Economic Empowerment Of Tribal Women Through Mgnrega: A Case Study Of Kamarkuchi Gaon Panchayat Of Dimoria Development Block, Kamrup (Metro), Assam

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Abstract: Empowerment of women is the most essential and crucial strategy in achieving the goal of gender quality. In tribal communities, the role of women is substantial and crucial. The need for empowerment of tribal women hardly needs justification. Their primitive way of life, economic and social backwardness, low level of literacy, out dated system of production, sparse physical infrastructure in backward tribal areas make the empowerment of tribal women and development of tribal areas very much essential. In a developing nation like India the Government has launched a lot of programmes for the development of rural livelihood and empowerment of the women. A major initiative taken by the Government of India to raise the level of socio-economic status of the rural people under the Ministry of Rural Development is the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA). The implementation of MGNREGA has been positively affecting the rural life as well as empowering the women of India in various aspects. The Kamarkuchi Gaon Panchayat under Dimoria Tribal Development Block, which is located near the capital of Assam, i.e., Dispur, has also been benefitted by this programme, especially by helping to economically empower the tribal women of the area. In this background, the focus of this paper is to find out the impact of MGNREGA on the economic empowerment of the tribal women of Kamarkuchi Gaon Panchayat under Dimoria Development Block of Kamrup (M) district, Assam.

Keywords: MGNREGA, Impact, Tribal Women, Economic Empowerment

1. INTRODUCTION

Inequality between men and women is one of the most crucial disparities in many societies and this is particularly so in India. In much of the country, women tend in general to fare quite badly in relative terms compared with men, even within the same families. This is reflected not only in such matters as education and opportunity to develop talents, but also in the more elementary fields of nutrition, health and survival (Dreze and Sen, 1995). In recent years, however, there has been improved awareness and consciousness of some specific aspects of gender inequality, such as the low work force participation, less employment opportunities and hence a less active economic life of women. But economic empowerment is very much essential for women because it helps them to control their economic processes, gain access to resources, to skills and to markets, also leads to social and political empowerment (Jhabvala, 2001). According to UN Women, investing in women’s economic empowerment sets a direct path towards gender equality, poverty eradication and inclusive economic growth. The government of India has implemented different programmes to provide opportunities to women to earn income and make them economically independent, at least to some extent. In its design, the (MGNREGA) Mahatma Gandhi National Rural Employment Guarantee Act perhaps goes further than most public works programme in its overt aspirations for women (Government of India 2012; Narayana, N. Das, 2014).

The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is one of the active and precious
contributions of Govt. of India in terms of rural development programmes which enable to improve the socio-economic condition of rural areas while achieving the goal of empowering the women as well. NREGA Act was passed in 2005 that guaranteed 100 days of wage employment in a year to adult members’ rural households. Government of India has renamed the NREGA as MGNREGA on 2nd October 2009. On 2nd Feb, 2006 it was launched in 200 select districts of India and was extended to 130 additional districts during 2007-08. It is now implemented in 645 districts of the country.

In the process of employment generation durable assets are building up as it focuses on the work of water and soil conservation, afforestation and land development, irrigation, rural connectivity, flood protection, drought proofing, etc. in the villages. The projects for villages are recommended by Gram Sabha and are approved by Zila Panchayat, where as 50 percent works should be implemented by gram panchayat. Panchayati Raj Institutions (PRI) plays principal role over planning and implementation. However, rural people have to go through a simple process for getting employment under this scheme. First of all, every rural household supposed to get registered them to local Gram Panchayat for seeking employment, then within 15 days job cards containing photographs of the applicants are issued to all entitled villagers. After that work is allotted to job card holders within 15 days failing which the government is bound to pay an unemployment allowance (Keshlata and Fatmi, 2015).

