 percent reported that it increased after MGNREGS implementation. This result suggests that there had not been any substantial change in the social participation as an outcome of MGNREGS implementation. Only 6.67 per cent opined that their social participation had increased owing to MGNREGS. Another aspect of participation, namely participation in family decision making also showed the same trend, with majority (93.33%) of MGNREGS beneficiaries declaring that their participation in

family decision making remained same inspite of MGNREGS. A minority (6.67%) reflected that their participation had increased. This might be due to the fact that increase in income had not been sufficient to bring about perceptible changes in their status in the family, as their income might not have been large enough to improve the existing roles in families.

Similarly majority (73.33%) of beneficiaries felt that opportunity for improving the existing facilities in the houses remained same without any change, as the income could not suffice such requirements. However, with regard to household indebtedness, there had been remarkable decrease as a result of the scheme. Majority (63.33%) of beneficiaries reflected that indebtedness had decreased. However, 36.67 per cent stated that indebtedness remained the same. This could be directly attributed to increased earnings from MGNREGS. There is another positive change in the purchasing power of beneficiaries as reflected in the increase in the purchase of household articles. While majority (66.67%) of beneficiaries reported that purchases increased, 33.33 per cent reported that it remained the same. There is marked differences in the purchase of domestic materials. Articles like Dish TV, mobile phone, etc have been bought by them in the past two years. Majority (60.00%) of beneficiaries reported increased in purchases and the remaining (40.00%) opined that quantum of purchase didn't vary. This suggests that MGNREGS has significantly enhanced purchase of domestic materials.

Affordability of children's education remained same for majority (53.33%) of beneficiaries. However, 46.67 per cent reported that it has increased after MGNREGS. In the study area, majority of the respondents' children were found to have completed their education, suggesting that there was no need to spend money for their children's education. That must be the reason why the impact on affordability of children education had remained the same. In the case of expenditure in agriculture and allied enterprises, while majority (86.67%) of beneficiaries reported no change and the rest (13.33%) reported that there had been an increase in investment. Infact, since majority of the respondents in study area were landless labourers without sufficient earnings, they had not been able to make much investment in agricultural and allied enterprises. However, with increased income, they are now able to spend more in agriculture in their available land. As regards access to market, majority (73.33%) of beneficiaries expressed that their access to market had increased. This could be due to the interest shown by local people to improve marketing facilities anticipating sustainable earning from MGNREGS in the long run.

With regard to opportunity for disabled and old persons to get employed, majority (73.33%) of beneficiaries mentioned that there had been no difference in such opportunities. Only 26.67 per cent stated that it had increased. This is a clear reflection of the fact that the respondents were not much aware of existing policy guidelines that give preference to the old and disabled for providing employment under MGNREGS.

4.5 Socio-economic characteristics of the beneficiaries of MGNREGS and their relation with the perceived impact of MGNREGS on livelihood security

In order to find out as to how the socio-economic characteristics of the beneficiaries selected for the study are related to the perceived impact of the programme on livelihoods, the socio economic characteristics were analysed in detail.

Table 21: Distribution of selected MGNREGS beneficiaries based on socio-economic variables (N=30)

Sl. No.	Category	Number	Percentage
1. Age			
	Young (< 35years)	13	43.33
	Middle (36-45years)	12	40.00
	Aged (>46years)	5	16.67
2. Gender			
	Female	17	56.67
	Male	13	43.33
3. Caste			
	FC	13	43.33
	BC	13	43.34
	SC	4	13.33
4. Education			
	Illiterate	11	36.67
	Education upto middle level (upto 8 th std)	9	30.00
	Education upto college	10	33.33

	level		
5. Family type			
	Joint	8	26.67
	Nuclear	22	73.33
6. Family size			
	Small (1-4 members)	22	73.33
	Medium (5-8 members)	8	26.67
7. Occupation			
	Agriculture	13	43.33
	Agricultural labour	14	46.67
	Others	3	10.00
8. Family annual income			
	Low (<50,000)	2	6.67
	Medium (50,000-1,00,000)	8	26.67
	High (>1,00,000)	20	66.67
9. Land holding			
	Landless	12	40.00
	Marginal (<2.5 acres)	11	36.67
	Small (2.5-5 acres)	5	16.67
	Large (>5 acres)	2	6.67
10. Social participation			
	No Participation	2	6.67
	Member	98	93.33

Distribution of beneficiaries based on age showed a marked difference in participation, between the aged and young population. It is seen from Table 21 that 83.33 per cent of the MGNREGS beneficiaries belonged upto middle age group and only 16.67 per cent of the beneficiaries belonged to 'aged' (16.67%) group.

