

A Study of Slacks Measurement of Haryana through MGNREGA

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Abstract

The present paper is an attempt to measure various types of slacks of 21 sampled districts of Haryana, adopting and implementing MGNREGA, with the Help of DEA. The study found that Out of five incompetent districts, four districts (kurukshetra, Rohtak, Sonipat and YamunaNagar) disclosed the deviation through actual and targeted employment provided in the year 2011-12. During the year 2012-13, six districts (Ambala, Gurgoan, Jhajjar, palwal, Panipat, Rohtak and Sonipat) showed the slacks in actual and targeted employment provided and became the poor performers. Ambala and Palwal were the least performers in generating the targeted total and women person days. Out of 21 sampled districts, in five districts observed slacks in inputs and found to be worst performers for the year 2011-12. During 2012-13, out of 11 inefficient districts, nine districts were having slacks and could not use their inputs according to targeted goals and hence remained inefficient. The study concluded that the adoption and implementation of the scheme MGNREGA had been a great success in the State of Haryana with an emphatic performance by almost all the districts under study. The study suggested that the concerned authorities responsible for implementing the scheme (in the form of a team) should be rewarded for the good work done by them and for their best practices in the form of various types of incentives and vice-versa. It will help the state in establishing new standards in the fields.

Keywords: Data Envelopment Analysis (DEA), Technical Efficiency, slacks and MGNREGA.

Introduction

MGNREGA is the leading employment generating programme ever started in a country for the development of rural areas. Government of India enacted the National Rural Employment Guarantee Act (NREGA) on August 25, 2005 with the objective of evolving the design of wage employment programmes more effectively to fight poverty and unemployment and enhancing the livelihood security of the people in rural areas, whether or not they are

below the poverty line. The Act came into force in 200 backward districts of 27 states of India with effect from 2 February 2006 and extended to 130 additional districts in 2007-08. All the remaining rural areas of the country had been notified with effect from April 1, 2008. On 2nd October, 2009, it was renamed as the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA). The scheme NREGA is guaranteeing hundred days of wage employment in a financial year, to a rural household whose adult members volunteer to do unskilled manual work. The Act aims at eradication of poverty and at making rural areas self-sustaining through sustainable asset creation. The Government of India has referred to it as an "Act of the people, by the people and for the people". Haryana Rural Employment Guarantee Scheme (HREGS) under NREG Act, 2005 came into force in January 2007. In Haryana, initially the REGS was notified in Sirsa and Mahendargarh districts in the first phase in February 2006. In 2007-08, it had been extended to two more districts, viz., Ambala and Mewat and subsequently notified in remaining districts.

Review of Literature

Jain, Pardeep and Singh, Raminder Jit (2013) analyzed the impact of MGNREGA in unorganized sector in India through the parameter of employment generation, migration, quality of life belonging to BPL families and participation of women. As per the survey of twenty districts in Delhi, out of 5997 registered persons, only 272 beneficiary households could get 35 days of work employment under the scheme. 1339 were women out of 5997 beneficiary household. The study showed that 1502 respondents out of 5997 household migrated to a town in search of work. Thus the study analyzed that the scheme had

not checked on migration. **Chauhan, Pardeep (2013)** evaluated the effectiveness of the MNREGA to enhance livelihood security and incidence of rural poverty in Nilokheri, District Karnal of Haryana by taking a sample of 100 beneficiaries from four villages Raipur Roran, Seed Pur, Dabarthala and Jamba of Nilokheri. The study analyzed that MNREGA had provided employment during the lean season, reduced migration to some extent and created necessary infrastructure in rural areas. The study founded that MNREGA was not successful in achieving its targets- to reduce poverty, to eliminate economic and social disparities. **Devi, R. Uma (2012)**, analyzed the role of SGSY scheme in generation of self-employment opportunities. For the study 31 lakhs SHGs (20 lakhs SHGs were formed directly by the banks, 20 lakhs SHGs formed by NGOs and other formal agencies with the financial assistance of banks) were formed and based on primary and secondary sources of data. The study concluded that government had to restructure the programme from time to time and loans should be sanctioned only after identifying skills and repayment capacity of the BPL families. **Rengasamy, Kalarani and Kumar, B. Sasi (2011)** analyzed the state-wise performance of the MGNREGA and its impact on agriculture and rural agricultural wages. The study found that under the programme around 13,332 crore person days were created and 7.08 lakh assets were built. The study also measured that more than 50 per cent of the households' coverage were Chhattisgarh and Madhya Pradesh, having poverty rates much higher than the national average; followed by Bihar and Jharkhand, with over 30 percent coverage but very high levels of poverty. The study also exposed that Madhya Pradesh, Andhra Pradesh and Rajasthan had distributed Rs.10-17 billion as wage payments followed by Uttar Pradesh, Chhattisgarh, West Bengal and Bihar, with theutilized amounts Rs.5-10 billion each. **Chhikara, Kuldip Singh (2011)** observed the socio-economic impacts of the scheme in State of Haryana through his study based on primary data and found that the job cards were issued within the predestined time period (15 days) and majority of the respondents (62 per cent) asserted that the scheme has controlled the migration of workers from the rural to urban areas. It was further analyzed that the scheme had considerably increased the level of employment among the poor people who live below the poverty line, but the income had not increased because of very low purchasing power of the money they got, and hence they did not find a significant change in their living standard, and 73 per

