

**AN EVALUATIVE STUDY OF PERFORMANCE OF THE
MGNREGS IN RELATION
TO TRIBAL WOMEN IN MIZORAM**

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**AN EVALUATIVE STUDY OF PERFORMANCE OF THE MGNREGS IN
RELATION TO TRIBAL WOMEN IN MIZORAM**

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Philosophy in Commerce of Mizoram University, Aizawl

PREFACE

The MGNREGA was legislated to address and tackle the problem of unemployment. It was legislated in the Lok Sabha in August, 2005. It has been legislated in pursuance of Article 43 of the Constitution which stipulates a non-justifiable right to employment. It was initially named the National Rural Employment Guarantee Act (NREGA). It came into force in February, 2006 in selected 200 poorest districts of the country. This legislation was renamed as Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) on 2nd October, 2009. It is now popularly known as MGNREGA or MGNREGS (Mahatma Gandhi National Rural Employment Guarantee Scheme). It now covers the entire country. The main aim of the Act is to provide 100 days employment to any rural household willing to do manual work at the minimum wage rate. A job card is assigned to any household applying for it and 100 days employment a year will be provided to each job card owning household

The MGNREGS was implemented in Mizoram in 2006 in Saiha district and Lawngtlai district. It now covers the entire districts of Mizoram. The importance of the study lies in the fact that MGNREGS is a national flagship programme with many promises and implications. Its effect has been studied and researched from various angles in different states in India. However current studies on its performance in relation to tribal women in Mizoram do not exist. This study evaluates the performance of MGNREGS in relation to tribal women in Mizoram.

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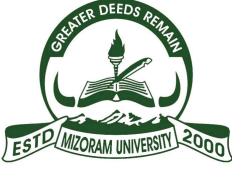
To *The Lord Almighty* for giving me the opportunity, health, guidance and blessing to accomplish this thesis, I give my heartfelt gratitude. I am indebted to my beloved parents, *Zamloa and Hmai*, and my whole family for their love and support through all my endeavours, including this work, and I thank them most earnestly.

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CERTIFICATE

This is to certify that the thesis entitled “**An Evaluative Study of Performance of the MGNREGA in Relation to Tribal Women in Mizoram**” submitted to Mizoram University for the award of the Degree of Doctor of Philosophy in Commerce is a research work carried out by Miss Ngurthanzuali Sailo, Research Scholar in the Department of Commerce, Mizoram University under my supervision and it has not been previously submitted for the award of any research degree to any other university/Institute.

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DECLARATION

I, Ngurthanzuali Sailo, hereby declare that the subject matter of this thesis entitled, **“An Evaluative Study of Performance of the MGNREGS in Relation to Tribal Women in Mizoram”** is the record of work done by me, that the contents of this thesis did not form the basis of the award of any previous degree to me or to the best of my knowledge to anybody else, and that the thesis has not been submitted by me for any research degree to any other university/Institute.

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TABLE OF CONTENTS

No.	Title	Page No.
1.1	Introduction	1
1.2	Unemployment in India	3
1.3	Employment Generation Programme in India	6
1.4	Employment Generation Scheme in Mizoram – NLUP	11
1.5	Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)	11
1.6	MGNREGA at National Level	12
1.6.1	Responsibilities of Implementing Agencies	13
1.6.2	Responsibilities of the State	14
1.6.3	Responsibilities of Civil Society	16
1.7	MGNREGA as a Demand Based Scheme	16
1.8	Job Card	18
1.9	Employment Generation Scenario	19
1.10	Allocation of Fund	21
1.11	Social Audit	25
1.12	Guidelines for New Additional Works Permitted	27
1.13	Work Completion Scenario under MGNREGA	29
2.1	Review of Literature	31
2.2	Significance and Scope of the Study	50
2.3	Research Design	52
2.3.1	Statement of the Problem	53
2.3.2	Objectives of the Study	55
2.3.3	Research Methodology	55
2.3.4	Sampling	56
2.3.5	Data Collection and Analysis	57
2.4	Chapterization	57
3.1	Work Completion Rate	58
3.2	Women Participation	60
3.3	Fund Scenario	61
3.4	District Wise Performance Under MGNREGA	62
3.4.1	Aizawl District	63
3.4.2	Kolasib District	69
3.4.3	Siaha District	74
3.4.4	Champhai District	78
3.4.5	Lawngtlai District	84
3.4.6	Serchhip District	89
3.4.7	Lunglei District	93
3.4.8	Mamit District	98
4.1	Profile of the Respondents	105

4.1.1	Age of the Respondents	105
4.1.2	Marital Status of the Respondents	106
4.1.3	Occupation of the Respondents	107
4.1.4	Educational Qualification of the Respondents	108
4.1.5	The Average Working Days for Respondents in a Year	109
4.1.6	The Average Annual household income Without MGNREGA wages	110
4.1.7	The Average Annual Earnings of the Respondents Without MGNREGA	111
4.2	Functioning of the MGNREGA	112
4.2.1	Distance of Workplace from residence	112
4.2.2	Respondents Satisfaction	113
4.2.3	Actual Method of Wage Payment and Preferred Method of Wage Payment	115
4.2.4	Nature of Works done in Studied Area	116
4.2.5	Usual Proportion of Women Workers	118
4.2.6	Respondents' Perspective on Presence of Worksite Supervisors, Children at Workplace, Building of Community Assets and Regularity of Social Audit	119
4.2.7	Mode of Work Generation	121
4.3	Effect of MGNREGA on decision making power of women beneficiaries, stress over monetary issues, self-esteem and meeting educational expenses	122
4.3.1	Amount of MGNREGA Wages spent by the Respondents in the last Financial Year	123
4.3.2	Family member to whom wages are submitted when not kept by Respondent	124
4.3.3	Effect of MGNREGA on decision making power, expenses on education, self-esteem and stress over monetary issues	125
4.4	Respondents' Awareness about their rights and entitlements under MGNREGA	128
4.4.1	Respondents' Awareness about basic features of MGNREGA	128
4.5	Hypotheses of the study	133
4.5.1	Association between educational level and Awareness about wages	135
4.5.2	Association between educational level and one-third reservation for women under MGNREGA	135
4.5.3	Association between educational level and Awareness about right to apply for works on private land	136
4.5.4	Association between educational level and Awareness about right to make complaints to District ombudsman	137
4.5.5	Association between educational level and Awareness about conducting Social Audit	138

4.5.6	Association between length of owning Job Card and Awareness about right to apply for works	139
4.5.7	Association between length of owning a Job Card and Awareness about right to apply for unemployment allowances	139
4.5.8	Association between length of owning a Job Card and Awareness about right to be provided works within 5 kilometers of beneficiaries' residence	140
4.5.9	Association between length of owning a Job Card and Awareness about right to be provided with crèche in work place	141
4.5.10	Association between length of owning a Job Card and Awareness about right to be paid MGNREGA wages within a fortnight	142
4.5.11	Effect of MGNREGA on Respondents consumption on nutritional supplements	143
4.5.12	Effect of MGNREGA on Spending on personal consumption	144
4.5.13	Effect of MGNREGA on Savings of Respondents	146
4.5.14	Effect of MGNREGA on beneficiaries' investments on small entrepreneurial activities	148
5.1	Summary of findings	150
5.1.1	Implementation and functioning of MGNREGA	150
5.1.2	Effect of the MGNREGA on beneficiaries decision making power at household level and at community level, stress over monetary issues, self-esteem and awareness level of beneficiaries about their rights and entitlements under the Act	153
5.1.3	Test of Hypotheses	156
5.2	Conclusion	157
5.3	Summary of suggestions	159
5.4	Scope for further studies	160

LIST OF TABLES

Sl. No.	Table No.	Title	Page No.
1.	Table 1.1	Percentage of unemployment out of the total labor force in different regions of the world in 1994 and 2014	3
2.	Table 1.2	Age wise distribution of Persons employed in Financial Year 2015-16 to Financial Year 2017-18 (in percentages)	19
3.	Table 1.3	Distribution of workers into Scheduled Caste, Scheduled Tribe and Women for five financial Years (2012-13 to 2016-17) (Figures in lakh)	20
4.	Table 1.4	Fund Position in Financial Years 2015-16 to 2017-18 (Amount in Lakhs)	21
5.	Table 1.5	Total number of accounts converted into Aadhaar Based Payment till 21st October 2017	22
6.	Table 1.6	Works Completed, in-Progress and approved not yet in progress for Financial Year 2015-16 to 2017-18	29
7.	Table 1.7	Work completion rate (WCR) in the states from inception till October 2017	31
8.	Table 2.1	Distribution of job cards by genders in Mizoram	51
9.	Table 2.2	District and Block-wise Number of Job cards as on 1st May, 2013	54-55
10.	Table 2,3	Distribution of sample respondents	56
11.	Table 3.1	Work Completion Rate in Mizoram from financial year 2015-16 to 2018-19	58
12.	Table 3.2	Percentage of women workers in Mizoram from financial year 2014-15 to 2018-19	60
13.	Table 3.3	Total release of funds from the center, total expenditure and percentage of wage payments generated within 15 days from financial year 2014-15 to 2018-19	61
14.	Table 3.4	Age wise distribution of persons employed under MGNREGA in financial year 2018-19 (Aizawl District)	64
15.	Table 3.5	Total works completed from financial year 2016-17 to 2018-19 (Aizawl District)	65
16.	Table 3.6	Block wise Total availability of funds and expenditure(financial year 2016-17 to 2018-19 in Aizawl District)	66
17.	Table 3.7	Availability of Funds and expenditure (financial year 2016-17 to 2018-19 in Aizawl District)	67
18.	Table 3.8	Women participation rate (financial year 2016-17 to 2018-19 in Aizawl District)	68

19.	Table 3.9	Age wise distribution of persons employed under MGNREGA in financial year 2018-19 (Kolasib District)	70
20.	Table 3.10	Total works completed (financial year 2016-17 to 2018-19 in Kolasib District)	70
21.	Table 3.11	Block wise Total availability of funds and expenditure (financial year 2016-17 to 2018-19 in Kolasib District)	72
22.	Table 3.12	Total Availability of Funds and expenditure (financial year 2016-17 to 2018-19 in Kolasib District)	73
23.	Table 3.13	Women participation rate (financial year 2016-17 to 2018-19 in Kolasib District)	73
24.	Table 3.14	Age wise distribution of persons employed under MGNREGA in financial year 2018-19 (Siaha District)	74
25.	Table 3.15	Total works completed (financial year 2016-17 to 2018-19 in Siaha District)	75
26.	Table 3.16	Block wise Total availability of funds and expenditure (financial year 2016-17 to 2018-19 in Siaha District)	76
27.	Table 3.17	Total Availability of Funds and expenditure (financial year 2016-17 to 2018-19 in Siaha District)	77
28.	Table 3.18	Women participation rate (financial year 2016-17 to 2018-19 in Siaha District)	78
29.	Table 3.19	Age wise distribution of persons employed under MGNREGA in financial year 2018-19 (in Champhai District)	79
30.	Table 3.20	Total works completed (financial year 2016-17 to 2018-19 in Champhai District)	80
31.	Table 3.21	Block wise Total availability of funds and expenditure (financial year 2016-17 to 2018-19 in Champhai District)	81
32.	Table 3.22	Total Availability of Funds and expenditure (financial year 2016-17 to 2018-19 in Champhai District)	82
33.	Table 3.23	Women participation rate (financial year 2016-17 to 2018-19 in Champhai District)	83
34.	Table 3.24	Age wise distribution of persons employed under MGNREGA in financial year 2018-19 (in Lawngtlai District)	84
35.	Table 3.25	Total works completed (financial year 2016-17 to 2018-19 in Lawngtlai District)	85
36.	Table 3.26	Block wise Total availability of funds and expenditure (financial year 2016-17 to 2018-19 in Lawngtlai District)	86
37.	Table 3.27	Total Availability of Funds and expenditure (financial year 2016-17 to 2018-19 in Lawngtlai District)	87
38.	Table 3.28	Women participation rate (financial year 2016-17 to 2018-19 in Lawngtlai District)	88
39.	Table 3.29	Age wise distribution of persons employed under	89

		MGNREGA in financial year 2018-19 (in Serchhip District)	
40.	Table 3.30	Total works completed (financial year 2016-17 to 2018-19 in Serchhip District)	90
41.	Table 3.31	Block wise Total availability of funds and expenditure (financial year 2016-17 to 2018-19 in Serchhip District)	91
42.	Table 3.32	Total Availability of Funds and expenditure (financial year 2016-17 to 2018-19 in Serchhip District)	92
43.	Table 3.33	Women participation rate (financial year 2016-17 to 2018-19 in Serchhip District)	93
44.	Table 3.34	Age wise distribution of persons employed under MGNREGA in financial year 2018-19 (in Lunglei District)	93
45.	Table 3.35	Total works completed (financial year 2016-17 to 2018-19) in Lunglei District)	94
46.	Table 3.36	Block wise Total availability of funds and expenditure (financial year 2016-17 to 2018-19 in Lunglei District)	95
47.	Table 3.37	Total Availability of Funds and expenditure (financial year 2016-17 to 2018-19 in Lunglei District)	97
48.	Table 3.38	Women participation rate (financial year 2016-17 to 2018-19 in Lunglei District)	98
49.	Table 3.39	Age wise distribution of persons employed under MGNREGA in financial year 2018-19 (in Mamit District)	98
50.	Table 3.40	Total works completed (financial year 2016-17 to 2018-19 in Mamit District)	99
51.	Table 3.41	Total availability of funds and expenditure in three Financial Year (financial year 2016-17 to 2018-19 in Mamit District)	100
52.	Table 3.42	Total Availability of Funds and expenditure (financial year 2016-17 to 2018-19 in Mamit District)	101
53.	Table 3.43	Women participation rate (financial year 2016-17 to 2018-19 in Mamit District)	102
54.	Table 4.1	Age of the respondents	105
55.	Table 4.2	Marital status of the respondents	106
56.	Table 4.3	Occupation of the respondents	107
57.	Table 4.4	Educational qualification of respondents	108
58.	Table 4.5	The average numbers of days that respondents get employment in a year	109
59.	Table 4.6	Average annual household income without MGNREGA wages	110
60.	Table 4.7	Average annual earnings of respondents without MGNREGA	111
61.	Table 4.8	Distance of workplace from residents	112
62.	Table 4.9	Respondents satisfaction	113

63.	Table 4.10	Actual method of wage payment and preferred method of wage payment	116
64.	Table 4.11	Nature of works done in studied area	117
65.	Table 4.12	Usual proportion of women workers	118
66.	Table 4.13	Respondents perspective on presence of work site supervisors, children at workplace, MGNREGA and building of community assets and regularity of social audit	119
67.	Table 4.14	Mode of work generation	122
68.	Table 4.15	Amount of MGNREGA wages spent by the respondent in the last financial year	123
69.	Table 4.16	Person to whom wages are submitted if wages are not kept by respondent	124
70.	Table 4.17	Effect of MGNREGA on decision making power, meeting educational expenses, self esteem and stress over monetary issues (5 Point Likert Scale- using Median and Mode)	127
71.	Table 4.18	Respondents Awareness about basic features of MGNREGA	128-129
72.	Table 4.19	Respondents awareness about their rights under MGNREGA (median score)	133
73.	Table 4.20	Association between educational level and awareness about wages (Chi-square Goodness-of-Fit)	135
74.	Table 4.21	Association between education level and One third reservation for women under MGNREGA (Chi-square Goodness-of-Fit)	136
75.	Table 4.22	Association between educational level and awareness right to apply for works on private land (Chi-square Goodness-of-Fit)	136
76.	Table 4.23	Association between educational level and right to make complaints to district ombudsman (Chi-square Goodness-of-Fit)	137
77.	Table 4.24	Association between educational level and awareness about conducting social audit (Chi-square Goodness-of-Fit)	138
78.	Table 4.25	Association between length of owning a job card and awareness about right to apply for works (Chi-square Goodness-of-Fit)	139
79.	Table 4.26	Association between length of owning a job card and awareness about right to apply for unemployment allowance (Chi-square Goodness-of-Fit)	140
80.	Table 4.27	Association between length of owning a job card and awareness about right to be provided work within 5 kms of their residence (Chi-square Goodness-of-Fit)	141

81.	Table 4.28	Association between length of owning a job card and awareness about right to be provided crèche in workplace (Chi-square Goodness-of-Fit)	142
82.	Table 4.29	Association between length of owning a job card and awareness about right to be paid wages within a fortnight (Chi-square Goodness-of-Fit)	142
83.	Table 4.30	Effect of MGNREGA on personal spending on nutritional supplements (Paired Sample t-test)	143
84.	Table 4.31	Effect of MGNREGA on personal consumption (Standard Deviation Test)	145
85.	Table 4.32	Effect of MGNREGA on personal consumption (Paired Sample t-test)	145-146
86.	Table 4.33	Effect of MGNREGA wages in savings (Paired Sample t-test)	147
87.	Table 4.34	Effect of MGNREGA wages in investments on small entrepreneurial activities (Paired Sample t-test)	148-149

LIST OF ABBREVIATIONS

AIDWA	- All India Democratic Women's Association
AWCs	-Anganwadi Centres
BNGRSK	-Bharat Nirman Rajeev Gandhi Sewa Kendra
BPL	-Below Poverty Line
CAG	-Comptroller and Auditor General
CARE	- Cooperative for assistance and Relief Everywhere
CEGC	-Central Employment Guarantee Council
CSO	-Civil Society organizations
DPC	-Damp Proof Course
EPWP	- Expanded Public Works Programme
FFW	- Food For Work
FWP	- Food For Work Programme
FY	-Financial Year
GIZ	-Deutsche Gessellschaft fur Internationale Zusammenarbeit
GOI	-Government of India
GSDP	- Gross State Domestic Product
IAY	-Indira Awas Yojana
ICDS	- Integrated Child Development Services
IEC	-Information Education and Communication
IRDP	- integrated Rural Development Programme
IISc	-Indian Institute of Science
IUCN	-International Union for Conservation of Nature

IWMP	- Integrated Watershed Management Programme
JRY	- Jawahar Rozgar Yojana
KVIC	- Khadi and Village Industries Commission
LGED	- Local Government Engineering Department
MGNREGA	- Mahatma Gandhi National Rural Employment Guarantee Act
MHIP	- Mizo Hmeichhe Insuihkhawm Pawl
MIS	-Management Information System
MoRD	-Ministry of Rural Department
MoU	-Memorandum of Understanding
NCAER	-National Council of Applied Economic Research
NFWP	- National Food For Work Programme
NGO	-Non Government Organization
NLUP	- National Land Use Programme
NMT	-National Management Team
NREGS	- National Rural Employment Guarantee Scheme
NREP	- National Rural Employment Programme
NSSO	-National Sample Survey Office
OBC	-Other Backward Classes
ODF	-Open Defecation Free
OECD	-Organization for Economic Co-operation and Development
PACS	-Primary Agricultural Credit Society
PEL	- Labor Emergency Programme
PIA	- Project Implementation Agencies

PMGSY	-Parhan Mantri Gram Sadak Yojana
PMRY	- Prime Minister's Rozgar Yojana
PO	-Programme Officer
POW	- Progressive Organization for women
REGP	- Rural Employment Generation Programme
RLEGP	- Rural Landless Employment Guarantee Programme
RMP	- Rural Maintenance Programme
RoR	-Rate of return
SC	-Scheduled Caste
SEEUY	- Scheme for Providing Self-employment to Educated Unemployed Youth
SEGC	-State Employment Guarantee Council
SEGF	- State Employment Guarantee Fund
SEPUP	- Self-Employment Programme for Urban Poor
SGRY	- Sampoorna Grameen Rozgar Yojana
SHG	-Self Help Group
SJGSY	- Swarn Jayanti Gram Swarozgar Yojana
SMF	- Small or Marginal Farmers
SoR's	-Schedule of rates
ST	-Scheduled Tribe
TRYSEM	- Training of Rural Youth for Self-Employment
VEC	-Village Employment Councils
VLA	-Village Level Assistants
WCR	- Work completion rate

CHAPTER 1

MGNREGS: AN OVERVIEW

1.1 INTRODUCTION

India is a developing country with 1.21 billion populations (Census of India, 2011). India occupies 2.42 percent of the world's geographical area and is the seventh largest country in the world and it is the second most populous country and contains 16 percent of the World's population. The productive capacity of the country is not sufficient to provide employment to the entire working population. The country, therefore, faces severe unemployment problems which is structural in nature. According to Periodic Labor Force Survey (PLFS, 2017-2018), the unemployment rate among rural male youth of age 15-29 years was 17.4 percent while it is 13.6 percent among females. The unemployment rate among urban males of age 15-29 years was 18.7 percent and 22.7 percent among females. In the usual status, unemployment rate was 5.8 percent among males and 3.8 percent among females in rural India, while in urban areas, the rates were 7.1 percent among males and 10.8 percent among females.

India was subjected to depressing economic conditions during the British rule. Its economic progress after independence in 1947 is quite notable, however even after more than 60 years of independence, a large percentage of India's population still lives in extreme poverty. The poverty ratio in rural and urban area is 33.8 percent and 20.9 percent respectively (2009-10), and the total poverty ratio is 28.8 percent (Planning Commission of India, 2010). 68.8 percent of India's population lives in rural area. Out of this rural population 12.3 percent are marginal workers, 30.2 percent are agriculture laborers and cultivators, 58.2 percent are non-workers (Census of India, 2011).

Census of India 2011 statistics showed that more than half of the population in rural area is non-workers. This indicates the depressing employment situation in rural India. Agriculture provides employment to a majority of the working population in

rural India, but it is not a dependable source of income. The situation of marginal workers is no better. Therefore, productivity as a whole in rural India is low.

The rural poor people are one of the most vulnerable sections of the country. They possess neither the resources nor the skills to move themselves out of their depressing situations towards a better condition which is sustainable. The basic aim of the Directive Principles of State Policy is to create a welfare State. A welfare state will be achieved only through attaining economic and social justice. Therefore it is the duty of the state to invest on a programme which will bring the most backward section of the society towards a better condition of living which is sustainable and to include them in the country's development process. The problem of massive unemployment requires an inclusive employment generation programme to serve the immediate needs of the rural poor.

According to Shah (2004), the conditions of the rural poor are so distressing that a future for their development depend on critical investment that can only be undertaken by the state. In order to achieve an inclusive development which includes all sections of the society addressing the challenge of unemployment in the rural areas is an important task of the government. In order to achieve the objective of improving the conditions of the rural poor, reduction of poverty, creation of employment and minimizing inequality are necessary steps.

Women accounted for 48.4 percent of the total population in India (Census of India, 2011). Inclusive development requires the involvement and inclusion of women who contribute almost half of the country's population. Sorabjee (1991) stated that one of the oldest and most persistent bases of discrimination has been gender. Through the efforts of social reformers like Raja Ram Mohan Roy and Ishwar Chandra Vidyasagar the status of women has been uplifted to some extent in the nineteenth century. The emancipation of women has taken a giant leap during the national struggle for independence. Women's active participation in the freedom movements like Swadeshi, Non-Cooperation Movement, Civil Disobedience Movement and Quit India movement has awakened the Indian women and instill upon them the self-

confidence and courage to take up the cause for their own upliftment and emancipation. In India, the efforts of the founding fathers of our constitution contributed in giving equal judicial and voting rights to women. Article 15(3) of the Constitution of India provides for protective discrimination in favor of women. It modifies the requirement that the State shall not discriminate on the basis of sex, permitting special provisions in favor of women. This has created a favorable environment for women to take up the cause of their own upliftment. Currently, at the national level there are women organizations like All India Democratic Women's Association (AIDWA) and Progressive Organization for women (POW) which take up the cause for women against political, economic and gender oppression and discrimination. And Mizoram has Mizo Hmeichhe Insuihkhawm Pawl (MHIP), which take up the causes of Mizo women on many fronts.

1.2 UNEMPLOYMENT IN INDIA

The problem of unemployment is one of the difficulties facing different nations of the world, especially the developing and underdeveloped nations of the world. Despite efforts made by different nations, as a nation or as a collective group of nations, unemployment is still a major problem facing different Nations of the world. Bilateral and multilateral agreements are made by nations through different platforms to develop nations so that unemployment issues can be tackled more effectively inside the nations, however unemployment continues to be an issue. Overview of unemployment percent (percent of total labor force, National Estimate) in different regions of the world in 1994 and twenty years later that is 2014, according to World Bank Report 2014 is given in the following table:

Table1.1: Percentage of unemployment out of the total labor force in different regions of the world in 1994 and 2014

Regions	1994	2014
Caribbean small states	16.2	-
Central Europe and the Baltics	11.9	8.9
East Asia and Pacific	3.0	4.1

Euro Area	11.8	11.5
Europe and Central Asia	10.3	8.8
European Union	11.4	10.2
Latin America and Caribbean	-	5.9
North America	6.5	6.3
OECD Members	7.7	7.3
South Asia	3.9	5.0
World	5.3	5.6

Source: data.worldbank.org/indicator/SL.UEM.TOTL.ZS

According to this report Mauritania has the highest unemployment rate in 2014 with 31 percent of its total working force being unemployed. Unemployment is a major problem facing India. Unemployment rate in India has shot up to a five year high of 5 percent in 2015-16 with the figure significantly higher at 8.7 percent for women as compared to 4.3 percent for men (report by Labor Bureau). According to the fifth annual employment-unemployment survey at all India level, about 77percent of the households were reported to be having no regular wage/salaried person. It is said the unemployment level was estimated to be 5percent at all India level under the UPS (Usual Principal Status) approach. Unemployment rate was 4.9percent in 2013-14, 4.7percent (2012-13), 3.8percent (2011-12) and 9.3percent (2009-10). Labor Bureau did not bring out any such report for 2014-15. In rural sector unemployment rate was 5.1percent.

There have been various programmes implemented by the state to address the problems of unemployment in India as well as internationally. According to Devereux and Solomon (2006), employment creation programmes are important and crucial for solving the problems of unemployment and underemployment in different countries. A brief profile of employment generation programmes in several nations is:

- *Argentina*

Argentina implemented a Social Emergency Programme. Under this is the Jefes y Jefes de Hogar workfare programme which was started in 2001. Under the programme, beneficiaries work in community projects or training. This programme targets low income households and the earnings per month for the programme is not high. This Programme was modeled after the Trabajar programme. The works under this programme included works on small infrastructure projects proposed by local governments and NGO. It was started in 1997 and ended in 2002; it was carried on in 23 provinces.

- ***Bangladesh***

The Labor Emergency Programme (PEL) is a Project started in Bangladesh in 2001. This programme provides temporary employment such as brick lying, building and carpentry. It also includes vocational training to the unemployed. It contains a sub programme for community development.

Other important programme is Food For Work (FFW) programme. This programme has helped in improved nutrition in the country. It is also helpful in improving agricultural productivity. The FFW programme is not implemented by just one ministry but by several ministries with donor assistance. The Rural Maintenance Programme (RMP) is another important programme in Bangladesh. It is implemented jointly by CARE (Cooperative for assistance and Relief Everywhere) Bangladesh and the Local Government Engineering Department (LGED). Under this programme poor unemployed women are given manual work such as construction of earthen roads. This programme targets impoverished women within the country. The RMP also introduces Bank Accounts for women. Opening bank accounts provided these women with access to formal Banking System and is also helpful in inculcating the habit of savings. This Programme allows its beneficiaries to stay in the programme for four years. After the four years are over, they are expected to self-support and engage themselves in income generating activities.

- ***Indonesia***

Indonesia implemented Padat Karya programme. This Programme aims to provide employment to people who have lost employment in the formal sector. This

programme is a number of job creation projects clubbed together. There are 13 sub-programmes and eight executing agencies under this programme. It is mostly labor intensive. This programme also concentrates on building rural infrastructure like rural connectivity, irrigational facilities and village schools. Thus it assists in providing employment to rural unemployed people. Padat Karya covers more than 300 districts.

- ***South Africa***

Like India, the problem of unemployment in South Africa is cyclical in nature. To tackle its unemployment challenges the government launches Expanded Public Works Programme (EPWP) in April 2004. It creates temporary employment to unemployed households in South Africa. It aims to develop the skills of the unemployed youth while providing social services and building infrastructure for underprivileged communities. This programme can make use of technology, and can substitute labor with machinery when it is appropriate.

1.3 EMPLOYMENT GENERATION PROGRAMME IN INDIA

Some of the employment generation programmes that have been launched in India are:

- ***National Food For Work Programme or Food For Work Programme (NFWP or FWP)***

Solving the problem of structural unemployment is a big challenge in India. National Food For Work Programme also known as Food For Work Programme was launched in 2004. The programme aims at providing employment to anyone in rural areas who are willing to do unskilled manual work. It was introduced in 150 most backward districts of the country. It is a 100 percent centrally sponsored scheme and food grains are provided to states without any cost, although the costs of handling and transportation is the full responsibility of the states.

- ***Training of Rural Youth for Self-Employment (TRYSEM)***

The scheme of TRYSEM was initiated in 1979 with the objective of tackling unemployment problem among the rural youth. It aimed at training about 2 lakh rural youths every year to enable them to become self-employed. Under this scheme, forty youths were to be selected for each block and for being eligible for selection; the person should belong to a rural family having an income less than Rs.3500 per year. In making selection members of scheduled caste and scheduled tribes were to be given preference. Under the scheme, a minimum of one thirds of the rural youths trained were to be women. The TRYSEM was merged into Swarna jayanti Gram Swarozgar Yojana in April 1999.

- ***National Rural Employment Programme (NREP)***

NREP was started as a part of the Sixth Plan and was continued under the Seventh Plan. The NREP was meant to help that segment of rural population which largely depends on wage employment and has virtually no source of income during the agricultural period. Under the NREP, development projects and target group oriented employment generation projects were to be closely intertwined. The programme was implemented as a centrally sponsored scheme. But its financial burden was to be shared between the central government and the state governments on 50:50 basis. On April 1, 1989 this programme was merged into the Jawahar Rozgar Yojana.

- ***Rural Landless Employment Guarantee Programme (RLEGP)***

The RLEGP was implemented on 15th August, 1983 with the objective of generating employment, building infrastructure in rural areas and reducing the depressing quality of rural life. The programme was funded by the Central government on 100 percent basis. Resources were allocated to the States/Union Territories on the basis of the prescribed criteria giving 50 percent weightage to the incidence of poverty. Wages were to be paid to the workers under the provisions of the Minimum Wages Act. Part of the wages was required to be paid in the form of subsidized food grains. It was also stipulated that the wage component on a project should not be less than 50 percent of the total expenditure of the project. The programme included the projects of social forestry, Indira Awas Yojana and million wells scheme. The government decided to merge NREP and RLEGP since the objectives and implementation of these two programmes are mostly similar.

- ***Jawahar Rozgar Yojana***

In February 1989, the government announced a new wage employment scheme, the Jawahar Lal Nehru Rozgar Yojana for employment creation in 120 backward districts. However, later on, these programmes were merged into a single rural employment programme on April 1, 1989 and it was given the name Jawahar Rozgar Yojana (JRY).

The JRY completed eleven years in March 1999. The JRY was restructured with effect from April 1999 and was renamed as Jawahar Gram Samridhi Yojana (JGSY). In the first ten years the JRY generated 7373 million man days of employment.

- ***Rural Employment Generation Programme (REGP).***

REGP launched in 1995 with the objective of creating self-employment opportunities in the rural areas and small towns, is being implemented by the Khadi and Village Industries Commission (KVIC). Under REGP, entrepreneurs can establish village industries by availing margin money assistance from the KVIC and bank loans, for project with maximum cost of Rs.25 lakh. Since the inception of REGP, upto 31st March 2004, 1,86, 252 projects have been financed and 22.75 lakh job opportunities have been created.

- ***Scheme for Providing Self-employment to Educated Unemployed Youth (SEEUY)***

The programme was launched with a view to provide self-employment to educated rural youth of the country. Under this scheme, a loan upto Rs.20,000 is provided at concessional rate of interest and the bank is responsible for the implementation of the programme. Rate of interest is fixed at 10 percent per annum for backward districts and 12 percent per annum for other districts. From 1994-95 onwards, present scheme of SEEUY has been integrated into Prime Minister's Rozgar Yojana (PMRY).