Women’s empowerment is not among the original intentions of the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), and is not among its main objectives. However, provisions like priority for women in the ratio of 1/3rd of total workers (Schedule II (6)); equal wages for men and women (Schedule II (34)); and creches for the children of women workers (Schedule II (28)) were made in the Act, with the view of ensuring that rural women benefit from the scheme in a certain manner (Acharya, S. 1990). Provisions like work within a radius of five kilometres from the house, absence of supervisor and contractor, and flexibility in terms of choosing period and months of employment were not made exclusively for women, but have, nevertheless, been conducive for rural women.

MGNREGA has been also enhancing the scope for empowerment of tribal communities specially the women workforce. Most of the tribal societies in India are matrilineal, where; women play the pivotal role to sustain the family. Thus, the MGNREGA, which entitles rural households to 100 days of casual employment on public works at the statutory minimum wage, contains special provisions to ensure full participation of women have became very effective source of earning to the hard working rural tribal women.

The Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA) provides a legal Guarantee of 100 days of wage employment in a financial year to every rural household. The participation of women in the workforce has surpassed the statutory minimum requirement of 33 percent and through this it has protected the women justice and rights. The Act provides some explicit entitlements for women to facilitate their full participation. These include:

- **EQUAL WAGES FOR MEN AND WOMEN** – ‘Equal wages shall be paid to both men and women workers and the provisions of Equal Remuneration Act, 1976 shall be complied with.’
- **PARTICIPATION IN MANAGEMENT AND MONITORING OF THE PROGRAMME** – ‘The Gram Sabha will elect the members of the committee and ensure that SC/STs and women are represented on it.’
- **PARTICIPATION IN SOCIAL AUDIT** – ‘The timing of the forum must be such that it is convenient for people to attend – that it is convenient for REGS (Rural Employment Guarantee Scheme) workers, women and marginalized communities.’
- **PROVIDING SUPPORT FOR CHILD CARE, AND CONVENIENCE TO HOUSEHOLDS** – ‘The guidelines mention the need for a crèche at the worksite, and for the works to be convenient for families.
- **ENSURING THAT SINGLE WOMEN ARE ELIGIBLE** – ‘By recognizing a single person as a ‘household’, the Act makes it possible for widows and other single women to access this work for widows and other single women to access work (nrega.nic.in).

In this background, this paper attempts to highlight the impact of MGNREGA on the economic empowerment of tribal women of Kamarkuchi Gaon Panchayat under Dimoria Development Block of Kamrup Metropolitan District, Assam. It is located towards the south-east of Dispur, the capital of Assam. It is the adjacent gaon panchayat to the state capital among the 12 gaon panchayats of Dimoria Development Block. Kamarkuchi Gaon Panchayat lies in between 26°30’ North latitudes and 91°53’ East longitudes (S10).

![Location Map of the Study Area](image)

The total area of this panchayat is almost 14.16 km², having a population of 18557 persons (census 2011). Kamarkuchi Gaon Panchayat is a meeting point of various tribes, sub-tribes, castes and community. The major tribal communities under this panchayat are Tiwa (3.15 percent), Bodo (1.42percent), Rabha (1.12percent), Deori (0.82percent).
and Garo (0.70 percent) and so on. Moreover, Kamarkuchi GP is situated very close to Guwahati city, which is the most important education, commercial, industrial centre of Assam as well as the North-Eastern Region for which; it comes under the sphere of influence of the city. A number of programmes and schemes have been running in Dimoria Development Block among which MGNREGA plays a significant role towards the empowerment of tribal women of the block as well as Kamarkuchi Gaon Panchayat.

II. OBJECTIVES

✓ To identify the areas of concentration of different tribal communities within the villages of Kamarkuchi Gaon Panchayat;
✓ to find out whether MGNREGA is functioning properly and the tribal women are getting the fruits of it or not;
✓ to examine the impact of MGNREGA on the economic empowerment of tribal women.

