# Performance assessment of MGNREGA-2005 in Haryana: An inter-district analysis

Deepak Moda\* and Mehtab Singh, Haryana

#### Abstract

Haryana is one of the most prosperous states in the country, and at the same time, it is home to the highest proportion of unemployed. The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is the world's biggest employment generation scheme which legally guarantees every rural household at least 100 days of wage employment every financial year. In the present study, an attempt has been made to assess the inter-district variations in the performance of the MGNREGA in Haryana employing the secondary data sources obtained from the MGNREGA's official website for the financial year 2021-22. The outcomes of the study highlighted large inter-district variations in the performance of the MGNREGA. Households in districts such as Nuh, Sirsa, and Jind characterized by higher levels of multi-dimensional poverty and rural population, poor industrial development, and lower levels of per capita income and literacy were found more inclined towards undertaking unskilled manual MGNREGA jobs compared to those with relatively better-off districts such as Faridabad, Gurugram, and Rohtak. Further, the study highlighted that, ironically, MGNREGA performed poorly in districts wherein job seekers are large compared to those with fewer job seekers, indicating the failure of the MGNREGA in meeting the aspirations of the people where it is needed the most. Overall spatial patterns revealed that districts lying in close proximity to the national capital New Delhi performed better, except in Nuh district, while districts in western parts of the country performed poorly.

**Keywords:** Composite score, employment, MGNREGA Performance Index, poverty, and rural economy.

#### Introduction

Haryana is one of the most economically affluent states in the country with a per capita income of INR 2,39,535/- at current prices, well above the national average of INR 1,28,829/- (DESA, Haryana, 2021) and yet it has the highest unemployment rate in the country with a rate as high as 26.95 percent, markedly above the country's average of 7.43 percent. By region, urban Haryana (28.3%) has more unemployed persons than rural

Haryana (26.1%), and by gender, females (73.5%) are more unemployed than their male (22.8%) counterparts (CMIE, May-August, 2022). This clearly reveals that the state has a huge interpersonal disparity in terms of per capita income and that a large number of persons are unable to access employment opportunities to fulfill their basic needs.

As a result of the diminishing employment opportunities, a large section is

forced deeper into the labyrinth of poverty. In fact, 12.28 percent of the state's population is categorized as multidimensionally poor, measured in terms of health, education, and standard of living (NITI Aayog, 2021). Poverty is more widespread in rural Haryana (14.86%) than in urban Haryana (8.16%). Inter-district variation in multidimensional poverty is even more glaring. For example, the proportion of multi-dimensionally poor is 63.18 percent in the Nuh district while the proportion is around 27 percent in Palwal and 15 percent in the Sirsa district which appears to be due to wide variations in per capita income, literacy rate, road infrastructure, and healthcare facilities (Tanwar et al., 2019). Districts located in the northern part of the state depict a better situation where this percentage is less than 5 percent (Ambala 1.99%, Panchkula 2.47%, Yamunanagar 4.47%). The twin problems of unemployment and multi-dimensional poverty in Haryana coexist with the overall prosperity that the state is generally associated with.

The Mahatma Gandhi National Rural Employment Guarantee Act (popularly known as the MGNREGA-2005) that came into force in 2006 is aimed at addressing the problem of rural poverty through this essentially demand-driven programme that legally guarantees every rural household at least 100 days of wage employment every fiscal year without any socio-economic discrimination at a statutory determined wage rate (Rs. 315 a day, FY 2021-22). Carefully crafted to ensure gender justice and empowerment of women, one-third of the total employment is reserved for women at an equal wage rate vis-à-vis men and the payment of the work done is made weekly or not later than 15 days after the date on

which the work was completed. The wages are directly transferred to the beneficiary's post office/bank account. The programme prohibits the use of labour-replacing machines. Significantly the act provides for the payment of 'unemployment allowance' if the work is not provided within 15 days of submitting the application demanding work and also for the payment of 'transportation allowance' if the work is provided beyond 5 km of the applicant's residence.