- ***Self-Employment Programme for Urban Poor (SEPUP)***

Self-Employment Programme for Urban Poor (SEPUP) programme is launched with a view to provide self-employment to the poor youth in urban and semi-urban areas. Under this programme bank loan is provided to such youth at concessional rate of interest and the bank loan is responsible for the implementation of the programme.

- ***Prime Ministers Rozgar Yojana for Educated Unemployed Youth (PMRY)***

Prime Ministers Rozgar Yojana for Educated Unemployed Youth (PMRY) was started in 1993 with the objective of making available self-employment opportunities in the educated unemployed youth by assisting them in setting up any economically productive activity. By the end of 2005-06, about 20 lakh units have been set up under the PMRY, creating 30.4 lakh additional employment opportunities. While the REGP is being implemented in the rural areas and small towns (population upto 20,000) for setting up village industries without any cap on income, educational qualification or age of the beneficiary. PMRY is meant for educated unemployed youth with family income upto Rs. 40,000 per annum, in both urban and rural areas for engaging in economically productive activity. SEEUY has been integrated into this scheme.

- ***Swarn Jayanti Gram Swarozgar Yojana (SJGSY)***

Swarn Jayanti Gram Swarozgar Yojana (SJGSY) is a self employment generation programme, and was launched on April 1, 1999 by restructuring the earlier integrated Rural Development Programme (IRDP) and allied programmes. The emphasis of SJGSY is on reducing poverty and group lending. The cost of the scheme is funded by the centre and the state in the ratio of 75:25 for non-north-eastern states and 90:10 for north eastern states. Upto December 31st, 2009, 36.78 lakh self-help groups (SHGs) have been formed and 132.81 lakh Swarozgaries have been assisted with a total outlay of Rs. 30,896.08 crore.

- ***Sampoorna Grameen Rozgar Yojana (SGRY)***

Sampoorna Grameen Rozgar Yojana (SGRY) was launched on September 25, 2001 to provide additional wage employment in rural areas, and has a cash and food grains component. The cash-component of SGRY is funded on the same sharing as IAY and SJGSY, while food grains are provided free of cost to the states and Uts. In 2005-06, 82.18 crore person days of employment were generated with the centre releasing Rs.5497.43 crore as cash component and about 37.30 lakh tonnes of food grains to the states/UTs. Besides, under the special component of SGRY, with the state/UTs meeting the cash components, the centre released 15.64 lakh tonnes of food grains to the 11 calamity affected states.

- ***Integrated Rural Development Programme (IRDP)***

Integrated Rural Development Programme (IRDP) was implemented in 1978 and extended all over the country in 1980-81. It was essentially implemented as an antipoverty programme under the Sixth Five Year Plan. It is meant to provide self employment in a variety of activities like sericulture, animal husbandry and land-based activities in the primary sector, weaving, handicrafts etc., in the secondary sector, and service and business activities in the tertiary sector. Under the Plan, the IRDP aimed at covering 15 million families in all the blocks of the country.

- ***National Rural Employment Guarantee Scheme (NREGS)***

National Rural Employment Guarantee Scheme (NREGS) was passed in September 2005, and implemented in 2nd February 2006 in 200 poorest districts of the country. Its objective is to provide 100 days employment to anyone who is willing to do manual work under the scheme. The ongoing programmes of SGRY and NFWP have been subsumed into NREGS in these districts. The coverage of NREGS was extended to all districts in 2008-09. The NREGS is a demand driven scheme and has its focus on water conservation, drought proofing, afforestation, flood control, land development and rural connectivity.

1.4 EMPLOYMENT GENERATION SCHEME IN MIZORAM - NLUP

Mizoram Government has introduced an employment generation programme National Land Use Programme (NLUP) on 14th January 2011. NLUP aims to give all farmers in the states trades which are permanent, stable and suited to their skills. The programme also aims for self sufficiency in rice and vegetables. For this, suitable lands for rice and vegetables will be cultivated, so that self sufficiency can be achieved. The programme also aims at ending shifting cultivation and lands which are not assigned to NLUP and which have been spoiled by shifting cultivation will be re-afforested. This will be a step towards re-balancing the harmful effects of climate change, adverse effects on ecosystems and flora and fauna of the state caused by the practice of shifting cultivation. The programme gives money to selected beneficiaries so that they can start the trade of their choice. The programme also aims to give beneficiary farmers a land of their own so that they can stop practicing shifting

cultivation and pursue works under agriculture or animal husbandry sector and thereby attain a permanent source of livelihood.

1.5 MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GENERATION ACT (MGNREGA)

The MGNREGA was legislated to address and tackle the problem of unemployment. It was legislated in the Lok Shaba in August, 2005. It has been legislated in pursuance of Article 43 of the Constitution which stipulates a non-justiciable right to employment. It was initially named the National Rural Employment Guarantee Act (NREGA). It came into force in February, 2006 in selected 200 poorest districts of the country. This legislation was renamed as Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) on 2nd October, 2009. It is now popularly known as MGNREGA or MGNREGS (Mahatma Gandhi National Rural Employment Guarantee Scheme). It now covers the entire country. The main aim of the Act is to provide 100 days employment to any rural household willing to do manual work at the minimum wage rate. A job card is assigned to any household applying for it and 100 days employment a year will be provided to each job card owning household.

The MGNREGA is one of the largest single rights-based employment guarantee initiatives in the country. The primary objective of the Act is guaranteeing 100 days wage employment. Other features of the Act is that it is demand driven and carries emphasis on issues like equality of wages for men and women, 33 percent (one third) reservation for women, unemployment allowances, creating transparency in workers muster rolls, social audit, payment of wages within fourteen days, elimination of middlemen and contractors, payment of wages only through bank and post office accounts to prevent embezzlement of cash etc. The provisions for equality of wages for men and women and 33 percent (one third) reservation for women has been provided in pursuance of Article 39 of the Directive Principles of State Policy which states that the state shall direct its policy towards securing right to an adequate means of livelihood to men and women equally, and that there is equal pay for equal work

for both men and women and that the health and strength of men and women and children are not abused.

The MGNREGS was implemented in Mizoram in 2006 in Siaha district and Lawngtlai district. It now covers the entire districts of Mizoram. In Mizoram wages are given in a time-rate system, and the prevailing wages for men is Rs.400-450 a day while it is R.300-350 a day for women. Men get more wages on the assumption that men are stronger and therefore they can do more work in a day. However, under MGNREGA, as the Act stipulates, male and female workers get equal wages of Rs.225 a day.

1.6 MGNREGA AT NATIONAL LEVEL

The MGNREGA works done by implementing agencies and the beneficiaries have been evaluated in this chapter using criterions such as number of works completed, utilization of funds, the number of days works are provided, the regularity of social audit addressing grievances and several other factors. The chapter evaluates the performance at the National level. The data for this chapter uses secondary data from official websites and journals as well as reports of Block Development Offices collected from the offices.

1.6.1 Responsibilities of implementing agencies

The operational guidelines give certain responsibilities to the implementing agencies at Ministry of Rural development, Centre Level and the State Level, and also to Civil Society and other stakeholders (Operational Guidelines,)

MoRD

The Ministry of Rural Development is the nodal Ministry for the implementation of MGNREGA. The roles and responsibilities of the MoRD are:

- i) Make Rules under the Act
- ii) Issue Operational Guidelines for the effective implementation of the Act
- iii) Review list of permissible works under MGNREGA in response to

demands of State Governments

- iv) Constitute the CEGC (Central Employment Guarantee Council).
- v) Set up National Employment Guarantee Fund
- vi) Set up National Management Team (NMT) within the Department of Rural development to perform the National level functions under MGNREGA
- vii) Make budgetary allocation and ensure timely release of Central share
- viii) Maintain and operate the Management Information System to capture and track data on critical aspects of implementation of the Act
- ix) Facilitate technical support and capacity building to improve outcomes.
- x) Support innovations that help in improving processes towards the achievement of the objectives of the Act
- xi) Monitoring, Evaluation and Research on the performance of MGNREGA
- xii) Empanel agencies that can be used by state governments as PIA's (Project Implementation Agencies) for implementation of MGNREGA works and determine the percentage value of funding that can be given to them to meet their administrative costs.

Responsibilities at Centre Level

The Central Employment Guarantee Council (CEGC) for Central Council has been set up under the Chairmanship of the Union Minister of Rural Development. The roles and responsibilities of the CEGC as per the Act are to:

- i) Establish a central evaluation and monitoring system
- ii) Advise the central government on all matters concerning the implementation of the Act
- iii) Review the monitoring and redressal mechanism from time to time and recommend improvements required
- iv) Promote the widest possible dissemination of information about the schemes
- v) Monitoring the implementation of this scheme
- vi) Preparation of annual reports to be laid before parliament by the

Central Government on the implementation of this Act

1.6.2 Responsibilities of the State

A State Employment Guarantee Council (SEGC) or State Council is to be set up by every State Government under Section 12 of MGNREGA. The SEGC has the following roles and responsibilities

- i) Make Rules on matters pertaining to state responsibilities under Section 32 of the Act
- ii) Develop and notify the Rural Employment Guarantee Scheme for the state
- iii) Set up the SEGC
- iv) Set up a state level MGNREGS implementation agency/mission with adequate number of high caliber professionals.
- v) Set up a state level MGNREGS social audit agency directorate with adequate number of people with knowledge on MGNREGA processes and demonstrated commitment to social audit.
- vi) Establish a State Employment Guarantee Fund (SEGF)
- vii) Ensure that the State share of the MGNREGS budget is provisioned for and released into the SEGF in the beginning of the financial year so that it can be used as a revolving fund.
- viii) Ensure that the state share of the MGNREGS budget is provisioned for and released into the SEGF in the beginning of the financial year so that it can be used as a revolving fund.
- ix) Ensure that full time dedicated personnel, wherever required, are in place for implementing MGNREGS especially the Employment Guarantee Assistant (Gram Rozgar Sahayak), the PO and the staff at state, district and cluster level.
- x) Establish a network of professional agencies for training, technical support and for quality control measures.
- xi) Regular review, research, monitoring and evaluation of MGNREGS processes and outcomes.

- xii) Ensure accountability and transparency in the scheme at all levels.
- xiii) Generate widest possible awareness about MGNREGA across the state
- xiv) Ensure that civil society organizations involved in mobilizing MGNREGA workers are able to formally meet State, district and block level officials in a formal setting at least once a month.
- xv) Ensure compliance with all processes laid down in the Act, rules and guidelines.

1.6.3 Responsibilities of Civil Society

Civil Society organizations (CSOs) working at the grass roots can play a very significant role in awareness generation among wage seekers and in supporting and building capacities of Gram Panchayats and state governments in planning, implementation and social audit of MGNREGA. Self Help Groups can also play a direct role in spreading awareness, organizing work, accessing entitlements and ensuring social accountability.

Other stakeholders include

- 1) Village level stakeholders like wage seekers, Gram Shaba and Ward Shaba
 - 2) Block level Stakeholders like Programme Officers (PO) and intermediate panchayats
 - 3) District level stakeholders like District Programme Coordinator (DPC) and district Panchayat
 - 4) Members of social audit unit, vigilance and monitoring committees
 - 5) Technical staff of implementing agency
 - 6) Departments with whom MoU (Memorandum of Understanding) has been signed for convergence with MGNREGA viz, Ministry of Agriculture, Ministry of Forest and Environment, Ministry of Water Resources, Department of rural Development, Department of Land Resources and Ministry of drinking water and sanitation.
 - 7) Departments which stand to benefit from MGNREGA like agriculture, water resources/irrigation, forest etc.
- (Operational guideline, 2013)

1.7 MGNREGA AS A DEMAND BASED SCHEME

One of the important distinguishing features of the MGNREGA is that it allowed for demand for works by the beneficiaries. Previous employment guarantee programmes provided works not on demand but when there is supply of works. MGNREGA is introduced as a demand-based scheme. Under this works are to be provided whenever it is demanded by the beneficiaries provided the number of days they have worked under the scheme in a year does not exceed 100 days. If works are not provided to them within two weeks of their demand for work unemployment allowance has to be given to them. However, this feature of the demand for works is not utilized in many parts of the countries.

Certain civil society organizations in the country have worked towards implementing this part of the Act through creating awareness and encouraging beneficiaries to claim their rights. According to pacsindia.org various studies on MGNREGA have highlighted that demand for work is not being generated although many rural communities need gainful employment. The main reason is that community members do not know about their right to demand work. In addition, Gram Panchayats themselves also do not wholly grasp the concept of demand for work and therefore do not encourage it. Also, timing of arrival of funds can also hamper demand for work. In 2012-13, PACS started Kaam Maango Abhiyaan in the states of Bihar and Jharkhand. In its first year 1 lakh people demanded work under MGNREGA.

The aim of the PACS campaign is to make beneficiaries in the community aware about their right to demand for work and to make them demand work under MGNREGA. It also aims to increase the awareness of the beneficiaries in the communities about their rights and entitlements under the Act and to help them redress their grievances effectively and efficiently through heightened awareness.

The work of Kaam Maango Abhiyan involved a range of activities including organizing a work demand camp, rallies and community meetings, and raising

awareness through pamphlets. Every three months all their partners working on MGNREGA would spend one week on educating communities about work demand. The campaign also focused on helping them to follow up with district and state authorities if their demands were not met, and helping them to apply for unemployment allowance if work is not provided within the stipulated time frame of their demand for work. In total PACS has helped 851,778 people to apply for MGNREGA work and 665,603 people have actually received MGNREGA work. 330,379 got paid on time and in full.(pacsindia.org)

It is important that these kinds of awareness are created at all levels, central, state, district and block levels so that the provision on demand for work and unemployment allowance can really be affected in all areas.

1.8 JOB CARD

The Job Card is the legal document which records workers' entitlements under MGNREGA. Any registered households owning a job card can work under the MGNREGA works and can apply for work under MGNREGA. These job cards are supposed to ensure transparency and protect beneficiaries against fraud.

Till 21st November 2016 the total number of active workers at national level is 1088.04 lakh. Out of these 519.08 lakh beneficiaries are women. There are 240.21 lakh Scheduled Caste Beneficiary and 185.77 Lakh Scheduled Tribe Beneficiaries and 662.03 beneficiaries are others. Number of registered workers at the National level is 2626.76 lakh out of which 547.84 lakh are SC, 409.91 are ST, 1668.99 lakh are others and 1162.15 lakh are women. The number of job cards applied for is 1295 lakh out of which 1262.48 lakh are provided with job card. In Mizoram, the total number of registered workers is 3.87 lakh, out of these there are no SC, 3.85 are ST and 0.02 are in others category. The number of job cards applied for is 1.87 lakh and the number of job cards issued is 1.87 lakh. The total number of active workers in Mizoram is 2.53 lakh. Out of this, there are no SC, 2.52 belong to ST and 0.01 belong to others. 1.19 lakh are women. There is a large difference between number

of active workers and number of registered workers both at the national level and the state under study.(www.nrega.nic.in)

1.9 EMPLOYMENT GENERATION SCENARIO

The MGNREGA have been in operation since 2006 in many parts of the country and has now covered the entire country. Most of the eligible households would have already been registered under the Act. However, there may be some households who did not seek registration earlier as they were not aware of their entitlements or were denied and therefore have not been registered. There would be another category of households who would like additional names to be entered on account of one or more members becoming adults. There would be yet another category whose details were entered wrong in MIS data base.

To ensure that the above mentioned three categories are registered, a door to door survey should be undertaken by each Gram Panchayat every year to identify eligible households who have been missed out and wished to be registered under the Act. It needs to be ensured that this survey is held at that time of the year when people have not migrated to other areas in search of employment or for other reasons. The Programme Officer will lay down a schedule for this survey.

Table 1.2: Age wise distribution of Persons employed in Financial Year 2015-16 to Financial Year 2017-18 (in percentages)

Sl.No	Financial Year	18-30 years	31-40 years	41-50 years	51-60 years	61-80 years	Above 80 years
1.	2015-16	10.19	31	30	19.05	9.48	0.28
2.	2016-17	11.5	31.24	29.4	18.52	9.06	0.27
3.	2017-18	12.09	31.1	29.19	18.4	8.96	0.26

Source: Compiled from nrega official website

The percentage of workers in the age group of 80 years and above is minimum in each Financial Year. This is not surprising as people above 80 are not considered a productive age group. What is more surprising is that there are even laborers in the above 80 age group. It is unclear whether these people work because they are still willing to work or because of necessity. It is a sad scenario if these people above 80 have no choice but to engage themselves in manual work for survival. However since there is no upper age bar for the Act it is notable that the Act provides a source of income for people above 80 years who needed the wages for their survival. In Financial Year 2015-16, the maximum percentage of workers is in the age group 51-60 years. In Financial Year 2016-17, the maximum percentage of workers is in the age group of 31-40 years, the maximum percentage of workers is in the age group of 31-40 years in Financial Year 2017-18.

Table 1.3: Distribution of workers into Scheduled Caste, Scheduled Tribe and Women for five financial Years (2012-13 to 2016-17) (Figures in lakh)

Sl.No	Financial Years	Schedule Caste workers	Schedule Tribe Workers	Other Workers	Total worker	Women	percentage of women	percentage of SC and ST
1.	2012-13	248.54	200.23	694.5	1143.31	562.23	48	39
2.	2013-14	248.54	200.23	694.5	1143.31	562.23	48	39
3.	2014-15	236.75	189.96	667.14	1093.88	534.3	48	39
4.	2015-16	236.75	189.96	667.14	1093.88	543.3	48	39
5.	2016-17	236.75	189.96	667.14	1093.88	543.3	48	39

Source: Compiled and calculated from nrega official website

The Act aims to provide a source of respite and hope to reach the most vulnerable section in all the rural areas. Inclusion of 39 percent of backward classes for five consecutive years shows that the vulnerable sections have indeed been reached. It is also one of the aims of the Act that at least one third of the beneficiaries should be women. For five consecutive years 48 percent of the beneficiaries are women, so this aim has been fulfilled. That almost half of the beneficiaries are women is a positive indicator that the Act is gender sensitive and gender unbiased in implementation. There are no beneficiaries in Daman & Diu and Dadra & Nagar Haveli

1.10 ALLOCATION OF FUND

The allocation of funds in different states of India from Financial Year 2015-16 to 2017-18 is given in table 1.4.

Table 1.4: Fund Position in Financial Years 2015-16 to 2017-18 (Amount in Lakhs)

Sl.No	Financial Year	Total Availability of funds	Expenditure on unskilled wages	Expenditure on materials	Expenditure on Administration
1.	2015-16	4320031.94	3090564.27	1058171.82	239221.02
2.	2016-17	5844136.14	4079298.14	1484153.34	289158.57
3.	2017-18	4586390.6	2755552.42	1114632.36	130557.74

Source: Compiled from reports given in nrega official website www.nrega.nic.in

As can be seen in the above table, the total availability of funds for Financial Year 2017-18 has decreased from Financial Year 2016-17. Although there is a lot of room for improvement in the implementation of MGNREGA it cannot be denied that many laborers across rural India has benefitted from this Act and many significant works have been done all across the country in rural areas. Funding cuts of the Act by the NDA government is bound to affect the number of works done throughout the

country. In Financial Year 2017-18 West Bengal has maximum total availability of funds (Rs.527638.1 lakh), while Dadra and Nagar Haveli and Daman and Diu has zero availability of funds. In Financial Year 2016-17 West Bengal has maximum availability of funds (Rs.687604.91 lakh) and Dadra and Nagar Haveli and Daman & Diu has zero funds. In Financial Year 2015-16, Tamil Nadu has maximum number of funds (Rs. 692554.95 Lakhs) and Dadra & Nagar Haveli and Daman & Diu again has zero availability of funds. It is not surprising that Dadra and Nagar Haveli has zero records of work done for these three financial years as they have zero availability of funds.

Table 1.5: Total number of accounts converted into Aadhaar Based Payment till 21st October 2017

a) Central Zone

Sl.No	States	Total worker	Total number of workers converted into aadhaar based payment	percent of aadhaar based payment worker
1.	Delhi	-	-	-
2.	Madhya Pradesh	8804955	3189392	36
3.	Uttar Pradesh	9272805	6227724	67

b) Eastern Zone

Sl.No	States	Total worker	Total number of workers converted into aadhaar based payment	percent of aadhaar based payment worker
1.	Bihar	4910888	737455	15
2.	Odisha	5107167	1759143	34
3.	West	13766055	7641621	55

	Bengal			
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c) North-Eastern Zone

Sl.No	States	Total worker	Total number of workers converted into aadhaar based payment	percent of aadhaar based payment worker
1.	Arunachal Pradesh	226109	278	0
2.	Assam	3492257	0	0
3.	Manipur	538600	15317	2
4.	Meghalaya	691541	114	0
5.	Mizoram	256505	52219	20
6.	Nagaland	582826	7198	1
7.	Sikkim	93282	69553	74
8.	Tripura	1035614	700006	67

d) Northern Zone

Sl.No	States	Total worker	Total number of workers converted into aadhaar based payment	percent of aadhaar based payment worker
1.	Chandigarh	-	-	-
2.	Haryana	659991	552054	83
3.	Himachal Pradesh	1004414	786501	78
4.	Jammu & Kashmir	1274896	35629	2
5.	Punjab	1009106	672190	66
6.	Rajasthan	9440880	6287371	66
7.	Chhatisgarh	5575915	3204201	57

8.	Uttarakhand	934794	637452	68
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e) Southern Zone

Sl.No	States	Total worker	Total number of workers converted into aadhaar based payment	percent of aadhaar based payment worker
1.	Andaman & Nicobar Island	23797	0	0
2.	Andhra Pradesh	8024311	7319122	91
3.	Karnataka	6200650	3234175	52
4.	Kerala	2174724	2002003	92
5.	Puducherry	52822	48411	91
6.	Tamil Nadu	8679275	6797757	78

f) Western Zone

Sl.No	States	Total worker	Total number of workers converted into aadhaar based payment	percent of aadhaar based payment worker
1.	Goa	11387	4927	43
2.	Gujarat	2070566	870603	42
3.	Maharashtra	4761717	1772772	37

Source: Compiled and Calculated from nrega official website

The MGNREGA aims to give access to formal financial sector for the most backward people in the rural areas through opening bank accounts for its beneficiaries and paying the beneficiaries through banks or post office payments. By

linking these accounts with aadhaar number of the beneficiaries it aims to provide aadhaar based payment system throughout the country. The performance of different states in this regard till 21st October 2017 is vastly different. There are seventeen states that have managed to implement an aadhaar based payment for at least 50 percent of their workers. Andhra Pradesh and Puducherry are the best performing state in this regard linking 91percent of their total workers under aadhaar based payment through banks or post offices. Arunachal Pradesh, Assam, Meghalaya and Andaman and Nicobar Island are the worst performing state in this regard and have not linked their workers under the aadhaar based payment system.

1.11 SOCIAL AUDIT

The successful implementation of the Act depends a lot on awareness among the beneficiaries and implementing agencies regarding provisions of the Act and rights of the beneficiaries. Without proper awareness and information, the Act would not be as successful as the planners has intended. In order to increase awareness, there are certain steps which should be carried out by the implementing agencies like advertisement on local newspapers and distribution of pamphlets.

Social Audit has to be conducted under the Act. The process of Social Audit should be continuous and include public vigilance and verification of the different stages of implementation. Apart from this continuous process of Social Audit, Social Audit Forum should be conducted every six months. The Social Audit Forum is required to be carried on with 'Mandatory Agenda'. Mandatory Agenda refers to the minimum agenda of every Social Audit conducted by the Gram Shaba. The Mandatory Agenda should include the following questions:

- 1) Whether the process of registration was conducted in a transparent manner.
- 2) Whether job cards were prepared, issued and updated in a transparent manner.
- 3) Whether the applications for work are being treated as per the norms
- 4) Whether there is transparency in sanction of works.
- 5) Whether there is transparency in the implementation of works.

- 6) Wage payments.
- 7) Post Facto auditing of the records and accounts of each work undertaken
- 8) Other important issues connected with NREGS works (Operational Guidelines 2013).

The number of social audit report during financial year 2017-18 till 21st October 2017 as recorded in MIS at mgnrega official website is 6235 at the National level and 0 in Mizoram. Maximum report (3447) is given by Gujarat while 20 states have zero reports. Considering social audit is to be a continuous process which should be held every six months to increase awareness and to create public vigilance and public verification, it can be summarized that reports regarding this aspect of the Act has been very much neglected in some states in the current year. The reason for this could be negligence on the part of implementing agencies as the Operational Guidelines has given instructions to conduct social audit every six months. In Financial year 2015-16, the number of Social Audit Report at the national level is 7617 with Mizoram having zero 0 report. Maximum report is given by Meghalaya which is 1817 and 14 states has zero report. In Financial Year 2015-16, there is 14985 social audit reports at the National level, and Mizoram has 0 report again in MIS although from observation and questioning it was found that social audit was conducted in Mizoram. The reason for its zero report seems to be due to delay in giving reports and updating information. Karnataka has maximum report which is 4245 and 16 states has zero report. Considering the continuous social audit suggested by the MGNREGA guidelines it can be seen that conducting or submitting reports of social audit is neglected in many states. The implementing agency should take steps to conduct a more regular social audit and submit such reports. Social audit is important as it is a mechanism for dealing with issues faced in the process of implementation through a meeting or audit involving both parties (implementing agencies and workers).

1.12 GUIDELINES FOR NEW ADDITIONAL WORKS PERMITTED

According to operational guidelines 2013 there is a new list of permissible works added to the following already existing list of permissible works:

Existing lists

- i) Water conservation and water harvesting
- ii) Drought proofing, including afforestation and tree plantation
- iii) Irrigation canals, including micro and minor irrigation works
- iv) Provision of irrigation facility, plantation, horticulture and land Development owned by households belonging to the SC/ST, or to the beneficiaries of land reforms, or to land of the beneficiaries under the Indira Awas Yojana/BPL Families
- v) Renovation of traditional water bodies, including de-silting of tanks
- vi) Land development
- vii) Flood control and protection works, including drainage in water-logged areas
- viii) Rural connectivity provides all-weather access. The construction of roads may include culverts where necessary, and within the village area may be taken up along with drains. Care should be taken not to take up roads included in the PMGSY network under MGNREGA. Priority should be given to roads that give access to SC/ST habitations.
- ix) Any other work that may be notified by the Central Government in consultation with the State Government.

The newly added list in 2013 is:

- i) Watershed related works like contour trench, contour bund, boulder check, farm bunding, gabion structures, underground dyke, earthen dam, dugout farm ponds and stop dam
- ii) Watershed related works in mountain regions like spring shed development
- iii) Agriculture related works like Nadep Composting, Vermi Composting and Liquid Bio Manures
- iv) Livestock Related Works like poultry shelter, goat shelter, construction of pucca floor, urine tank and fodder trough for cattle and growing azoles as cattle feed supplement
- v) Fisheries related works like fisheries in seasonal water bodies on public

land

- vi) Works in coastal areas like fish drying yards, belt vegetation and construction of storm water drains for coastal protection
- vii) Rural drinking water related works like soak pits
- viii) Recharge pits for point recharge
- ix) Rural sanitation

In implementing these works the following should be adhered to

- 1) All works shall be approved by the Gram Shaba and the Gram Panchayat and shall be part of the Annual Shelf of Projects
- 2) The unit costs included in the works below are indicative and project costs for each work will be estimated depending on the schedule of rates (SoR's) prevalent in the respective region/area of work.
- 3) For works to be taken up on private land and homestead, the individual land owner shall be a job card holder and also work in the project.
- 4) It should be ensured that the total material cost (including wages of skilled, and semi-skilled workers and mate) of all works in the annual shelf of projects (including the works suggested under Para IC of Schedule I taken up in a Gram Panchayat, in a Financial Year, should not exceed 40percent.
- 5) Only those components of admirable works that lead to creation of durable assets may be taken up under MGNREGA. Items of expenditure that are recurring in nature and/or do not lead to creation of durable assets, are not permitted under MGNREGA.

1.13 WORK COMPLETION SCENARIO UNDER MGNREGA

The numbers of works that have been taken up at the National level are given in the following table

Table 1.6: Works Completed, in-Progress and approved not yet in progress for Financial Year 2015-16 to 2017-18

Sl.No	Financial Years	Completed	Ongoing	Approved not in Progress
1.	2015-16	3693937	8684342	4178946
2.	2016-17	6377214	10275301	6985688
3.	2017-18	2925389	11510101	10055706

Source: Compiled from reports given in nrega official website www.nrega.nic.in

Although the number of works completed in the three financial years is maximum in Financial Year 2016-17, it does not mean that performance is best in this Financial Year. This is because the nature of the works done can range from building an irrigation project involving a huge amount of funds to cleaning a terrace on individual lands involving a small amount of funds. Therefore, performance cannot be measured on number of works done alone, since the nature of works done is diverse and depending on the nature of works done the amount of work done will increase or decrease with the same amount of funds. The nature of works done include bharat nirman rajiv Gandhi sewa Kendra, drought proofing, fisheries, flood control and protection, food grain, land development, micro irrigation works, playground, renovation of traditional water bodies, rural connectivity, rural drinking water, rural sanitation, water conservation and water harvesting and works on individual land. Table 1.4 gives the amount on total availability and utilization of funds and though the funds have increased in FY 2016-17 from FY 2015-2016, it has declined again in FY 2017-18. With less availability of funds the amount of works done is also bound to suffer therefore it is not surprising that the amount of works done in FY 2017-18 has decreased from FY 2016-17, although it should be noted that FY 2017-18 is not yet complete at the time of collection of this data, so it is likely that the number of works done will increase by the end of FY 2017-18. However, it is still not likely that it will reach the amount of works done in FY 2016-17 since the difference in the number of works done is very high. Out of the three financial years, the number of ongoing works is maximum in FY 2017-18 as can be seen from table 3.6. The number of approved and not yet ongoing is also maximum in FY 2017-18. The number of works done is maximum in Uttar Pradesh (469037) in

FY 2015-16 (nrega website) but there are no records of work done in Daman and Diu, Dadra and Nagar Haveli and record of only one work in Lakshadweep. In FY 2016-17 maximum number of works recorded is in the state of Andhra Pradesh (130972) but there is no records of work done in Daman and Diu, Dadra and Nagar Haveli and Lakshadweep. In FY 2017-18, till October 2017, maximum works is done in the state of Andhra Pradesh (489125) again and there is no record of work in Daman and Diu, Dadra and Nagar Haveli and Lakshadweep. Therefore, in spite of achieving success in bigger states the MGNREGA does not seem to be achieving much success in these small and remote territories. The success of MGNREGA though quite significant in some states is marginal in some territories.

Table 1.7: Work completion rate (WCR) in the states from inception till October 2017

Sl.No	States	WCR	Sl.No	States	WCR
1.	Andhra Pradesh	83.28	18.	Meghalaya	65.84
2.	Arunachal Pradesh	68.88	19.	Mizoram	79.77
3.	Assam	61.25	20.	Nagaland	93.59
4.	Bihar	56.28	21.	Odisha	59.19
5.	Chhatisgarh	70.2	22.	Punjab	72.43
6.	Goa	81.44	23.	Rajasthan	60.31
7.	Gujarat	68.36	24.	Sikkim	70.97
8.	Haryana	82.62	25.	Tamil Nadu	87.42
9.	Himachal Pradesh	83.16	26.	Telangana	76.49
10.	Jammu & Kashmir	80.46	27.	Tripura	90.43
11.	Jharkhand	64.76	28.	Uttar Pradesh	80.37
12.	Karnataka	71.16	29.	Uttarakhand	79.65
13.	Kerala	90.93	30.	West Bengal	58.22
14.	Madhya Pradesh	69.06	31.	Andaman & Nicobar Island	70.48
15.	Maharashtra	57.95	32.	Dadra & Nagar Haveli	33.33

16.	Manipur	86.62	33.	Daman & Diu	0
17.	Lakshadweep	27.67	34.	Puducherry	98.51

Source: Compiled and Calculated from nrega official website

On evaluating performance of the different states through work completion rate from inception till October 2017, Puducherry performs the best with 98.51 work completion rate. The second-best performing state is Nagaland with 93.59 percent work completion rate. Other states which achieved above 90 percent work completion rates are Kerala and Tripura. North eastern states with above 70 percent work completion rate are Nagaland, Tripura, Manipur and Mizoram. Daman& Diu has zero work completion rate. Other states that have below 40percent work completion rate are Dadra & Nagar Haveli (33.33percent) and Lakshadweep (27.67percent). The National work completion rate is 73.3 percent. Thus, we can see that since inception the Performance level regarding work completion rate is vastly different in different states. Implementing Agencies in different states should take efficient steps to have at least 90 percent work completion rate. Funds should also be disbursed quickly and within time so that work completion rate will not suffer. It is important to have a high and more even work completion rate across the country to enjoy the full advantage of this Act.

