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**GOVERNMENT OF HARYANA**



**Evaluation Study  
Of  
MAHATMA GANDHI NATIONAL RURAL  
EMPLOYMENT GUARANTEE SCHEME**

**Issued by:-  
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Haryana**

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## **FOREWORD**

Mahatma Gandhi National Rural Employment Guarantee (Act) Scheme which is a collaborative partnership between the Centre Govt., the State Govt., the Panchayat and the local Community was launched in the State in 2006 in three phases to achieve the basic objective of the scheme i.e. to improve living standard in rural area by providing at least one hundred days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. The study revealed that many activities are being taken under MGNREGS to achieve the cent-percent employment in rural area. However during the survey, some shortcomings were noticed in implementation of the scheme for which suggestions/ recommendations have been given for making further improvement in the process of implementing the scheme.

I hope that findings and recommendations given in the study would be useful to the concerned authority in improving implementation of the scheme.

I also acknowledge the work done by the officers and staff of the evaluation wing of the Department of Economic & Statistical Analysis, Haryana.

Ajit. M. Sharan  
Financial Commissioner & Principal Secretary  
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## PREFACE

Evaluation study of any programme/scheme is an integrated part of planning process. In assessing the performance of the scheme/programme, an Evaluation study plays a key role. It provides necessary feed back to the concerned department and implementing agencies about implementation of the scheme and bottlenecks experienced in achieving the objectives of the scheme which enable to table corrective measures for improving performance of the scheme..

The main objective of the scheme is to improve the living standard in rural areas and providing cent-percent employment in rural area in all over country.

State Govt. of Haryana introduced many schemes in rural area, MGNREGS is one of them which was launched in the Haryana State from 2<sup>nd</sup> Feb. 2006

During 2005-06 to 2009-10, there were 413814 job cards issued under the scheme. During this period a total of 145.66 lac mandays employment was generated out of which 48.19 lac mandays were for women.

Out of total available funds amounting to Rs. 36803.23 lac the expenditure incurred was Rs. 24726.72 lac during the study period. The utilization of funds was merely 67.19%.

The study revealed that many activities being taken under MGNREGS to achieve cent-percent employment in rural areas. Some findings and shortcomings were also noticed in the implementation and suitable recommendations have been suggested to rectify them.

I am thankful to the officers/officials of Rural Development Department, Haryana for their co-operation in supplying information/secondary data.

The Evaluation report has been prepared by Sh. Subhash Gupta, Research Officer with the assistance of Sh. Diwan Singh and Sh. Rajbir Beniwal, Assistant Research Officers and Mrs. Sunita Gupta, Senior Scale Stenographer under the supervision of Dr. Rajvir Bhardwaj, Deputy Director and overall guidance of Sh. D.S. Chhikara, Additional Director.

Dated:

Place: Panchkula

R. K. Bishnoi  
Director, Department Economic &  
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## 1. Executive Summary

National Rural Employment Guarantee Scheme (NREGS) was launched by the Government of Haryana in all Gram Panchayats of districts Mahendergarh and Sirsa on 02<sup>nd</sup> Feb, 2006 and this scheme was also extended in two more district of the state namely Ambala and Mewat w.e.f. 01<sup>st</sup> April, 2007. All the remaining districts of the State have been covered under this scheme from 01<sup>st</sup> April, 2008. The name of National Rural Employment Guarantee Scheme has been changed w.e.f. 02<sup>nd</sup> October, 2010 and known as Mahatma Gandhi National Rural Employment Guarantee Scheme (MNREGS).

### **The Evaluation Study**

The Evaluation Study of Mahatma Gandhi National Rural Employment Guarantee Scheme was under taken by the Evaluation wing of Economic & Statistical Analysis Department on dated 02.09.2009 after obtaining approval from Financial Commissioner & Principal Secretary to Govt. Haryana, Planning Department.

### **Aims & Objectives of the Scheme**

The basic objective of the scheme is the enhancement of livelihood security to the households in rural areas of the State by providing round the year employment with minimum guarantee of one hundred days of wage employment in a financial year to every household who is volunteer to do unskilled manual work. Secondary objective of the scheme is the creation of assets for development of rural areas.

### **Objectives of Evaluation study**

The main objectives of the evaluation study are as under:-

- (i) To assess the adequacy of organizational set up at various levels (State, District, Block & Village) for implementation of the scheme.
- (ii) To make an assessment of the impact of the scheme in improving the employment, living standard and socio-economic status of the target group.
- (iii) To make an assessment of the awareness of the people about the scheme.
- (iv) To ascertain whether the employment provided to target group was helpful or not.
- (v) To assess usefulness of the training imparted to the functionaries of the scheme at various levels for the implementation of the scheme.
- (vi) To make an assessment of the works completed during the last 3 years in terms of their quality and utility.

- (vii) To assess the utility of village Sarpanch and Gram Sabha constituted for the purpose.
- (viii) To assess the monitoring, mechanism set-up to monitor the implementation of the scheme.
- (ix) To assess the bottlenecks/problems faced in implementation of scheme.

### **Methodology of Study**

Keeping in view the above objectives, a multistage stratified sampling was adopted by taking primary and secondary data. The primary data was collected from the sampled beneficiaries, village Sarpanch, non-beneficiaries in rural area during the year 2005-2010. The requisite secondary data at the State level was collected from Director, Rural Development Department, at district level from Additional Deputy Commissioner-cum-Chief Executive Officer's Office of the District Rural Development Agencies in the State, at block level from Block Development and Panchayat Officer/Assistant Block Programme Officer. Besides discussions were also held with the concerned office to know their views and opinion about the various levels in the process of implementation of the scheme. The following methodology and sampling design has been adopted for conducting the evaluation study.

### **Sampling design**

In Haryana the scheme was implemented in 3 phases. Mahendergarh and Sirsa districts were covered during the first phase. Ambala and Mewat districts were also included during the second phase. The scheme was extended to all the remaining districts during the third phase.

There are four Divisions in the State of Haryana namely Ambala, Rohtak, Hisar and Gurgaon. Out of four divisions, five districts were selected keeping in view one district from each phase and also to cover every division for conducting the field survey work. District Mahendergarh was selected from phase I, and district Ambala from phase II covered two divisions i.e. Gurgaon and Ambala respectively. Rest of three districts i.e. Sonapat, Hisar and Jind were selected from phase III covered the two remaining divisions Rohtak and Hisar. District Jind representing Central area of the State was also selected. After this, two blocks from five selected districts were selected on the basis of maximum work done under the scheme after obtaining data (in financial and physical term) from District Rural Development Agencies of each of the selected district. Thereafter, two villages from each block were selected on the basis of maximum applications received, maximum

registration, maximum jobs provided and maximum works done under the scheme for conducting village level survey work.

### **Tools of the study**

Taking into consideration the objectives and methodology of the study, six type of survey schedules were structured for the collection of primary and secondary data.

### **Collection of Primary Data**

1. Village Level Schedule have been canvassed to the village Sarpanch.
2. Beneficiary schedule have been canvassed to the person who is registered by the Gram Panchayat under the scheme.
3. Non-beneficiary schedule have been canvassed to that person who was willing to do work under the scheme but his application was not registered by the Gram panchayat (GP).

### **Collection of Secondary Data.**

1. State level schedules have been canvassed from the office of Director, Rural Development Department.
2. District level schedules have been canvassed from Additional Deputy Commissioner-cum-Chief Executive Officer of District Rural Development Agency.
3. Block level schedule have been canvassed from the concerned Block Development and Panchayat Officer.