MGNREGA enjoys huge respect among the rural masses as it is simultaneously designed as a programme for employment generation, poverty alleviation, infrastructure development, and women empowerment among others which is why it has attracted much scholarly interest. The programme has been criticized for its tardy implementation in some cases as well as a success story in others. Moda et al. (2023) analyzed the performance and problems in MGNREGA implementation in the most poverty-ridden Nuh district of Haryana and found that the programme provided only 40.87 days of employment per household on an average with a success rate of 100 days of work provided to just 1.60 percent of the beneficiary. Significantly, it was found to have been largely supply-driven contrary to its objective of being demand-driven, apart from violations of the wage-to-material ratio, use of machines, presence of contractors, and absence of work-site facilities, underpayment, delay in wage payments, and payment of wages in cash mode, etc. The SC beneficiary households' average annual income increased only by 12.75 percent (Rs. 13,050/-), largely insufficient to pull them above the poverty line (Moda et al. 2022). In yet another evaluative study of the Bhiwani district of Haryana, Meenu (2022) observed that the act failed to

meet the local rural households' employment demand as it provided employment to merely 80.25 percent of the eligible employmentseeking households. Turangi's study (2022) revealed glaring inter-sate disparity in the implementation of the programme as fourteen of the 28 major states of India performed rather poorly. However, Jain and Sharma (2021) noticed a nationwide upward trend in MGNREGA in the allocation of work and efficiency of implementing the programme during the COVID-19 induced economic slowdown when the Indian economy went into a short-term recessionary phase. Rout (2019) in a study of Odisha concluded that the act failed to generate employment with 55 percent of the households with job cards still suffering from unemployment, and those who were given jobs did not stay in them for even 51 days. On the contrary, the experience of Tamil Nadu is at variance with many other states (Vettriselvan et al. 2018), where the implementation of the programme has been successful in not only reducing poverty among the beneficiary households but also has empowered them. In a micro-study in the Chandropa panchayat of Panchrukhi block in the Kangra district of Himachal Pradesh, Lata and Kumar (2017) found that the beneficiary households' employment and income were higher by 78.47 and 12.29 percent respectively in comparison to the non-beneficiaries. Due to inadequate and tardy fund release, the act, however, failed to implement the weekly payment of unskilled wages to the workers.

In the context of the existence of widespread unemployment, multidimensional poverty, and wide intra-state variations in an economically prosperous state like Haryana, the question of employment generation merits serious academic analysis. MGNREGA is an innovative policy measure that has a significant bearing on the lives of the rural poor especially in terms of employment generation. An interdistrict performance analysis is expected to contribute to the identification of districtspecific key factors which has a direct bearing on the performance of the MGNREGA. This analysis is designed to facilitate better planning and policy development thereby contributing to an appropriate future course of action to maximize the expected outputs in the future. In light of the above, the present study undertook the task of an inter-district performance analysis of MGNREGA in Haryana. The research aims to find answers to the following questions: Has MGNREGA been successful in providing employment opportunities to rural households in Haryana? Has MGNREGA been successful in meeting its goal of providing at least 1/3<sup>rd</sup> of the total employment opportunities to women in Haryana? Which pocket(s) of the state performed better and poorly in terms of MGNREGA implementation?

## Study area

Carved out as a separate state on 1st November 1966, Haryana is a small landlocked state situated in the north-western part of India. It borders Punjab in the west, Rajasthan in the south, Delhi and Uttar Pradesh in the east, and Himachal Pradesh in the north. Physiographically, the state is a plain area except for the Arawali Hills and Siwalik Hills in the north and south respectively. Haryana is characterized by semi-arid climatic conditions.

The state is divided into 22 districts and is home to 2,53,51,462 persons of which little over one-third (34.8%) live in rural areas

with wide inter-district variations ranging from nearly 88 percent in Nuh to a little over 20 percent in Faridabad (Census, 2011). Its total literacy rate is around 75 percent with wide inter-district disparity ranging from nearly 54 percent in Nuh to about 85 percent in Gurugram (Census, 2011). With nearly 66 percent literacy, women are the hardest hit (Census, 2011). Although Haryana is an agricultural state, its economy also relies on information outsourcing, retailing, and manufacturing. Faridabad, Gurugram, Ambala, and Sonipat are big industrial hubs of the state.

