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Effectiveness of implementation procedure of MGNREGS in Kerala

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Abstract

Mahatma Gandhi National Rural Employment Guarantee Act implemented by the Ministry of Rural Development is the flagship program of the Government that directly touches lives of the poor and promotes inclusive growth and intended to cover up the short comings of the previous programmes. The Parliament passed NREGA in August 25, 2005. The Act aims at enhancing livelihood security of households in rural areas of the country by providing at least 100 days of guaranteed wage employment in a financial year to every house hold whose adult members volunteer to do unskilled work (NREG Act, 2005). NREGS in Kerala was introduced in February 2006 in Palakkad and Wayanad districts. The programme was extended to Kasaragod and Idukki by April 2007, and the remaining districts by 2008.

Review of literature

Ambily, (2016), in the study attempts to critically examine the implementation process of this programme and its impact on women in Pampakuda panchayath of Ernakulam district. The study found that MGNREGA has raised the standard of living of the rural category of women. It has successfully irradiated their poverty and uplifted their social wellbeing. The main benefits towards the village due to MGNREGA is financial upgrading in each family, time is utilized in an effective manner for the benefit of the society and also paved way for lighting the lamp of women empowerment towards the lowest strata of the women population. Thus it can be concluded that MGNREGA has resulted into women empowerment., Kumar & Helaney, (2015), in this paper examines the registration of beneficiaries for works, provision of worksite facilities and general worksite management under the Mahatma Gandhi NREGA in Kerala. The Mahatma Gandhi NREGA introduced in the country with the twin objectives of employment generation and rural assets creation, no doubt, has positively hit the rural areas. The positive perception regarding the registration of beneficiaries for work, allotment of work, facilities provided at the worksites, management of worksites and payment of wages under the Scheme in Kerala are solid evidences for its effective implementation. The Kerala model of practical implementation of the Scheme can be adopted by other states in the country wherein problems do exist with regard to work allotment, worksite management, and payment of wages. Shabbir & Noor, (2014), in their study, focused on MGNREGA and its implementation through good Governance. They opined that the Act is particularly a tool of empowerment for the most vulnerable sections of the village communities as they are also victims of social exclusion and political marginalization. MGNREGA had made a dent on poverty by both-increasing employment opportunities and raising the wage rate. And it had strengthened the process of participatory democracy through economic decentralization and by giving significant



roles to the Panchayati Raj Institutions. Shihabudheen, (2013), in this study opined that Kerala has got excellent potential to become a role model for the entire nation for systematic and corruption-free implementation of MGNREGA. The strong presence of the poverty alleviation programme of the State Government viz. 'Kudumbashree' has made the position of MGNREGA implementation in this state unique; ensuring high level of effectiveness and transparency unlike in most other states in India. The field study has shown that there is quite high level of potential for MGNREGA for socio-economic empowerment of women, and reasonable (moderate) level of political empowerment too. The experience so far being satisfactory, the Kerala's model of MGNREGA implantation could replicated in other states. The prospects of the MGNREGA for rural development and women empowerment are quite bright provided it is properly executed. Bebarta, (2013), assessed the implementation of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) and its various impacts in the lives of tribal people in the district of Gajapati. As is known, the MGNREGA provides guaranteed employment to the rural households. It empowers the marginalized through decentralized planning and ensures the livelihood security by creating durable assets. It was understood that the tribal households in the Gajapati district have been benefited from MGNREGA in many ways as it increased their income resulting multiple in impacts in their social and economic life.

Objectives

To evaluate the effectiveness of the implementation procedure of MGNREGS in Kerala

Hypotheses

- H₀ There is no significant difference between males and females regarding the effectiveness of implementation procedure of MGNREGS.
- H₁ There is significant difference between males and females regarding the effectiveness of implementation procedure of MGNREGS.
- H₀: There is no significant difference among the employees of different educational qualification with regards to the effectiveness of implementation procedure.
- H₁: There is significant difference among the employees of different educational qualification with regards to the effectiveness of implementation procedure.

Methodology

The present study has been undertaken in the state of Kerala covering seven districts. Descriptive and analytical research design has been used for the study. The study uses both primary and secondary data. The present study has been done from a large sample of respondents from the seven districts of Kerala. The universe of the study was the registered MGNREGS workers of the Kerala state.

Results and discussion

The success of every scheme depends on its effective implementation. In this context, it is very important to assess the effectiveness of implementation procedure of MGNREG Scheme. To measure the effectiveness of implementation procedure, twenty variables under five constructs are used, which are 1) process of registration and issue of job cards, 2) selection of work, 3) execution and supervision of work, 4) work site facility, 5) measurement of work and distribution of wages. The



effectiveness of implementation procedure is measured by using five point Likert scale. Score 5 is assigned for highly effective, 4 for effective, 3 for neutral, 2 for ineffective, and 1 for highly ineffective. The result of the analysis is presented in table 1.

