8.1 Conclusions

A number of employment schemes (both self and wage employment schemes) have been implemented by the government of India ever since its independence to alleviate poverty. Integrated Rural Development Programme (IRDP), Development of Women and Children in Rural Areas (DWCRA), Training of Rural Youth for Self-employment (TRYSEM), Supply of Improved Toolkits to Rural Artisans (SITRA), Million Wells scheme (MWS), Ganga Kalyan Yojana (GKY), Swarnjayanti Gram Swarojgar Yojana (SGSY), Prime Minister Rozgar Yojana etc. were the important self-employment programmes implemented all over the country. Wage employment programmes such as Rural Manpower Programme, Rural Works Programme, Small Farmers Development Agency Programme, Food for Work Programme, National Rural Employment Programme, Employment Assurance Scheme, etc. were also simultaneously implemented. The last among the series of wage employment programmes is the Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (MGNREGA).

The Act (MGNREGA) is a special piece of legislation which aims to provide for the enhancement of livelihood security of the households in rural areas of the country by providing at least one hundred days of guaranteed wage employment in every financial year to every household whose adult members volunteer to do unskilled manual work and for matters connected or incidental thereto. The Act marked a paradigm shift from all precedent wage employment programmes. It was notified in 200 districts in the first phase with effect from February 2nd 2006 and then extended to additional 130 districts in the financial year 2007-2008 (113 districts were notified with effect from April 1st 2007, and 17 districts in UP were notified with effect from May 15th 2007). The remaining districts have been notified under the NREGA with effect from April 1, 2008. Thus MGNREGA covers the entire country with an exception of districts that have a hundred percent urban population. The efficient and
effective implementation of the programme assumes pivotal importance. Anomalies on the implementation side, national and State-specific, projected the need for a comprehensive study on the various aspects of the Scheme in Nainital district of UTTARAKHAND. It was in this context that a concerted effort to study the implementation aspects and development prospects of the Mahatma Gandhi NREGA in Nainital district was attempted.

The study was descriptive in nature. The population for the study comprised all the Mahatma Gandhi NREGA beneficiaries in Nainital district. There are eight blocks in Nainital district namely Haldwani, Ramnagar, Betalghat, Kotabagh, Bhimtal, Ramgarh, Dhari & Okhalkanda. 100 households were taken as the sample from each block selected randomly for the present study hence the total sample size amount to 800.

In addition, officers from each block, directly involved in the implementation of the scheme were also been interviewed to elicit problems involved in the implementation of the scheme.

Five Panchayat each were selected randomly from each of the block and twenty respondents were randomly selected from each panchayat. It was intentionally decided to include 33 percent women beneficiaries in the whole survey, so around 6 or 7 women beneficiaries were included from each gram panchayat. Thus the final survey beneficiaries included 33% women. The selected officers belonging to the blocks and Panchayats were the official respondents from the part of the implementation agencies of the scheme.

The primary data has been collected from the beneficiaries of MGNREG scheme through a well-structured questionnaire cum interview schedules which were pre-tested making necessary changes to suit the present study. The schedules were filled in with the help of sample MGNREGS beneficiaries/officials through face-to-face interviews by the researcher. The information provided by the respondents was also cross-checked when the researcher interacted with the village leaders, officials of the
scheme along with division and district level authorities. Focused Group Discussions have also been conducted to cross check the data collected through interview schedules as well as the interactions with the leaders of the respective villages, government and non-government officials.

Tools of Analysis: The data collected through the questionnaire/schedule has been classified and tabulated into many tables for analysis purpose. Simple statistical tools like averages, percentages etc., have been used to analyse the data, t test have been used to check for the significance of the difference between means and f test to check for the significance of the difference between the responses among the respondents of the different blocks and chi-square test has also been used.

This chapter presents the major findings and conclusion of the study. Based on empirical data and its analysis, an attempt is also made in the chapter to suggest suitable measures for effective implementation of MGNREGS in order to increase the livelihood opportunities in future.