The MGNREGA was implemented nationwide, except in urban areas, in three different phases. In Haryana, Mahendergarh, and Sirsa districts were covered in the first phase (February 2006), Ambala and Nuh districts in the second phase (April 1, 2007), and the rest of the districts in the third phase from April 1, 2008.

#### **Database and Methodology**

Considering reliability the and comprehensiveness, the present study utilized the secondary data obtained from the MGNREGA's official website for the financial year 2021-22 with reference to the district-wise number of households demanded employment and provided employment, persons provided employment and women's share therein; average days employment provided per household in a financial year, and work completion rate. Data related to unemployment were obtained from the website of the Centre for Monitoring Indian Economy (CMIE) while the data related to multi-dimensional poverty were taken from the India National Multidimensional Poverty Index Baseline Report (2021) published by the NITI Aayog, Government of India. Average, percentage, and chorochromatic maps along with descriptive and judgemental analyses have been undertaken to conduct the analysis. Geographic Information System (QGIS, version 3.4 Madeira) has been utilized to map the spatial patterns of households-provided employment (Fig. 1), women-provided employment (Fig. 2), average days employment provided per household (Fig. 3), work completion rate (Fig. 4), and the MGNREGA Performance Index (MPI) score (Fig. 6). Further, based on the MPI score, districts have been classified into five equal interval categories *viz.*, very low, low, medium, high, and very high (Table 3).

For a holistic assessment of MGNREGA, the percentage of households provided employment as an indicator of its performance cannot be overemphasized though a few more indicators are important too. These include, the percentage of women provided employment, the average number of days employment provided per household, and the percentage of the development works completed. The methodology used to compute the MPI is similar to the UNDP's methodology for the calculation of the 'Human Development Index (HDI)'. The MPI has been computed taking into account four basic indicators, viz; a) employment generation, b) average days of employment provided per household, c) women provided employment, and d) work progress/performance. Computing the MPI required an index to be created for each of these dimensions/indices. In order to calculate these indices, minimum and maximum values are chosen for each underlying indicator/ dimension. Performance in each dimension is expressed as a value ranging between 0 and 1 which is obtained by applying the following mathematical formulae:

 $Dimension\ Index = \frac{Original\ Value - Minimum\ Value}{Maximum\ Value - Minimum\ Value}$ 

The MGNREGA Performance Index is a simple average of the four-dimension indices.

$$MPI = \frac{1}{4} (EGI) + \frac{1}{4} (WPEI) + \frac{1}{4} (ADEPI) + \frac{1}{4} (WPI)$$

where:

EGI: Employment Generation Index, WPEI: Women Provided Employment Index, ADEPI: Average Days Employment Provided Per Household Index, and, WPI: Work Performance Index

#### Results and discussion

The result of the study may be analyzed under two heads namely 1) Inter-district performance analysis, and 2) MGNREGA Performance Index.

## Inter-district performance analysis Households provided employment

Under the act, unskilled wage employment is provided to those who possess a valid job card which is issued by the concerned Gram Panchayat after due verification. There are 30,43,756 rural households (Census, 2011) in the state of which 12,31,215 households (40.45 percent) own a job card (FY 2021-22). Of the total households possessing job cards, 4,72,995 households (38.42%) demanded employment, of which 4,03,780 households (85.37%) were provided employment. In other words, MGNREGA provided employment to 1.33 percent of the total rural households in the district.

