

Chapter 2

Literature Review

Uma Narula and W. B. Pearce (1986) in their book 'Development as Communication: A Perspective on India' discussed about the communication, not as a political or economic process but emphasis communication as an important component; they focused on the "communication perspective" of development. This leads to analyze the interaction among the planners, change agents, and masses in two segments of Indian society. The results of this analysis include several hypotheses offered as explanations of the history and current status of development in India. Narula studied "the rural village and urban resettlement colony communities focusing on development awareness, motivation, and participation. Some of the results were startling. First, she found that the masses that were most aware of development issues and most discontented were least motivated to participate actively in development programs. Second, the success of development programs was not commensurate with the effort the government had expended and did not match the performance expected from contemporary theories of development.

Utpal k. Banerjee edited (1992) 'Information Technology for Common Man', has outlined the importance of information technology and its relevance to common man through authoritative presentations. In this context, he emphasized the crucial needs of information technology and its advantage and its extension to the rural sector for the greater interest of the common people. And also pointed out that how information technology has become relevant to common man. Information technology for common man has covered a wide spectrum of computer applications which are very significance to the day to day lives of common people. It is, however believed that the use of information technology in India is confined to the metropolitan cities or in the urban sector only. In this context, it must be remembered that nearly 80 per cent of our population lives in the rural villages. Therefore, it is necessary to benefit the rural masses extending information technologies of modern technology in the rural sector as well.

Krishnaraj (2003) in his article 'Gender Sensitive Analysis of Employment Guarantee Scheme', opined that micro studies have shown that wealth in the form of total assets was very strongly and inversely related to participation in Employment Guarantee Scheme (EGS) for women. More women from households with low or no assets participated in the scheme than from land-owning households. It was implemented by the existing administrative system in the state at very little additional cost. It was largest state-sponsored public works programme focused on the poverty alleviation, and guaranteed gainful employment to all adults above 18 years of age in rural areas and 'C' class municipal councils. Selection for employment was based on willingness to undertake unskilled manual work on a piece-rate basis and self-targeting. The important short-term objective was to add to household income based on employment and, in the long term, to contribute to the development of rural infrastructure and create sustained employment opportunities. There were provisions like an unemployment allowance, shelter and first aid, and there was to be no discrimination on the basis of gender or caste. The benefits of EGS were many: employment and income earning opportunities, food security for the poor, income stabilisation and parity of wages between men and women.

S. B Verma and S. K. Shing edited (2004) 'Rural Development through Women's Participation and Electronic Media', and cited in the book that lack of awareness of the latest developments in the field of agriculture science among a large number of farmers is a vital constraining factor. The electronic media has revolutionized the communication process resulting in the emergence of a lot of new communication devices like interactive computer video technology. Computer aided systems (CAS) and Internet. Besides they have improved the old technologies like radio, television and videotapes broadcasting and other devices already playing an important role in communicating the agricultural technologies to farmers and in this way they helped in escalating the process of development. This book made an attempt to study the possible aspects of social change and assess the influences and benefits of various schemes, projects and programs launched by the government, to the rural disadvantaged masses. It provides useful information about recent developments.

Bagchee (2005) in his article 'Political and Administrative Realities of Employment Guarantee Scheme', published by Economic and political weekly, said that the Employment Guarantee Scheme (EGS) in Maharashtra is the longest surviving programme of its kind. It is unique because its design and execution exhibit unusually clear goals a consistent approach. There are essentially two lessons to be learnt from Maharashtra's Employment Guarantee Scheme. One, the programme was initially very successful because it enjoyed a commitment widely shared across the political spectrum. Second, it needs strong departmental inputs in terms of planning, budgeting and technical supervision, should involve local governments and be responsive to the needs of the poorest. It may be difficult to replicate the same political commitment in the India of 2005. Yet, the case for an employment guarantee remains strong because it is unacceptable that despite the country approaching middle-income status there are 250-300 million people desperate for work and better livelihood.