### **Reference period**

The requisite Primary as well as secondary data was collected for the period 2005-06 to 2009-10. The survey was conducted during the year 2010-11.

### **Main findings of the study are as under:**

1. Mahatma Gandhi Rural Employment Guarantee scheme was launched in state of Haryana from 2<sup>nd</sup> February, 2006.
2. Sirsa and Mahendergarh districts were covered under the scheme in first phase from 2<sup>nd</sup> February 2006, Ambala and Mewat districts were covered under the scheme in 2<sup>nd</sup> phase from first April, 2007 and the remaining districts of the State were covered in 3<sup>rd</sup> phase from first April, 2008.
3. Sharing ratio of the funds between the Centre Government and State Government is 90:10.
4. Minimum agricultural wages of Rs. 151/- per day notified by the State Government w.e.f. first July, 2009.

5. Total available funds and total expenditure during the financial year 2005-06 to 2009-10 are Rs. 36803.23 lac and Rs. 24726.72 lac respectively.
6. Job cards issued to 413816 families during the year 2005- 06 to 2009-10.
7. A total No. of 359237 families provided employment whereas 359922 families demanded employment during the period 2005-06 to 2009-10. 685 Families demanded but not provided work under the scheme.
8. 6951 works were completed under the scheme during the period year 2005-06 to 2009-10.
9. 8510 works are under progress during the period 2005-06 to 2009-10.
10. Total 145.66 lac man-days employment were generated under the scheme during the period 2005-06 to 2009-10.
11. Total Employment provided to women was 48.19 lac (33.08%) man-days during the period 2005-06 to 2009-10.
12. As far as social status of the 200 sampled beneficiaries is concerned, there were 128 Scheduled Caste, 45 Backward Class and 27 were from Other Castes.
13. All the 200 sampled beneficiaries were found aware about the scheme.
14. Out of 200 beneficiaries, 171 (85.5%) were awared of the scheme by the Gram Panchayat, 7 (3.5%) through Mass Media and 22(11%) by consultation with community member of the same village.
15. Out of 200 beneficiaries, 74 (37%) were found skilled labour and 126 (63%) were unskilled labour.
16. Out of 200 beneficiaries, 168 (84%) were opened bank accounts for the payment of wages and 32 (16%) were not opened bank accounts.
17. Non-beneficiaries were not found in the sampled villages. A non-beneficiary is the person who applied to work but work was not provided to him.
18. Of the 20 villages Head of Panchayat/Sarpanch told that according to guidelines, there is not a single non-beneficiary of the scheme.
19. Out of 200 beneficiaries, 148 (74%) were found Below Poverty Line (BPL) and 52 (26%) were Above Poverty Line (APL).
20. Effect of the employment on the sampled beneficiary's social status was negligible as 104(52%) beneficiaries responded that their social status improved and 96 (48%) have found no effect on their status.
21. Out of 200 beneficiaries, 102(51%) beneficiary's educational status rose up and 98 (49%) were found with negative opinion about the rising of educational status.



22. Out of 200 beneficiaries, 188 (94%) told that door to door survey was conducted by Gram Panchayat and the remaining 12 (6%) told that survey was not conducted door to door by the Gram Panchayat.
23. 133 (66.5%) beneficiaries told that list of job seekers updated within every 3 months and 67 (33.5 %) beneficiary's responded in negative.
24. All the selected Gram Panchayats issued job cards within stipulated time limit to sampled 200 beneficiaries.
25. Cost of the job card including photograph was borne by Gram Panchayat /Government.
26. Photograph was not found on 36 (18%) beneficiary's job cards.
27. Out of 200 beneficiaries, 75 (37.5%) told that more than one person got employment under the scheme from a household.
28. Out of 200 beneficiaries 75 (37.5%) who worked under the scheme more than one person from a household, 65 (92.5%) were found satisfied with the employment.
29. Unemployment allowance was not given in selected 20 villages.
30. Out of 200 beneficiaries, 197 (98.5%) were provided work by G.P. and 3 (1.5%) were provided work by BDPO within village.
31. Work was provided within 5 kilometer of radius to the residence of all the sampled beneficiaries.
32. Out of 200 beneficiaries, 157(78.5%) received payment by bank account while 43 (21.5%) were received payment by cash.
33. Out of 200 beneficiaries 158(79%) were received payment timely & 42(21%) were received late payment.
34. Only 2(1%) beneficiaries received their payments on weekly basis. 157(78.5%) were received payment fortnightly and 41 (20.5%) were received their payment on monthly basis.
35. Only 41(20.5%) beneficiaries found satisfied with current wage rate of Rs. 151 & 159 (79.5%) were found not satisfied with current wage rate.
36. Out of 200 beneficiaries 155(77.5%) were demanding wage rate Rs. 250 and above per day & 45 (22.5%) were demanding Rs. 200 per day.
37. Drinking water facility was provided to the worker by the Gram Panchayats in all the selected villages. Toilet facility was provided to only 28.5%, First-aid facility to 22% sampled beneficiaries and facility of Crèche, Shelter & Care-taker for children were found very poor.

38. Out of selected 200 beneficiary, 12 (6%) were not satisfied with the role of concerned authorities.

**Shortcomings**

The survey has highlighted certain shortcomings/ bottlenecks as per observations made by the survey team in smooth execution of the various activities of the MGNREGS which include:-

- (i) Non utilization of released funds.
- (ii) Out of 200 selected beneficiaries found that 32 (16%) were not opened their bank account.
- (iii) Lack of timely wage payment to the worker under the scheme.
- (iv) Lack of door to door survey for identification of person willing to do work.
- (v) Lack of the satisfaction with the current wage rate.
- (vi) Lack of facilities provided to beneficiaries by G.P.
- (vii) 100 days employments were not provided to a person in a year in the State.
- (viii) Lack of Mismanagement was seen at Administrative level.

**Recommendation:-**

The survey revealed that guidelines and norms of the MGNREGS were not being followed properly. On the basis of various findings and observations the following recommendations have been made for the implementation of MGNREGS:-

- 1 The funds earmarked for the MGNREGS should be 100% utilized for achievement of the desired goal.
- 2 According to the scheme bank account should be opened for all of the beneficiaries related to this scheme.
- 3 Wage payment should be made on weekly basis/timely
- 4 Door to door survey should be conducted by GP for identification of person who is willing to do work under the scheme.
- 5 Wage rate should be increased up to Rs. 250/- per day.
- 6 Facilities should be provided at work site to the beneficiaries and their children by Gram Panchayat.
- 7 100 days employment within a year should be provided to a person who is willing to do work under this scheme.
- 8 Separate staff should be provided to implement this scheme.
- 9 Accounts of District Rural Development Agency should be proper checked by the authorized state level cell.

- 10 The scope of the scheme may be enlarged which help the state to fully absorb the funds.
  - 11 A monitoring cell should be created to monitor the work and utilization of funds properly.
  - 12 The other work like Land Development irrigation facility and horticultural plantation should also be permitted to small and marginal farmers.
  - 13 More than 100 days employment should be provided to needy person.
  14. State Government Employment Guarantee Funds should be created at the earliest.
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## 2. INTRODUCTION

The National Rural Employment Guarantee Act, 2005 is a collaborative partnership between the Centre Government, the State Government, the Panchayats and the Local Community. The basic objective of the scheme is to improve standard of living in rural area by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. This work guarantee can also serve the objectives of the scheme such as generating productive assets, protecting the environment, empowering rural women, reducing rural-urban migration and fostering social equity in the society. The name of the National Rural Employment Guarantee Scheme has been changed and known from the 2<sup>nd</sup> October, 2010 as Mahatma Gandhi National Rural Employment Guarantee Scheme.