Among the districts, Faridabad (97.69%) accounted for the highest percentage of households that were provided employment as against households that demanded employment while Nuh (76.22%) accounted for the lowest percentage. Here, it is

important to note that these two districts also accounted for the lowest (0.40%) and the highest (15.46%) percentage of unskilled employment demand respectively in the state (Table 1). Low employment demand in MGNREGA in the Faridabad district may be attributed to the lowest proportion of the rural population (20.49%, Census-2011) and highest level of per capita income (Rs. 4,12,849/-, SDG District Index, 2022 -SDGCC, Haryana) in the state while the highest employment demand in the Nuh district can be easily related to the highest level of multi-dimensional poverty (63.18%, NITI Aayog, 2021) and dominance of rural (88.61%, Census-2011) economy, the lowest level of per capita income (Rs. 1,04,518/-SDG District Index, 2022 - SDGCC, Haryana) and the lowest literacy rate (36.6%, Cenus-2011) in the state. In other words, the proportion of the urban population, levels of literacy, per capita income, and multidimensional poverty appear to influence the extent of unskilled employment demand under MGNREGA.

## Women provided employment

One of the outstanding features of the act is that one-third of the total employment is reserved for women only, thereby, aiming at promoting women empowerment. Women beneficiaries made up 52.91 percent of all beneficiaries which is encouraging given the prevalence of high rural female unemployment. However, there is glaring inter-state and inter-district variation in women's participation in the MGNREGA programme i.e. from as low as 34.84 percent in Jammu and Kashmir to as high as 87.49 percent in Puducherry. Among the districts in Haryana, the maximum women participation was noticed in Kaithal (63.74%) a district characterized by poor levels of

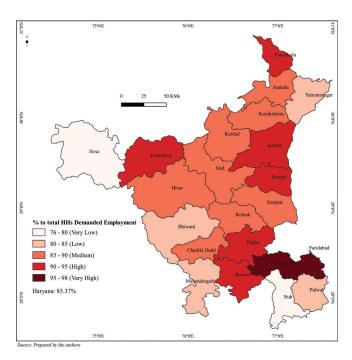


Fig. 1: Haryana-Households provided employment, FY 2021-22

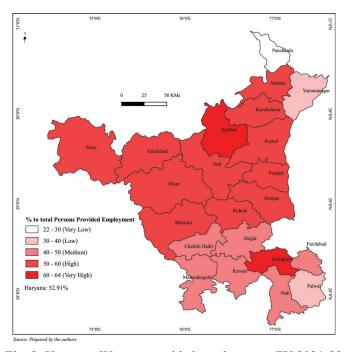


Fig. 2: Haryana: Women provided employment, FY 2021-22

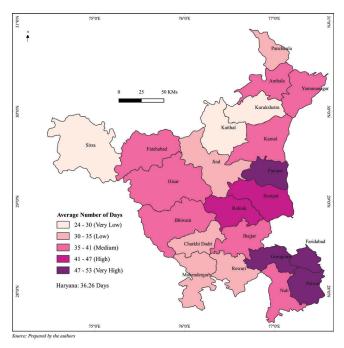


Fig. 3: Haryana-average number of days employment provided per household, FY 2021-22

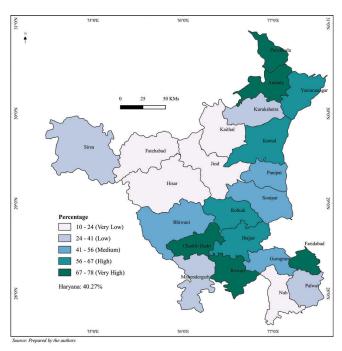


Fig. 4: Haryana-work completion rate, FY 2021-22

literacy (59.24%, Census-2011). On the other hand, the minimum participation was reported in Panchkula (22.35 percent) with relatively higher levels of literacy (75.99%, Census-2011). Lack of sufficient agricultural work, migration, poverty, unemployment, debt, health problems of other members in the family, bonded labour, etc. compel females to undertake MGNREGA jobs while factors such as support from family, group arrangements, equal wages, higher wages than the market and their timely disbursement, worksite facilities, the sensitivity of the officials, etc. encourage and motivate them to participate in MGNREGA (Dheeraja *et al.*, 2013).