This trend shows that MGNREGS cater to the employment requirements of young rural population as much as it meets the employment demands of middle aged group. However, the employment sought by older population is less, which shows that livelihoods of aged rural poor cannot be provided by MGNREGS alone. This is mostly because the aged can not undertake laborious manual work as part of MGNREGS. Greater participation of only young and middle aged beneficiaries in MGNREGS could be due to the heavy work taken up under MGNREGS like digging of farm ponds, which requires more energy and the long distances the employees have to travel to do the work.

Segregation of beneficiaries based on gender showed higher involvement of females (56.67%) compared to males (43.33%). Like in other places, higher participation of women over men could be due to availability of employment within the village and the provision of equal wages to men and women. This also suggests the greater role women play in finding the means of livelihood in families. These findings are in agreement with the findings of Ravi Kumar *et al.* (2007) who noted that 54 per cent women and 46 per cent men availed wage employment. The study conducted by Vijayanand and Jithendran (2008) also reported that more than 80 per cent of workers had been women in Kerala.

Availability of rural employment to landless labourers may vary across various castes in rural areas as reported by Dutta *et al.* (2012). Distribution of respondents based on caste indicates that the proportion of different castes among the sample and also the participation of different castes in MGNREGS. Compared to the general proportion of different castes in AP, Forward Caste and Backward Caste together constitute major part (86.66%) of the MGNREGS beneficiaries followed by Scheduled Caste (13.33%). There was no participation of Scheduled Tribes (0%).

Distribution of beneficiaries based on education was found out to learn whether educated unemployed youth among the rural poor sought employment through MGNREGS. As understood from Table 21 majority (36.7%) of MGNREGS beneficiaries were illiterate, 33.33 per cent were educated upto college level and 30 per cent were educated upto middle level. The results suggest that literate people are not interested in MGNREGS work and this could be due to their aversion towards mean work or the emerging chances of availing better jobs in farm sectors.

As regards Table 21 clearly indicate that majority (73.33%) of MGNREGS beneficiaries belonged to nuclear family and remaining 26.67 per cent belonged to joint family. Generally as observed of late, there is a growing trend towards nuclear family as the family is separated from parents since they do not wish to take more family burden and they are likely to get separate ration card, job cards etc.

As expected and reported from similar studies, majority of households who have availed MGNREGS had smaller family size, with members ranging from 1-4. In the study area there was no family with more than eight members among the respondents. In most cases there were up to four individuals per family that included parents and their children.

Majority of the beneficiaries (76.67%) were found to be landless agricultural labourers and marginal farmers. The proportion of small farmers who had subscribed to MGNREGS was 16.67 per cent. Only a very small proportion belonged to large farmers. Sarkar *et. al* (2011) in their study impact on the of MGNREGS on reducing rural poverty and improving socio-economic status of rural poor, had found the same trend. According to them agricultural labour was the main occupation (54%), followed by farming (37%). Among active MGNREGS job card holders. The findings substantiate that people with agriculture as their main occupation do seek MGNREGS jobs the most. Table 21 shows that majority (46.67%) of MGNREGS beneficiaries worked as agricultural labourers and 43.33per cent were farmers. The proportion of beneficiaries who are involved in other occupation was only 10 per cent. This observation vividly establishes that the low employment opportunity in agricultural sector has been supported if not enhanced by MGNREGS.

As regards income, it was found that while a substantial majority (66.67%) had annual family income more than Rs 100000/-, 28.67 per cent belonged to the middle category income ranging from Rs 50,000 to 100000/-. The table shows that the proportion of households with very low income had been only 6.67 per cent of total beneficiaries. The low income of family could be due to less number of family members in the household.

