

Draft Report

Study of Successful Pockets of NREGS in India: Haryana

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Map of Haryana



Chapter 1: Introduction

1.1 Background and Rationale

After four years of implementation of the Mahatma Gandhi National Rural Employment Guarantee Act (hereafter NREGA) throughout the country, this report is an attempt to document the performance and success factors of the scheme in some of the successful pockets of implementation. The study attempts to review the performance of Haryana in general and Mahendragarh district in particular as one of the successful pockets of implementation of NREGA. The study was conducted in collaboration with Centre for Development Alternatives (CFDA) Ahmedabad.

The NREGA provided that, 100 days of guaranteed wage employment should be provided to every rural household seeking unskilled manual work. Quite succinctly, the Act led to a paradigm shift in the way earlier government employment generation programmes were conceptualized and implemented. It made employment a basic right of individual, which a government could not deny, or in such case will have to pay compensation. The Act also made it compulsory to put in place several transparency and accountability mechanisms like social audit, which handed the baton of democracy right into hand of individuals and communities. It also, in certain ways transformed the information management system drastically with field level offices required to provide regular updates on progress of the scheme, which is available throughout the country and is a remarkable example of e-governance.

On the front of decentralized planning, NREGA envisaged a pioneering role from Gram Sabhas and Gram Panchayats (GP) in preparing a shelf of projects, which will enable them to provide work on demand and also lead to development of rural infrastructure thereby leading to regeneration of the agrarian economy. In order to attain these objectives the Act envisaged that the focus of the scheme should be on creation of assets in sectors of a) water conservation and harvesting, b) drought-proofing, c) irrigation canals (micro and minor irrigation), d) provision of irrigation facilities to land owned by households belonging to SC/ST community, beneficiary of land reform or Indira Awaas Yojana (rural housing scheme), e) land development, f) flood control and protection works and g) rural connectivity. Apart from the immediate impact on rural poverty, creation of rural assets coupled with wage income from the scheme is supposed to lead to a second round effect of increasing gainful employment opportunities in the mainstream rural economy. In addition to its envisaged impact on rural economy, implementation of the scheme is likely to pave the way for social transformation by encouraging participation of women in the labour force by ensuring equal wage rate and also providing a platform for collectivization of rural labour.

Quite a few evaluation studies of the scheme have brought out interesting facts on the impact of the scheme and also its problems in implementation, corruption or impact on beneficiaries. Therefore with four years of implementation in all the backward districts in the country, it may be a worthwhile to assess and document instances of successful implementation practices in some of the successful pockets. For an objective evaluation of the performance of the scheme the study would compare the accomplishments in the

implementation of the scheme in Haryana and the selected district, Mahendragarh against the desired objectives enshrined in the Act, conformity to laid down procedures and the impact of the scheme on the local economy and beneficiary households. In order to contextualize the findings of the study, it would also draw from the existing body of evidences on implementation and impact of the Act.

1.2 Overview of Existing Evidence on Implementation and Impact of NREGA

The enactment and implementation of NREGA in 2005 had raised the hope of many, who have been exasperated at the declining employment opportunities and persisting destitution of the rural sector of the economy. It had met with the disapproval of many who were worried about the excess and uncontrollable fiscal burden of the programme on government finances, corruptions in service delivery, rise in price of agricultural produce driven by rise in agricultural wage rate and many other related issues. Accordingly, a large body of literature exists in the public domain which debates and discusses the role and relevance of NREGA and various aspects of its implementation.

Shah (2007)¹, posits that backward regions in India suffer from low returns to private investment, a major reason for which is the dearth of essential public goods and infrastructure. Therefore public investment in rural sector that increase the labour supporting capacity of agricultural farms can set up a virtuous cycle of sustainable and inclusive growth. As per the author, six possible outcomes from effective implementation of the scheme are a) a long term drought and flood proofing of Indian agriculture, b) push the economy to a sustainable growth path, c) more inclusive growth leading to reduction in poverty as impact of growth on poverty is higher where social infrastructure is more developed, d) decline in number of people dependent on state sponsored employment guarantee as condition and productivity of farms increase leading to increase in mainstream employment, e) expenditure on employment guarantee would be non-inflationary as it will spur agricultural growth based on which sustainable livelihoods can be built, f) by fuelling successive rounds of private investment it will set up a multiplier of secondary employment opportunities.

Few other authors have also commented on the envisaged beneficial impacts of NREGA and have assessed the performance of the scheme across the states. Mehrotra² (2008) corroborates that two basic outcomes of NREGA would be to provide employment and thereby income to landless labour and marginal farmers in lean seasons of labour demand and create assets that raise land productivity thus, contributing to the reversal of declines in agricultural productivity. An across the states comparison of performance also highlights that there have been huge differences in performance of the states with most of the low income states apart from Rajasthan, Chattisgarh and Madhya Pradesh performing poorly. The paper also identified that self-selection mechanism of the scheme and asset creation as positive aspects of two years implementation and awareness generation, monitoring and evaluation, convergences and release of funds to be some of

¹ Shah, M. (2007), *Employment Guarantee, Civil Society and Indian Democracy*, EPW, November, 2007.

² Mehrotra, S. (2008), *NREG Two Years On: Where Do We Go from Here?*, EPW, August 2008.

the major challenges facing the scheme. In terms of analyzing the financial performance of the states, Chakraborty³ (2007) had found out that poorer states have reported lesser percentage of utilization of available funds under NREGS and has emphasized the role of rural local bodies and Gram Sabhas in implementation, planning, monitoring and supervision of the scheme which in many cases the rural local bodies are incapable of doing due to lack of proper devolution from the states.

Several research studies have also commented on various aspects of implementation of scheme and its impact on beneficiaries. Reddy (2008)⁴ in analyzing responses from household survey from six districts in Madhya Pradesh concludes that awareness levels of villagers, workers and implementing agencies at the village, block and district are inadequate. There is further need to train different stakeholder on various aspects of rights and entitlements. Moreover community participation in planning of works and social audit is quite low and needs to be augmented through generation of better awareness at community level.

Adhikari and Bhatia (2010)⁵ while probing the effectiveness of bank payment of wages has acknowledged that this new measure promises to reduce corruption effectively by reducing the implementing agency's control over cash transactions and eliminating middlemen or contractors from NREGA work. However, the study from its field survey in Uttar Pradesh and Jharkhand have found the presence of contractors assisting workers in opening bank accounts. It also reports that women workers are also paid through their husband's account as they may not have their own account or be part of a joint account. This effectively means that women workers may not have any actual control over their own income. An earlier study reported by Vanaik and Siddharth (2008)⁶ had found out from their field survey in Orissa that bank payment of wages can also be fraught with corruption if there exists strong feudal and exploitative relationship between Grama Panchayat officials, contractors and workers.

On the other hand, highlighting the demand-driven and self-targeting features of the scheme

Jha et al. (2008)⁷ reported from their survey in three states of Andhra Pradesh, Rajasthan and Maharashtra that self-targeting accuracy of the scheme was adequate as

³ Chakraborty, P. (2007), *Implementation of Employment Guarantee: A Preliminary Appraisal*, EPW, February 2007.

⁴ Reddy, C.S. (2008), *Realization of Rights and Entitlements of NREGS Workers in Madhya Pradesh*, Paper presented at seminar on "National Rural Employment Guarantee Scheme in India: Impacts and Implementation Experiences", New Delhi, 2008.

⁵ Adhikari, A and K. Bhatia (2010), *NREGA Wage Payments: Can We Bank on the Banks?*, EPW, January 2010.

⁶ Vanaik, A. and Siddharth (2008), *Bank Payments: End of Corruption in NREGA?*, EPW, April 2008.

⁷ Jha, R., R. Gaiha and S. Shankar (2008), *Reviewing the National Rural Employment Guarantee Programme*, EPW, March 2008.

disadvantaged groups like ST and landless households had significantly high probabilities of participation in NREGS. The study reports that duration of participation is also reasonably high (mean number of days being 59 for year 2007) for the surveyed districts.

Several other studies have also elucidated on the contributing factors behind the success or failure of NREGS in different pockets. Narayanan (2008)⁸ from a survey of women workers in Viluppuram district of Tamil Nadu has revealed that unavailability of childcare facilities at work sites can be a major impediment towards participation of women in the scheme. Interviewed women beneficiaries also reported that income earned from the scheme has enabled them to pay their debts, spend on children's health and education, undertake some productive activity and save for future use. The women participants also felt secure now, that they need not depend on intermittent agriculture work or move from place to place.

Khera (2008)⁹ has brought forth evidence from a survey of Badwani district of Madhya Pradesh, on the positive impact of active NGOs and community organizations on the effective implementation of NREGS. *Jagrut Adivasi Dalit Sanghatan (JADS)*, an unregistered organization operating in three blocks of Badwani have effectively mobilized rural labour from disadvantaged sections to demand their entitlements and rights under NREGS and made them aware of the procedures of doing so. Consequently, the organization members are more confident about their ability to prevent corruption and make positive changes compared to NREGA workers in other areas.

In a nutshell, the salient features of NREGA relating to entitlements, mode of payments, transparency and accountability and operational procedures have been implemented in different parts of the country with varying degrees of success and civil society has played a crucial role in many cases as a watchdog as well as a facilitator. The large diversity of issues concerning implementation of the scheme motivates this study to understand the nuances in implementation of NREGA and identify specific policies at the state and sub-state level which has led to better performance of the scheme in Mahendragarh district of Haryana.

1.3 Objectives of the Study:

Accordingly, the broad objectives of the study are to investigate implementation of NREGA along the following lines:

- a) Evaluation of performance indicators and factor responsible for success of the scheme at the state level;
- b) Evaluation of performance indicators and factor responsible for success of the scheme at the District level;

⁸ Narayanan, S. (2008), *Employment Guarantee, Women's Work and Childcare*, EPW, March 2008.

⁹ Khera, R. (2008), *Empowerment Guarantee Act*, EPW, August 2008.

- c) Evaluation of performance indicators and factor responsible for success of the scheme at the Block level;
- d) Evaluate performance of implementation by Gram Panchayats
- e) Understand the impact of NREGS in the local economy and well-being of participating households.

1.4 Methodology and Data Sources

In order to conduct investigation along the lines of these stated objectives, Haryana, being a high income category state, was selected with large part of its economy comprising of agriculture with pockets of industrial development. In Phase I, NREGA was introduced in two backward districts of Haryana namely, Sirsa and Mahendragarh. Of the two districts, Mahendragarh was chosen for the study because of its comparatively better performance than Sirsa on several aspects. Within Mahendragarh, based on the feedback of district officials and secondary data Ateli was chosen as survey block with two villages Khor and Bocharia for village level assessment and household survey. In each village, 50 households based on their socio-economic classification were selected from a randomly selected muster roll for a completed work in 2009-10. Out of 50 household responses, 41 best responses from each village were selected for quantitative and qualitative analysis.

For assessment of performance at the state, district and block level, resources and data from NREGA MIS was extensively used. In addition, specific information sheets and questionnaires were also used for additional information and perception of officials at different levels. For household survey, specific questionnaires were used to bring out perceptions on entitlements, transparency, benefits and associated issues. In addition, the survey team also undertook a tour of the assets created under NREGA in each village to assess the quality of work done. However, during the field survey none of the villages had ongoing work, so the investigation team could not assess work site facilities. The study team also conducted focussed group discussions in each of the two selected villages to garner perceptions on qualitative aspects of the implementation of the scheme and its impact on the village.

The report is organized in three chapters and a section on summary findings. Chapter 2 discusses the performance of Haryana in implementation of the NREGA with reference to the socio-economic context and approach of implementation at the state level, some specific performance indicators and highlights some achievements and limitations of implementation at state level. Chapter 3 outlines the socio-economic context of Mahendragarh in which the NREGA is operating and provides an assessment of the performance indicators of implementation at District and Block level. Chapter 4 provides the results of the survey of the actual implementation process in the two Gram Panchayats (GPs) visited, based on the information gleaned from GP functionaries and a household survey. Specific factors responsible for success on certain aspects have been separately discussed in chapter 5 on summary findings.

Chapter 2: Implementation of NREGA in Haryana: An assessment of State Level Performance

2.1 Introduction

There are three basic objectives of NREGA that have been universally acknowledged. Firstly, to generate employment opportunities in the rural economy and to provide this employment locally in order to reduce distress of migration among rural labourers for want of gainful employment opportunities. Secondly, to transfer significant income into the hands of the rural poor, this may help in generating additional demand for goods and services within the rural economy. Thirdly, it also aims to create durable assets for sustainable development of the agrarian economy. The scheme holds immense potential in removing disparities in the regional development and act as a vehicle of socio-economic transformation of the rural sector in India. The following section is an assessment of performance indicators based on the socio-economic status of Haryana as well as the successful implementation of NREGA in the state.

2.2 Socio-economic Profile of Haryana

Haryana is a high income category state with per capita GSDP of Rs 85,166 as of 2009-10. The total population of the state is 2.11 crore. Of this, 73 percent of the population lives in rural areas and contributes only around 21 percent of the GSDP. The share of SC population in the total population is 19 percent. The sex ratio of the state is 861. Overall literacy rate in the state is 68 percent and female literacy is 56 percent. The NFHS-3 data shows that 61 percent population has piped drinking water facility and 52 percent have access to toilet facility. As per SRS 2004, RGI, Infant Mortality Rate was 61 per 1000 live births and 54 percent of deliveries are assisted by health professionals.

In Haryana, the work participation rate to the total population is 47 percent. The work force strength as percentage to population is 40 (main and marginal workers), out of that urban and rural workers share is 31 and 43 percent respectively (Census, 2001). The percentage of cultivators in the total population is 36, while 15 percent and 51 percent constitute agriculture labourers and agricultural workers respectively. Net irrigated area to net area sown of the state is 84 percent as on 2006-07.

According to rural household data, the number of Below Poverty Line Households (BPL HH) in total rural household is very high (27 percent). Scheduled Castes (SCs) constitute 50 percent; Other Backward Communities constitute 31 percent of the BPL households respectively. Landless households constitute 91 percent of all BPL households in the state. With regard to issuing job cards under NREGA, the total number of households issued job cards is 5.1 lakh as on 2009-10. The coverage of rural households in NREGA since its inception in Haryana is weak with only 16.21 percent of rural households being issued job cards.

2.3 Rationale and Approach of the State

According to Haryana Employment Guarantee Scheme, 2007, the main objective of NREGA was to provide livelihood security and create durable community assets, social and economic assets and infrastructural development in rural areas. Referring to the above mentioned socio economic data, it is evident that the scheme is extremely relevant for a state like Haryana given the fact that it receives scanty rainfall, has poor irrigation facilities in some pockets and has large number of agricultural workers who need employment in the lean season. Apart from this, the state has a large number of BPL households, among which there is a sizable SC population. The successful implementation of NREGA thus becomes extremely critical for the upliftment of these agricultural labourers and marginalized groups. Furthermore, it would also help in creating economic assets like maintenance of traditional water bodies, water harvesting and water conservation for sustainable agricultural development.

The State started the implementation of the scheme in two districts namely Sirsa and Mahendragarh in 2005-06. The rationale behind the implementation of NREGA in both these districts was to remove their relative economic backwardness compared to other districts; overcome the problem of scanty rainfall; improve poor irrigation facilities and; to provide livelihood security to sizable number of SC population locally to reduce distress of migration.

In the initial phase of implementation, the Haryana government followed the guidelines of the Central Government and later on, it enacted and formulated several laws/rules to conform to the Central Act to strengthen the NREGS as per the felt need in the state. The important approach which is adopted by the state government are notification of Haryana Employment Guarantee Scheme, 2007(HREGS) through the Haryana Govt. Gazette (Extra).dated March 16, 2007, Constitution of Employment Guarantee Council (EGC), 2008 and notification of social audit and grievance redressal mechanism, 2009 . A complaint cell and helpline constituted at State, District and Block Levels to address grievances. Apart from these state has given strong focus on information, education and communication (IEC).

2.3.1 Haryana Rural Employment Guarantee Scheme (HREGS), 2007

HREGS (2007) covered several aspects of the scheme implemented in the state like job registration, wage and programme management, planning, works and execution, management, monitoring and evaluation of the scheme. The Rural Development Department was notified as the nodal agency for implementation of the scheme at state level. Concomitant to the NREGA, it stipulated that employment shall be provided within a radius of five kilometers of the village, a period of employment shall ordinarily be at least fourteen days continuously with not more than six days in a week and payment will be made within fourteen days, priority shall be given to works where at least one-third of wage seekers shall be women who have registered and requested for work, the programme shall be planned and implemented through the Panchayati Raj Institutions (PRIs), focus of the programme shall be on road connectivity, water conservation and water harvesting, renovation of traditional water bodies including de-silting of tanks.

With regard to implementation of NREGA, HREGS stipulated certain responsibilities on state and district administration as well as PRIs. The role state administration, as conceived in HREGS, is monitoring the projects; adoption of rules and procedures and creation of institutions for monitoring, accountability and grievance redressal. The districts administration / Zilla Panchayats were assigned the work related to consolidation and approval of block level plan, maintenance of MIS , fund disbursement, monitoring and supervision and grievance redressal. Block level units are envisaged to take the responsibility of vetting, consolidation and approval of Gram Panchayat plan, maintenance of MIS, disposal of dispute and complaints and monitoring and supervision. At the village level, the Gram Sabha is responsible for a number of functions relating to planning and monitoring. The GP is principal planning and implementing institution with responsibility for identification of development works in its jurisdiction as per recommendations of the Gram Sabha and for execution of the approved projects. It has primary responsibility of ensuring entitlements to potential beneficiaries guaranteed under the scheme.

2.3.2 Constitution of Haryana State Employment Guarantee Council (HSEGC), 2008

One of the main objectives of HSEGC, 2008 was to monitor and review the implementation of the Act at the State level to ensure the rights of beneficiaries. In pursuance of Section 12 (1) of National Employment Guarantee Act, the Haryana government constituted the Haryana State Employment Guarantee Council (HSEGC) in 2008. The functions of the HSEGC relate to advising the state government on all matters concerning the HREGS and its implementation, determining the preferred work, reviewing the monitoring and redressal mechanisms, recommending improvements and promoting dissemination of information about the schemes. It also includes monitoring the implementation of the scheme and coordinating with the Central Council on it, preparing annual report to be laid before legislature by government and evaluating implementation of the scheme.