Bhaduri. A (2005) said in his article 'Development with Dignity: A Case for Full Employment', published by National Book Trust, India, that despite any observed shortcoming in implementation, the importance of NREGA lies in its implications for development process, giving emphasis to domestic markets and to full participation of poor people in economic processes, as he fully recognized that sustaining full employment in the longer run required expansion of productive capacity of the economy. In the short run, he argued, the stock of food grains held by the government could be used to meet the increased demand for food resulting from increased wage employment of the poor.

Khadi and Village Industries, Mumbai (2005) conducted a study on the Rural Employment Generation Programme (REGP). The principal objective of the study was to study the impact on rural employment of the magnitude, nature, quality and linkages developed by the enterprises for ensuring sustainability, and to study the optimal level of investments required. Basic data collected for the study revealed that 1,18,466 projects were sanctioned under REGP as on March 31, 2001 in 34 states and UTs of the country. The mandate was to cover a sample of 10% of projects by selecting samples. A statewise analysis indicated that Gujarat led other states in creating employment with 17 persons employed per enterprise. State-wise, Agro and Food based industries were highly preferred

in Punjab (71.8%); Andhra Pradesh; (63%); Tamil Nadu (55.6%); Uttar Pradesh (46.5%); Meghalaya (44%), and West Bengal (35%). Projects receiving direct assistance from banks were mostly working satisfactorily, with 359 service projects comprising 80.13% of the total, followed by mineral based industries with a total of 353 projects comprising 74.47% of the total. Therefore, it is seen that the scheme remained successful for generating employment to the beneficiaries.

Administrative Reforms Commission (2006) having reviewed the implementation record of the special employment schemes of the past, concludes that substantial “leakage” was a common feature in all cases. These programmes created income for the rural poor but left very few durable assets. It would be too much to expect that things will be radically different in the case of MGNREGS. Indeed, some small scale surveys have already shown “leakage” to be quite significant in the case of MGNREGS. Experience of the implementation of the previous wage employment programmes shows that leakages were a common feature and there was large scale association of contractors and fabrication of master rolls. Steps have to be taken to ensure that those do not occur in the implementation of MGNREGS. At a minimum, it should be ensured that funds reach the worker in a transparent way. In order to prevent corruption and leakages, there is need for simultaneous monitoring. Along with gram sabhas, self- help groups, local monitoring committees and NGOs could possibly be involved in simultaneous monitoring of the implementation of the scheme. In order to institutionalize simultaneous monitoring, there is need to define a clear charter of roles and responsibilities through activity mapping and capacity building of all monitoring agency.

The report also says that there is need for maintaining total transparency, particularly with regard to selection of beneficiaries, identification of works and preparation of estimates. Master rolls should be freely available for inspection. Payments to workers should be made publicly on preannounce dates. Steps should be taken to make the entire implementation process totally transparent. In any case, each panchayat is a public authority under the right to information Act and has to discharge all obligations stipulated under that Act. There should be participation of the community in planning, implementing, supervising and monitoring of the scheme. It is of key importance that the community is associated with decision making on the choice of works, in the absence f

which it will be left to the bureaucracy to determine works resulting in a bureaucratic and top-down approach

Bhatia and Dreze (2006) in the article 'Employment Guarantee in Jharkhand: Ground Realities, published by Economic and Political Weekly, found that the rural employment guarantee schemes in Jharkhand gave births to doubt regarding the commitment to the parliamentary Act to provide livelihood security and create sustainable development. They find that most of the works had not been completed, and were in danger of being washed away in the coming monsoon. And the productive value of completed works was not up to the expectation. The article discussed various aspects of MGNREGA of Jharkhand and it says that there is no doubt MGNREGA has become a matter of great interest in rural areas. It also says that there is growing awareness of the promise of hundred days of employment for every household.

Jacob and Varghese (2006) in the article 'NREGA Implementation 1: Reasonable Beginning in Palakkad, Kerala' published by Economic and Political Weekly (Vol. XLI no 48), have found out that the existing socio economic conditions in the state have a great influence on the successful implementation of MGNREGS. And the state of Kerala is doing well in implementing the scheme. Higher participation of women in the scheme and minimum corruption levels were important features observed in the paper. While implementation has been largely fair and corruption free, the scheme needs to be more efficiently and effectively used so as to meet the long term requirements of the state and its people.

