

# THE PROCESS OF POLICY FORMULATION AND IMPLEMENTATION OF MGNREGA

## Abstract

National Rural Employment Guarantee act was avowed on 5<sup>th</sup> September, 2005 in both houses of the parliament of India and notified in Indian gazette on 7<sup>th</sup> September, 2005. On 2<sup>nd</sup> February, 2006, act was started in its first stage in 200 most inelaborate districts of India. In 2007 in its second stage, act was additional extended to 130 India districts and all the remaining districts of India was covered on 1<sup>st</sup> April 2008. On 2<sup>nd</sup> October, 2009 on Mahatma Gandhi birth anniversary, NAREGA was retitled as MGNREGA (Mahatma Gandhi National Rural Employment Guarantee Act). This scheme works as most practical approach to the problem of rural indigent and unemployment. By providing the guarantee of 100 days employment per annum to every household of rural areas, this act ensures the economic security of rural poor. It is a considerably social safety net program in the world. MGNREGA is first act of its sort that provides an economic safety net through the right to work and provide the sustenance security to every family of rural region. The key purpose of the act is providing employment and to provide inclusive and sustainable development by building roads, canals, bridges, dames etc. with the help of unskilled laborer's and guarantee them wage for work. The main purpose of this paper is examining the process of policy planning, policy implementation and policy formulation of MGNREGA in India. This study is descriptive in nature which have been used only secondary sources like books, journals, articles and government reports, websites etc.

**Keywords:** Policy formulation, Employment scheme, MGNREGA, Government policy.

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## I. INTRODUCTION

In the world, India is one of the major economies. The mainstream inhabitant of the country is poor, and their livelihood still depends on the daily labor wages. Finding work on a regular basis in the rural remote area is very difficult. Therefore, migration happens to urban areas (**Tabassum 2020**). The government of India had introduced the many programs and policies for the upliftment of the rural indigent and ensure the work for them.

- 1. Employment Schemes:** Since 1980, some of important programs were NREP-1980-89(National Rural Employment Program) RLEGP-1983-89(Rural Landless Employment Guarantee Program) JRY-1989-99(Jawahar Rojgar Yojana), EAS-1993-99(Employment Assurance Scheme) JGSY-1997-2002(Jawahar Gram Samridhi Yojana), SGRY-2001(Sampoorn Grameen Rozgar Yojana) NFFWP-2004 (National Food for Work Program). SGRY and SFFWP both programs were merged with NREGA in 2006 (**Pankaj 2012**). In 1970's onwards, food for work program and public work had worked as a major part of India's SafetyNet program. Employment guarantee act of Maharashtra was enacted in 1977 by the Maharashtra government. It was the first mainspring of the idea of the state which ensure the employment as a legal guarantee. It was the first example which ensure the employment safety to the indigent people in rural region of India.
- 2. About MGNREGA:** National Rural Employment Guarantee Act, 2005, was inspired by Maharashtra employment model. After many debates and discussion, first draft was avowed in the month of August 2005 as a national right based program that represents a significant walk towards legal actuation of the right to work. MGNREGA is a national wide public work program that offers 100 days of paid employment per annum to each rural family. The obvious outgrowth of this scheme is an opportunity that offers to bridge periods of unemployment or work near to home. This scheme benefits the marginalized household, Dalits and woman. The prime purpose of the scheme was to develop livelihood security of rural poor and to each family whose adult member is willing to do unskilled manual work, MGNREGA is providing at least 100 days of guaranteed wage employment in every financial year. This act guaranteed 100 days of employment to every family to secure a basic level of economic safety (**Carswell and Neve, 2014**). The parliament of India approved the NAREGA on 5<sup>th</sup> September 2005 and notified on 7<sup>th</sup> September 2005, but Act came into enactment in the year of 2006, on 2<sup>nd</sup> February and implemented in its first stage in 200 most inelaborate districts of India. In second stage scheme was implemented in 130 districts on 1<sup>st</sup> April 2007 and all the rest districts of India was included in its third stage on 1<sup>st</sup> April 2008. On the birth anniversary of Mahatma Gandhi this scheme was retitled as Mahatma Gandhi National Rural Employment Guarantee Act (**Ranjan ,2015**). MGNREGA is a revolutionary program of central government of India which has dreadful capacity of eradicating unemployment in the rural area. MGNREGA was implemented by the ministry of rural development of India, as a flagship program that touches the lives of the poor or marginalized. It was the first of its sort in the world. MGNREGA is considered as a significant means of strengthening decentralized the process of democracy by contributing a staple performance concerning planning, monitoring and implementation to the Panchayat Raj institutions. This scheme has unique features as time bond of under 15 days employment guarantee and in case of not providing work then state government gives the unemployment allowance (**Das, 2013**). For the transformation of rural sustenance in India, MGNREGA works as one of the most effective programs in India. (**Ambasta et al,**