As per the notification, there are 41 members of the Council, out of which 21 are official members consisting of Chief Minister and other Ministers, as well as officials from several departments. The remaining members are non-officials drawn from panchayats and social works background. From the composition of members, it is clear that the Council was dominated by official members. A glaring omission in the constitution of HSEGC was the non-inclusion of noted social activists or academicians as members of the Council. The notification also stipulates two year term for non-official members; quorum of one-third members required to hold meetings and; convening two meetings of the Council every year.

To assess the functioning of the Council, perceptions of the official and non-official members of the council were gathered. It seems that the functioning of the Council has not been as mandated in the notification of the Haryana government. Only two meetings were held in two year term of the Council. According to one nonofficial member, most of the functions mentioned in the notification have not been implemented. Non-official members were not assigned any specific functions like monitoring, evaluation and

information dissemination under the Scheme. The state government functionaries usually exercise an upper hand in decision making. According to a state level official member, the presence of non-official members is not significant as they do not play any active role in the functioning of Council.

2.3.3 Social Audit and Grievance Redressal Rules, 2009

The HREGS aims to make the planning, implementation and evaluation of the NREGA more participatory, transparent and accountable through exercise of people's Right to Information. It encourages social audits and involvement of citizens in vigilance and enforcing accountability at every stage of implementation. In this regard, Haryana Social Audit and Grievance Redressal Rules were notified in 2009.

The main emphasis of the notification was that the Gram Sabha has to conduct regular social audits on all projects under the scheme within the Gram Panchayats. Further, at Block level, Programme Officer will work as Public Information Officer and will make available the copy of the documents/register for the verification and sale of such documents on price, which will be fixed by the District Programme Coordinator.

Three main stages of social audit include preparatory phase, social audit and post social audit phase. It has been held that social audits be held at least twice a year by every GP. Gram Sabha constitutes the social audit committee with at least nine members including members of vigilance and monitoring committee. In this committee, substantial representation is given to women, marginalized groups and people who are aware about the functioning of NREGA. The *Sarpanch* and *Ward Panchs* are not to be part of the social audit team. Social Audits Committee are to be trained on the process of social audit from NGOs and retired civil servants.

An innovative and much appreciated feature of the notification is the formulation of grievance redressal rule in Haryana. In this process, complaint shall be filed at the Gram Panchayat office / Block office and district office and all complaints will be forwarded to the grievance redressal officers working at each level of government. The complaint cases would be disposed off through verification and inspections within seven working days. Moreover, Rural Development Department has also started a toll free helpline (18001802023) to register complaints about any problem faced by workers under the scheme.

2.3.4 Convergence of NREGA with Other Schemes

There is no clear-cut policy framework on convergence of NREGA with other rural development schemes and schemes for agricultural development at the state level. However, proposals have been mooted to foster convergence of NREGA with various aspects of Rashtriya Krishi Vikas Yojana (RKVY). These are a) convergence of forestry component under RKVY with NREGA where the pits will be dug under NREGA, the plantation of forest plants in community lands will be under RKVY; b) convergence of animal husbandry under RKVY with NREGA where construction of new hospitals and dispensaries will be carried out from RKVY and earth filling under NREGA; c) convergence

of fisheries component under RKVY with NREGA which involve renovation of the existing ponds located in different panchayats being carried out under NREGA and the costs of fingerlings and other inputs for fish culture to be met from RKVY funds; d) in laying down underground pipelines in cultivated lands of panchayats where cost of material will be funded from RKVY. Use of NREGA has also been envisaged in development of horticulture in the state, however there is very little evidence of such convergences in the districts. There is also evidence of convergence at the grassroots level with state plan schemes like Mahatma Gandhi Gramin Basti Yojana where residential plots are being distributed to families belonging to BPL category, SC and Backward Classes (category A) and road connectivity to these habitations are being taken up under NREGA.

2.4 Overview of Implementation at the State Level

Analysis of performance of the scheme across the states provides an insight into the relative performance of Haryana vis-a-vis other states in providing employment to households which have demanded work under NREGA from 2006-07 to 2009-10. It reveals that the national average for person days of employment generated shows a fluctuating trend. While for most of the economically backward and better-off states, *average person days* of work generated has declined steadily from its first phase of implementation, with the exception of Jharkhand and Uttar Pradesh. While, average person days for middle income states have increased, the opposite trend in economically backward and better off states belies expectations of higher average person days (refer Annexure Table A1).

In the first and second phase of NREGA (from 2006-07 to 2007-08), the average person days generated in Haryana has been higher than the national average as well as among the economically better of States, but it has declined subsequently. It was 47 and 50 percent respectively in the case of Haryana while the national average was 43 and 41 percent respectively (refer Annexure Table A1). For the same period, in terms of providing 100 days of employment Haryana has done relatively better than most other states when compared to the national average (refer Annexure A2). From table 2.4 it can be seen that in 2006-07 number households availing 100 days employment has been 11 percent which gradually declined to 3.3 per cent in 2009-10. The state average for Haryana seems to have declined with the introduction of the scheme in all other districts within the state where implementation has not been as strong as the Phase I & Phase II districts of Mahendragarh, Sirsa, Ambala and Mewat. Participation of SC households in total person days has been quite high in Haryana as compared to the national average but participation of women is less than the national average.

Participation of Disadvantaged Sections of Society: A novel feature of NREGS is that it is demand-driven, which also imparts a self-selective element to the scheme and encourages automatic participation from socially and economically backward classes without discrimination. Table 2.4 depicts the percentage share of SC workers in the total person days generated by the states. In Haryana, where there is no notified ST population, participation of SCs in NREGA is quite high. For the initial three years it has been higher than the national average for all other states. The participation varies from 53 to 60 percent over the four years.

Table 2.4 Employment Generation under NREGA in Haryana

Performances Indicators	2006-07	2007-08	2008-09	2009-10*
No. of Job Card Issued (in lakhs)	1.07	1.61	3.78	4.46
Total Person days of Work(in lakhs)	24.12	35.76	69.11	44.52
Average Person days of Work	47.51	50.46	42.41	33.79
Households Completing 100 days (in percent)	11.08	10.44	6.05	3.33
Share of SC Households in Total Person days (in percent)	60.03	53.8	53.03	55.6
Share of Women in Total Person days (in percent)	30.6	34.42	30.64	35.09
Minimum Wage Rate (Rs.)	99.21	135	151	151

Source: i) Department of Rural Development, Govt. of Haryana, ii) NREGA MIS.

Participation of Women in NREGS: NREGS provides that priority should be given to women in such a way that at least one-third of beneficiaries be women who have registered and requested for work under the Act. In addition, NREGS also provides opportunities to women workers to earn livelihood without being discriminated against in wage payment and access to entitlements and work site facilities. These features have promoted higher participation of women in the scheme in many states. An excellent example of this is higher participation of women in states like Tamil Nadu, Karnataka, Andhra Pradesh and Rajasthan (refer Annexure Table A4). Table 2.4 reflects the percentage of women in total person days generated in NREGA for four years of its implementation. Haryana has lower participation of women in the scheme compared to the national average during four years of its implementation. The participation of women has varied between 30 to 35 percent from 2006-07 to 2009-10, while the national average varies from 40 percent in 2006-07 to 49 percent in 2009-10. However, Haryana has performed well as far as ensuring the participation of women to the level stipulated in the Act is concerned.

2.5 Asset Creation & Fund Utilization under NREGS

Rate of Completion of Assets: An explicitly stated objective of NREGA is to create rural assets that address some of the major drivers of chronic rural poverty like diminishing agricultural productivity, drought, deforestation, soil erosion and depletion of surface and ground water resources. Accordingly, the Act notifies that permissible works under the scheme should encompass among others a) water conservation and water harvesting; b) drought proofing, including afforestation and tree plantation; c) micro and minor irrigation works; d) land development; e) flood-control and protection works and; f) rural connectivity. In terms of work selection (see table 2.5.1), more focus has been on rural connectivity, water and water harvesting and renovation of water bodies in 2008-09 and 2009-10.

In this regard it is essential to examine the rate of completion of assets in the scheme. A detailed assessment of the type of assets created in the case of Haryana (at the district, block and village level) will be taken up in subsequent chapters. From the table 2.5.1 we can see the percentage of completion rate of assets created under NREGA. It is observed that the completion rate of assets under NREGA in Haryana is found to be higher and it has maintained a stable trend compared to the national average and most other states.

Table 2.5a Types of Assets Created under NREGA

	2008-09	2009-10*
Rural Connectivity	2029	2601
Flood Control and Protection	261	298
Water Conservation and Water Harvesting	1584	2123
Drought Proofing	604	228
Micro Irrigation Works	482	543
Provision of Irrigation facility to Land Owned by SC/STs	20	13
Renovation of Traditional Water bodies	710	825
Land Development	613	823
Any Other activity	11	251
Total Works Taken up	6314	7705
Total Works Completed	3517	4063
% Age of Works Completed	55.7	52.73

Source: Department of Rural Development, Govt. of Haryana.

Note: * upto December, 2009.

Financial Performance of the Scheme: An essential parameter to assess efficiency in the operation of the scheme is the extent of fund utilization. This parameter is more relevant in case of NREGS as fund allocation by the central government is dependent on the proposal/work plan and labour budget submitted by the states based on the demands raised by the districts. The first instalment of funds are released based on labour budget estimation for first six months of the financial year, not exceeding 50 percent of the total amount approved in the labour budget. The states can apply for second instalment after utilization of 60 percent of the funds in earlier release.

Table 2.5b Physical and Financial Performance of NREGA in Haryana

	2006-07	2007-08	2008-09	2009-10*
Completion of Assets (in percent)				
Haryana	59.62	59.77	55.7	36.43
All India	47.15	46.04	43.76	41.42
Financial Performance (in percent)				
Haryana	77.26	90.22	68.61	73.51
All India	73.08	82.26	75.07	83.24

Wage component of Total Expenditure (in percent)				
Haryana	42.68	77.63	75.57	69.59
All India	51.39	58.23	68.47	69.22

Source: i) Department of Rural Development, Govt. of Haryana, ii) NREGA MIS.

Note: * upto December, 2009

Given the demand-driven and staggered nature of fund disbursement, better fund utilization by any state, district or implementing agency would be indicative of better physical performance in terms of employment generation and asset creation. Table 2.5.2 shows the percentage of utilization of funds under NREGA against the available funds with states. In the initial two phases, the utilization of funds (77 and 90 percent respectively) in Haryana has been higher than the national average. Also, among the high income category states, Haryana has done better in terms of fund utilization. From table 2.5.2, it can be inferred that higher utilization of funds in Haryana is indicative of better physical performance of NREGA in the state.

2.6 Transparency and Accountability

The achievement of the state and district in terms of completion of the social audit process at panchayat level seems inadequate given that there are more than six thousand GPs in Haryana and social audit for just half of them have been completed (refer Appendix Table A5). The efficacy of social audits however can only be corroborated with evidence from the grassroots whether it has been implemented in keeping with its spirit and not merely as another formality. Haryana may have an indication of better implementation of the scheme in the state, but it has a weak implementation of social audit norms. A village level assessment of the scheme may only reveal the effectiveness of implementation of social audit in the states.

In the state, 50 percent of complaints registered by the people have been resolved. Grievance redressal remains a weakness in Haryana, like many other states. While the actual number of cases of complaints received is quite low, it may also be indicative of structural impediments or social inhibitions against complaining. These may be lack of awareness, opportunity cost of time foregone in making complaints, fear of paperwork and peer pressure or reprisal from functionaries.

2.7 Training and Capacity Building of NREGA Staff

Human resources play a major role in the successful implementation of any government programme or scheme. In this context it is worthwhile to examine the human resources devoted to NREGA within the state. The table A6 (refer Appendix) shows the staff strength for NREGA at the state level, from which it is evident that the state government was able to fill only 26 percent of total sanctioned post. Table A7 (refer Appendix) shows that the achievement of the state is remarkable in the area of training and capacity building. There was 100 percent coverage of staff under training and capacity building at three levels. This can be construed as one of the factors, responsible for better performance of the scheme in certain pockets of the state including Mahendragarh district.

2.8 Remarks

From the above discussion, several contributory factors have emerged which are responsible for success of the scheme in the state. The state government has attempted to infuse efficiency in governance by creating administrative systems and institutional set up at different levels with active role of Panchayati Raj Institutions (PRI), aimed at strengthening the implementation of the scheme. In this regard, State formulated several laws/rules to conform to central Act by notifying Haryana Employment Guarantee Scheme, 2007. With regard to improve transparency and accountability, Haryana government had constituted Haryana State Employment Guarantee Council (HSEGC), 2008. It has also drafted Haryana Social Audit and Grievance Redressal Rules 2009. Moreover, rural development department has started a toll free helpline (18001802023) to register complaints about any problem faced by workers under the scheme.

The state has taken above mentioned several measures for institution building to streamline the processes, procedures and rules under scheme. However, most of these initiatives have been taken very recently by the state government. From perception obtained from state level officials and HSEGC members, it was found that functioning HSEGC has been weak to ensure desired level of transparency and accountability in the scheme. In terms of grievance redressal for workers and other people the complaint cases disposed under the grievance redressal rule are very less (55 percent) compared to the number of cases registered. However, these initiatives are going to play a major role in effective implementation of scheme in the coming years.

Another major contributory factor for success was the training and capacity building of each level of implementing staff, the achievement of the state government to train the staff has been 100 percent in terms of converge. Haryana Institute of Rural Development (HIRD) has been given the nodal responsibility for preparing training module and to organize it for all level of functionaries involved in the implementation.

Focus on IEC with the help of PRIs has also been one of the major factors at state level. It has been an important agenda of the state to create effective demand for jobs since the beginning. The role of civil society organizations, in implementation of the scheme in Haryana with regard to generating awareness and public accountability is weak and needs to be encouraged through state level policy formulation.

Despite better performance, the scheme is yet to reach its full potential in the State due to certain constraining factors. Shortage of staff at the state level is a major cause of concern as the state has been able to fill up only 26 percent of sanctioned post. A major limiting factor also is that despite policy directives on ensuring convergence of NREGA with works of other departments and schemes, there is no clear-cut policy framework on convergence at the state level. This has impeded the desired employment potential and also realization of benefits of the assets created. The next chapter connects the assessment at the state level to the factors affecting implementation at the district and block level.

Chapter 3. Assessment of Performance of NREGA: A District and Block Level Analysis

The present chapter evaluates the physical and financial performance as well as various other aspects of NREGA at district level to identify the factors responsible for successful implementation of NREGA in Mahendragarh. The chapter also covers issues related to staff strength, training and capacity building as well as transparency and accountability in the scheme since they play a critical role in the scheme's outreach, adherence to scheme's norms and ensuring its entitlements.

NREGA in its first phase (2005-06 & 2006-07) included two districts namely Mahendragarh and Sirsa in Haryana. In the analysis of physical and financial performance indicators, the main focus is on assessing the success factors of NREGA in Mahendragarh district including *Ateli Nangal* Block and two Gram Panchayats (Khor and Bocharia) since 2006-07. It is important to look at the initial two years (2006-07 & 2007-08) of implementation of the scheme in these two districts as the scheme was subsequently universalised.

3.1 Socio-Economic Profile of Mahendragarh

Before looking into physical and financial performance as well as various other aspects of NREGA at the district level, it would be appropriate to review the socio-economic profile of Mahendragarh. As per 2001 Census, the total population of the district is 8.1 lakh. In the district, 87 percent of the population is based in the rural areas and 16.6 percent of the rural population of the district belongs to the SC community. The average size of landholding in the district is 2.01 hectares with 70 percent of the landholdings being less than 2 hectares. Sex ratio of the district is 919. The total literacy rate of the district is 70 percent, with the literacy rate for males at 85 percent and 54 percent for females. The total worker population (main + marginal) of Mahendragarh is 3.5 lakh out of which there are 1.9 lakh cultivators, 0.39 lakh agricultural labourers, 7889 are in household industry and 1.12 lakh are other workers. The district is in a drought prone area and receives very scanty rainfall. Soil is very sandy and has very low water retention rate. Therefore, the district is entirely dependent on water supply from other sources and places. As far as provision of basic facilities is concerned, there is one hospital for every five lakh people and 8 family welfare centres for one lakh people. The district has 100 per cent rural electrification.

The district is divided into two Tehsils and five Development Blocks. The Development Blocks are Narnaul, Mahendragarh, Ateli Nangal, Kakina and Nangal Choudhari. The district has 370 villages and 339 Gram Panchayats. Ateli development block and its two GPs (Khor and Bocharia) were selected for assessment of successful implementation and impact of the scheme on households and villages in this study. The percentage share of rural BPL and SC population in rural BPL of Mahendragarh is more or less similar to the state average. The share of SC population in rural BPL is 50 percent for both Mahendragarh district and the state. This provides a strong basis for assessing the implementation of NREGA in the district.

3.2 Implementation of NREGA: Performance Parameters

Coverage of Household: The performance of Phase I districts of Mahendragarh and Sirsa is better than most other districts in terms of coverage of rural households. The only other noteworthy performer is Rohtak which has covered more than 50 percent of rural households. The coverage of rural households in Mahendragarh was 37.31 percent which is higher than the percentage of BPL population in the district, while in case of Sirsa it is 36.52 percent. However, in proportion to total rural BPL households, only 37.3 percent of rural BPL households have been provided employment compared to 60 percent in Sirsa.

Table 3.2a: Coverage of Rural Households by Job card under NREGA

District	Total No. of rural HH(2007-08)	Cumulative No. of HH issued job cards(2009-10)*	Rural HH issued job cards (%)	BPL HH provided employment as percentage of total Rural BPL HH
<i>Phase I</i>				
Mahendragarh	145430	54261	37.31	37.34
Sirsa	184637	67440	36.52	60.8
<i>Phase II</i>				
Ambala	145934	30092	20.62	27.62
Mewat	192388	30157	15.67	36.96
<i>Other Districts</i>	<i>2490833</i>	<i>370126</i>	<i>14.86</i>	<i>18.63</i>
Total	3159222	512134	16.21	22.25

Source: <http://nrega.nic.in>

Note: *As on march 2010

Employment Generation: Table 3.2b shows the duration of employment received per household (Average Person Days) under NREGA from 2006-07 to 2009-10. The overall performance of the state in generation of person days is erratic with districts like Ambala and Mewat generating around 74 percent while some districts like Fatehabad and Sonapat lagging far behind (see Table A10 in Annexure). In the first and second phase of NREGA (from 2006-07 to 2007-08), the person days generated in Mahendragarh have been higher than the State average, but it declined in 2008-09 and 2009-10. It was 56 and 61 percent in case of Mahendragarh while the state average was 42 and 39 percent respectively. From the table, we can conclude that in the first two phases the generation of employment in terms of average person days was higher for Mahendragarh than the state average.