CHAPTER 2

REVIEW OF LITERATURE & METHODOLOGY

2.1 REVIEW OF LITERATURE

Dhar (1996) found that as women contribute substantially to the economy, both through their paid and unpaid labor and also constitute the majority of the poor, releasing their productive potential is absolutely critical to the eradication of poverty

According to Premi (1996), it is noteworthy that most of the jobs, particularly for women will have to be created very near to their place of residence, or as near as feasible since many of them may prefer to remain unemployed instead of taking some employment very far off from home.

Shah (1998) stated that an employment guarantee programme can cause inflation in the economy and suggested a way for controlling such employment guarantee programme induced inflation. Shah suggested that the best way to overcome inflation that can be brought about by employment guarantee programme is to increase productivity like agricultural productivity. In this way inflation can be checked.

Gaer (2003) in his study observed that gender mainstreaming seeks to empower women by removing obstacles that have been constructed by societies that operate to the disadvantage of women by evaluating laws, policies and programmes, customs, practices and an array of iniquities from a gender perspective. Women and men can identify those areas in which women have been discriminated against and develop new policies to overcome that discrimination.

Marks (2004) observed that any development model must address the special need for the development and empowerment of women. In India, women represent a disadvantaged section of society. Glaring inequalities in the social, political, and economic spheres are manifested in the adverse sex ratio, poor educational and

nutritional status, inequality in wages, and prevalence of violence against women, including trafficking.

Women in India belong to those marginalized groups of society, which face discrimination in practically every sphere and every stage of their life. The study of women as a category of workers is of crucial importance because the economic role that women play cannot be isolated from their total wellbeing (Saksena, 2004).

Jain (2005) observed that women face emphasized inequality of access to resources, political power, information and the media. Such inequalities impact their capacity to make choices, which is the true capability to exercise rights.

Tiwari (2006) stated that empowerment of women is an input which is intended to eliminate their subordination and establish equality. Empowerment is a positive concept. It requires supportive state action in support of those who are to be empowered.

The neglect of women power in Indian Society is perhaps the most important cause of backwardness. It is unfortunate that the socio-economic and legal reforms towards the upliftment of women have awakened only few of them about their rights and duties (Gokilavani and Nageswari, 2007).

Shah (2007) observed that if the MGNREGA is effectively implemented it would provide relief in times of distress and also ensure a shift in the economy towards a sustainable growth path, less vulnerable to the vicissitudes of nature, and social infrastructure would be more developed.

According to Shah (2007) The Act allows works such as irrigation, horticulture, land development, on private land belonging to the SCs and the STs or below poverty line families or to the beneficiaries of land reforms or to the beneficiaries under the Indira Awas Yojana (IAY) of the GoI or that of the Small or Marginal Farmers (SMF) as defined in the Agriculture Debt Waiver and Debt Relief Scheme, 2008 of the GOI, or

to the beneficiaries under the Scheduled Tribes and other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006. Twelve per cent of the total works in FY 2011–12 alone was on lands of individual beneficiaries, a vast majority of these are SMF, the productivity of whose lands has been so decimated over the years that they have been compelled to labor under MGNREGA.

Green (2008) observed that the underlying purpose of a rights-based approach to development is to identify ways of transforming the self-perpetuating vicious circle of poverty, disempowerment, and conflict into a virtuous circle in which all people, as rights-holders, can demand accountability from states as duty bearers have both the willingness and the capacity to fulfill, protect and promote people's human rights.

The greater the employments focus, the more effective the economic growth will be in fighting poverty. However economic growth alone cannot be counted on to generate significant improvement in the quality and quantity of employment opportunities. What is needed is an employment centered approach to growth and development (Reddy, 2009).

According to Shah (2009) it has been suggested that the concepts of the multiplier and accelerator could be applied to MGNREGA. On the one hand, MGNREGA increases the purchasing power of beneficiaries and thereby create demand for durable as well as non-durable commodities. This has been considered a significant contribution to cushion the hard fall of recession on the Indian economy. Moreover, the income of small and marginal farmers increases, which in turn increases their purchasing power and the works done also creates asset and infrastructure for rural community and also increases agricultural productivity. Thus, MGNREGA stimulates private investment on small farms. Thus MGNREGA can be used for generating sustainable livelihoods and creating self-employment. Therefore, overtime allocations for MGNREGA may be reduced, because land will become more productive and this will increase demand for labor in the rural economy.

Many field studies support the high participation by the marginalized section of the rural society. A study conducted in five districts of Uttar Pradesh stated that among the samples collected, as much as 85 per cent of the MGNREGA beneficiaries belong to Below Poverty Line (BPL), whereas around 45 per cent belong to the Other Backward Classes (OBCs) and around 50 per cent belong to SCs. (IIM Lucknow Report,2009).

At the national level, about 40-50 percent works are provided in each Year to SCs and STs under MGNREGA. The participation rate of SCs and STs exceeds their total share in the total population (except in Maharashtra where it is a little bit less). This trend is a positive trajectory. (Ghosh,2009).

A study of Khasi women in Meghalaya revealed that having access to the bank/post office/government officials have helped in empowerment of the rural tribal women as it increases their confidence level and gives them some measure of financial independence and decision making power. It also help them in seeking representation in decision-making bodies at community level like inclusion in the Village Employment Councils (VECs). (IIM-S,2009)

It is the opinion of many experts on gender studies that lack of properly defined rights regarding community assets leads to high dependence on natural resources and also leads to problems for women in provisioning in households. Women still face exclusion in social and economic development even under this scheme as they do not have rights on the productive assets they work on under this scheme. Organizational arrangements like right to sharing and right to maintenance may reduce the problem regarding gender specific policy measures. (Kelkar,2009)

Aiyer and Samji (2009) in a World Bank study reported their findings which stated that social audits were important for increasing awareness level about rights and entitlements under the scheme. A sample of about 700 beneficiaries under the Act was surveyed. The findings suggested that awareness about the helpfulness of grievance redressal mechanism as well as social audit resulted in a better

organization of the implementation process. The study also indicated awareness of rights and entitlements under the Act, grievance redressal mechanism and social audits were able to positively affect accountability.

2500 households in Andhra Pradesh were studied in 2004, before MGNREGA and after MGNREGA in 2006 and 2008. The study revealed that participation in MGNREGA significantly affects expenditure, and consumption of protein and acquiring of durable assets. (Deininger and Liu, 2010)

Increase in access to employment increase the ability to purchase economic resources. This results in a positive impact on the socio-economic status of the women. In a sample survey of 600 women workers across five districts of Chhattisgarh, it was observed that women respondents with a household income below Rs 8,000 decreased from 94 per cent to 57 per cent due to MGNREGA. This indicates the importance of MGNREGA for the poorest of the poor rural women in India. This trend can also be seen in the findings of another study in Rajsamand and Dungarpur (Rajasthan), which concluded that many of the MGNREGA workers are women and older men who had discontinued migration for works and migration to urban areas for higher incomes are mostly done by younger men. (Shah, Verma, Indu, and Hemant, 2010)

Alfranca (2010) in his study concluded that an active role of the state is essential to foster economic development. Therefore, sound macro-economic structural policies are necessary for promoting economic progress and social change. However, it is sustained in this research that public policies are insufficient if problems of institutional design and policy implementation are neglected.

Banerjee and Saha (2010) stated that provision of work and creation of durable assets are the economic mechanism of the MGNREGS. Both these objectives have important implications in terms of livelihood strategies in rural India.

Chaudhari and Chaudhari (2010) observed that inclusive growth would become a reality if there is rapid decline in poverty matched with rapid decline in unemployment.

The MGNREGS is a targeted multidimensional approach for upliftment of rural poor by giving high priority with heavy budget allocation. But it can prove a scheme for distributing money among rural voters unless emphasis is made in improving administrative infrastructure in rural areas for implementing the scheme (Gaur, 2010).

Pankaj and Tankha (2010) observed in their study that the notion of human behavior, guided by self-interest in the market and altruism in household is inconsistent. Property ownership and access to paid employment opportunity outside the household, apart from other factors, increases the bargaining capacity of an individual inside the household.

According to Siggel (2010), while economic growth certainly leads to poverty reduction, growth-oriented reforms are likely to contribute to more inequality, such that poverty reduction is reduced. Therefore, 'pro-growth' policies should be combined with 'pro-poor' policies.

Collins, Murdoch, Rutherford and Ruthven (2011) in their study highlight the importance of understanding the realities of poverty as a prerequisite for promoting appropriate and sustainable development.

According to Kundu (2011), there is no causal relationship but there is a proportional relationship between permanent income and permanent consumption. Permanent income is determined by a consumer's assets, both physical and human. These influence the consumer's ability to earn income.

Manikandan (2011) observed in his study that the works in the food crop sector, especially works in the small and marginal paddy field owned by vulnerable sections

like SCs/STs/Women should be treated as the MGNREGS works. This will improve not only production of paddy but also the net return of small and marginal farmers belonging to SCs/STs and women.

According to Patanaik and Nayak (2011), the employment intensity of growth is an important issue that merits in-depth study and analysis in the case of Indian economy as it is observed, despite the acceleration of economic growth over the last decade, the positive correlation between growth and employment is weakened.

Srivastava and Tripathi (2011) stated that after the initiation of economic reforms in 1991, the Indian economy has witnessed higher growth rates and due to increase in per capita income there is a shift in consumption pattern. But there is no concrete evidence which examines whether the consumption pattern of poor households also changes.

MGNREGA employment trends supported the hypothesis that it is the most vulnerable section who seeks employment under the programme. A survey was conducted in 2008 in six states- Bihar, Chhatisgarh, Jharkhand, Madhya Pradesh, Rajasthan and Uttar Pradesh- and the study revealed that most of the MGNREGA workers belong to the most depressed and vulnerable sections of the society; Among the sample beneficiaries, 81 percent lived in kachha (non-permanent) houses, 61 percent were illiterate, and 72 percent have no electricity at home. 73 percent of the random sample collected was from SC and ST households. (Dreze and Khera,2011)

Pellisery and Jalan (2011) stated that MGNREGA works usually bring in only small sums of money and that it is the common mentality of men that they should have a lump sum earning. Therefore, in many households' women are nominated as participants for MGNREGA works. Women also internalize this perception and usually require fewer wages and find more satisfaction in the amount of their MGNREGA wages as compared to their male counterpart.

Makwana and Shah (2011) in their study also reported that MNREGA successfully reduced the period of migration. The study also found that there was an increase in wage rates for all types of labor activities during 2005 (the pre-MGNREGA period) and 2009.

Gaiha, Jha and Shankar (2011) assessed the association which exists between access to information and possession of such information on capacity to access MGNREGA works and effectiveness of delivery of MGNREGA in three states -Rajasthan, Andhra Pradesh and Maharashtra. The results of the study suggested that the connection between information, access and the effectiveness of the scheme is not direct. It is true that information helped in affinity of the programme to be accessed by those who were not exactly the primary target households of the scheme and it was able to enhance the efficiency of delivery of services to such beneficiaries. On the other hand, lack of information decreases the capacity of primary target households, to benefit from the scheme. It appears that higher information plays a role in better access to the scheme.

According to Dutta, Murgai, Ravallion and Dominique (2012) MGNREGA effects poverty in various ways. One of the ways in which it impacts poverty is by providing opportunities for gainful employment to the most vulnerable sections in rural India. The NSSO (2010-11) in one of its rounds of MGNREGA panel survey in three states found that only around 6 % of the MGNREGA workers in Andhra Pradesh reported that there are other works during the time MGNREGA work is done and only 14 percent in Rajasthan and 2 percent in Madhya Pradesh reported that there are other works available at the time MGNREGA works are done.

Permitting private works on lands of SMF might help in cultivation of 80 per cent of all land holdings of these small farmers. MGNREGA can play an important role in increasing the agricultural productivity of Small and Marginal farmers. This increase will enable these SMF to return to farming in their own lands and will reduce their need to depend on MGNREGA for their survival. This will help in shifting the practice of unskilled manual labor to skilled farming practices. (MoRD report, 2012)

There are only a few studies on the effect of MGNREGA works on private lands with regards to agriculture productivity and income of Small and Marginal Farmers (SMF). A study on SMF in Madhya Pradesh, observed there was around 15 percent increase in cultivated land after MGNREGA works were done on private lands. There was also increase in food security for the beneficiaries' households, and availability of food in beneficiaries' households goes up. (IIFM, IRMA, ISSR, 2012)

Sailo and Singh (2012) made an attempt to study the working and impact of MGNREGA in Mizoram. Their study tried to determine the changes, if any, in the patterns of consumption of households in Kolasib district of Mizoram, due to the wages received from MGNREGA. The researchers found significant improvement in the consumption patterns of consumer durables and non-durables.

Hazra (2012) observed that a right-based strategy for empowering rural women must be integrated into the operations of existing schemes in order to avoid its isolation from current programmes in the rural sector. The researcher stressed the importance of including gender perspectives in government policies, projects and programmes.

Women's equal access to and control over economic and financial resources is critical for the achievement of empowerment of women and for equitable and sustainable growth and development (Rangaswamy, 2012)

Saklani (2012) observed that many households even in government jobs now feel more comfortable in allowing their women to work as manual laborers under MGNREGS because with the absence of contractors and uniform wages, a better work environment is created for women. The researcher also observed that the Act has the potential to lead to the empowerment of the poor people if the opportunities under the scheme are put to effective use.

Viswanathan and Mandal (2012) studied the impact of MGNREGA as an instrument of women empowerment across four states and found that one of the most crucial

and socially beneficial outcomes of the MGNREGA is the increasing levels of women work participation along with emphasis on narrowing down the gender wage gap.

Rao and Madhusudan (2013), studied works on individual lands and found that among the sample beneficiaries, 16 and 5 percent belonged to SC and ST categories respectively while the remaining 79 percent of the sample beneficiaries belonged to the other category other than SC and ST. The authors feel that the low participation of SC and ST beneficiaries imply that even though the Act calls for expansion and inclusion of all the economically and socially disadvantaged group, the provision of inclusion which the Act aims to provide is not achieved.

Liu and Barrett in 2012 used data NSSO Round 66 and analyzed the targeting of vulnerable section by MGNREGA. The findings at the national level is that the self-targeting plan of the Act led to higher participation of poorer SC and ST households into the programme. Nevertheless, one of the findings of the study is administrative failure in implementation which, instead of focusing on the poorest is rather middle class biased. The 'ideal' pattern is exhibited by states such as Sikkim, Mizoram, Tripura and Rajasthan. Other states show less than ideal patterns of:

i) Low participation rates among the poor ii) flat or regressive participation and rationing rates, and iii) high rationing rates among the poor.

Gehreke (2013) in his study finds that households with access to MGNREGA experience an increased allocation of their resources to more profitable crops. Thus, according to these findings, MGNREGA enables a shift of agricultural crops to high risk-profitable crops, since the farmers are more willing to take risk by extra income earned through MGNREGA. Therefore, this shift further raised the incomes of small marginal farmers.

Jatav and Sen (2013) reported two major findings in their study. In rural areas, seeking employment in areas other than agriculture is usually due to their disadvantaged and distressed condition. One, though non-farm employment in rural

areas is usually due to depressing situation of non-farm job seekers, there are still many barriers for rural distressed workers for entry into non-farm sectors. Since this is the case, the authors emphasized the need of MGNREGA to cushion the distressing situation of joblessness in rural societies.

In 2013, a study by Dasgupta examined the geographical and time impact of MGNREGA coverage on nutrition of early childhood. The study found that while the MGNREGA help cushion the negative impacts of drought shocks in children of distressed household in rural India, it did not help in improving health deficiencies in the past. The findings of this study also focus upon the vulnerability of rural poor households, especially in education level as well as ethnicity and expounded upon the necessity of social protection and employment guarantee schemes for these vulnerable households. The study also found a positively significant impact on children's health and nutrition.

A discussion paper by Gulati, Jain and Satija (2013) pointed out that the growth of the construction industry is an important 'pull' factor for labor force. Employment in the construction industry increased upto four times from the 1990s to 2010, and the share of agriculture in total employment decreases from 64 per cent in the 1990s to 53.2 per cent in 2009–10. The migration patterns in India (2007–08) is that since 43 per cent of all short-term migrants are engaged in the construction sector, wages in this sector compete with agricultural wages for rural labor. The rise in farm wages in the last decade was due to macroeconomic factors like economic growth of the country and also because of MGNREGA. The authors also found that farm wages decreased significantly just before the implementation of MGNREGA. After MGNREGA implementation, farm wages increased but wages for non-farm work, especially in the construction sector was still higher than farm wages. Thus MGNREGA, to some extent reduced short-term distress migration.

Coffey (2013) stated that one of the indicators of child's migration is mother's migration. Therefore, to reduce child's migration, mother's migration also needs to be reduced and less migration could help improve educational opportunities of

children. The survey covered about 700 households spread across 70 villages. More than half of the households surveyed were ST households and the households were mostly very poor—71.3 percent of the households surveyed do not have electricity; 60 percent of the women who are 45 years and older have had a child who was born alive and later died which indicated the high rate of infant mortality in the region and many of the adult women in the region did not complete even a year of schooling. Although this study did not center upon the immediate effect of MGNREGA on migration it studied the impact of migration, especially among women and the subsequent impact on the welfare of children especially on education.

Research conducted by the Indian Institute of Science (IISc) in collaboration with the Ministry of Rural Development and GIZ (2013) by Esteaves, Rao, Sinha and Roy came to findings which necessitated the reason behind asset creation through MGNREGS works. Through water and land related MGNREGS works, MGNREGS has contributed in improved and sustained ground water levels, increased water availability for irrigation, increased irrigated area and finally, improved drinking water availability for humans and livestock. Thus, MGNREGA works and asset creation under MGNREGA helps in improving and sustaining of ecological balance and biodiversity conservation. Besides this, it also helped in improving the socio-economic condition of the rural poor people. The study was done in four districts of four selected states.

Bhattacharya and Vaquoline (2013) in their study presented a feminist idea of power. Since power encompasses agency, and ‘power to act’; this is in contrast to other power in hierarchies, which implies ‘power over’ resources, people etc. The study supported evidences of recent research which acknowledged that decent work conditions, especially childcare, continue to be a problem. However, the findings of their study are that women reported increase in decision making power despite much room for improvement in work site conditions.

Narayanan and Lokhande (2013) studied the functioning of MGNREGA in three development blocks in Maharashtra for three financial years. The study found that

there is a serious short fall in abilities on the part of the implementing agencies in actualizing the scheme to its full potential. The authors recommended a linkage between local non-governmental organizations and educational institutions for better implementation and functioning, including capacity building and strengthening local governance at the Panchayat level and MGNREGA functionaries.

Shankar and Gaiha (2013), identify several formal and informal mechanisms that address the issue of leakages and poor service delivery. These include political representation of vulnerable groups, enabling access to poor through PRIs and social audits (formal mechanisms) and access to information and networks of poor and local political competition (informal mechanisms). The authors use qualitative and quantitative analyses to measure the effectiveness of formal and informal mechanisms in decreasing leakages and enhancing poor people's participation and welfare. This enables MGNREGA to reach its intended beneficiaries in Andhra Pradesh, Tamil Nadu, Madhya Pradesh and Rajasthan. It appears that a combination of formal as well as informal methods is helpful in reduction of leakages and corruption in implementation of MGNREGA.

Afridi and Iversen (2013) in their study of Andhra Pradesh social audit report data for addressing issues related to long-term change came to the conclusion that social audits had moderate impact on detection of leakages and irregularities, but did not seem to have any noteworthy effect on prevention. The impact of social audit in terms of the number of complaints and action taken through recoveries and/or punishments was also analyzed. The authors suggested that if action is not taken, then justice is not served, and the complacency of the vulnerable sections in accepting injustice as 'fate' must be addressed beyond statistical significance.

There has been a significant decline in per rural household employment generation under MGNREGS in the last two years. The rural household employment declined from 54 days in 2009-10 to 43 days in 2011-12. It was also seen that Bihar, Maharashtra and Uttar Pradesh, which together account for 46 percent of the rural poor utilized only about 20 percent of the Central Scheme funds, which indicates that

the correlation between poverty levels and implementation of MGNREGS is not very high. The shortfall in IEC expenditure and non-formulation of IEC plans also indicate gaps in creation of awareness among beneficiaries (CAG Report, 2013).

The works completed under MGNREGA and their impact on biodiversity conservation is studied by Sebastian and Azeez (2014). The authors insisted that biodiversity conservation under the Act should go side by side with assets creation. The paper suggested that the green works undertaken under MGNREGA should not be limited to afforestation, forestry and related operations should also focus on biodiversity conservation. This paper gives an example of Pallakad district which is rich in species which are in the 'red list' of the International Union for Conservation of Nature (IUCN). These species generally grow on the roadside and are under threat because of regular stripping/cleaning activities. The paper recommended that wild growth of medicinal plants should not be stripped or cleaned under MGNREGA works. The paper also recommended that during desilting, deepening and catchment treatment of water bodies, the existing vegetation within and outside the water bodies should not be totally removed so that ecological balance is not threatened. While this paper confirmed the advantage of linkages between MGNREGA works and environment conservation, it also acknowledged the need for more research to achieve the twin goal of increased productivity and biodiversity balance through asset creation under MGNREGA.

Sen (2014) studied the success and failure in MGNREGA's implementation. The study found that various factors within the political economy have an impact on the implementation of MGNREGA. It was found that the capacity and commitment of each state effects the implementation of MGNREGA. Sen cited the example of Chhattisgarh, which is an economically poor state with low organizational capacity. However, the commitment of the state towards implementation of MGNREGA is high, which resulted in the State becoming one of the better performing states. There is also a presence of active civil society organizations and awareness about rights and entitlements under MGNREGA. This helped in creating a cycle of virtue for better and efficient implementation of the Act.

Chopra (2014) used field research and secondary data to identify the reasons for a decline in Rajasthan's performance, which was one of the best performing state on MGNREGA till 2010. The demand driven nature of the Act is one of the biggest strengths of the Act but now it has become one of its biggest weaknesses. There is a fall in 'demand' and the author attempted to analyze the reasons for this. The author did field research and interviews with local power centers and his conclusion is that the Act resulted in a three-sided negative cycle that has been caused by supply-side factors. First, local implementing bodies do not want to implement MGNREGA, and hide their unwillingness to engage in the MGNREGA by stating that work or wages are not provided by the state government in time. Secondly, because of this reluctance on the part of implementing agencies, workers have lost their trust in obtaining MGNREGA work, therefore they do not demand work with local functionaries. Lastly, state functionaries are also guilty of sending the message that demand needs to be captured in a controlled manner, otherwise they will not be able to provide work or wages in time, and they may have to pay unemployment allowance from their state treasury and hence, use the argument that there is no demand.

In a policy brief by NCAER and University of Maryland, research on Human Development Surveys, Desai (2014) analyzed whether restricting MGNREGA to 200 districts would improve its implementation and targeting. According to the policy brief such a restriction will not be beneficial for all the rural depressed and vulnerable households since they are spread all over the country. Moreover, it must be noted that there will always be challenges at the state as well as the district level, whether the implementation area is limited or not.

Klonner and Oldiges's in their study (2014) collected data from 504 districts in major states of India. This study included Jammu and Kashmir and Assam but excluded all other North Eastern states and union territories. The study also collected secondary data and analyzed NSSO rounds data on consumption of household items. The study found that MGNREGA has helped rural households in a sustainable improvement of

consumption pattern in agricultural peak season and lean season. The conclusion of the study is that the programme has been successful in increasing consumption levels of household items especially among the most vulnerable and distressed section, and decreased the risk in consumption pattern during agricultural lean season. Thus, the findings of the study is that the MGNREGA is successful in achieving its twin goals of improving security in livelihood and access of such an improvement to the most distressed section of the rural society.

A research conducted by Narayanan and Das (2014) identified several obstacles faced by vulnerable groups of households headed by women, single women and elderly women. These vulnerable groups encountered many difficulties and their needs should be prioritized. Taking into account gender perspective, decent work shall have to include the ability to act freely and favorable conditions on work sites for women like provision for childcare, crèche and medicines. These form a crucial link to women's agency and their capacity to act.

Using secondary and primary data from a survey of households (n=2,275) in high out-migration districts in Rajasthan, Imbert and Papp (2014) identified that participation in MGNREGA resulted in reduction of short-term distressed migration.

Sharma (2015) in his study of Punjab stated the state does not perform well in creating employment generation under MGNREGA. The study explores the idea that decentralized welfare schemes implemented at the village level may create high level of land inequality. Using data of field survey from 47 villages located in three districts of the state, the study explore the hypothesis that unequal dissemination of information asymmetry create in workers low awareness level about their rights and entitlements under the Act and low levels of education of Gram Panchayat Sarpanchs has been taken advantage of by the landowning upper caste in creation of needed man days.

Himanshu, Mukhopadhyay and Sharan (2015), in their study observed that the performance of NREGS performed extremely well in Rajasthan in the first few years,

but declined sharply after 2010. Based on a large primary survey of beneficiaries, their study suggested that the decline is not due to lack of demand. Instead the practice of supply-driven nature of the programme led to a ‘discouraged worker’ syndrome and the workers started showing less interest in demanding work and wait for the time NREGS work will be provided. Strengthening the demand-based nature of the NREGS may reduce the need for rationing of work. Thus, temporal tracking of NREGS at the village level as well as recording of demand through the Management Information System may help detect discrimination and may bring back the demand nature of work.

According to Ranaware, Das, Kulkarni & Narayanan (2015) in their study of MGNREGA in Maharashtra found evidence that MGNREGA works helps in agricultural productivity, and brings relief to a large number of small and marginal farmers. 90% of the respondents in their study are of the opinion that MGNREGA works are very useful, whereas 8% felt that the works were useless. Further, most of the works and assets created under the Act are in good condition as they are well maintained and are in good condition. This study suggested there is a widespread misconception in thinking that the MGNREGA does not create anything productive and that even though there is scope for improving the implementation and functioning of the Act, the works done and its execution, the Act itself provides relief to many and help in building assets for rural community.

According to Panda (2015), although the MGNREGS has many failings in implementation and has been dismissed by some well known economists as “dole”, it can play an important part in sustainable development and play an important role in economic, social and environmental sustainability.

Bhattacharya (2015) in his study tries to assess the level of economic, social and political empowerment of the beneficiaries of MGNREGA. The study was conducted out in Morigoan district of Assam and an attempt was made to examine the level of empowerment by comparing the conditions of the beneficiaries of the programme with those of non-beneficiaries in the same income level. It is found that the

additional income has provided help to some extent for beneficiaries even though there are problems that need to be addressed and solved under the Act before the full potential of the Act can be achieved.

Bhaskar (2015) reported that the assets created under MGNREGA assets like wells, can lay the foundation for improvements in agricultural productivity. This improved agricultural productivity will improve income and leads to better livelihood opportunities. Wells constructed under MGNREGA can give about 5.3% of average rate of return on the total cost of construction of the wells. It is worth noting that the estimate of rate of return (RoR) obtained through this survey is significantly larger (nearly double) the estimate obtained by Aggarwal et al. (2012) through their pilot study in Ratu block of Ranchi District. The RoR estimated here is thus a comprehensive estimate of the average annual return from an investment (private and public combined) on the well. It showed that an investment of Rs. 100 on an MGNREGA well, on average, reaps a return of Rs. 5.3 per annum. In other words, an investment on MGNREGA wells pays for itself in about 19 years. It is found that, on an average, an MGNREGA well is used by 5 households, and that these wells led to increase in incomes and fortunes of neighboring households but not that of well owners. The conclusions given by the author give evidence of the positive impact of MGNREGA on agriculture, as well as helped in identifying issues which needs to be addressed for improvement in agriculture.

Vij, Jatav, Barua and Bhattarai (2017), studied four villages in Andhra Pradesh and Telangana. The study found that women participation in the studied area has been very beneficial for rural women. Despite the challenges and barriers faced by the Act, there was an overall improvement of women respondents' status at household as well as community level.

Aggarwal (2017) stated in her study that although the Management Information System under MGNREGA was to be used as a tool for ensuring transparency under the MGNREGA, it is now used as a tool to centralize the programme and violate workers' entitlements, and provided new methods for corruption.

Aggarwal (2019), in her review of Jenkins & Manor's book *Politics and the Right to work: India's National Rural Guarantee Act* supported the authors' argument that despite the challenges faced by the Act, MGNREGA has played a very significant role in improving the material well-being of the most vulnerable section of the rural society. Moreover, the disadvantaged section of the society is now no longer completely marginalized due to programmes for employment and poverty alleviation programmes.

MGNREGS is considered one of the biggest rights-based employment generation programmes in India. The government has implemented various employment generation programmes prior to MGNREGS, but the budget allocation, number of beneficiaries and various other features under MGNREGS is unprecedented. Studies have been conducted in different states and districts of India on MGNREGS. Its impact has been studied and assessed from different dimensions. However, studies related to MGNREGS in Mizoram are very limited. The study conducted by Sailo & Singh (2012) on MGNREGA focus only on functioning and consumption patterns and the study is concentrated in Kolasib District of Mizoram. Studies related to performance of MGNREGS in Mizoram are few and studies related to MGNREGS in relation to tribal women in Mizoram are non-existent at the time of starting this study. This Study focus on evaluating the performance of MGNREGS in other districts of Mizoram in relation to tribal women in Mizoram.

2.2 SIGNIFICANCE AND SCOPE OF THE STUDY

The study assesses the performance of The MGNREGS in relation to tribal women in Mizoram. This Act was introduced with an aim of improving the purchasing power of the rural people, primarily semi or un-skilled worker living in rural India, whether or not they are Below Poverty Line (BPL). Under this Act, any person in rural area who is willing to do unskilled manual work can apply for a job card even if he or she is not from a BPL family. However, a single household can own only one job card.

Mizoram is situated in India's North Eastern region and is plagued by geographical inaccessibility and socio-economic alienation from the rest of the country. Mizoram is fertile and the climate is moderate. However, the state is economically backward and lacks proper infrastructure. The state has hardly any export and has little capacity to generate its own revenue. As a result, Mizoram depends heavily on budget allocation from the central government. There are no big industries in Mizoram. The sources of employments are government jobs, small business, crop cultivation and animal husbandry. Majority of the population is poor as many are engaged in low productive farm employment or unemployment. 94.46 percent of the total population of the state belongs to the Scheduled Tribe. The MGNREGS was implemented in Mizoram in 2006 in Siaha district and Lawngtlai district. It now covers the entire districts of Mizoram.

87.65 percent of the population in Mizoram are Christians (Statistical Handbook Mizoram, 2018). Christianity assign a dominant role to man. Therefore, women are considered subordinate to man in a Mizo society. Even before the advent of Christianity, Mizo Society is a patriarchal society. Mizo boys enjoy certain privileges and entitlements in the society and inside the household which Mizo girls do not enjoy. After the advent of Christianity, the conditions of women have slowly and gradually improved. This can be contributed to the fact that in spite of Christianity assigning superior role to man, it also propagated respectful treatment of women. The equality rights under the constitution and the spread of education in Mizoram has also contributed to improving the conditions of women in the society. There are now all women organizations like Mizo Hmeichhe Insuihkhawm Pawl (MHIP) which involve itself towards the cause of Mizo women and other social issues.

In a typical Mizo family man is the decision maker. However, enlightened and educated Mizo men have popularized the practice of treating their wives and daughters with respect and care, holding them in high esteem. This practice is slowly spreading to all sections of the society as well. This has resulted in women taking active roles in the decision-making process in households in Mizo society. But the

general belief behind Mizo men and women is that man is superior, and superiority should entail more privileges, in households, society and Church.