**2008**). Over the last decades in India many programs and social protection policies have been roll out including pension scheme, employment guarantee scheme and unorganized sector insurance schemes etc. which demanded to basic social security entitlements to the poor and vulnerable. MGNREGA as employment scheme providing the basic security to rural indigent and the work of 100 days to every family guaranteed (**Carwell and neve, 2013**) The legislation of Indian parliament comprised the true spirit of the part four of Indian constitution which is related to directive principles of state policy and actualized the article 41 by providing the right to work to the marginalized poor and rural section of India.

## II. LITERATURE REVIEW

**Ambasta et al (2008)** made an important change in which MNGREGA brought legalizes the right to work and makes it as legal right. It is a developmental initiative which creates lasting possessions without which the development process will not obtain the expected speed in the major inelaborate areas of India. The complete ban on the use of contractors is the most novel and noticeable feature of MGNREGA. The most of government programs in a rural region even the last 70 years have been enforced by the modality of local contractors who have come out as main source of making use of the rural indigent and backward people. MGNREGA bans use of any kinds of machinery in the works which provides under the scheme and endowing legal privileges to the workers on working hours, rest, medical aid, drinking water, and creche facility. There is also regulation for Unemployment allowance being paid to workers, If the state is incapable to bestow the guaranteed days of work. MGNREGA envisages an employment scheme in which the local people are mainly engaged at all stages of planning, implementation and social audit.

**Holmes et al (2011)** found that impecuniosity are highly concentrated in the Indian rural region. A broader commitment of the government of India to provide employment is MGNREGA, which address the economic, social and government underpinning of baldness. Many rural poor are landless, and they rely on daily wage labor. Over recent years the agricultural sector of India is declining which effect on the more than half of the rural inhabitant that depend on farming. Social inequalities like caste, ethnicity in gender, age religion is the important factor of poverty in India. For reduction the poverty and empower the rural people many steps have taken by the government, or many legislations made in this regard.

**Farooque (2013)** described that under this scheme state governments provides the work for MGNREGA beneficiaries. 75 percent of stuff costs, which include payment to skilled and semi-skilled laborer's and 100% funds for the labor charges of unskilled manual workers is provided by central government. Within 15 days of application, employment must be provided, if state government is unable to provide the work, then unemployment allowance is conferred to the person seeking employment and by the state government 100 percent of the cost of unemployment allowance is paid. For the purpose of leading to great transparency wage payments of the MGNREGA workers are made by means of bank accounts or post office saving accounts. On MGNREGA work site utilization of machinery and contractors is prohibited. If work is not provided within the 5 km of the residency of the household, the act provides for an additional allowance. The unique feature of the act is that at least one third of the laborer's of MGNREGA should be women. Only those who have job card can avail the employment under the MGNREGA.

**Xavier and Mari** (2014) found that this scheme increased earning of workers and improved the outlay of the households as compared to the before MGNREGA period.

**Fernandes** (2015) described the implementation of the MGNREGA during the first phase when it began in the year of 2006 covering 200 most inelaborate districts of country. It was expended to all the remaining rural areas of the country in 2008. According to the government's statistics the all-India performance of MGNREGA is impressive. Since the inception of MGNREGA more than 1200 crore person days have been produced and more than 100000 crore of wage payments were made to the beneficiaries of MGNREGA. Since 2008 on average 5 crore households are getting employment per annum under this scheme. Since MGNREGA labor payments are made by the means of bank post office accounts more than 10 crore new post office accounts were opened. Increasing the rural wage rates are announcing rural poor household income, particularly those who belonging to marginalized segment of the rural society such as Schedule caste and Schedule tribe. The works under this scheme resulted in the headway of rural possessions such as roads and irrigation canals besides water maintenance and harvesting, drought proofing, flood protection, and renovation and traditional water bodies.