Participation from Disadvantaged Sections: In most of the districts, participation of the SC community in NREGA has been significantly high, and particularly for Mahendragarh where it remained high from 2006-07 to 2008-09 and declined substantially in 2009-10. The higher participation of SC community which also forms the bulk of the BPL population in Mahendragarh, to a certain extent, is reflective of the self-targeting nature of the scheme which in most parts of Haryana seems to have worked well.

Participation of women: Table 3.2b reflects the percentage share of women's participation in total person days generated in NREGA during four years of its implementation. In Haryana, the participation of women varied between 30 to 35 percent respectively from 2006-07 to 2009-10, while in case of Phase I districts like Mahendragarh it varied between 29 percent in 2006-07 to 37 percent in 2008-09 with a marginal decline in 2009-10 to 35.69 percent.

Ensuring Basic Entitlements: One of the basic entitlements of NREGA is to provide 100 days of guaranteed employment to any household who is willing to do unskilled manual work. In this context, table 3.2b shows the percentage of households which completed 100 days of employment out of the total households employed under NREGA for the years four years of implementation of NREGA. In case of Mahendragarh, the percentage of households availing 100 days employment was 20 percent in 2006-07 which substantially declined to 2 percent in 2007-08, increasing marginally to 3.4 percent in 2008-09. In 2009-10 households availing 100 days of employment increased substantially to 11.23 percent. The other better performing districts in Haryana are the two Phase II districts of Mewat and Ambala (see Table A10 in Annexure).

Table 3.2b Performance of NREGA in Mahendragarh: Employment Generation

	2006-07	2007-08	2008-09	2009-10
No. of Job Card Issued	45808	50763	50966	54047
No. of Households provided employment	19252	9922	13100	8800
Average Persondays of Work	54.96	60.77	47.18	47
Households Completing 100 days (in percent)	20	2	3.4	11.2
Share of SC Households in Total Persondays (in percent)	60.21	58.37	61.49	56.64
Share of Women in Total Persondays (in percent)	29.3	26.37	37.06	23.29
Average Income Transferred	5452.6	8204.0	7124.0	7097.0

Source: NREGA Cell, DRDA, Mahendragarh

In the Table 3.2b per household income transferred under NREGA has been depicted for the years 2008-09 and 2009-10 taking into consideration the stipulated minimum wage rate of Rs. 151 for unskilled work. , The notified minimum wage for 2006-07 was Rs. 99 and Rs 135 for 2007-08. It is surprising to note that some districts like Ambala and Mewat which started implementing NREGA from 2008-09 did reasonably better than the Phase I districts of Mahendragarh and Sirsa (see Table A13 in Annexure). It should be noted that both the Phase I districts performed reasonably well in their initial years of implementation before a notable decline in their performance starting from 2008-09.

3.3 Asset Creation & Fund Utilization

A crucial aspect in assessing the performance of government schemes or programmes is to examine its level of fund utilization against available funds and the patter of utilization as these factors also play a determining role in the physical progress of the schemes. At district level, the districts annual work plan is collated after consolidating the budget and annual work plan from the blocks. On the basis of that, government of India releases funds to districts. After utilising 60 percent of the funds released, the district can claim the next instalment.

In the first phase, the utilization of fund (95 percent) in Mahendragarh is higher than the State average (77 percent). While in the later years (2007-08 and 2008-09), the extent of utilization (84 and 59 percent) shows a drastic decline for Mahendragarh. The decline may be due to saturation of activities at the level of Gram Panchayats. The general performance of Mahendragarh with respect to fund utilisation has been modest except for the year 2008-09.

Table 3.3a Performance Indicators of NREGA in Mahendragarh: Physical and Financial Performance

	2006-07	2007-08	2008-09	2009-10*
Completion of Assets				
Number of Assets Planned	878	611	650	700
Assets Completed (%)	83	84	98.62	81
Financial Performance				
Available Fund (in Rs. Thousand.)	1581.48	1006.95	2238.1	2449.75
Fund Utilised (in percent)	95.48	84.18	59.1	62.25
Wage component of Total Expenditure (in percent)	74.31	88.36	72.79	57.64

Source: NREGA Cell, DRDA, Mahendragarh

Table presents 3.3a the completion rate of works undertaken under NREGA at each district. The table shows that the completion rate of assets in Mahendragarh is found to be higher than the state average. For both the years 2008-09 and 2009-10, Mahendragarh was the only district, which had a very high completion rate. From the table it can be inferred that Mahendragarh has been successful in completion of all works taken up under NREGA in the financial year 2008-09 and 2009-10.

Table 3.3b Type of Assets Created in Mahendragarh under NREGA

Type of Assets	2008-09	2009-10*
Rural Connectivity	243	340
Flood Control and Protection	0	0
Water Conservation and Water Harvesting	199	213
Drought Proofing	12	10

Micro Irrigation Works	109	41
Provision of Irrigation facility to Land Owned by SC/STs	0	0
Renovation of Traditional Water bodies	75	35
Land Development	12	56
Any Other activity	0	5
Total Works Taken up	650	700
Total Works Completed	641	567
% Age of Works Completed	98.62	81

Source: <http://nrega.nic.in>

Note: *As on December 2009

Although the rate of completion of works under NREGA in Mahendragarh is quite high, scrutiny of the type of assets created in the state reveals that bulk of the works undertaken have short gestation period and pertain to the creation of rural connectivity, water conservation, renovation of traditional water bodies and land development. Given that major part of the district is dry and arid with very little rainfall and well-dispersed habitation, works undertaken are not only appropriate but are also labour intensive. The district has focussed more on works related to watershed development, conservation, drought proofing and related activities. It is observed from the table above that for 2008-09 and 2009-10, more than 50 percent of works taken up were related to development and conservation of watersheds, irrigation and drought proofing. The pattern of works undertaken also explains to a certain extent the skewed expenditure in favour of wages in Mahendragarh which has been persistently above 70 percent for 2006-07 to 2008-09 and 58 percent in 2009-10.

In the initial year of implementation, major expenditure was incurred on wages. In 2006-07, there was enough focus on creating labour-intensive work; however as of 2009-10 there is a marginal shift towards more number of *Pucca* works as reported by district officials. In 2008-09, the expenses incurred on materials have increased. From the breakup of different kinds of assets provided for years 2008-09 and 2009-10 in table 3.3b, the primary focus seems to be on rural connectivity, water conservation and harvesting and micro-irrigation works.

3.4 Human Resources for NREGA

Placement of staff at appropriate levels is essential as many of the provisions in the Act have time-bound mandates. Moreover, adequate staff strength also eases bottlenecks in planning and fund flow processes in government programmes/schemes. Vacancies at the Panchayat level in the different districts were found to be uneven. Both Sirsa and Mahendragarh seem to have done reasonably well in appointing the sanctioned field level staff to run the scheme. At the Gram Panchayat (GP) level, however, it is noted that while Mahendragarh has 339 GPs, only 171 *Gram Rozgar Sahayaks* were engaged, which is inadequate. The sanctioned strength of *Gram Rozgar Sahayaks* needs to be increased to one per GP to enable better programme support at the village level. In terms of providing training and capacity building, the achievement of the district was remarkable (see table

3.4). It is also noteworthy that training of all PRI functionaries and VMC members has been accomplished as on 2009-10 at the district level.

Table 3.4 Percentage of Functionaries Trained as per the Target in Mahendragarh in NREGA-2009-10 (since inception)

Functionaries	Target	Achievement	% Achievement
Gram Rozgar Sahayak	171	171	100
Accountant	6	6	100
Engineers/Technical Assistants	15	15	100
Programme Officer	5	5	100
Computer Assistant	6	1	16.67
works Manager & Technical Assistants	2	0	0
IT Manager & Computer Assistant	2	0	0
Accounts Manager	1	1	100
Training Coordinator	1	1	100
Coordinator for Social Audit and Grievance Redressal	6	6	100
PRI Functionaries	3685	3685	100
Vigilance & Monitoring Committee Members	1976	1976	100

Source: <http://nrega.nic.in>

3.5 Status of Grievance Redressal and Transparency

Social audit is a crucial transparency mechanism, which was incorporated for the first time in NREGA as a mandatory requirement. It is critical for the efficient functioning of the scheme and upholding the democratic ethos as it seeks to promote transparency and accountability in implementation of the scheme. Haryana drafted a Haryana Social Audit and Grievance Redressal Rules 2009 published in a notification on 15th June 2009. The Rules specifically lay down that social audit must be held at least twice a year on all projects undertaken by the Gram Panchayats (GP).

Table 3.5 shows the percentage of complaints disposed against the total complaints made by people in the scheme. It also reflects the status of social audits in Mahendragarh. The achievement of the district in terms of completion of the social audit process at the Panchayat level seems to be adequate. Mahendragarh which has 339 and social audits have been conducted in all the Gram Panchayats. This means that each GP has conducted social audit at least once in each financial year. On the front of grievance redressal, the performance of Mahendragarh has been poor. Only 55 percent complaints were disposed by DPC.

Table- 3.5 Transparency and Accountability in Mahendragarh 2009-10*

	Target	Achievement	Achievement (in percent)
Muster Roll Verification	16615	16615	100
Social Audit Completed	2093	2093	100
Inspection at District Level	588	588	100

Inspection at Block Level	1248	1248	100
Number of Gram Sabha	4746	4686	98.7
Number of VMC Meeting	-	2976	-
Complains Disposed by PO	15	15	100
Complains Disposed by DPC	20	11	55

Source: NREGA Cell, DRDA, Mahendragarh

Note: *As on December 2009 (since inception)

3.6 Performance of Mahendragarh: A Block Level Analysis

Keeping in mind aspects of performance at the district level, we will now discuss block-wise performance of the programme.

Employment Performance: Table 3.6a presents the block-wise person days generated under NREGA from 2006-07 to 2009-10. In this regard, the performance of Ateli Nangal has been higher than the district average for all four years under consideration. Therefore, in terms of employment generation under NREGA, Ateli can be considered as one of the successful blocks whose performance in implementation of the scheme has actually driven the performance of the district itself.

Table 3.6a Average Person Days of Employment Generation

Blocks	2006-07	2007-08	2008-09	2009-10*
Narnaul	34.58	16.31	43.81	38.46
Ateli	77.34	41.54	50.86	42.86
Nangal Choudhary	73.34	37.90	56.50	34.71
Mahendragarh	55.13	33.46	44.81	42.63
Kanina	50.12	27.01	40.71	32.78
Total	54.96	29.82	47.18	38.52

Source: NREGA Cell, DRDA, Mahendragarh

Note: * Data up to December, 2009

From table 3.6b it is seen that participation of SCs in Total Person Days generated for Ateli block was at par with district average as well as blocks. The percentage of SCs participating in NREGA in Ateli was 60 percent for 2006-07 and 2007-08, while for 2008-09 it declined to 57 percent and remained at that level in 2009-10. While participation of SCs in the scheme in percentage terms remained stable, in absolute terms it declined, given the decline in average person days as shown in the table above. This is a cause for concern since the SC community constitutes the bulk of the BPL population in the district.

Table 3.6b Percentage of SCs in Total Person Days Generated

(In Percent)

Blocks	2006-07	2007-08	2008-09	2009-10*
Narnaul	63	58	60	54.00
Ateli	60	60	57	56.67
Nangal Choudhary	60	59	56	54.24
Mahendragarh	59	62	60	58.02

Kanina	60	53	60	59.32
Total	60	58	61	56.64

Source: NREGA Cell, DRDA, Mahendragarh

Note: * Data up to December, 2009

The performance of Ateli, in terms of participation of women in the total person days created, is satisfactory as compared to the district and state average, since it has achieved the minimum percentage of participation by women as stipulated in the Act. Given the fact that participation of women in the scheme maybe stymied due to certain social norms, performance of the district and the selected block in this regard is modest despite the lack of any policy intervention to promote the participation of women in the scheme. As per discussions with district and block level officials, it is reported that participation of women in NREGS holds a lot of potential if it is backed up by additional policy measures like favourable productivity norms, choice of work and women friendly implementation measures

Table 3.6c Participation of Women in Total Person Days Generated

(In Percent)

Blocks	2006-07	2007-08	2008-09	2009-10*
Narnaul	33.52	36.1	36.96	34.00
Ateli	32.92	30.3	35.96	35.56
Nangal Choudhary	29.95	33.9	39.82	33.90
Mahendragarh	23.92	32.4	37.19	37.04
Kanina	26.39	26.3	35.96	37.29
Total	29.30	31.5	37.06	35.69

Source: NREGA Cell, DRDA, Mahendragarh

Note: * Data up to December, 2009

Table 3.6d shows that except 2006-07, the performance of blocks and districts has been poor in terms of completing 100 Days in total employment generated under NREGA. In 2006-07, both Ateli block and Mahendragarh district had 17 and 20 percent households respectively, which completed 100 days of employment. This was more than the state average. However, this fell drastically particularly in Ateli for years 2007-08 and 2008-09. Officials attributed this declining trend to the lack of demand for work in the scheme. Percentage of people completing 100 days have however, picked up in 2009-10.

Table 3.6d Households Completed 100 Days of Employment

(in Percent)

Blocks	2006-07	2007-08	2008-09	2009-10*
Narnaul	15	0	4	8.47
Ateli	17	0	3.83	11.24
Nangal Choudhary	25	1	4.10	16.00
Mahendragarh	18	5	2.85	8.64
Kanina	29	3	2.43	13.65
Total	20	2	3.40	11.27

Source: NREGA Cell, DRDA, Mahendragarh

Note: * Data up to March, 2009

Fund Utilization Performance: Table 3.6e reflects the percentage of fund utilization in the blocks of Mahendragarh. In the first three years of implementation, the utilization rate of Ateli was quite high. It reported 100 percent utilization in 2006-07. In terms of fund utilization, both Ateli and the district have done well. This was one of the success indicators for the blocks as well as the district under NREGA.

Table 3.6e Expenditure over Total funds available

(in Percent)

Blocks	2006-07	2007-08	2008-09	2009-10*
Narnaul	92.19	90.03	99.65	78.69
Ateli	100.00	94.67	99.50	83.94
Nangal Choudhary	96.09	92.51	99.70	65.03
Mahendragarh	95.19	96.70	99.79	84.88
Kanina	97.96	95.32	99.63	80.63
Total	96.69	94.14	99.63	78.63

Source: NREGA Cell, DRDA, Mahendragarh

Note: * Data up to December, 2009

Human Resources: In keeping with the trend in Haryana, both Mahendragarh and Ateli block have made remarkable progress as far as training and capacity building is concerned. Ateli has achieved 100 per cent target of training officials. This was one of major factors for Mahendragarh and Ateli in becoming one of the successful blocks under NREGA. In the case of Ateli, only 37 *Gram Rozgar Sahayaks* have been employed while the total number of GPs is 73. Given that the scheme requires intensive planning, monitoring and regular reporting, adequacy of staff placed at the level of GP is crucial to the success of the scheme. However, a positive aspect in capacity building at block level is that most of the PRI functionaries and vigilance committee members have been trained. This may have led to a certain degree of sensitization about NREGA at grassroots level.

Table 3.6f Percentage of Functionaries Trained as per the Target in Ateli Block

Staff (in Numbers)	Target	Achievement	% of achievement
Gram Rozgar Sahayak	37	37	100
Accountant	1	1	100
Engineers/Technical Assistants	3	3	100
Programme Officer	1	1	100
Computer Assistant	1	0	0
Coordinator for Social Audit and Grievance Redressal	1	1	100
PRI Functionaries	738	738	100
Vigilance & Monitoring Committee Members	438	438	100

Source: NREGA Cell, DRDA, Mahendragarh

Note: Figures reported are upto Dec. 2009, since inception.

Transparency and Accountability: On the front of ensuring accountability, the performance of the district and the selected block Ateli is remarkable. Table 3.6g below presents a

complete picture of the initiatives taken to ensure accountability in implementation and transparency in reporting. Muster roll verification, social audits, inspection of works at district level (sampling of 10 %) and at the block level (100%) and Gram Sabha meetings show 100 percent rate of completion.

Table 3.6g Transparency and Accountability in Ateli 2009-10

	Target	Achievement	% of achievement
Muster Roll Verification	156	156	100
Social Audit Completed	438	438	100
Inspection at District Level	110	110	100
Inspection at Block Level	399	399	100
Number of Gram Sabha	1022	1022	100
Number of VMC Meeting	-	972	-
Complains Disposed by PO	-	-	-
Complains Disposed by DPC	5	3	60

Source: NREGA Cell, DRDA, Mahendragarh

Note: *As on December 2009

3.7 Remarks

Mahendragarh being a backward and Phase I district shows relatively successful and stable implementation of the scheme. This is evident from the reasonably good performance of the district in terms of average person days of employment generated which over the period of four years of implementation has remained in the vicinity of 50 persondays per household. This along with repeated upward revision of minimum wage has ensured that significant income and purchasing power has been transferred to the rural poor in the district. The district and its constituent development blocks have also performed well in ensuring participation from disadvantaged sections of the society like the SC community which at the district level varied between 55 to 61 percent over the four years of implementation. In case of participation of women, however, the district has not performed particularly well as the share of women in total persondays of work generated has remained less than 30 percent with the only exception of 2008-09. The extent fund utilisation is very high at the block level with more than 90 percent utilisation for the first three years. However, this figure does not exactly correspond with the district level as the district has been holding on to considerable amount of unspent balances over the years. Completion of public assets under NREGA is also quite high and is indicative of better fund flow and implementation at the district level.

