

International Multidisciplinary Research Journal

Golden Research Thoughts

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ROLE OF SERVICE CENTRE IN RURAL DEVELOPMENT OF JALAUN DISTRICT UTTAR PRADESH



Rachana Gupta¹ and R.K. Shrivastava²

¹Research Scholar Dayanandvadic MahavidyalayCollege Jaloun (U.P.)

²Prof.& Head Dept. of Geography ,Dayanandvadic MahavidyalayCollege Jaloun (U.P.)

ABSTRACT

India is emerging as a major power economy and our cities and urban centres are beginning to display marks of affluence. Unfortunately our development is lopsided. The rural hinterlands are not able to march in tandem with urban India. About 69% of the country's total population continues to live in rural India. There is no trickle-down effect. The benefits of economic growth are not percolating to more than two-thirds of the people. The vital sectors such as agriculture, infrastructure development, and community and social services, and in rural development as a whole, our performance is not appreciable. The research paper focuses on five important conceptual and practical issues. Firstly, it conceptualizes rural development and tries to present a more concrete definition of rural development as "it is utilization, protection and enhancement of the natural, physical and human resources needed to make long-term improvements in rural living conditions. It involves provision of jobs and income opportunities while maintaining and protecting the environment of rural areas". Secondly, it presents the importance of Science and Technology in the present age of information. Thirdly, the appropriate area for application of Science and Technology are discussed and how it can play a crucial role in building up local capacity, devising solutions for tackling the identified problems, and improving the lives of rural people by improving their surroundings and daily activities of rural India. Fourthly, ten areas namely agriculture, energy, water, housing, biotechnology, information technology, space technology, technology transfer, women empowerment and employment are presented in which the application of science and technology could help in 'shining' the real 'Bharat'. Fifthly, the paper gives some suggestion on how close linkage between the Central and State S&T

agencies for demonstration, dissemination of information, transfer of technology etc. can give the desired results. The paper concludes with the thought that the key role in rural development would be of the scientists, and 'challenge before the scientific community today' is to accept and fulfill this task. Much attention is needed in order to make rural India 'shine' because India cannot 'shine' without the 'shining' of rural India.

KEYWORDS :Challenges, Rural, Strategies, Sustainable Development.

INTRODUCTION

Rural Development emphasizes on sustainable development of achieving the goal of improving quality of life of rural masses. It is therefore planned for development of new programmes for poverty eradication and reforming the existing programmes. Much of the emphasis is laid on empowerment of rural communities, decentralized governance, participatory and beneficiaries driven approaches designed to improve delivery of resources and basic amenities. These areas are sufficiently backed up by fiscal and administrative decentralization which will help in bridging the rural-urban gap in per capita income and human development.

The social and economic condition such as life expectancy, income, physical infrastructure, social service and literacy consistently show that rural areas are comparatively unfavorable than the urban areas. The two-thirds of the total population of the developing countries live in rural areas and there is extensively higher proportion of rural dwellers in the underdeveloped countries. Uncontrolled population growth has led to wide variety of socio-economic problems. Most importantly there has been an unexpected increase in unemployment and under employment. In spite of valuable and an alarming increase in the growth of agriculture and food output, the condition of landless labourers and farmers has not been improved significantly. Recent development in attitudes of the aid agencies and the policy makers thus engulfs in writing regarding the condition of landless labourers and farmers who did not get their share in the recent output.

Rural development is an integral part of the total social and economic development of a country and it cannot be treated in isolation. In other words it is influenced by economic resources of the country as well as by the political commitment of the national leadership. These two aspects are influenced by unilateral and bilateral aid received from the developed nations and international organizations. The other important ingredient of rural development is 'self-reliance' which needs to be brought through local initiative, people's participation and mobilization of existing resources.