The primary data was collected through a self-structured questionnaire/schedule which comprised questions related to demographic status, job cards registration, muster rolls, payment of wages, workplace, change in income, assets & quality of life, co-ordination, problems. The questions were open ended, close ended and also based on five point likert scale.

The secondary data was collected from MGNREGA Cell, DRDA Nainital and the official website of MGNREGA for Uttarakhand district wise as well as block wise.

The data has been analyzed district wise and block wise as per the requirement of objectives and hypothesis.

The data is presented in percentage to get the better view; T-test is conducted to check for the significance of difference.
8.2 Objectives of the Study

The main objectives of the present study are:

1. To disclose the aspects affecting the scheme in Nainital district.
2. To compare the plan presentations to generate the employment under the scheme.
3. To investigate the effects of the scheme.
4. To throw the light on different problems and difficulties come on the path of the scheme.
5. To suggest the solutions for these problems and difficulties.

8.3 Hypothesis

1. Scheme is failed to attract the unemployed labourers in Nainital district.
2. There is a big difference between the fund allotted and the fund actually used.
3. Contribution of the scheme for the development of rural area and rural economy is too less.
4. Lack of cooperation and coordination among the administrative officers and villagers.
5. Interested unemployed workers are not getting full and regular work.

8.4 Hypothesis Testing

1. $H_01$: Scheme is failed to attract the unemployed laborers in Nainital district.

To test $H_01$ the secondary data relating to the employment demanded by the rural households have been used. The simple percentage was used to know the percent of employment demanded by one particular district to the total employment demanded by the state. It was evident that the percentage of employment demanded was comparatively less in Nainital district. Hence the $H_01$ is accepted.

2. $H_02$: There is a big difference between the fund allotted and the fund actually used - the secondary data of the state, district wise as well as block wise has been used for the purpose of accepting / rejecting the hypothesis. The percentage was used to know the percent of funds utilized as against funds allotted; it was observed in the data that in Nainital district the funds were almost fully utilized. Thus $H_02$ is rejected.
3. \( H_0^3 \): Contribution of the scheme for the development of rural area and rural economy is too less - was failed to be accepted as it was evident from the secondary data collected and analyzed through percentage that percentage of assets created in Nainital district and Uttarakhand as a whole was little higher than the average percentage of assets created by the different states in India. It was also found that the percentage of asset creation in the district is not too less but when we move to other aspect; economy it also affected by the employment generation and there we can accept the half part of the hypothesis. So \( H_0^3 \) is partially accepted.

4. \( H_0^4 \): Lack of cooperation and coordination among the administrative officers and villagers. For this hypothesis the mean was used to know the perception of the respondents and the average mean was compared with the neutral score of 3 using the t-test. The t-test confirmed the significant difference between the neutral score and the higher positive score which made us accept the hypothesis. \( H_0^4 \) is accepted.

5. \( H_0^5 \): Interested unemployed workers are not getting full and regular work. The secondary data analysed for this hypothesis was that of employment provided as against demanded by the households. The percentage was calculated for the employment provided and it was found that 100 % employment was not provided as per the provision of the Act, thus we accepted the hypothesis. \( H_0^5 \) is accepted.

8.5 The Major Findings Of The Study

The major findings of the study are summarized and present in two main categories:

- Findings of primary data.
- Findings of Secondary data.

The above categories are further summarized into different heads, as per requirement and analysed bases.
8.5.1 Findings of the Primary Data

On the basis of primary data collected and analysed and discussed within the manuscript findings are summarized into the following heads below:

I. Demographic profile of the beneficiaries:
1- Gender wise – 33% of the beneficiaries are women.
2- On the whole, the majority of the beneficiaries (43%) are from the age group 35-45 years. the no. of beneficiaries below the age of 25 is the highest in Betalghat block, in the age group of 25-35, highest respondents are from Kotabagh. 21% respondents are from the age group above 45, majority of which are from Dhari district.
3- Category wise, 62% of the beneficiaries belong to SC, followed by 37.25% of General and very negligible % of beneficiaries is from ST. The state could ensure higher participation of ST’s in the programme compared in their proportion in the total population of the state.
4- As many as 89.50% of the beneficiaries are married. Noticeably there was no beneficiary respondent from Kotabagh who was unmarried.
5- Majority of the respondent beneficiaries (45.65%) have education level up to primary of which highest belong to Haldwani block. The illiterate respondents are 31.75% and the highest in Okhalkanda block. 22.63% beneficiaries are high school, of which majority are from Haldwani block. Noticeably only 7 respondents were found have completed education till higher secondary, all from Betalghat and no beneficiary had education till graduation.
6- A non-significant majority of the respondent beneficiaries (5.25%) are also the beneficiary of some other scheme.
7- 75% of the beneficiaries reported that they held the Below Poverty Line card, majority of which belonged to Haldwani (12.50%) all the respondents surveyed.

II. Registration of Beneficiaries, Issued and Management of Job cards.
1- As many as 79.50% of beneficiaries had submitted their application for registration through directly writing to Gram Pradhan, Oral request for registration to Gram Sabhas was made only in Ramnagar, Dhari & Okhalkanda district. Yet another 14.5%
beneficiaries got registration through written request to Gram sabhas. And a very negligible percent of beneficiaries (2.88%) got themselves registered through oral request to Gram Panchayat.

2- Majority of the respondents (91.13%) beneficiaries reported that there was proper verification done of their registration.

3- The applications of 88.88% of the beneficiaries were accepted for registration and issue of job cards, without finding any defects. However 11.13% of the applicants had to experience rejection on account of wrong/missing information in the application or due to lack of relevant documents though the applications were later accepted after the rectification. Least no. of applications were rejected in Betalghat district.

4- Majority of the respondents stated that their verification of registration was done by Gram Panchayat (89.13%), while 10.88% stated that it was done by outside officers.

5- A significant majority (88.25%) of the beneficiaries received their job cards within the stipulated time period of 15 days of registration. There was yet another (10.75%) who received with 21 days and a very small percentage of beneficiaries (1%) who received their job cards between 21-31 days.

6- As many as 100% of the beneficiaries are keeping their job cards by themselves.

7- Majority of the beneficiaries (81.88%) has to visit once or twice to get their job card only did the 18.13% stated that they received their job cards on visiting the Gram Panchayat more than twice.

8- Cent percent beneficiaries stated that the no. of employment days but not demanded workdays were mentioned in the job cards.

9- 100% respondent beneficiaries stated that they themselves had to arrange for the photograph for the job card.

10- As many as 32.63% of the beneficiaries had the experience of incurring cost for obtaining job card.

11- The perception about job card registration and management is found to be highly positive overall mean score of the perception is 4.15 (significantly higher than the moderate/neutral score 3). The higher perception score of the respondent beneficiaries
in this regard indisputably confirms the existence of trouble free registration of job card and management in Nainital district in Uttarakhand.

III. Muster Roll.
1- All the respondent beneficiaries stated that muster roll was used in work place.
2- As many as 77.25% stated that the muster roll was prepared by the pradhan white 8% stated that it was prepared by the labourers.
3- No significant difference existed between those who stated that the person in charge of making muster roll was trained and those who stated that they over no aware about.
4- 60.50% of the respondent beneficiaries stated that there was use of temporary muster roll in the work place and the percentage of respondents was the highest in Betalghat.
5- Majority of the respondent beneficiaries (89.13) stated that they signed the muster roll always, 9.63% stated that only sometimes did they put the thumb print.

IV. Payment of Wages.
1. All the respondent beneficiaries stated that they received their wages through post office/bank accounts.
2. Not a single respondent stated that there were lesser wages for women. The MGNREGA promos gender equality in terms of work and wages.
3. Majority of the respondent households (55.13%) stated that they received work for 30-60 days, followed by 26.7% who received work for 60-90 days. only 3.25% of beneficiary households stated that they received work for more than 90 days.
4. All the respondents (100%) stated they were not paid any unemployment allowance if they received work for less than 100 days.
5. As regards wage rate, the beneficiaries in all he blocks have highly negative perception and overall perception being 1.66 (significantly lower than the neutral score of 3).
6. The overall score of 4.11 regarding the help received from Gram Panchayat to open bank accounts for receiving MGNREGA wages indicated a highly positive perception of the beneficiaries.
7. As regards access to bank premises, the beneficiaries in Nainital district have a lightly positive perception overall mean 4.25.
8. Regarding the generation of pay orders, the beneficiaries have a negative perception an overall mean score is 2.49.