Several factors seem to have contributed to the better performance of the scheme in Mahendragarh and also the selected block Ateli. Notable among these factors at the district and block level is targeting of BPL and SC community by implementing agencies leading to higher coverage, however better targeting need to be put in place to saturate coverage of all BPL households with NREGA job card. Generation of awareness among potential beneficiaries on entitlements enshrined in the Act has also received attention as different forms information and communication approach has been initiated e.g., posters,

nukkad sabha, munadi, door to door campaigns and special meetings or *Gram Sabhas*. Further, the better fund flow mechanism with 100 percent of works being entrusted to Gram Panchayats and selection of assets relevant to the needs of the region is worth noting in this regard. The focus of asset creation has mainly been on creating micro irrigation works, water conservation renovation water bodies and rural connectivity.

One of the contributory factors is better planning of works which has also resulted in the remarkable completion rate of works undertaken for the district. Another factor that may have led to the better performance of the district is appointment of field level staff and adequacy of their training and capacity building. Apart from the staff most of the PRI functionaries and other stakeholder have also received training on NREGA which may have led to better awareness generation at grassroots level. The district and block has high level of achievement (100 percent coverage of GPs) in terms social audit, which may have led to greater transparency and accountability under the scheme. However, efficacy of these procedures can only be ascertained through a household level survey of beneficiaries, findings of which has been reported in the following chapter.

There are also several factors, identified by the study, which impede the smooth operation of the scheme. The major factor is inadequacy of staff at the block level and GP level. Each panchayat Secretary has to look after at least 5 to 7 GP, whereas one *Gram Rozgar Sahayak* was made responsible to look after implementation of NREGA in two GPs. There is a need for appointment of atleast one institutional staff on full-time basis at the the GP level to provide administrative support to all the programmes/schemes implemented by the GP. Moreover, there is also a need to appoint more technical assistants/engineers at the block level to provide better technical support to GPs in their planning and implementation efforts. On the front of grievance redressal, the performance of Mahendragarh and Ateli has been poor. Only 55 -60 percent complaints were disposed by DPC. In addition to that, difficult conditions of work, e.g., lack of easy to use implements and difficult productivity norms often prevent women participants from obtaining their full share of daily wage rate thereby limiting women's participation in the scheme.

Chapter4: Examining the Impact of NREGA at the Village and Household Level

4.1 Introduction

In this chapter we examine the implementation of NREGA at the village level and its impact on households and the local economy. The analysis is based on information collected from Gram Panchayats and a small household survey conducted in two villages of Khor and Bocharia in Ateli Block of Mahendragarh district (Phase – I) in Haryana, where NREGA has been implemented since 2006-07. The survey compiles information on implementation e.g. evidences on employment and wage entitlements, decision-making within the households, use of NREGA income, effect of NREGA on the social fabric and economic life of the villages, its achievements in ensuring transparency and accountability within the village and any other contributory factor responsible for its success and failure.

4.2 A Statistical Profile of the Surveyed Gram Panchayats

Khor: There are 603 households in Khor with a population of 2850 (as per Census, 2001). Of the total number of households, there are 99 SC households, 52 OBC households and 452 households that belong to the General Category. Around 112 households belong to BPL category. Majority of the population in Khor is involved in agriculture with 350 households involved in cultivation and 134 households working as agricultural or casual labour. Majority of the cultivators in the village belong to the category of small (200 households) and marginal farmers (142 households), with only eight households owning land above 5 acres. Major crops grown in the village are oil seeds like mustard and wheat in *Rabi* season and major *Kharif* crops include bajra and cotton. Around 80 percent of the households own livestock such as milch cows/buffaloes and camels.

The Gram Panchayat (GP) has achieved 100 percent coverage in sanitation and 90 percent of the households have water and electricity connection. The village has been provided with basic health and good educational facilities. It has three Anganwadi Centres (AWC), three primary and middle schools, one private school, three B.Ed colleges and a family welfare centre. The distance of the nearest hospital from the village is 2 Km.

Table 4.2a: A Social Profile of Bocharia and Khor

	No. of HHs	BPL HHs	SC HHs	OBC	General
Bocharia	650	102	52	540	58
Khor	603	112	99	52	452

Source: GP, Bocharia and Khor.

Bocharia: The village has 650 households with a total population of 3600. Out of the total number of households, there are 52 SC households, 540 OBC households and 58

households belonging to General Category. There are 102 BPL households in the village. The main occupation of majority of the households in the village is agriculture with 383 households involved in cultivation and 150 households working as agricultural/casual labour. Majority of the cultivators belong to the category of medium and small (230 households) and marginal farmers (200 households). There are also 206 landless households in the village and 14 large farmer households with landholdings of more than 10 acres. Major crops grown in the village are oil seeds like mustard and wheat in *Rabi* season and major *Kharif* crops include bajra and cotton.

The GP has attained 100 percent coverage in sanitation facilities, water and electricity connections. The village has been provided with the basic health and educational facilities. It has two Anganwadi Centres, two primary and high schools and a family welfare sub - centre.

Table 4.2b: An Occupational Profile of Bocharia and Khor

	Bocharia	Khor
Cultivation	383	350
Agriculture/Casual labour	150	134
Government Service	65	53
Private Service	52	50
Self-employed/Business	-	16

Source: GP, Bocharia and Khor.

4.3 NREGS at the level of Gram Panchayat: A Situation Analysis

4.3.1 Implementation of NREGS in Khor

(i) Employment performance: In Khor, job cards were issued only since the NREGS programme was initiated in 2006-07 catering to the 316 households. As per the admission of *Sarpanch* of the Gram Panchayat, there has been no additional application for job card in the village in subsequent years. Table 4.3a shows the status of issuance of job cards and employment provided to households. For the years under consideration, only a minor fraction of job card holders have demanded employment and in most of the cases employment was provided to those who have applied for work. However, in cases where employment was not provided it is noted that, instances of payment of unemployment allowance has not been reported in the village as is the case at the block or district level. As per the *Sarpanch* or block and district officials in very few cases where it shows that employment has not been provided to all individuals, participants who had applied for work has themselves not appeared for work at the work sites.

Table 4.3a: Employment Profile

	2006-07	2007-08	2008-09	2009-10
No. of Applications for job card	316	-	-	-
No. of job cards issued	316	-	-	-

No. of applications for work	90	90	72	60
No of households who got work	87	90	72	58

Source: Gram Panchayat, Khor

A caste-wise disaggregation of participation in NREGA in Khor reveals that participation among general category groups is significantly high compared to other castes or classes. However, it is noted that, in case of SC and OBC participation, there was a complete saturation in 2006-07 as from 99 SC households (refer table 4.2a) 140 individuals were provided employment and similarly from 52 OBC households, 56 individuals participated in NREGA. In 2007-08, while overall participation increased, participation from SC households declined substantially indicating a significant increase in participation from General and OBC households. In 2008-09, there is an overall drastic decline in participation evident across all the social groups. The scale down in the implementation of the scheme is also apparent in the near-halving of number of assets created (refer table 4.3d) during the same year. This decline in implementation for the year 2008-09 is attributed to the spill-over effect of bottlenecks in fund transfer in the preceding year 2007-08. As per the Sarpanch, the Panchayat received an allocation of Rs. 4, 45,000 during the financial year, while the actual expenditure it committed under the scheme was Rs. 10, 94,545 (refer table 4.3e) during the year, which resulted in this excess being adjusted in the expenditure incurred in 2008-09. This inflated the expenditure in 2008-09 in comparison to the amount of employment provided and assets created.

Table 4.3 b: Social Category Analysis of Employment under NREGA

	General	OBC	SC	Total	(of which) Women	Total Person Days	Average Person Days
2006-07	246 (56)	56 (13)	140 (32)	442 (100)	6 (1.4)	11229	129
2007-08	298 (65)	75 (16)	86 (19)	459 (100)	0 (0)	7016	78
2008-09	130 (63)	39 (19)	38 (18)	207 (100)	13 (6.3)	4799	67
2009-10*	120 (58)	40 (19)	48 (23)	208 (100)	12 (5.9)	4213	73

Source: Gram Panchayat, Khor

Note: i)* Figures reported up to December, 2009, ii) figures in parentheses indicate Percentage composition.

Participation of women in the scheme in this village is actually negligible (see table 4.3b). Khor is largely dominated by upper-class Rajput community and within these communities women are discouraged to work outside their households, which is a major factor for lower participation among women in the scheme in the village. In 2006-07, the average person days of work generated (129 days) were higher than district, state and national average. In the subsequent years, the person days of work generated witnessed a sustained decline because of lesser number of work demanded which is also evident from lesser number of works taken up in the village.

Table 4.3c: Wage Payment to Workers

	Total Wage Paid (in Rs.)	Effective Wage Rate (in Rs.)	Notified Min. Wage (in Rs.)
2006-07	1036033	92.3	99
2007-08	930105	132.6	135
2008-09	558188	116.3	151
2009-10	664088	157.6	151

Source: Gram Panchayat, Khor

In case of wage payment to workers, effective wage paid by the GP although being less, is close to the notified minimum wage and exceeds the minimum wage in 2009-10. The variance of the effective wage rate from minimum wage rate may be caused due to wages being paid on a *piece-rate* basis i.e. on the amount of work done as per the schedule of rates while the total person days is calculated on the basis attendance at work site.

(ii) **Asset Creation Pattern:** Table 4.3d presents an overview of assets generated in the village. The GP has mainly undertaken work related to road connectivity, and water shed development and conservation. Most of the completed works taken up by the GP are labour-intensive and some of the works like drainage has been undertaken through convergence with money coming in from two sources, namely: own resource of the Panchayats and the Twelfth Finance Commission (TFC) grants for obtaining materials. There is also an instance of dovetailing with state plan schemes like Mahatma Gandhi Gramin Basti Yojana for creation of road connectivity to habitations created under the scheme. There was 100 percent completion rate of the assets taken up by GP for the years 2006-07 to 2008-09. All the works taken up during the four years under consideration were undertaken on common land for public benefit or in some cases on Panchayat-owned farmland and school premises within village.

Table 4.3d: Assets generated in GP (2006-07 to 2009-10)

Sl. No.	Type of Assets	2006-07	2007-08	2008-09	2009-10*	Total
1	Rural Road- New construction	2	1	-	1	4
2	Rural Road - cc	3	-	-	-	3
3	Rural Road- Earth work	4	1	2	1	8
4	Land Development - Earth work & leveling	1	-	1	1	3
5	Land development - Irrigation#	-	-	-	1	1
6	Afforestation on Panchayat Land	1	-	1	-	2
7	Watershed , Drainage link, Pipeline	-	2	1	-	3
8	Watershed - Pond digging	-	4	-	1	5
9	Watershed Conservation#	-	-	-	1	1
10	Sanitation – Drainage	-	1	-	-	1
	Total no. of Assets	11	9	5	6	31
	Total Persondays Generated	11229	7016	4799	4213	27257

Source: Gram Panchayat, Khor

Note: * Figures reported up to December, 2009; # denotes incomplete work.

(iii) Fund Utilization Pattern: Table 4.3e depicts the level of fund utilization by GP Khor under NREGA since the inception of the scheme. The level of fund utilization by the Khor GP in the four years of implementation has been quite high and the utilization pattern is observed to vary across the years. For 2006-07, the utilization was only around 80 percent while in 2007-08, due to low allocation compared to projects undertaken, substantial over-utilization is reported which as per the admission of Panchayat officials has been adjusted in the allocation in 2008-09. However, for 2009-10, the GP has utilized around 70 percent of its available funds by the end of December auguring better utilization for the financial year. It is also observed that expenditure on wages were typically higher than 60 percent as stipulated for all the years except 2008-09. The *Sarpanch* of Khor has reported that earlier there were specific instructions on taking up more earthwork than pucca work whereas recently the focus seems to have shifted towards more pucca work. However, this is not reflected in the expenditure pattern as works requiring higher material cost have been undertaken with convergence from Panchayat's own resource, other Plan and Non-Plan grants.

Table 4.3e: Composition of Expenditure in NREGS

Years	2006-07	2007-08	2008-09	2009-10*
Available Funds (Rs)	1557418	726555	1405246	1423796
Total Expenditure (Rs)	1275863	1094545	955703	961713
% of Exp on Available fund	81.9	150.6	68.0	67.5
Exp on Wages (Rs)	951723	930105	558188	664088
% of Exp on wages to Total Exp	74.6	85.0	58.4	69.1
Exp on Materials (Rs)	305770	154840	378015	290125
% of Exp on Material to Total Exp	24.0	14.1	39.6	30.2
Other Exp (Rs)	18370	9600	19500	7500
% of Other Exp to Total Exp	1.4	0.9	2.0	0.8

Source: Gram Panchayat, Khor

Note: i)* Figures reported up to December, 2009, ii) Available Funds include allocation in current year and Balances carried over from previous year.

4.3.2 Implementation of NREGS in Bocharia

(i) Employment performance: Although 250 job cards have been issued in Bocharia over the period 2006-07 to 2008-09, only 110 households have been provided employment in each of these years. Table 4.4a shows the status of registration under NREGA, average person days of work per household and percentage share of men and women in the total person days of job created. In 2006-07, each household participating in NREGA was provided 33 days of work on an average, which increased to 65 person days in 2007-08. This again declined in 2008-09 to 33.8 person days. Looking at the gender dimension, the share of women in person days of job created in 2006-07 was 3.8 percent and has gradually gone up to 34.7 percent, which is substantially higher than the performance of Khor. Most of the workers employed in NREGA in Bocharia belong to the SC and OBC community and also hold BPL status. The *Sarpanch* of Bocharia also reported that participants from the adjoining village of Hasanpur come to work in NREGS when implementation of the scheme in the neighbouring village is weak.

Table 4.3f: Employment Profile

Year	No. of job cards issued	No. of Households Provided Employment	Total Person Days	% share of men in Total Person Days	% share of women in Total Person Days	Average person days
2006-07	150	110	3668	96.2	3.8	33.34
2007-08	20	110	7155	77.5	22.5	65.04
2008-09	80	110	3723	65.3	34.7	33.84

Source: Gram Panchayat, Bocharia

In terms of wage payment, as table 4.3g shows, women's share has increased to 38 percent in 2007-08 from 5 percent in 2006-07 and thereafter declined to 21.7 percent in 2008-09. However, a significant achievement in income transferred through wages is that the effective wage rate paid per person day of job created is quite close to the notified minimum wage rate and has exceeded the minimum wage rate in 2008-09.

Table 4.3g: Wage Payment to Workers

	Total	% Share for Men	% Share for Women	Effective Wage Rate (Rs.)	Notified Min. Wage (Rs.)
2006-07	333257	95	5	90.9	99
2007-08	827251	62	38	115.6	135
2008-09	631504	78.3	21.7	169.6	151

Source: Gram Panchayat, Bocharia

(ii) Asset Creation Pattern: Table 4.3h shows the details of assets generated in Bocharia GP. All the work taken up was completed in the same year. Most of the assets selected by GP are related to road connectivity and watershed development, followed by improvement in sanitation facilities within the village. The Panchayat Secretary and *Sarpanch* reported that rural road connectivity was given utmost priority within the village followed by watershed development and water conservation activities, considering the scarcity of water in the village. Like Khor, Bocharia also drew substantial amount of its material costs from its own resources, TFC grant and some other State Plan schemes. It was also awarded Nirmal Gram Puraskar in 2008 for maintenance of cleanliness and better sanitation facilities within the village. It is noteworthy that no work was undertaken on private land as was stipulated in the guidelines of NREGA.

Table 4.3h: Assets generated in NREGA in Bocharia (2006-07 to 2008-09)

S. No.		2006-07	2007-08	2008-09	Total
1	Rural Road- earth work	3	4	1	8
2	Watershed conservation	1	-	-	1
3	Sanitation - Drainage	1	1	1	3
4	Watershed - pond digging	1	1	2	4
	Total no. of Assets	6	6	4	16
	Total Person Days Generated	3668	7155	3723	14546

Source: Gram Panchayat, Bocharia

(iii) **Fund Utilization Pattern:** A noteworthy feature of asset creation in Bocharia is that bulk of the work that has been undertaken was kutchra or earthwork. This is also reflected in the segregation of wage cost and material cost provided for 2007-08 and 2008-09 in table 4.3i. The table shows that the GP has taken up the labour-intensive work and the expenses were incurred on wages, which was significantly high at 83 percent in 2007-08 and 92 percent in 2008-09.

Table 4.3i: Composition of Expenditure in NREGS

Years	2006-07	2007-08	2008-09
Available Funds (Rs)	751472	1049274	961395
Total Expenditure (Rs)	567153	1049110	680763
<i>% of Exp on Available fund</i>	75.5	100.0	70.8
Exp on Wages (Rs)	347675	872028	631505
<i>% of Exp on wages to Total Exp</i>	61.3	83.1	92.8
Exp on Materials (Rs)	207587	161582	16335
<i>% of Exp on Material to Total Exp</i>	36.6	15.4	2.4
Exp on (Admin) (Rs)	11891	15500	18923
<i>% of Exp on Admin</i>	2.1	1.5	2.8

Source: Gram Panchayat, Bocharia

Due to limitations in information provided by both the GPs, only a broad comparison of their performance can be attempted. Both the GPs achieved varied levels of success on different counts in implementation of NREGA. The performance of Khor in implementation of the scheme is considerably better in terms of creating and implementing a larger shelf of projects in the village and thereby generating more person-days of work than Bocharia. However, in ensuring participation of disadvantaged sections of society, particularly women, who traditionally do not participate in the labour market, performance of Bocharia has been better. In terms of pattern of fund utilization, neither of the GPs show any systematic trend but have utilized around 70 percent of the available funds with Bocharia performing slightly better.

Notwithstanding the differences in implementation on several counts, the *Sarpanchs* in both the GPs have shown a high level of motivation in implementing the scheme and villagers who participated in the focussed group discussion conducted by the study team have also acknowledged this. Gram Sabhas have been regularly called to inform people about the works to be taken up under NREGA and also to provide information on various aspects of the scheme. The *Sarpanch* along with the *Panch* have also conducted door-to-door campaign to motivate people to register for job cards and work under the scheme. The impact of the initiatives undertaken by both the GPs on the village and households has been assessed through a household survey, which has been reported in the following sections.