In the present scenario rural development is much broader in its aspects and scope. It means development of essential infrastructure like roads, transport, industries, rural poverty, unemployment, encouraging traditional craft and industries and providing education to all, health facilities and providing low cost houses with essential amenities for the poor and the deprived is the foremost priorities of the Government. It has been observed that Integrated Rural Development programmes have rendered a great amount of help to a large number of households to move above the poverty line. Significantly there has been a considerable decline in the growth of population living below the poverty line. Though these programmes could not cover the whole country, however a large number of development blocks had more than one of these programmes operating at the same area and for the benefit of the same target. policy for the betterment of the rural population. Improving the standards and quality of life of the rural people became the subject matter of national and international debate. Soon after the independence the Government of India began with the planned growth of rural areas. The main objectives were to completely eradicate poverty, and bring equality between the rural and

the urban sector and also within each sector itself.

Lastly, the part of rural development should focus on the justice for the enlistment of the poor section of the rural population.

PRESENT STATE OF RURAL AREAS

Rural development is a concept which aimed to provide multifaceted developmental potentialities in rural areas which may increase their standard of living. It is an elastic concept and all interprets in own way. About a century back Gandhiji said 'Indian lives in villages' which is true till today. A large number of people in the rural areas live below the poverty line of which includes the landless labourers, small farmers, artisans and other weaker sections of society. They all have been subjected to economic exploitation, discrimination and vast oppression of various kinds. This deprivation and sub-human living conditions stand miserably for the demand of a new framework and

NEEDS AND ACHIEVEMENT OF THE SCHEME

The ultimate need of rural development Scheme is to improve the quality of rural poor. The strategy is based on over all benefits to the poor's. With the objective of initiating the development process the policy makers have devoted more time to 'Rural Development' in their documents for national planning policies. It is therefore being planned for development of new pro-poor programmes and also pays attention on restructuring the existing programmes. The basic focus behind all rural development programmes is to provide opportunities for their livelihood and essential amenities. It helps to uplift of the rural masses and has indeed left a major change in the development of the rural sector. Thus these programmes run effectively and continuously for the upliftment of rural poor.

To study and examine the impact Jalaun District has been selected as study area. The study area falls in the interiors on account of which there is least accessibility to various welfare schemes. Owing to this an attempt has been made to gauge the impact of various Government schemes launched for the rural development.

OBJECTIVES

The present study attempts to analyse the extent of improvement in the general quality of life in rural areas, specifically the study aims:

- + To classify Gram Panchayat Unit of Jalaun District on the basis of development
- + To assess composite pattern of rural development
- + To examine the impact of rural development programmes on socio-economic condition of the people
- + To suggest proper development plan for future

METHODOLOGY

To find the answers of the research questions, the primary and the secondary data were realized to be required in this research exercise. And for collecting the essential data, both the qualitative and the quantitative research techniques were applied. In quantitative method, the secondary data from the state and the district headquarter of Jalaun, and the statistical data from the official website of the scheme were downloaded. In qualitative method, the semi structured interviews with the village chief (Pradhan), additional programme officer (APO), junior engineer (JE) and rojgarsevak (the lowest functionary of the government) were held. Moreover, a few focus group discussions among the women of the villages were also conducted. For conducting the focus group

discussion in a village, a representative sample of the men and women of these villages were identified. And for identifying the respondents, the method of cluster sampling was adopted because the research population is identified and they are living together in a small village. The women were selected on the basis of different criteria like their age, working and non- working, castes, social and economic status. A few men were also selected on the basis of their caste and social position and on the fact that women in their families were either participating or not, in the scheme.

For finding the answers to the main question of the research, firstly the data from the secondary sources i.e. the official website of the government, was analysed which factually explains the status of women's participation in the scheme. By analysing the data obtained in the secondary sources, the villages having poor representation of women were identified. And after identifying the villages having poor participation, qualitative research techniques were applied for finding the reasons of poor participation of women in the scheme. Thus the method adopted for data collection had the potential of finding the answers to the research questions.

The official websites of the Government of India (<http://www.nrega.nic.in>) and the government of UP (<http://www.mgnreg.up.nic.in>) have been very handy in providing the required statistical data depicting the implementation of the scheme. These statistical datas were collected from the state headquarter and from the district head quarter. Moreover for finding the answers to the queries, direct data from the villages were also collected. On the basis of women's participation, five villages of the Jalaun district were shortlisted and the interviews and focus group discussion with the target group were conducted. While collecting the direct data from the villages, it was realised that the method of focus group discussion is not very effective because not all the women were taking active participation in the discussion. Only a few were putting their view points and the rest were passive participants. It was also felt that the women participants were more concerned about their own benefits rather than in discussing all the issues related with the scheme. During the entire period of data collection, it has been ensured that neutrality or impartiality in data collection should be observed to the extent possible.