In Mizoram wages are given in a time-rate system, and the prevailing wages for men is Rs.400-500 a day while it is R.300-350 a day for women. Men get more wages on the assumption that men are stronger and therefore they can do more work in a day. However, under MGNREGA, as the Act stipulates, male and female workers get equal wages of Rs.225 a day. The distribution of job cards by gender in Mizoram is given in Table 2.1

Table 2.1: Distribution of job cards by genders in Mizoram

Sl. No	Gender	Numbers	Percentage
1.	Women	256,919	52.295
2.	Men	279,362	47.705
3.	Total	536,283	100

Source: compiled from nrega website (nrega.nic.in) viewed on 1st May, 2013

The importance of the study lies in the fact that MGNREGS is a national flagship programme with many promises and implications. Its effect has been studied and researched from various angles. However current studies on its performance in relation to tribal women in Mizoram do not exist. The study therefore seeks to evaluate the performance of MGNREGS in relation to tribal women in Mizoram.

2.3. RESEARCH DESIGN

2.3.1 Statement of the Problem

In a developing country like India it is necessary to have active participation of the State to solve the problem of unemployment. The aim of the Directive Principles of State Policy as provided in Part IV of the constitution is to develop a welfare State and to achieve social, economic and political justice. Social and economic justice cannot be achieved unless steps are taken to improve the conditions of the most depressed section. One of the most pressing problem which weighs down the

depressed classes from participating in the country's development process is unemployment. In order to solve the problem of rural unemployment, MGNREGA is legislated. It is one of the world's largest employment generation programmes.

Mizoram is located in the North eastern part of India. It is a hilly region and it has no big industries. According to National Sample Survey (NSS) 66th Round (2009-2010), the unemployment rate per 1000 for persons of age 15-59 years according to usual status (adjusted) approach for Mizoram is 13 males and 15 females in rural area. The unemployment rate per 1000 for persons of age 15-59 years according to current daily status report is 18 male and 17 females in rural Mizoram. The poverty ratio in rural and urban area is 31.1 percent and 11.5 percent respectively (2009-10), and the total poverty ratio is 21.1 percent (Planning Commission of India, 2010). According to Statistical Handbook Mizoram, 2018, 25 percent of the rural population in Mizoram is categorized as non-workers. Among these non-workers 45.4 percent are males and 54.5 percent are females. 30.9 percent of the urban population in Mizoram is categorized as non-workers and among them, 41.6 percent are males and 58.3 percent are females.

Mizoram has a population of 10,91,014 people (Census of India,2011). As on 1st May 2013 the total number of households owning job cards in Mizoram is 5,36,285. There are 2,56,191 women job card holders which constituted 47.7 percent of the total job card holders in Mizoram. This support the Aim of the Act which seeks to provide at least 33 percent of MGNREGS wages for women.

The MGNREGS have been studied and assessed from different dimensions in different parts of the country. However, studies related to performance of MGNREGS in Mizoram are few and studies related to MGNREGS in relation to tribal women in Mizoram are non-existent at the time of starting this study. Therefore this study focus on evaluating the performance of MGNREGS in relation to tribal women in Mizoram. Under MGNREGS, any rural household with an adult member willing to work at the prevailing minimum wage rate is entitled to a job card. The criteria for job card entitlement is based on the assumption that only the

people with the most depressing socio-economic conditions would be willing to do manual work at the minimum wage rate.

Mizoram is a state with predominance of tribal population. Scheduled Tribe constitutes 94.46 percent of the population. The total rural population is 47.88 percent of the total population. Out of this rural population 40.2 percent are agriculture laborers and cultivators, 51.9 percent are non-workers and 6.6 percent are marginal workers. In Mizoram as a whole, cultivators and agricultural laborers constitute 24.72 percent of the total population (Census of India, 2011). The share of agriculture and allied activity in Gross State Domestic Product (GSDP) in 2016-17 is 30.01 percent (Statistical Handbook Mizoram, 2018). The percentage of non-workers in rural Mizoram is quite high. Even among the marginal workers and poor agriculturists of rural Mizoram, it is difficult to find productive work on a regular basis. As a result of this almost all rural households in Mizoram are willing to work at Rs.225 per day under the MGNREGS although the prevailing labor wage rate in Mizoram is Rs.300-350 a day for women and Rs.400-500 a day for men. At present the MGNREGS wage rate is Rs.225 in Mizoram. The performance of MGNREGS in relation to tribal women in Mizoram is explored by evaluating its performance and by doing a comparative study of pre MGNREGS period and post MGNREGS implementation period among women beneficiaries. Respondents are selected from women job card holders under MGNREGS. These respondents are women job card holders who has not availed any other wages under other State sponsored or Central sponsored employment schemes.

2.3.2 Objectives of the Study

1. To evaluate the performance of MGNREGS in Mizoram.
2. To study the awareness of the women beneficiaries about their rights and entitlements under the Act.
3. To analyze the effects on consumption patterns among the women beneficiaries.
4. To study the effects on savings and investments on further entrepreneurial activities among women beneficiaries.

5. To analyze the effects on enhancement of decision-making power inside the household and at community level for women beneficiaries.

2.3.3 Research Methodology

The study evaluates the performance of MGNREGS in relation to tribal women in Mizoram. At the time of starting this study, there are eight districts in Mizoram namely, Aizawl, Champhai, Kolasib, Lawngtlai, Lunglei, Mamit, Saiha and Serchhip. Mizoram Government created three new Districts in 2019, and there are now eleven functioning Districts in Mizoram. There are two blocks each in Kolasib district, Saiha district and Serchhip district, three blocks in Mamit district, four blocks each in Champhai district, Lawngtlai district and Lunglei district and five blocks in Aizawl district. The number of households having job cards in each eight districts (block-wise) as on 31st March 2013 is presented in Table 2.2

Table 2.2: District and Block-wise Number of Job cards as on 1st May, 2013

Sl. No	Blocks	No. Of Job cards (Male)	Percent	No. Of Jobcards (Female)	Percent	Total No. Of Jobcards	Districts
1.	Bilkhawthlir	16880	48.77	17728	51.23	34608	Kolasib
2.	Thingdawl	9732	48.71	10249	51.29	19981	
3.	Aibawk	6828	52.95	6068	47.05	12896	Aizawl
4.	Darlawn	12031	52.31	10970	47.69	23001	
5.	Phullen	5256	52.61	4735	47.39	9991	
6.	Thingsulthliah	12018	52.72	10779	47.28	22797	
7.	Tlangnuam	17321	70.9	7109	29.1	24430	
8.	Champhai	11991	52.01	11066	47.99	23057	Champhai
9.	Khawbung	7456	51.46	7033	48.54	14489	
10.	Khawzawl	10379	43.01	13752	56.99	24131	
11.	Ngopa	6105	54.38	5121	45.62	11226	Lawngtlai
12.	Bungtlang S	5245	54.02	4464	45.98	9709	
13.	Chawngte	12013	54.82	9901	45.18	21914	
14.	Lawngtlai	18237	51.82	16958	48.18	35195	
15.	Sangau	7938	51.87	7367	48.13	15305	82123

16.	Bunghmun	5013	55.9	3954	44.1	8967	Lunglei 100704
17.	Hnahthial	8954	50.22	8876	49.78	17832	
18.	Lunglei	25167	50.43	24741	49.57	49908	
19.	Lungsen	13903	57.94	10094	42.06	23997	
20.	Reiek	4878	50.72	4739	49.28	9617	Mamit 60891
21.	West Phaileng	14660	49.62	14885	50.38	29545	
22.	Zawnuam	11180	51.45	10549	48.55	21729	
23.	Saiha	10663	52.37	9697	47.63	20360	Saiha
24.	Tuipang	5753	49.89	5778	50.11	11531	31891
25.	East Lungdar	4984	49.51	5082	50.49	10066	Serchhip
26.	Serchhip	14777	49.26	15224	50.74	30001	40067

Source: Compiled from nrega website (nrega.nic.in) viewed on 1st May, 2013

2.3.4 Sampling

The sample is confined to women job card holders. The number of women job card holders in Mizoram as on 1st May 2013 was 2,56,919. The sample size for the study has been determined using the following formula:

Sample Size

$$\text{Sample Size} = \frac{Z^2 * (p) * (1-p)}{c^2}$$

Where:

Z=Z value (e.g. 1.96 for 95% confidence level); p = percentage picking a choice, expressed as decimal (.5 used for sample size needed); c = confidence interval, expressed as decimal(e.g. .04 = ±4); Correction for Finite Population

$$\text{New Sample Size} = \frac{\text{Sample Size}}{1 + \frac{\text{Sample Size} - 1}{\text{Population}}}$$

The above formula with 95% confidence level and 5% confidence interval for a population size of 2,56,919 suggests 386 respondents as sample.

The study uses multi-stage random sampling technique. In the first stage the study selects 50 percent, i.e. four out of eight districts in Mizoram, based on random sampling (lottery system). The four districts which came out are Aizawl district, Champhai district, Kolasib district and Saiha district.

In the second stage, the study selects one block from each of the four districts, based on random sampling (lottery system). The four blocks, one from each selected district, chosen on random basis are Aibawk from Aizawl district, Khawzawl from Champhai district, Thingdawl from Kolasib district and Saiha from Saiha district.

In the third stage, proportionate number of respondents is selected on random basis (lottery system). When a selected respondent is unavailable or not willing to respond, another name is drawn on random basis. The number of respondents for each of the four selected blocks from each of the four selected districts of Mizoram is decided in the same ratio of total number of job card holders in the concerned blocks, to give proportionate representation to each of the selected districts of the state. The sample distribution is presented in Table 2.3

Table 2.3: Distribution of sample respondents

Sl. No.	Selected District		Selected Block		Sample Size
	Name	No. Of Women Job Card Holders	Name	No of Women Job Card Holders	
1	Aizawl	39,661	Aibawk	6,068	59
2	Champhai	36,972	Khawzawl	13,752	133
3	Kolasib	27,977	Thingdawl	10,249	99
4	Saiha	15,475	Saiha	9,697	94
Total		1,20,085	Total	39,766	384

2.3.5 Data Collection and Analysis

Primary data is collected through structured schedules from women respondents in Mizoram who own a job card and enjoy at least 50 days employment under the MGNREGA. The respondents are selected from women job card holders who does not avail wages under any other state or central sponsored employment scheme. The schedule includes questions on demographic particulars, socio economic conditions, household relations, awareness level, savings, investment on entrepreneurial activities, decision making role inside the household and at community level, capabilities to fulfill personal choices for consumption of durables and non-durable items in pre-MGNREGS and post-MGNREGS implementation periods. The schedule is used to get information from women MGNREGS beneficiaries. Primary data is also collected through observation and informal interviews.

Secondary Data is collected from journals, annual reports, MGNREGS Management Information System Mizoram and other official reports. The data collected are analyzed using relevant statistical tools.

2.4. CHAPTERIZATION

The present study is presented in the following five chapters

Chapter 1: MGNREGA – An Overview

Chapter 2: Review of Literature & Methodology

Chapter 3: MGNREGA: Performance Overview of MGNREGA in Mizoram

Chapter 4: Data Analysis and Interpretation

Chapter 5: Summary of Findings, Conclusions and suggestions

Bibliography

Annexure

CHAPTER 3

PERFORMANCE OVERVIEW OF MGNREGA IN MIZORAM

Mizoram is situated in the southern-most corner of India's North Eastern region. Mizoram is alienated from the mainland because of bad transport infrastructure. The State is blessed with favorable climate and fertile soil yet the state has hardly any agricultural export. The reason for this is the popular practice of shifting cultivation, primitive farming practice and lack of irrigational facilities. Mizoram also does not have any big industries, agro-based or otherwise. It also lacks proper infrastructure and is therefore economically backward. The State generates hardly any revenue on its own. Mizoram therefore depends heavily on budget allocation from the central government. The sources of employment are government jobs, small businesses, crop cultivation and animal husbandry. Majority of the population is poor as many are engaged in low productive farm employment or are unemployed. 94.46 per cent of the total population of the state belongs to the Scheduled Tribe. The MGNREGS was implemented in Mizoram in 2006 in Siahia district and Lawngtlai district. It now covers all eight districts of Mizoram.

3.1 WORK COMPLETION RATE

Work completion rate is the amount of work finished against the amount of work approved in a Financial Year. The yearly work completion rate for all the districts from financial year 2015-16 to Financial Year 2018-19 are given below

Table 3.1: Work Completion Rate in Mizoram from Financial Year 2015-16 to 2018-19

Districts	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	Total
Aizawl	100	100	86.04	29.51	88.33
Champhai	100	100	99.27	53.39	91.43
Kolasib	100	99.86	99.4	73.56	95.79
Lawngtlai	100	92.53	95.58	18.36	91.23
Lunglei	100	100	97.25	73.56	94.37
Mamit	100	100	99.15	64.25	95.06
Siahia	99.97	100	95.6	53.53	91.31

Serchhip	100	99.79	93.97	58.27	89.09
Total	100	98.58	94.86	54.95	92.11

Source: Compiled from nrega Management Information System, Mizoram

As shown in the above table, the work completion rate for Aizawl District remain the same for Financial Year 2015-16 and 2016-17, but it declined in 2017-18 and further declined in 2018-19. Champhai District showed a very good work completion rate of 100 percent in the first two financial years observed, and an almost 100 percent completion rate in financial year 2017-18. But in 2018-19 work completion rate is 53.39 percent only. Kolasib District has a work completion rate of 100 percent in financial year 2015-16, but it declined steadily every year after that. Lawngtlai District has a work completion rate of 100 percent in 2015-16, it declined to 92.53 percent in 2016-17 but goes up to 95.58 percent in 2017-18 and then went down to 18.36 percent in 2018-19. Lunglei District has a work completion rate of 100 percent both in 2015-16 and 2017-18. This went down a little in 2017-18 and further declined in 2018-19. Mamit District showed the same trend as Lunglei District. Siaha district has a work completion rate of almost 100 percent in 2015-16 and 100 percent in 2016-17. But the rate declined in 2017-18, and decline still further in 2018-19. Serchhip. District has a completion rate of 100 percent in 2015-16, but completion rate went down a little in 2016 -17, 2017-18 and declined still further in 2018-19. The reason for the major dip in work completion rate for all districts in Financial Year 2018-19 is because this data was compiled in January of 2019, three months before the Financial year ends. So, there is a chance for higher work completion rate in all districts by the time the financial year ends. However, in all the financial years under observation by the researcher the work completion rate show decline almost every year in almost all the districts. Reasons for the fall in work completion rate are late release of funds, the type of works undertaken and decline in competencies or decline in interest/efficiency/commitment in various levels of the implementing agencies. The work completion rate is calculated from the number of works approved and started. In the four financial years under observation Kolasib District has the highest work completion rate while Aizawl district has the lowest work completion rate.

The category of works taken up is mostly divided into Natural Resources Management, Individual assets for vulnerable sections, Common Infrastructure for National Rural Livelihood Mission, compliant Self-Help Groups and Rural infrastructure. Usually, works done under Natural Resource Management has the highest percentage.

3.2 WOMEN PARTICIPATION

The MGNREGA's intended beneficiaries are the rural vulnerable sections. Not only is this section to be provided with 100 days job but they are to benefit from the works undertaken and completed. By December 2018, many households have benefitted from MGNREGA works through improving productivity of lands, construction of house, improving livelihoods, promotion of livestock, promotion of fisheries and development of wastelands and improvement of rural connectivity. In most Financial years, Women Participation Rate is below the national average of 45 percent, while household provided at least 100 days of employment is mostly Nil. Average wage per person days is Rs.224.6 in March 2017, which is above the National average. At the moment labor wage rate is Rs. 400-500 for men and labor rate for women is Rs.300-350.

The number of women workers (women person days) which is calculated from the total number of workers (total person days) from financial year 2014-15 onwards for Mizoram are given in the table below

Table 3.2: Percentage of women workers in Mizoram from Financial Year 2014-15 to 2018-19

Financial Year	Percentage of women workers
2014-15	40.37
2015-16	37.61
2016-17	35.26

2017-18	33.65
2018-19	35.59

Source: Compiled from nrega Management Information System, Mizoram

The number of women participants is above the suggested 33.33 percent in all Financial years under observation. However instead of rising, it declined from 2015-16 with a slight rise again in 2018-19. The reason for this could be because when it was first implemented because of the minimum wage level, unskilled male laborers viewed it more as women and youth and old people's area of employment. But slowly unskilled male workers of productive ages are shifting their opinion and are viewing it as a good source of alternative employment so more men are getting job cards which resulted in the decline in percentages of women workers. But this is just their observation and there is not enough research or evidence to support this observation. However, it is a good thing that women participation level is above one third of the total participants in all the financial years observed. It is however below the national average of 45 percent.

3.3 FUND SCENARIO

The total release of funds from the center, total expenditure and percentage of wage payments generated within 15 days from Financial Year 2014-15 are given in Table 3.3:

Table 3.3: Total release of funds from the Centre, total expenditure and percentage of wage payments generated within 15 days from Financial Year 2014-15 to 2018-19

Financial Year	Total Funds released from the centre (in Lakhs)	Total Expenditure (in Lakhs)	Percentage of wage payments generated within 15 days
2014-15	11141.23	111420.14	98.27
2015-16	28517.36	29858.82	73.2

2016-17	14451.26	14950.87	68.41
2017-18	20081.04	21227.97	10.01
2018-19	34319.81	39941.55	31.93

Source: Compiled from nrega Management Information System, Mizoram

There was a fear for cutting the amount of funds and even the discontinuation of the programme itself when there was a change in Government at the Centre. However, several researches have shown that the Act, despite all the leakages and room for improvement in implementation has done a lot of work and has given respite to lakhs of people in rural areas. The Act was not discontinued but the amount of funds released to Mizoram fell drastically in 2016-17. However, funds released from the Centre rose again, and the funds released in 2018-19 were the highest among all the financial years observed by the researcher. However, the payment of wages, which has to be generated within 15 days, was not generated in many cases, despite the large release of funds. Total expenditure also always exceeds total release of funds and the State has to bear these additional expenditures. The percentage of wages generated within 15 days was as much as 98.27 percent in 2014-15. But it showed a decline every year, with a slight improvement of 31.93 percent in 2018-19 compared to the dismal 10.01 percent of 2017-18. But 31.93 percent in 2018-19 is still a far cry from the 98.27 percent of 2014-15. Reasons for the fall in percentage of generation of wage payment within 15 days are late release of funds, leakages and decline in competencies or decline in interest, efficiency or commitment in various levels of the implementing agencies.

3.4 DISTRICT WISE PERFORMANCE UNDER MGNREGA

Mizoram is following district-wise approach to tackle issues under MGNREGA with district wise initiatives to address them.

3.4.1 Aizawl District

For the successful implementation of the MGNREGA Aizawl District has proposed the following initiatives

1. Awareness through IEC (Information Education and Communication) activities to create awareness among rural people and other stakeholders with special focus on MGNREGA workers . Facilitating dissemination of right based provisions of the Act to ensure that the workers know their right by applying for such employment as per their need. Key messages of MGNREGA identified and being put to use with focus on 100 days guarantee, individual works, timeline for allocation of work and entitlements like Unemployment allowance, compensation for delay in wages etc.
2. Interventions at interpersonal level is part of strategy to ensure that individuals convert their awareness into action, information gaps and has classified its targets
3. Strengthening Gram Shaba for demand for work etc.
4. The strategy also focuses on the convergence with other schemes and plan has already been formulated with eight departments namely fisheries, silkworm, horticulture, forest, drinking water, roadside plantation, ICDS (Integrated Child Development Services) and IWMP (Integrated Watershed Management Programme).
5. There is emphasis on Open Defecation Free (ODF) in a phased manner, completion of targets of AWCs (Anganwadi Centres), farm ponds and dug out ponds.
6. Apart from commitments and convergence with other schemes, the strategy aims to create public assets on water conservation and rural sanitation.
7. Effective monitoring mechanism at village level by constituting village employment council and Village Monitoring Committee constituting of representatives from Gram Panchayats, Non-Government Organizations and prominent citizens have been reconstituted to execute the works and to conduct social audit respectively.

- **Age wise distribution**

The age wise distribution is the distribution of beneficiaries into 6 age groups of 18-30, 31-40, 41-50,51-60,61-80 and Greater than 80 is given in Table 3.4.

Table 3.4: Agewise Distribution of persons employed under MGNREGA in Financial Year 2018-19 (Aizawl District)

Blocks	18-30 years	31-40 years	41-50 years	51-60 years	61-80 years	Greater than 80 years
Aibawk	4.14	25.82	19.76	17.85	25.13	7.31
Darlawn	4.51	13.7	12.69	10.21	13.5	2.66
Phullen	0.69	2.88	4.02	4.31	5.68	1.4
Thingsulthliah	2.06	8.07	8.81	7.57	7.17	1.04
Tlangnuam	0.96	4.77	4.91	3.75	3.67	0.65
Total	5.7	23.5	23.29	19.86	22.93	4.72

Source: Compiled from nrega Management Information System, Mizoram

The Age wise distribution, as can be seen from the above table is maximum in the age group 31-40 years in Aizawl District and minimum in the age group above 80 years of age. It is not surprising that for the financial year under observation by the researcher for age wise distribution of beneficiaries, the age group above 80 years has the least number of beneficiaries. It is more surprising and even sad and unsettling that people above the age of 80 still have to do manual labor for a minimum wage rate.

- **Works Completed under MGNREGA:** *Financial Years 2016-17, 2017-18 and 2018-19*

In this section, the total number of works completed, the total number of works suspended or in progress, the total number of works approved but not yet in progress and the total number of works proposed but not yet approved for three Financial Years 2016-17,2017-18 and 2018-19 in Aizawl District is given in table 3.5

Table 3.5: Total works completed from Financial Year 2016-17 to 2018-19 (Aizawl District)

Blocks	Completed			In progress/Suspended Work			Approved not in progress			Proposed not yet approved		
	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19
Aibawk	169	405	770	198	263	1	375	46	55	621	459	-
Darlawn	325	625	1318.5	98	306	0.03	492	122	0	633	499	-
Phullen	117	323	690	31	164	14	248	46	197	377	310	-
Thingsulthliah	596	426	1898.63	73	314	0	479	119	0	643	600	-
Tlangnuam	172	246	434	386	443	1	430	66	64	595	426	-
Total	1379	2024	784.21	786	1490	6.5	2024	396	0	2869	2294	-

Source: Compiled from nrega Management Information System, Mizoram

The total number of works completed is 1379 in 2016-17, 2024 in 2017-18, and 784.21 in 2018-19. These works are related to Bharat Nirman Rajiv Gandhi Sewa Kendra (BNRGSK), drought proofing, fisheries, flood control and protection, food grain, land development, micro irrigation works, playground, renovation of traditional water bodies, rural connectivity, rural drinking water, rural sanitation, water conservation and water harvesting and works on individual land. FY 2017-18, with 2024 works completed, has the highest number of Total Works Completed out of the three Financial Years. Depending on the type of works completed, a smaller number of works completed does not necessarily mean decrease in efficiency in performance, since there are major works and minor works.

- **Financial Performance under MGNREGA:** *Financial Years 2016-17, 2017-18 and 2018-19*

The total availability of funds for three consecutive financial years of 2016-17, 2017-18, 2018-19 as well as how the funds are utilized for wages and materials in the five Blocks under Aizawl District are given in table 3.6

Table 3.6: Blockwise Total Availability of funds and expenditure (Financial Year 2016-17 to 2018-19 in Aizawl District)

Block		Release of current Year	Total availability of funds	Actual Expenditure on unskilled Wage	Actual expenditure on semi-skilled and skilled wage	Actual expenditure on material
Aibawk	2016-17	338.95	338.91	309.13	11.26	16.4
	2017-18	108.89	495	391.19	20.19	83.51
	2018-19	-	1337.32	1206.73	18.14	77.24
Darlawn	2016-17	589.4	573.29	521.74	20.17	27.38
	2017-18	74	634.74	565.74	13.62	55.38
	2018-19	-	1953.24	1823.06	15.18	52.51
Phullen	2016-17	245.12	241.69	215.82	13.62	10.25
	2017-18	41.06	297.1	256.04	10.78	30.28
	2018-19	-	807.83	738.32	12.1	32.06
Thingsulthliah	2016-17	528.3	475.07	407.45	20.42	43.19
	2017-18	54.91	711.46	657.05	9.74	44.67
	2018-19	-	2266.32	2078.17	26.87	111.47
Tlangnuam	2016-17	482.87	446.59	406.3	10.87	28.43
	2017-18	98.28	566.27	466.49	15.25	83.3
	2018-19	-	1431.4	1331.14	12.52	48.36

Source: Compiled from nrega Management Information System, Mizoram

The percentage of funds spent on unskilled wages is always above 80percent for each Financial Year in each Block and the percentage of funds spent on semi-skilled and skilled wages is lowest always and below 6 percent of the total availability of funds always for each Block for each Financial Year and percentage on materials is always below 17 percent of the total availability of funds for each Block for each Financial Year with only 2.6 percent of total funds used in 2018-19 in Darlawn Block, which is the lowest percent used on materials for this District in the three Financial Years. The

percentage on skilled wages is least for each block except Phullen where the percentage of funds spent on material is least in Financial Year 2016-17.

The ratio of wage costs to material cost should be no less than the minimum norm of 60: 40 stipulated in the Act. In this District the cost of materials is not high and more than 80percent are spend on wage cost. The total availability of funds is maximum for Darlawn Block in 2016-17 and minimum for Phullen block. In the 2017-18 Financial Year it is maximum for Thingsulthliah Block and minimum for Phullen Block. In 2018-19, the total availability of funds is maximum in Thingsulthliah Block, and minimum in Phullen Block.

Table 3.7: Availability of funds and expenditure (Financial Year 2016-17 to 2018-19 in Aizawl District)

Financial Years	Total Availability of funds	Expenditure on unskilled wage	Expenditure on semi-skilled and skilled wage	Expenditure on material
2016-17	2075.5	1860.44	76.35	125.64
2017-18	2267.91	1951.41	55.69	251.43
2018-19	7796.11	7117.42	68.81	321.64

Source: Compiled from nrega Management Information System, Mizoram

The total availability of funds in the three years is highest in 2018-19 and it increases every year in the three years with a huge rise in 2018-19. The percentage of funds used in unskilled wages is always highest in each three years and the percentage of funds used in material always comes next with percentage used on unskilled wages being the least for each three financial years. Expenditure on unskilled wages and expenditure on material increases every year while expenditure on semi-skilled and skilled wages decreases in 2017-18 from 2016-17. However, expenditure on material rises in 2018-19 from 2017-18 but it is still lower than 2016-17.

- **Women Participation Rate:** *Financial Years 2016-17, 2017-18 and 2018-19*

Women Participation Rate is the number of women provided with employment versus the total number of households provided with employment

Table 3.8 Women Participation Rate (Financial Year 2016-17 to 2018-19 in Aizawl District)

Financial Years	2016-17		2017-18		2018-19	
	Total	Female	Total	Female	Total	Female
Aibawk	4546	881	4597	898	4198	809
Darlawm	6899	1499	6895	1545	6816	1531
Phullen	2794	561	2804	575	2791	577
Thingsulthliah	8096	3961	7841	2158	7686	2121
Tlangnuam	8222	1900	5182	1887	5073	1842
Total	27557	8802	27319	7063	26564	6880

Source: Compiled from nrega Management Information System, Mizoram

Women Participation Rate for Financial Year 2016-17 is 31.94 percent, Financial Year 2017-18 is 26.58 percent and for Financial Year 2018-19 is 25.89 percent. This percentage is all below the National average of 45 percent and is even below the state average for five financial years, which is 36.50 percent. So, the performance of Aizawl district with regards to women participation rate is pretty bleak. Awareness should be created and steps should be taken to improve the women participation rate.

3.4.2 Kolasib District

For the successful implementation of the MGNREGA Kolasib District has proposed the following initiatives

1. Beautification of Villages: Several works in the district have been implemented in such a way that not only suffice to the needs of the people but also presented in such a way that they are eye catching and beautify the neighborhood in which they are located. The initiatives do not entail extra expense.

2. Initiatives on sanitation: Most villages in Kolasib district do not have proper garbage disposal system. A new initiative was thus introduced in several selected villages of Bilkhawthlir block wherein each household was made to dig pits within their own backyard to dispose garbage. The pits are provided with proper coverings from MGNREGA fund.
3. Work on individual Lands: There is this traditional practice within the Mizo society wherein neighbors within a village community help out each other on their respective farmlands. This is called ‘In Lawm’. This beautiful practice has been incorporated on MGNREGA works. Households whose farmlands fall within a common geographical cluster are formed into groups and the members of the group undertake several works on an individual’s farmland. The collective efforts of the group prove to be very helpful for all the members within the cluster area.

- **Age wise distribution**

The age wise distribution is the distribution of beneficiaries into 6 age groups of 18-30, 31-40, 41-50, 51-60, 61-80 and Greater than 80.

Table 3.9: Age wise distribution of persons employed under MGNREGA in Financial Year 2018-19 (Kolasib District)

Block	18-30 years	31-40 years	41-50 years	51-60 years	61-80 years	Greater than 80 years
Bilkhawthlir	8.33	29.23	41.38	12.25	8.33	0.48
Thingdawl	2.56	8.15	8.2	6.69	6.91	0.98
Total	8.1	27.58	35.72	14.85	12.45	1.3

Source: Compiled from nrega Management Information System, Mizoram

There is highest percentage of workers in the age group of 41-50 years and the least percentage of workers in the ‘above 80 age group’. It is depressing to find manual workers above the age of 80 years as shown in this data. This clearly underlines the miserable and vulnerable situation of the rural poor. As found in Aizawl district,

Kolasib District too has the highest percentage of beneficiaries in the vibrant productive age group.

- **Works Completed under MGNREGA: Financial Years 2016-17, 2017-18 and 2018-19**

In this section, the total number of works completed, the total number of works suspended or in progress, the total number of works approved but not yet in progress and the total number of works proposed but not yet approved for three Financial Years 2016-17, 2017-18 and 2018-19 in Kolasib District is given table 3.10.

Table 3.10: Total works completed (Financial Year 2016-17 to 2018-19 in Kolasib District)

Blocks	Completed			In progress/Suspended Work			Approved not in progress			Proposed not yet approved		
	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19
Bilkhawthlir	380	451	617	154	167	260	1196	1520	1736	48	-	-
Thingdawl	361	375	605	194	188	98	1001	1243	1309	82	-	-
Total	741	826	1222	348	355	358	2197	2763	3045	130	-	-

Source: Compiled from nrega Management Information System, Mizoram

These works are related to Bharat Nirman Rajiv Gandhi Sewa Kendra, drought proofing, fisheries, flood control and protection, food grain, land development, micro irrigation works, playground, renovation of traditional water bodies, rural connectivity, rural drinking water, rural sanitation, water conservation and water harvesting and works on individual land. The total works completed is highest in Financial Year 2018-19. And total work in progress is also highest in Financial Year 2018-19. In each three Financial Years, the total works completed in Bilkhawthlir Block is always more than Thingdawl Block.

It should be noted that number of works completed in each block is not an accurate measure of efficiency. This is because a single work can take up a lot of funds because of the magnitude of that single work as the works done are quite diverse. Having said that the works completed and rural infrastructure build under this Act under the guidance of Block Development Officers is visited and the progress made is remarkable.