Table 1: Effectiveness of implementation procedure of MGNREGS

Code		Mean	S.D
EI1	Process of registration	3.55	.415
EI2	Selection of work	3.87	.555
EI3	Execution and supervision	3.53	.395
EI4	Worksite facility	3.74	.668
EI5	Measurement and distribution of wages	1.74	.417

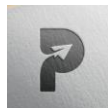
Source: Primary data N-426

Table 1 shows that the implementation procedure of MGNREGS is comparatively effective since the mean value for 'selection of work' is 3.87, followed by 'work site facility' (3.74), 'process of registration' (3.55), and 'execution and supervision' (3.53). The one aspect which is found least effective is 'measurement and distribution of wages' which has the mean score of 1.74. The effectiveness of implementation procedure of MGNREGS is presented in figure 1



Source: Primary data

Figure 1 Effectiveness of implementation procedure of MGNREGS



Effectiveness of implementation procedure and profile variables of MGNREGS workers.

The functioning of the scheme and the outcome from the scheme largely depends on the way in which various activities designed under the scheme are implemented. The beneficiaries are the best judges in judging the execution of various activities. Hence, an attempt is made here to assess the effectiveness the implementation procedure of MGNREGS as perceived by the beneficiaries. The effectiveness of implementation procedure of MGNREGS is tested in terms of 'gender', 'age' and 'education qualification' of the beneficiaries.

Gender and effectiveness of implementation procedure of MGNREGS

Even though the majority of the MGNREGS workers in the study area are females (83.3%), males also constitute the total work force. In order to test the perception of MGNREGS workers about the effectiveness of implementation procedure of MGNREGS, the following hypotheses were formulated and tested using independent sample t test. The results are shown in the table 2

H₀ There is no significant difference between males and females regarding the effectiveness of implementation procedure of MGNREGS.

H₁ There is significant difference between males and females regarding the effectiveness of implementation procedure of MGNREGS.

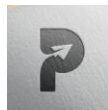
Table 2

Gender and perception about implementation effectiveness-t test

Variables	Male		Female		Independent sample t test			Remarks
	Mean	S.D	Mean	S.D	t	d.f	P value	
Process registration of	3.64	.450	3.54	.406	1.83	424	.068	Accepted
Selection of work	3.86	.544	3.87	.550	-.055	424	.957	Accepted
Execution and supervision	3.57	.397	3.52	.395	.945	424	.345	Accepted
Worksite facility	3.64	.786	3.76	.641	-1.34	424	.181	Accepted
Measurement and distribution of wages	1.75	.475	1.73	.405	.272	424	.785	Accepted

Source: Primary data

Table 2 shows the result of t test administered on the collected data. Since the P value is greater than .05, the null hypothesis is accepted in respect of all variables. Hence, there is no



significant difference in perception of males and females with regards to the effectiveness of implementation procedure of MGNREGS. Both males and females have same perception about the effectiveness of implementation procedure of MGNREGS.

Age and effectiveness of implementation procedure

The workers of MGNREGS are from different age groups. For the purpose of study, the workers are grouped into four age groups- below 35 years, 36 to 50 years, 51 to 65 years, and above 65 years. So it is worthwhile to test whether there is any significant difference in perception of the employees of different age group about the effectiveness of implementation procedure of MGNREGS. In order to test perception of workers of different age group about the effectiveness of implementation, the following hypotheses were formulated and tested using one way ANOVA. The result of the analysis is shown in table no.4.29

H₀: There is no significant difference between the employees of different age groups with regard to the effectiveness of implementation procedure.

H₁ There is significant difference between the employees of different age groups with regard to the effectiveness of implementation procedure.

Table 3

Age and effectiveness of implementation procedure-ANOVA

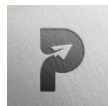
Variables	Age			d.f	F	P-value	Remarks
	Age	Mean	S.D				
Process registration of	Below 35 Years	3.47	.356	422	4.30	.005	Reject
	36-50 Years	3.50	.410				
	51-65 Years	3.64	.423				
	Above 65 Years	3.54	.459				
Selection of work	Below 35 Years	3.82	.444	422	1.52	.208	Accept
	36-50 Years	3.81	.615				
	51-65 Years	3.93	.555				
	Above 65 Years	3.88	.474				
Execution and	Below 35 Years	3.40	.331	422	5.26	.001	Reject



Variables	Age			d.f	F	P-value	Remarks
	Age	Mean	S.D				
supervision	36-50 Years	3.52	.419				
	51-65 Years	3.61	.390				
	Above 65 Years	3.50	.368				
Worksite facility	Below 35 Years	3.78	.549	422	1.08	.357	Accept
	36-50 Years	3.66	.719				
	51-65 Years	3.78	.660				
	Above 65 Years	3.81	.720				
Measurement and distribution of wages	Below 35 Years	1.72	.382	422	.128	.944	Accept
	36-50 Years	1.73	.406				
	51-65 Years	1.75	.445				
	Above 65 Years	1.75	.391				