Distribution of MGNREGS beneficiaries based on size of land holding shows that 40 per cent of the beneficiaries did not own any land. The small and marginal farmers together constitute 53.34 per cent of the respondents. Only 6.67 per cent of farmers with more than five acres are reportedly subscribed to MGNREGS. This is exactly in line with the profile characteristics of MGNREGS beneficiaries elsewhere. These findings are in agreement with the

results of Raj (2011) which noted that majority of the MGNREGS beneficiaries (92.50%) were landless followed by marginal and large farmers. It is evident that the programme mostly caters to the small, marginal and the landless agricultural labourers. Large number of small and marginal farmers could be the result of fragmentation of holdings which is accompanied by separation of families. Moreover, over the years, agriculture had been regarded to be less profitable and many marginal farmers have sought waged employment.

Social participation being an indication of the social status envisaged by an individual it was decided to find out whether individuals with greater social participation seek employment in MGNREGS. As seen in Table 21, 93.33 per cent of the respondents were found to be a member of some social organizations. While 6.67 per cent was found to have no participation, in any organization at all, there was none (0%) as office bearer of any organization.

4.5.1. Correlation between socio-economic characteristics and income generated due to MGNREGS

Correlation between the selected socio-economic characteristics and income generated out of MGNREGS was estimated to examine whether the income availed by an individual has been influenced by any of his/her socio-economic attributes (Table 22).

Table 22: Correlation between selected socio economic characteristics and total personal income generated due to MGNREGS

Sl. No.	Socio-economic characteristics	Correlation coefficient
1	Age	-0.433*
2	Gender	-0.610
3	Caste	-0.433*
4	Education	-0.096
5	Social participation	-0.185

** Significant at 0.01 level, * Significant at 0.05 level

Table 22 revealed that there was significant negative correlation between age and individual income generated due to MGNREGS. This indicates that as age increases the income obtained from MGNREGS decreases. This is because of the fact that aged people cannot actively involved in the laborious field works involved in MGNREGS. It seen in earlier discussions that 83.33 per cent of the MGNREGS beneficiaries belonged to middle aged group. No correlation

was found to exist between income generation by an individual and attributes like gender and education. However, these scores on caste showed a negative correlation with income, which obviously illustrate that beneficiaries belonging to higher caste didn't prefer to opt for MGNREGS and there by, their income from the scheme was also low.

SUMMARY

SUMMARY

The Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) is widely appreciated as a unique attempt towards empowering rural poor through assured employment on demand. The programme mainly guarantees at least 100 days of wage employment in every fiscal year to the adult members of all households who volunteer to do unskilled manual labour at the minimum wage rate specified by the state government. MGNREGS which was initially launched in 200 districts was later extended to 130 districts. By April 2008 MGNREGS has been implemented in 34 states and union territories, 614 districts, 6096 blocks and 2.65 lakh gram panchayats. The scheme intends to use this man power for constructing productive assets and conserving natural resource with a view to facilitate agricultural production. MGNREGS's success in enhancing the "livelihood security" of rural households would critically depend on the effective implementation of the scheme.

Taking this into consideration, the study intended to find out the nature and extent of integration of MGNREGS with the agricultural development programmes implemented at the local level, the factors affecting the planning, implementation and monitoring of MGNREGS as perceived by different stakeholders of the programme, and assess the impact of MGNREGS on the livelihood security of beneficiaries.

The study employed *ex-post facto* design based on the objectives. Out of twenty three districts, six districts were selected randomly. One Grama Panchayat from each district was selected randomly by following simple random sampling procedure, thus making a total of six Grama Panchayats for the study. Five beneficiaries of MGNREGS, five implementing officers and five people's representatives were randomly selected from each Grama Panchayat to make the sample size 90.

Based on the objectives, review of literature, discussions with experts and observations made by the researchers, variables such as impact of the programme on livelihood security of beneficiaries, demand side preference, supply side performance and socio economic characteristics were selected for the study. Factors affecting the planning, implementing and monitoring stages of MGNREGS as perceived by different stakeholders were taken up based on a four point continuum score.