The MGNREGA scheme initially came into force in 200 districts and covered the whole country within five years. This Act provides People's Fundamental Right of Employment.

Mahatma Gandhi National Rural Employment Guarantee Scheme was launched in the Haryana from 2<sup>nd</sup> February, 2006. It was implemented in three phases. In first phase, district Sirsa and Mahendergarh were covered. Second phase, started from 1<sup>st</sup> April, 2007, covering district Ambala and Mewat. The third phase, started from 1<sup>st</sup> April, 2008, in all the remaining districts of the state. The Centrally Sponsored Scheme is based on sharing basis between the Centre and the State as determined by the Act.

The MG National Rural Employment Guarantee Scheme is an effort to universalize employment guarantee in rural areas by initiating the community participation in creation of National/State assets by assessed participatory approach of Panchayati Raj System.

### 2.2 Financial Norms

The assistance under the scheme of MGNREGS was on 90:10 sharing arrangement during the 10<sup>th</sup> and 11<sup>th</sup> Five Year Plan between the Centre Government and State Government. The ratio of wage costs to material costs should not be less than the minimum norm of 60:40 and this ratio should be applied at the Gram Panchayat, Block and District levels. Wages of skilled labourers and mates should be included in the material costs. Wage and non wage ratio should be 60:40. Under the scheme minimum agricultural wages of Rs. 151/- per man-days notified by the state govt. with effect from 1<sup>st</sup> July, 2009 are being

paid equally to men and women workers. The payment of wages is being paid on fortnightly basis.

### **2.3 Rationale of the Scheme**

The rationale behind the MG National Rural Employment Guarantee Scheme is enhancing the livelihood security of the people in rural area by providing hundred days wage employment in a financial year to every rural household who are in need of wage employment and have a desire to do manual and unskilled work and intend to rise up the living standard to remove poverty and the creation of assets for development in rural area of the country.

**About the Scheme:** - The Mahatma Gandhi National Rural Employment Guarantee Scheme is:

- (i) A programme for development of rural areas through employment guarantee.
- (ii) A programme for the creation of assets for development of rural areas.
- (iii) A partnership between the Centre Govt. and State Govt.
- (iv) An Expression for political will for enhancement of livelihood security of rural area.
- (v) An effort of effective involvement of Gram Panchayat, Block agency, District Authority, State Cell, Chief Executive Officers of District Rural Development Agencies in the State, Vigilance and Monitoring Committee Headed by Member of Parliament and other grass root level structure in the management of employment guarantee.

### **2.4 Aims of Scheme**

1. To provide cent percent employment in rural area in all over Country.
2. To Provide employment within fifteen days from the date of application received by the Gram Panchayat or Block Authority within a radius of five kilometer to the village where the applicant residing. If the distance of residence is more than five kilometer of radius, employment must be provided within a block and wages shall be paid ten percent extra in addition to normal wage rate to compensate additional transportation and living expenses.

### **2.5 Focus Area of the scheme.**

The focus of the programme shall be on the following works in their order of priority:-

1. Water conservation and water harvesting.

2. Drought proofing, afforestation, tree plantation including horticulture in community lands and in the lands belonging to Scheduled Castes and the beneficiaries of land reforms, small and marginal farmers.
3. Irrigation canals including micro and minor irrigation works such as desilting of minor irrigation channels, canals, distributaries, construction of minor irrigation tanks.
4. Provision of irrigation facility to land owned by households belonging to Scheduled Castes or to land beneficiaries of land reforms or to land of the beneficiaries under the Indira Awas Yojana.
5. Renovation of traditional water bodies including desilting of tanks.
6. Land development.
7. Flood Control and protection works including drainage in waterlogged areas.
8. Rural connectivity to provide all weather access. The construction of roads may include culverts where necessary and within the village area may be taken up along with drains.
9. The State Government may notify any other work in consultation with the Central Government.

## **2.6 Objectives of Evaluation study.**

- (a) To assess the adequacy of organizational set up at various levels i.e. State, District, Block & village for implementation of the scheme.
- (b) To make an assessment of impact of the scheme in improving the employment, living standard and socio-economic status of the target group.
- (c) To make an assessment of the awareness of the people about the scheme.
- (d) To ascertain whether the employment provided to target group was helpful or not.
- (e) To assess usefulness of the training imparted to the functionaries at various levels for implementation of the scheme.
- (f) To make an assessment of the works completed during the last 3 years in terms of their quality and utility.
- (g) To assess the utility of village Sarpanch and Gram Sabha constituted for the purpose.
- (h) To assess the monitoring, mechanism set-up to monitor the implementation of the scheme.
- (i) To assess the bottlenecks/problems faced in implementation of scheme

### 3. Organizational set up & Programme Implementation

The organizational set up for the implementation of the Mahatma Gandhi National Rural Employment Guarantee Scheme at various levels is placed at Annexure (A).

At Center level MGNREGS is being implemented by the Ministry of Rural Development, Government of India and at State level, Hon'ble Chief Minister is the incharge of this scheme, Financial Commissioner and Principal Secretary of Rural Development Department implement the scheme with the assistance of Special/Joint Secretary and Director of Rural Development Department.

MGNREGS is being implemented at State level through Rural Development Department for providing Employment in rural areas. At District level, Additional Deputy Commissioner is the main implementing authority for execution of the programme through District Rural Development Agency. The Financial and Administrative power at District level is entrusted to ADC. State Govt. designate a District Programme Officer, who is the Chief Executive Officer of the Zila Parishad /District Panchayat. The programme officer shall be responsible for the all over co-ordination and implementation of the scheme in a district. At the block level Block Development and Panchayat Officer (BDPO) coordinate the activities related to the scheme and give guidance to Gram Panchayat for the scheme at village level. At village level, Gram Sabha constitute a vigilance committee. Sarpanch is the head of the scheme at the village level for implementation and monitoring/supervising the work.

#### **State Level**

A State Employment Guarantee Council (SEGC) has been set up by every state government under section 12 of the MGNREG Act. The SEGC cell advises the state government on implementation of the scheme. There is a state mission for universalisation of the cent percent employment in rural area through this scheme. For effective monitoring and supervision all the activities related to the scheme in the state are being controlled by the Director of Rural Development Department, Haryana. Under section 12 (i) of MGNREG Act. Haryana State Employment Guarantee Council (HSEGC) has been constituted under the Chairmanship of Chief Minister of Haryana (being Ministry Incharge of Rural Development Department). In this council 21 official and 15 non-official members are selected for monitoring and supervision of the scheme. The council has to ensure that the state share of this scheme shall release on time and also ensure the administrative, financial and technical support to the District Planning Committee, Programme Offices and all the agencies are

involved in the implementation of the scheme. For implementation of the scheme, staff position at state level is as under:

**Staff Position at State level**

Sr.No.	Name of post	Staff Strength			Remarks
		Sanctioned	Filled in	Vacant	
1.	Project Economist	1	1	-	-
2.	Research Officer	2	2	-	-
3.	Project Officer	1	1	-	-
4.	Finance Manager	1	1	-	-
5.	IEC Coordinator	1	1	-	-
6.	Training Coordinator	1	1	-	-
7.	Assistant	1	1	-	-
8.	Clerk	1	1	-	-
9.	System Analyst	-	-	-	-
10.	Programmer	1	1	-	-
11	Data Entry Operator	2	2	-	-

**District level**

At district level, the Deputy Commissioner is the controlling officer of the scheme and Additional Deputy Commissioner is the Nodal Officer.