Source: Primary data

Table 3 shows the result of ANOVA administered on the collected data. Since the P value is less than .05; the null hypothesis is rejected in respect of two variables. Hence there exist significant difference among MGNREGS workers of different age group with regards to (1) 'process of registration', (2) 'execution and supervision'. As the P value is greater than .05, the null hypotheses in respect of the remaining three variables are accepted. Hence, there is no significant difference between the workers of different age groups with regards to these three variables- (1) 'selection of work', (2) 'work site facility', (3) 'measurement and distribution of wages'. All the workers irrespective of their age groups have same perception about these three variables. Tukey Post Hoc test was used to identify which specific age groups are significantly differed. The result of the Post Hoc test is shown in the following tables.

**Table 4****Age and the workers' perception about effectiveness of registration process-Post Hoc test**

Variables	Age group (I)	Age group (J)	Mean difference (I-J)	S.E	P value
Process of registration	Below 35 years	51-65 years	-.16538*	.0566	.019
	36-50 years	51-65 years	-.13860*	.0460	.015

Source: Primary data

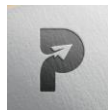
There is a statistically significant difference between workers of different age group with respect of employees' perception about 'process of registration' as determined by ANOVA, $F(3,422) = 4.30$, $P = .005$. The result of Post Hoc test says that there is significant difference between workers in the age group of below 35 years ($M = 3.47$) and workers in the age group of 51-65 ($M = 3.64$), workers in the age group of 36-50 years ($M = 3.50$) and workers in the age group of 51-65 years ($M = 3.64$). The perception of workers about the 'process of registration' was significantly higher among the workers in the age group of 51-65 years. ($M = 3.64$, $S.D = .423$).

Table 5**Age and perception about effectiveness of execution and supervision-Post Hoc test**

Variables	Age group (I)	Age group (J)	Mean difference (I-J)	S.E	P value
Execution and supervision	Below 35 years	51-65 years	-.20888*	.05374	.001

Source: Primary data

There is a statistically significant difference between workers of different age group with respect of perspective about 'execution and supervision' as determined by ANOVA, $F(3,422) = 5.26$, $P = .001$. The result of Post Hoc test says that there is significant difference between workers in the age group of 'below 35 years' ($M = 3.40$) and workers in the age group of '51-65 years' ($M = 3.61$). The perception of workers about the 'process of registration' was significantly higher among the workers in the age group of 51-65 years. From the age wise classification of the workers shows that 41.3% of the workers are in the age group of 51-65 years. It may be due to that, the workers in the age group of 51-65 years consider the MGNREG Scheme as main source of their livelihood and they tried to understand more about the Scheme.



Educational qualification and effectiveness of implementation

Education may affect the attitude of a person and the response of an individual is likely to be determined by education level of the workers. Since the education qualification provides more awareness on the employment scheme, it may affect the workers' perception about the effectiveness of MGNREGS implementation procedure. In order to test whether there is any significant difference among the respondents of different educational background with respect of perception about the effectiveness of MGNREGS' implementation procedure; the following hypotheses were formulated and tested using one way ANOVA. The result of the analysis are shown in the table 6

H_0 : There is no significant difference among the employees of different educational qualification with regards to the effectiveness of implementation procedure.

H_1 : There is significant difference among the employees of different educational qualification with regards to the effectiveness of implementation procedure.

Table 7

Educational qualification and effectiveness of implementation procedure-ANOVA

Variables	Educational qualification			d.f	F	P value	Remarks
		Mean	S.D				
Process of registration	Illiterate	3.59	.390	421	4.18	.002	Rejected
	Primary	3.61	.431				
	SSLC	3.44	.374				
	+2	3.56	.449				
	Degree/Diploma	4.00	.000				
Selection of work	Illiterate	3.91	.429	421	.329	.858	Accepted
	Primary	3.88	.606				
	SSLC	3.83	.553				
	+2	3.83	.428				
	Degree/Diploma	3.80	.848				



Variables	Educational qualification		d.f	F	P value	Remarks	
		Mean					S.D
Execution and supervision	Illiterate	3.43	.308	421	10.9	<0.001	Rejected
	Primary	3.62	.404				
	SSLC	3.40	.387				
	+2	3.50	.244				
	Degree/Diploma	3.65	.530				
Worksite facility	Illiterate	3.87	.576	421	.976	.421	Accepted
	Primary	3.70	.733				
	SSLC	3.73	.627				
	+2	3.81	.405				
	Degree/Diploma	3.50	1.64				
Measurement and distribution of wages	Illiterate	1.87	.454	421	3.35	.010	Rejected
	Primary	1.70	.398				
	SSLC	1.71	.405				
	+2	1.75	.454				
	Degree/Diploma	2.37	.176				