The Centre for Science and Environment organised a two-day media briefing workshop at Hyderabad (2006) in association with Action Aid on 'MGNREGS: Opportunities and Challenges' to discuss, debate and facilitate understanding and reportage on the issue. The workshop brought together media persons, policy experts, researchers and activists to explain the key topical areas in MGNREGS and its implementation. Journalists from Andhra Pradesh, Karnataka, Tamil Nadu, Maharashtra, Gujarat and Delhi were invited to attend the workshop. The key areas that the sessions covered included the status and significance of MGNREGS, the Act as a development tool for creating assets;

issues related to implementation and delivery, with specific focus on the role of panchayats; and the impact of the Act.

L. Mathur (2007) in his article 'Employment Guarantee So Far' published by Economic and Political Weekly, argues in favour of MGNREGS that it has marked the beginning of momentous changes in the lives of rural poor. He shows that at the macro level, the figures are impressive: out of 2.16 crore households who sought employment, 2.10 crore households (97 per cent) were provided work of 90 crore person days, an average of 45 days in the year. The participation of women (41 per cent), scheduled castes (25 per cent) and scheduled tribes (36 per cent) was high; equally significantly, unskilled wages comprised 67 per cent of the total expenditure, and 94 per cent of the expenditure on wages. About 8.41 lakh works were taken up of which 3.97 lakhs were completed, and out of the Rs 12,073 crore available for the programme, Rs 8,823 crores (73 per cent) was utilised. This trend has continued during 2007-08. The objective of 100 days of employment was not achieved in any state. However, the per district person days of employment and households provided employment were comparatively high in Madhya Pradesh (1.6 lakh households, 68 days), Orissa (0.7 lakh households, 57 days), Chhattisgarh (1.7 lakh households, 54 days) and Rajasthan (two lakh households, 83 days). In West Bengal and Tamil Nadu although three lakh and 1.2 lakh households, respectively worked under the MGNREGS, they could do so only for 14 and 26 days, respectively. In Gujarat and Maharashtra, only 30,000 and 40,000 households per district availed of the employment guarantee.

He also found that MGNREGS has impacted the poor, large numbers of unlettered households have made the effort to come forward to register; migration has reduced in several villages in Andhra Pradesh, Chhattisgarh, Orissa and Rajasthan; the participation of women increased significantly even in the districts of Rajasthan and eastern UP; unemployment allowances were sought and actually paid in Madhya Pradesh and Orissa. The most remarkable change is that a process for the empowerment of the poor is emerging through MGNREGS. The programme has stimulated their mobilisation across the country through meetings and discussions, awareness and sharing which enables the coming together of the village poor for the employment guarantee.

The CAG report (2007) outlined that the main deficiency was lack of adequate administrative and technical manpower at the block and gram panchayat level. The lack of manpower adversely affected the preparation of plans, scrutiny, approval, monitoring and measurement of works, and maintenance of stipulated records at the block and gram panchayat level. Besides affecting the implementation of the scheme and provision of employment, this has also impacted adversely on transparency, and made it difficult to verify the provision of the legal guarantee of 100 days of employment on demand. Planning was inadequate and delayed, which resulted in poor progress of works. Systems for financial management and tracking were deficient, with numerous instances of diversion and misutilisation, and delay in transfer of state share and maintenance of records at the block and gram panchayat level was extremely poor, and the status of monitoring, evaluation and social audit was also not up to the mark.

Jean Dreze (2007) in his article 'NREGA: Dismantling the Contractor Raj' published by The Hindu, points to a silent sabotage of the transparency safeguards aimed at perpetuating the traditional system of extortion in rural employment programmes. At the gram panchayat level, the main responsibility for implementing MGNREGS works lies with the Panchayat Executive Officer (PEO). In some panchayats, the PEOs are assisted by Gram Rozgar Sevaks, but they are yet to be appointed in most cases. Another key actor is the Village Labour Leader (VLL), who is supposed to be selected by the gram sabha for the purpose of "supervising" a specific worksite. In about half of the 30 sample worksites, the survey team found evidence that a contractor was involved in this or other ways and it was observed that various "adjustments" in the muster rolls had become a routine practice. Job cards have become symbolic documents, and almost any discrepancy in the muster rolls can be justified in the name of adjustments. And it is found that 30 to 40 per cent of MGNREGS funds were siphoned off in sampled area.