Following staff is working for the scheme at district level i.e. Project Officer, Accountant, Assistant Accountant, Invigilators, Clerk.

Staff position as on 30<sup>th</sup> November, 2010 in five selected districts namely Ambala, Hisar, Jind, Sonipat, Mahendergarh is as under:-

**Staff position at District level**

S.No.	Name of Post	Staff Strength/ Sanctioned Post				
		M.garh	Ambala	Sonipat	Hisar	Jind
1.	ADC	1	1	1	1	1
2.	Project Officer	1	1	1	1	1
3.	Accountant	1	1	1	1	1
4.	Assistant Accountant	-	-	-	-	-
5.	Invigilator	-	-	-	-	-
6.	Clerk	1	1	1	1	1



Additional Deputy Commissioner is the Nodal Authority and Project Officer is responsible for the activities related to MGNREGS at district level. Accountant and Assistant Accountant are responsible for the accounts branch of MGNREGS. The posts of Assistant Accountant and Invigilator are lying vacant in all the five districts selected for the study in the State.

### **Block level**

Assistant Project Officer appointed for implementation of the scheme at the Block level. Block Development and Panchayat Officer is the main implementing authority of the scheme at block level. Assistant Block Development & Panchayat Officer (ABPO) act as a coordinator of the scheme in the block. ABPO/BDPO ensures that social audit is regularly conducted by Gram Sabha. They are responsible for providing employment to every applicant in the block who apply to work under the scheme and ensure that work is provided within 15 days from the receipt of application. If Sarpanch is unable to provide the work to the labourer within a radius of 5kms. of the village then ABPO/BDPO is responsible to provide work in the block.

### **Staff position at Block level**

At block level, in addition to the existing post of Block Development and Panchayat Officer, one post each of Assistant Block Programme Officer and Programmer were created and found filled up while one post of Accountant was created but lying vacant in each of the selected districts.

## **PROGRAMME IMPLEMENTATION**

The Ministry of Rural development, Government of India is the Nodal Ministry for the implementation of MGNREGS. Central Council has been set up as the Nodal Agency for making rules, guidelines and notify the area of application under the act. It is also responsible for ensuring timely and adequate resource support to the State and to the Central Council. Govt. of India is undertaking regular review, monitoring, evaluation of processes and release of funds. It would also ensure that the implementation of MGNREGS at all levels should be made transparent and accountable to the public.

At the State level, Director of Rural Development Department is the nodal agency to execute the Mahatma Gandhi National Rural Employment Guarantee Scheme. The Rural Development Department has constituted the MGNREGS. State cell for managing, controlling and has made responsible for other State level activities.

## **2. Process for Release of funds**

The funding pattern of MGNREGS is based on State proposals rather than a predetermined allocation. The Central Government have established a fund that is to be called the National Employment Guarantee Fund which is to be managed according to the rules made for this purpose. The grants to State Government or Districts for implementation of MGNREGS shall be released from this fund.

The State Govt. has not established the State Govt. Employment Guarantee funds. If established then by this fund, it is to be expanded and administered as a revolving fund with rules according to the Act. Under the scheme each state has to formulate and submit a State Annual Work Plan and Budget (AWPB) proposal to the ministry of Rural Development Government of India.

The Annual Work Plan and Budget shall be given funds on demands received from the Districts and reflected in the labour budgets approved by the Districts/ Panchayats/Zila Parishad. The AWPB report is based on the use of the previous funds received by the State Govt.

The actual release of funds to a State Govt. will depend on its actual utilization of funds in the previous year. Release of the Central share of funds during the next financial year would depend on submission of the Audit report and utilization certificate for the previous year to the satisfaction of the Ministry of Rural Development Department, Government of India.

Central Govt. released funds in instalments to the particular district through State Nodal Agency. The State Govt. had released State share within 15 days of the release of Central funds.

**Table Physical and Financial Achievement**

<b>S.No</b>	<b>Item</b>	<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10 (Up to Sept. 2009)</b>	<b>Total</b>
1.	Total available funds (Rs. In lac )	929.38	4657.35	5802.47	16011.63	402.40	36803.23
2.	Total expenditure (Rs. In lac)	29.68 (3.19%)	3594.67 (77.18%)	5235.01 (90.22%)	10984.87 (68.61%)	4891.71 (52.03%)	24726.72 (67.19%)
3.	No. of job cards issued to families since inception	74401	32771	54663	216710	35261	413816
4.	No. of families demanded employment during the year	7004	50765	67883	153513	80757	359922
5.	No. of families provided employment during the year	6562	50765	67883	153273	80754	359237
6.	No. of works completed during the year	0	985	1609	3518	839	6951
7.	No. of works under progress during the year	77	667	1189	2798	3779	8510
8.	Employment generated in lac mandays during the year	0.23	24.13	35.76	59.53	26.01	145.66
9.	No. of Average days of employment provided to a household during the year	4	48	53	39	29	41
10.	Employment provided to women in lac mandays	.07 (30.43%)	7.38 (30.58%)	12.32 (34.44%)	19.53 (34.44%)	8.89 (34.18)	48.19 (33.08)

The above table showed that the State could utilised only Rs. 24726.72 lac (67.19) out of total outlay amounting to Rs. 36803.23 lac during the period 2005-06 to September, 2009. Therefore 33 percent funds was remained unutilized. 413816 job cards were issued during the study period, 359922 families demanded employment under MGNREGS and as much as 359237 families were provided wage employment. During the study period 6951 works were completed and 8510 works were under progress. A total of

145.66 lac. mandays employment was generated out of which 48.19 lac mandays (33.08%) employment was provided to women. The above table showed that number of average days of wage employment provided to a household was only 41 per year instead of hundred days work guarantee.

**District level**

At District level, Additional Deputy Commissioner send the utilization report on the basis of Block Agency and has released funds according to previous year for next financial year.

At District level, Additional Deputy Commissioner cum-Chief Executive Officer is the in charge of the District Rural Development Agencies and Mahatma Gandhi National Rural Employment Guarantee Scheme for release of funds under the scheme.

**Block level**

Programme Officer release the next instalment to the Block Development and Panchayat Officer after receiving utilization of minimum 60% of funds already released.

**Panchayat level**

Gram Panchayat prepares proposal for work under MGNREGS in Gram Sabha for next year and prepares estimated budget according to the labour force and quantum of work on the basis of the report of Vigilance and Monitoring Committee duly approved by the Gram Sabha and then sent it to the BDPO for release of funds with the utilization certificate (UC). Thereafter, BDPO send this report to the ADC-cum-CEO for further action.

Each Gram Panchayat have a single Bank Account for this scheme. This account is being operated jointly by Sarpanch and Panchayat Secretary.

The programme Officer after satisfying himself about the proper Utilization Certificate release, next installment and credit it in the Bank account within 15 days.

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#### 4. Methodology

The study is based on the analysis of primary and secondary data. The primary data was collected by interview method from the sampled beneficiaries, village Sarpanch,

Sr.No.	Name of District	No. of Block	Phase	Division
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non-beneficiaries in rural area during the period 2005-06 to 2009-10. The requisite secondary data about this scheme was collected from the office of the Director, Rural Development Department, Additional Deputy Commissioner cum-Chief Executive Officer's Office of the District Rural Development Agencies and the office of Block Development and Panchayat officer/ Assistant Block Programme Officer. Besides, discussions were also made with the concerned offices to know their views and opinion about the various levels in the process of implementation of the scheme.