III. DATABASE AND METHODOLOGY

The work is carried out by following quantum of data derived from both primary and secondary sources. At first, the study tries to make an assessment of the impact of MGNREGA on Women empowerment of the tribal communities of Kamarkuchi Gaon Panchayat. For this purpose, the secondary sources of data have been collected from Census of India, Tribal Research Centre, as well as from some journals, newspapers, websites (internet), published books, etc. For Kamarkuchi Gaon Panchayat, the secondary data related to demographic and social background of the tribal inhabitants and existing developmental schemes, etc. have been collected from the Block Development Office, Circle Office, Panchayat Office, and so on. In order to supplement the secondary data and to see the validity of findings, necessary primary data of the tribal communities have been collected through stratified sample survey (30 per cent of the total ST households of the panchayat) with the help of a detailed questionnaire from 4 sample villages i.e. Amorigog, Karchia, Tamulikuchi NC And Tepesia Gaon of Kamarkuchi Gaon Panchayat to find out the impact of MGNREGA on tribal women empowerment. The primary survey or data collection was done on the basis of the distance of the villages from NH 37 and so on.

IV. RESULTS AND DISCUSSIONS

The study reveals that different rural development programmes have been running in Kamarkuchi GP under which MGNREGA plays a pivotal role to sustain the rural livelihood. Most of the job card holder tribal people are engaged in construction of roads, Government houses, digging cannels for irrigation, etc.

A. POPULATION STRUCTURE

From table no. 1, it is observed that the distribution of tribal population is uneven among the four villages of Kamarkuchi GP (Census of India, 2011). The male population (50.77 per cent) is slightly higher than the female population (49.22 per cent) of the total ST population. The highest ST population is concentrated in Tepesia gaon (565 persons) and the lowest is in Amorigog (354 persons).

B. STATUS OF MGNREGA

The following table represents that the distribution of job cards is uneven in the villages. The percentage of ST women workers is high in Tepesia Gaon (35.30 per cent) and low in Amorigog (27.5 per cent). Job cards are generally in the name of (male) head of the family, but, women in large numbers have joined as workers. The proportion of women with job cards in their own name varied between 12.5 per cent female in Amorigog and 15.38 per cent female in Tepesia Gaon with compare to 84.61 per cent ( Tepesia gaon) to 87.5 per cent (Amorigog) male job card holder respectively. There is no crèche and medical facility in the work area.

C. A BRIEF BACKGROUND OF SCHEDULED TRIBE WOMEN WORKERS

In the surveyed households, 86 per cent ST women are literate and 14 per cent are illiterate. 75 per cent are married and belongs to nuclear families. Some 80 per cent are in the fertility age group: 58.5 per cent in the age group of 30-45 years and another 21 per cent in the age group of 18-29 years.
Another 16 per cent are in the age group of 46-59 years, and 4 per cent were also above 60 years.

The income and assets base of these households are poor. The average annual income of a woman worker’s household was Rs 42,149. Two-thirds of these households belong to below poverty line (BPL) families (40.1 per cent general BPL and another 27.5 per cent Antyodaya card holders and remaining 33 per cent belongs to APL category). 66.5 per cent are living in kachha houses and another 26 per cent in semi-pucca houses. One-third of the households are landless and 93 per cent of those having their own land. 65 per cent of these households are engaged in primary occupation i.e. agriculture, piggery, wine production, weaving and so on and 15 per cent are working in secondary and other occupations. A woman worker had completed 77 days on average in the surveyed villages. However, the average share of a woman worker in total person-days earned by the household is 54 per cent. Wage earning is another source of income of these households. Earnings from non-agricultural work constituted the highest proportion of the total annual income of women workers. Income from agricultural wages constituted the second highest proportion after MGNREGA.

D. PARTICIPATION OF SCHEDULED TRIBE WOMEN UNDER MGNREGA

In the tribal society of Kamarkuchi GP, women generally assist their husband in the work along with maintaining the family and acts. In some cases, they also act as a business partner. However, this traditional system is averted completely after implementation of MGNREGA in the gaon panchayat, because the scheme provides at least one hundred days of guaranteed wage employment to every household, whose adult members volunteer to do unskilled work. Equal remuneration, job quota (one-third of job), locally available jobs, worksite facility and socially acceptable job support to women are the main thrive of participation under MGNREGA job.