Jean Dreze and Christian Oldiges (2007) prepared a field report on 'Commendable Act: field reports suggest that the anticipated benefits of employment guarantee are beginning to show in the pioneer districts' published by Frontline, which has shown the levels of MGNREGS employment and expenditure were higher in 2007-08. MGNREGS generated 900 million person-days of employment in 2006-07, at a cost of about Rs. 9000

crores. This is much below the employment and expenditure level that would materialize if the Act were implemented in letter and spirit. They found the best performing states were Rajasthan (nearly 100 days), Tripura in northeastern India (87 days), Assam, Madhya Pradesh and Chhattisgarh. Surprisingly, Kerala was at the rock bottom due to the low demand for MGNREGS employment in the state. The study found that the economic dependence of women on men in rural India plays a major role in the subjugation of women, and in this respect MGNREGA is an important tool of social change. However, many states are violating the Act by failing to ensure that the share of women in MGNREGA employment is at least 33%: Jammu and Kashmir (4% only), Himachal Pradesh (12% only) and Uttar Pradesh (17%). The report suggested that it would be naive to think that the long history of fraud in public works programmes has already come to an end. But recent experience shows that it is possible to remove mass corruption from MGNREGS. This calls for a strict implementation of transparency safeguards, as well as firm action whenever corruption is exposed.

B.N. Prasad (2008) in 'Impact Assessment of National Rural Employment Guarantee Scheme in Hamirpur District Lucknow', published by Giri Institute of Development Studies, reported about MGNREGS of Uttar Pradesh. Three hundred fifty beneficiary households from 14 villages of Hamirpur district were selected, and 115 non-beneficiary households were also covered. The study was conducted during 2006-07 and 2007-08. In 2007-08, an amount of Rs. 20197 lakh was sanctioned and an amount of Rs. 11748 lakh was utilized i.e. 58.17% of the sanctioned funds. Flow of funds from block to panchayat and beneficiary level was delayed due to reasons like favouritism and unethical demands made by block officials and unfavourable behaviour of bank employees. Number of families employed for 100 days during 2007-08 was 18.13%. Women's participation was 23.67% in 2007-08, which was less than 33% norm of the scheme. To make NREGS successful wide publicity was given, messages, notices and information including the labour rate were given in newspapers (71.42%), meetings of Gram Sabha, through writing on walls (57.14%), nukkad natak (street plays) and pamphlets (28.57%), and departmental meetings (14.29%). Work distribution was communicated through munadi/ nagada (drums), meetings (28.57%), gram panchayat officers, telephone and weekly staff meetings (14.28%).

To improve the implementation of MGNREGS, it was recommended that money should reach in time (42.85%), sufficient funds should be allotted, there should be increase in the number of bank employees, technical staff should be appointed in gram panchayats at block level (28.57%), there should be separate staff for MGNREGS, solutions should be found to problems in opening of bank accounts, and arrangement of conveyance for field staff (14.29%) should be made.

The Centre for Science and Environment prepared a report (2008) for the Ministry of Rural Development Government of India. The study was carried out with a sample of eight villages in four blocks of Nuapada district in Orissa and Sidhi district in Madhya Pradesh, in the year 2008 to assess the potential of the MGNREGS in providing food and livelihood security and tried to gauge the prospective impact and development potential of the act in providing sustained relief to communities. The research team in Orissa was headed by Simanchal Mishra, and in Sidhi by J.N. Pandey.