4.4 Evidences on Impact of NREGA on Villages and Households

4.4.1 Socio Economic Characteristics of the Household Sample

In order to understand the impact of the employment guarantee programme, we need to analyse the survey data in the context of the socio-economic characteristics of the households participating in the programme. Fifty households from each of the two villages (Bocharia and Khor) were selected from a randomly selected muster roll of a completed work in the year 2009-10. The original survey design was to select 15 – 20 percent of beneficiaries with equivalent percentage selection from each landholding class. However, in each of the two villages selected, participation of landless labourers has been significantly high and sampling of households was undertaken from different social groups. Out of the 50 household responses, 41 best responses from each of the villages were selected for quantitative and qualitative analysis.

Table 4.4a: Sample Characteristics

	Frequency	Percent
Name of the Gram Panchayat		
Bocharia	41	50
Khor	41	50
Total	82	100
HH Land Holding Size		
Landless	69	84
< = 2.5 acre	10	12
> 2.5 and <= 5 acres	3	4
Total	82	100
Name of the Social Group		
SC	42	51
OBC	18	22
Others	22	27
Total	82	100
HH Economic Status		
APL	30	37
BPL	52	63
Total	82	100

(i) *Landholding Status*: Out of the 82 sampled households, 84 percent were without any landholding while 12 percent reported only marginal holdings and 4 percent small holdings.

(ii) *Social Group of Participants*: 51 percent of the respondents belonged to the Scheduled Caste (SC) community who also make up for the majority of the landless labourers and the BPL population. The second largest social group within the sample belongs to general category (mentioned as “Others”), predominantly from Rajput

community. This community is in majority in Khor. The majority population in Bocharia belongs to OBC community although participation in the NREGA is more from the SC community.

Table 4.4b: Economic Status of Different Social Groups

Name of the Social Group	SC	HH Economic Status		Total
		APL	BPL	
	OBC	3	39	42
	Others	7	11	18
	Total	20	2	22
		30	52	82

(iii) *Sex of the Workers*: Out of the 82 households surveyed 94 individuals (multiple workers from single household) comprising 61 men and 33 women participated in NREGA works. While participation of women in NREGA was almost negligible in Khor, it was significantly high in Bocharia, particularly among SC households.

(iv) *Household Occupation*: Agricultural and non-agricultural labourers, account for 90 percent of the total sample. Although around 16 percent of surveyed households have reported to owning land, only 11 respondents reported agriculture to be either the main or secondary occupation. 11 respondents reported to be self-employed in non-agricultural sector or in services as either main or secondary occupation.

Table 4.4c: Household Occupational Status

	Main	Secondary
Agriculture	3	8
<i>landless</i>	-	-
<i>< = 2.5 acre</i>	2	7
<i>> 2.5 and <= 5 acres</i>	1	1
Labourer	74	7
Artisan	-	1
Others	5	6
not reported	-	60
Total	82	82

(v) *Household Annual Income*: A peculiar feature of the households participating in NREGA in the two villages is that 33 percent of the households interviewed had an annual income of more than Rs. 50,000. At the other end of the spectrum, people earning less than Rs. 30,000 (poverty line defined for rural Haryana is Rs. 29,862 per annum¹⁰) constitute only around 24 percent of the total sample. However, from Table 4.4d, it is noted that 63

¹⁰ The state specific poverty line for rural Haryana based on URP-consumption data is Rs. 414.76 per capita per month as per 2004-05 poverty lines. The average household size for rural Haryana is 6.0 per household, which means that an average household would require at least Rs. 29862.72 per year to stay above poverty line.

percent of surveyed households have reported BPL status, which indicates that a significant percentage of households reporting BPL status earn income more than the defined poverty line.

Table 4.4d: Annual Income of Households

HH Annual Income (in Rs.)	HH Economic Status			
	APL	BPL	Total	Percent
<= 20,000	0	3	3	4
>20,000 and <=30,000	3	13	16	20
>30,000 and <=40,000	4	18	22	27
>40,000 and <=50,000	6	8	14	17
>50,000	17	10	27	33
Total	30	52	82	100

From table 4.4d, it can be seen that out of 52 households reporting BPL status, 35 percent of the households are just above the poverty line in the income slab between Rs. 30,000 and Rs. 40,000, while another 35 percent earn income more than Rs. 40,000. Given the fact that these households have reported income more than the official poverty line and additional income from NREGA may be a responsible factor, one needs to acknowledge the fact that these households may still be vulnerable to slippage from various factors like high food prices, high health care expenditure, lack of proper housing facilities, lack of access to quality education. Therefore, a scheme like NREGA also presents an opportunity for social transformation within these villages where additional income from the scheme can be used by households in betterment of housing, health, education and access better quality food.

4.4.2 Access to Employment and Wage Entitlements

(i) *Employment Received*: Since the sampled households were selected from a randomly selected muster roll of a completed work in 2009-10, there appears a large number of household who have not worked in NREGA for the initial years. However, the number of days of employment received by households as reported from both the villages shows that a significant percentage of households (varying between 21 percent in 2006-07 and 18 percent in 2009-10) have received more than 100 days of employment under NREGA across all the four years. Moreover for 2008-09 and 2009-10, a significant number of households got work between 50 days and 100 days. The average person-days of work received by sample households vary between 51.3 and 50.9.

Table 4.4e: Status of Employment in Sample Households

No. of Days of Employment	2006-07	2007-08	2008-09	2009-10 (till December)
Not Worked	43	37	20	0
<= 20 days	3	4	8	28
> 20 and <= 50 days	5	15	12	16
> 50 and <= 100 days	13	9	26	23
> 100 days	18	17	16	15
Total	82	82	82	82

Average Person days received by sampled Households	51.3	43.3	52.9	50.9
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(ii) *Social Dimensions of Participation*: A caste-wise disaggregation of data on participation reveals that the duration of participation among both the SC and General community have been on the higher side. For the first three years under consideration, more than 50 percent of all the participants from SC community received employment for more than 50 days; a significant number among them received employment for more than 100 days.

Table 4.4f: Employment Received by Participants (Social Group wise)

No. of Days of Employment	2006-07			2007-08			2008-09			2009-10 (till December)		
	SC	OBC	Others	SC	OBC	Others	SC	OBC	Others	SC	OBC	Others
Not Worked	34	14	6	22	16	9	8	7	7	1	1	0
<= 20 days	1	2	0	3	0	1	5	3	2	28	13	1
> 20 and <= 50 days	2	1	2	11	0	4	18	6	0	12	0	2
>50 and <= 100 days	8	0	7	6	2	3	17	4	4	7	4	10
> 100 days	6	4	7	9	3	5	3	1	9	3	3	9
Total	51	21	22	51	21	22	51	21	22	51	21	22

However, for all four years of implementation, participants from the General community comprised a significant proportion who received employment for more than 100 days. This differential performance however may be attributed to the dominance of each of these caste in each of the two villages surveyed and may account for variation in implementation in each of these two villages. However, the slightly downward trend of duration of participation by SC community can also be explained by larger participation by womenfolk from this community in the last two year, whose constraints in participation has already been highlighted in the foregoing section.

(iii) *Wage Received*: The average wage received by each participating household has increased substantially over the period which is partially because of the upward revision of the minimum wage rate from around Rs. 90 in 2005-06 to Rs. 151 as of 2009-10 and partially also because of higher concentration (35 to 50 percent of participating households in the sample) of households having earned more than Rs. 10,000 in a year working under NREGA. It is also noteworthy that the effective wage rate received by participating households from the two villages has closely followed the notified minimum wage rate prescribed in Haryana.

Table 4.4g: Wages Received by Sample Households

	2006-07	2007-08	2008-09	2009-10 (till December)
Not Worked	43	37	20	0
<= 1000	2	-	-	-
> 1000 and <= 5000	7	17	16	40

> 5000 and <= 10,000	10	9	22	13
> 10,000 and <= 15,000	9	7	10	14
>15,000 and <= 20,000	8	11	9	12
> 20,000	3	1	5	3
Total	82	82	82	82
Average Wage received by sample Households	4985.0	4912.4	7398.5	7612.0
Effective Wage Rate	98.4	114.9	141.6	151.5
Notified Minimum Wage	99	135	151	151

Although, the average wage received by the households is only a minor fraction of the rural poverty line defined for Haryana, a veritable impact of the scheme on the local economy is that it has led to an increase in daily market wage rate for both agricultural and non-agricultural sectors. This has allowed labourers in these sectors to have greater bargaining capacity in demanding higher wages and against exploitative work conditions.

Before enactment of NREGA and its implementation, non-agricultural wage rate in Mahendragarh and adjoining areas was around Rs. 100 and the agricultural wage rate was much lower as farmers also used to get cheap labour from outside the state. The wage rate during the field survey was around Rs. 200 for agricultural labour and around Rs. 300 for non-agriculture work in nearby towns and cities. There are two major factors for upward movement of the market wage rates and their widening gap with the NREGA wage rates.

With nation-wide implementation of the scheme, availability of cheap labour from outside the state has considerably diminished. This combined with availability of employment opportunities with better wages for local labourers has driven up the agricultural wage rate. A higher agricultural wage rate has inevitably led to an increase in the non-agricultural wage rate in nearby business centres and industrial towns. However, it is also to be noted that the proximity of these urban centres and the relatively free mobility of rural wage labourers to these labour markets have also ensured that higher wage rates in these pockets also push the agricultural wage rate higher. The upward movement of wage rates has also been helped by repeated revisions of the schedule of rates by the Haryana state government.

4.4.3 Participation of Women in NREGA

(i) Gender Dimensions of Participation: A gender disaggregation of participants in the scheme reveals that participation by women in the works undertaken has increased over the last four years. This is also indicative of the trend observed in case of women's participation for Mahendragarh where participation of women in NREGA works were fairly low, increasing substantially from the year 2008-09. It is also noted that the duration of work participation for women was lower than that of men.

From Table 4.4h, it can be seen that while a significant percentage of male workers got work for more than 50 days and many worked for more than 100 days, a larger share of women workers was concentrated within the bandwidth of 20 – 50 days closely followed by 50 – 100 days. While for 2007-08 and 2008-09, some women participants secured more than 50 days work, the figures for 2009-10 reported till December reveal that more than 50 percent of men got more than 50 days work as against less than 1 percent of women who got more than 50 days work.

Table 4.4h: Employment Received by Participants (Sex-wise)

No. of Days of Employment	2006-07		2007-08		2008-09		2009-10 (till December)	
	Male	Female	Male	Female	Male	Female	Male	Female
Not Worked	23	31	30	17	20	2	2	0
<= 20 days	3	0	4	0	6	4	16	26
> 20 and <= 50 days	4	1	6	9	9	15	9	5
>50 and <= 100 days	14	1	9	2	13	12	21	0
> 100 days	17	0	12	5	13	0	13	2
Total	61	33	61	33	61	33	61	33

A major reason for the differential performance of women workers in accessing greater duration of work participation can be found in the existing social construct of women’s role in a traditional society and household. The primary responsibility of domestic chores or any other productive activity (like tending to livestock) within the household lies with women and paid work is predominantly a male domain where a women’s access is contingent upon the necessity of the household and suitability of the work provided.

(ii) *Decision-making on Participation within the Household:* Decision making within the household on work participation in NREGA depends to a certain degree on the socio-economic circumstance of the households and also on deeply entrenched social traditions which determine gender relations within the household and participation of women in paid work. From Table 4.4b, it is clear that bulk of the SC and OBC households in the sample belong to BPL category. Not surprisingly then, bulk of the response “both men & women participate” came from households belonging to both of these communities that do not conform to the more ‘upper class’ mores of gender-disaggregation of roles and responsibilities for men and women (refer Table 4.4i). On the other hand, in case of households from General community, all the participants in the scheme were male members of the household.

Table 4.4i Decision on Participation in NREGA

	Decision on who participates (men or women)	Social Group			Total
		SC	OBC	Others	
	Both men and women to participate	22	8	0	30
	women participates	9	1	0	10
	only men participates	11	9	22	42
	Total	42	18	22	82

The rationale for decision making within the household (Table 4.4i) also reflect the socio-economic circumstances of these households. Majority of the households that reported participation by both men and women do so as a measure to augment family income. However, in the case of most of these households, women participate only in NREGA as it provides employment within the village and women do not have to seek work outside the village. Across social groups, fifty percent of the households where only men were participating in NREGA reasoned that women do not work outside their households, as domestic chores remain their primary responsibility. Only in 10 cases women are the sole participants in the scheme and this is mostly because men of these households work outside the village and women's work merely supplements the household income.

Table 4.4j: Decision and Rationale for Decision on Participation

		Reason for decision on participation				Total
		Augment family income	Men go to job market	Women don't go to job market	Women don't work outside	
Decision on who participates (men or women)	Both Participate	28	0	2	0	30
	Women participate	0	9	1	0	10
	Only men to participate	0	0	0	42	42
	Total	28	9	3	42	82

Despite disparities in rate and duration of work participation and social inhibitions in availing paid work opportunities by women, a major impact of NREGA in these villages is that it presents viable opportunity for women to attain a certain degree of financial autonomy and collectivization which encourages other women to participate in the scheme. However, for any tangible social transformation to occur, a longer and effective engagement with the government and civil society is required in implementation of the scheme and ensuring the rights and entitlements envisaged in the Act.

4.4.4 Awareness, Entitlements and Benefits

(i) *Information & Awareness of the scheme:* Since Mahendragarh is one of the Phase I districts where NREGA was implemented immediately after its enactment, a logical point of enquiry is whether the beneficiaries were aware of its initiation. Out of the 82 households surveyed, 22 percent of the respondents spread across both the villages said they came to know about the scheme when it was initiated in the district. The remaining 78 percent respondents came to know about the scheme only when works under the scheme were initiated. In both villages respondents said the *Sarpanch* was the primary source of information, who told them about the scheme and its legal entitlements.

Table 4.4k: Information on Initiation

	Frequency	Percent
February-March 2006	18	22.0
Anytime in 2006-07	64	78.0
Total	82	100

(ii) *Means of Information Dissemination*: In the initial days of implementation, information material like posters and pamphlets were distributed for generation of awareness. However, penetration of such material does not seem to be very extensive as majority of the respondents said they were not aware of any such material.

Table 4.4l: Dissemination of Information

	yes	no
Board at Panchayat office	17	65
Board put up at work site	44	38
Information material distributed	29	53

Both the villages surveyed did not have its own Panchayat office and the Panchayat functioned out of the house of *Sarpanch*. Therefore makeshift boards having information on NREGA and ongoing work were put up in front of the *Sarpanch*'s house only when any work is in progress as per the admission of the *Sarpanch*. The boards at the worksite were also makeshift arrangements where one board was being used repeatedly for all the work sites after erasing the past markings. As per the admission of the *Sarpanch* the boards were kept at worksites merely as formalities and only occasionally put up. This behaviour to a certain extent explains the variances in responses from beneficiaries on boards at Panchayat office or at worksites.

(iii) *Work Entitlements*: In terms of ensuring entitlements of work, as per feedback from respondents, both the villages have fared modestly. 61 percent of the respondents said they got work in lean seasons and the remaining reported that they got work "on demand". Similarly, 61 percent reported that they got work for at least 14 days continuously. However, there is also some difference in performance between the two surveyed villages. Bocharia, where participation from SC households and particularly women were significantly high, reported more instances of "work on demand" and at least 14 days of work compared to the other village Khor. Work site has been reported by all the respondents to be within the village or in its vicinity.

Table 4.4m: Timing and Duration of Work and and Distance of Worksite

	Frequency	Percent
Lean season	50	61.0
On demand	32	39.0
Total	82	100.0

	Frequency	Percent
Less than 14 days	32	39
At least 14 days	50	61
Total	82	100
	Frequency	Percent
< 1 km	70	85.4
>1 & < 5 km	12	14.6
Total	82	100

(iv) *Fulfilment of Processes and legal entitlements*: Fulfilment of processes related to registration, application for work and other legal entitlements has been adhered to moderately. Almost 66 percent of households reported that the Panchayat has paid for attachment of photographs on their job card while the remaining 34 percent reportedly did not yet have photographs attached.

Table 4.4n: Payment for Photograph

	Frequency	Percent
Panchayat	54	65.9
Photograph not attached	28	34.1
Total	82	66.3

Almost all households (98 percent) reported that they apply for work orally and the Sarpanch or the Panchayat Secretary does the paperwork for the application process. Only two individuals have reported that they have used the application form. A major reason for this phenomenon may be the practice of holding meetings with the village community before sending up proposal and labour budget for any project that the Gram Panchayat wishes to carry out. Most of the people ask for work in these meetings orally, following which the Gram Panchayat formalizes the application process.

Table 4.4o: Mode of Demanding Work

	Frequency	Percent
Orally	80	97.5
Application form	2	2.5
Total	82	100

In case of ensuring basic legal entitlements like providing work within 15 days of demand, provision of continuous work, payment of wages within 15 days, availability of work site facilities and payment through bank accounts, both the Gram Panchayats have done considerably well as per the feedback of respondents in the household survey. In case of providing work site facilities, all the respondents reported that facilities for drinking water and shelter were provided at all work sites but childcare facilities such as crèche were seldom available. Therefore, most of the participant women usually leave their child at home with elderly relatives or with neighbours while they participate in NREGA work.

Table 4.4p: Fulfilment of Legal Entitlements

	Yes	No
Work within 15 Days of Application	82	-
Provided continuous work as per demand	81	1
Wage paid within 15 days	82	-
Available worksite facilities (Drinking Water and Shade)	82	-
Payment Made through bank account	82	-
Asked for Bribe	-	82

As per the requirement in the Act, ideally every participant in NREGA should have a separate bank account or be a part of joint account through which wages are to be paid. Out of the 82 households that participated in NREGA, 34 reported that they have separate accounts for women of the household and six reported that women did not have a separate account.

Table 4.4q: Separate Account for Women

	Frequency	Percent
Yes	34	41.5
No	6	7.3
Not Applicable	42	51.2
Total	82	100

(v) *Cooperation from Functionaries and Other Stakeholders*: All the households across the surveyed villages reported that the *Sarpanchs* were cooperative in helping them with providing work and information. A significant number of villagers also said that they received cooperation from Panchayat secretary and other Panchayat members. Majority of the respondents however did not approach any other functionary apart from the *Sarpanch*. In case of cooperation from large farmers and other employers, most the respondents said they did not seek assistance from these people, while few others reported that their previous or present employers were indifferent if they sought employment in NREGA during lean seasons. Only 4 households responded that they were discouraged from participation in NREGA by their employers.