**Pole** (2015) showed that India's 65% of population is residing rural areas and agriculture is the main occupation of their livelihood. Mahatma Gandhi believed that village is the base, soul and backbone of India. For the requisite development of India, we must concentrate or focus on the village development. The Indian constitution has made some provisions in the part 4 in directive principles of state policies under the article 40 which is related to local self-government for the purpose to make each village self-reliant.

**Singh** (2017) presented MGNREGA as significant idea to look into the trajectories of ideas of governance in contemporary India when the capitalism was going into a crisis period and people across the world struggling to retain their employment in the jobless world. One of the most radical and welfare initiations for the government of India, that was MGNREGA. In 1972-73 Maharashtra experienced a massive drought in three districts, nimbly Ahmednagar, Sholapur and Beed which brought many people out looking for employment and resources. Maharashtra Government had launched Maharashtra Employment guarantee act in 1977, where policy-framers found that wage employment is the best pathway to strengthen people against aridity. In the 1990's program followed the same explanation paradigm.

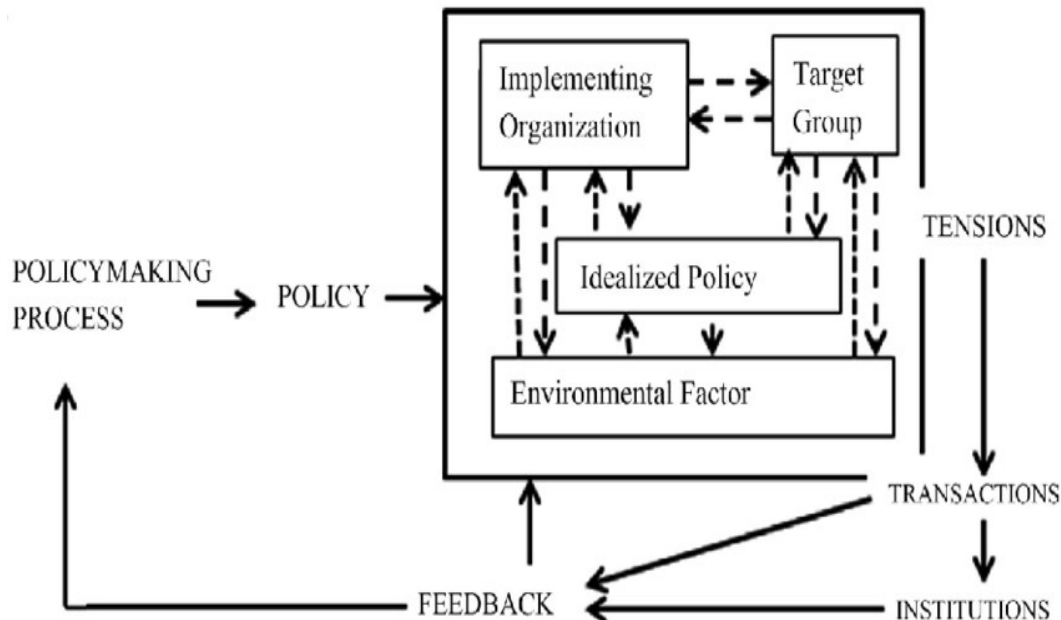
**Das** (2020) observed that MGNREGA is a landmark legislation and flagship program of the government of India. Additional in 130 rural districts, act was expended. All the remaining districts were covered under this scheme on the 1<sup>st</sup> April 2008. In terms of its right-based and demand driven viewpoint to public work, act has different perspective from earlier wage employment programs. MGNREGA recognized the legal right to work.

**Vasudevan et al** (2020) found that MGNREGA was proposed by the Indian government in 2005 to target the longstanding impecuniosity through the employment that are undertaken under this scheme. MGNREGA is a biggest program in the world which the main aim of guaranteeing hundred days of wage employment every financial year to every rural household. This program is strengthening the decentralization. This scheme is giving the significance role to the panchayats institutions for the planning and implementing works under this scheme and it is strengthening the process of decentralization in India.