cent of the respondents spent a major portion of their earned income on food items. Only 27 per cent of the respondents expend their earned income on the non-food items.

Objectives and Research Methodology

Objective of the Study

The study was conducted to attain the following objectives:

1. To study the slacks in inputs and outputs of various districts causing inefficiency during the period 2011-12 and 2012-13 study.
2. To make viable suggestions.

Research Methodology

The present study is based on exploratory-cum-descriptive research design. Since, under the present study, the slacks in inputs and outputs of are measured, of the districts implementing the scheme of MGNREGA in the State of Haryana, hence, all the districts of the State constitute the population of the study. All the districts under the scheme have also been selected as the sample of the study. The present study is based on secondary data, which is mostly extracted from the website of 'The Mahatma Gandhi National Rural Employment Guarantee Act, 2005 – Ministry of Rural Development, Government of India (www.nrega.nic.in).

For the purpose of analyses Data Envelopment Analysis- a non-parametric approach is used to calculate slacks in inputs and outputs of various districts. The technique provides a set of targeted inputs and outputs for the inefficient units. For each inefficient unit, there are targeted units that would attain an efficiency score of '1' with the same set of inputs and outputs. The units are known as the peer units and their values of inputs and outputs serve as the targeted values for the inefficient units. The potential improvements for the inefficient units can be calculated as:

$$\frac{(\text{Targeted Value} - \text{Actual Value}) \times 100}{\text{Actual Value}}$$

Input-Output selection for DEA analysis

Inputs	Outputs
1. Total Expenditure	1. No. of Households Provided Employment
2. Expenditure on wages	2. Total Persondays Generated
3. Expenditure on Material	3. SCs Persondays Generated
4. Administrative Expenditure	4. women Persondays Generated
	5. others Persondays Generated

Besides that percentage, graphs have also been used to get the results.

Analysis and Interpretation of Data

To evaluate the implementation of the scheme in the state Haryana and to measure the slacks in inputs and outputs of various districts under study, the collected data was analyzed and the following results were obtained

Table 1.1

Districts wise slacks in inputs (2011-12)

Sr. No.	DMU	Total expenditure (Input 1) in lakhs	Expenditure on Wages (Input 2) in lakhs	Expenditure on Material (Input 3) in lakhs	Administrative Expenditure (Input 4) in lakhs	Actual	Targeted	Slack	% of Slack	Actual	Targeted	Slack	% of Slack	Actual	Targeted	Slack	% of Slack
		Actual	Targeted	Slack	% of Slack												
1	KURUKSHETRA	883.95	806.93	77.02	8.713	548.83	535.61	13.22	2.41	313.87	250.579	63.29	20.16	21.26	20.748	0.51	2.408
2	REWARI	487.92	466.014	21.91	4.49	313.75	305.997	7.753	2.47	152.83	146.301	6.529	4.272	21.34	13.716	7.62	35.73
3	ROHTAK	623.44	577.343	46.1	7.394	367.88	360.308	7.572	2.06	226.81	193.904	32.91	14.51	28.74	23.137	5.6	19.5
4	SONIPAT	611.32	556.958	54.36	8.893	383.13	358.416	24.71	6.45	193.87	178.755	15.12	7.796	34.32	19.791	14.5	42.33
5	YAMUNANAGAR	1432	1390.17	41.85	2.922	902.82	876.445	26.38	2.92	498.92	484.344	14.58	2.922	30.27	29.386	0.88	2.92

Source: Researcher's Calculations

The input slacks of sampled districts are highlighted through analytical Table 41.1. Out of total 21 sampled districts five districts fell short of target in all four inputs (Total expenditure, Expenditure on Wages, Expenditure on Material and Administrative Expenditure). These districts have employed excessive amount of input vis-à-vis the performance in outputs. Table 1.1 exhibited that five districts were showing slacks in input 1, 'Total Expenditure', ranging from 2.92 percent (minimum) in case of YamunaNagar to 8.89 percent (maximum) in case of Sonipat. The other notable poor performance in Total Expenditure was Kurukshetra (8.71per cent), Rewari (4.49per cent) and Rohtak (7.39per cent).