RESULT: Amongst all the districts of the state, the district of Jalaun was selected for further analysis and the data collection. Taking the data from the Annexure-I, the progress of the district is presented in the following tabular form;

1:1 Women's Participation in Jalaun (2008-2011)

S.NO.	Year	% of women's participation (Jalaun)
1	2008	17
2.	2009	19
3.	2010	20
4.	2011	22

Source: official web site of MGNREGA, <http://www.mgnrega.nic.in>

The data shows that the performance of the district is continuously improving, but it is still below the desired target of 33%. For the purposes of the development administration, there are 9 Blocks and 564 village councils (Gram Panchayats) in this district and as discussed earlier these blocks and village councils are responsible for the implementation of the scheme. In the district a Block

represents a group of village councils. In the year 2011, the performances of all the Blocks of the District are presented in the next table;

1:2 Employment Generated in 2011-12 Dist.-Jalaun

Employment Generated Year 2011-2012, District – Jalaun							
S.No	Block	Cumulative Person days generated					% of Women's Participation
		SCs	STs	Others	Total	Women	
1	2	4	5	6	7	8	9
1	DAKORE	195760	5369	485110	686239	203049	30%
2	JALAUN	240352	875	266287	507514	92819	18%
3	KADAURA	118930	3334	633471	755735	210007	28%
4	KONCH	165584	9770	392017	567371	122978	22%
5	KUTHAUND	240282	28	393375	633685	109225	17%
6	MADHOGARH	197959	1903	284645	484507	103580	21%
7	MAHEVA	132829	609	561165	694603	176824	25%
8	NADIGAON	82151	6204	599620	687975	145134	21%
9	RAMPURA	118219	1436	270111	389766	50239	13%

Source: official web site of MGNREGA, <http://www.mgnrega.nic.in>

This table shows that Block Rampura has registered the lowest percentage of 13% and Block Dakore has achieved the highest percentage of 30% in the scheme. In Annexure-II of the paper, for the year 2011, all the village councils of the district Jalaun, are arranged according to their performance in descending order. A perusal of this list shows that there are 5 village councils (HoosepurJagir, Gurha, Bilouha, Baghawali, and Roorasirsa) where the participation of women in the scheme is Zero and three of these councils are lying in the block of Rampura. The other two of the village councils are from the other Blocks. This list also indicates that the village council of SekhpurGurha has achieved the highest percentage of 58% in the whole district.

Further the analysis of the district Jalaun also reveals that the Block Rampura has the lowest percentage of participation. Again the examination of all the village councils of this Block shows that 3 village councils have zero participation of women in the scheme. Hence it could be said that the problem of poor participation is area specific which requires gender specific attention. Thus in this way, an attempt has been made to identify the villages where the participation of women in the scheme, is highest and lowest by analysing the secondary data.

ROLE OF THE INSTITUTIONS

As discussed earlier the major funding of the scheme is done by the government of India and

25% of the material component and 10% of the labour component is the responsibility of the provincial government. The flow chart clearly specifies the various levels involved in the process of its implementation. The village council or the Gram Panchayat is the lowest level to run the scheme in the villages. And the Ministry of Rural Development is the main policy laying body at the central level. At the national level, in the year 2008 the percentage of women's participation was 47%, in the year 2009 it was 48%, in the year 2010 it was 47.73 and in the year 2011 it was 48.00%. Thus the percentage of women's participation at the national level has always been above the required level of 33%. Probably this could be the reason that not much policy interventions have been made in this respect at the national level. Since the problem of poor participation is state specific, hence the role of the state government and the village council is very crucial for the enhancement of the women in the scheme. The State Employment Guarantee Council and District Programme Officers also play an important role in the delivery of employment in the rural areas of the state.