9. As regards the issue of ages slips, the beneficiaries have positive perception (overall mean score 3.83).

10. On the whole, all the blocks collectively registered a positive perception, though not highly positive (still significantly higher than the neutral score of 3). Thus we can conclude that the beneficiaries have positive perception towards payments of wages under the programme.

V. Workplace/Worksite Related

1. All the respondent beneficiaries stated that distance of workplace from their residence was within 5 km and that they did not receive any conveyance allowance.

2. The beneficiaries have positive perception regarding worksite facilities revealed by the overall mean score of 3.38, though not a very high positive score, yet significantly higher than the neutral score of 3 as tested with t tests. This shows that the beneficiaries have positive satisfaction about the worksite facilities.

VI. Perceptions on Change in Income, Assets, and Quality Of Life

1- Exceptionally higher levels of agreement was found regarding the increase in their income after getting registered under MGNREGA (mean score 4.11, 82.2%).

2- As regards increase in household assets, the overall mean score 3.93 disclosed a higher level of agreement by the respondent beneficiaries. The score is significantly higher than the neutral score of 3.

3- The beneficiaries stated that they could spend more on the education of their children after their registration in MGNREGA. The overall mean score of 4.02 justifies the opinion.

4- Irrespective of the blocks, the respondent beneficiaries were of the opinion that their expenditure on health care had increased. Overall mean score 4.11.

5- The overall score of 4.01 states that the beneficiaries believed that they could save more after they got themselves registered under MGNREGA scheme.
Conclusion

6- The mean score of 3.61 though no so strong positive perception of the respondent beneficiaries, reveals that there is more of social involvement of the beneficiaries, after the MGNREGA program.

7- The overall mean score of 3.97 reveals the agreement of the beneficiaries as to the increased in family income. Expenditure on children’s education, household assets, on health care, savings and their social involvement as result of their involvement in MGNREGA scheme. The overall mean is significantly higher than the neutral score of 3.

Thus it can be concluded that the personal income, assets and quality of life of the respondent beneficiaries increased after joining the scheme.

VII. Perceptions on Coordination.

The perception about coordination between the officials and workers was also found to be positive as the overall mean score is 3.82 (significantly higher than the neutral score of 3), a major problem in the implementation of Mahatma Gandhi MGREGA, within the district.

VIII. Problems faced in the implementation:

1. The opinion of the various officers involved in the preparation & approval of action plans, stated that the action plans are not properly planned (overall mean score 3.44). The problem is found more severe in Dhari blocks with mean score 4.63.

2. As regards the prompt submission of the action plans by the Gram Panchayat, the officersNeveraked that it was not a problem for them as Gram Panchayat are promote in submitting the action plans. It is evident from the overall mean score of 2.09 (significantly lower than the neutral score of 3). Thus the officers perceived their negative agreement towards this problem.

3. The officers further revealed that revision of action plans didn’t delay the approval of plans (overall mean score 2.26).

4. The improper preparation of muster rolls is reported as a problem by the officers (overall mean score being 3.49), though the officers of Bhimtal block do not perceive it as a problem and hence have given negative remark (mean score 2.9).
5. Regarding the prompt submission of muster rolls for approval, the mean score value of 3.48 signifies it to be a problem though the officers of Bhimtal, Okhalkanda, stated the prompt submission of muster rolls (mean score 2.16 and 2.13 respectively).

6. Works involving more than one panchayat are not difficult to undertake stated the officers as the overall mean score was 2.44 (significantly lower than the neutral score of 3).