### III. DISCUSSION ON VARIOUS ASPECTS OF POLICY

- 1. Employment Generation and Financial Security:** In order to boost the economic development of rural poor and reduce rural unemployment, this act aims at providing guarantee of gainful employment with a statutory minimum wage and creation of lasting possessions of rural poor (**Fernandes, 2015**). People who work under this scheme are entitled to obtain their wages within a week or 14 days from the working day for at least 14 days. The wages payable under this scheme must be at least equal to the minimum wages fixed by the Indian Government or the State Governments under the Agricultural Labor Minimum Wages Act, 1948. and it must be conferred on piece rate or day to day basis. It also cleared that minimum wages under this scheme could not be lesser than 60 rupees per day and equal pay should be mandate for all beneficiaries of MGNREGA without discrimination. This scheme stimulates sustenance security for the rural poor by obligatory a wage to stuff ratio of 60/40. This act prohibits the utilization of machinery and contractors. The funds for MGNREGA works are financed by both Central as well as the state governments. The central government delivers its share of funds by the means of National Employment Guaranteed Fund, directly to the districts. Center government share the all cost of unskilled manual workers of MGNREGA. 75% of fund are providing by the union government for the stuff and labor charges expenses of semiskilled and skilled laborer's and remaining 25% of expenditure and the funds for the unemployment allowance payments are mandated to state government (**Shekhar et al, 2010**). MGNREGA is in crisis these years. Workers under this scheme are hardly getting mandate 100 days of work per year or wages are also getting late. Most of the workers are not getting their other entitlements such work spot facilities like drinking water, first aid kit, sheltered daycare children under the age of six years and unemployment allowance when work is not provided. As per official data 70% of wages were paid with delays more than 15 days after the completion of the work (**Aggarwal, 2023**).
- 2. Policies for Implementation of Schemes:** As a major social program of India, NAREGA has been sustained despite mounting concerns about the country's fiscal deficit and criticism from those who favor urban migration. Anywhere in the world, MGNREGA is a volumetric social initiative of its sort. Through this program, in just the fiscal year 2012-13 over 48 million people earned work benefits. While the program has produced favorable outgrowth in several regions of India. It is not without its share of difficulties on the political, administrative and economic front (**Farooque,2013**).

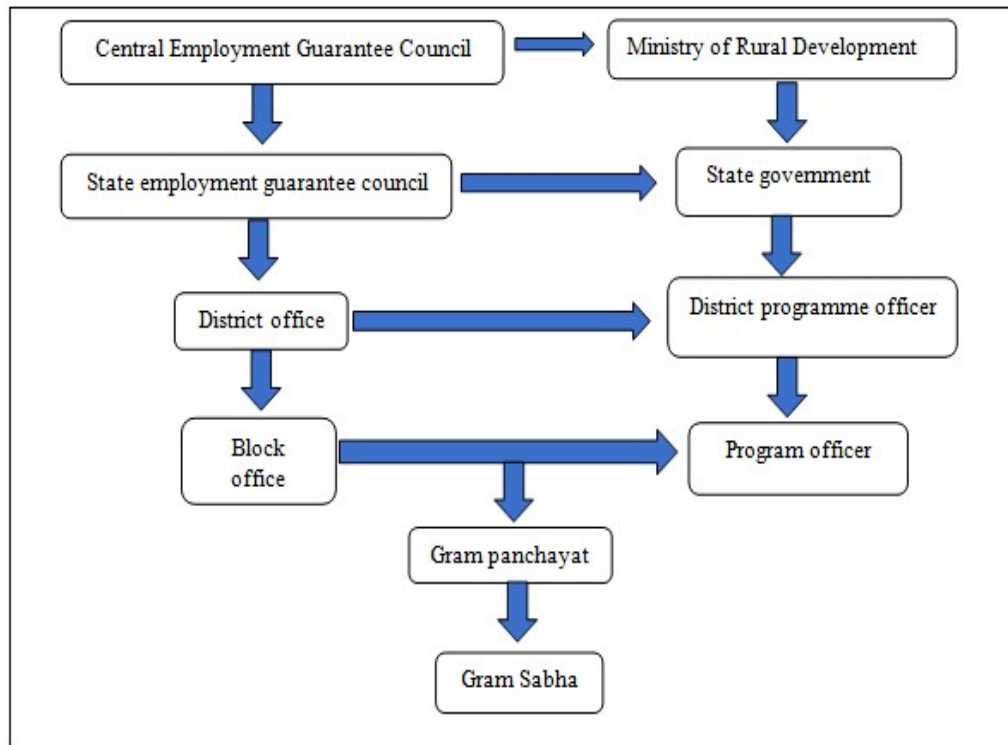
### 3. Smith (1977) Model of Policy Implementation Process