VILLAGE COUNCIL (GRAM PANCHAYAT)

The operational guidelines of the scheme provide that the council of the village has the responsibility of implementing the scheme in the villages. The chief (Pradhan) and the members of this body are elected from amongst the villagers on regular interval and an employee of the government is the secretary of the council. Both these persons are jointly responsible for running the affairs of the council in the village. And after coming into the effect of the 73rd amendment to the constitution, 1/3rd members of the village council and the Block council should be women. Coincidentally, in none of the selected villages, the village chief is a woman. But 1/3rd of the total members of each village council were women. However in none of the village, women members were found to be active in running the affairs of the council. During the discussion it was also found that due to paucity of personnel, secretary of the council has the charge of around 3-4 villages councils. However a lot depends on the village chief because she is from the village community and she understands better the social practices and preferences of the people. At the launch of the scheme, all the village chiefs and secretaries were given extensive training about the scheme and its features. The village in which the participation of women is above 50%, it was found that the village chief was taking interest in the implementation of the scheme including women's participation, but in other villages, the chiefs are not much interested in going against the prevalent social customs and cultural norms. Further the schedule appended to the Act, specifies that 1/3rd of the employment generated will be given to women, but the Act does not provide any kind of sanction on the Gram Panchayat for implementing this mandate. During the discussion, the village chief and the secretary also confirmed that for fulfilling this target of 1/3rd there is no formal sanction, however in weekly/monthly meeting, it is regularly emphasised. In the year 2011, it was found that in the village of HoosepurSurai, Gurha, Bilouha and Baghawali none of the woman was given employment under the scheme. This clearly reflects the role of village council in motivating the women to work under the scheme in the absence of any kind of sanction or motivation. The concerned village chiefs also confirmed that no kind of action has been taken against the village council for their failure to fulfil the mandate.

2:1 Descriptions of Work completed during 2011-12 Dist.-Jalaun

Works completed Under MGNREGA During the Financial Year 2011-2012								
District	Block	Gram Panchayat	Rural Connectivity	Flood Control	Water Conservation And Water Harvesting	Drought Proofing	Micro Irrigation	Land development
			Nos.	Nos.	Nos.	Nos.	Nos.	Nos.
			Exp. (In Lakhs)	Exp. (In Lakhs)	Exp. (In Lakhs)	Exp. (In Lakhs)	Exp. (In Lakhs)	Exp. (In Lakhs)
			comparison.	comparison.	comparison.	comparison.	comparison..	comparison.
Jalaun	KUTHAUND	BAGHA WALI	1	0	0	0	1	1
			0.66	0	0	0	1.142	1.212
	RAMPUR A	BILOHA	4	1	3	1	0	0
			4.690	1.266	4.209	0.1414	0	0
		GURHA	5	1	1	0	0	0
			2.0168	0.47	0.4008	0	0	0
		HUSEYPURA SURAI	8	0	1	1	1	0
			7.8591	0	0.3024	0.1272	0.7163	0

Source: the official website of MGNREGA Scheme <http://www.nrega.nic.in> Accessed 13 September 2012

Patriarchal norms and practices in the community and household and the MGNREGA

The socio cultural aspect forms the core problem of the poor employment of women in the scheme. The discussion in the following paragraphs showed that the unwillingness of the women is not the causative factor for their lesser participation, but the social and environmental factors contribute in suppressing their desire for earning wages outside their traditional roles. The first section analyses the role of the caste in determining the inclusion of women in the scheme and the second, third sections explains the impact of various socio cultural practices prevalent in the society. And the last section explores the role of self-help group in promoting the role of women in the scheme.

The Caste factor

The special characteristics of the Indian society is it's caste system.

"The disparities in our hierarchical Indian society are endemic, and they become more complex as the hierarchies of gender intersect with hierarchies of class, caste, and ethnicity, in addition to the regional variations. Women and men too find themselves placed in different hierarchies which grant

them power and status based on their birth and relation to the main male members of the family”(Desai &Thakkar : 2011).