7. The officers all over Nainital district have opined that the most important problem in the implementation of the scheme is the shortage of the staff as; it is disclosed by an overall mean score of 4.74.

8. Regarding facilities for worksite inspection, the officers all over Nainital district have reported large insufficiency (overall mean score 4.13).

9. Officers also believe that the work selection by Panchayats are not according to the specification of the Act (overall mean score 3.4), though the officers of Bhimtal opine differently (mean score 2.9).

10. Irrespective of block the officers all over Nainital district reveled that worksites mates are not capable of meaning the worksite (overall mean score 4.02).

11. Overall the mean score for problem faced in the implementation of the scheme by the officers is 3.44. Though the score gives a positive perception of the problem, yet it the score does not reveals the severely of the problem.

8.5.2 Findings of Secondary Data

For the purpose of the study’s objectives and testing hypothesis, secondary data have also been analyzed. Finding of secondary data have been summarized in the following heads below.

I. Funds Allotted – Funds Utilized

1. In 2013-2014, on an average 97.79 % of the funds have been utilized by the districts in the state and Nainital district utilized its 96.42 % of funds which was a satisfactory utilization.
2. The least amount making 89.80 % of funds allotted was utilized in Dehradun district in 2013-2014, while the district Champawat utilized the highest % of funds with 99.92 %.

3. In 2014-2015, the performance of Nainital district, improved, evident from 100. 62 % of funds utilized. Nainital district performed the highest in terms of the utilization of the allotted funds under the scheme for the creation of the assets.

4. In 2015-2016, not just Nainital but almost all the districts performed well in terms of utilizing their funds, there were six districts namely Uttarkashi, Nainital, Dehradun, Udham Singh Nagar, Haridwar, Tehri Garhwal and Champawat which utilized more than 99 % funds.

5. Block wise in the all the three years, the performance of all the blocks was satisfactory as more than 99 % of the funds allotted was utilized only the exception being Dhari district which utilized 38.44 % of its funds in 2015-2016.

II. Assets Creation

1. The performance of the state was the best in 2010-2011, in terms of works completed as against works taken up, 49.34 % of work was completed.

2. The performance of the different states on an all India average was the least in 2013-2014.

3. In 2010-2011, in Uttarakhand for the development of the economy, various assets were created under the scheme, which accounted for 70.49 % of the works for assets creation taken up. It performed the least in 2014-2015 where it could complete only its 14 % of the assets, those taken up to complete.

III. Employment demanded- employment provided

1. The highest demand for employment has come from – Tehri Garhwal i.e. 19.85 % during the period 2012-2016 and the least from Champawat district i.e. 3.31 %.

2. Total employment demanded in Nainital district is 63,418, which is 3.44 % of the total employment demanded by the households in Uttarakhand.

3. There has not been significant increase in the employment demanded by the households in Nainital district in terms of percentage of employment demanded in
Nainital to total demanded in the state from 2012-2016. It remained low under 4% of the total employment demanded in Uttarakhand.

4. Total employment demanded in Uttarakhand as a whole has increased by % from 4,07,845 in 2012-2013 to 5,52668 in 2015-2016

5. Employment has been demanded the highest by Tehri Garhwal district in all the four years under study.

6. Nainital district provided 89.40% of the employment demanded by the rural households during the period 2012-2016.

7. The highest percentage of the employment provided is by Chamoli district i.e. 92.96% while the least by Almora district i.e. 82.82%.

8.6 Suggestions/ Recommendations

1. During field surveys the implementing agencies stated that the present staff dealing with MGNREGA is overburdened and as such there exists an acute shortage of staff.

2. They also disclosed that in addition to their main work of MGNREGA, they are supposed to do other works like conducting of survey, election duties etc. Hence it is suggested that additional staff should be provided for such extra work.

3. It is recommended that members of gram sabha and gram panchayat should be sent for exposure visits to other states like Andhra Pradesh, Kerala where MGNREGA has done wonderful work. They should be acquainted with the best practices adopted by the implementing agencies in such states so that improvements can be brought in the implementation of the programmer in the study area.