The interview schedule was pre-tested in a non-sample area and validated in the pilot study. The final interview schedule was prepared by necessary modifications, additions and deletions based on pre-tested results. Percentages, paired 't' test, Kendall's coefficient of concordance and Mann-Whitney U Test were used for analyzing the data. The data were analyzed using Statistical Package for Social Science (SPSS).

The study showed that there is perceptible difference in the extent of integration of different agricultural development programmes and their components with MGNREGS, across the six Grama Panchayats. Among 26 developmental schemes in the state, seven schemes are commonly integrated in all the six panchayats. Boddanapalli Grama panchayat has the highest (37.04%) percentage of integration with MGNREGS and lowest integration was seen in Dumpalagattu (14.81%). The major activity component involved land development and earth moving. However, agricultural operations such as transplanting and weeding were also being undertaken in MGNREGS. The scheme is also integrated with natural resource management programmes which involve tree planting. SRI, an activity that emerges saving water in agricultural operations is also integrated with the scheme.

The importance of the institutional, managerial, human, and social factors affecting different stages of implementation of MGNREGS as perceived by implementing officers and peoples representatives were found out. While the implementing officers perceived institutional factors as most important in both planning and implementing stages, people's representatives perceived managerial factors as most important in all stages of MGNREGS.

In the planning stage lack of decisions in grama sabhas regarding the type and quantum of work is regarded as the biggest constraint. Constraints perceived by the stakeholders in the implementing stage which has been ranked first is the low wages given to the job seekers and high work load. Many constraints reported in monitoring stage are similar to those seen in the implementing stage. For instance, simultaneous monitoring of works in different places of the village is reported here as well. Secondly monitoring to ensure quality of work is rendered impossible, as the unskilled workers can't perform as per normal quality standards.

While demand side preferences varied significantly across the grama panchayats, supply side performance did not vary too much. However, supply side performance indices were found to be lower than the corresponding demand side preference.

The impact of MGNREGS on the livelihood security of beneficiaries was assessed based on the indices of direct as well as indirect changes. Employment generation and income generation- which reflected direct changes in livelihood security- were found to have increased as a result of implementation of the scheme.

The mean days of employment available to the beneficiaries before the introduction of MGNREGS was 475.50 days/household/year and after the introduction of MGNREGS, the mean employment availability was 563.17days/household/year. Majority (63.33 %) of the respondents in the study area had availed 100 days of wage employment as envisaged in MGNREGS and only one household was found to have completed only 30 days of employment. It was understood that though 100 days of employment were available under MGNREGS, some people were not interested to work all the 100 days as they were more concerned about their farming activities. Some beneficiaries avail employment from MGNREGS only when agricultural operations are not available, particularly during slack seasons in summer. It was also interesting to note that some respondents were not aware of the guarantee of 100 days.

The mean income at current prices available for MGNREGS beneficiaries before introduction of the scheme was 149943.33Rs/household/year and after introduction of MGNREGS the mean employment availability was 159856.67Rs/household/year. The mean income values showed that there was improvement in the income of beneficiaries due to introduction of MGNREGS. Generating 100 days employment within the village has impacted the lives of the beneficiaries positively. But the income estimated at constant prices presented a different picture, where 6.67 per cent fall in real income was noticed. This indicates that considering the overall inflation in the economy MGNREGS could not bring an improvement in the income of beneficiaries.

Distribution of beneficiaries based on indirect changes measured in terms of the 'sense of empowerment' showed that majority of respondents belong to medium category.

Distribution of beneficiaries based on age showed that 83.33 per cent of the MGNREGS beneficiaries belonged upto middle age group. Segregation of beneficiaries based on gender showed higher involvement of females (56.67%) compared to males (43.33%). Compared to the general proportion of different castes in AP, Forward Caste and Backward Caste together constitute major part (86.66%) of the MGNREGS beneficiaries followed by Scheduled Caste (13.33%). The results suggest that literate people are not interested in MGNREGS work and this

could be due to their aversion towards manual work or the emerging chances of availing better jobs in farm sectors. Majority (73.33%) of MGNREGS beneficiaries belonged to nuclear family, with members ranging from 1-4. Majority of the beneficiaries (76.67%) were found to be landless agricultural labourers and marginal farmers and 93.33 per cent of the respondents were found to be a member of some social organizations.