- **Financial Performance under MGNREGA: Financial Years 2016-17, 2017-18 and 2018-19**

The total availability of funds for three consecutive financial years of 2016-17, 2017-18, 2018-19 as well as how the funds are utilized for wages and materials in the two Blocks under Kolasib District are given in table 3.11

Table 3.11: Blockwise Total Availability of funds and expenditure (Financial Year 2016-17 to 2018-19 in Kolasib District)

Block		Release of current Year	Total availability of funds	Actual Expenditure on unskilled Wage	Actual expenditure on semi-skilled and skilled wage	Actual expenditure on material
Bilkhawthlir	2016-17	1163.53	1003.77	880.36	1.66	121.75
	2017-18	231	1434.33	1205.39	17.2	211.14
	2018-19	-	2980.72	2723.49	38.15	159.57
Thingdawl	2016-17	517.66	464.8	409.02	0.4	55.39
	2017-18	76.5	642.94	567.6	1.23	74.11
	2018-19	-	1414.26	1304.74	19.94	49.92

Source: Compiled from nrega Management Information System, Mizoram

The percentage of funds used for unskilled wages is highest in each Block, the percentage of funds used on material comes second in each Block and the percentage on skilled wages is least on skilled wages for each Block. The percentage of funds spent on unskilled wages is always above 80 percent for each Financial Years in each Block and the percentage of funds spent on semi-skilled and skilled wages is lowest always and below 2 percent of the total availability of funds always for each Block for each Financial Year and percentage on materials is always below 14 percent of the total availability of funds for each Block for each Financial Year with only 3.5 percent of total funds used in 2018-19 in Thingdawl Block, which is the lowest percent used on materials for this District in the three Financial Years. The ratio of wage costs to material cost should be no less than the minimum norm of 60: 40 stipulated in the Act. In this District the cost of materials is not high and more than 80 percent are spent on wage cost. The total availability of funds is more for Bilkhawthlir Block and less for Thingdawl block.

Table 3.12: Total availability of funds and expenditure (Financial Year 2016-17 to 2018-19 in Kolasib District)

Financial Year	Total Availability of funds	Expenditure on unskilled wage	Expenditure on semi-skilled and skilled wage	Expenditure on material
2016-17	1468.57	1289.38	2.06	177.13
2017-18	1485.89	1326.52	0.92	124.3
2018-19	4394.98	4028.23	58.09	209.49

Source: Compiled from nrega Management Information System, Mizoram

The total availability of funds in the three years has a major increase in 2018-19. The percentage of funds used in unskilled wages is always highest in each three years and the percentage of funds used in material always comes next with percentage used on unskilled wages being the least for each three financial years.

- **Women Participation Rate: Financial Years 2016-17, 2017-18 and 2018-19**

Women Participation Rate is the number of women provided with employment versus the total number of households provided with employment

Table 3.13 Women Participation Rate (Financial Year 2016-17 to 2018-19 in Kolasib District)

Financial Years	2016-17		2017-18		2018-19	
	Total	Female	Total	Female	Total	Female
Bilkhawthlir	12356	7319	12552	5731	12525	5702
Thingdawl	5940	4190	6074	2466	5906	2347
Total	18296	11509	18626	8197	18431	8049

Source: Compiled from nrega Management Information System, Mizoram

Women Participation Rate in Financial Year 2016-17 is 62.9 percent, in Financial Year 2017-18 it is 44 percent and in Financial Year 2018-19 it is 43.67 percent. It is noteworthy that women participation rate for this district in 2016-17 is far above the National average of 45 percent, and that even in the other financial years women participation rate is above the five years state average of 36.50 percent. So Kolasib District has done pretty well in women participation rate and this achievement is quite commendable.

3.4.3 Siaha District

- **Age wise distribution**

The age wise distribution is the distribution of beneficiaries into 6 age groups of 18-30, 31-40, 41-50, 51-60, 61-80 and Greater than 80.

Table 3.14: Agewise Distribution of persons employed under MGNREGA in Financial Year 2018-19 (Siaha District)

Block	18-30 years	31-40 years	41-50 years	51-60 years	61-80 years	Greater than 80 years

Siaha	3.58	22.93	30.63	21.58	19.41	1.87
Tuipang	1.46	6.42	9.15	7.86	7.75	0.18
Total	3.87	21.82	29.73	22.36	20.79	1.43

Source: Compiled from nrega Management Information System, Mizoram

The number of laborers is highest in the age group of 41-50 years in Siaha District for Financial Year 2018-16. It is lowest for the 'above 80' age group. Awareness should be created that MGNREGA Mizoram data showed there are still manual workers above the age of 80 and steps should be taken to improve the conditions of these poor and old rural people by the state as well as the center so that they no longer have to do manual labors at minimum wage rate.

- **Works Completed under MGNREGA: Financial Years 2016-17, 2017-18 and 2018-19**

In this section, the total number of works completed, the total number of works suspended or in progress, the total number of works approved but not yet in progress and the total number of works proposed but not yet approved for three Financial Years 2016-17,2017-18 and 2018-19 in Siaha District is given in table 3.15.

Table 3.15: Total works completed (Financial 2016-17 to 2018-19 in Siaha District)

Blocks	Completed			In progress/Suspended Work			Approved not in progress			Proposed not yet approved		
	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19
Siaha	283	-	981	289	-	30	233	-	421	2294	-	-
Tuipang	134	-	612	273	-	75	323	-	499	1124	-	-
Total	417	-	1593	562	-	105	556	-	920	3418	-	-

Source: Compiled from nrega Management Information System, Mizoram

The data available for Siaha district on nrega MIS during FY 2016-17 to 2018-19 is given in table 3.15. According to data available, the total number of works completed for Siaha block is more than Tuipang Block. These works are related to Bharat Nirman Rajiv Gandhi Sewa Kendra, drought proofing, fisheries, flood control and protection, food grain, land development, micro irrigation works, playground, renovation of traditional water bodies, rural connectivity, rural drinking water, rural sanitation, water conservation and water harvesting and works on individual land.

- **Financial Performance under MGNREGA: Financial Years 2016-17, 2017-18 and 2018-19**

The total availability of funds for three consecutive financial years of 2016-17, 2017-18, 2018-19 as well as how the funds are utilized for wages and materials in the three Blocks under Siaha District are given in table 3.16.

Table 3.16: Blockwise Total Availability of funds and expenditure (Financial 2016-17 to 2018-19 in Siaha District)

Block		Release of current Year	Total availability of funds	Actual Expenditure on unskilled Wage	Actual expenditure on semi-skilled and skilled wage	Actual expenditure on material
Siaha	2016-17	859.55	807.3	715.04	8.75	82.94
	2017-18	63	744.37	681.37	6.25	60.15
	2018-19	-	2342.4	2115	42.34	113.03
Tuipang	2016-17	431.97	330.71	294.24	0	20.59
	2017-18	31.2	349.13	319.98	1.52	30.78
	2018-19	-	1119.58	997.9	7.01	52.9

Source: Compiled from nrega Management Information System, Mizoram

The percentage of funds used for unskilled wages is highest in each Block, the percentage of funds used on material comes second in each Block and the percentage on skilled wages is least on skilled wages for each block. The percentage of funds spent on unskilled wages is always above 88percent for each Financial Years in each Block and the percentage of funds spend on semi-skilled and skilled wages is minimum always and below 2 percent of the total availability of funds always for each Block for each Financial Year and percentage on materials is always below 11 percent of the total availability of funds for each Block for each Financial Year with only 4.7 percent of total funds used in 2018-19 in Tuipang Block, which is the lowest percent used on materials for this District in the three Financial Years. The ratio of wage costs to material cost should be no less than the minimum norm of 60: 40 stipulated in the Act. In this District the cost of materials is not high and more than 88percent are spend on wage cost. The total availability of funds is more for Siaha Block and less for Tuipang block in all the three Financial Years.

- **Financial Performance under MGNREGA: Financial Years 2016-17, 2017-18 and 2018-19**

The total availability of funds for three consecutive financial years of 2016-17, 2017-18, 2018-19 as well as how the funds are utilized for wages and materials in the three Blocks under Siaha District are given in table 3.17.

Table 3.17: Total availability of funds and expenditure (Financial 2016-17 to 2018-19 in Siaha District)

Financial Year	Total Availability of funds	Expenditure on unskilled wage	Expenditure on semi-skilled and skilled wage	Expenditure on material
2016-17	1138.01	1009.2	8.75	103.54
2017-18	1093.49	1001.34	7.77	90.93
2018-19	3461.98	3112.9	49.35	165.93

Source: Compiled from nrega Management Information System, Mizoram

The total availability of funds in the three years has a major increase in 2018-19. However, it dropped slightly in 2017-18 from 2016-17. Although the release of funds from the Centre increased in 2017-18, availability of funds for this district decreased a little in 2017-18. The percentage of funds used in unskilled wages is always highest in each three years and the percentage of funds used in material always comes next with percentage used on unskilled wages being the least for each three financial years.

- **Women Participation Rate: Financial Years 2016-17, 2017-18 and 2018-19**

Women Participation Rate is the number of women provided with employment versus the total number of households provided with employment.

Table 3.18 Women Participation Rate (Financial 2016-17 to 2018-19 in Siaha District)

Financial Years	2016-17		2017-18		2018-19	
	Total	Female	Total	Female	Total	Female
Siaha	9447	2828	9843	4628	8932	2736
Tuipang	4584	1252	4679	2016	4400	1231
Total	14031	4080	14522	6644	13332	3976

Source: Compiled from nrega Management Information System, Mizoram

Women Participation Rate in Financial Year 2016-17 is 29.07 percent, in Financial Year 2017-18 is 45.75 percent, in Financial Year 2018-19 is 29.82 percent. Thus the average of women participation rate for this District for these three years is 34.88 percent which is below the National average of 45 percent and the 5 years state average of 36.50 percent. Steps therefore should be taken to increase women beneficiaries in the District.

3.4.4 Champhai District

The initiatives of Champhai District are

1. Works on construction of water harvesting structure
 2. Works on land development and construction of irrigation canal:
Stress on land development works and construction of irrigation canals in individual and other lands. The MGNREGA workers are also guided to take more of such works so as to uplift their livelihood.
 3. Introduction of convergence with other line departments like fisheries, horticulture, AH & Vety, Sericulture Departments etc. Training has been organized in different fields. Under convergence fish ponds were constructed and developed; horticultural land was developed; rearing of silkworm and cattle was also developed by raising mulberry plantation, cluster fencing and construction of rest shed (feeding place) for mithun.
- **Age wise distribution**
The age wise distribution is the distribution of beneficiaries into 6 age groups of 18-30, 31-40, 41-50, 51-60, 61-80 and Greater than 80.

Table 3.19: Agewise distribution of persons employed under MGNREGA in Financial Year 2018-19 (in Champhai District)

Blocks	18-30 years	31-40 years	41-50 years	51-60 years	61-80 years	Above 80 years
Champhai	1.88	33.99	31.81	17.22	13.53	1.58
Khawbung	1.63	7.5	7.23	5.76	6.45	0.83
Khawzawl	2.05	8.35	10.77	6.29	6.09	0.66
Ngopa	0.54	3.23	3.98	3.19	2.98	0.31
Total	3.97	28.16	29.96	18.7	17.23	1.98

Source: Compiled from nrega Management Information System, Mizoram

The number of workers is highest in the 41-50 age group for this Financial Year for this District. Like the other districts before, the number of workers in ‘above 80’ age group is minimum. As suggested before, one of the relevant finding of this research is the presence of people above the age of 80 having to do manual work in the minimum wage rate. This showed how vulnerable rural poor still are even in their old age and poses the very important question of how to solve this problem.

- **Works Completed under MGNREGA:** *Financial Years 2016-17, 2017-18 and 2018-19*

In this section, the total number of works completed, the total number of works suspended or in progress, the total number of works approved but not yet in progress and the total number of works proposed but not yet approved for three Financial Years 2016-17,2017-18 and 2018-19 in Champhai District is given in table 3.20.

Table 3.20: Total works completed (Financial 2016-17 to 2018-19 in Champhai District)

Blocks	Completed			In progress/Suspended Work			Approved not in progress			Proposed not yet approved		
	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19
Champhai	196	464	693	106	12	17	457	262	422	50	-	-
Khawbung	213	186	301	121	78	26	340	254	283	10	-	-
Khawzawl	351	315	601	295	172	1	487	260	566	40	-	-
Ngopa	95	161	216	154	53	24	142	40	93	0	-	-
Total	855	1127	1811	676	315	68	1426	816	1364	100	-	-

Source: Compiled from nrega Management Information System, Mizoram

The total works approved is highest in 2018-19. In 2016-17, highest number of works is completed in Khawzawl Block and lowest number of works is completed in Ngopa Block. In Financial Year 2017-18 Champhai Block has the highest number of works completed while the number of works is completed is least in Phullen Block. For 2018-19, highest number of works is completed in Champhai Block and lowest number of works is completed in Khawbung Block. Highest and lowest number of works cannot however serve as an accurate measure of efficiency as the type of works done is diverse and the sizes and number of workers and availability of funds differ in each Block and in each Financial Year. These works are mostly related to Bharat Nirman Rajiv Gandhi Sewa Kendra, drought proofing, fisheries, flood control and protection, food grain, land development, micro irrigation works, playground, renovation of traditional water bodies, rural connectivity, rural drinking water, rural sanitation, water conservation and water harvesting and works on individual land.

- **Financial Performance under MGNREGA: Financial Years 2016-17, 2017-18 and 2018-19**

The total availability of funds for three consecutive financial years of 2016-17, 2017-18, 2018-19 as well as how the funds are utilized for wages and materials in the four Blocks under Champhai District are given in table 3.21.

Table 3.21: Blockwise Total Availability of funds and expenditure (Financial 2016-17 to 2018-19 in Champhai District)

Block		Release of current Year	Total availability of funds	Actual Expenditure on unskilled Wage	Actual expenditure on semi-skilled and skilled wage	Actual expenditure on material
Champhai	2016-17	740.13	740.13	631.13	13.78	79.37
	2017-18	142.78	1182.06	1039.05	20.86	95
	2018-19		2627.39	2406.18	6.57	168.58

Khawbung	2016-17	394.86	394.86	329.44	4.36	37.34
	2017-18	102.93	545.21	442.28	14.2	67.1
	2018-19	-	1246.52	1143.84	3.44	53.76
Khawzawl	2016-17	759.67	759.67	672.34	9.32	53.47
	2017-18	129.65	866.83	737.16	12.45	88.94
	2018-19	-	2346.21	2207.25	12.8	74.49
Ngopa	2016-17	378.61	378.61	196.739	5.99	23.36
	2017-18	84.65	452.44	367.43	16.43	52.03
	2018-19	-	1036.7	946.56	1.53	65.25

Source: Compiled from nrega Management Information System, Mizoram

The percentage of funds spent on unskilled wages is always above 80 percent for each Financial Years in each Block and the percentage of funds spent on semi-skilled and skilled wages is lowest always and below 4percent of the total availability of funds always for each Block for each Financial Year and percentage on materials is always below 13 percent of the total availability of funds for each Block for each Financial Year with only 3.1 percent of total funds used in 2018-19 in Khawzawl Block, which is the lowest percent used on materials for this District in the three Financial Years. The ratio of wage costs to material cost should be no less than the minimum norm of 60: 40 stipulated in the Act. In this District the cost of materials is not high and more than 80 percent are spend on wage cost. For each Block the total availability of funds increases in each three Financial Years observed and become maximum in 2018-19. Funds Availability is maximum in Khawzawl Block in Financial Year 2016-17, but maximum in Champhai Block for the next two Financial Years. Fund availability is minimum in Ngopa Block in financial Year 2016-17, 2017-18 and 2018-19. The fund utilization percentage is maximum for each Block for unskilled wages and minimum for each Block for skilled wages and expenditure on Materials coming in the middle.

Table 3.22: Total availability of funds and expenditure (Financial 2016-17 to 2018-19 in Champhai District)

Financial Years	Total Availability of funds	Expenditure on unskilled wage	Expenditure on semi-skilled and skilled wage	Expenditure on material
2016-17	2273.27	1967.39	33.45	193.54
2017-18	2036.87	1708.75	51.59	206.9
2018-19	7256.82	6703.83	24.34	362.08

Source: Compiled from nrega Management Information System, Mizoram

The total availability of funds in the three years is maximum in 2018-19, with a drop in 2017-18 from 2016-17. The drop in availability of fund in 2016-17 in this district is due to the drop in the amount of fund released from the Centre. However, the total availability of fund still declined in 2017-18 in this District despite the increase in the amount of funds released from the Centre. The percentage of funds used in unskilled wages is always highest in each three years and the percentage of funds used in material always comes next with percentage used on unskilled wages being the least for each three financial years.

- **Women Participation Rate:** *Financial Years 2016-17, 2017-18 and 2018-19*

Women Participation Rate is the number of women provided with employment versus the total number of households provided with employment.

Table 3.23 Women Participation Rate (Financial 2016-17 to 2018-19 in Champhai District)

Financial Years	2016-17		2017-18		2018-19	
	Total	Female	Total	Female	Total	Female
Champhai	11482	4189	11888	4802	11479	4406
Khawbung	4988	3497	5006	1377	4841	1322
Khawzawl	8144	3347	8170	3520	8116	3478
Ngopa	4150	4032	4134	4027	4028	1766

Total	28764	15065	29198	13726	28464	10972
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Source: Compiled from nrega Management Information System, Mizoram

Women participation rate for Financial Year 2016-17 is 52 percent, for Financial Year 2017-18 is 47.01 percent, and for Financial Year 2018-19 is 38.55 percent. It is a commendable achievement for this District that the three years average for women participation rate is 45.85 percent. The district had done better in terms of women participation rate than the National average and the five years state average.

3.4.5 Lawngtlai District

- **Age wise distribution**

The age wise distribution is the distribution of beneficiaries into 6 age groups of 18-30, 31-40, 41-50, 51-60, 61-80 and Greater than 80.

Table 3.24: Agewise Distribution of persons employed under MGNREGA in Financial Year 2018-19 (in Lawngtlai District)

Blocks	18-30 years	31-40 years	41-50 years	51-60 years	61-80 years	Greater than 80 years
Bungtlang S	5.72	35.07	34.83	14.18	9.29	0.91
Chawngte	5.91	24.85	26.01	8.48	6.08	0.59
Lawngtlai	3.31	15.22	13.13	9.61	6.14	0.57
Sangau	0.62	4.74	6.76	1.58	1.28	0.11
Total	6.75	32.99	33.72	15.24	10.33	0.97

Source: Compiled from nrega Management Information System, Mizoram

- **Works Completed under MGNREGA: Financial Years 2016-17, 2017-18 and 2018-19**

In this section, the total number of works completed, the total number of works suspended or in progress, the total number of works approved but not yet in progress and the total number of works proposed but not yet approved for three Financial Years 2016-17, 2017-18 and 2018-19 in Lawngtlai District is given in table 3.25.

Table 3.25: Total works completed (Financial Year 2016-17 to 2018-19 in Lawngtlai District)

Blocks	Completed			In progress/Suspended Work			Approved not in progress			Proposed not yet approved		
	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19
Bungtlang S	172	167	389	138	286	98	172	286	224	5	107	-
Chawngte	331	403	637	383	247	147	268	247	332	8	301	-
Lawngtlai	691	272	550	226	268	239	752	268	569	9	218	-
Sangau	136	131	405	115	81	114	130	81	130	0	26	-
Total	1330	973	1981	862	882	598	1322	882	1255	22	652	-

Source: Compiled from nrega Management Information System, Mizoram

Overall, the highest number of works is completed in 2018-19, while highest completion of work is seen in Chawngte Block in FY 2018-19 and 2017-18. In 2016-17, highest number of works is completed in Lawngtlai Block. Lowest number of works is completed in Sangau Block for 2016-17 and 2017-18 but works completed rose for this block in 2018-19 and Bungtlang South has lowest number of works

completed in 2018-19. These works are related to Bharat Nirman Rajiv Gandhi Sewa Kendra, drought proofing, fisheries, flood control and protection, food grain, land development, micro irrigation works, playground, renovation of traditional water bodies, rural connectivity, rural drinking water, rural sanitation, water conservation and water harvesting and works on individual land.

- **Financial Performance under MGNREGA: Financial Years 2016-17, 2017-18 and 2018-19**

The total availability of funds for three consecutive financial years of 2016-17, 2017-18, 2018-19 as well as how the funds are utilized for wages and materials in the four Blocks under Lawngtlai District are given below in table 3.26.

Table 3.26: Blockwise Total Availability of funds and expenditure (Financial Year 2016-17 to 2018-19 in Lawngtlai District)

Block		Release of current Year	Total availability of funds	Actual Expenditure on unskilled Wage	Actual expenditure on semi-skilled and skilled wage	Actual expenditure on material
S	2016-17	304.13	304.13	264.77	0.91	22.33
	2017-18	92.51	473.74	381.19	0	62.14
	2018-19	-	1225.48	1120.59	2.34	53.58
Chawngte	2016-17	735.72	735.72	626.43	0	71.95
	2017-18	173.22	1102.13	928.91	0	115.48
	2018-19	-	2882.36	2647.93	4.41	131.62
Lawngtlai	2016-17	765.04	765.04	650.92	0	76.16
	2017-18	173.86	1109.8	935.77	1.91	128.99
	2018-19	-	3057.21	2852.77	4.38	122.44

Sangau	2016-17	347.11	347.11	262.94	0	69.9
	2017-18	85.02	476.8	391.78	0	58.24
	2018-19	-	1258.94	1156.62	2.25	62.81

Source: Compiled from nrega Management Information System, Mizoram

The percentage of funds spent on unskilled wages is always above 75 percent for each Financial Years in each Block and the percentage of funds spend on semi-skilled and skilled wages is lowest always and below 1 percent of the total availability of funds always for each Block for each Financial Year and percentage on materials is always below 14 percent of the total availability of funds for each Block for each Financial Year with only 4 percent of total funds used in 2018-19 in Lawngtlai Block, which is the lowest percent used on materials for this District in the three Financial Years. The total expenditure on unskilled wage is always highest for each Block for each financial year. The total expenditure on semi-skilled and skilled wage is always the lowest, while the expenditure on material always fall in the middle. The ratio of wage costs to material cost should be no less than the minimum norm of 60: 40 stipulated in the Act. In this District the cost of materials is not high and more than 70 percent are spent on wage cost. Among the blocks in this district, for FY 2016-17, the total availability of funds is highest for Lawngtlai Block, and lowest for Bungtlang S Block. For 2017-18, the total availability of funds is again highest for Lawngtlai Block and lowest again for Bungtlang S and in Financial Year 2018-19, the total availability of funds is highest for Lawngtlai Block and lowest for Bungtlang S.

Table 3.27: Total availability of funds and expenditure (Financial Year 2016-17 to 2018-19 in Lawngtlai District)

Financial Year	Total Availability of funds	Expenditure on unskilled wage	Expenditure on semi-skilled and skilled wage	Expenditure on material
2016-17	2152	1805.06	0.91	240.34

2017-18	2291.21	2007.96	0	142.22
2018-19	8423.99	7777.91	13.38	370.45

Source: Compiled from nrega Management Information System, Mizoram

The total availability of funds in the three years is highest in 2018-19 and lowest in 2016-17. The percentage of funds used in unskilled wages is always highest in each three years and the percentage of funds used in material always comes next with percentage used on unskilled wages being the least for each three financial years.

- **Women Participation Rate: Financial Years 2016-17, 2017-18 and 2018-19**

Women Participation Rate is the number of women provided with employment versus the total number of households provided with employment

Table 3.28 Women Participation Rate (Financial Year 2016-17 to 2018-19 in Lawngtlai District)

Financial Years	2016-17		2017-18		2018-19	
	Total	Female	Total	Female	Total	Female
Bungtlang	4169	1335	4240	994	4215	987
Chawngte	10252	5384	10428	4841	9141	2197
Lawngtlai	10568	7064	10592	5325	10581	3213
Sangau	4630	2676	4356	1284	4458	1431
Total	29619	16459	29616	12444	28395	7828

Source: Compiled from nrega Management Information System, Mizoram

Women Participation Rate for Financial Year 2016-17 is 55.56 percent, for Financial Year 2017-18 is 42 percent, for Financial Year 2018-19 is 27.56 percent. It is discouraging to see that despite good achievements in terms of women participation rate in 2016-17 and 2017-18, performance fell drastically in 2018-19 in this district. Steps should be taken to keep up the previous years' performances so that women participation rate will continually move towards a positive progressive trajectory.

3.4.6 Serchhip District

- **Age wise distribution**

The age wise distribution is the distribution of beneficiaries into 6 age groups of 18-30, 31-40, 41-50, 51-60, 61-80 and Greater than 80.

Table 3.29: Agewise Distribution of persons employed under MGNREGA in Financial Year 2018-19 (in Serchhip District)

Block	18-30 years	31-40 years	41-50 years	51-60 years	61-80 years	Greater than 80 years
East Lungdar	3.76	18.4	22.71	20.63	27.79	6.72
Serchhip	3.92	15.93	16.97	15.08	20.37	4.49
Total	4.79	20.2	22.25	19.88	26.83	6.05

Source: Compiled from nrega Management Information System, Mizoram

The number of workers is highest in the 61-80 age group for Financial Year for this District. Like the other districts before, the number of workers in ‘above 80’ age group is lowest compared to the other age groups. It is extremely distressing to find that the highest percentage of workers is in 61-80 for this Financial Year. In Government jobs 60 years is the superannuation pension age and to find that in our villages so many people over 60 still have to do manual labor at minimum wage rate shows a dismal situation in terms of how we are taking care of our senior citizens.

- **Works Completed under MGNREGA:** *Financial Years 2016-17, 2017-18 and 2018-19*

In this section, the total number of works completed, the total number of works suspended or in progress, the total number of works approved but not yet in progress and the total number of works proposed but not yet approved for three Financial Years 2016-17, 2017-18 and 2018-19 in Serchhip District is given in table 3.30.

Table 3.30: Total works completed (Financial Year 2016-17 to 2018-19 in Serchhip District)

Blocks	Completed			In progress/Suspended Work			Approved not in progress			Proposed not yet approved		
	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19
East Lungdar	213	169	323	140	82	4	166	21	30	413	-	-
Serchhip	231	613	1151	402	318	18	392	91	143	1285	-	-
Total	444	782	1474	542	400	22	558	1123	173	1698	-	-

Source: Compiled from nrega Management Information System, Mizoram

The total number of works completed is highest in 2018-19, and lowest in 2016-17. For Each Financial Year Serchhip Block completed a greater number of works and East Lungdar completed a smaller number of works.

- **Financial Performance under MGNREGA: Financial Years 2016-17, 2017-18 and 2018-19**

The total availability of funds for three consecutive financial years of 2016-17, 2017-18, 2018-19 as well as how the funds are utilized for wages and materials in the two Blocks under Serchhip District are given below in table 3.31.

Table 3.31: Blockwise Availability of funds and expenditure (Financial Year 2016-17 to 2018-19 in Serchhip District)

Block		Release of current Year	Total availability of funds	Actual Expenditure on unskilled Wage	Actual expenditure on semi-skilled and skilled wage	Actual expenditure on material
East Lungdar	2016-17	288.04	275.39	242.59	3.49	14.32
	2017-18	-	869.59	632.26	20.43	196.93
	2018-19	-	811.71	720.37	16.95	37.86
Serchhip	2016-17	927.25	927.09	786.08	17.42	96.18
	2017-18	-	2570.25	2088.99	38.17	388.53
	2018-19	-	2576.16	2333.7	38.96	123.83

Source: Compiled from nrega Management Information System, Mizoram

The percentage of funds spent on unskilled wages is always above 70 percent for each Financial Years in each Block and the percentage of funds spent on semi-skilled and skilled wages is minimum always and below 3 percent of the total availability of funds always for each Block for each Financial Year and percentage on materials is always below 23 percent of the total availability of funds for each Block for each Financial Year with only 4.6 percent of total funds used in 2018-19 in East Lungdar Block, which is the lowest percent used on materials for this District in the three Financial Years. The total expenditure on unskilled wage is always the highest for each Block for each financial year. The total expenditure on semi-skilled and skilled wage is always least, while the expenditure on material always falls in the middle. The ratio of wage costs to material cost should be no less than the minimum norm of 60: 40 stipulated in the Act. In this District the cost of materials is not high and more than 70 percent are spent on wage cost.

The total availability of funds is more in Serchhip Block for each Financial Year. The funds used for unskilled labor is highest in each block and in each financial year and the funds used is lowest for skilled wages with expenditure on materials coming in the middle for each Block in each financial year.

Table 3.32: Total availability of funds and expenditure (Financial Year 2016-17 to 2018-19 in Serchhip District)

Financial Year	Total Availability of funds	Expenditure on unskilled wage	Expenditure on semi-skilled and skilled wage	Expenditure on material
2016-17	1202.49	1028.67	20.91	110.5
2017-18	1159.51	1055.14	19.71	50.06
2018-19	3387.87	3054.07	55.91	161.69

Source: Compiled from nrega Management Information System, Mizoram

The total availability of funds in the three years is highest in 2018-19 with a drop in 2017-18 from 2016-17. Although there was a drop in the amount of funds released from the Centre in 2016-17, the amount increased in 2017-18. All the districts in Mizoram therefore experienced a decrease in the total availability of funds in 2016-17, but some districts availability of funds rises again in 2017-18. However, this district experienced a decrease in availability of funds in 2017-17 as well as 2017-18. The percentage of funds used in unskilled wages is always highest in each three years and the percentage of funds used in material always comes next with percentage used on unskilled wages being the least for each three financial years.

- **Women Participation Rate: Financial Years 2016-17, 2017-18 and 2018-19**

Women Participation Rate is the number of women provided with employment versus the total number of households provided with employment.

Table 3.33 Women Participation Rate (Financial Year 2016-17 to 2018-19 in Serchhip District)

Financial Years	2016-17		2017-18		2018-19	
	Total	Female	Total	Female	Total	Female
East Lungdar	3446	995	3307	957	3256	928
Serchhip	11022	4346	11044	4468	10984	4411
Total	14668	5341	14351	5425	14240	5339

Source: Compiled from nrega Management Information System, Mizoram

Women Participation Rate in Financial Year 2016-17 is 36.41 percent, Financial Year 2017-18 is 37.80 percent, Financial Year 2018-19 is 37.49 percent. Women Participation rate in the district for the three years observed is all above the state five years average of 36.50 percent, which is laudable.

3.4.7 Lunglei District

- **Age wise distribution**

The age wise distribution is the distribution of beneficiaries into 6 age groups of 18-30, 31-40, 41-50, 51-60, 61-80 and Greater than 80.

3.34Table: Age wise distribution of persons employed under MGNREGA in financial year 2018-19 (in Lunglei District)

Blocks	18-30 years	31-40 years	41-50 years	51-60 years	61-80 years	Above 80 years
Bunghmun	13.34	29.04	23.61	20.32	13.69	0
Hnahthial	3.3	22.29	12.91	9.48	10.89	1.81
Lunglei	2.95	27.19	16.32	8.71	7.53	1.38
Lungsen	2.09	8.71	6.08	4.58	4.25	0.65
Total	6.52	37.65	23.97	15.61	14.09	2.15

Source: Compiled from nrega Management Information System, Mizoram

The number of workers is highest in the 31-40 age group for this FY year for this District. Like the other districts before the number of workers in ‘above 80’ age group is lowest. This district too has the highest number of beneficiaries in the age group of 31-40 years.

- **Works Completed under MGNREGA: Financial Years 2016-17, 2017-18 and 2018-19**

In this section, the total number of works completed, the total number of works suspended or in progress, the total number of works approved but not yet in progress and the total number of works proposed but not yet approved for three Financial Years 2016-17, 2017-18 and 2018-19 in Aizawl District is given in table 3.35.

Table 3.35: Total works completed (Financial Year 2016-17 to 2018-19 in Lunglei District)

Blocks	Completed			In progress/Suspended Work			Approved not in progress			Proposed not yet approved		
	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19
Bunghmun	150	373	359	360	40	61	153	130	261	765	-	-
Hnahthial	301	481	957	1095	276	0	173	76	145	670	-	-
Lunglei	518	1282	2117	2423	473	117	568	136	279	2684	-	-
Lungsen	336	651	1286	1046	404	48	233	183	371	2152	-	-
Total	1305	2787	4719	4924	1193	226	1127	525	1056	6271	-	-

Source: Compiled from nrega Management Information System, Mizoram

The number of works completed is highest in 2018-19, and is almost double the number of works completed in 2017-18. The total number of works completed in

2017-18 is double the number in 2016-17. It is observed that in each district the total number of works completed increases each year.

- **Financial Performance under MGNREGA: Financial Years 2016-17, 2017-18 and 2018-19**

The total availability of funds for three consecutive financial years of 2016-17, 2017-18, 2018-19 as well as how the funds are utilized for wages and materials in the five Blocks under Aizawl District are given below in table 3.36.