For the purpose of primary data collection sampling was done at three stages. At first stage districts were selected, at second stage blocks whereas villages were selected at the third stage. Criteria of the selection of district block and village was as under:-

##### **Selection of district:**

Five districts were selected keeping in view one district from each phase and also representing each division of the State.

District Mahendergarh was selected from phase 1 and Ambala from phase II representing two divisions i.e. Gurgaon and Ambala respectively. Sonipat, Hisar and Jind districts were selected from phase III covering another two divisions i.e. Rohtak and Hisar. District Jind was selected from the central area of the state representing Phase III and Hisar division.

##### **Selection of block:**

A total number of 10 blocks were selected from the five selected districts and two blocks from each selected districts. Blocks were purposively selected on the basis of maximum work done under the scheme after taking authentic data from the District Rural Development Agencies of each selected district.

##### **Selection of village:**

A total number of 20 villages were selected on the basis of (two villages from each of the selected block) the maximum application received, maximum registration enrolled, maximum job provided and also where maximum work was done under this scheme.

1	M.Garh	I II	Phase-I	Gurgaon
2	Ambala	I II	Phase-II	Ambala
3	Sonipat	I II	Phase-III	Rohtak
4	Hisar	I II	Phase- III	Hisar
5	Jind	I II	Phase-III	Hisar

On the basis of the above method following districts, blocks and villages were selected for conducting the field survey work:

### **Tools of the study**

Taking into consideration the objectives and methodology of the study following six type of survey schedules were structured for collection of primary and secondary data.

#### **Collection of Primary Data**

1. Village Level Schedule were canvassed to the village Sarpanch.
2. Beneficiary schedule were canvassed to the person who is registered by the Gram Panchayat and have taken the benefit under the scheme.
3. Non-beneficiary schedule were canvassed to that person who was aware of the scheme and willing to work under the scheme but his application was not considered/ registered by the Gram Panchayat.

#### **Collection of Secondary Data.**

4. State level schedules were canvassed from the office of Director, Rural Development Department.
5. District level schedules were canvassed from Additional Deputy Commissioner-cum-Chief Executive Officer of District Rural Development Agency.
6. Block level schedules were canvassed from the concerned Block Development and Panchayat Officer.

#### **Reference period**

The requisite Primary as well as secondary data was collected for the period 2005-06 to 2009-10. However, the survey work for the study was conducted during the year 2010-12.

## **5. FIELD SURVEY**

This chapter is based on the findings of field survey of 200 sampled beneficiaries of 20 villages from 5 selected districts. The analysis has been made on the basis of primary data and detailed discussion held with the head of Gram Panchayat/ Panch or other knowledgeable person of this scheme of the selected villages. A lot of difficulties and problems were noticed in the implementation of the scheme. Suggestions were also received during field survey. The main emphasis was given to assess the extent of the benefit of the various activities provided to the sampled beneficiaries under the MGNREGS.

### 5.1 Sample beneficiaries

A sample of 200 beneficiaries were selected from 5 districts, 10 blocks and two villages from each block. The district-wise selections of Blocks, villages, and beneficiaries for the year 2010-11, are given in the table below:-

**Table 5.1**

Sr.No.	Name of District	No. of Blocks	No. of Villages	No. of Beneficiary
1	Ambala	2	4	40
2	Hisar	2	4	40
3	Jind	2	4	40
4	M.Garh.	2	4	40
5	Sonipat	2	4	40
	Total	10	20	200

The above table shows that five districts were selected. In each district two blocks were selected and in each block two villages were selected. In each selected villages twenty beneficiaries were surveyed.

### Socio-economic status of the sampled beneficiaries:

#### 5.2 Educational Status

MGNREGS is being implemented in rural area to improve living standard and educational status of the beneficiaries. Educational status of the 200 sampled beneficiaries is shown in table given below:-

**Table No 5.2**

Sr.No.	District	Illiterate	Under Primary	Under Matric	Matric and Above	Total
1	Ambala	14	20	5	1	40
2	Hisar	13	20	7	-	40
3	Jind	29	8	2	1	40
4	M.Garh.	21	12	7	-	40
5	Sonipat	14	21	5	-	40
	Total	91	81	26	2	200

Out of 200 beneficiaries, 91(45.5%) were illiterate 81 (40.5%) were under primary, 26 (13%) were under matric and only 2 (1%) were above matric. It means education level of the sampled beneficiaries was quite low.

### 5.3 Social Status

District-wise Social Status of sampled beneficiaries of MGNREGS is as under:-

**Table No. 5.3**

Sr.No.	District	S.C.	B.C.	Other(Gen.Category)	Total
1	Ambala	26	9	5	40
2	Jind	30	3	7	40
3	Hisar	24	10	6	40
4	M.Garh.	25	11	4	40
5	Sonipat	23	12	5	40
	Total	128 (64%)	45 (22.5%)	27 (13.5%)	200

Table revealed that the Scheduled Caste families got more benefit/ employment (64%) followed by backward class families (22.5%) where as only 13.5% sampled beneficiaries represent the remaining general category.

### 5.4 Awareness about the MGNREGS

The Centre Government and State Government awared the people about the programme through the advertisement on electronic and print media, published through shine board, by conducting the small training programmes and through the community and panchayat members.

Source of awareness about this scheme among 200 selected beneficiaries is as under:-

**Table No. 5.4**



Sr.No.	District	Awareness about the scheme		Source of awareness			Total
		Aware	Not Aware	Community Member	Mass Media	Gram Panchayat	
1	Ambala	40	-	4	-	36	40
2	Jind	40	-	-	-	40	40
3	Hisar	40	-	5	-	35	40
4	M.Garh.	40	-	7	3	30	40
5	Sonipat	40	-	6	4	30	40
	Total	200	-	22 (11%)	7 (3.5%)	171 (85.5%)	200

Table shows that all the beneficiaries were well aware about the scheme by means of various sources of awareness. Out of 200 beneficiaries, 11% beneficiaries were got aware about the scheme by community members 3.5% were awared through Mass Media and the remaining 85.5% beneficiaries got awared about the scheme by Gram Panchayat.

It was found out that the Gram Panchayats are the major effective source of awareness among the people.

### 5.5 Type of Labour

Under the scheme only unskilled manual work is provided and skilled work included in material cost is as under.

**Table No. 5.5**

Sr.No.	District	Skilled	Unskilled	Total
1	Ambala	13	27	40
2	Jind	21	19	40
3	Hisar	18	22	40
4	M.Garh.	13	27	40
5	Sonipat	9	31	40
	Total	74 (37%)	126 (63%)	200

The data given in the table shows that 37% beneficiaries were skilled labour and 63% were unskilled labour and after analysis of above data we can also say that more employment was provided under this scheme to the unskilled labour rather than to the skilled labour.

### 5.6 Position of Beneficiary's Bank Account:-

During the field survey of 200 beneficiaries, the position of opening of Bank Account for the payment of wages under this scheme during 2010-11 is shown below:

**Table No 5.6**

Sr.No.	District	Bank Account Opened		Total
		Yes	No	
1	Ambala	40	-	40
2	Jind	20	20	40
3	Hisar	36	4	40
4	M.Garh.	37	3	40
5	Sonipat	35	5	40
	Total	168 (84%)	32 (16%)	200

Out of 200 selected beneficiaries, 168 (84%) were having Bank Account, 32 (16%) were not having Bank Account for the purpose of payment under MGNREGS. In Ambala District, all the beneficiaries were having their account in Bank and received their wages through bank. Only where as in Jind district as many as 50% beneficiaries were not receiving their wages through banks.