There was significant negative correlation between age and individual income generated due to MGNREGS, because of the fact that aged people cannot actively involve in the laborious field works involved in MGNREGS. No correlation was found to exist between income generation by an individual and attributes like gender and education.

Policy recommendations:

The study shows that MGNREGS have significantly enhanced the livelihood security of rural poor. However, integration of the programme with agricultural development is grossly inadequate in Andhra Pradesh. This suggests major policy shifts in the implementation of MGNREGS to make the programme effective. Unless local self government institutions are given enough authority to plan their own programmes, the quantum of employment generated would not be adequate to meet the demand. More components of the state sponsored and centrally sponsored schemes will have to be integrated with MGNREGS. The rural population should also be oriented to the provisions of the scheme to demand and avail more employment.

Conclusion:

1. The study reiterates the observation that MGNREGS has been instrumental in improving the livelihood security of rural poor in AP as well (Argade, 2010)
2. However, unlike what is envisaged in the programme, it is not effectively integrated with grassroots level agricultural development programmes
3. Rural poor has not fully made use of the provisions in the programme
4. New channels of integration has to be explored
5. Study has to be scaled up with more points of observation

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APPENDICES

APPENDIX I

MGNREGS coverage in Andhra Pradesh

Phase I Districts (w.e.f.2.02.06)	Phase II Districts (w.e.f.1.04.07)	Phase III Districts (w.e.f.1.04.08)
Vizianagaram Chittoor Kadapa Ananthapur Mahaboob Nagar Medak Ranga Reddy Nizamabad Warangal Adilabad Karimnagar Khammam Nalgonda	East Godavari Guntur Kurnool S.P.S.Nellore Prakasam Srikakulam	West Godavari Krishna Visakhapatnam

APPENDIX II

Major initiatives towards livelihood security under MGNREGS-AP

Sl. No.	Initiative	
1	Indiramma cheruvulu	Comprehensive restoration of irrigation tanks
2	Project mode of works	
3	Horticultural crops	Mango, Cashew, Sweet orange, Sapota, Custard apple, Guava Acid lime, Coconut and Oilpalm Eucalyptus, Subabul, Casuarina, Rubber and Coffee
4	Land development	Land Levelling, silt application, clearance of bushes, deep ploughing etc
5	Special strategy	Chenchu
6	Special strategy	ITDAs
7	Asset creation	
8	Smartcard	

APPENDIX III

Project mode works under MGNREGS

Sl. No.	Name of work
1	Land Development Project
2	Drainage Line Treatment Project
3	Drains and Channels Project
4	Irrigation Facility Project
5	Sustainable Agriculture Project
6	Horticulture and Plantation Project
7	Minor Irrigation Restoration Project
8	Public Institutions Development Project
9	Drinking Water Tanks Project
10	Road Connectivity Project
11	Afforestation Project
12	Flood Control Project
13	Forest Protection Project
14	Common Property Resources Land Development Project
15	Common Property Resources Drainage Line Treatment Project
16	Common Property Resources Afforestation Project

APPENDIX IV

Assets have been created under MGNREGS

Sl. No.	Assets
1	Micro Irrigation tanks (including desiltation)
2	Land Development
3	Silt application
4	Feeder channel
5	Horticulture
6	Pebble and stone bunding
7	Restoration and deepening of wells
8	Mini percolation tanks
9	Earthen bunding
10	Percolation tanks
11	Farm ponds
12	Desilting of canals
13	Diversion drains
14	Filling water logged areas
15	Bio diesel

APPENDIX V

INTERVIEW SCHEDULE

Beneficiaries

SECTION A

Topic: Enhancing livelihood security and local socio economic development through Mahatma Gandhi National Rural Employment Guarantee Scheme: An Analysis

Beneficiary No.:

Date:

1) Socio-economic profile of the beneficiary

Name:

Village:

Gramapanchayat:

Block:

- 1. Age Completed:** Years
- 2. Gender:**
- 3. Caste:** FC/BC/SC/ST
- 4. Type of family:** Nuclear/Joint
- 5. Size of Family:**members

S. No	Name	Relationship	Education	Occupation			Income		
				Main	Subsidiary	Others	Main	Subsidiary	Others

6. Land holding (in acres)

- a.) No land
- b.) Wet land

- c.) Dry land
- d.) Garden land

7. Social participation: Yes/No

If Yes.....