Source: Smith (1977) model of policy implementation process

- **The Idealized Policy:** Means idealized the way of interaction that the policy framers are attempting to stimulate.
- **The Target Groups:** A group of people who are influenced from the policy.
- **The Implementing Organization:** For the proper execution of policies, this organization is responsible. In most cases, implementing organization is a unit of the state bureaucracy which is liable for the implementation of the policy.
- **Environmental Factors:** Those factors that influence the policy implementation process. Most of those factors include economic, political, social, religious and cultural conditions.
- **Tension:** It is necessary to learn more about the nature of tensions after defining the main component categories that involved in the execution of policy. Tensions may exist inside and between the idealized policy all component categories, implementing organization and factors related to environment and target group
- **Transaction Patterns:** Transaction patterns are responsible for the tensions between and within all four component parts of policy implementation.
- **Feedback:** Feedback alludes that policy procedure is a continuous unremitting process that may never have a last or fixed end. So, feedback stage is a significant segment of the model.

#### 4. Natesana, and Maratheb (2023) MGNREGA Structure Implementing Organization Process



Source Natesana, and Maratheb (2023)

#### Key Implementation Organization of MGNREGA

- **Central Level**

- **Rural Development Ministry:** For carrying out the MGNREGA program, the ministry of rural development is the nodal ministry. This ministry is issuing operational guidelines for the successful implementation of the act. It established a central employment guarantee council. It also ensures the timely released of central share.

- **Central Employment Guarantee Council:** This council is Setup under the chairmanship of Union Rural Development Minister. This council counsel the union government about the affairs and issues related to the execution of the act and established a central appraisal and monitoring system

#### In State Level:

- **State Government:** For the proper execution of the scheme state government established the several agencies such as the State Employment Guarantee Council, State level MGNREGA Social Audit Agency, State Employment Guarantee Fund etc. state government is liable for assures the accountability and limpidity in the scheme at all strata.

- **State Employment Guarantee Council:** Under section 12 of NREGA act, every State government established a State Employment Guarantee Council. The key function of the council is to recommend the state government in matters related to the execution of the act, to review the monitoring redressal system mechanism.

#### **District Level:**

- **District Panchayat (Zila Parishad):** This body consolidates the annual block plan into a district plan. Monitoring and supervision of the scheme at the district level is the key function of this body.
- **District Program Coordinator:** The key functions of the district program coordinator are consolidated the projects or plans which receive from block panchayat and ensure the timely released of funds and the approved projects and plans.

#### **Block Level:**

- **Intermediate Panchayat:** It sanctions the block level projects and plans and sends it for the final approval to the district Panchayat.
- **Program Officer:** Program officer works as coordinator for MGNREGA at the block level. Program official receives plan and proposals from gram panchayats and report it to the district for screening and review of the plans and proposals. To assess the work demand under this scheme program officer, ensure the baseline survey.
- **Gram Panchayat:** Gram panchayat is a Central body for planning and implementation. The main works of this body are for registration receiving applications, verifying registration applications, issue job card, receiving applications for work and allotments of the work.
- **Gram Sabha:** Gram Sabha monitors the execution of the work and conducts social audit. (MGNREGA REPORT, 2013)

#### **MGNREGA Implementation Process:**

- Adult members of the household apply for the registration
- The gram Sabha elects committee for vigilance and monitoring and verifies and mobilizes registration applications
- To identified those households which are intending to register for job cards, a household survey is carries out.
- Gram panchayat hand in a copy of registration to the BPO.
- BPO (Block program officer) after receiving the copy from gram panchayat reports to zila parishad.
- To everybody registered household, gram panchayat issued job cards
- All the adult members of household, apply for employment at gram panchayat.
- Gram panchayat informs about the quality guideline, work and time bound to the vigilance and monitoring committee and it also inform to block program officer regarding new work application
- Gram panchayat and block program officer provide employments.
- Block program officer informed regarding the work allocation by the gram panchayat.