The major factors behind the participation of ST women worker under MGNREGA are:

✓ The nature of the job not requiring special knowledge and skill.
✓ Outmigration of male family members.
✓ The employment opportunity being available at the doorstep.
✓ The provision of equal, non-discriminatory wages.
✓ A good platform of earning for the widow, divorced, single and separated women.
✓ Income source during non-agricultural period.

<table>
<thead>
<tr>
<th>AGE GROUP</th>
<th>% OF WORKERS</th>
<th>MARITAL STATUS</th>
<th>% OF WORKERS</th>
<th>LITERACY</th>
<th>% OF WORKERS</th>
</tr>
</thead>
<tbody>
<tr>
<td>BELOW 20</td>
<td>12</td>
<td>MARRIED</td>
<td>21</td>
<td>PRIMARY</td>
<td>63</td>
</tr>
<tr>
<td>21-35</td>
<td>27</td>
<td>UNMARRIED</td>
<td>15</td>
<td>HIGH SCHOOL</td>
<td>27</td>
</tr>
<tr>
<td>36-51</td>
<td>36</td>
<td>WIDOW</td>
<td>9</td>
<td>ABOVE HIGH SCHOOL</td>
<td>6</td>
</tr>
<tr>
<td>ABOVE 51</td>
<td>5</td>
<td>DIVORCED</td>
<td>5</td>
<td>ILLITERATE</td>
<td>4</td>
</tr>
</tbody>
</table>

Source: Dimoria Block Development Office

Table 4: Participation Of St Women Workers Of Different Age Groups Under Mgnrega In Kamarkuchi
Table no. 4 represents the percentage of age group, marital status and literacy rate of ST women workers under MGNREGA in the study area. The study reveals that the majority (56 per cent) of the women workers belong to the age group of 36-51 years followed by the age group of 21-35 years. On the other hand, among the women workers the proportion of married women is the highest (71 per cent). A good portion (14 per cent) of single women (i.e., divorced and widowed) has also been benefitted from the scheme. As expected level of education among these workers are also found to be low with 63 per cent having primary level education and 4 per cent illiterate. The ST College students (3 per cent) belonging to BPL families are also working under to fulfil their educational needs during their free time or holiday. On the other hand, a good proportion of Married women are working under MGNREGA due to the outmigration of male family members.

Table 5: Participation Of ST Women Workers Under Different Schemes Of MGNREGA, 2013-14 And 2014-15

<table>
<thead>
<tr>
<th>Financial Year</th>
<th>Name Of The Scheme</th>
<th>% Of ST Women Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013-2014</td>
<td>Construction of dong bundh from Tepesia stadium to Bardong with slab culvert</td>
<td>16%</td>
</tr>
<tr>
<td>2013-2014</td>
<td>Plantation at Ambher public playground</td>
<td>19%</td>
</tr>
<tr>
<td>2014-2015</td>
<td>Road construction from NH 37 (13th mile) to Dhanotla Basti</td>
<td>20%</td>
</tr>
<tr>
<td>2014-2015</td>
<td>Construction of road from Medhikuchi Dehengaon to Khamiagaon</td>
<td>22%</td>
</tr>
</tbody>
</table>

Source: Dimoria Block Development Office

Table 6: Income Status Of Women In Surveyed ST Households

<table>
<thead>
<tr>
<th>Annual Income Per ST Household</th>
<th>Before The Implementation Of MGNREGA</th>
<th>After The Implementation Of MGNREGA</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less Than 5000</td>
<td>32.4%</td>
<td>25.7%</td>
</tr>
<tr>
<td>5000-10000</td>
<td>10.2%</td>
<td>41.6%</td>
</tr>
<tr>
<td>10000-15000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Above 15000</td>
<td>3.1%</td>
<td>24.1%</td>
</tr>
</tbody>
</table>