Table 3.36 : Blockwise Total Availability of funds and expenditure (Financial Year 2016-17 to 2018-19 in Lunglei District)

Block		Release of current Year	Total availability of funds	Actual Expenditure on unskilled Wage	Actual expenditure on semi-skilled and skilled wage	Actual expenditure on material
Bunghmun	2016-17	545.53	544.69	483.97	4.73	11.96
	2017-18	102.52	421.21	318.66	11.3	58.47
	2018-19	-	1016.69	898.14	21.12	50.38
Hnahthial	2016-17	926.33	919.79	762.34	25.05	70.35
	2017-18	118.59	686.06	568.74	20.15	62.61
	2018-19	-	1517.35	1390.81	26.81	54.18
Lunglei	2016-17	2480.2	2480.16	2143.57	74.96	219.01
	2017-18	299.2	1705.05	1458.92	48.64	135.29
	2018-19	-	4194.22	3903.3	55.62	153.58
Lungsen	2016-17	1275.74	1275.67	1089.28	43.45	125.31
	2017-18	159.26	1013.49	854.11	24.74	86.27
	2018-19	-	2284.84	2122.57	18.75	77.26

Source: Compiled from nrega Management Information System, Mizoram

The percentage of funds spent on unskilled wages is always above 75 percent for each Financial Years in each Block and the percentage of funds spent on semi-skilled

and skilled wages is minimum always and below 4 percent of the total availability of funds always for each Block for each Financial Year and percentage on materials is always below 14 percent of the total availability of funds for each Block for each Financial Year with only 2.1 percent of total funds used in 2016-17 in Bunghmun Block, which is the lowest percent used on materials for this District in the three Financial Years. The total expenditure on unskilled wage is always highest for each Block for each financial year. The total expenditure on semi-skilled and skilled wage is always lowest, while the expenditure on material always fall in the middle. The ratio of wage costs to material cost should be no less than the minimum norm of 60: 40 stipulated in the Act. In this District the cost of materials is not high and more than 70 percent are spend on wage cost. The total availability of funds is highest for Lunglei Block for each three financial Years and lowest for Bunghmun Block for each 3 Financial Years. The percentage of funds utilized on unskilled wages is always highest, and on skilled and semi-skilled workers is always lowest for each Block in all the financial years. The percentage of funds spent on unskilled wages is always above 75 percent for each Financial Years in each Block and the percentage of funds spend on semi-skilled and skilled wages is minimum always and below 1percent of the total availability of funds always for each Block for each Financial Year and percentage on materials is always below 14 percent of the total availability of funds for each Block for each Financial Year with only 4percent of the total funds used in 2018-19 in Lawngtlai Block, which is the lowest percent used on materials for this District in the three Financial Years. The total expenditure on unskilled wage is always highest for each Block for each financial year. The total expenditure on semi-skilled and skilled wage is always lowest, while the expenditure on material always fall in the middle. The ratio of wage costs to material cost should be no less than the minimum norm of 60: 40 stipulated in the Act. In this District the cost of materials is not high and more than 70 percent are spend on wage cost.

Table 3.37: Total availability of funds and expenditure (Financial Year 2016-17 to 2018-19 in Lunglei District)

Financial Year	Total Availability of funds	Expenditure on unskilled wage	Expenditure on semi-skilled and skilled wage	Expenditure on material
2016-17	2439.96	2171.4	14.6	188.71
2017-18	2439.96	2171.4	29.2	188.71
2018-19	9013.1	8314.82	122.3	335.4

Source: Compiled from nrega Management Information System, Mizoram

The total availability of funds in the three years is highest in 2018-19 and remains the same in 2017-18 from 2016-17. Although there was a drop in the amount of funds released from the Centre in 2016-17, the amount increased in 2017-18. All the districts in Mizoram therefore experienced a decrease in the total availability of funds in 2016-17, but for some districts, availability of funds rises again in 2017-18. However, this district does not experience an increase in availability of funds in 2017-18. The percentage of funds used in unskilled wages is always highest in each three years and the percentage of funds used in material always comes next with percentage used on unskilled wages being the least for each three financial years.

- **Women Participation Rate: Financial Years 2016-17, 2017-18 and 2018-19**

Women Participation Rate is the number of women provided with employment versus the total number of households provided with employment.

Table 3.38 Women Participation Rate (Financial Year 2016-17 to 2018-19 in Lunglei District)

Financial Years	2016-17		2017-18		2018-19	
	Total	Female	Total	Female	Total	Female
Bunghmun	3817	1156	3782	1172	3812	1202
Hnahthial	5984	2218	6062	2267	5943	2203

Lunglei	16959	8674	17298	9001	17170	8674
Lungsen	8653	1852	8954	2089	9216	2296
Total	35413	13900	36096	14529	36141	14375

Source: Compiled from nrega Management Information System, Mizoram

Women Participation Rate in Financial Year 2016-17 is 39.25 percent, in Financial Year 2017-18 it is 40.25 percent and in Financial Year 2018-19 it is 39.77 percent. The three years average for women participation rate for this district is 39.75 percent which is higher than the state's five years average of 36.50 percent.

3.4.8 Mamit District

- **Age wise distribution**

The age wise distribution is the distribution of beneficiaries into 6 age groups of 18-30, 31-40, 41-50, 51-60, 61-80 and Greater than 80.

Table 3.39 : Age wise distribution of persons employed under MGNREGA in financial year 2018-19 (in Mamit District)

Block	18-30 Years	31-40 Years	41-50 Years	51-60 Years	61-80 Years	Greater Than 80
Reiek	4.22	24.05	32.56	21.75	16.89	0.54
West Phaileng	3.42	18.95	25.87	10.46	9.4	0.1
Zawlnuam	4.46	14.32	12.41	9.61	5.67	0.38
Total	6.99	28.46	31.66	18.85	13.52	0.53

Source: Compiled from nrega Management Information System, Mizoram

The number of workers is highest in the 41-50 age groups for this Financial Year for this District. Like the other districts before the number of workers in the 'above 80' age group is minimum.

- **Works Completed under MGNREGA: Financial Years 2016-17, 2017-18 and 2018-19**

In this section, the total number of works completed, the total number of works suspended or in progress, the total number of works approved but not yet in progress and the total number of works proposed but not yet approved for three Financial Years 2016-17, 2017-18 and 2018-19 in Aizawl District is given in table 3.40.

Table 3.40: Total works completed (Financial Year 2016-17 to 2018-19 in Mamit District)

Blocks	Completed			In progress/Suspended Work			Approved not in progress			Proposed not yet approved		
	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19
Reiek	114	482	378	690	23	0	570	251	345	88	-	-
West Phaileng	81	422	333	329	8	36	364	103	198	454	-	-
Zawlnuam	168	1026	597	517	74	81	591	111	182	608	-	-
Total	363	1930	1308	1536	105	117	1525	465	725	1150	-	-

Source: Compiled from nrega Management Information System, Mizoram

Maximum number of works is completed in 2017-18. The number of works completed in 2016-17 is quite minimal at 363. In all the three Financial Years highest number of works is completed in Zawlnuam Block and lowest number of works are completed in West Phaileng Block. These works are related to Bharat Nirman Rajiv Gandhi Sewa Kendra, drought proofing, fisheries, flood control and protection, food grain, land development, micro irrigation works, playground, renovation of traditional water bodies, rural connectivity, rural drinking water, rural sanitation, water conservation and water harvesting and works on individual land.

- **Financial Performance under MGNREGA: Financial Years 2016-17, 2017-18 and 2018-19**

The total availability of funds for three consecutive financial years of 2016-17, 2017-18, 2018-19 as well as how the funds are utilized for wages and materials in the five Blocks under Aizawl District are given below in table 3.41.

Table 3.41: Total Availability of funds and expenditure in three Financial Year (Financial Year 2016-17 to 2018-19 in Mamit District)

Block		Release of current Year	Total availability of funds	Actual Expenditure on unskilled Wage	Actual expenditure on semi-skilled and skilled wage	Actual expenditure on material
Reiek	2016-17	337.05	329.05	276.52	8.2	25.73
	2017-18	79.7	417.53	340.56	11.76	39.7
	2018-19	-	877.65	781.23	12	55.11
West Phaileng	2016-17	647.99	643.85	584.23	11.39	32.62
	2017-18	92.51	822.12	726.97	15.4	53.39
	2018-19	-	1748.97	1594.32	32.76	79.51
Zawlnuam	2016-17	682.06	657.97	551.93	17.01	54
	2017-18	176.58S	1106.77	937.77	33.84	84.85
	2018-19	-	2319.69	2095.55	20.53	132.65

Source: Compiled from nrega Management Information System, Mizoram

The percentage of funds spent on unskilled wages is always above 80 percent for each Financial Years in each Block and the percentage of funds spent on semi-skilled and skilled wages is lowest always and below 4 percent of the total availability of funds always for each Block for each Financial Year and percentage on materials is always below 10 percent of the total availability of funds for each Block for each Financial Year with only 4.5 percent of total funds used in 2018-19 in West Phaileng

Block, which is the lowest percent used on materials for this District in the three Financial Years. The total expenditure on unskilled wage is always highest for each Block for each financial year. The total expenditure on semi-skilled and skilled wage is always lowest, while the expenditure on material always fall in the middle. The ratio of wage costs to material cost should be no less than the minimum norm of 60:40 stipulated in the Act. In this District the cost of materials is not high and more than 70 percent are spend on wage cost.

The total expenditure on unskilled wage is highest for each Block for each Financial Year and the total expenditure on materials comes second for each Block for each Financial Year. In Financial Year 2016-17, 2017-18 and 2018-19, minimum funds availability is seen in Reiek Block for each Financial Year. The total availability of funds is highest for Zawlnuam Block, and second highest for West Phaileng Block for each Financial Year. The percentage of funds used for unskilled wages is highest in each Block, the percentage of funds used on material comes second in each Block and the percentage is least on skilled wages for each block.

Table 3.42: Total availability of funds and expenditure (Financial Year 2016-17 to 2018-19 in Mamit District)

Financial Year	Total Availability of funds	Expenditure on unskilled wage	Expenditure on semi-skilled and skilled wage	Expenditure on material
2016-17	1630.87	1412.67	36.6	112.35
2017-18	1489.43	1341.36	20.37	65.49
2018-19	4946.31	4471.1	65.29	267.27

Source: Compiled from nrega Management Information System, Mizoram

The total availability of funds in the three years is highest in 2018-19 with a drop in 2017-18 from 2016-17. The percentage of funds used in unskilled wages is always highest in each three years and the percentage of funds used in material always

comes next with percentage used on unskilled wages being the least for each three financial years.

- **Women Participation Rate: Financial Years 2016-17, 2017-18 and 2018-19**

Women Participation Rate is the number of women provided with employment versus the total number of households provided with employment

Table 3.43 Women Participation Rate (Financial Year 2016-17 to 2018-19 in Mamit District)

Financial Years	2016-17		2017-18		2018-19	
	Total	Female	Total	Female	Total	Female
Reiek	3553	1218	3519	1211	3497	1187
West Phaileng	7431	2568	7353	2917	7341	2861
Zawlnuam	10099	3883	9709	3719	9576	3632
Total	21083	7669	20581	7847	20414	7680

Source: Compiled from nrega Management Information System, Mizoram

Women Participation Rate in Financial Year 2016-17 is 36.37 percent, in Financial Year 2017-18 it is 38.12 percent and in Financial Year 2018-19 it is 43.67 percent. It is encouraging to see that women participation rate in this district is improving every year and that the three-year average is 39.38percent, which exceeds the state average of 36.50 percent.

We can see from this Chapter that in terms of Women Participation Rate, Kolasib District did exceedingly well while Aizawl District has a very bleak performance, not reaching even 30percent. The other six districts, although they do not perform as well as Kolasib District have all reached the mandated 33.33 percent target. According to

Ranjan (2016), the MGNREGA has several gender sensitive features that are attractive for women workers. It stipulates that priority shall be given to women in terms of implementation it mandates that minimum one third of the beneficiaries should be women. It also provides several women sensitive facilities and has opened up a new opportunity for women. Khera and Nayakand (2016), also concluded in their study that MGNREGA offers a relatively high (compared to the private market) minimum wage and women workers are paid the same wage as men. Work conditions on worksites are better and there are perceived dignity in doing MGNREGA work. Social barriers are lower, and in the case of single women these benefits are magnified. However, despite all these, performance of some districts in terms of women participation rate remains unsatisfactory.

In terms of total availability of funds, it is encouraging to see that availability of funds increases for most Blocks and most districts in the three consecutive Financial Years observed. Dreze and Sen (2013) in their study observed that, the achievement of the Act soon after it came into force was a massive expansion of rural public works programme. According to official data, about 50 million households have been participating every year since 2008-9. And despite the challenges, misconceptions and weaknesses that the Act faced, the MGNREGA has a great deal of productive potential provided that adequate structure is in place. In order to fully fulfill this productive potential, efficient building of structures as well as technical talent and funds are required. Therefore, funds should not be neglected for any district, and all districts should be given equal importance as per their need.

One of the disturbing finding of this Chapter is the presence of workers in the above 80 age group in every Block and every District. This age group is no longer in the productive age group, and they are what are classified as Old Age. The amount of Government old age pension is rather dismal. So, it could be that they have little or no source of income and they needed to do manual labor in the minimum wage rate despite their frail state and age. This poses the question of what could be done to address this situation.

MGNREGA employment trends validate the hypothesis that it is the neediest who seek employment under the scheme. In a survey conducted in 2008 in six states- Bihar, Chhatisgarh, Jharkhand, Madhya Pradesh, Rajasthan and Uttar Pradesh- it was found that a majority of the MGNREGA workers belong to the most disadvantaged sections of society; 81 percent of the sample workers lived in kachha (non-permanent) houses, 61 percent were illiterate, and 72 percent have had no electricity at home. SC and ST families accounted for 73 percent of the workers in the randomly selected sample. (Dreze and Khera,2011).

The evidence of above 80 beneficiaries showed the vulnerability of this age group and showed that there is still much to be desired in the state's policies on Old Age or Senior citizens wellbeing. According to Dreze and Sen (2013), all functioning public policies can make a big difference to peoples' lives. Therefore, it will be encouraging to find this problem being addressed by the state.

Sharma (2015) in his study of Punjab pointed out that information asymmetry implicit in workers poor awareness level about their rights provided to them by the Act and low levels of education of Gram Panchayat Sarpanchs has been taken advantage. So, even if the beneficiaries do not show dissatisfaction in delay in payment of wages, they should be made aware of their rights and they should be able to make an informed decision on whether they should be satisfied or dissatisfied with delay in wage payment.

Another finding of the chapter is that work completion rate is slowly declining in all the Districts under study. Ranaware, Das, Kulkarni& Narayan (2016) in their study in Maharashtra concluded that the assets created through MGNREGA works are somewhat and very useful and that the assets created are also maintained properly and regularly. There is however a merit in the argument that greater attention to design and maintenance would go a long way. Another factor that would also help is efficiency in completion of works.

Himanshu, Mukhopadhyay and Sharan (2015), in their study observed that the performance of NREGS in Rajasthan was debated for its stupendous performance in the initial years of the scheme, but also for the relative sharp decline after 2010. The finding of this chapter is also that except for women participation rate, all the districts performance slightly declines in terms of work completion rate, and percentage of generation of payment of wages within 15 days after 2014-15. However, utilization of Funds available did not decline. And durable assets continued to be created in all districts.

CHAPTER 4

DATA ANALYSIS AND INTERPRETATION

4.1 Profile of the Respondents

The present section gives a brief profile of the 386 respondents questioned in this study. Profile of the respondents include age of the respondents, marital status, occupation, educational qualification, average number of days that respondents are employed in a year, average annual household income without MGNREGA wages and Average Annual Earnings of respondents without MGNREGA wages.

4.1.1 Age of the respondents

The age of the respondents categorized in 18-30 years, 30-50 years and 50-70 years is given in Table 4.1

Table 4.1: Age of the respondents

Age Distribution	Number of respondents	Percentages
18-30	78	20.2
30-50	199	51.5
50-70	109	28.2
TOTAL	386	100

Source: Field Study

Out of the 386 respondents 78 respondents (20 percent) were between the age group of 18-30 years while 199 (51.5 percent) respondents were between the age group of 30-50 years. 109 (28.2 percent) were within the age group of 50-70 years. The first age group 18-30 years has the least number of respondents (20 percent), the third age group 50-70 years has the second highest number of respondents (28.2percent) and the second age group has the highest number i.e. more than half of the respondents (51.3 percent). This is not surprising considering 30-50 years of age is the most productive years for an individual. After 50 years it is more likely for women to

develop certain health problems which render them unfit for manual work. On the other hand, women below 30 years are usually raising their children if they are married. This sometimes makes them unwilling to do manual work.

4.1.2 Marital Status of the respondents

The marital status of the respondents categorized into married, widow and unmarried is given in Table 4.2

Table 4. 2: Marital Status of the respondents

Marital Status	Number of Persons
Married	248
Widow	123
Unmarried	15
Total	386

Source: Field Study

Majority of the respondents are married. 248 (64.2 percent) of the sample beneficiaries are married, whereas 123 (31.9 percent) are widows. These widows are usually the head of their household. Only 15 (3.9 percent) of the respondents have never been married. This could be due to the fact that there seemed to be a stronger inclination for married or widowed women to have job cards and lesser inclination among single women to be job card holders. Single women usually have fewer responsibilities in households compared to married women and widows who are raising families; therefore, they are probably less eager to do manual work at a minimum wage. Also, single women usually have more mobility due to lesser family responsibilities compared to married women and widows with children, and greater mobility often offers better job opportunities than manual labor at a minimum wage rate. This could be the reason why only 3.9 percent of the respondents are unmarried. These are assumptions based on the very low percentage of single women respondents. On the other hand, it could also be because respondents are taken on a random sampling method and age group 30-50 has the highest percentage of

respondents and among the Mizo people, most women in this age group are mostly married or widowed. However, general observation in the communities of the studied area revealed that there are many unmarried women below the age of 30. And taking that into context, the extremely low percentage (3.9 percent) of single women respondents points more towards the possibility that single Mizo women have less household responsibilities and have better occupational choices and are, therefore, less willing to do manual work at a minimum wage rate.

4.1.3 Occupation of the respondents

The occupation of the respondents categorized into farmer, farmer-cum-laborer, laborer, maid, small entrepreneur, unemployed and others is given in Table 4.3.

Table 4.3: Occupation of the respondents

Occupation	Number of Respondents
Farmer	76
Farmer-cum-Laborer	120
Laborer	30
Maid	2
Small Entrepreneur	58
Unemployed	79
Others	22
Total	386

Source: Field Study

Out of the total respondents, 76 (19.7 percent) respondents were farmers. They have no other source of income except their farm. 120 (31 percent) are farmer-cum – laborers, 30 (7.8 percent) respondents are laborers, 2 (.5 percent) respondents work as maids, 58 (15 percent) respondents are small entrepreneurs, 79 (20.5 percent) respondents are unemployed. Therefore majority (30.6 percent) of the respondents are farmer-cum-laborers. It is not surprising that the highest number of respondents are in the farmer-cum-laborer group. This is because in rural Mizoram, unless a

woman has specific skills or there is someone in the family who is a permanent government employee, it is very common for women raising families to tend small farms and then work as laborers in other people’s farms or garden when their own farm does not require tending. This group of women have more flexible working schedule compared to other form of occupation and usually earn less than farmers with big fields and small entrepreneurs. Hence, they are more likely to seek manual work under the MGNREGA. The second highest percentage of respondents is among the unemployed. For unemployed women who need extra money, MGNREGA do provide an avenue for earning extra money, so it is again not surprising that the second highest percentage of respondents is from this group. However, the percentages of occupational break up is close to each other, so it is safe to assume that rural Mizo women in the studied area, regardless of what their occupation is, if they needed extra money and if they have time to spare, are willing to earn extra money through this program.

4.1.4 Educational Qualification of Respondents

The educational qualification of the respondents is categorized into illiterate, below class 10, Class 10 Passed, Class 12 Passed and Graduate.

Table 4.4: Educational Qualification of Respondents

Educational	Number of respondents
Illiterate	17
Below class 10	226
Class 10 Passed	88
Class 12 Passed	38
Graduate	17
Total	386

Source: Field Study

17 (4.4 percent) of the respondents were illiterate, 226 (58.5 percent) respondents were below class 10, 88 (22.8 percent) respondents were class 10 passed, 38 (9.8

percent) are class 12 passed and 17 (4.4 percent) respondents are graduate. It is not surprising that there are few illiterates as Mizoram has the second highest literacy rate next to Kerala in India as per 2011 Census. It is also not surprising that although literate majority of these respondents have lower level of education and only 4.4 percent are graduate since women with higher educational achievements do not usually opt for manual work in the areas under study. Observation revealed that women with higher educational level, even if they do not have permanent government jobs usually have small shops or work in private schools or work in government schools or government departments on contractual or regular basis.

4.1.5 The average working days for respondents in a year

The average number of days that respondents get employment in a year is given in Table 4.5

Table 4.5: The average number of days that respondents get employment in a year

Number of Days employed in a year	Number of respondents
1-100	150
101-200	185
201-300	46
301-365	5
Total	386

Source: Field Study

Out of the total 386 respondents, 150 (38.9percent) of the respondents were employed upto 100 days in a year without MGNREGA employment, 185 (47.9 percent) of the respondents were employed for 101-200 days in a year without MGNREGA employment, 46 (11.9 percent) of the respondents worked 201-300 days in a year without MGNREGA employment and 5 (1.3 percent) of the respondents worked for more than 300 days without MGNREGA employment. It is not surprising

that among the respondents only very few (13.2 percent) find jobs above 201 days in a year as women who get employment for more than 200 days annually are less inclined to get additional 100 days' work under MGNREGA as they are mostly busy with their own work.

4.1.6 Average annual household income without MGNREGA wages

The average annual household income of the respondents is given in Table 4.6. Household income is categorized into Rs.0-10000, Rs.10001-20000, Rs. 20001-30000, Rs.30001-40000, Rs.40001-50000 and Rs.50001 and above.

Table 4.6: Average annual household income without MGNREGA wages

Average Annual Income (in rupees)	Number of respondents
0- 10000	9
10001-20000	16
20001-30000	16
30001-40000	12
40001-50000	109
50001 and above	224
Total	386

Source: Field Study

Only 9 (2.3percent) respondents were within the household income group Rs. 0-10,000. 16 (4.1percent) respondents were within household income group Rs.10001-20000, 16(4.1percent) respondents are within household income group Rs. 20,001-30,000, 12 (3.1percent) respondents are within household income group Rs. 30,001-40,000 and 109(28.2percent) are within household income group Rs. 40,001-50,000, 224(58 percent) are within household income group Rs. 50,001 and above. Although the income group of Rs.50,001 and above holds the highest

number of responders, it is worth remarking that although India has battled against unemployment and poverty for decades there are still households with an annual average income below Rs.30,000, Rs. 20,000 and even Rs. 10,000 in its rural areas. This suggests the enormous work that is still ahead for the country in its battle against poverty.

4.1.7 The Average Annual Earnings of the respondents without MGNREGA wages

The average annual earnings of the respondents without MGNREGA wages is given in the table below.

Table 4.7: Average Annual Earnings of respondents without MGNREGA wages

Approximate Annual Earnings of respondents (in Rupees)	Number of Respondents
5,000	172
10,000	70
15,000	19
20,000	28
25,000	3
30,000	81
40,000	13
Total	386

Source: Field Study

Out of 386 respondents, 172 (44.6 percent) respondents has annual earnings of approximately Rs.5,000 in a year without MGNREGA wages, 70 (18.1 percent) of the respondents had annual earnings of approximately Rs.10,000 in a year without MGNREGA wages, 19 (4.9 percent) of the respondents had annual earnings of approximately Rs.15000 without MGNREGA wages, 28 (7.3 percent) respondents

had annual earnings of approximately Rs.20000 without MGNREGA wages, three (0.8 percent) of the respondents had annual earnings of Rs.25000 without MGNREGA wages, 81 (20.9 percent) of respondents had annual earnings of Rs.30000 without MGNREGA wages and 13 (3.4 percent) of respondents have annual earnings of Rs. 40000 without MGNREGA wages. Thus, we can see that majority of the respondents earn only around Rs.5000 annually without their MGNREGA wages. The annual average earnings of most of these respondents were therefore very low. Since, respondents are selected through random sampling method, this may be taken as an indicator that the programme is most popular among people in the lowest income group.

4.2 Functioning of the MGNREGA

This section analyzes the functioning of the Act through the answers given by the respondents.

4.2.1 Distance of workplace from residence

The Act stipulated that worksite should be within 5 kilometers of respondents' residence. The sample beneficiaries' response on whether works are provided within 5 kilometers of their residence is given in the following table.

Table 4.8: Distance of workplace from residence

Distance of workplace	Number of respondents
Less than 5 Kilometers	220
More than 5 Kilometers	166
Total	386

Source: Field Study

As per the Act, the MGNREGA works are to be carried out within a 5-kilometer radius of beneficiaries' house. 220 (56.9 percent) of the respondents answered that

the works are carried within 5 kilometers of their homes. However, almost half, that is 166 (43 percent) of the respondents answered that the works were not carried on within 5 kilometers of their homes. However, working beyond a 5 kilometer radius does not seem to bother many of the respondents and many of them are not even aware that works are supposed to be carried on within a 5 kilometer radius of their own homes. The reason for not adhering to this provision of the Act is unknown to the beneficiaries. So, on interviewing various Village Council members who are the participants in choosing the places and nature of work in areas where the work is carried on beyond a five kilometer radius, their responses is that the works that are done are chosen in such a manner that it would be closest to a five kilometer radius and that it would benefit the community the most.

4.2.2 Respondents satisfaction

Respondents' satisfaction on workplace, unemployment allowance, and collection of wages and payment of wages within 15 days of work is given in the following table.

Table 4.9: Respondents satisfaction

Responses	Satisfaction with workplace	Unemployment allowances	Collection of wages by self	Payment of wages within 15 days of work
Yes	330	63	338	206
No	56	323	48	180
Total	386	386	386	386

Source: Field study

56 (14.5 percent) of the respondents answered that they were not satisfied with the workplace while 330 (85.4 percent) of the respondents were satisfied with the workplace. This means that even though many of the MGNREGA works are beyond 5 kilometers, majority of the respondents have no complaints about the distance of the workplace and are satisfied with the workplace. This could be because many are

not aware that works have to be within a five kilometer radius and they are satisfied with getting additional wages through the programme, even if it is not too close to their homes.

According to the provisions of the Act, the beneficiaries are entitled to unemployment allowances if they had demanded for the work even if they were not provided works if, the number of days worked within a year has not reached 100 days yet. On being asked whether they are provided such unemployment allowances, 323 (83.7 percent) respondents answered that they were not provided such allowances while 63 (16.3 percent) responded that they were provided unemployment allowances. It seemed that it is not common for these beneficiaries to demand for jobs although the provisions of the Act allowed such demand. Many beneficiaries are not even aware that they can demand for jobs. They do their MGNREGA works whenever village council members announce availability of works. Also it is surprising that 15.8 percent answered that they get unemployment allowances, but on interviewing the Village council members if unemployment allowances are paid they each answered 'no'. What observation revealed though, is that sometimes a work is announced for 10 days, but machines are used to finish the work for them in two days. Then the Village Council members cut wages for two days and pay the machine owners, and the beneficiaries get wages for eight days without working. Hence, it is possible that respondents who answered that they get unemployment wages misunderstood the question and think it is this kind of arrangement and payment that the question asks and therefore answered 'yes'. Since this kind of arrangement is not provided in the Act and the Act clearly states that beneficiaries should be willing and should do manual work the village council members were interviewed about this practice. Some denied it while others honestly answered that this kind of practice do go on because sometimes some works can be finished better by using machines within a span of 2 or 3 days which would otherwise take two to three weeks manually and the beneficiaries are willing to sacrifice a few days' pay and let the machines do the work.

338 (87.5 percent respondents) collect their own wages whereas 48 (12.4percent) responded that they do not collect their own wages. The reasons given for this is that since they are busy and as sometimes it is more convenient for other family members to collect their wages, they let these other family members collect their wages. Hence the reason for collection of wages by other family members seemed to be because it is more convenient. Based on their answers through informal questioning, it does not seem to be because the wage collectors have control over their wages. It seemed that although these wages are collected by other family members they (the respondent) still have control over their own wages and can spend it according to how they think is useful for the family and for themselves.

Under the provision of MGNREGA, wages are to be given within 15 days of doing the MGNREGA works. 206 (53.3 percent) answered that the wages are always given within 15 days of doing the work. However almost half, that is 180 (46.6percent) of the respondents answered that the wages are not always paid within 15 days of doing the MGNREGA works. This indicates inefficiency on the part of the implementing agency since the provisions clearly state that the wages should be given within 15 days of doing the MGNREGA works (mgnrega Operational Guidelines 2013)

4.2.3 Actual method of Wage Payment and preferred Method of Wage Payment

The actual medium of wage payment as well as the preferred medium of wage payment of the sample beneficiaries is given in Table 4.10.

Table 4.10: Actual method of Wage Payment and preferred Method of wage payment

Mode of Payment	Actual Mode of Wage Payment	Preferred Mode of Wage Payment
Bank	208	255
Village Council Member	178	131
Post Office	-	-

Total	386	386
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Source: Field Study

The MGNREGA guidelines provided that the wages should be paid through bank accounts by opening bank accounts for all beneficiaries. On being asked the medium of wage payment, 208 (53.9 percent) of the respondents answered that the wages are paid through their bank accounts. 178 (46.1percent) replied that the medium of payment is through Village Council members. This indicates that provision of the Act has not been implemented yet in many areas, while it has been implemented in some areas as 44.3 percent of the respondents have not yet received their wages through bank accounts. Bank accounts are supposed to reduce middlemen in wage payments and offer a more transparent system of wage payment, thereby reducing leakages. Not only that, it will give the beneficiaries access to institutional bankers on a regular basis. Due to all these advantages, it is advisable to implement bank account payments in every area as soon as possible.

255 (66 percent) of the respondents answered that their preferred medium of payment is through banks. However almost half of the respondents, that is 131 (33.9 percent) answered that they prefer payments through Village Council members. This is because they usually have to spend money for transportation to go to banks and they have to wait in long lines at the banks. They feel that being paid by Village Council members is more convenient. They were found unaware of the benefits of having bank account payments. It would be highly beneficial to create awareness among these beneficiaries regarding the benefits of bank account payments.

Majority of the respondents, whether they collect their wages through banks or Village Council members are mostly happy with their medium of wage collection. On being asked if they face difficulties during collection of wages, 318 (82.4 percent) of the respondents answered that they have never faced difficulties in times of wage collection. 49 (12.7 percent) of the respondents answered that they hardly face difficulties in times of wage collection. 11 (2.8 percent) of respondents, who were all paid through banks answered that they face difficulties in times of collection

of wages. 3 (0.8 percent) of the respondents, who were all paid through banks always face difficulties in times of collection of wages. Thus the numbers suggested that difficulties during wage collection is not a very common thing in the areas under study and that wage collection mostly go on smoothly. The difficulties faced by respondents are mostly due to hardship in transportation regarding going to the banks and waiting in line in there, which on busy bank days can take almost all day. Another problem faced is, in areas where there are no banks, sometimes Village Council members or some other person who goes to villages where they have banks, and where they open their accounts, collect their wages for them and cuts a portion of their wages for their own benefit.

4.2.4 Nature of works done in studied area

There is a list of permissible works under MGNREGA, and out of that list, the nature of works done in the area under study is given in the table below.

Table 4.11: Nature of works done in studied area

Nature of works done	Amount
Construction of Kachha Road	111
Construction of water tanks and tunnels	18
Building of other community assets	231
Works on private lands	19
Others	7
Total	386

Source: Field Study

There is a list of permissible works under MGNREGA Operational Guidelines. Among the list of works permitted under this Act the most common type of works undertaken under the Act in Mizoram (as replied by the respondents) are:

- 1) Building of Community Asset-59.8percent
- 2) Construction of Kachha road-28.8percent
- 3) Works on private lands-4.9percent

- 4) Construction of water tanks and tunnels-4.7percent
- 5) Others-1.8percent

Building of small roads for better access to distant small farms is a very important undertaking under MGNREGA in Mizoram as rural Mizoram has many small farmers.