The society is divided into different castes like, forward, backward, scheduled castes and Scheduled Tribes. Therefore the employment guarantee scheme has to operate in the existing social circumstances. The scheme is reaching to the poorest of poor and is of particular significance for marginalised communities such as Scheduled castes and Scheduled Tribes (Khera: 2011; 15).

In such situations, the composition of the caste in a village is an important factor. On enquiry it came to the notice that the census of forward castes (Brahmin and Kshatriya) and backward castes (Yadav, Kurmi, Lodhetc) in a village are not officially published by the government. During census operations, the castes of only scheduled castes population are counted and the data is published. However during primary data collection a rough estimate of the caste composition of the villages were taken from the villagers. In the village Bilouha, the total population is 1105 and of which the majority of people belongs to forward castes like Kshtriya and Brahmins. The backward castes population is 125 and the scheduled caste population is 107. Thus it can be said that in the village Bilouha the majority of the population is dominated by the forward castes. Similarly, in the village Gurha the total population of 700 belongs to forward castes (Khasatriyas) and only one family belongs to SC and one to OBC. Again in the village Hoosepur, and Baghawali, the majority of the population is from backward castes. In these villages, none of the women worked in the scheme during the whole year. In the village SekhpurGurha which has registered the maximum percentage of women’s participation, entire population belongs to backward castes. During semi-structured interviews and focus group discussion in all the villages some of the instances are discussed to assess the impact of castes on the participation of women in the scheme.

SOME INSTANCES

a) Village Bilouha –

The chief of this village narrated that only 7 women were registered under the scheme and they never come to work under it. He emphasised that the people from the forward community, who were registered with the scheme, were less inclined to work because of the general belief that working in the scheme lowers their social positions. Their belief is so strong that they used to say that they may commit crime for money but will not work in the scheme. Dacoitykarlengeper NREGAmeinkaamnahikarenge. This could be the reason that women from these forward castes are not coming to work under the scheme. To highlight this view, the village chief gave a few examples;

i) Earlier one labourer Basant was participating under the scheme, but now he has stopped working because his sons are of marriageable age and he believes that he may not find suitable girl for his sons if he continues to work in the scheme. The reason for this disinclination is the general belief that MGNREGS work is considered to be of menial nature in his society and working in it lowers his social status. The pardhan told that earlier when he was working under the scheme he did the assigned work in the morning so that people of his community could not see him working in the scheme.

ii) Uday Singh s/o of Uggar Singh is from forward caste (kshtriya). Earlier he was working under the scheme but now he has stopped working because of the social values in his community. In interaction Mr Uday Singh said that earlier I used to get the help of my sons in our own agricultural work, but now I am alone, because my sons have migrated to the cities and it is difficult for me to work under the scheme any more.

iii) The village chief narrated another incident when on one occasion, the District Programme Officer

came for inspection and he was verifying the names of the labourers working at the site. During enquiry, a person's caste was asked and he told that he belonged to the upper caste. From the next day he stopped working in the scheme because the village chief told that he felt insulted when his caste was asked in the public where he was found to be working in the company of lower caste people. So this feeling of superiority of castes prevails in the minds of men and women both.

b) Village HoosepurJagir -

During focus group discussion one women labourer from backward caste narrated her experience that when she started working in this scheme, the village women commented on her character. She told that, since her husband is physically weak, she had no option except working in the scheme. In the same discussion the panchayatsevak also narrated an incident in which one woman labourer was stopped by her husband to work in the scheme. Interestingly they also discussed that when the market wages are quite high during the harvesting seasons, the women and girls from backward castes go for the work in the agricultural fields, but the women from higher castes refrain from going.

c) Village chief - Gurha

In his interview, the village chief told that population of this village is around 700. Almost all the families of the village belong to the forward (Kshatriya) caste. Though the job cards have been issued but none of the member of the Thakur family is coming to work under the scheme. They say that if they work under the scheme it will be difficult for them to get their sons and daughters married, because the NREGA work is considered to be meant for lower castes people. Village chief also told that even if Thakur families are not economically well off, they do not prefer to work under the scheme for the social taboos prevalent in their community regarding to the works in the fields.