Source: Primary Survey

Table 7: Expenditure Status Of Women In Surveyed ST Household

<table>
<thead>
<tr>
<th>Annual Expenditure Rs.</th>
<th>Before The Implementation Of MGNREGA</th>
<th>After The Implementation Of MGNREGA</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less Than 5000</td>
<td>36.6%</td>
<td>7.6%</td>
</tr>
<tr>
<td>5000-10000</td>
<td>22.3%</td>
<td>25.5%</td>
</tr>
<tr>
<td>10000-15000</td>
<td>14.2%</td>
<td>38.8%</td>
</tr>
<tr>
<td>Above 15000</td>
<td>2.1%</td>
<td>20.2%</td>
</tr>
</tbody>
</table>

Source: Primary Survey

E. ECONOMIC EMPOWERMENT OF SCHEDULED TRIBE WOMEN WORKER

It is observed from the following table and figure that the level of income of the ST women increased from 10.2 per cent to 41.6 per cent and 3.1 per cent to 24.1 per cent for the income groups 10000-15000 and above 15000 respectively. On the other hand, for the income groups, i.e., less than 5000 and 5000-10000, the level of income was decreased from 46.6 per cent to 8.2 per cent and 32.4 per cent to 25.7 per cent respectively.

F. CHALLENGES AND OBSTACLES FACED BY SCHEDULED TRIBE WOMEN WORKERS

However, NREGS benefits have not come easily – working hours for women have increased; their leisure time has vanished; and they have to bear with physical and emotional strains. Women in Kamarkuchi GP told that they get up quite early to fetch water, prepare food, feed their animals and make arrangements for the children before going to the worksite. Even during the official lunch break, some of them return home to take care of the children and other family members. Women have to work very hard to earn minimum wages. This is much more difficult for old, physically weak, and lactating women.
Some of the obstacles that has found during survey i.e., while identifying the step of projects at Block level, very little was considered as regards suitability of women. In other words, hardly any project was selected in terms of providing direct benefit to women. The MNREGA guidelines provide certain positive action to encourage women participation in the program like facilities for creche, drinking water, shade and first aid are required to be provided at every worksite. The present study reveals that with the exception of provision for drinking water, other worksite facilities viz. creche, resting place, toilet, first-aid, recreational facility for children etc. and other facilities for the benefit of women absent in the worksites.

Due to the absence of creche facilities, lactating women and women with young children leave their children at home while working at the worksite (Figure 3). Only 26 per cent of the women with children under the age of five bring them to the worksite; 6 per cent leave behind their children in the care of siblings/elders; and another 10 per cent of women left their children without proper care. Since, they have to remain away from home for a minimum of eight hours at the worksite, they remain anxious about the well-being of their children. Majority of the women workers (85 per cent) confessed that they remain emotionally strained while they are working at the worksite and their children are left at home, either unattended or in another’s care.

Various research studies found that the adverse impact of MGNREGA on women health. Rebecca Holmes et al., (2011) notes that while women work more hours than men, by combining domestic and productive work, MGNREGA has no provision for flexible working hours to ease their time pressures or support their dual responsibilities. The women workers in MGNREGA are forced to take medicine every day to get some physical relief. The ST women of Kamarkuchi gaon panchayat are not only doing MGNREGA related work but also perform agriculture operation in their own lands during the non-working days in MGNREGA. This has considerably reduced their leisure. Reduction of leisure time and lack of worksite facilities compound the problem and they easily succumb to illnesses like headache, physical pain, malaise and giddiness.

MAJOR FINDINGS

In the fast changing society the economic empowerment of women is the demand of the day. The government initiated programmes like MGNREGA encourages the women of Kamarkuchi gaon panchayat to enrich their lifestyle to a little higher level than before. The impacts are classified into two categories, i.e., positive impact and negative impact.