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	Others if any, Specify			

DIRECT IMPACT ON LIVELIHOOD SECURITY

A) Employment:

Sl. No.	Statements	Family members	Before MNREGA	After MNREGA	Remarks
1	Total number of persondays of employment available in an year	1.			
		2.			
		3.			
		4.			
		5.			

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

Sl. No.	Statement		Before MNREGA	After MNREGA	Remarks
1	Annual income	Agriculture	Rs.	Rs.	
		Wages of family members	1. Rs.....	Rs.	
			2. Rs.....	Rs.	
			3. Rs.....	Rs.	
			4. Rs.....	Rs.	
5. Rs.....	Rs.				

G) Empowerment:

Sl. No.	Statements	Decreased	Remained Same	Increased
1	Contribution towards family income			
2	Knowledge about development activities			
4	Ability to operate postal/bank accounts			
5	Self reliance with regard to personal expenditure			
6	Social participation			
7	Participation in family decision making			
8	Social recognition in family			
9	Opportunity for improving the existing house structure			
10	Household indebtedness			
11	Purchase of household articles			
12	Purchase of modern articles like Dish TV, Mobile, etc			
13	Affordability of children's education			
14	Investment in agriculture and allied enterprises			
15	Access to market to purchase consumer items			
16	Opportunity for disabled and old persons to get employed			

Section B

Topic: Enhancing livelihood security and local socio economic development through Mahatma Gandhi National Rural Employment Guarantee Scheme: An Analysis

1. Name of the grama panchayat
2. Block
3. District
4. State whether Watershed planning has been done as per MNREGA action plan?
Y/N
5. Name of the projects that have been integrated with MNREGA

Sl No	Name of the project	Financial year in which project was implemented	Sub sector	Activity components of the project in which MNREGA has been integrated	Project cost	% of cost realised by MNREGA for project	Total works taken up under project	Works complete d/in progress

6. Demand side details

Sl No	Financial year	No of employees/workers enrolled for the programme	No. of applications for enrolment	No of rural households	No of rural households below BPL	Total no of mandays generated

7. Supply side details

a. Supply of employment

SI No	Financial year	No of employees/workers provided with employmen	No of households enrolled	No of households	No of households below BPL	Total no of job cards issued	Total person days	Total no. of households completed 100 days work

b. Supply of employment in agriculture and allied sectors

SI No	Financial year	No of employees/workers enrolled for the programme	No. of applications for enrolment	No of days of employment provided in agricultural sector	No of days of employment provided in other sectors

Implementing officers

Topic: Enhancing livelihood security and local socio economic development through
Mahatma Gandhi National Rural Employment Guarantee Scheme: An Analysis

1. **Name:**
2. **Gender:**
3. **Education:**
4. **Experience:**
5. **Address:**

6. Perception on the utility and effectiveness of the programme

S. No.	Statements	MI	I	LI	NI
1	It helps improve the livelihood of rural poor				
2	It helps tackle unemployment problem in rural area				
3	It resulted in reduction in productivity of labourers				
4	Wage payment through bank has enhanced the morale of MNREGA beneficiaries				
5	It created more awareness among rural people about banking				
6	It resulted in maximum utilization of labour force in village				
7	It resulted in conserving natural resources				
8	It empowers Panchayat Raj Institutions				
9	It made people stay away from other productive areas				
10	It provides livelihood security of people				
11	It created right to get awareness on the right to get employment				

7. Factors affecting the planning, implementing and monitoring of MNREGA

a.)