## Average employment days provided

MGNREGA, by design, is a demand-driven employment generation programme that enhances rural households' livelihood security by providing them with 100 days of employment in a financial year. The realization of this lofty ideal is however rarely met. In practice, MGNREGA could provide only 36.26 days of employment. The average days of employment provided per household have not been more than 54 days in any of the districts across the state (Table 1). Only Palwal (53.01 days) and Faridabad (52.02 days) districts managed to cross the halfway mark of 50 days.

#### Work completion rate

A large variety of works, aiming at infrastructure development in rural geographies come under the purview of the act including but not limited to rural sanitation, land and water safety measures such as micro irrigation work, drought proofing, etc. During the study period, of the total 21,369 works started/initiated, a spectacular 8,606 works (40.27%) were accomplished up to June 2022.

The work completion rate varied from 78.47 percent in Ambala which also accounted for the highest average days of employment in the state (52.02 days) to nearly 10 percent in the Kaithal district which provided meager 25.98 days of employment in a year, the lowest in the state.

## MGNREGA performance index

The Employment Generation Index (EGI) measures the performance in terms of the total number of households that provided employment to the total number of households that demanded employment. For Haryana, the EGI value was calculated at 0.426 which implies that the act performed 'low' in terms of households provided employment. While the highest value was recorded for the Faridabad district, the lowest was computed for the Nuh district. The spatial pattern of employment generation (Fig. 1) reveals that districts sharing boundaries with the NCT of Delhi have a very high rate of employment generation.

Women Provided Employment Index (WPEI) measures the performance of a region in terms of the total number of women provided employment to the total number of persons provided employment. WPEI for the state was 0.738 which implies that the act performed 'very high' in terms of the number of women provided employment. While the highest value was computed for the Kaithal district, the lowest was computed for the Nuh district. A close visualization of the spatial patterns of women-provided employment (Fig. 2) reveals that southern Haryana has a relatively lower proportion of women beneficiaries than northern Haryana with the exception of the Panchkula and Yamunanagar districts.

Table 1: Haryana: District-wise performance of MGNREGA-2005 (FY 2021-22)

District	HHs demanded employment	HHs provided employment	Persons provided employment	Women provided employment	Average days employment provided per HH	Work completion rate (%)
Ambala	5,957	5,146	6,560	3,458	36.72	78.47
Bhiwani	27,912	22,384	32,097	17,586	36.58	55.29
Charkhi Dadri	5,907	5,280	7,416	3,573	34.09	67.94
Faridabad	1,906	1,862	2,155	971	52.02	75.51
Fatehabad	52,396	49,213	84,596	46,932	41.06	23.57
Gurugram	2,037	1,978	2,157	1,300	47.83	50.79
Hisar	50,744	44,935	70,053	38,325	36.96	22.46
Jhajjar	9,201	8,482	11,487	5,720	39.54	61.67
Jind	35,990	30,835	42,946	22,873	29.96	14.47
Kaithal	29,372	25,789	35,285	22,489	25.98	8.6
Karnal	32,765	30,495	44,719	26,400	36.06	62.34
Kurukshetra	16,909	14,508	21,126	12,416	27.9	34.47
Mahendragarh	9,865	7,914	10,305	4,947	34.86	27.39
Mewat/Nuh	73,128	55,735	59,474	24,328	40.87	21.63
Palwal	11,500	9,448	12,248	4,846	53.01	33.51
Panchkula	2,922	2,697	3,293	736	31.83	22.69
Panipat	13,722	12,984	18,855	9,956	48.55	44.85
Rewari	3,885	3,519	4,932	2,424	33.83	72.14
Rohtak	16,119	14,452	20,792	10,858	42.91	59.89
Sirsa	50,422	39,024	55,951	30,731	23.78	37.83
Sonipat	11,505	9,791	12,962	6,640	43.35	46
Yamunanagar	8,831	7,309	10,478	4,001	38.7	55.73
Haryana	4,72,995	4,03,780	5,69,887	3,01,510	36.26	40.27