POSITIVE IMPACTS

**IMPACT ON WOMEN EMPLOYMENT:** A majority of ST women (76 per cent) ST women in the panchayat were unemployed or self employed before the implementation of MGNREGA. But after its implementation they have got a particular source of engagement to sustain their livelihood. About 30 per cent tribal women of the surveyed households have been working under MGNREGA.

**IMPACT ON ECONOMIC SELF DEPENDENCY:** The tribal women of the panchayat have become self dependent economically. It has been noticed that now majority of the women utilise their income from MGNREGA in other economic activities to earn more income.

**IMPACT ON EDUCATIONAL STATUS:** Approximately 35 per cent of their income from MGNREGA is spent on their children’s education. Some of the college studying girls are also working under MGNREGA and fulfil their educational needs.

**IMPACT ON INDEBTEDNESS:** MGNREGA uplift the tribal women from their poor living status. MGNREGA helps to reduce the indebtedness of the women worker to some extent. Nearly 34 per cent of the respondents mentioned that they had spent their wages on repaying small debts. But the low wage amount earned through MGNREGA is not sufficient to repay debt.

**IMPROVEMENT IN MEDICAL AND HEALTH CARE:** This act provides medical facilities, drinking water facilities, food to the worker’s children etc. during the working hours. Almost 42 per cent of the respondents have spent earnings on medical and healthcare. Therefore the health condition of the selected areas are seen a lot of improvement after implementation of MGNREGA act.

**IMPACT ON CREATING BANK SAVINGS ACCOUNT:** Generally, the head of the family having a bank saving account but in the contemporary scenario the employed woman (39 per cent) ST woman under MGNREGA of the family has also created a saving account in bank of their locality where their wages are deposited.

**IMPACT ON TELECOMMUNICATION:** The 21st century can be called the century of telecommunication. Almost 80 per cent respondents have mobile phones instead of having other electronic tools in their house. Even an illiterate woman can also buy and operate a mobile phone.

NEGATIVE IMPACTS

**DISCREPANCY IN AWARDING JOB CARDS:** For some improper execution of job cards by the functionaries some of the ST household are exempt from getting job cards.

**IRREGULARNESS OF WORK:** The irregularities of work become hindrance for the women to stabilize their income. The works under MGNREGA is not functioning continuously for which most of the women facing indebtedness and other economic problems.
DELAY IN PAYMENTS: Delay in payments is also responsible for poor participation of women particularly in case of single women if they are the sole earners of the family.

LACK OF AWARENESS REGARDING MGNREGA: Most of the tribal women are not aware of the ongoing MGNREGA and other development programmes. This cause obstacle in terms of their empowerment.

V. CONCLUSION

At the end, it can be stated that the impact of MGNREGA is growing day by day. But, still some of the tribal women of Kamarkuchi GP are unaware about the programme. They are self-sustain their lives depending on their traditional source of income, i.e. animal raring, wine production, weaving, selling vegetables in weekly, bi-weekly or daily market, working as hired labor in various agricultural, private companies as well as household sectors. Moreover, the changes observed in the tribal societies of the state indicate that the society is in a mid way between tradition and modernity. While tradition prevails in many respects, modernity is fast penetrating into the life of the people. Tribal women plays a major role in the co-management of their natural, social, economic resources and agricultural development including crop production, livestock production, livestock production etc but they remain backward due to traditional values, illiteracy, superstition and many other social and cultural factors. The participatory role of tribal’s in MGNREGA improving their living conditions in terms of income, education, living standard, health etc. is not very much effective. The contribution of MGNREGA is merely appreciable, which is the base of the present empowerment of rural ST women. According to the job card holders or MGNREGA women workers, it is just a supplementary work to their day to day economic activities. In conclusion, it can be said that Government has formulated many programmes such as MGNREGA for the upliftment of the tribal people as well as empowering tribal women. On one hand it is enriching the socio-economic status of the tribal women. Where, on the other hand, it is noticed that inspection and evaluation of this programme, weather these have reached the ‘target group’ or not are not done properly.

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