Table 4.4r: Cooperation from Different Stakeholders

	Yes	No	Did not Approach
Cooperation from Sarpanch	82	-	-
Cooperation from Panchayat members	35	1	46
Cooperation from Panchayat Secretary	34	-	48
Cooperation from other Government staff	3	2	77
Cooperation from large farmers	1	4	77
Cooperation from other Employers	5	4	73

(vi) *Issues in Transparency*: Transparency in measurement of work, wage calculation and reporting the same in muster roll and job cards has been a major drawback in many places. However, for the Gram Panchayats (GPs) under consideration, functionaries seem to have made an attempt in maintaining transparency in these matters. 40 households across the two villages were aware of the parameters for measurement of work and said measurement was done properly while the remaining were not aware of the measurement parameters and therefore did not know if it was being done properly. With regard to maintenance of muster rolls, calculating wage rate and job card entry, most of the households reported that they were satisfied with the processes undertaken.

Table 4.4s: Transparency in Measurement, Wage Calculation and Reporting

	Yes	No	Not aware
Whether measurement of work done properly	40	-	42
Details in muster roll reported satisfactorily	74	8	-
Wage rate calculation is satisfactory	80	-	2
Job card entry is satisfactory	81	-	1

However, it needs to be noted that with the introduction of bank payment, wages were paid by GPs either through issuing account payee cheques or a pay order to the bank listing the names of beneficiaries, their account numbers and the requisite amounts to be transferred. In such cases, the functionaries are still not clear about the process to be adopted in getting muster rolls signed or job cards updated which were more relevant to the times when cash payment of wages were made. In most cases, this has become a *post facto* exercise after the wages have been transferred to the account of the workers. A major consequence of this is, out 82 households interviewed, only 21 respondents had their job cards with them while the remaining 61 were with their respective *Sarpanch* for the purpose of updating.

4.4.5 Intra-Household Distribution and Control of NREGS Income

(i) *Use of NREGS Income*: Income generated from working in NREGA has enabled households to remain solvent and enhance their economic and social well being. Around 43 percent of households reported that income from NREGA has helped them in repaying past debts whereas more than 50 percent of households have reported that their food consumption has improved both qualitatively and quantitatively.

Around 25 percent have reported that they used NREGA income for providing children with better educational facilities in terms of purchasing stationery, books and uniform. Some households (particularly from Khor) shared that they have started sending their children to private schools where they felt teachers take better care of students.

A similar percentage of households also reported that their access to qualified doctors and ability to buy better medicines along with better food consumption has enabled them to cope with health problems. An instance of faster recovery from a surgical procedure due to ability to purchase better medicines was also enumerated in the Focused Group Discussion (FGD) held at Bocharia.

Table 4.4t: Use of NREGA Income by Households

	Frequency	Percent
Income used for repayment of debt	35	42.7
Income used for social function	10	12.2
Improvement in food consumption	44	53.7
Improvement in health care	21	25.6
Income used for education of children	21	25.6
Income spent on clothes	11	13.4
Income spent on consumer durable	3	3.7
Income spent on improvement in housing	16	19.5
Income spent on productive asset	4	4.9
Miscellaneous household expenses	28	34.1

Almost 20 percent of the households shared that they have made some improvement in their housing facilities either in the form of roofing, repair of external walls or construction of boundaries. More than 10 percent reported to have spent on social functions and on clothes for which earlier they needed to borrow. A significant percentage of households also reported buying small items of daily use from NREGA income. A very few households have reported to have invested in productive assets. Four households who have invested in productive assets have either purchased buffalo or opened small shops within their household.

(ii) Control on Income from NREGA: Out of the 82 households surveyed, 53 households reported that income from NREGA is put into the account of male members of the household while 27 households reported that it is put into the account of female members. Only two households reported that income is put in a joint account.

Women's role in decision making on the use of NREGA income is mostly limited to incurring household expenses (67 percent) while significant percentage of households have reported that women have no role in decision making within the household (29 percent). Only 4 percent of households reported that, in addition to household expenses, women have a decision-making role within the household with respect to expenditure on health and education.

More than 90 percent of households reported that no expenditure has been incurred specifically to improve the life of women within the household or provide them ownership over any productive assets. Six percent of the surveyed households bought clothes for women of the household from NREGA income while only one household purchased a productive asset in the name of women. Moreover, out of 82 households, only one reported to have made purchases to reduce the burden of work for women within the household.

(iii) Change in Intra-household Distribution of Income: With respect to change in intra-household distribution of income in favour of women, 70 percent of households have reported that income from NREGA has enabled women to consume better than before. There has been reported only one instance of a girl child being withdrawn from school to

enable the mother to work in NREGA, while 43 percent of the households said that such a circumstance has not arisen. Only 3 instances of drop outs were found in the sample out of which two have resumed going to school. More than 90 percent of households reported that health of women within the household has improved with better consumption of food and more than 80 percent opined that women got better medical care than before.

4.4.6 Other Impacts of NREGA on Household and Villages

(i) Impact on the Household: With respect to the socio-political impact of NREGA on the surveyed households, more than 50 percent reported that their social status has improved because of better economic situation leading to other social benefits for the household. More than 20 percent of the households reported that in addition to improvement in social status, they attended more social functions. However, 23 percent of households also reported that NREGA did not have any significant socio-political impact on their households. It is to be noted that more than 80 percent of the households who reported “no change” belonged to the SC or OBC community and all of them belonged to BPL category. Clearly, NREGA is yet to make a significant impact on improving the socio-political status of people living in abject poverty and more so among socially deprived sections. However, it is also noteworthy that almost 70 percent of the BPL households reported that with economic empowerment, their social status within the village and the community has improved.

(ii) Impact on the Village: Fifty percent of surveyed households responded that NREGA has brought about general economic well-being in the village with people having security of employment and income. Around 35 percent of households responded that NREGA has brought about social development with people from different communities working together, better cleanliness of the village with drainage system built under the scheme and also beautification of the village through afforestation done under the scheme. Similar to the responses relating to impact at the level of household, 15 percent of the households (belonging to BPL category) did not find any change in the village. All these were SC or OBC community households.

Assets creation has led to an enhancement in the quality of life in the villages but the works taken up under NREGA have provided only alternate avenues of employment without resulting in any perceptible increase in mainstream sources of employment and productivity. In order to reap the benefits of this pool of assets, planning of future works that leads to better utilisation of those that has been already created is essential. Along this line of reasoning, a significant emphasis has presently been laid upon small irrigation and land development works on land owned by small and marginal farmers, which will directly have a positive impact on land productivity and employment. In addition to this, planning of future works under NREGA will need to reconsider the role and relevance of the scheme in augmenting mainstream employment opportunities. In such a case, new avenues of creating employment like care-giving and new areas of work involving holistic management of local level natural resources needs to be identified.

(iii) Impact on Labour Market: As has been mentioned earlier NREGA has had a significant impact on the local labour market particularly with respect to increase in the local wage

rate, lesser exploitative conditions, decline in migration, equal wages for men and women and greater employment opportunities. Around 66 percent of respondents reported that after implementation of NREGA, the market determined daily wage rate has increased substantially than before. Similarly, 65 percent of households felt that equal wages were being paid to both men and women. However, the caveat that needs to be employed here is that, there is very limited participation of women in the job market, so the perceived equality may only be notional. Apart from these positive impacts on the labour market, another potential impact of the scheme is strengthening of collective bargaining abilities of the wage workers in the labour market. Although evidence in this regard has not been substantial in the surveyed areas, it is expected that continual and better implementation of the scheme is eventually going to lead to formation of worker collectives which in turn will enable the labourers to bargain for better wage rates and lesser exploitative conditions in the labour market. As has been observed by GP officials and participants in the household survey, availability of user friendly implements and productivity norms will lead to better productivity gains in NREGA works.

Distress migration is not a prevalent phenomenon in the surveyed region as it is in other poorer and backward states of the country. However, people continue to migrate to nearby industrial centres and cities in search of work, which has come down substantially as per the feedback from 46 percent of households. On the other hand, 54 percent households felt that people still migrate in search of better wage rates and longer durations of work. In case of child labour, 78 percent households reported that incidence of child labour has declined with implementation NREGA.

(iv) Weaknesses and Suggested Changes in NREGA: Around 45 percent of the households suggested that a major weakness of the scheme was its low wage rate compared to the market wage rate in Haryana hindering larger participation. More than 22 percent of the households suggested that the minimum entitlement of employment days is less and needs to be increased substantially. Other weaknesses in implementation of the scheme were, work being given on the basis of piece rate which should be changed to daily wage basis and productivity norms be devised as per soil quality or geographical feature of the region.

4.4.7 Enforcement of Transparency and Accountability Mechanisms

(i) Vigilance Committee: As per the provisions in the Act, a vigilance committee is supposed to be set up at each GP for monitoring of works and adherence to norms by the implementing agency. However, response from the household survey does not corroborate these specified norms. An overwhelming majority of 57 percent households responded that there was no vigilance committee in the villages while 43 percent of the respondents reported on lack of awareness about their functioning.

(ii) Complaints on Processes: None of the households reported to have made any complaints about non-adherence to norms related to muster rolls, delayed payment of wages, low wages or corruption. As already discussed, a majority of the households expressed satisfaction on compliance in some of these areas. However, lack of complaints can also be a result of lack of awareness about complaint processes or a

threat of reprisal in the event of any complaint. Within the limited ambit of our investigation we could not ascertain any of these.

(iii) Social Audits: While social audit is a mandatory feature of NREGA, awareness about it among the surveyed households is appallingly low. Only eight out of 82 respondents were aware of social audits and on these being conducted in Gram Sabha by the GP. On the other hand, 74 households were either unaware of social audits or felt they have never been held in the village.

Out of the eight individuals who said social audits were conducted, seven could enumerate the processes and participants in the audit process while only two respondents shared that they had participated in a social audit. The remaining six responded that either they did not have information or did not have time. Of the 82 respondents, only one (from Bocharia) had actually seen a social audit report.

(iv) Performance of Gram Panchayats and Role of Gram Sabha: NREGA has laid a lot of stress on execution of the scheme by GPs. As per the provisions, at least 50 percent of the works were to be carried out by the GPs that give these rural local bodies considerable flexibility in planning for suitable works and executing them through the scheme. In case of Mahendragarh, GPs mostly implement 100 percent of the works and it is therefore expected that this would affect their performance in a positive way.

Around 78 percent of households felt that the GPs were performing better than before. Almost 44 percent of households felt that the GPs are much more focused than before in carrying out developmental, infrastructure creation and generation of local employment. Around 10 percent of the villagers felt that the GPs were much more responsive to people's needs than before while the remaining 46 percent said they harbour no opinion on the performance of GPs.

In case of holding Gram Sabha meetings, 83 percent households responded that 3 or 4 Gram Sabhas were held every year while the stipulation was two per year. Nearly 52 percent of all households have participated in a Gram Sabha meeting while 48 percent have not participated at all. From the surveyed households, 21 percent opined that Gram Sabhas had a role in planning of works under NREGA while 34 percent felt that the Sarpanch unilaterally planned the NREGA works and shares it in Gram Sabhas. A significant percentage of households (45 percent) reported that they were not sure about the role of Gram Sabha in planning of NREGA works.

(v) Role of NGOs or Collectives in Implementation: In Haryana, presence of NGOs or other forms of civil society organizations (CSOs) is lower than in most of the other states. Evidently, they have a very limited role in implementation and monitoring of works under NREGS. In the surveyed district, no NGO or CSO have taken part in any activity in the implementation or monitoring of the scheme. Expectedly, this has also been reflected from the household survey where only one individual out of the 82 households surveyed was a member of a self-help group.

4.4.8 Remarks

An assessment of implementation of NREGA involving appraisal of performance of the two selected GPs (Bocharia and Khor) and feedback on its impact from the participating households reveals that the scheme has effected considerable changes in the socio-political environment and economic well-being within the villages. The attitude of the GPs and their functionaries towards developmental issues within the village has become more responsive with primary responsibility of planning and implementation being delegated to them. The GPs have also initiated spreading awareness among the villagers about their basic rights and entitlements in the scheme. With lesser corruption being possible due to payment of wages through bank accounts and better awareness among villagers, households participating in the scheme have reaped its direct benefits in terms of better wage payment, working conditions, participation of women and reduction in enforced migration due to economic circumstances. These benefits have not only led to economic prosperity but also widened the choice set of the households in terms of their consumption basket, access to better health care, better education to children, participation in social functions and political awareness to choose leaders who can continue and secure the benefits.

Despite the positive gains made in the implementation of NREGA and its beneficial impact on the village economy, several aspects of the scheme remain in grey areas. Primary among these are the efficacy of decentralized planning, conducting social audit and the role of vigilance committees. While both the surveyed GPs have created significant number of assets in their respective villages that have enhanced the overall quality of life, very few villagers have been able to recognise any significant economic benefits from these assets. In order to cater to the developmental needs of the villages and better utilization of the assets created, there is a need for better planning at the grassroots level and capacity-building of Panchayat staff and functionaries to undertake these planning activities. While Gram Sabhas are being regularly held to discuss the status of implementation of various schemes and programmes and also to elicit demands from villagers, planning of works are unilaterally done by the Sarpanch and Panchayat secretary. In case of conducting social audit, it has been undertaken merely as a procedural requirement without generating awareness and wider participation among villagers. The villagers are not even aware of the existence of vigilance and monitoring committee at the village level whose purpose is to monitor the quality of work and act as the first point of contact for grievance redressal. In addition, role of civil society or other form of collectives as observer or facilitator is also minimal. Improvement on these aspects of implementation will not only strengthen pro-people development and weed out corruption and class division at the local level but also sow the seeds of ethical and democratic governance practices.

Chapter 5: Summary of Findings and Policy Implications on Implementation of NREGS in Haryana

Mahendragarh has been identified as one of the successful districts in terms of performance in employment generation and financial achievement under NREGA. The socio-political and economic benefits of NREGA within the district as identified by the study, has been briefly discussed in the following section. Among several factors which are responsible in making the district a success as observed at Gram Panchayat, block and district level, some major factors as identified by the study team in its interaction with officials at different levels have been enumerated below. Additionally, the study also identified some limiting factors in implementation of NREGA which may have been preventing the scheme from attaining its full potential and requires attention at the policy formulation stage. This chapter would also comment on the future challenges facing NREGA in terms of its role and relevance and suggest measures that can make NREGA a useful tool in the hands of policy planners to bring about social and economic transformation of rural India.

5.1 Achievements of NREGA in Mahendragarh

Implementation of NREGA in Mahendragarh has made a significant impact on poverty and social marginalisation at the grassroots level. At the district level, the average person days of work generated has been fairly high, with average income transferred to participating households being quite high. This has significantly enhanced the purchasing power of rural poor. With regard to participation from disadvantaged or marginalised sections of society, the district has performed well with participation of around 60 percent of SC households in the total person days of work generated. In case of participation of women however, the district has not performed particularly well with less than 30 percent share of women in total person days. At the district level, aggregate figures reflect that bulk of the works taken up under NREGA pertain to rural road connectivity, water conservation and harvesting and micro-irrigation works which have considerable impact on the enhancement of agricultural productivity and improvement in overall quality of life.

At the grassroots level, implementation of NREGA has not only led to economic benefits, it has also led to various socio-political dividends. People working in NREGA, in the surveyed areas, were found to be well aware about their rights and entitlements pertaining to working conditions, wage payment, timeliness of work and payment and the amount of work they need to perform to get their full share of daily wage. Guaranteed employment opportunities under NREGA, has provided daily wage workers a strong bargaining tool against lowly paid jobs and exploitative work conditions. Fixed minimum wage rate has also ensured that prevalent market wage rates (agricultural and non-agricultural) are higher than NREGA wage rate. A significant achievement in this context is the participation of women in paid work under NREGA, where women have been traditionally involved in domestic chores. Almost 40 percent of respondents had said that women have separate bank accounts and they exercise considerable control over their own income. Additional income from NREGA has allowed beneficiary households to repay their past debt, improve food consumption (both qualitatively and quantitatively), improve access to better health and educational facilities and attend more social functions.

The beneficiary-driven nature of NREGA has made the Gram Panchayats more responsive to the needs and demands of local populace. It has also encouraged villagers to actively participate in Gram Sabhas where they are informed about the activities of the Panchayat related to NREGA and other programmes/schemes and also give suggestions on work to be undertaken. As per the household survey conducted as part of the study 78 percent households responded that GPs are performing better than before and 44 percent of the respondents felt that the GPs were much more focussed on rural infrastructure creation, developmental works and local employment issues. Around 83 percent of the households reported that 3 or 4 Gram Sabhas are held every year at the village level and 52 percent of the respondents have participated in these meetings. Although the statistics presented here is indicative, it nevertheless presents a tell-tale sign of positive transformation in rural local governance with wider participation of the people.

In a nutshell, NREGA has evolved as powerful platform for economic and social change in the rural sector. Although its primary objective is to provide employment guarantee and thereby a secure minimum level of income to the rural poor, the scheme has significant impact on the labour market, incentivised larger political participation among villagers and has a positive impact on intra-household resource allocation and decision-making.

5.2 Factors Affecting Performance of NREGA

Several factors at different levels of governance viz. State, district and villages, have affected the performance of NREGA. The primary role of the state government, apart from providing the matching grant to central transfers, has been to provide an overall institutional framework like enactment of a state level Employment Guarantee Act, adoption of rules and procedures to make the Act and its accountability and grievance redressal mechanisms operational. It is also the responsibility of the state to create an Employment Guarantee Council, appointment of ombudsman and staffs at suitable levels and facilitate training and capacity building of all stakeholders. At the district level, the Zilla Parishad plays the crucial role of acting as a conduit for fund transfers to the Gram Panchayats, approval and technical vetting of work plans consolidated at the block levels and consolidation of these into a district level action plan. Apart from these, the district authorities also bear the responsibility for appointment of field level staffs, maintenance of MIS, overall monitoring and grievance redressal. The block level Panchayats are largely responsible for maintenance of MIS, monitoring and supervision of works, grievance redressal and technical support to the Gram Panchayats in their endeavours. With respect to NREGA, it is the Gram Panchayats that are at the forefront of implementation, with the responsibility of creating shelf of projects, ensuring entitlements of people seeking work, preparation of implementation and utilisation reports and creating awareness among the villagers on the features of the scheme. It is in the context of these well-defined roles and responsibilities that we need to examine the factors leading to success or limiting the performance of NREGA.