Findings of the study reveal that the MGNREGS has development potential both in Sidhi and Nuapada districts. It can be used as an opportunity to reinvigorate their traditional ecological balance through the creation of productive assets. Thus, while the programme has had a nominal impact on the lives and livelihoods of people in Nuapada, it has had a huge impact on the rural economic structure of Sidhi as well. The study has also tried to know the most effective medium of disseminating information about the MGNREGS amongst people and found out that out of 428 respondents 51, (11.92%) got information from newspaper, 32 (7.48%) from radio, 6 (1.4%) from television, 109 (25.47%) from NGO representative, 229 (53.5%) from panchayat and 1 (0.23%) got from government officials. The researcher has mentioned some suggestions that could help to improve the functioning of the MGNREGS like need to reframe evaluation parameters, NREGA must aim at creation of productive employment with the creation of productive assets at the village level. Instead of the simple calculations on jobs demanded and provided, the NREGA needs to be evaluated and monitored on its impact on livelihood security.

The Institute of Applied Manpower Research, Delhi (2008) in the report 'All India Report on Evaluation of NREGA: A Survey of Twenty Districts' intended to assess the

impact of this scheme on the overall quality of life of people such as impact on income , earning levels of each household, expenditure on food and non-food items, household and cultivable assets creation by the beneficiaries. This study also captured the impact of the scheme to arrest out-migration, views and feedback of the beneficiaries on various facets of implementation of the scheme at grassroot level right from the stage of issue of job cards. Overall impact of the scheme, and thus, views expressed by the beneficiaries are explained in a nutshell.

Women headed household participation in the works is encouraging ranging from 12 to 52 per cent. Most beneficiaries got their job cards through gram sabha (GS) meetings and the rest by steps taken by gram panchayat (GP). Majority of the rural households agreed that there is a transparent mechanism followed for the issue of job cards. Enrollment and registration under the scheme is open-ended. However, fifteen per cent of the respondents opined otherwise who experienced several visits to GP office for registration purpose. Eighty per cent of the households expressed that they did not get the work within the stipulated 15 days time of demand for work in writing, neither were they paid any unemployment allowance. As far as publicity of the scheme and dissemination of information related to the scheme, all locally available communication modes are utilized to spread the awareness and information about the scheme.

Naomi Jacob (2008) in the article ‘The Impact of NREGA on Rural-Urban Migration: Field Survey of Villupuram District’, found out the impact of MGNREGS on rural and urban migration and to find out whether the income pattern of the people in the surveyed region has changed after the MGNREGS. The researcher found out that the employment has been generated on a massive scale: The average job card holder in surveyed area has already been employed and minimum wages (Rs 80 per day) are being paid on a fixed day of each week and contractors and machines have largely disappeared.

The researcher has suggested measures to address these issues by the implementing authority; i) Poor awareness generation, workers know little about their entitlements. ii) Faulty design, distribution and maintenance of job cards. iii) Disabled persons and old people are excluded. iv) Basic worksite facilities such as first-aid are lacking in most cases. v) Absence of child care arrangements at the worksites. vi) There is a shortage of staff at

all levels. vii) Poor implementation of transparency safeguards. viii) Low work productivity at many worksites. ix) Widespread flaws in the record-keeping system.

Fahimuddin (2008) reported on 'Working of National Rural Employment Guarantee Scheme in Sitapur District', and found that the initial year of implementation of the NREGA, total job card holders were 894 but in the subsequent year 2007-08 their number was only 132. Women job card holders were only 12, SC card holders were in the majority (96), followed by OBCs (26) and minorities (10) in 2007-08. This showed that people were not coming forward to demand jobs as the pace of the programme is increasing while the situation should have been otherwise. The study found that 70% of the beneficiaries reported that project work was prepared in gram sabha (village) meetings and 66% informed that they participated in these meetings. Only 50% of the MGNREGA beneficiaries reported that the details of sanctioned work and its amount were read out in Gram Panchayat meetings and list of the work was displayed on the notice board of Gram Panchayats. The programme has boosted the overall development of villages. It was recommended that the stipulated number of days of employment should be provided.

Tanveer Ali (2009) in his article 'Has NREGA Been Effective ? A Concise Analysis' prepared a report, based on the analysis of several reports that appeared in reputed leading national dailies since the implementation of the Act. He has differentiated between the MGNREGS and several other poverty eradication programmes, and has highlighted his views on selected states. Hence, Andhra Pradesh has been a model state as far as the MGNREGS is concerned. The state government here has taken numerous measures to provide transparency in the process. Orissa has been a state which has been plagued by mass corruption in MGNREGS funds. The system here has been virtually unverifiable by third party organizations who wanted to check the effects of MGNREGS.