**5.7.1 District wise Economic status of beneficiaries before getting employment under MGNREGS is given in table 5.7.1**

**Table No 5.7.1**

Sr.No.	District	BPL	APL	Total
1	Ambala	30	10	40
2	Jind	29	11	40
3	Hisar	28	12	40
4	M.Garh.	31	9	40
5	Sonipat	30	10	40
	Total	148 (74%)	52 (26%)	200

Above data shows that as many as 74% beneficiaries were found Below Poverty Line (BPL) category where as only 26% beneficiaries Above poverty Line (APL) category.

**5.7.2 Economic Status of beneficiaries after getting employment:-**

The effect on the living standard and Economic status of selected beneficiaries after getting employment under the scheme is shown below:

District-wise Economic Status of beneficiaries after got employment in the scheme as under:-

**Table No. 5.7(ii)**

Sr.No.	District	Living Standard Improved		Educational Status Improved		Total
		Yes	No	Yes	No	
1	Ambala	23	17	20	20	40
2	Jind	32	8	29	11	40
3	Hisar	10	30	14	26	40
4	M.Garh.	28	12	29	11	40
5	Sonipat	11	29	10	30	40
	Total	104 (52%)	96 (48%)	102 (51%)	98 (49%)	200

After analysis of the data for 200 selected beneficiaries, 104 (52%) gave positive response that their living standard has improved after getting employment under the scheme

and 96 (48%) told that their living standard has not improved because of the provision of low wage rate in the scheme and increasing trend of higher rate of daily consumption of goods.

In case of educational status of beneficiary's family, 102 (51%) said that their educational status improved and 98 (49%) told that there is no effect on their family educational status after getting employment under the scheme.

### 5.8 Door to Door Survey:-

According to guideline of the MGNREGS head of the Gram Panchayat/Sarpanch have to a door to door survey to identify the person willing to get employment under MGNREGS and prepared a list of job seekers in the village and up-dated the list in every three months.

District-wise data of door to door survey and list update in every three month given as under:-

**Table No. 5.8**

Sr.No.	District	Conducted door to door survey		List update with-in every three month		Total
		Yes	No	Yes	No	
1	Ambala	37	3	22	18	40
2	Jind	40	-	23	17	40
3	Hisar	38	2	30	10	40
4	M.Garh.	38	2	33	7	40
5	Sonipat	35	5	25	15	40
	Total	188 (94%)	12 (6%)	133 (66.5%)	67 (33.5%)	200

Data show that 188 (94%) beneficiaries said that head of the Gram Panchayat/ Sarpanch conducted a door to door survey to identify the person willing to get employment under MGNREGS and 12(6%) gave their response in negative i.e. there were not conducted door-to-door survey in the village

In case of list of job seeker updated within every three month by the head of the Gram Panchayat/ Sarpanch, only 133(66.5%) beneficiaries gave positive response in favour of Sarpanch and 67(33.5%) gave negative opinion about updating of job seekers list in every three month.

### 5.9 Registration of application and issuance of job card:-

A person can apply to Gram Panchayat for wage employment under the scheme who is willing to do unskilled manual work. The following conditions given in guideline under the scheme are:

- All adult members of a household who are willing to do unskilled manual work.
- Applicant must be a resident of the Gram Panchayat.
- Applicant can apply his application for work to the Gram Panchayat on plain paper or proforma of application, it should have name of the applicant, sex, age and social status.
- Head of the Gram Panchayat/Sarpanch verify the application and register in the register of MGNREGS.

According to the rule of MGNREGS about Job Card, the Head of the Gram Panchayat/Sarpanch should issue a Job Card to the applicant within 15 days of the application received for registration.

In course of field survey of 200 beneficiaries it was found that the process of issuing Job Cards to the beneficiaries has been made within stipulated period in all the 20 villages.

#### **5.10 Photo on Job Card**

A photograph of the applicant is to be attached on the Job Card for identification of the candidate on work site and help to ensure transparency. District-wise position of Photo on Job Card is as under:-

**Table No-5.10**

Sr.No.	District	Photo on Job Card		Total
		Yes	No	
1	Ambala	38	2	40
2	Jind	40	-	40
3	Hisar	29	11	40
4	M.Garh.	29	11	40
5	Sonipat	28	12	40
	Total	164 (82%)	36 (18%)	200

During the survey of 200 beneficiary's Job Cards were checked. Data given in the table show that 164 (82%) beneficiary's photo on their Job Cards were attached, 36 (18%) beneficiary's photo on their Job Cards were not found attached.

### 5.11 Cost of Job Card

The Cost of Job Card including the cost of photograph will be borne by State Government as the part of programme cost. Job Cards will be issued free of cost to the applicant by the Gram Panchayat.

During field survey all the beneficiaries gave their response in positive and also told that the Cost of Job Card with photograph is borne by Gram Panchayat.

### 5.12 Number of person from a family getting employment

According to the guideline of the scheme more than one person from a household can get employment under MGNREGS. All the adult members of a household who are willing can apply for unskilled work to Gram Panchayat. District-wise position of 200 selected beneficiaries is as under:-

**Table No-5.12**

Sr.No.	District	Getting employment more than one person in a household		If yes		Total
				Sufficient	Not Sufficient	
		Yes	No			
1	Ambala	13	27	10	3	40
2	Jind	11	29	11	-	40
3	Hisar	18	22	11	7	40
4	M.Garh.	21	19	21	-	40
5	Sonipat	12	28	12	-	40
	Total	75 (37.5%)	125 (62.5%)	65 (86.67%)	10 (13.33%)	200

Above table shows that out of 200 selected beneficiaries only 75 (37.5%) told that more than one person in a household got employment under this scheme, 125 (62.5%) beneficiaries told that only one person in a family got employment under this scheme.

This table shows that out of 75 beneficiaries where more than one person from their family got employment under this scheme, 65 (86.67%) beneficiaries told that they have got

sufficient employment whereas 10 (13.33%) beneficiaries told that they did not get sufficient employment under this scheme.

### 5.13 Unemployment Allowance

In MGNREGS when an applicant has applied for unskilled manual work to Gram Panchayat then it is the responsibility of G.P. to provide employment within 15 days from the date of registration within 5 km. radius of applicant's residence.

If the G.P. is unable to provided work to the applicant then Sarpanch will inform the concerned B.D.P.O. that he is unable to provide the work to the applicant in his village so that applicant may be provided work with in block in stipulated time period.

In case the B.D.P.O. is also unable to provide the work in the block with in time then applicant is eligible for unemployment allowance.

During the field survey of 20 villages it was found that no unemployment allowance was paid by the concerned authorities.

### 5.14 Place and work allotment

During the survey of 20 selected villages it was found that all the applicants were provided employment with in stipulated time by G.P. and BDPO with in village or with in 5km. radius from applicant's residence.

District-wise work allotment authority and work site

**Table No-5.13**

Sr.No.	District	Work allotment authority		Work site		Total
		G.P.	Block Officer	With in village	Out of 5 Km. radius	
1	Ambala	40	-	40	-	40
2	Jind	40	-	40	-	40
3	Hisar	37	3	40	-	40
4	M.Garh.	40	-	40	-	40
5	Sonipat	40	-	40	-	40
	Total	197 (98.5%)	3 (1.5%)	200 (100%)	-	200

The above table shows that out of 200 beneficiaries 197(98.5%) were provided work with in the village by G.P. while 3 (1.5%) were employed by Block Officer within the radius of 5km. and no work was done out of 5 km. of radius of village.