Source: https://mnregaweb2.nic.in, June 2022

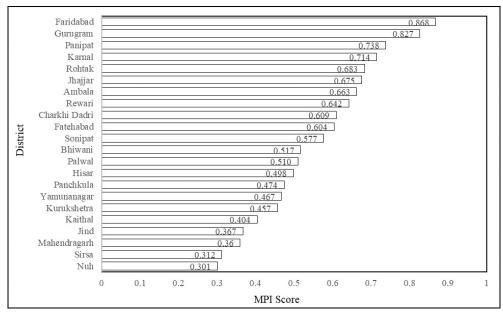


Fig. 5: Haryana- MGNREGA Performance Index, composite score, FY 2021-22 Source: Prepared by the authors based on Table 2

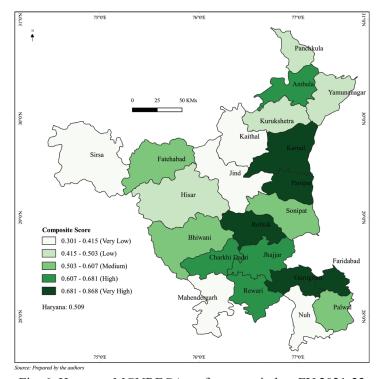


Fig. 6: Haryana: MGNREGA performance index, FY 2021-22

Table 2: Haryana: MGNREGA performance index-composite score, FY 2021-22

Division of the control of the contr	Dimension Index				MGNREGA performance	
District	EGI	WPEI	ADEPI	WPI	index- composite score	
Faridabad	1	0.549	0.966	0.957	0.868	
Gurugram	0.972	0.916	0.823	0.597	0.827	
Panipat	0.857	0.736	0.847	0.510	0.738	
Karnal	0.785	0.886	0.420	0.765	0.714	
Rohtak	0.626	0.722	0.654	0.729	0.683	
Jhajjar	0.744	0.663	0.539	0.755	0.675	
Ambala	0.474	0.734	0.443	1	0.663	
Rewari	0.669	0.647	0.344	0.908	0.642	
Charkhi Dadri	0.613	0.624	0.353	0.847	0.609	
Fatehabad	0.825	0.800	0.591	0.201	0.604	
Sonipat	0.414	0.698	0.670	0.527	0.577	
Bhiwani	0.185	0.784	0.438	0.662	0.517	
Palwal	0.277	0.416	1	0.345	0.510	
Hisar	0.574	0.782	0.451	0.184	0.498	
Panchkula	0.749	0	0.275	0.873	0.474	
Yamunanagar	0.305	0.382	0.510	0.669	0.467	
Kurukshetra	0.446	0.880	0.141	0.359	0.457	
Kaithal	0.540	1	0.075	0	0.404	
Jind	0.441	0.747	0.211	0.068	0.367	
Mahendragarh	0.186	0.620	0.379	0.256	0.360	
Sirsa	0.054	0.787	0	0.408	0.312	
Nuh	0	0.448	0.585	0.172	0.301	
Haryana	0.426	0.738	0.427	0.444	0.509	

Source: Prepared by the authors

The Average Number of Days of Employment Provided per Household Index (ADEPI) measures the performance in terms of the average number of days of employment provided per household. The ADEPI was calculated at 0.427 which implies that the act performed 'low' in terms of average employment days provided per household. While the highest value was computed for the Palwal district, the lowest was computed

for the Sirsa district. The spatial pattern (Fig. 3) shows a distinct pocket of higher days of employment under MGNREGA in the southeastern part of the state.

Work Progress Index (WPI) measures the performance in terms of the total number of works completed as against the total number of works initiated. The WPI was 0.444 which implies that the act performed 'low' in terms of the number of works accomplished

Table 3: Classification of the districts based on MGNREGA Performance Index Score, FY 2021-22