4.2.5 Usual Proportion of women workers

Sample beneficiaries give the usual proportion of women workers in their worksites which is given in Table 4.12

Table 4.12: Usual Proportion of women workers

Proportion of women	Number of respondents
Less than Half	117
Half	165
More than Half	104
Total	386

Source: Field Study

The usual proportion of women workers as perceived by 30.3 percent of the respondents is that they are usually less than half. 42.7 percent of the respondents think that women workers usually constitute about half the strength of the total number of workers. 26.9 percent feel that women usually constitute more than half of the total workforce in MGNREGA works.

On being asked if there are work supervisors in worksites, 87.6 percent of the respondents answered that there are always work supervisors. 6.5 percent responded that work supervisors are often present. 4.9 percent responded that work supervisors are hardly ever present at workplace. This indicates that while most work sites under the study area are regularly supervised, there are still some places which are hardly ever supervised.

4.2.6 Respondents’ Perspective on Presence of worksite supervisors, children at workplace, building of community assets and regularity of social audit

Respondents’ Perspective on Presence of worksite supervisors, children at workplace, building of community assets and regularity of social audit is given in Table 4.13.

Table 4.13: Respondents Perspective on Presence of worksite supervisors, children at workplace, MGNREGA and building of community assets and regularity of social audit

Response	Presence of worksite supervisors help in better completion of work	Children are brought at workplace	MGNREGA helps in building community assets	Social audit are conducted regularly
Yes	348	221	373	359
No	38	165	13	27
Total	386	386	386	386

Source: Field Study

On being asked whether work supervisors help in better completion of work, 90.1 percent feel that supervision by Village Council members help in better completion of works. However, 38 (9.8 percent) feel that supervision by work supervisors does not necessarily lead to better completion of work. These people feel that the work completion level is the same whether there are work supervisors or not. 96.6 percent of the respondents feel that MGNREGA works help in building community assets. They feel that good kaccha roads for farms are built through MGNREGA roads. Many of these roads would not have existed without MGNREGA works. They also feel that the afforestation works carried on through MGNREGA, building water

tanks, works on private lands etc all help in building community assets. However, 13 (3.3percent) respondents do not see any improvement in community asset through MGNREGA works.

One of the necessary requirements for a good functioning of the Act is to conduct social audit by the implementing agencies. Regular conduct of social audit is an important provision of the Act. 93 percent of the respondents revealed that social audits are conducted in their areas by the implementing agencies. However 27 (7 percent) of the respondents revealed that social audits have never been conducted in their area. This indicates that while in most places under study, social audits are conducted by implementing agencies as per provisions of the Act, there are still some areas where such social audits are not conducted.

57.2 percent of the respondents answered that children are usually brought to workplace. 42.7 percent of respondents answered that children are never brought to the workplace. As per the provisions of the Act children are actually allowed to be brought to the workplace and an adult worker should be assigned to look after such children brought to the workplace. This is to enable even women with small children to participate under the Act and to enable such women in getting at least 100 days of wages a year. However 42.7 percent responded that children are never brought to the work place. It could be because in these areas, the beneficiaries really do not bring children to worksite or that even when children are brought to the worksite, the respondents are unaware that they are brought to the worksite as there are often many people at worksites and a few children that are brought could be missed by some workers.

On being asked if adults are assigned to look after children brought to the worksite, 13.7 percent of the respondents replied that an adult worker is always assigned to look after children brought to the workplace. 15.5 percent of the respondents answered that an adult worker is sometimes assigned to look after children brought to the workplace. 60.1 percent of the respondents answered that an adult worker is hardly assigned to look after children brought to the workplace and that each child is

usually looked after by the parent bringing them while working. Not assigning an adult to look after the children could result in either of the two negative results:

- 1) The work of each parent bringing the child suffers on account of looking after their own child.
- 2) If the parent bringing the child concentrate on the work and the work does not suffer, with no one to look after the child properly, the child is at a higher risk for accident.

On the other hand if an adult worker is assigned to look after many children, the child is at a lower risk for accident and the work of parents do not suffer. Only one work (that is the work of the adult looking after the children) is sacrificed. Therefore it is advisable to always assign an adult to look after a group of children.

4.2.7 Mode of work generation

Works under MGNREGA are generated on demand by job card holders, when Implementing Agency supplies it or both. The mode of work generation in the area under study is given in Table 4.14.

Table 4.14: Mode of work generation

Mode of work generation	Number of respondents
On demand by job card holders	0
When Village Council announce it	386
Both	0
Total	386

Source: Field Study

On being asked when and how works are provided, 386 (100 percent) replied that works are being given only when the village council members announce it. As per the provisions, the MGNREGA works are implemented as a demand based, scheme based Act. However, in the State under study, the works have almost always been

undertaken as supply based. Whenever money is injected to the State from the Centre and when the money is supplied to districts by the state, the village council members announce that there is work for a certain number of days and the beneficiaries will come on the announced dates for the works. From observation and from questioning some village council members and Block Development Officers, it seems that the work is still supply based because, if the works are given on demand when there are no immediate funds available it would not be possible to pay the wages within 15 days. On the other hand when they announce works when funds are available, wages can be paid within 15 days.

4.3 Effect of MGNREGA on decision making power of women beneficiaries, stress over monetary issues, self-esteem and meeting educational expenses

Among the 386 respondents, 31.6 percent were head of their own household, for 51.3 percent respondents, their husbands were the head of the household, for 3.9 percent of the respondents, the head of the household is their father, for 1.8 percent the head of the household is their mother, for 5.2 percent of the respondent, the head of the household is their father-in-law, for 1percent of the respondents, the head of the household is their mother-in-law. Those respondents whose head of household were their father-in-law or mother-in-law were mostly from joint families or wives of the youngest son as the common practice in Mizo society is that the youngest son and his family stay with their parents and look after their parents.

4.3.1 Amount of MGNREGA wages spent by the respondent in the last financial year

The amount of MGNREGA wages spent by the respondent in the last financial year is given in Table 4.15

Table 4.15: Amount of MGNREGA wages spent by the respondent in the last financial year

Percent of MGNREGA wages	Number of respondents
--------------------------	-----------------------

Spend	
0-25	292
25-50	80
50-75	13
75-100	1
Total	386

Source: Field Study

On being asked the percentage of MGNREGA wages the respondents used for their personal spending in the last Financial Year, 75.6 percent replied 0-25 percent of their wages, 20.7 percent replied 25-50percent, 3.4 percent replied 50-75 percent, 0.3 percent replied 75-100 percent. This means that many of the respondents only used upto 25 percent of their wages a year for their personal consumption in a year (Table4.15). On being asked if they are happy with the amount they can spend for their personal consumption, 377 (97.7percent) replied that they are satisfied, while 4 (1percent) replied that they are dissatisfied.

4.3.2 Family member to whom wages are submitted when not kept by respondent

Some respondents keep their own wages, however some submit to other members of their family and the family member to whom wages are submitted if wages are not kept by respondent is given in Table 4.16.

Table 4.16: Person to whom wages are submitted if wages are not kept by respondent

Person to whom wages are submitted	Number of respondents
Husband	148
Mother	44
Father	11
Mother in law	11

Father in law	12
Self	160
Total	386

Source: Field Study

The wages which respondents do not use for their personal consumption are submitted to other members of the family, usually the head of their household. The wages are submitted to the following

- a) Husband- 148(38.3 percent of the respondent)
- b) Mother-44(11.4percent of the total respondent)
- c) Father-11(2.8percent of the total respondent)
- d) Mother in law-11(2.8percent of the total respondent)
- e) Father in law-12 (3.1percent) (Table 4.16)

160(41.4percent) of the respondents do not submit to anyone but keep their whole wages to themselves for personal consumption as well as for family consumption.

4.3.3 Effect of MGNREGA on decision making power, expenses on education, self esteem and stress over monetary issues

The effect of MGNREGA on decision making power, education, self esteem and stress over monetary issues using Median and Mode is analyzed in this section.

- ***Effect of MGNREGA on Decision Making Inside the Household***

On being asked if being a beneficiary and getting wages through MGNREGA improves their decision making power inside the household, 3.9 percent strongly agrees, 53.6 percent agree and 42.2 percent neither agree nor disagree. This means that for around almost half of the respondents their decision making power remains the same inside their household irrespective of whether they are getting MGNREGA wages or not. However a little over half of the respondents do feel that earning additional money through MGNREGA does improve their decision making power inside the household to some extent.

- *Effect of MGNREGA on Decision Making at Community level*

On being asked if decision making power in the community level increases for them due to the additional wages they earn through MGNREGA, 0.5 percent of the respondents strongly agree that their decision making power changes, 16.3 percent of the respondents agree that their decision making power does increase to some extent. 82.9 percent neither agree nor disagree that their decision making power increases at community level due to the additional wages they get through MGNREGA wages. Thus getting additional wages through MGNREGA does not affect the decision making power of majority of the beneficiaries at community level.

- *Effect of MGNREGA on Self Esteem of Respondents*

The respondents were asked if they agree whether being a beneficiary under MGNREGA and earning additional wages increases their self esteem to some extent. 8.3percent of the respondents strongly agree that their self esteem did indeed increase because of their additional income. 80.8 percent of the respondents agree that their self esteem increase due to the additional wages that they get. 9.8percent of the respondents feel there is no change in their self esteem due to the additional wages that they get through MGNREGA. .8percent disagree that MGNREGA wages changes their self esteem. On being asked why they disagree, they responded that having to work under MGNREGA does nothing to improve their self esteem and that it is a low job and they are doing it only because they need money.

- *Effect of MGNREGA on meeting educational expenses*

The respondents were asked if their MGNREGA wages is helpful for meeting educational expenses for themselves or their children. 1.6 percent of the respondents find it very useful and strongly agree that it is helpful for meeting educational expenses. 95.1 percent of the respondents also agree that it is helpful for meeting

further educational expenses. 3.1 percent of the respondents neither agree nor disagree that MGNREGA is helpful for meeting educational expenses.

- ***Effect of MGNREGA on Stress over Monetary Issues***

The respondents were asked to answer if they agree if MGNREGA wages reduces stress over monetary issues. 7.3 percent strongly agree that MGNREGA wages reduces stress over monetary issues. 89.4 percent of the respondents agree that their additional wages through MGNREGA do reduce their stress over monetary issues to some level. 2.6 percent of the respondents feel that MGNREGA wages have neither positive nor negative effect on their stress over monetary issues.

Table 4.17 : Effect of MGNREGA on decision making power, meeting educational expenses, self esteem and stress over monetary issues (5 Point Likert Scale- using Median and Mode)

	Decision making power increase inside the household due to MGNREGA wages	Decision making power increase in the community due to MGNREG A wages	MGNREG A wages increases self-esteem	MGNREG A wages is helpful for education for self or children	MGNREGA wages reduces stress over monetary issues
Median	2	3	2	2	2
Mode	2	3	2	2	2

Source: Field Study

The median and mode for five factors, effect of MGNREGA wages on decision making skills of respondent inside the household, effect of MGNREGA wages on decision making skill of respondent at community level, effect of MGNREGA wages on self esteem of respondent, effect of MGNREGA wages on meeting educational

expenses for respondent or respondent's children, effect of MGNREGA wages on respondent's stress level over monetary issues on a one to five point Likert scale ranging from strongly agree to strongly disagree was analyzed.

The median for decision making power inside the household is 2 and mode is 2. Therefore option 2 agree occurs most frequently and most respondents do indeed agree that decision making power inside the household do indeed increase to some level inside their household due to additional wages from MGNREGA.

On whether decision making power at community level due to additional wages from MGNREGA changes, the median for their response is 3 and mode is 3, therefore option 3, neither agree nor disagree occurs most often. This indicates no change in decision making power at community level due to additional wages from MGNREGA.

The median is 2 and mode is 2 for responses on whether the MGNREGA wages increase self esteem, which also indicate increase in self esteem level for the respondents to some extent.

The median is 2 and mode is 2 for whether MGNREGA wages is helpful for meeting educational expenses for their children which also indicate that MGNREGA wages is helpful in meeting educational expenses for their children.

The median is 2 and mode is 2 for whether MGNREGA wages is helpful for reducing stress over monetary issues which also indicate that there is some reduction in stress level over monetary issues due to MGNREGA wages.

4.4 Respondents' Awareness about their rights and entitlements under the MGNREGA

This section analyzes Respondents' Awareness about their rights and entitlements under the MGNREGA.

4.4.1 Respondents Awareness about basic features of MGNREGA

Respondents' Awareness about their rights and entitlements under the MGNREGA is given in Table 4.18.

Table 4.18: Respondents Awareness about basic features of MGNREGA

Rights of beneficiaries	Yes	No	Response (N)
Non employment of machinery	312	69	381
A target of at least 33percent women beneficiaries	84	298	382
Equal wages for both gender	354	32	385
Provision for applying for works on private lands	222	159	381
Provision for demand for works	62	322	384
Provision for unemployment allowances	62	322	384
Provision for payment of wages within a fortnight	205	178	383
Provision for complaints to district ombudsman	205	170	375
Provision for crèche	196	188	384
Provision for drinking water and shade	253	126	379
Provision for works within a 5 kilometer radius from home	256	121	377
Provision for social audit	239	140	379
Provision for list of permissible works	178	203	381
Awareness about the works contained in the list	0	377	377
Provision for worksite supervisors	131	251	383

Source: Field Study

The respondents' awareness about their rights and entitlements under the Act is assessed using fifteen questions given in Table 4.18.

The provisions of MGNREGA specify that any adult rural person willing to do manual work may apply for job card and are entitled to be beneficiaries under the Act. Thus 100 days manual labor in one financial year is a very important provision of the Act. However observation and informal interviews with village council members and job card holders have revealed that there are certain areas which needed work but which is very difficult to finish just by manual work. As a result machinery has been employed in many areas. For instance, for 10 days manual work, machinery is employed for two days and all the beneficiaries will sacrifice a day's wage or two days wages for hiring the machinery. 80.8 percent of the respondents revealed that they are not aware that machinery cannot be used. However 17.9 percent of the beneficiaries answered that they are aware that machinery cannot be used.

It is stipulated in the Act that one third of the beneficiaries should be women. However many of the beneficiaries are not aware of this positive stipulation for women. As many as 298 (77.2 percent) of the respondents answered that they are not aware of this stipulation. Only 84 (21.8 percent) answered that they are aware of this stipulation. This means that more awareness has to be created about the provisions of the Act on beneficiaries.

Under the MGNREGA all the beneficiaries in a state are to be paid equal wages. This means that even if they work the same amount of hours, men and women have to be paid equal wages. In Mizoram, men and women manual laborers are paid different wages per day in normal circumstances. This is because in manual works, given the same number of hours, an able bodied male can usually do more work than an able bodied woman. Therefore if women demand equal wages, their employer would hire only men as they can do more work with the same wages and many women would not find work. Therefore, women demand lesser wages so that they can get work. However under the MGNREGA, regardless of the work done by each

individual during the day, every individual are entitled to the same wages. On being asked whether they are aware of this provision, 91.7 percent of the respondents answered that they are aware. But 38 percent of the respondents are still unaware of this provision.

A person having a private land can ask the implementing agency if they can carry their own MGNREGA works in their own land. This provision is provided for in the Act. 57.5 percent of the respondents are aware of this provision. However, 41.2 percent are not aware of this provision. Again, the urgent need for awareness regarding provisions and guidelines of the Act cannot be stressed enough.

When a beneficiary is in need of work and money and he/she cannot find any other work he/she may apply for MGNREGA works to implementing agency. The implementing agency has to provide for such works and even if they do not provide them with such work, they have to give such applicants unemployment allowances. On being asked whether they are aware of this provision 16.1 percent answered that they are aware of it while 83.4 percent replied that they are not aware of it. Thus, there is little awareness about this provision among beneficiaries in the area under study.

It is one of the stipulations of the Act that wages should be paid within a fortnight of doing MGNREGA works. On being asked whether they are aware of this, 53.1 percent replied that they are aware of it. However 46.1 percent are not aware of this Act. This means that there is not enough awareness regarding this provision.

If any beneficiary has any complaints regarding the functioning of the Act they can submit complaints to district ombudsman. However not every beneficiary are aware that they can make complaints to district ombudsman. 53.1 percent respondents are aware that they can make complaints under district ombudsman but 44percent respondents are not aware that they can make complaints under district ombudsman.

At any MGNREGA workplace, crèche should be provided. However, only 50.8 percent of the respondents are aware that such facilities should be provided at workplace. 48.7 percent are not aware that such facilities should be provided. Also, 65.5 percent are aware that drinking water and shade has to be provided while 32.6 percent are not aware of this provision. These facilities should always be provided at workplace so that the working conditions are not too bad but it seems that many beneficiaries of the Act in the area under study are not aware of their rights.

66.32 percent of the respondents are aware that works have to be carried on within a five-kilometer radius while 31.3 percent are not aware of this. Social Audit is to be conducted from time to time. This is a necessary provision under the Act. 61.9 percent of the respondents are aware of this provision whereas 36.3 percent of the respondents are not aware of this provision. 46.1 percent are aware that there is a list of permissible works while 52.6 percent are not aware that there is a list of permissible works. No respondents are aware of the total lists of permissible works. 33.9 percent are aware that there has to be worksite supervisors while 65 percent are not aware that there has to be worksite supervisors.

To measure the level of awareness of respondents, respondent's total score was calculated as the percentage of correct answers, by attempting the total 15 questions. The percentage of correct answers of the sample was considered to frame the level of awareness. The respondents with scores above median are considered aware and the respondents with scores equal to or lower than median are considered unaware. To generate a score, 'yes' answer is given 1 mark and 'no' or no response answer is given 0 mark.

The respondents were instructed to answer on the basis of their own understanding and are not allowed to consult others for their answer.

Table 4.19: Respondents awareness about their rights under MGNREGA (Median Score)

Score	Number of respondents
Above a median of 5/ Aware	189
Equal to or below a median of 5	197
Total	386

Source: Field study

More than half i.e., 197 (51.03 percent) of the respondents were not aware of their rights or have very low level of awareness about their rights while little less than half (48.96 percent) of the respondents were above a median of five and can be considered aware about their rights because average score is equal to or above five. (Table 4.19)

4.5 Hypotheses of the Study

The following hypotheses are framed to substantiate the arguments and discussions to draw a logical conclusion

H₀₁: There was no association between Educational level and awareness about equal wages for both genders under MGNREGA (expected frequency)

H₀₂: There was no association between Educational level and awareness about one third reservation for women beneficiary under MGNREGA (expected frequency)

H₀₃: There was no association between educational level and awareness about right to apply for works on Private lands under MGNREGA (expected frequency)

H₀₄: There was no association between Educational level and right to make Complaints to district Ombudsman under MGNREGA (expected frequency)

H₀₅: There was no association between Educational level and awareness about conducting social audit under MGNREGA (expected frequency)

H₀₆: There was no association between length of owning a job card and awareness about right to apply for works under MGNREGA (expected frequency)

- H₀₇: There was no association between length of owning a job card and awareness about unemployment allowance under MGNREGA (expected frequency)
- H₀₈: There was no association between length of owning a job card and awareness about right to be provided with work within 5 kilometers of beneficiaries' residence under MGNREGA (expected frequency)
- H₀₉: There was no association between length of owning a job and awareness about providing crèche under MGNREGA works (expected frequency)
- H₀₁₀: There was no association between length of owning a job card and awareness about right to be paid MGNREGA wages within a fortnight (expected frequency)
- H₀₁₁: There is no significant difference between personal spending on nutritional supplement before getting MGNREGA wages and after getting MGNREGA wages (expected frequency)
- H₀₁₂: There is no significant change between personal consumption before getting MGNREGA wages and after getting MGNREGA wages (expected frequency)
- H₀₁₃: There is no significant change in savings before getting MGNREGA wages and after getting MGNREGA wages (expected frequency)
- H₀₁₄: There is no significant change in investments on small entrepreneurial activities before getting MGNREGA wages and after getting MGNREGA wages (expected frequency).

HYPOTHESES ANALYSIS

4.5.1 Association between Educational level and awareness about wages

H₀₁: There was no association between Educational level and awareness about equal wages for both genders under MGNREGA (expected frequency)

If, $p < 0.05$ reject H₀₁

Table4.20: Association between Educational level and awareness about wages (Chi-Square Goodness-of-Fit)

	Value	Df	Asymp. Sig. (2-sided)
Pearson Chi-Square	389.151 ^a	10	.000
Likelihood Ratio	16.553	10	.085
Linear-by-Linear Association	371.609	1	.000
N of Valid Cases	386		

Source: Field study

There was a significant association between educational level and awareness about same MGNREGA wage for both genders as $p < 0.05$. Therefore, H_{01} : There was no association between Educational level and awareness about equal wages for both genders under MGNREGA is rejected.

4.5.2 Association between educational level and One third reservation for women under MGNREGA

H_{02} : There was no association between Educational level and awareness about one third reservation for women beneficiary under MGNREGA (expected frequency)

If, $p < 0.05$ reject H_{02}

Table 4.21: Association between educational level and One third reservation for women under MGNREGA (Chi-Square Goodness-of-Fit)

	Value	Df	Asymp. Sig. (2-sided)
Pearson Chi-Square	102.881 ^a	10	.000
Likelihood Ratio	17.183	10	.070
Linear-by-Linear Association	91.152	1	.000
N of Valid Cases	386		

Source: Field study

There was association between Educational level and awareness about one third reservation for women beneficiary under MGNREGA as $p < 0.05$. Therefore H_{01} : There was no association between Educational level and awareness about one third reservation for women beneficiary under MGNREGA is rejected.

4.5.3 Association between educational level and awareness about Right to apply for Works on private land

H_{03} : There was no association between educational level and awareness about right to apply for works on Private lands under MGNREGA (expected frequency)

If, $p < .05$ reject H_{03}

Table 4.22: Association between educational level and awareness about Right to apply for Works on private land (Chi-Square Goodness-of-Fit)

	Value	Df	Asymp. Sig. (2-sided)
Pearson Chi-Square	84.356 ^a	10	.000
Likelihood Ratio	16.933	10	.076
Linear-by-Linear Association	78.120	1	.000
N of Valid Cases	386		

Source: Field study

There was association between Educational level and awareness about right to apply for works on private lands under MGNREGA as $p < 0.05$. Therefore, H_{03} : There was no association between Educational level and awareness about right to apply for works on private lands under MGNREGA is rejected.

4.5.4 Association between Educational level and awareness about right to make Complaints to district ombudsman

H₀₄: There was no association between Educational level and right to make Complaints to district Ombudsman under MGNREGA. (expected frequency)

If, $p < .05$ reject H₀₄

Table 4.23: Association between Educational level and right to make Complaints to district ombudsman (Chi-Square Goodness-of-Fit)

	Value	Df	Asymp. Sig. (2-sided)
Pearson Chi-Square	207.273 ^a	10	.000
Likelihood Ratio	24.720	10	.006
Linear-by-Linear Association	182.430	1	.000
N of Valid Cases	386		

Source: Field study

There was association between Educational level and awareness about right to make complaints to district ombudsman under MGNREGA as $p < 0.05$. Therefore H₀₄: There was no association between Educational level and awareness about right to make complaints to district ombudsman under MGNREGA is rejected.

4.5.5 Association between educational level and awareness about conducting Social Audit

H₀₅: There was no association between Educational level and awareness about conducting social audit under MGNREGA (expected frequency)

If, $p < .05$ reject H_{05}

Table 4.24: Association between educational level and awareness about conducting Social Audit (Chi-Square Goodness-of-Fit)

	Value	Df	Asymp. Sig. (2-sided)
Pearson Chi-Square	56.695 ^a	10	.000
Likelihood Ratio	11.886	10	.293
Linear-by-Linear Association	50.090	1	.000
N of Valid Cases	386		

Source: Field study

There was association between Educational level and awareness about conducting social audit under MGNREGA as $p < 0.05$. Therefore H_{05} : There was no association between Educational level and awareness about conducting social audit under MGNREGA is rejected.

4.5.6 : Association between length of owning a job card and awareness about right to Apply for works

H_{06} : There was no association between length of owning a job card and awareness about right to apply for works under MGNREGA (expected frequency)

If, $p < .05$ reject H_{06}

Table 4.25: Association between length of owning a job card and awareness about right to apply for works(Chi-Square Goodness-of-Fit)

	Value	Df	Asymp. Sig. (2-sided)
Pearson Chi-Square	209.768 ^a	8	.000
Likelihood Ratio	21.265	8	.006
Linear-by-Linear Association	175.852	1	.000
N of Valid Cases	386		

Source: Field study

There was association between length of owning a job and awareness about right to apply for works under MGNREGA as $p < 0.05$. Therefore H_{06} : There was no association between length of owning a job and awareness about right to apply for works under MGNREGA is rejected.

4.5.7: Association between length of owning a job card and awareness about right to apply for Unemployment allowance

H_{07} : There was no association between length of owning a job card and awareness about unemployment allowance under MGNREGA (expected frequency)

If, $p < .05$ reject H_{07}

Table 4.26: Association between length of owning a job card and awareness about right to apply for unemployment Allowance (Chi-Square Goodness-of-Fit)

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	24.088 ^a	8	.002
Likelihood Ratio	21.034	8	.007
Linear-by-Linear Association	.014	1	.907
N of Valid Cases	386		

Source: Field study

There was association between length of owning a job and awareness about unemployment allowance under MGNREGA as $p < 0.05$. Therefore H_{07} : There was no association between length of owning a job and awareness about unemployment allowance under MGNREGA is rejected.

4.5.8: Association between length of owning a job card and awareness about right to be provided work within 5 kilometers of beneficiaries' residence

H_{08} : There was no association between length of owning a job card and awareness about right to be provided with work within 5 kilometers of beneficiaries' residence under MGNREGA (expected frequency)

If, $p < .05$ reject H_{08}

Table 4.27: Association between length of owning a job card and awareness about right to be provided work within 5 kilometers of their residence (Chi-Square Goodness-of-Fit)

	Value	Df	Asymp. Sig. (2-sided)
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Pearson Chi-Square	19.513 ^a	8	.012
Likelihood Ratio	21.556	8	.006
Linear-by-Linear Association	.012	1	.911
N of Valid Cases	386		

Source: Field study

There was no association between length of owning a job card and awareness about arranging MGNREGA works within five Kilometers of beneficiaries' residence under MGNREGA as $p > 0.05$. Therefore H_{08} : There was no association between length of owning a job card and awareness about right to be provided with work within five Kilometers of beneficiaries' residence under MGNREGA is accepted.

4.5.9: Association between length of owning a job card and awareness about right to be provided with crèche in workplace

H_{09} : There was no association between length of owning a job and awareness about providing crèche under MGNREGA works (expected frequency)

If, $p < .05$ reject H_{09}

Table 4.28: Association between length of owning a job card and awareness about right to be provided with crèche in workplace (Chi-Square Goodness-of-Fit)

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	216.302 ^a	8	.000
Likelihood Ratio	27.577	8	.001
Linear-by-Linear Association	175.683	1	.000
N of Valid Cases	386		

Source: Field study

There was a significant association between length of owning a job and awareness about providing crèche under MGNREGA works as $p < 0.05$. Therefore H_{09} : There was no association between length of owning a job and awareness about providing crèche under MGNREGA works is rejected.

4.5.10: Association between length of owning a job card and awareness about right to be paid MGNREGA wages within a fortnight

H_{010} : There was no association between length of owning a job card and awareness about right to be paid MGNREGA wages within a fortnight(expected frequency)

If, $p < .05$ reject H_{010}

Table4.29: Association between length of owning a job card and awareness about right to be paid wages within a fortnight (Chi-Square Goodness-of-Fit)

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	141.709 ^a	8	.000
Likelihood Ratio	19.468	8	.013
Linear-by-Linear Association	118.385	1	.000
N of Valid Cases	386		

Source: Field study

There was a significant association between length of owning a job and awareness about payment of MGNREGA wages within a fortnight as $p < 0.05$. Therefore H_{010} : There was no association between length of owning a job and awareness about right to be paid MGNREGA wages within a fortnight is rejected.

Effect of MGNREGA on Respondents' Consumption, Savings and Investments

4.5.11: Effect of MGNREGA on Respondents' Consumption on Nutritional Supplements

The effect of MGNREGA wages on respondents' personal spending on nutritional supplement is analyzed using paired sample t-test through analyzing spending on nutritional supplements before and after getting MGNREGA wages.

Table 4.30: Effect of MGNREGA on personal spending on nutritional supplement (Paired Sample t-test)

Paired Differences				T	Df	Sig. (2-tailed)	
Mean	Std.Dev	Std. Error Mean	95percent confidence interval of the difference				
			Lower				Upper
-769.171	1144.681	58.263	-883.724	-654.618	-13.202	385	.000

Source: Field Study

H₀₁₁: There is no significant difference between personal spending on nutritional supplement before getting MGNREGA wages and after getting MGNREGA wages (expected frequency)

The mean value of paired differences -769.171 seen in table 4.30 is the mean for personal spending on nutritional supplement before MGNREGA wages less the mean for personal spending on nutritional supplement after MGNREGA wages .The standard deviation of paired differences 1144.681 is the standard deviation of all the differences of personal spending on Nutritional supplement before MGNREGA wages and the personal spending on nutritional supplement after MGNREGA wages.

The result of paired t-test on the collected data from 386 respondents with degree of freedom 385 is -13.202 with significance value of .000 (P<.05). The significance value or the p-value here is less than .05 or p<.05. There is a significant difference

between the two mean scores i.e, there is a significant difference between personal spending on nutritional supplement before getting MGNREGA wages and after getting MGNREGA wages. Thus, the hypothesis H_{011} : There is no significant difference between personal spending on nutritional supplement before getting MGNREGA wages and after getting MGNREGA wages stands rejected, since the data supplied evidence that there is a significant difference between personal spending on nutritional supplement before getting MGNREGA wages and after getting MGNREGA wages.

4.5.12: Effect of MGNREGA on Spending on Personal consumption

On being asked whether some percentage of their MGNREGA wages are being utilized for personal consumption like clothes, trinkets, cosmetics, travelling etc., 72.3percent answered that they do use a part of their MGNREGA wages for personal consumption while 27.5percent answered that they do not use any part of their MGNREGA wages for personal consumption. Further, most of the women who does not use any part of their wages for personal consumption do not use it for personal consumption as it is diverted to savings, small investments in small entrepreneurial activities, family, food consumption, getting healthcare etc.

Table 4.31: Effect of MGNREGA on personal consumption (Standard Deviation Test)

	Number of respondents	Minimum	Maximum	Mean	Std. Deviation
How much of MGNREGA wages do you use for personal spending in the last year	386	0	4500	1400.52	1208.888
Total	386				

Source: Field Study

The minimum amount spent for personal consumption by an individual after getting MGNREGA wages is Re.0 while the maximum amount spent by an individual out of their MGNREGA wages is Rs.4500. The average or mean value of spending is Rs.1400.52 while the standard deviation value is Rs. 1208.88

Table 4.32 Effect of MGNREGA on Personal consumption (Paired Sample t-test)

Paired Differences				T	Df	Sig. (2-tailed)
Mean	Std.Dev	Std. Error Mean	95percent confidence interval of the difference			
			Lower			
-630.23199	543.99939	27.68884	-684.67226	-22.761	385	.000

Source: Field Study

H₀₁₂: There is no significant change between personal consumption before getting MGNREGA wages and after getting MGNREGA wages. (Expected frequency)

The mean value of paired differences -630.23199 (Table 4.32) is the mean for personal consumption before getting MGNREGA wages less the mean for personal consumption after getting MGNREGA wages. The standard deviation of paired differences 543.99939 is the standard deviation of all the differences of personal spending on Nutritional supplement before getting MGNREGA wages and the personal spending on nutritional supplement after getting MGNREGA wages.