5.2.1 State level Factors

Institutional Oversight: NREGA had provided specific provisions for constitution of oversight institutions at different levels of implementation like an Ombudsman and Employment Guarantee Council at the state level, Ombudsman at the district level and Vigilance and Monitoring Committees (VMCs) at the village level. Although NREGA has been implemented in the state since 2006-07, the state government notified the Haryana State Employment Guarantee Scheme only in 2007. In 2008 it constituted the Haryana Employment Guarantee Council drawing members primarily from the state bureaucracy, different tiers of PRIs and social/political activists. To put in place accountability and grievance redressal mechanism it notified the Haryana Social Audit and Grievance Redressal Rules 2009. During the four years of implementation of NREGA in the state, the state government has put in place the three main institutional features of employment guarantee over the last three years. Therefore, it is expected that any positive impact of these institutions on actual implementation will be apparent only after a substantial time lag. The rural development department at the state level has also activated a toll free helpline (18001802023) using which complaints can be registered against malpractices or any other problems faced by workers under the scheme. Grievance redressal cells have also been set up at the district level headed by the Programme Officer (PO) or the District Programme Co-ordinator (DPC) for prompt disposal of complaints.

VMCs have been constituted by GPs in the state to assess the quality of works, ensure entitlements are guaranteed and look into any complaints against implementation of NREGA. However, these institutions have also not worked as per their mandate as admitted both by state level and district level officials and in most of the cases common people and potential beneficiaries do not have awareness about the role of these institutions and their constituent members. There is a need to generate awareness among the masses in general and the beneficiaries in particular, about the institutional features that have been put in place for grievance redressal and accountability.

Adequacy of Staff: Although the state government has been unable to fill all the vacancies at the state level, both district and block had been able to appoint the implementing staff at their respective levels as per their sanctioned strengths. Gram Panchayats also took the interest to appoint the Mates and Rozgar Sahayak at village level. Adequacy of staff at the district and block levels have been identified by officials and functionaries as a major contributing factor in better implementation of the scheme.

Although, the surveyed districts and blocks have taken considerable effort in maintaining adequacy of staff at field level, there is a need to increase the number of sanctioned posts at different levels and requires policy formulation at the state level. For instance, the surveyed block Ateli has only three engineers or technical assistants which, as per the BDO, are far less than what is required to support developmental works for all the 73 GPs in the block. Moreover, with 37 *Gram Rozgar Sahayak* in the block, each *Sahayak* serves two GPs on an average. The number of staffs at district and state level also needs to increase as district level inspection of works accomplished has been less than the target and state level inspections in the district have not taken place for years 2008-09 and 2009-10.

Training of staff: The training and capacity building of implementing staff at all levels was conducted by Haryana Institute of Rural development (HIRD) and other regional training centre. These training programs have been effective in sensitizing the staff about their role, responsibility and objectives under the scheme and have contributed significantly towards implementation of the scheme in pockets of the state, particularly in Mahendragarh. As per the data provided by department of rural development, training and capacity building of significant number of implementing staff and other stakeholders have been achieved as per targets set till 2009-10. Significant members among these stakeholders who have received training are PRI functionaries, Vigilance & Monitoring Committee Members, Coordinator for Social Audit and Grievance Redressal, Gram Rozgar Sahayaks among others. Training and capacity building to different groups of stakeholders on their roles and responsibilities and on the features of the scheme has been also instrumental in generation of awareness on basic features of the scheme among the masses and potential beneficiaries.

5.2.2 District Level Factors

Active role of PRIs: Involvement of PRIs, particularly delegation of primary responsibility of implementation to Gram Panchayats, was one of the factors which led to the successful implementation of the scheme and higher level of employment performance. The notification on HSEGS stipulates that at least 50 percent of total projects should be executed by GPs. However, in Mahendragarh 100 percent work under NREGA was allotted to GPs. Having 100 percent of the scheme being implemented by GPs also fixes the accountability on the GPs squarely and therefore play a motivational role for *Sarpanchs* owing to their proximity to the community. This has also allowed the GPs to execute works in keeping with the need of the villages.

The role of PRIs finds special mention for success of NREGA in the district. From discussion with BDO Ateli, it has come out that majority of the *Sarpanchs* have shown high level of political will and motivation as NREGA provides them with considerable flexibility and resources to plan for necessary developmental works. The *Sarpanchs* from Bocharia and Khor mentions that they took projects to create assets related to water conservation and road connectivity for sustainable agricultural development as well as promote employment avenues within the village.

However, in the light of the fact that PRIs in general and GPs in particular are central to effective implementation of NREGA, there is a need to strengthen these institutions. The block surveyed was found to be understaffed at the level of Panchayat Secretaries, with each Panchayat Secretary providing administrative services to five GPs on an average. Moreover, the two GPs visited by the study team did not even have a Panchayat building and operate from the house of *Sarpanch*. Therefore effectively the GPs operate without any dedicated Panchayat staff and basic office infrastructure. This lack of administrative staff and basic infrastructure at GP level can be a major impediment in implementation of the scheme.

Awareness generation at GP level: A major factor in the successful implementation of the scheme in its initial stages has been concerted social campaign and people's mobilization launched by block officials and PRIs in a bid to enrol beneficiaries. The main modes of awareness generation were posters, *Nukkad Sabha*, *Munadi* and door to door meeting with labourers. Both Gram Panchayats that were surveyed have used the above mentioned mediums to mobilize the workers under NREGA. In 2009, the District Collector of Mahendragarh organized special *Gram Sabhas* to review the development works, particularly, the performance of NREGA and conducted intensive programme on campaign mode for issuing job cards to the targeted BPL families. The BDO of Ateli attributes targeting of BPL families especially from the schedule castes category who were dependent on government funded employment programmes as the main reason behind success of NREGA in Ateli.

The study team also found that awareness on basic features of the Act, like the guarantee of 100 days of employment, wage rate, measurement of work, entry in muster roll and work site facilities are high among the beneficiaries. However, awareness about role of institutions like Gram Sabha, Vigilance and Monitoring Committees, Ombudsman and Social Audit is lacking among the beneficiaries, rendering these novel accountability features enshrined in the Act as mere formalities and thereby ineffective.

Extent of fund utilisation: From the analysis of financial data at GP, block and district level, it has been found that the extent of fund utilization under NREGA has been very high. Officials at block and district level reported that the high level of fund utilization could be possible due to adequacy of funds and timeliness of fund flow, which led to better quality of fund utilization. From the monthly progress reports received from the GPs it is apparent that periodicity of fund transfers received from the district were fairly regular although the quantum of fund in each instalment were not predictable as they were based on projects sanctioned for the GP. As a result, Mahendragarh district has been able to achieve a high level of employment generation and so rate of completion of assets have also been high.

5.2.3 Factors at the Level Gram Panchayats

Participatory planning: From the perception of implementing authorities in the districts it was found that the annual work plan is being prepared at GP level and it is consolidated in block and thereafter district plan. Scrutiny of the plan documents and perceptions from district and block level functionaries reveal that the planning process is mostly GP-centric with the bulk of work being taken up at the level of GPs and little or no work at block or district level. The *Sarpanch* draws up project proposals and the labour budgets for the projects to be undertaken throughout the year. It is also noted that the project proposals are rarely discussed in the Gram Sabha meetings before the preparation of annual work plan. Although this is in contravention to the procedures laid down in NREGA guidelines, it has also been revealed from the household survey and FGDs that *Sarpanchs* are responsive to the needs of the villagers and informally seek consent of other *Panchs* and villagers before drawing up project proposals, so there is an indirect check on the *Sarpanchs* in the choice of works undertaken in villages which leads to assets chosen being suitable to the needs of the village. The GPs also hold 3 to 4 Gram Sabhas to

discuss status of implementation of NREGA or progress of other schemes/programmes. These Gram Sabhas also allow villagers to make suggestions or raise questions on specific projects completed or to be undertaken.

Convergence/ Dovetailing: Under the scheme, dovetailing of work has been done in the district mainly between horticulture, forest, minor irrigation departments and few schemes. GPs have also used Panchayat funds or grants from Twelfth Finance Commission (TFC) for procuring materials for different kind of works, e.g., concretisation of *kutchra* road laid under NREGA, permanent drainage facilities and sewage links, drainage or pipeline connection for ponds dug under NREGA from irrigation canals and procuring better saplings for afforestation. Apart from these, GPs have used NREGA for development of Panchayat land, levelling of school ground and similar activities for common good. There are also specific instances of convergence with schemes like Mahatma Gandhi Gramin Basti Yojana, which provides residential plots to BPL, SC and OBC (A category) families, where road links to these habitations have been taken up under NREGA. Dovetailing with different available resources at the GP level may have played a partial role in better performance of the scheme in the district.

5.3 Policy Implications

Despite the encouraging outcomes of implementation of NREGA as documented by the study and examples of better implementation practices, NREGA still requires active policy intervention mostly at the state level to upscale its implementation. There are several serious lacunae identified by the study team which needs to be addressed to realise the potential benefits of NREGA. Some major factors among these are participation of women, role of civil society, awareness on social audit and other accountability mechanisms and convergence of the scheme with other development schemes.

Participation of women in NREGA work is fairly low in Haryana and is largely a result of weakness in implementation coupled with social and cultural factors which play a secondary role. District officials in Mahendragarh observed that, participation of women in NREGA work is mostly low because the works chosen mostly involve hard manual labour comprising digging and earth removal. The implements used in these works are mostly are not women friendly and most of the women fail to obtain their full share of daily wage under the prescribed productivity norms. These factors often inhibit women from participation in NREGA work. In order to encourage larger participation of women, there is a need for careful selection of works in which large number of women can participate, provision of easy to use implements and most importantly revision of schedule of rate (SOR) to incorporate a separate set of productivity norms for women participants.

A striking feature of implementation of NREGS in Haryana is the absence of civil society from various aspects of implementation and supervision, which is a major limiting factor in the success of NREGA in Haryana. Civil society organizations have effectively acted as watchdog over the role of government institutions in states where the scheme has been implemented successfully, however in Haryana it has been excluded from any stage of monitoring and implementation. The State Employment Guarantee Council is largely composed of government officials at the state level and PRI functionaries, without any

participation from civil society, and similar is the situation with VMC meetings and conducting of social audit where there is no civil society participation even as observers. In order to strengthen implementation of NREGA in the state, it is imperative that oversight institutions be constituted true to the intentions envisaged in the Act and civil society participation be encouraged in awareness generation, and as observers in planning, monitoring and audit processes.

Although awareness about the scheme and its specific features relating to entitlements, work site facilities, productivity norms is found to be widespread among beneficiaries and functionaries at the grassroots level, awareness about transparency, accountability and grievance redressal was found to be inadequate. There is need for widespread publicizing of institutions like EGC, Ombudsman, VMCs, helplines and Social Audits including their purpose and functions. This would enable people to take maximum benefits from these institutions by bringing to book errant officials and functionaries.

Given that a large amount of finances for rural development are being increasingly channelized through PRIs, particularly the GPs, there is an urgent need to upgrade their infrastructure and staffing pattern. A dedicated Panchayat Secretary for each GP is necessary for fulfilment of timely reporting and official procedures for schemes/programmes, management of GP finances as per established accounting norms and management of data. Dedicated staff at GP level e.g., a gram rozgar sahayak would also allow for better planning, implementation and monitoring of NREGA and other schemes/programmes. There is also a need for more technical support staff at the block level to assist the GPs in their development planning.

NREGA, by its policy design is not just an employment programme but a major platform through which several issues relating to regeneration of the rural sector can be addressed. Given the immense developmental potential of NREGA, there is an urgent need to have a concrete policy framework on convergence and resource planning with regards to NREGA at the state level. Convergence of NREGA with other programmes/schemes and departmental interventions are essential not only to generate more employment but also to create durable assets and prevent the assets created to become redundant from disuse. There have been instances found where ponds or irrigation channels dug under the scheme has never received a drop water from the irrigation canals maintained and regulated by the state. In order to prevent degradation of the scheme to a mere social security net providing alternate employment, resource planning at the state level is required to take advantage of the scheme as a powerful tool of transformation of the rural economy and source of generating mainstream employment in the rural sector.

5.4 Future Challenges for NREGA and Policy Design

It is imminent that currently defined ambit of types of assets that can be taken up under NREGA may be exhausted leading to a decline in the number of assets that can be taken up and such possibilities may already be arising. Such possibility may eventually lead duplication of efforts and an overall decline in provision of employment. Recent measures on allowing work on land held by small and marginal farmers may address this issue in a

limited manner but there is a need to expand the scope of possible works that can be taken up from creation of rural assets and infrastructure to expansion of social service delivery and various forms of community services in the rural sector.

A large section of rural population languish under multi-dimensional poverty where inability to access basic social services like child care, care for the aged and sick compounded with lack of access to basic health care services increases the work burden, particularly unpaid care work by women, of poor households impeding skill development which in turn reduces their ability to raise productivity and wage income. Therefore absence of social services is also a major contributing factor in perpetuating poverty and lack of dignity.

NREGA has immense potential in expansion of community care services and other forms of social services viz. school nutrition programme and community health work through convergence with other centrally sponsored schemes like Integrated Child Development Scheme (ICDS), Mid-Day Meal Scheme (MDMS), NRHM and SSA. Possible services may include child care services, care-giving for aged and sick, health and sanitation extension work at the village level, teacher aids and maintenance and upkeep of school infrastructure, administrator/facilitators for *Anganwadi* centres, facilitators for any other scheme/programme or community service identified at GP level. It is also possible make a convergence between NREGA and SHGs created under Swarnajayanti Gram Swarozgar Yojana (SGSY) and similar other schemes to expand their activities by subsidising the manual labour undertaken by these SHGs and thereby ensuring their viability. In addition, NREGA also needs to incorporate in its scope of activities, possibility of skill development which will allow its beneficiaries to access better remunerative work in the labour market and also develop leadership and entrepreneurial skills so that people are encouraged to undertake small business ventures that cater to local needs.

An expanded form of NREGA has the potential to substantially reduce unemployment, under-employment and unpaid or less remunerative and hazardous work, allowing greater participation of people in the labour market under less exploitative working conditions and better wage payment. Although NREGA, by itself, is not a curative for all forms social and economic backwardness facing the rural sector, it can be suitably expanded to allow for a holistic development of human capabilities in rural India and thereby a more inclusive and full employment economic growth path.

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Abbreviations

APL:	Above Poverty Line
AWCs:	Anganwadi Centers
BDO:	Block Development Officer
BPL:	Below Poverty Line
CAG:	Comptroller and Auditor General
CSO:	Civil Society Organizations
DPC:	District Programme Co-ordinator
EGS:	Employment Guarantee Scheme
FGD:	Focused Group Discussion
GPs:	Gram Panchayats
GSDP:	Gross State Domestic Product
HH:	Household
HIRD:	Haryana Institute Rural development
IAY:	Indira Awaas Yojana
NFFWP:	National Food for Work Programme
NGO:	Non-governmental Organization
NREGA:	National Rural Employment Guarantee Act
NREGS:	National Rural Employment Guarantee Scheme
OBC:	Other Backwards Classes
PHC:	Primary Health Centre
PRI:	Panchayati Raj Institutions
PO:	Programme Officer
SC:	Schedule Caste
SGRY:	Swarnajayanti Grameen Rozgar Yojana
ST:	Schedule Tribe
TFC:	Twelfth Finance Commission
VMC:	Vigilance and Monitoring Committee
ZP:	Zilla Parishad

Annexure

Annexure I

Table A1: Average Person Days of Work in NREGA

Major States	2006-07	2007-08	2008-09	2009-10*
High Income Group				
Haryana	47.51	50.46	42.41	33.79
Maharashtra	41.38	38.94	46.33	40.37
Punjab	49.20	38.54	26.87	23.22
Gujarat	44.41	30.98	25.05	33.37
Middle Income Group				
Kerala	20.66	23.43	22.22	30.86
Tamil Nadu	26.74	52.25	35.97	53.50
Karnataka	40.72	35.70	32.1	54.75
Andhra Pradesh	31.40	41.85	47.99	55.91
West Bengal	14.27	24.71	26	36.61
Low income Group				
Chattisgarh	55.72	57.30	54.76	46.63
Rajasthan	85.00	77.23	75.78	68.52
Orissa	57.33	35.60	36.08	37.01
Assam	72.31	33.67	40.01	33.02
Jharkhand	37.33	44.50	47.58	46.51
Madhya Pradesh	68.79	63.33	56.59	56.59
Uttar Pradesh	31.98	33.21	52.4	43.65
Bihar	35.34	21.51	25.95	27.60
Total	43.06	41.86	47.95	44.23

Source: NREGA MIS, www.nrega.nic.in

Note: *As on December 2009.

Table A2: Household Completed 100 Days of Employment

(in percent)

	2006-07	2007-08	2008-09	2009-10*
High Income Group				
Haryana	11.08	10.44	6.05	3.33
Maharashtra	1.51	1.76	3.59	2.99
Punjab	16.83	5.32	2.65	1.35
Gujarat	5.40	3.93	5.78	5.72
Middle Income Group				
Kerala	0.54	32.06	2.07	2.43
Tamil Nadu	0.27	0.16	15.19	6.53
Karnataka	12.80	4.20	3.01	11.74
Andhra Pradesh	2.68	9.00	8.48	17.28
West Bengal	0.61	0.82	0.76	1.05
Low income Group				
Chattisgarh	10.37	11.21	11.08	4.39
Rajasthan	54.39	41.98	41.30	20.03
Orissa	11.05	3.42	4.38	4.30
Assam	23.37	17.07	9.42	5.76
Jharkhand	3.66	2.97	6.06	6.47
Madhya Pradesh	18.54	21.20	18.80	10.76
Uttar Pradesh	6.02	10.64	14.93	13.97
Bihar	6.02	10.64	14.93	13.97
Total	10.20	10.63	14.45	10.26

Source: NREGA MIS, www.nrega.nic.in

Note: *As on December 2009.