<b>.</b>	MDI	Districts				
Categories	MPI score range	Name	Number	Percentage		
Very low	0.301-0.415	Kaithal, Jind, Mahendergarh, Sirsa and Nuh	5	22.73		
Low	0.415-0.503	Hisar, Panchkula, Yamunanagar and Kurukshetra	4	18.18		
Medium	0.503-0.607	Fatehabad, Sonipat, Bhiwani, and Palwal	4	18.18		
High	0.607-0.681	Jhajjar, Ambala, Rewari and Charkhi Dadri	4	18.18		
Very high	0.681-0.868	Faridabad, Gurugram, Panipat, Karnal and Rohtak	5	22.73		
		Total	22	100		

Source: Prepared by the authors

(Table 2). While the highest value was computed for the Ambala district, the lowest was computed for the Nuh district. The spatial pattern of work completion rate (Fig. 4) reveals that districts in north-western Haryana have a very poor rate of work accomplishment and districts in eastern and northern Haryana have relatively high to very high work completion rates.

It is revealed that the act performed 'low' in Haryana in terms of employment generation, average days of employment provided per household, and work progress but performed 'very high' in terms of women-provided employment. The computed index values for different districts are given in Fig. 5 and the inter-district variations in the performance of MGNREGA are illustrated in Fig. 6.

For FY 2021-22, the overall composite score of the MGNREGA Performance Index was 0.509, ranging from 0.868 to 0.301 across districts. Faridabad with a composite score of 0.868 emerged as the top performer followed by the Gurugram (0.827), and Panipat (0.738) districts while Nuh with a composite score of 0.301 emerged as

the worst performer. Poor performance of the Nuh district is essentially attributed to the ineffective working mechanism of the implementing agencies i.e., denying employment to job seekers, lack of worksite facilities, involvement of the contractors, and insufficient and delay in payment of wages (Moda et al. 2023). Ironically, districts with a greater number of job seekers are the ones with lower overall MPI scores compared to those with fewer job seekers (Table 1 and Fig. 6). Generally speaking, the MGNREGA Performance Index (Fig. 6) is better in districts in close proximity to the NCT of New Delhi while districts in western parts of the state performed poorly. However, Nuh district, located close to the NCT of New Delhi, has the worst performance despite being surrounded by high-performing districts which are due to significantly higher levels of multi-dimensional poverty (63.18 percent, NITI Aayog,2021), lower levels of per capita income (Rs. 1,04,518, SDG District Index, 2022 - SDGCC, Haryana), poor literacy rate (54.08 percent, Cunsus, 2011), lack of industrial development and poor awareness levels of the households among others.

#### Conclusions

Haryana is one of the most prosperous states in the country with the co-existence of twin problems of unemployment and multi-dimensional poverty. MGNREGA. the biggest employment generation scheme in the world, provided employment to 1.33 percent of the total rural households in the state. MGNREGA emerged as the poor performer in socio-economically deprived districts characterized by higher levels of unemployment, multi-dimensional poverty, and lower levels of per capita income and industrial development while it performed well in relatively better-off districts (such as Faridabad and Gurugram), thereby, rendering MGNREGA a lesser pro-poor program.

One significant limitation of the study needs to be highlighted. The present study would have analyzed the underlying reasons for inter-district variations in the performance of the MGNREGA in Haryana in greater depth if district-wise latest data on the various socio-economic parameters were made available. Although MGNREGA is a relatively new programme, the present study urges policy implementers to undertake a more holistic approach to ensure the the socio-economically betterment of deprived districts in the state, especially Nuh, Sirsa, Mahendergarh, and Jind. Given the present status of MGNREGA implementation in the state, a more rigorous study on the impact assessment of MGNREGA especially in deprived districts of Haryana would be more fruitful to analyse the ground-level benefits of the scheme.

#### Acknowledgments

We gratefully extend our sincere thanks and gratitude to the anonymous reviewer

whose extremely valuable comments and suggestions improved the quality of this paper.

## **Competing interest**

The authors declare that they have no conflict of interest.

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## Deepak Moda\*

Research Scholar, Department of Geography, Maharshi Dayanand University, Rohtak, Haryana

#### **Mehtab Singh**

Professor, Department of Geography, Maharshi Dayanand University, Rohtak, Haryana

\*Author for correspondence E-mail: deepakmoda2017@gmail.com