S. No.	Factors affecting planning	MI	I	LI	NI
Institutional factors					
1	Identification of beneficiaries				
2	Registration and issue of job cards				
3	Identification of works				

4	Watershed delineation				
5	Preparation of watershed plans				
Managerial factors					
6	Allotment of funds				
7	Non-provision of state share				
8	Labour budgeting				
9	Estimating costs of works and wages				
10	Development and approval of technical estimates and issuance of work hours				
Human factors					
11	Non-availability of beneficiaries				
12	Lack of awareness about MNREGA				
13	Inadequate facilities				
Social factors					
14	Lack of public land				
15	Unwillingness of people to cooperate with watershed programmes				

b.)

S. No.	Factors affecting implementation	MI	I	LI	NI
Institutional factors					
1	Ensuring provision of worksite facilities				
2	Documentation of activities				
Managerial factors					
3	Allotment of works across different locations				
4	Disbursement of wages				
5	Citizen information systems				
Human factors					
6	Unwillingness to work				
Social factors					
7	Lack of cohesion among social group				

c.)

S. No.	Factors affecting monitoring	MI	I	LI	NI
Institutional factors					
1	Fund utilization				
2	Lack of trained technical staff				
3	Payment of unemployment allowances				
4	Project completion report				
Managerial factors					
4	Grievance redressal				
5	Maintenance of Muster Rolls				
6	Local vigilance and monitoring committee				

7	Work wise expenditure				
8	Timely and correct payment				
Human factors					
9	Quality of work executed				
Social factors					
10	Dealing with emergencies				
11	Disposal of complaints				

8. Constraints in planning, implementing and monitoring of the scheme

S.No.	Problems in planning stage	MI	I	LI	NI
1					
2					
3					
4					
5					
6					
7					
8					
9					
10					
Problems in implementing stage					
11					
12					
13					
14					
15					
16					
17					
18					
19					
20					
Problems in monitoring stage					
21					
22					
23					
24					
25					
26					
27					
28					
29					
30					

Peoples' Representatives

Topic: Enhancing livelihood security and local socio economic development through Mahatma Gandhi National Rural Employment Guarantee Scheme: An Analysis

1. Name:

2. Gender:

3. Education:

4. Experience:

5. Address:

7. Perception on the utility and effectiveness of the programme

S. No.	Statements	MI	I	LI	NI
1	It helps improve the livelihood of rural poor				
2	It helps tackle unemployment problem in rural area				
3	It resulted in reduction in productivity of labourers				
4	Wage payment through bank has enhanced the morale of MNREGA beneficiaries				
5	It created more awareness among rural people about banking				
6	It resulted in maximum utilization of labour force in village				

7	It resulted in conserving natural resources				
8	It empowers Panchayat Raj Institutions				
9	It made people stay away from other productive areas				
10	It provides livelihood security of people				
11	It created right to get awareness on the right to get employment				

7.Factors affecting the planning, implementing and monitoring of MNREGA

a.)

S. No.	Factors affecting planning	MI	I	LI	NI
Institutional factors					
1	Identification of beneficiaries				
2	Registration and issue of job cards				
3	Identification of works				
4	Watershed delineation				
5	Preparation of watershed plans				
Managerial factors					
6	Allotment of funds				

7	Non-provision of state share				
8	Labour budgeting				
9	Estimating costs of works and wages				
10	Development and approval of technical estimates and issuance of work hours				
Human factors					
11	Non-availability of beneficiaries				
12	Lack of awareness about MNREGA				
13	Inadequate facilities				
Social factors					
14	Lack of public land				
15	Unwillingness of people to cooperate with watershed programmes				

b.)

S. No.	Factors affecting implementation	MI	I	LI	NI
Institutional factors					
1	Ensuring provision of worksite facilities				
2	Documentation of activities				
Managerial factors					
3	Allotment of works across different locations				
4	Disbursement of wages				
5	Citizen information systems				
Human factors					
6	Unwillingness to work				

Social factors					
7	Lack of cohesion among social group				

c.)