DISCUSSION

The discussions of the abovementioned instances prove that the caste of a woman is one of the most predominant factors affecting her integration in the employment oriented scheme. In the field visits, it was noticed that the men and the women from the upper castes such as Brahmin, Kshatriya, and some of the backward castes were not participating in the scheme. The old age prevalent belief among the people of the villages is that working for the wages in the field is meant for lower castes people and not for the upper castes. However this belief is gradually changing but still in many pockets people do not like to work for the wages in the field though they may be poor. The village chief of Gurha told that his village is dominated by Kshatriya community people and even though some of them are poor, but they will not like to work for the wages in this scheme, because it is supposed to be meant for lower caste people. Likewise in the village Bilouha it was noticed that the upper castes people were not accepting the work being offered in the scheme. A few of the upper castes people did work in the scheme for a few years but later on due to social pressure they stopped working in it. For instance some of the upper caste people were told to be doing the assigned job in early morning because community members could not see him working in the scheme. While visiting the village HoosepurJagir, it was noticed that none of the upper caste women were participating in the scheme and when they were called to come for the discussion, they did not come. It means the prevalence of the caste influenced ideologies in the society, affects the participation of upper caste women in the scheme.

To draw a complete picture, the participation of SCs and STs in MGNREG scheme at the level of State was also analysed in which it was found that in the year 2011-12 in total 2703.01 lakhs of total

man days of employment were generated and of which the 1396.48 lakhs of employment were given to the members of scheduled caste community which is around 51% of the total man days generated in the state (official website). Thus MGNREGA is of particular significance for marginalised community such as SCs and STs, because these make up most of the NREGA workers (Khera 2011:15). Thus it shows that the members of the forward community have more hesitation in working in the scheme than other castes. In the village SekhpurGurha where the majority of population is from backward castes the participation was found to be above average. So the trend about participation of women from backward castes women was found to be mixed. Thus it may be inferred that the people from the upper castes have more hesitation in working in the scheme than people from the backward castes whereas the members of the Scheduled castes are actively participating in the scheme.

ROLE OF SELF-HELP GROUP

The data collection exercise provided an opportunity to see how a small group of women could transform the social and economic roles of rural women. The village SekhpurGurha, was like all other most backward villages of the district. In 2010, a small group of women formed a group and launched a campaign against gambling and making of illegal liquor prevalent in the village and which was responsible for all sorts of crime. They succeeded in their effort of wiping out this menace from their village. Since then they started taking interest in the matters outside their traditional roles. Probably this transformation in their thinking led to their increased participation in the scheme. Thus the formation of the self-help group in the village provided the necessary impetus for the transformation in the thinking of women. This shows that persistent social and community mobilisation and a proactive role for the state can compensate for some of these social and cultural deficits. This will also be helpful in bridging the gap between work participation and process participation (Pankaj and Tankha:2010).

SUMMARY AND CONCLUSION

The analysis of the women's involvement in the MGNREG Scheme in Uttar Pradesh showed that there were two main factors responsible for the poor performance. First the nature of the governance of these schemes including their manner of implementation and second was the role of social and cultural practices that hindered women from accessing the guarantee under the scheme.

To begin with, the roles of the various institutions have been found to be very crucial in limiting opportunities for woman to get the benefits of the proposed entitlements. At the apex level the central government is responsible for laying down the rules and is the chief financier of the scheme. Further the concerned State government is running the scheme at the intermediate level. Moreover the mechanism of the administration of the scheme is such that it lays greater emphasis on the lowest functionary i.e. the village council. And the concerned village council has to fulfil the required mandate amidst social and political challenges. This calls for the greater role of the village council in the delivery of employment to women. However no kind of sanction or motivation is prescribed for village council to fulfil the required mandate for women. Thus the impact of lack of complete commitment in the legislation is reflected in the three villages where the participation of women has been zero in these years. An analysis of the status of women's registration also lends support to this argument that the village council has a crucial role in the inclusion of women in the scheme. Every right has a corresponding duty to it and the right to employment casts a duty on the village council to provide the employment to anyone seeking it. But this duty is not backed by any kind of sanction or motivation so that the village council may be pressurised to make extra efforts in including more women in the scheme.