### **5.15 Time and mode of wage payment**

According to Mahatma Gandhi National Rural Employment Guarantee Act it is mandatory that every applicant will open their bank account for the purpose of wage payments. Wages will be paid through Bank account to every worker under this scheme.

District-wise mode of payment done by Gram Panchayat.

**Table No 5.14**

Sr.No.	District	Mode of Payment		Total
		Bank	Cash	
1	Ambala	33	7	40
2	Jind	25	15	40
3	Hisar	31	9	40
4	M.Garh.	34	6	40
5	Sonipat	34	6	40
	Total	157 (78.5 %)	43 (21.5%)	200

Above table shows that out of 200 beneficiaries, 157 (78.5%) received their wages payments through Bank Account and 43(21.5%) received their payment by cash.

### **5.16 Timely payment given by Gram Panchayat:-**

During the field survey of 200 selected beneficiaries, it was inspected that wage payments given by Gram Panchyat were paid timely. The payment of every worker should be paid on weekly basis or in some cases payment can be given within fortnight of the date on which work was done under this scheme. District-wise response of beneficiaries regarding timely payment of wages made to the labourers during the year 2010-11 is shown as under:-



**Table No 5.15**

Sr. No.	District	Payment made timely		Time of payment			Total
		Yes	No	Weekly	Fortnightly	Monthly	
1	Ambala	31	9	1	34	5	40
2	Jind	37	3	-	31	9	40
3	Hisar	24	16	-	26	14	40
4	M.Garh.	34	6	-	33	7	40
5	Sonipat	32	8	1	33	6	40
	Total	158 (79%)	42 (21%)	2 (1%)	157 (78.5%)	41 (20.5%)	200

Above table shows that out of 200 selected beneficiaries, 158 (79%) beneficiaries received wage payment timely, 42 (21%) beneficiaries received their wage payment late. After discussion with the selected beneficiaries and time of payment schedule shows that only 2 (1%) beneficiaries received payment within a week, 157(78.5%) beneficiaries received payment in a fortnight and 41(20.5%) beneficiaries received late payment on monthly basis.

### **5.17 Satisfaction with the wage rate and required wage rate**

Wage rate given under this scheme is fixed by the State Government under minimum wage Act 1948, unless the wages have been notified by the Centre Government under Section 6(1) of the Act.

Wage rate of this scheme fixed at district level at district schedule of rate (DSR). The DSR may be different due to geographical area.

District-wise satisfaction with the wage rate and wage rate required by worker under this scheme given as under:-

**Table No 5.16**

Sr. No.	District	Satisfied	Non Satisfied	Required wage rate		Total
				RS.200/-	RS.250/- and above	
1	Ambala	7	33	8	32	40
2	Jind	22	18	10	30	40
3	Hisar	4	36	11	29	40
4	M.Garh.	7	33	7	33	40
5	Sonipat	1	39	9	31	40
	Total	41 (20.5%)	159 (79.5%)	45 (22.5%)	155 (77.5%)	200

Above Table shows that out of 200 sampled beneficiaries only 41(20.5%) were found satisfied with the present wage rate given under this scheme, 159 (79.5%) were found not satisfied with the wage rate given under the scheme.

During field survey found that labour required more wage rate than at present. Data show that out of 200 sampled beneficiaries 45(22.5%) are demanding wage rate Rs.200/- per day and 155(77.5%) are demanding wage rate Rs.250/- and above per day.

### **5.18 Facilities provided to worker at work site**

As per rule of MGNREGS following facilities would be provided to labour on work site by G.P./concerned authority:-

- i) Drinking Water
- ii) Toilet
- iii) First Aid
- iv) Crèche
- v) Shelter
- vi) Care Taker for children

District-wise facilities provided to the beneficiaries by Gram Panchayat during the year 2010-2011 is given as under:-

**Table No 5.17**

Sr. No.	District	Facilities provided to beneficiaries					
		Drinking Water	Toilet	First Aid	Crèche	Shelter	Care Taker for children
1	Ambala	40	16	11	-	-	2
2	Jind	40	19	12	-	-	10
3	Hisar	40	12	10	-	-	3
4	M.Garh.	40	10	11	-	-	4
5	Sonipat	40	-	-	-	-	2
	Total	200 (100%)	57 (28.5%)	44 (22%)	-	-	21 (10.5%)

Above table data show that facilities of drinking water provided to all the beneficiaries on work site by G.P. Facilities of toilet was provided to 57(28.5%) beneficiaries on work site facilities of first aid was provided to 44(22%) beneficiaries Crèche and Shelter facilities on work site were not provided to the beneficiaries.

### 5.19 Satisfaction with the role of Gram Panchayat / Block Authority

The role played by the Gram Panchayat/ Block Authority and satisfaction of beneficiaries with the concerned authority were observed in selection of each beneficiary and providing wage employment is shown as below:-

**Table No 5.18**

Sr. No.	District	Satisfied with role played by concerned authorities		Total
		Yes	No	
1	Ambala	37	3	40
2	Jind	38	2	40
3	Hisar	36	4	40
4	M.Garh.	40	-	40
5	Sonipat	37	3	40
	Total	188 (94%)	12 (6%)	200

Above table show that 188(94%) were satisfied with the functioning of concerned authorities, 12(6%) beneficiaries were not found satisfied with the functioning of concerned authorities.

They told that the G.P. and Block authority had done malpractice in measurement of digging of Ponds.

#### **5.20 Type of work done by beneficiary**

As per guidelines of the scheme, the type of works may be taken up by unskilled worker. It was found that most of the work was related to water conservation and water harvesting, tree plantation, de-silting of ponds, leveling of Kachha Rasta and Phirni.

#### **5.21 No. of days work provided**

According to this scheme 100 days employment must be provided to a person within a year but during the survey, it was found that not a single person was provided 100 days employment in a year.

#### **5.22 Role of Panchayats for awareness**

Regarding awareness about the scheme during the last 2 years it was found that 75% beneficiaries were aware by the announcements made by village Chowkidar, 15% were aware by meeting taken by the Sarpanches and remaining 10% have not received any awareness programme by the sarpanch of the village. In some villages Sarpanches have displayed shine board of the scheme on the Gram Panchayat Bhawan/ Public Place for publicity and awareness of villagers.

#### **5.23 Village level Identification of person willing to do work under the scheme**

All the Sarpanches of sampled villages were interviewed to know whether door to door survey was conducted or not. It was found that 19 (95%) sarpanches conducted door to door survey for identification of person who is willing to do work under the scheme and only 1 (5%) head of the Gram Panchayat did not conduct door to door survey.

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## 6. FINDINGS, SHORTCOMINGS AND RECOMMENDATIONS

The National Rural Employment Guarantee Act-2005 is a collaborative partnership between the Centre Govt. and State Govt. for achievement of providing cent percent employment in rural area. The basic objective of the scheme is to provide Guarantee of 100 days employment in a year to every adult person who is willing to do unskilled work all over country.

National Rural Employment Guarantee scheme is being implemented through Gram Panchayat/Rural Development Department.

Objectives of the MGNREGS is to generate productive assets, to protect the environment, to empower rural women, to reduce migration of rural population to urban areas and to foster social equity in the society.

On the 2nd October, 2010 the name of National Rural Employment Guarantee Scheme was changed and known as Mahatma Gandhi National Rural Employment Guarantee Scheme.

This scheme came into existence in Haryana on 2<sup>nd</sup> February, 2006. It was implemented in three phases. First phase started on 2<sup>nd</sup> February, 2006, second phase on 1<sup>st</sup> April, 2007 & third phase on 1<sup>st</sup> April, 2008.