On calculating the paired t-test on the collected data from 386 respondents with degree of freedom 385 the t-statistic is -22.761 with degree of freedom 385 and it correlates to a significance value of .000. The significance value or the p-value is less than .05 (or p<.05). Therefore, there is a statistically significant difference between

the two mean scores or there is a significant difference on personal consumption before getting MGNREGA wages and after getting MGNREGA wages. Thus we reject H_{012} : There is no significant change between personal consumption before getting MGNREGA wages and after getting MGNREGA wages, since the data supplied evidence that there is a significant change between personal consumption before getting MGNREGA wages and after getting MGNREGA wages.

4.5.13 Effect of MGNREGA on Savings of Respondents

On being asked whether MGNREGA wages is helpful for savings, 4.4percent answered that it is very helpful, 57percent answered that it is helpful, 38.3percent answered that it was neither helpful nor unhelpful. Thus, more than half of the respondents feel that MGNREGA wages help them in their savings (Table 4.33)

Table 4.33 presents the effect of MGNREGA wages on respondents' savings, calculated using paired sample t-test, taking into account respondents' savings before and after getting MGNREGA wages.

Table 4.33: Effect of MGNREGA wages in Savings (Paired Sample t-test)

Paired Differences				T	Df	Sig. (2-tailed)
Mean	Std.Dev	Std. Error Mean	95percent confidence interval of the difference			
			Lower			
-537.217	551.776	28.085	-592.435 -481.998	-19.128	385	.000

Source: Field Study

H_{013} : There is no significant change in savings before getting MGNREGA wages and after getting MGNREGA wages. (Expected frequency)

The mean value of paired differences -537.217 seen in Table 4.33 is the mean for savings before getting MGNREGA wages less the mean for savings after getting MGNREGA wages. The standard deviation of paired differences 551.776 seen in Table 4.33 is the standard deviation of all the differences of savings before MGNREGA wages and savings after getting MGNREGA wages.

On calculating the paired t-test on the collected data from 386 respondents, the t-statistic is -19.128 with degree of freedom 385 and it correlates to a significance value of .000. The significance value or the p-value here is less than .05 or $p < .05$. Therefore, there is a significant difference between the two mean scores or there is a significant difference on savings before getting MGNREGA wages and after getting MGNREGA wages. Thus, H_{013} : There is no significant change in savings before getting MGNREGA wages and after getting MGNREGA wages is rejected, since the data supplied evidence that there is a significant change in savings before getting MGNREGA wages and after getting MGNREGA wages.

4.5.14: Effect of MGNREGA on beneficiaries' investments on small entrepreneurial activities

The beneficiaries' were asked whether they agree if MGNREGA wages is helpful for small investments in small entrepreneurial activities like buying seeds and selling the produce, buying chicken for raising and selling the meat, buying piglet for raising and selling, opening small petty shops etc, 15(3.9percent) strongly agree that it is helpful, 74.6 percent agree that it is helpful, 21.2percent neither agree nor disagree.

On being asked why they feel that MGNREGA wages are unhelpful for entrepreneurial activities, the answers given are

- a) Inflation -43(11.1percent of total respondents)
- b) Use of MGNREGA wages in other avenues due to increase in family members-8(2.1percent of total respondents)
- c) Use of MGNREGA wages in other avenues-30(7.8percent of total respondents)

Other avenues may include use of MGNREGA wages in consumption of non-durable items like food, medical facilities, durable household items like crockery, furniture

etc.

In Table 4.34 the effect of MGNREGA wages on respondents' investments is calculated taking into account amount spent on small investments before and after getting MGNREGA wages using paired sample t-test.

Table 4.34: Effect of MGNREGA wages in investments on small entrepreneurial activities (Paired Sample t-test)

Paired Differences					T	Df	Sig. (2-tailed)
Mean	Std.Dev	Std. Error Mean	95percent confidence interval of the difference				
			Lower	Upper			
-1351.86492	884.06587	44.99777	-1440.33705	-1263.39279	-30.043	385	.000

Source: Field Study

H₀₁₄: There is no significant change in investments on small entrepreneurial activities before getting MGNREGA wages and after getting MGNREGA wages (expected frequency)

The mean value of paired differences -1351.86492 seen in Table 4.34 is the mean for small investments on small entrepreneurial activities before getting MGNREGA wages less the mean for small investments on small entrepreneurial activities after getting MGNREGA wages. The standard deviation of paired differences 884.06587 seen in Table 4.34 is the standard deviation of all the differences of small investments on small entrepreneurial activities before getting MGNREGA wages and small investments on small entrepreneurial activities after getting MGNREGA wages.

On calculating the paired t-test on the collected data from 386 respondents with degree of freedom 385 the t-statistic is -30.043 with degree of freedom 385 and it correlates to a significance value of .000. The significance value or the p-value here is less than .05 (or $p < .05$). Therefore, there is a significant difference between the two mean scores or there is a significant difference on small investments on small entrepreneurial activities before getting MGNREGA wages and after getting MGNREGA wages. Thus, we reject H_{014} : There is no significant change in small investments before getting MGNREGA wages and after getting MGNREGA wages, since the data supplied evidence that there is a significant difference between small investments in small entrepreneurial activities before getting MGNREGA wages and after getting MGNREGA wages.

CHAPTER 5

SUMMARY OF FINDINGS, CONCLUSIONS AND SUGGESTIONS

The MGNREGA is implemented for the development of the poorest in Rural India. It is one of the largest wage employment guarantee programme in the world and guarantee wage employment at a scale that is unparalleled. Besides being one of the largest employment guarantee programme, it also addresses the challenges of increasing access to formal banking system for the poorest people in rural areas and inclusive development that trickle down even to the most disadvantaged and vulnerable section of rural society in India.

The programme introduced specific provisions of unprecedented nature and changes the way employment guarantee programmes have previously been dealt with to tackle rural poverty. Besides providing 100 days of paid manual labor annually to beneficiaries, the Act aims at achieving multiple objectives like sustainable livelihood, increase in agricultural productivity, biodiversity conservation, reduction of short-term distress migration, and building rural community assets. The Act also aims to provide demand-based employment, and is an ambitious Act demanding huge resources, and dedication from the implementing agencies.

This study was conducted with the aim of evaluating the performance of MGNREGA in Mizoram. The study also analyzed the awareness of the women beneficiaries about their rights and entitlements under the Act, the impact on consumption patterns among the women beneficiaries, impact on savings and investments on further entrepreneurial activities among women beneficiaries, and impact on enhancement of decision-making power inside the household and at community level for women beneficiaries. The study also evaluated whether educational level and length of owning a job card has association with awareness level on various rights and entitlements under the Act.

This Chapter annotates the findings and conclusions of the research. It also offers suggestions for improvement in the workings and implementation of the MGNREGA in the area under study.

5.1 SUMMARY OF FINDINGS

5.1.1 Implementation and Functioning of the MGNREGA

- **Women Participation Rate:** In Mizoram, the number of women participants is not below the suggested 33.33 percent in all Financial years under observation. However instead of rising, it declined from 2015-16 with a slight rise again in 2018-19. From observation and informal questioning, the reason for this decline is that when it was first implemented, because of the minimum wage level, unskilled male laborers viewed it more as women and youth and old people's area of employment because the wage rate is minimum unskilled manual labor wage rate. But, slowly unskilled male workers of productive ages are shifting their opinion and are viewing it as a good source of alternative employment resulting in more men seeking jobs as beneficiaries under the Act. The consequence of this shift in opinion, and the resultant increase in male beneficiaries led to a decline in percentage of women workers. However, women participation level is still above one third of the total participants in all the financial years observed.
- **Work Completion Rate:** Work completion rate is the amount of work finished against the amount of work approved in a Financial Year. Work completion rate in Mizoram is above 85 percent in all the Districts, from Financial Year 2015-16 to 2018-19, which showed a good work completion rate considering delay of central release of funds almost every year.
- **Asset building:** Land development works like Terracing, water harvesting and small nurseries are built in Private lands. Many households have benefitted from MGNREGA works through improving productivity of lands, construction of house, improving livelihoods through increase in land productivity, promotion of livestock, promotion of fisheries and development of wastelands. The Act also serves as an instrument for an improvement in rural connectivity and beautification of rural areas

as well. However, there are occasions when financial as well as human resources are applied for developing private lands for increasing land productivity but the developed lands are not utilized by the owners and are laid to waste and do not contribute to increased productivity leading to wastage of financial, manpower and land resources. Hence, the commitment on the part of the implementing agencies as well as the beneficiaries of the Act is necessary for optimal allocation of all resources and achieving the multiple objectives of the Act.

- **Convergence with other departments:** Convergence of planning with other departments and projects for works is recommended. However, at the time of Gram Shaba and work planning, convergence with other departments is not always possible as planning of works for all Departments do not always occur at the same time. With work planning and project planning happening at different time for some departments, sometimes works that are planned clash with projects planned by other departments and effective convergence is not always possible. However, through convergence, many works including construction of BNGRSK houses, beautification of rural areas, construction of houses, fish ponds etc. have been achieved.

- **Access to Formal Banking:** In rural Mizoram, unemployed women usually do not deal with the formal banking system and they do not practice even simple things like maintaining accounts in a Bank. Through effecting payment of wages through banks, the beneficiaries now have their own accounts. The beneficiaries by receiving their wages through their bank accounts are now starting to access the formal banking system on a more regular basis. In a study conducted by Sailo & Singh in 2012 in Kolasib District of Mizoram, there was a general feeling of discontentment among the beneficiaries in rural areas where there are no banks, regarding bank payments. These sample respondents in remote villages expressed preferences towards cash payments. However, opinion of sample respondents has shifted in this study with more sample respondents choosing Bank Payments as their most preferred medium of payment. Nevertheless, there is a problem that is faced by beneficiaries in remote villages where there are no banks as leakages sometimes happen when village council members or any other person visiting banks withdraw their wages for them, through a cut of a portion of beneficiaries' wages by the person who withdraw the wages.

- **Gram Shaba:** Gram Shaba is conducted regularly, however, when the Gram Shaba are conducted, there is sometimes political interference. The Village Council members sometimes disregard the suggestions of other political party members even when they contribute significant suggestions and take the proposals of only members of their own party. This results in an inequitable input among members, which hinder an inclusive participation in Gram Shaba for all beneficiaries and inhibits the attainment of the purpose of the Gram Shaba.
- **Employment of machinery:** One of the implications of the Act is that machinery should not be employed. The works under MNREGA should be done only manually. However, through observation the researcher finds that some work is done by machinery.
- **Opportunity for making fake job cards:** From informal interviews, it is revealed that there is opportunity for making fake job cards.
- **Opportunity for tampering of muster rolls:** From observation it is revealed that there is opportunity and chances for manipulation of muster rolls.
- **Destroying work culture:** In Mizoram, payment of wages is done in time rate system. This system has a quandary which is that beneficiaries are assured of payment of their wages whether their work is completed or not. Due to this system of wage payment, the researcher's observation finds loose attitude in many workers regarding MGNREGA works. The practice of going off early to run personal errands is also common in some worksites and this has a negative impact on quality of output. Another less than satisfactory practice is that when the beneficiaries work on their own lands, they exercise their full efforts for maximum output, but the same amount of efforts is not extended for works on lands other than their own. Many beneficiaries have a relaxed attitude towards completion of works unless they are working in their own land.
- The monitoring committee exists at various levels and it is difficult for the monitoring committee at high levels to maintain a continuous vigilance of all the details of the implementation process and works. For monitoring works at ground level, The Village Level Assistants are vital. However, one VLA often has to oversee several Village Councils. When works are released, they are often released at the same time for different Blocks. These VLAs have to visit many places and village

councils in a short span of time. This obstructs effective and efficient monitoring.

- The release of funds from the Centre sometimes does not coincide with land development season. Plans for works are formulated and approved before funds arrived. Therefore, when funds are released, land development activities which are best done in dry season often has to be done during the monsoon. Also, sometimes land development works that have been approved on individual lands are refused by the owners when the funds are released because the funds are released late and the owners have done crops sowing and cultivating in their farms.
- Using other people's job card is also one of the findings in this study. Sometimes the owner of a job card or the MGNREGA beneficiary do not feel like going for manual labor under MGNREGA and own a job card only for monetary benefits. At the time of works, individuals who are not beneficiaries go for the works under the Act and the wages are distributed between the worker and the owner of the job card.

5.1.2 Effect of the MGNREGA on Beneficiaries Decision Making Power Inside at Household Level and at Community Level, Stress over monetary issues, self-esteem and awareness level of beneficiaries about their rights and entitlements under the Act

- **Impact on Decision making power inside the Household:** On being asked if being a beneficiary and getting wages through MGNREGA improved their decision-making power inside the household 3.9 percent strongly agrees, 53.6 percent agree and 42.2 percent neither agree nor disagree. This means that for around almost half of the respondents their decision-making power remains the same inside their household irrespective of whether they are getting MGNREGA wages or not. However, a little over half of the respondents do feel that earning additional money through MGNREGA improve their decision-making power inside the household to some extent. Also, median and mode for effect of MGNREGA wages on decision making skills of respondent inside the household on a one to five-point scale ranging from strongly agree to strongly disagree was calculated. And it was found that MGNREGA do have a positive impact on decision making power of the

beneficiaries inside their household.

- **Impact on Decision making power in community level:** On being asked if decision making power in the community level increases for them due to the additional wages they earn through MGNREGA , .5 percent of the respondents strongly agree that their decision making power changes, 16.3 percent of the respondents agree that their decision making power do increase to some extent. 82.9 percent neither agree nor disagree that their decision-making power increases at community level due to the additional wages they get through MGNREGA wages. Thus, getting additional wages through MGNREGA do not affect the decision-making power of majority of the beneficiaries at community level. Median and mode for effect of MGNREGA wages on decision making skills of respondent inside the household on a one to five-point scale ranging from strongly agree to strongly disagree was calculated. And it was found that MGNREGA do not have a positive impact on decision making power of the beneficiaries at community level. The MGNREGA though instrumental in positively impacting decision-making power inside the household, do not impact decision making power at community level.

- **Impact of MGNREGA on self-esteem:** The respondents were asked if they agree whether being a beneficiary under MGNREGA and earning additional wages increases their self-esteem to some extent. 8.3 percent of the respondents strongly agree that their self-esteem did indeed increase because of their additional income. 80.8 percent of the respondents agree that their self-esteem increases due to the additional wages that they get. 9.8 percent of the respondents feel there is no change in their self-esteem due to the additional wages that they get through MGNREGA. .8 percent disagree that MGNREGA wages changes their self-esteem. Although 8 percent of respondents were of the opinion that MGNREGA is a low manual labor work which did nothing to improve their self-esteem, 80.8 percent said it boosts their self-esteem. It is found that the guarantee of 100 days paid labor annually under the MGNREGA gives the respondents some sort of assurance and improves their self-esteem.

- **Reduction of stress over monetary issue:** The respondents were asked to answer if they agree if MGNREGA wages reduces stress over monetary issues. 7.3 percent strongly agree that MGNREGA wages reduces stress over monetary issues.

89.4 percent of the respondents agree that their additional wages through MGNREGA do reduce their stress over monetary issues to some level. 2.6 percent of the respondents feel that MGNREGA wages have neither positive nor negative effect on their stress over monetary issues. Thus, among the sample study, majority of the sample agree that there is reduction of stress over monetary issues for them due to MGNREGA wages.

- **Helpful for other educational expenses:** 1.6 percent of the respondents strongly agree that MGNREGA wages is helpful for meeting educational expenses. 95.1 percent of the respondents also agree that it is helpful for further educational expenses and 3.1 percent of the respondents neither agree nor disagree that MGNREGA is helpful for meeting educational expenses. Thus, majority of the sample collected agree on the positive impact of MGNREGA wages on meeting educational expenses like school fees for their children or college fees for themselves.

- **Awareness level among beneficiaries about their rights and entitlements under the Act:** 15 questions about rights and entitlements were asked. More than half i.e., 197 (51.03 percent) of the respondents were not aware of their rights or have very low level of awareness about their rights while little less than half (48.96 percent) of the respondents were above a median or midpoint of frequency distribution of five and can be considered aware about their rights.

5.1.3 Test of Hypotheses

- **Consumption of nutritional supplement:** The amount of spending on respondents' nutritional supplements is analyzed and the study finds a significant increase after MGNREGA wages.

- **Effect on personal consumption:** This study also finds that consumption of personal items like clothes, trinkets, cosmetics, travelling etc., also significantly increases after getting MGNREGA wages.

- **Effect on Saving:** The study analyzed the impact on respondents savings using paired sample t-test and it was found that the savings of respondents significantly increased with MGNREGA wages. The sample respondents are able to

cultivate the habit of savings in Bank accounts after opening accounts and earning more wages under the Act.

- **Impact on small entrepreneurial activities:** The study analyzed the impact on respondents small entrepreneurial activities using paired sample t-test and found that MGNREGA wages have a positive impact on small entrepreneurial activities like small scale network marketing, starting small scale animal husbandry, buying seeds for crops, capital for starting small at home consumer durable goods shop etc.
- **Association between Educational level and awareness about wages:** The study finds that there is association between Educational level and awareness about payment of equal wages for both genders among the sample beneficiaries.
- **Association between educational level and One third reservation for women under MGNREGA:** The study finds that there is association between Educational level and awareness about One third reservation for women under MGNREGA among the sample beneficiaries.
- **Association between educational level and awareness about Right to apply for Works on private land:** The study finds that there is association between Educational level and awareness about Right to apply for Works on private land under MGNREGA among the sample beneficiaries.
- **Association between Educational level and right to make Complaints to district ombudsman:** The study finds that there is association between Educational level and awareness about right to make Complaints to district ombudsman under MGNREGA among the sample beneficiaries.
- **Association between educational level and awareness about conducting Social Audit:** The study finds that there is association between Educational level and awareness about conducting Social Audit under MGNREGA among the sample beneficiaries.
- **Association between length of owning a job card and awareness about right to apply for works:** The study finds that there is Association between length of owning a job card and awareness about right to apply for works under the MGNREGA.
- **Association between length of owning a job card and awareness about right to apply for unemployment allowance:** The study finds Association between

length of owning a job card and awareness about right to apply for unemployment allowance.

- **Association between length of owning a job card and awareness about right to be provided work within 5 kilometers of their residence:** The study finds no association between length of owning a job card and awareness about right to be provided work within 5 kilometers of their residence.
- **Association between length of owning a job card and awareness about right to be provided with crèche in workplace:** The study finds association between length of owning a job card and awareness about right to be provided with crèche in workplace.
- **Association between length of owning a job card and awareness about right to be paid wages within a fortnight:** The study finds association between length of owning a job card and awareness about right to be paid wages within a fortnight.

5.2 Conclusion

Despite the limitations of the MGNREGA, the problem of leakages and less than satisfactory implementation, many of the objectives of the Act has been achieved in Mizoram. With dedicated and sincere efforts in implementation and efficient functioning, the Act holds the potential for achieving more objectives and its purpose as an instrument of employment guarantee, increased consumption and purchasing power, increased productivity and rural development has been achieved to some extent. With a committed workforce and implementing agencies, the Act holds the promise of an improvement in implementation as well as achieving more of its objectives.

One of the notable achievements of the Act in Mizoram is that many rural women in Mizoram face unemployment in the form of seasonal unemployment and disguised unemployment. This Act provides an avenue of paid employment which also contributes to productivity for rural women who do not have any source of employment, or their employment do not contribute to productivity, or women who

could not have regular daily employment. It is also a welcome source of paid work for nursing women and women with small children as they can go to work with their child/children.

Although the decision-making power of these women do not increase at community level, the positive impact on decision making power at household level as well as reduction of stress over monetary issues, increase in savings and entrepreneurial activities and reduction in stress over monetary issues for the sample beneficiaries are remarkable achievements of the Act in Mizoram.

One of the major problems of the country which needs urgent and effective addressing is inclusive development. If development does not reach the most vulnerable sections of the society, inequality gap increases. This Act aims to address the challenges of achieving inclusive growth. To some extent, the study finds that it serves as a tool for inclusive growth through positively impacting the rural poor people. It lessens their poverty through positively impacting their consumption patterns on food and non-food items including household durable and non-durable goods.

The creation of assets, increase in agricultural productivity through land development and building of rural infrastructure through convergence with other departments, wider reach of access to formal banking system and increase in purchasing power under the Act holds the potential for sustainable and inclusive development for rural India, which is one of the biggest challenges that the country faces.

5.3 SUMMARY OF SUGGESTIONS

- **Active Participation of all concerned parties in decision making process in Gram Shaba:** The implementing agency should make the beneficiaries aware of the importance and implications of Gram Shaba to develop a responsible and responsive forum. Favoring of opinions of only members of ruling parties should be eliminated. Steps should be taken to mitigate this unhealthy practice, through educating all

concerned parties about their rights and entitlements, about the utility of grievance redressal mechanism, and through stressing the need of an inclusive forum for inclusive growth.

- **Bank Correspondents:** In order to prevent leakages when village council members or any other person visiting banks withdraw their wages for them, it would be helpful to assign bank correspondents for beneficiaries in remote villages with no banks.
- If planning for different departments and projects can be done together within a specified time period, it will result in a more effective convergence of MGNREGA works with works taken up under different departments.
- Steps should be taken to have one VLA look after only one or two councils for a more efficient monitoring of works.
- **Increase awareness level:** Seminars, workshops and training should be conducted and pamphlets and booklets should be distributed to increase awareness of their rights among the beneficiaries. Also, the MNREGA Operational Guidelines which was translated in Mizo language should be intimated to all the beneficiaries under the Act, and be made more available and accessible for increasing the beneficiaries' awareness level about their rights and entitlements under the Act. For a smooth and efficient operation with least leakages, it is vital that the beneficiaries are fully aware of their rights and entitlements under the Act.
- The job cards of all the beneficiaries who are not willing to participate in manual works should be cancelled. If a job card holder sends someone else besides his or her family member whose name is included in the job card, the supervisors should report to the Village Council Members and the Programme Officers and such job cards should be cancelled.
- The importance of the MNREGA works and its impact in building valuable assets for individual lands and the community as well as the positive impacts these assets create on agricultural productivity and sustainable livelihood should be stressed so that workers will be motivated to be more committed.

5.4 Scope for Further Studies

A comparative study of performance of the MGNREGA in different states of India, in general and north-eastern states in particular may be conducted to assess the performance/success/effectiveness of the scheme in Mizoram vis-a-vis other states.

PARTICULARS OF THE CANDIDATE

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DATE OF ADMISSION : 13.08.2012
APPROVAL OF RESEARCH PROPOSAL
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 (i) One Journal Publication
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NUMBER OF PRESENTATION : Two National Level Presentation

APPENDIX-I

Interview Schedule for respondents

Demographic and socio economic particulars

1. Age:
2. Marital Status:
3. No. of family members:
 - a. Employed Adults
 - b. Unemployed Adults -
 - c. Children and adolescence -
4. District:
5. Occupation:

Sl. No	Occupation	Tick
1.	Farmer	
2.	Farmer-cum-labourer	
3.	Labourer	
4.	Maid	
5.	Small Entrepreneur	
6.	Housewife	
7.	Others, please specify	

6. Educational level:

Sl.No	Educational level	Tick
1.	Illiterate	
2.	Below Class X	
3.	Class X Passed	
4.	Class XII Passed	
5.	Graduate and above	

7. Average number of days employment is enjoyed in a year pre MGNREGA period

Sl. No	No. of days employed in a year	Before owning job card
1.	1-100 days	
2.	101-200 days	
3.	201-300 days	

4.	301-365 days	
----	--------------	--

8. Average Earnings in the year before owning a job Card or without owning a job card:

9. Figure of approximate personal and household earnings excluding the MGNREGA wages?

1.	Household earnings	
2.	Personal earnings	

Functioning of MGNREGA

10. How long have you owned a job card? A)Years B)Months

11. Are the works always undertaken within 5 kilometres from residence? Yes/No

12. Are you satisfied with worksite facilities provided? Yes/No/Can't Say

13. Is unemployment allowances provided? Yes/No

14. Do you collect your own wages? Yes/No

15. Are the wages paid within 15 days after work? YES / NO

16. What is the mode of payment of wages?

- a. Bank payment
- b. Cash payment
- c. Post office payment

17. Are you satisfied with the mode of payment? Yes/No/Can't say

18. Which mode of payment do you prefer?

- a. Bank
- b. Cash
- c. Post office payment

19. Do you encounter difficulties in times of collection of wages?

- a. always
- b. often
- c. sometimes
- d. hardly
- e. never

20. What are the types of work undertaken?

- a. Building kaccha road
- b. Construction of check dams, tanks, canals
- c. Other similar infrastructure
- d. works on private land

e. Others (please specify)

21. Are there worksite supervisors?
 - a. always
 - b. sometimes
 - c. hardly
22. Do the supervisors help in better completion of work? Yes/No/Can't say
23. What is the usual proportion of women workers in your group?
 - a. Less than half
 - b. Around half
 - c. more than half
24. Are children brought to the worksite? Yes/No
25. Is an adult worker assigned to look after children brought to the worksite?
 - i. always
 - ii. sometimes
 - iii. hardly
26. When are works provided?
 - i. on demand by job card holders
 - ii. as and when the village council find it convenient
 - iii. both
27. Does central participation of the village council help in better implementation of work? Yes/No/Can't Say
28. Do the works undertaken so far help in building better community assets/infrastructure? Yes/No/Can't Say
29. Are social audit conducted regularly? Yes/No

Women Beneficiaries' Awareness about Rights and entitlements under the Act

30. Do you know that machinery should not be employed in MGNREGA works? Yes/No
31. Are you aware that the Act provided that 33 percent of beneficiaries should be women? Yes/No
32. Are you aware that equal wages should be paid to both men and women?

Yes/No

33. Do you know that works on private lands can be applied for? Yes/No
34. Are you aware that employment can be demanded under the MGNREGA? Yes/No
35. Are you aware that unemployment wages have to be paid to you within a fortnight of demanding a job? Yes/No
36. Are you aware that MGNREGA wages have to be paid within a fortnight of completion of job? Yes/No
37. Are you aware that you can make complaints to District Ombudsman? Yes/No
38. Are you aware that crèche has to be provided? Yes/No
39. Are you aware drinking water and shade has to be provided at worksite? Yes/No
40. Are you aware that worksite has to be within a five kilometre radius from beneficiaries home? Yes/No
41. Are you aware that Social Audit has to be conducted regularly? Yes/No
42. Are You aware that there is a list of possible works? Yes/No
43. Do you know the works allowed under the list? Yes/No
44. Are you aware that worksite supervisors have to be present? Yes/No

Impact of MGNREGA on consumption patterns of women beneficiaries

45. Do MGNREGA wages increase food security (please tick)

Highly increase	Increase	Neither increase nor decrease	Decrease	Highly decrease

46. Do MGNREGA wages help in availing of healthcare facilities (Nutritional supplements, vitamins, mineral supplements) which was previously unavailable before getting the extra MGNREGA wages?

Very helpful	Helpful	Neither helpful nor unhelpful	unhelpful	Very unhelpful

47. Specify the average amount spent on personal healthcare the year before and after getting MGNREGA wages (give specific figures)

Sl. No	Amount spent (in rupees)	The year before owning a job card	The year after owning a job card
1.	0-1000		
2.	1001-2000		
3.	2001-3000		
4.	3001-4000		
5.	4001-5000		
6.	5001-6000		
7.	6001 and above		

48. Does MGNREGA wages increase your overall nutrition?

Highly increase	Increase	Neither increase nor decrease	Decrease	Highly decrease

49. Do you use MGNREGA wages for personal consumption?
Yes/No

50. If answer to Q.48 is yes, specify:

- a. cosmetics
- b. jewelleryes
- c. clothes
- d. travelling
- e. other form of personal consumption (Please Specify)

51. Specify the average amount spent on personal consumption a year before getting MGNREGA wages and after getting MGNREGA wages? Give specific figures)

Sl. No	Amount (in rupees)	The year before owning a job card	The year after owning a job card
1.	1000-2000		
2.	2001-3000		
3.	3001-4000		
4.	4001-5000		

5.	5001-6000		
6.	6001-7000		
7.	7001 above		

52. A) After being an MGNREGA beneficiary, does your consumption of durable items increase?

Highly increase (1)	Increase (2)	Neither increase nor decrease (3)	Decrease (4)	Highly decrease (5)

53. If your answer to Q.48 a) is 1 or 2 do you attribute the increase to MGNREGA wages? Yes/No

54. If your answer to Q.48 A) is 3 or 4 or 5 do you think the reason is

- a) Inflation
- b) Increase in family expenditure due to increase in family members
- c) Utilisation of MGNREGA wages in other avenues
- d) Husband or other member of the family's control over wages
- e) others

Impact on women beneficiaries' savings and investments (on further entrepreneurial activities)

55. Does your savings increase after getting MGNREGS wages?

Highly increase (1)	Increase (2)	Neither increase nor decrease (3)	Decrease (4)	Highly decrease (5)

56. If answer to Q.51 is 1 or 2, do you attribute the increase to MGNREGA wages? Yes/No

57. If your answer to Q.51 is 3 or 4 or 5, do you think the reason is

- a) Inflation
- b) Increase in family expenditure due to increase in family members
- c) Utilisation of MGNREGA wages in other avenues
- d) Husband or other member of the family's control over wages
- e) Others

58. If you have saved MGNREGA wages can you specify how much (average) you save in a year after getting MGNREGA wages and before getting MGNREGA wages?

59. Does your investment on entrepreneurial activities increase after getting MGNREGA wages

Highly increase (1)	Increase (2)	Neither increase nor decrease (3)	Decrease (4)	Highly decrease (5)

60. If answer to Q.55 is 1 or 2, do you attribute the increase to MGNREGA wages? Yes/No

61. If your answer to Q.55 is 3 or 4 or 5, do you think the reason is

- a) Inflation
- b) Increase in family expenditure due to increase in family members
- c) Utilisation of MGNREGA wages in other avenues
- d) Husband or other member of the family's control over wages

e) Others

62. If you have invested your MGNREGA wages on any entrepreneurial activities, can you specify what type of entrepreneurial activities you have invested in?
63. If you have invested your MGNREGA wages on any entrepreneurial activities can you specify how much (average) you invest in a year after getting MGNREGA wages and before getting MGNREGA wages?

Impact on decision making power of women beneficiaries inside the household and at community level

64. Who is the head of the house?
- i. self
 - ii. husband
 - iii. father
 - iv. mother
 - v. father-in-law
 - vi. mother-in-law
65. What percentage of your wages are you at liberty to spent on household items of your choice?
- i. 0%-25% (Re.1-rs.3225)
 - ii. 25%-50% (Rs.3225-rs.6450)
 - iii. 50%-75% (Rs.6450-rs.9675)
 - iv. 75%-100% (Rs.9675-rs.12900)
66. Are you happy with the amount you have in hand to spent from the wages you earned?

Happy	1	2	3	Unhappy

67. To whom do you submit the wages you don't spent?
- i. husband
 - ii. mother
 - iii. father
 - iv. mother-in-law
 - v. father-in-law

68. Does getting MGNREGA wages increase your bargaining and decision making power with the male members of the family inside the household?

Highly increase (1)	Increase (2)	Neither increase nor decrease (3)	Decrease (4)	Highly decrease (5)

69. Does MGNREGA wages increase your bargaining and decision making power at community level?

Highly increase (1)	Increase (2)	Neither increase nor decrease (3)	Decrease (4)	Highly decrease (5)

Impact on Self esteem of women Beneficiaries and impact on education

70. Does getting additional money through MGNREGA increase your self esteem?

Highly increase (1)	Increase (2)	Neither increase nor decrease (3)	Decrease (4)	Highly decrease (5)

71. Is getting additional money through MGNREGA helpful for your educational funds or child's educational funds?

Very helpful	Helpful	Neither helpful nor unhelpful	unhelpful	Very unhelpful

72. Does the extra money from MGNREGA wages decrease stress?

Highly decrease	Decrease	Neither decrease nor increase	increase	Highly increase

73. If answer to Q.68 is 1 or 2, do you attribute the reduction on stress to MGNREGA wages? Yes/No

74. If your answer to Q .68 is 3 or 4 or 5, do you think the reason is

- b) Inflation
- b) Increase in family expenditure due to increase in family members
- f) Utilisation of MGNREGA wages in other avenues
- g) Husband or other member of the family's control over wages
- h) Others**

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