Table A3: Participation of SC, ST in Total Person Days

(in percent)

Major States High Income Group	SC				ST			
	2006-07	2007-08	2008-09	2009-10*	2006-07	2007-08	2008-09	2009-10*
Haryana	60.03	53.80	53.03	55.6	0.00	0.00	0	0.01
Maharashtra	16.19	18.44	16.51	22.78	40.88	38.49	44.17	34.48
Punjab	69.36	76.29	74.22	52.02	0.00	0.00	0	0
Gujarat	7.04	5.92	12.67	15.77	64.26	65.92	50.56	38.97
Middle Income Group								
Kerala	20.12	16.87	19.47	16.74	12.40	16.89	9.26	6.19
Tamil Nadu	56.06	57.36	60.27	54.47	2.37	2.63	1.74	2.35
Karnataka	33.05	30.23	27.77	17.11	20.35	19.18	13.87	8.82
Andhra Pradesh	29.82	27.72	26.14	24.94	13.01	12.79	12.95	14.62
West Bengal	36.08	36.28	37.45	36.6	18.61	13.80	14.81	14.13
Low income Group								
Chattisgarh	12.01	14.91	16.41	15.53	45.55	41.39	41.32	39.04
Rajasthan	15.97	19.24	28.79	26.9	64.36	46.39	23.24	22.3
Orissa	23.65	24.33	20.24	19.15	49.27	39.65	35.81	37.37
Assam	8.65	7.60	10.41	12.29	46.26	39.12	34.45	31.32
Jharkhand	23.48	20.74	18.1	15.89	40.29	41.65	39.97	42.78
Madhya Pradesh	15.87	17.87	17.82	18.99	48.64	48.76	46.81	44.26
Uttar Pradesh	56.85	53.75	53.56	59.99	3.11	1.85	1.96	0
Bihar	47.08	45.66	50.07	44.51	3.21	2.46	2.65	2.28
Total	25.36	27.44	29.29	58.25	36.45	29.27	25.43	0.19

Source: NREGA MIS, www.nrega.nic.in

Note: *As on December 2009.

Table A4: Participation of Women in total Person days

(in percent)

Major States	2006-07	2007-08	2008-09	2009-10*
High Income Group				
Haryana	30.60	34.42	30.64	35.09
Maharashtra	37.07	39.99	46.22	39.98
Punjab	37.76	16.29	24.62	4.36
Gujarat	50.20	46.55	42.82	40.85
Middle Income Group				
Kerala	65.63	71.39	85.01	87.88
Tamil Nadu	81.11	82.01	79.67	81.48
Karnataka	50.56	50.27	50.42	45.04
Andhra Pradesh	54.79	57.75	58.15	58.1
West Bengal	18.28	16.99	26.53	32.23
Low income Group				
Chattisgarh	39.32	42.05	47.43	48.07
Rajasthan	67.14	69.00	67.11	66.37
Orissa	35.60	36.39	37.58	36.26
Assam	31.67	30.85	27.16	26.81
Jharkhand	39.48	27.17	28.51	36.58
Madhya Pradesh	43.24	41.67	43.28	43.57
Uttar Pradesh	16.55	14.53	18.11	59.51
Bihar	17.38	26.62	30.02	28.84
Total	40.65	42.52	47.88	49.19

Source: NREGA MIS, www.nrega.nic.in

Note: *As on December 2009.

Table A5: Social Audit Report for Financial Year 2009-10

Major States	Number of Social audit	Issue Raised and action taken	Verification of Documents	Grievance Submitted and action taken	Minutes of meeting
High Income Group					
Haryana	3873	1173	2273	153	3621
Maharashtra	32318	18628	3385	3	10370
Punjab	15948	5773	1895	202	7245
Gujarat	17588	2533	2334	6	1995
Middle Income Group					
Kerala	1571	811	241	5	34
Tamil Nadu	29693	2618	9095	415	8288
Karnataka	5104	1653	1848	207	1676
Andhra Pradesh	3996	-	-	-	-
West Bengal	5039	1182	122	17	393
Low income Group					
Chattisgarh	20651	7095	7801	1233	8207
Rajasthan	9122	1444	5	1	805
Orissa	5459	1163	407	8	360
Assam	2600	902	741	27	1039
Jharkhand	5017	1000	2252	186	2461
Madhya Pradesh	26768	18090	7987	479	15768
Uttar Pradesh	31041	2788	11	0	206
Bihar	7106	1327	0	0	16
All India	222894	77472	44144	3239	69261

Source: NREGA MIS, www.nrega.nic.in

Table A6: Staff structure, staff strength and vacancy for NREGA for the State

Sr. No.	Name of the post	No. of Post	Filled	Vacant	% of filled post
1	IEC Coordinator	1	1	-	100
2	Training Coordinator	1	1	-	100
3	Finance Manager	1	1	-	100
4	Grievance Redressal Officer	1	-	1	
5	Project Officer	1	-	1	
6	Technical Expert	1	-	1	
7	System Analyst	1	-	1	
8	Programmer	1	1	-	100
9	Data Entry Operator	2	2	-	100
10	Steno Typists (Eng. & Hindi)	4	-	4	
11	Clerk	5	-	5	
12	Peon	4	-	4	
	Total	23	6	17	26.09

Source: Department of Rural Development, Govt. of Haryana

Table A7: Functionaries trained as per the target at State level in NREGA (%)

Functionaries	2008-09	2009-10
Gram Rozgar Sahayak	72.93	74.41
Accountant	86.91	88.37
Engineers/Technical Assistants	99.55	99.42
Programme Officer	96.26	97.36
Computer Assistant	88.00	86.11
works Manager & Technical Assistants	87.50	77.77
IT Manager & Computer Assistant	84.21	76.47
Accounts Manager	93.75	95.23
Training Coordinator	100.00	100.00
Coordinator for Social Audit and Grievance Redressal	100.00	100.00
PRI Functionaries	99.74	100.00
Vigilance & Monitoring Committee Members	95.09	100.00

Source: Department of Rural Development, Govt. of Haryana.

Annexure II

Table A8: District-Wise Total Number of Households and BPL Households

District	Total No. of rural HH	Total rural population	Total No. of BPL HH	%age of BPL H/holds (Col.4 with col.2)	In % terms of Col.4		
					SC	OBC	Landless
1	2	3	4	5	6	7	8
Ambala	145934	727173	44185	30.28	56.38	31.78	97.02
Bhiwani	260951	1259344	70009	26.83	48.65	26.17	82.97
Faridabad	160314	766773	34807	21.71	44.89	32.51	92.93
Fatehabad	137193	674713	48720	35.51	61.92	28.06	98.02
Gurgaon	93130	495178	22211	23.85	48.53	20.74	88.95
Hisar	237925	1186618	58737	24.69	63.27	24.81	96.19
Jhajjar	130747	679752	29221	22.35	51.24	27.06	85.52
Jind	183976	926386	61540	33.45	51.27	27.82	82.37
Kaithal	173186	864179	52732	30.45	48.35	32.50	91.60
Karnal	195597	920169	52355	26.77	49.09	37.28	96.77
K/Shetra	140532	698186	46491	33.08	48.28	42.31	98.72
M/Garh	145430	767954	38665	26.59	50.24	35.70	86.68
Mewat	192388	1102494	53270	27.69	16.81	31.38	84.98
Panchkula	41340	198362	13514	32.69	38.60	34.84	85.29
Panipat	135938	649979	33402	24.57	43.84	38.58	97.79
Rewari	136008	678259	34729	25.53	55.71	29.81	87.18
Rohtak	120308	615965	22426	18.64	59.08	23.72	91.47
Sirsa	184637	908329	47640	25.8	65.09	27.18	98.51
Sonipat	183373	969673	48405	26.4	43.95	37.72	92.88
Y/Nagger	160315	778836	45330	28.28	54.93	32.41	95.65
Total	3159222	15868322	858389	27.17	50.20	31.17	91.67

Source: Department of Rural Development, Govt. of Haryana

Table A9: Coverage of Rural Households by Job card under NREGA

District	Total No. of rural HH(2007-08)	Cumulative No. of HH issued job cards(2009-10)*	Rural HH issued job cards (%)	BPL HH provided employment as percentage of total Rural BPL HH
Ambala	145934	30092	20.62	27.62
Bhiwani	260951	50986	19.53	25.35
Faridabad	160314	3474	2.16	9.03
Fatehabad	137193	22634	16.49	65.05
Gurgaon	93130	2310	2.48	2.43
Hisar	237925	20855	8.76	21.24
Jhajjar	130747	14786	11.30	11.52
Jind	183976	24551	13.34	16.04
Kaithal	173186	19316	11.15	11.98
Karnal	195597	18297	9.35	14.04
Kurukshetra	140532	33164	23.59	8.77
Mahendragarh	145430	54261	37.31	37.34
Mewat	192388	30157	15.67	36.96
Panchkula	41340	9571	23.15	44.82
Panipat	135938	15891	11.69	16.62
Rewari	136008	18183	13.36	9.63
Rohtak	120308	67011	55.70	11.74
Sirsa	184637	67440	36.52	60.8
Sonipat	183373	31756	17.31	11.94
Yamunanagar	160315	17341	10.81	17.94
Total	3159222	512134	16.21	22.25

Source: <http://nrega.nic.in>

Note: *As on march 2010

Table A10: Average Person Days of Employment Generation

	2006-07	2007-08	2008-09	2009-10*
Ambala		37.28	74.89	47
Bhiwani			30.57	36
Faridabad			21.81	19
Fatehabad			20.97	32
Gurgaon			41.49	38
Hisar			33.27	34
Jhajjar			44.05	43
Jind			28.74	27
Kaithal			22.86	27
Karnal			26.73	30
Kurukshetra			36.36	25
Mahendragarh	54.96	60.77	47.18	47
Mewat		51.97	74.72	63
Panchkula			42.56	41
Panipat			25.81	29
Rewari			21.20	33
Rohtak			36.23	42
Sirsa	42.97	57.43	40.29	42
Sonipat			14.09	35
Yamunanagar			31.71	31
Total	47.513	50.46	42.42	39

Source: <http://nrega.nic.in>

Note: *As on march 2010

Table A11: Participation of SCs in Total Person Days (in Percent)

	2006-07	2007-08	2008-09	2009-10*
Ambala		72.86	63.48	69.21
Bhiwani			62.77	45.98
Faridabad			62.50	48.97
Fatehabad			63.30	70.39
Gurgaon			56.72	61.19
Hisar			84.38	79.77
Jhajjar			47.78	47.01
Jind			67.53	64.20
Kaithal			66.89	53.49
Karnal			47.10	54.81
Kurukshetra			41.59	41.65
Mahendragarh	60.21	58.37	58.41	37.50
Mewat		14.08	16.78	14.75
Panchkula			27.62	27.64
Panipat			54.79	51.34
Rewari			58.82	49.40
Rohtak			72.17	55.64
Sirsa	59.90	68.74	73.44	68.48
Sonipat			62.12	64.56
Yamunanagar			43.59	47.40
Total	60.03	53.80	53.03	53.59

Source: <http://nrega.nic.in>

Note: *As on march 2010

Table A12: Households Completed 100 Days (in Percent)

District	2008-09	2009-10*
Ambala	18.57	8.04
Bhiwani	3.94	5.82
Faridabad	0.48	2.72
Fatehabad	0.39	2.38
Gurgaon	0.43	9.19
Hisar	2.24	3.74
Jhajjar	4.31	8.66
Jind	3.11	1.87
Kaithal	0.66	3.25
Karnal	1.55	3.64
Kurukshetra	6.24	1.28
Mahendragarh	3.40	11.27
Mewat	22.38	12.38
Palwal	0	4.14
Panchkula	0.45	3.01
Panipat	2.79	6.29
Rewari	1.62	2.60
Rohtak	3.88	8.66
Sirsa	1.52	6.65
Sonipat	0.58	2.11
Yamunanagar	2.21	3.53
Total	6.05	5.82

Source: <http://nrega.nic.in>

Note: *As on march 2010

Table A13: Average Income Transferred (in Rs.)

	2008-09	2009-10*
Ambala	11308	7097
Bhiwani	4616	5436
Faridabad	3293	2869
Fatehabad	3166	4832
Gurgaon	6265	5738
Hisar	5024	5134
Jhajjar	6652	6493
Jind	4340	4077
Kaithal	3452	4077
Karnal	4036	4530
Kurukshetra	5490	3775
Mahendragarh	7124	7097
Mewat	11283	9513
Panchkula	6427	6191
Panipat	3897	4379
Rewari	3201	4983
Rohtak	5471	6342
Sirsa	6084	6342
Sonipat	2128	5285
Yamunanagar	4788	4681
Total	6405	5889

Source of Basic Data: <http://nrega.nic.in>

Note: *As on march 2010

Table A14: Level of Fund Utilisation in NREGA

(in percentage)

	2006-07	2007-08	2008-09	2009-10*
Ambala		82.67	87.93	79.04
Bhiwani			64.01	94.23
Faridabad			30.68	84.01
Fatehabad			74.72	93.21
Gurgaon			62.97	80.45
Hisar			54.47	96.17
Jhajjar			40.12	91.23
Jind			76.68	75.12
Kaithal			56.32	71.85
Karnal			75.82	40.16
Kurukshetra			72.65	66.72
Mahendragarh	95.48	84.18	59.10	62.25
Mewat		100	79.42	47.02
Panchkula			77.08	82.66
Panipat			87.14	116.17
Rewari			22.72	62.17
Rohtak			53.60	89.36
Sirsa	67.88	91.43	72.69	92.059
Sonipat			38.09	127.40
Yamunanagar			71.65	71.93
TOTAL	77.26	90.22	68.61	76.05

Source: <http://nrega.nic.in>

Note: *As on march 2010

Table A15: Completion Rate of Assets

	2008-09			2009-10		
	Total Works Taken up	Total Works completed	% Age of Works Completed	Total Works Taken up	Total Works Completed	% Age of Works Completed
Ambala	1320	897	67.95	718	487	67.83
Bhiwani	129	27	20.93	463	57	12.31
Faridabad	46	6	13.04	35	20	57.14
Fatehabad	185	79	42.7	368	243	66.03
Gurgaon	48	0	0	19	12	63.16
Hisar	172	48	27.91	483	227	47
Jhajjar	88	80	90.91	114	75	65.79
Jind	169	57	33.73	249	156	62.65
Kaithal	297	208	70.03	207	95	45.89
Karnal	174	0	0	292	47	16.1
Kurukshetra	92	35	38.04	277	110	39.71
Mahendragarh	650	641	98.62	700	567	81
Mewat	487	296	60.78	507	364	71.79
Panchkula	266	211	79.32	367	312	85.01
Panipat	241	50	20.75	271	35	12.92
Rewari	161	63	39.13	248	64	25.81
Rohtak	171	130	76.02	142	120	84.51
Sirsa	1295	661	51.04	1376	749	54.43
Sonipat	117	28	23.93	349	136	38.97
Yamunanagar	206	0	0	387	91	23.51
Grand Total	6314	3517	55.7	7705	4063	52.73

Source: <http://nrega.nic.in>

Note: *As on march 2010

Table A16: Status of Social Audit in the State for 2009-10

S.No.	District name	Total GP	No. of Panchayat Covered	No. of Social Audit	Issue Raised and action taken	Verification of Documents	Grievance Submitted and action taken	Minutes of meeting
1	Ambala	427	348	355	1	227	0	225
2	Bhiwani	465	348	350	348	120	0	348
3	Faridabad	288	53	53	0	0	0	21
4	Fatehabad	240	240	240	2	76	0	240
5	Gurgaon	232	35	35	35	34	0	34
6	Hisar	313	308	310	3	146	0	308
7	Jhajjar	247	61	61	2	61	0	60
8	Jind	303	129	129	120	129	0	129
9	Kaithal	263	173	174	35	170	0	170
10	Karnal	379	138	138	24	115	0	116
11	Kurukshetra	378	101	101	3	98	0	100
12	Mahendragarh	340	339	341	0	218	0	338
13	Mewat	392	269	270	203	151	150	195
14	Palwal	0	0	0	18	51	0	52
15	Panchkula	170	161	161	2	55	0	159
16	Panipat	172	110	111	0	20	0	109
17	Rewari	365	89	89	3	89	0	89
18	Rohtak	150	142	143	0	32	0	137
19	Sirsa	333	333	334	193	253	3	331
20	Sonipat	321	318	318	181	68	0	300
21	Yamunanagar	477	160	160	0	160	0	160
	Total	6255	3855	3873	1173	2273	153	3621

Source: Department of Rural Development, Govt. of Haryana

Note: * As on February, 2010

Table A17: Field Staff Appointed under NREGA

NAME OF DISTRICT	No. of mates engaged	No. of Gram Rozgar Sahayak engaged
Ambala	22	173
Bhiwani	22	0
Faridabad	12	6
Fatehabad	208	3
Gurgaon	0	26
Hisar	126	0
Jhajjar	17	0
Jind	149	152
Kaithal	33	28
Karnal	60	0
Kurukshetra	46	46
Mahendragarh	202	171
Mewat	116	287
Palwal	0	36
Panchkula	0	10
Panipat	12	27
Rewari	0	17
Rohtak	12	6
Sirsa	333	333
Sonipat	6	24
Yamunanagar	33	30
Grand Total	1409	1375

Source: Department of Rural Development, Govt. of Haryana

Note: *As on march 2010

Table 3.5a: Status of Pending Complaints at ADPC level

District	Received	Disposed	Pending	% of Disposed to Total Received
Phase I				
Mahendragarh	52	17	35	33%
Sirsa	10	2	8	20%
Phase II				
Ambala	7	3	4	43%
Mewat	13	5	8	38%
Phase III				
Bhiwani	20	16	4	80%
Faridabad	3	2	1	67%
Fatehabad	3	3	0	100%
Gurgaon	0	0	0	-
Hisar	35	30	5	86%
Jhajjar	4	2	2	50%
Jind	9	2	7	22%
Kaithal	5	3	2	60%
Karnal	12	8	4	67%
Kurukshetra	6	0	6	0%
Palwal	2	0	2	0%
Panchkula	4	0	4	0%
Panipat	8	8	0	100%
Rewari	9	0	9	0%
Rohtak	1	1	0	100%
Sonipat	4	2	2	50%
Yamunanagar	3	2	1	67%
Total	210	106	104	50%

Source: Department of Rural Development, Govt. of Haryana

Note: * As on 16.02.10; Based on complaints made through National and State Helpline