S. No.	Factors affecting monitoring	MI	I	LI	NI
Institutional factors					
1	Fund utilization				
2	Lack of trained technical staff				
3	Payment of unemployment allowances				
4	Project completion report				
Managerial factors					
5	Grievance redressal				
6	Maintenance of Muster Rolls				
7	Local vigilance and monitoring committee				
8	Work wise expenditure				
9	Timely and correct payment				
Human factors					
10	Quality of work executed				
Social factors					
11	Dealing with emergencies				
12	Disposal of complaints				

8.Constraints in planning, implementing and monitoring of the scheme

S.No.	Problems in planning stage	MI	I	LI	NI
1					
2					
3					
4					
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Problems in implementing stage					
11					
12					
13					
14					
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16					
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18					
19					
20					
Problems in monitoring stage					
21					
22					
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29					
30					

**Enhancing livelihood security and local socio
economic development through Mahatma Gandhi
National Rural Employment Guarantee Scheme:
An Analysis**

**By
PUNYAVATHI JONNA**

ABSTRACT OF THESIS

**Submitted in partial fulfillment of the
requirement for the degree of**

MASTER OF SCIENCE IN AGRICULTURE

**Faculty of Agriculture
Kerala Agricultural University**

**Department of Agricultural Extension
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KERALA, INDIA
2012**

ABSTRACT

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The Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) is widely appreciated as a unique attempt towards empowering rural poor through assured employment on demand. The programme guarantees at least 100 days of wage employment in every fiscal year to the adult members of all households who volunteer to do unskilled manual labour at the minimum wage rate specified by the state government. MGNREGS which was initially launched in 200 districts was later extended to 130 districts. The scheme intends to use this man power for constructing productive assets and conserving natural resource with a view to facilitate agricultural production.

Taking this into consideration, the study intended to find out the nature and extent of integration of MGNREGS with the agricultural development programmes implemented at the local level, the factors affecting planning, implementation and monitoring of MGNREGS as perceived by different stakeholders of the programme, demand side preference, supply side performance and assess the impact of MGNREGS on the livelihood security of beneficiaries.

The study employed *ex-post facto* design based on the objectives. Out of twenty three districts, six districts were selected randomly. One Grama Panchayat from each district was selected randomly for the study. Five beneficiaries of MGNREGS, five implementing officers and five people's representatives were randomly selected from each Grama Panchayat to make the sample size 90.

The final interview schedule was prepared by necessary modifications, additions and deletions based on pre-tested results. Percentages, paired 't' test, Kendall's coefficient of concordance and Mann-Whitney U Test were used for analyzing the data. The data were analyzed using Statistical Package for Social Science (SPSS).

The study showed that there is perceptible difference in the extent of integration of different agricultural development programmes and their components with MGNREGS, across the six Grama Panchayats. Among 26 developmental programmes in the state, seven schemes are commonly integrated in all the six panchayats. While the implementing officers perceived institutional factors as most important in both planning and implementing stages, people's representatives perceived managerial factors as most important in all stages of MGNREGS.

The impact of MGNREGS on the livelihood security of beneficiaries was assessed based on the indices of direct as well as indirect changes. Employment generation and income generation- which reflected direct changes in livelihood security- were found to have increased as a result of implementation of the scheme. Distribution of beneficiaries based on indirect changes measured in terms of the 'sense of empowerment' showed that majority of respondents belong to medium category.

While demand side preferences varied significantly across the grama panchayats, supply side performance did not vary too much. However, supply side performance indices were found to be lower than the corresponding demand side preference. Out of the several socio economic characteristics observed, age and caste were found to be significantly correlated negatively to income generated by the household.

The study shows that MGNREGS has significantly enhanced the livelihood security of rural poor. However, integration of the programme with agricultural development is grossly inadequate in Andhra Pradesh. This suggests major policy shifts in the implementation of MGNREGS to make the programme effective. Unless local self government institutions are given enough authority to plan their own programmes, the quantum of employment generated would not be adequate to meet the demand. More components of the state sponsored and centrally sponsored schemes will have to be integrated with MGNREGS. The rural population should also be oriented to the provisions of the scheme to demand and avail more employment.