Source: Primary data

Table 7 shows the result of ANOVA administered on collected data. Since the P value is greater than .05, the null hypotheses in respect of the two variables (selection of work & work site facility) are accepted. Hence, there is no significant difference between the workers of different educational qualification with regards to these two variables. All the workers irrespective of their education have same perception about these two variables. Since the P value is less than .05, the null hypothesis is rejected in respect of three variables. Hence there exist significant difference among



MGNREGS workers of different educational qualification with regards to (1) 'process of registration', (2) 'execution and supervision' and (3) 'measurement and distribution of wages'. Even though the test shows that there is significant difference regarding three variables, it does not imply that each group is significantly different from all other groups. To know which groups are significantly different, a 'Post Hoc' test is carried out using 'Tukey HSD' method.

Table 8

Educational qualification and effectiveness of registration process-Post Hoc test

Variables	Education (I)	Education (J)	Mean difference (I-J)	S.E	P value
Process of registration	Primary	SSLC	.17172*	.046	.002

Source: Primary data

There is a statistically significant difference among workers of different educational qualification with respect to workers perception about 'process of registration' as determined by ANOVA, $F(4,421) = 4.18$, $P = .002$. The result of Post Hoc test says that there is significant difference between 'primary ($M=3.61$) and SSLC' ($M=3.44$). The test revealed that, the perception of workers about the 'process of registration' was significantly higher among the workers with degree/diploma ($M = 4.00$, $S.D = .000$).

Table 9 Educational qualification and effectiveness execution and supervision-Post Hoc test

Variables	Education (I)	Education (J)	Mean difference (I-J)	S.E	P value
Execution and supervision	Illiterate	Primary	-.22961*	.052	<0.001
	Primary	SSLC	.25818*	.042	<0.001

Source: Primary data

There is a statistically significant difference between workers of different educational qualification with respect of workers perception about 'execution and supervision' as determined by ANOVA, $F(4,421) = 10.90$, $P < 0.000$. The result of Post Hoc test says that there is significant difference among 'illiterate ($M=3.43$) and primary ($M=3.62$), 'primary ($M=3.62$), and SSLC' ($M = 3.40$). The perception of workers about the 'process of execution and supervision' was significantly higher among the workers of degree/diploma, ($M = 3.65$, $S.D = .530$).



Table 10

Educational qualification and effectiveness of measurement and distribution of wages-Post Hoc test

Variables	Education (I)	Education (J)	Mean difference(I-J)	S.E	P value
Measurement and distribution of wages	Illiterate	Primary	.16401*	.057	.038

Source: Primary data

There is a statistically significant difference between workers of different educational qualification with respect of perception about 'measurement and distribution of wages' as determined by ANOVA, $F(4,421) = 3.65$, $P=.010$. The result of Post Hoc test reveals that there is significant difference among 'illiterate ($M=1.87$), and primary' ($M=1.70$). The perception of workers about the 'measurement and distribution of wages' was significantly higher among the workers of degree/diploma ($M= 2.37$, $S.D=.176$).

Findings

1. The implementation procedure of MGNREGS was found effective with regard to process of registration ($M=3.55$), selection of work ($M= 3.87$), execution and supervision ($M=3.53$) and work site facility ($M=3.74$). The only one aspect which is found least effective is measurement and distribution of wages ($M=1.74$).
2. It is found that the males and females have the same perception about the effectiveness of implementation procedure.
3. The perceptions about the effectiveness of implementation procedure of MGNREGS among the workers are different on the basis of educational qualification. It was higher among workers with higher educational qualification.
4. On the basis of age group, there exists significant difference among MGNREGS workers with regards to the perception about effectiveness of implementation procedure of MGNREGS.
5. As per the impact assessment model, the effectiveness of implementation procedure is the important factor which strongly affects the economic impact ($\beta=0.564$).
6. As per the impact assessment model the effectiveness of implementation procedure is the most influencing factor which leads to social impact as it is having highest path coefficient ($\beta =0.613$) followed by the awareness about MGNREGS ($\beta=.316$).

Suuggestion

Since the findings of the study clearly depicts that the effectiveness of implementation procedure is the most important factor which leads to social impact, economic impact and value creation, more attention should give with regards to implementation.



Conclusion

The real scenario of implementation of MGNREGS and its contribution to socio-economic development of the rural area is found to be far behind from the dreamt achievement under this scheme. Problems like lack of awareness, irregular payment of wages, corruption, etc. make the scheme completely unreliable for the rural households for their socio-economic development. So, Government should consider seriously about it and take necessary steps to avoid these drawbacks.

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