The Economic and Statistical Analysis Department was assigned the evaluation study of MGNREGS by the State Govt. with the objectives to ascertain the implementation, achievement of the target, impact of the scheme, to identify the bottleneck in the implementation and to suggest necessary corrective measures for bringing qualitative improvement in performance of the scheme.

A sample of 200 beneficiaries from 20 selected villages of five Districts namely Ambala, Hisar, Jind, M.garh and Sonipat were taken by adopting sampling technique to carry out the survey.

### **Main findings of the study are as under:**

1. Mahatma Gandhi Rural Employment Guarantee scheme was launched in state of Haryana from 2<sup>nd</sup> February, 2006.
2. Sirsa and Mahendergarh districts were covered under the scheme in first phase from 2<sup>nd</sup> February, 2006 Ambala and Mewat districts were covered under the scheme in 2<sup>nd</sup> phase from first April, 2007 and the remaining districts of the State were covered in 3<sup>rd</sup> phase from first April, 2008.

3. Sharing ratio of the funds between the Centre Government and State Government is 90:10.
4. Minimum agricultural wages of Rs. 151/- per day notified by the State Government w.e.f. first July, 2009.
5. Total available funds and total expenditure during the financial year 2005-06 to 2009-10 are Rs. 36803.23 lac and Rs. 24726.72 lac respectively.
6. Job cards issued to 413816 families during the year 2005-06 to 2009-10.
7. A total No. of 359237 families provided employment whereas 359922 families demanded employment during the period 2005-06 to 2009-10. 685 Families demanded but not provided work under the scheme.
8. 6951 works were completed under the scheme during the period year 2005-06 to 2009-10.
9. 8510 works are under progress during the period 2005-06 to 2009-10.
10. Total 145.66 lac man-days employment were generated under the scheme during the period 2005-06 to 2009-10.
11. Total Employment provided to women was 48.19 lac (33.08%) man-days during the period 2005-06 to 2009-10.
12. As far as social status of the 200 sampled beneficiaries is concerned, there were 128 Scheduled Caste, 45 Backward Class and 27 were from Other Castes.
13. All the 200 sampled beneficiaries were found aware about the scheme.
14. Out of 200 beneficiaries, 171 (85.5%) were awared of the scheme by the Gram Panchayat, 7 (3.5%) through Mass Media and 22(11%) by consultation with community member of the same village.
15. Out of 200 beneficiaries, 74 (37%) were found skilled labour and 126 (63%) were unskilled labour.
16. Out of 200 beneficiaries, 168 (84%) were opened bank accounts for the payment of wages and 32 (16%) were not opened bank accounts.
17. Non-beneficiaries were not found in the sampled villages. A non-beneficiary is the person who applied to work but work was not provided to him.
18. Of the 20 villages Head of Panchayat/Sarpanch told that according to guidelines, there is not a single non-beneficiary of the scheme.
19. Out of 200 beneficiaries, 148 (74%) were found Below Poverty Line (BPL) and 52 (26%) were Above Poverty Line (APL).

20. Effect of the employment on the sampled beneficiary's social status was negligible as 104(52%) beneficiaries responded that their social status improved and 96 (48%) have found no effect on their status.
21. Out of 200 beneficiaries, 102(51%) beneficiary's educational status rose up and 98 (49%) were found with negative opinion about the rising of educational status.
22. Out of 200 beneficiaries, 188 (94%) told that door to door survey was conducted by Gram Panchayat and the remaining 12 (6%) told that survey was not conducted door to door by the Gram Panchayat.
23. 133 (66.5%) beneficiaries told that list of job seekers updated within every 3 months and 67 (33.5 %) beneficiary's responded in negative.
24. All the selected Gram Panchayats issued job cards within stipulated time limit to sampled 200 beneficiaries.
25. Cost of the job card including photograph was borne by Gram Panchayat /Government.
26. Photograph was not found on 36 (18%) beneficiary's job cards.
27. Out of 200 beneficiaries, 75 (37.5%) told that more than one person got employment under the scheme from a household.
28. Out of 200 beneficiaries 75 (37.5%) who worked under the scheme more than one person from a household, 65 (92.5%) were found satisfied with the employment.
29. Unemployment allowance was not given in selected 20 villages.
30. Out of 200 beneficiaries, 197 (98.5%) were provided work by G.P. and 3 (1.5%) were provided work by BDPO within village.
31. Work was provided within 5 kilo meter of radius to the residence of all the sampled beneficiaries.
32. Out of 200 beneficiaries, 157(78.5%) received payment by bank account while 43 (21.5%) were received payment by cash.
33. Out of 200 beneficiaries 158(79%) were received payment timely & 42(21%) were received late payment.
34. Only 2(1%) beneficiaries received their payments on weekly basis. 157(78.5%) were received payment fortnightly and 41 (20.5%) were received their payment on monthly basis.
35. Only 41(20.5%) beneficiaries found satisfied with current wage rate of Rs. 151 & 159 (79.5%) were found not satisfied with current wage rate.

36. Out of 200 beneficiaries 155(77.5%) were demanding wage rate Rs. 250 and above per day & 45 (22.5%) were demanding Rs. 200 per day.
37. Drinking water facility was provided to the worker by the Gram Panchayats in all the selected villages. Toilet facility was provided to only 28.5%, and First-aid facility to 22% sampled beneficiaries and facility of Crèche, Shelter & Care-taker for children were found very poor.
38. Out of selected 200 beneficiary, 12 (6%) were not satisfied with the role of concerned authorities.

### **Shortcomings/Bottlenecks faced in the implementation of the scheme.**

The survey has highlighted certain shortcomings/ bottlenecks as per observations made by the survey team in smooth execution of the various activities of the MGNREGS which include:-

- (i) Non utilization of released funds.
- (ii) Out of 200 selected beneficiaries found that 32(16%) were not opened their bank account.
- (iii) Lack of timely wage payment to the worker under the scheme.
- (iv) Lack of door to door survey for identification of person willing to do work.
- (v) Lack of the satisfaction with the current wage rate.
- (vi) Lack of facility provided to beneficiaries by G.P.
- (vii) 100 days employments were not provided to a person in a year in the State.
- (viii) Lack of Mismanagement was seen at Administrative level.

### **Recommendation:-**

The survey revealed that guidelines and norms of the MGNREGS were not being followed properly. On the basis of various findings and observations the following recommendations have been made for the implementation of MGNREGS:-

1. The funds earmarked for the MGNREGS should be 100% utilized for achievement of the desired goal.
2. According to the scheme bank account should be opened for all of the beneficiaries related to this scheme.
3. Wage payment should be made on weekly basis/timely
4. Door to door survey should be conducted by GP for identification of person who is willing to do work under the scheme.



5. Wage rate should be increased up to Rs. 250/- per day.
  6. Facilities should be provided at work site to the beneficiaries and their children by Gram Panchayat.
  7. 100 days employment within a year should be provided to a person who is willing to do work under this scheme.
  8. Separate staff should be provided to implement this scheme.
  9. Accounts of District Rural Development Agency should be proper checked by the authorized state level cell.
  10. The scope of the scheme may be enlarged which help the state to fully absorb the funds.
  11. A monitoring cell should be created to monitor the work and utilization of funds properly.
  12. The other work like Land Development irrigation facility and horticultural plantation should also be permitted to small and marginal farmers.
  13. More than 100 days employment should be provided to needy person.
  14. State Government Employment Guarantee Funds should be created at the earliest.
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**Annexure-A**  
**ORGANISATION STRUCTURE OF NODAL IMPLEMENTING**  
**AGENCY OF MGNREGS**