The reason behind not providing any sanction for fulfilling the quota of women is the demand driven nature of the scheme. The qualitative data obtained from the villages indicates that though the entitlement of employment has been guaranteed by law, yet the women do not realise that they have been empowered enough to claim for the work. In this scenario the guarantee of employment becomes meaningless for those women who still lack a sense of empowerment. To address such circumstances, there must be some kind of inducement or sanction on the village council for targeting such women. However indirectly a pressure been created on the state government to give unemployment allowance in case of failure of the village council in providing the jobs to women. But in return the state government has not been given specific power to take action against the village council if it fails to fulfil the mandate of providing jobs to women. Thus this lack of essential element fails to give teeth to the special legislation.

The guidelines also specify the permissible work under the scheme. The nature of the work offered requires hard manual labour. During the qualitative data collection none of the women complain about the difficulty in executing the assigned task, however it also revealed that the difficulty posed to women has been faced by working in partnership with their male counterpart or in the group. Yet some innovations in specific works for women might improve their participation.

Many research studies have confirmed that the scheme wages has had the effect of raising the market wages for men and women both (Sudarshan: 2011). This paper also comes to the conclusion that the scheme wages has reduced the gender wage gap prevalent in the market. However it operates differently for different regions. For instance the villages which are located near the large cities, it is difficult to get worker at the rates prescribed under the scheme because the market rates of wages are high as compared to scheme wages. But in far flung areas the scheme wages are at par with the market wages. However even this inducement has not been sufficient enough to attract women in certain social conditions.

Thus the analysis of the governance of the scheme brings forth the necessity of effective policy mechanism for giving due participation to women. The other dimension of the responsible factors focuses on the environmental factors having some bearing on the issue of women's participation.

In the rural society of the state the caste is a prevalent phenomenon. It has been established in earlier research studies that a substantial share of the beneficiaries include the members of Scheduled castes and scheduled tribes. However the primary data collected in this paper from all the villages show that the women from the high caste families (Brahmin, Kshatriyas) refrain from accessing the employment offered in the scheme. Due to the presence of their culture, even they do not go outside for market wages. And in cases of backward castes the response is mixed, because in the village SekhpurGurha which is dominated by backward caste the participation of women is high. Thus in the present endeavour it is found that the women from the high caste rarely comes to work under the scheme whereas the responses of the women of backward castes is mixed. And the women from scheduled caste have least hesitation in accessing the work given under the scheme.

The domination of the male prevalent in the society was also found to have an effect on the participation of women in the scheme. The qualitative data collected from the villages indicates the domination of male in giving space to women for participating in the scheme. The entitlement of 100 days is for the household and there is no quota of women within these 100 days. So the power relation within the household decides the share of women in accessing the employment.

The culture of purdah common in the women of the villages has not much impact in their accessing the employment with in the scheme. Normally either they work with their male family members or in the group of other women.

A few of the researches have pointed out that by working under MGNREGA; the women are now overburdened with work because they are not divested of their household responsibilities. But in the present study it has not been found to have an effect on the participation of women. None of woman expressed that it has some limiting effect on her participation in the scheme.

Thus on the basis of the above analysis it may be concluded that the caste of a woman and the male domination in the family have an important effect on her accessing the public employment offered by the village council. Similarly the village council also plays an important role in providing work to women. Hence in the absence of any effective sanction on the village council and as against the challenges posed by the social and cultural circumstances, the fate of the women labourers depend on the expectation of an active role of the village council. Moreover some intervention by any Self – Help group, or NGO for initiating the village council in promoting women's employment has a beneficial effect.

POLICY RECOMMENDATION

The special provision of this scheme is the introduction of quota for women in the delivery of public employment. In the state of UP though it is gradually increasing but is still below the required level. To push it up a few of the recommendations may be considered as below;

- The village council and the other implementing agencies (line department) should be placed under an obligation to fulfil the quota for women.
- There should be an emphasis on the registration of women in the scheme and the bank account should also be opened separately for them.
- There should be an emphasis on women mates in the identified areas.
- There should be an emphasis on the formation of self-help group of women and the active role of NGO's in the low performing areas.

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