4. As per the provisions of the programme minimum wages are Rs 161 per day in 2015-16 in the study area. The implementing agencies stated that people are not willing to work at this wage rate as they are paid more than double of this wage rate in the local markets. It is therefore suggested that the wage rates to be paid under NREGA should be revised every year with a reasonable increment.
5. Also it was observed during field study that a uniform wage rate is paid to the workers irrespective of the types of works done, the workers feel unrealistic. It is needed to have separate wage rates for different kinds of works.

6. It is suggested that there should be timely payment of wages to the workers as it was observed during the field study that there is abnormal delay in the payment of wages to the workers and the workers seem to have lost their interest in MGNREGA.

7. The MGNREGA programme has the provision of providing 100 days employment per household. As such if a household which has more than one adult member willing to do unskilled work, the man-days should be increased suitably.

8. It is suggested that for hilly areas few new specific works should also be included in the existing list like that of snow clearance works & landslides clearances.

9. A general feeling expressed by people of the study area was not as per the needs of the people. The rural people want themselves to be consulted in an organized way in the Gram Sabhas while preparing shelf of works. There should be no political influence in the selection and completion of work.

10. In addition, it is also recommended that maintenance of assets should become a regular feature because otherwise it simply leads to wastage.

11. The unemployment allowance is not paid in the study area which is certainly the violation of the Act which mandates the payment of unemployment allowance for non-provision of works within 15 days of registering of demand.

12. To encourage more women participation in MGNREGA - Widowed women, deserted women and destitute women, should be provided Job Cards and given 100 days of work.

13. Based on the findings from both quantitative and qualitative assessments a need is strongly felt for support towards upkeep and maintenance of the assets created.

14. Social audits need to be conducted periodically and systematically using a standardized format to improve the effectiveness of the scheme and to ensure greater transparency in its implementation.

15. Irrespective of regions, the officers all over Nainital district have revealed that the worksite Mates are often not capable of managing the worksites. Therefore, it is
suggested that proper training sessions should be conducted for the Mates to efficiently manage the worksites

16. Delay in allocation of fund for payment of wages is reported to be a severe problem by the Officers involved in the execution of the Scheme. So measures should be taken to avoid the delay.

17. Frequent monitoring of performance at all levels should be conducted to analyse the inter-district or intra-district variation in performance. Performance should be monitored using careful impact evaluations.

18. An individual bank/post office accounts must compulsorily be opened in the name of all women MGNREGA workers and their wages directly credited to their own account for the number of days worked by them.

19. Labourers should be facilitated to participate in gram sabhas, preparation of work plans, to go out and demand work, maintain their own muster rolls through their chosen leader(s), and to train them to measure work and calculate payments.

20. There should be no expenses that the workers should incur in receiving their job cards; expenses for photographs should be reimbursed later.

21. Ineffective grievance redressal remains a concern in implementation of the scheme. It is necessary to strengthen grievance redressal systems to address issues of corruption as well as other process issues.

22. A major complaint about MGNREGS is that it affects the agricultural operations especially during the peak season. Hence, MGNREGS work may be temporarily suspended during the peak season to facilitate the smooth operation of agricultural activities. In fact, such arrangements have been informally made in some of the panchayats visited by the researcher.

23. Though MGNREGS is labour-intensive work with emphasis on physical labour, certain items of work like water and soil conservation require skilled labourers. Provision should be made to temporarily employ skilled labourers. This may necessitate payment of higher wages to such labourers.
24. Many wage seekers were found unaware of the various provision of the scheme, about their rights and entitlements in particular. Therefore awareness generation camps should be organized.

25. Most families in rural India still continue to live in joint families. MGNREGA provision makes one family eligible one job card only. This is resulting in reduced working days per person in household. Therefore every married couple though living in a same family should be issued a separate job cards.

To sum up, it may be inferred that above suggestions, if taken care of, will definitely make MGNREGA a real instrument for overall rural upliftment, in general & improve the lot of the rural poor’s, in particular.