Jharkhand scenario was worse than that in Orissa. As per reports, he finds that around one third of the funds is leaked and suggested that this can be prevented only with regular checks by non implementing agencies. He has said that the Tamil Nadu government has initiated a unique method of preventing embezzlement by requiring each worker to enter his/her signature or thumbprint on the muster roll everyday to verify attendance, thus

preventing the pocketing of funds by officials. These muster rolls are available for scrutiny at the site of work, thus enabling transparency.

Fulchandra Kujur, (2010) in the article 'XISA Reflects on NREGA Implementation in Madhya Pradesh', he opined that the irregularities in wage payment, false signatures and fake entries in the job cards are some of the common gray areas in the implementation of MGNREGS in the state. The job cards are provided to the people but taken back by the concerned authorities for fake entries which is also one of the concerns. Lack of payment on time is another factor for losing interest in MGNREGS work. Even compensation has been not provided as per the provision.

Ruddar Datt (2010) in his article 'Dismal Experience of NREGA : Lessons for the Future', published by Mainstream, Vol XLVI, No 17, reviewed the CAG report, which underlines the fact that the guidelines indicated in the MGNREGS have not been followed. The report specifically mentions lack of provision of professional staff to implement the scheme. According to the CAG report, 52 percent of the 513 gram panchayats surveyed had not appointed the Employment Guarantee Assistant (ESA). All this resulted in a situation where out of 20.1 million households employed in the NREGA, only 2.2 million (that is, 10.5 per cent) received the full 100 days employment and wages as promised by the Act. The average employment per household was 43 days in 2006-07 and 35 days in 2007-08, as revealed by the Ministry of Rural Development.

A study carried out by the Centre for Environment and Food Security (CEFS) in (2007) about the progress of the MGNREGS programme in Orissa, revealed that the government had claimed that out of a budgetary provision of Rs 890 crores for 2006-07, the state government was able to utilize Rs 733 crores (that is, 82.4 per cent). As a result 57 days of wage employment was provided during the year. Not a single household was denied wage employment in 19 MGNREGS districts. The research team also found that not a single family in the 100 sample villages was able to secure 100 days of wage employment. Very few families got 20-40 days, the rest mostly between five and 20 days. Fake job cards and fabricated muster rolls exaggerated the benefits of the scheme. The

social audit was non-existent. The study suggested the following measures to strengthen the support structure of the MGNREGS;

(i) Appointing full-time professionals for implementing the MGNREGS at all levels which is vitally necessary to implement the scheme.(ii) Provision of full-time employment guarantee assistants at the panchayat level to make the rural people aware of the benefits of the scheme and induce them to take advantage of the scheme.(iii) To use the Management Information System (MIS) and improve the system of monitoring of the scheme as also to check leakages and misappropriation of funds.(iv) To undertake a massive programme of generating awareness about the scheme with the help of information technology.

Nidhi Garg and H.R. Yadav (2010) in their article ‘Appraisal of Community Development Programme (MGNREGA) in District Rewari’, said that when MGNREGS workers asked whether the MGNREGS contributed to community development, 82% gave a positive answer and 18% gave a negative response. Data proved that MGNREGS has played a vital role in the development of the community. That is why the majority of the respondents demanded regularity of the scheme throughout the year. But delay in wage payment, may be due to the negligence of government of no preparation of muster rolls in time by their concerned authorities. 2. 77% workers stated that the wage prevailed in the village because the government rates in the most of the cases are lower. The report has suggested some measures (i) There should be a separate set-up to carry out the work under the MGREG scheme at district, block and gram panchayat levels. (ii) States should ensure more publicity at the grassroot level in particular through displays at panchayat ghars and implementing agencies so as to ensure adequate involvement of gram sabha. (iii) Use of ICT (information and Communication Techology) intervention must be initiated in the implementation of MGNREGS everywhere for communication and mobilization, planning, monitoring and griveance redressal system.