- Gram panchayat also informed the BPO regarding the commencement of employment and then program official provides registered muster roll to the gram panchayat.
- the vigilance and monitoring committee prepared a report, after the ending of the work and submit this report to Gram Panchayat, BPO and the DPC receptively.

#### **Planning Process:**

- The priorities and developmental plan are sent by gram panchayat to block program officers.
- BPO approves and scrutinize the proposal and developmental plan of gram panchayat.
- Gram panchayat proposal is sent to the district program coordinator by block program coordinators.
- District program coordinator consolidated block plan and prepare budget.
- Junior engineers assist the block program officer in develops and approves technical estimations. These are referred to zila Parishad which approves the block wise plans and projects.
- Zila parishad intimate the district program coordinator about the approval.
- The district program coordinator informs the block program officer.
- Block program officer send a copy of the work plan to the concerned Gram panchayat.

#### **5. Funding pattern of MGNREGA**

<b>Elements</b>	<b>Central Share</b>	<b>State Share</b>
Unskilled manual Labor	100%	-
payments of Skilled Labor and Semi-Skilled Labor	75%	25%
Other elements	Administrative outlay which may decide by the center	State provides the Unemployment Allowance to the applicant if within fortnight of application, work is not provided.
Employment Guarantee council	All the Administrative and other outlays of the CEGC.	Administrative and other outlays of the SEGC.

*SOURCE: CAG Report*

#### **Achievements or Success of the Scheme**

- The scheme gives equal opportunities to work for everyone without discrimination based on cast gender etc.
- MGNREGA provides equal opportunity of work for men and women it also promised to equal pay for equal work to men as well as women without discrimination based on cast gender and religion. it promotes equality in the society.
- MGNREGA helped restoration of ponds by removing dreg. under this scheme, resurgence of water maintenance structure is one of the best works.

- MGNREGA created employment for large population of rural India who are mostly SC ST and women. it ensures women participation and make 33% of the beneficiaries' women mandatory.
- Scheme provides the 100-day employment security to every household per annum.
- Scheme ensure the high level of participation of the backward and marginalized.
- securing rural household livelihoods and assuring widespread participation of women, SCs/STs, and other social groups that have historically been marginalized;
- Enhancing the rural economy by establishing enabling sustainable growth, assets, and building up PRIs (Panchayati Raj Institutions) by incorporating them in the planning and keeping an eye on the plan.

### Failures of the Scheme

- Low wage rates under this scheme, presently MGNREGA labor charges in 17 states are lesser than the corresponding state minimal labor charges and workers are not showing interest in working for scheme.
- Insufficient budget allocation
- Regular delay in payment and failing to pay wages on time
- The unemployment allowance is not providing by the states in case of not providing employment.
- Falsifying job cards
- Created inferior asset quality
- Corruption and instances of several malpractices' incidents

## IV. CONCLUSION

MGNREGA is an extensive and clamant program which has the positive efficacy on the social, economic and political conditions of the rural poor, especially, schedule caste, schedule tribe, and women. This scheme empowers the beneficiaries to enlarge their attitude, decrease the level of impecuniosity by providing employment and contribute to enlargement in the consumption expenditure. Under this scheme all the adult members of the family can apply for the work who are intending to do unskilled manual work. There is provision that work should be provided within the 5 kilometer of the applicant dwelling place and within fortnight of the application, if state is incapable to bestow the work within the fortnight of the application, then state is mandated to provide the unemployment allowances to the applicant. There is no doubt that MGNREGA is providing durable assets to the rural people and it is working as safety net for the marginalized section. Apart from the various advantages of the scheme there are many lacunas in the proper implementation of the scheme such as unemployment allowance is not providing, delaying in the wage payments, worksite facilities are not providing.

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