Adhikari, Anindita and Bhatia, Kartika (2010) in their article ‘NREGA Wage Payments: Can We Bank on the Banks’, they found, a total of 259 workers were surveyed of whom 201 (78%) were men and 58 (22%) were women. It was found that women workers did not have an account in their name and received their wages through their husband’s account. Almost half (45%) of the sampled workers were illiterate, with only

21% having completed class ten. The survey pointed out some serious issues related to the use of post offices as a payment agency, including poor record keeping and their inability to cope with mass payments of MGNREGS wages. Hence it was recommended that to facilitate efficiency in wage payments and monitoring, preference should be given to centralized banks and financial institutions with computerized records; to ensure accountability within this new system, banks must be brought under the ambit of the Act's transparency provisions; to restore public scrutiny of wage payments, distribution of cheques or wage slips should be done in a public place along with reading aloud of muster rolls and maintenance of job cards.

Dipjoy Sen Roy and Debabrata Samanta (2009) conducted a study on 'Good Governance and Employment Generation Through NREGA: A Case Study of Gram Panchayat in West Bengal', in order to assess the performance of gram panchayat (GP) in performing core characteristics of good governance and to explore the relationship between good governance and employment generation through MGNREGS, the paper made a case study of GPs of Paschim Medinipur district of West Bengal. Data regarding different parameters, related to core characteristics of good governance reveal that the core components of good governance has significant positive impact on creating average person days per household under MGNREGS in GP. They have considered the following components of good governance; (i). Participation (ii) Transparency (iii) Accountability (iv) Effectiveness & efficiency and (v) Equity

They have regressed person days created per household on a set of variables which reflect characteristics of good governance. R-squared value shows that approximately 17 % of the variability of dependent variable has been explained by the independent variables. Equity, which states the equality of men and women in decision making procedure was found statistically significant. Two most distinct results they got in this regression analysis are insignificance of participation variable and negative relation between transparency variable with dependent variable, which is not consistent with their economical logic. They justified that more transparency will tend to increase average person days creation.

Yogesh Kumar (2009) in his article 'Index of Non-Availability of Employment in National Rural Employment Guarantee Scheme ; A Case Study', tried to measure and to find out the index of population for whom the employment is unavailable for some arbitrarily fixed minimum number of days which is 'Non-availability of Employment Gap'. It has advantage as an indicator of the potential for eliminating 'non-availability' by targeting employment to those who have not yet got it. 'Employment Gap' is generally found to be different in different income groups. The study finds higher deprivation of lower income groups. Non-availability of employment intensity generally reduces initially as income level goes up but it is found to rise thereafter. Non availability of employment intensity increases as minimum threshold days of employment are found to be increasing.

Jyoti Poonia (2012) in the article 'Critical Study of MGNREGA: Impact and Women's Participation' tried to know the impact and women participation in MGNREGA. Overall findings confirmed that the MGNREGS has the potential to stimulate local development, if the management and delivery are good; and that women's weak position in the labor market has been greatly ameliorated. The evidence further suggests these benefits are due to a strong state apparatus. This paper reviewed India's approach to social protection since independence and places the MGNREGS within the broader social protection discourse. It looked at how gender concerns have been addressed within public works, and specifically in the MGNREGS guidelines.

Study differentiation

There have been a number of studies on MGNREGS that have dealt with the implementation of the Act in terms of employment created as well as issues of wages, processes of implementation, corruption, issues of migration, embezzlement of funds, participation of worker especially women, changes in livelihood, feedback mechanisms and others. Almost all the studies cited above do not deal with the communication aspect of the project. However, with the MGNREGS just emerging out of its infancy, a few studies have focused on media awareness in terms of the realization of its development potential. With the overwhelming considerations of ideology and corruption at the forefront, rarely any of the studies have attempted in broader sense to look into the communication perceptions of the beneficiaries and strategies being created by the

implementing authority and its contribution towards long term development and sustained employment generation in the villages. This thesis is an attempt to bridge this gap by studying the communication perceptions of the beneficiaries about MGNREGS which is different in nature than that of those studies have been conducted by different researchers on this project.

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