Similarly, the slacks in 'Expenditure on Wages' of the districts ranging from 2.06 percent (minimum) in case of Rohtak to 6.45 percent (maximum) in case of Sonipat, hence district Sonipat was the worst

performer as far as the use of input was concerned. Other notable poor performers were Kurukshetra (2.41per cent), Rewari (2.47per cent) and YamunaNagar (2.92per cent). In case of 'Expenditure on Material' minimum deviation was noticed in YamunaNagar district (2.92per cent) followed by Rewari (4.27per cent), Sonipat (7.80per cent), Rohtak (14.51per cent) and Kurukshetra (20.17per cent). In case of Administrative Expenditure, the slacks are ranging from 2.41 percent in case of Kurukshetra to 42.33 percent in case of Sonipat. The highest and very significant slack in 'Administrative Expenditure' was noticed in case of Sonipat (42.33per cent) followed by Rewari (35.73%per cent), Rohtak (19.50per cent) and YamunaNagar (2.92per cent). The bottom slack was noticed in case of Kurukshetra (2.41per cent).It is evident from the table 4.11that the same five districts have noticed slacks in all the four inputs.

The slacks produced by five sampled districts in input of 'Total Expenditure' are highlighted through figure 1.1

Figure: 1.1

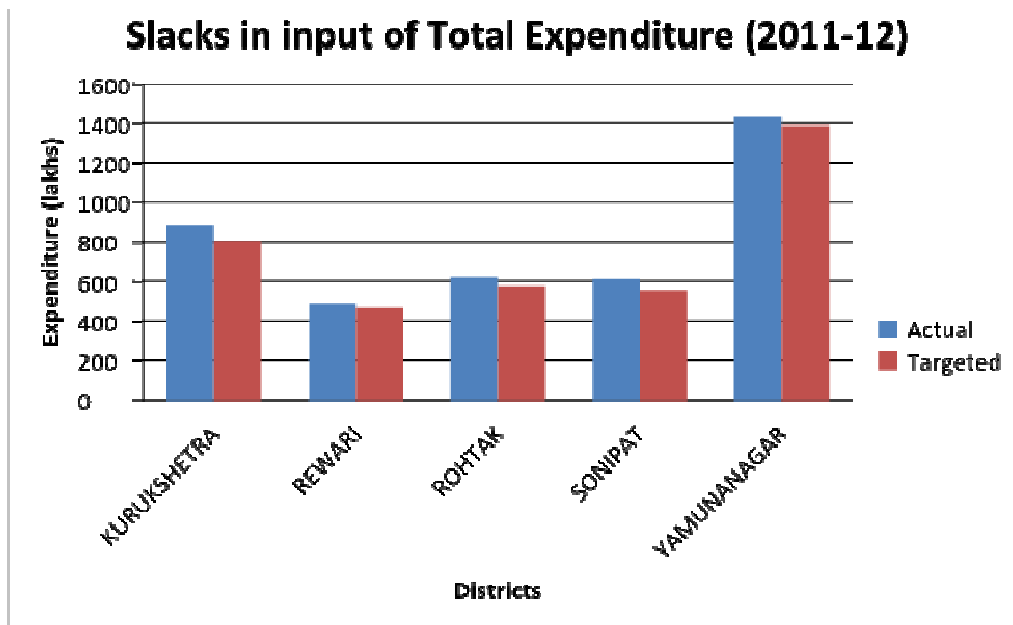


Table 1.2

Districts wise slacks in Outputs (2011-12)

Sr. No.	DMU	No. of households provided employment (Output 1)	Total Person days generated (Output 2) in lakhs		Slack	% of Slack	Actual	Targeted	Slack	% of Slack
			Actual	Targeted						
1	KURUKSHETRA	8047	9332.29	1285	15.97	4.22	34.377	30.16	714.62	
2	REWARI	5209	5209	0	0	2.3	17.259	14.96	650.39	
3	ROHTAK	4981	6433.43	1452	29.16	2.72	11.227	8.507	312.76	
4	SONIPAT	5584	5801.33	217.3	3.892	2.74	13.021	10.28	375.22	
5	YAMUNANAGAR	10360	12960.3	2600	25.1	6.33	26.203	19.87	313.95	

Table 1.2 continued...

SCs Person days generated (Output 3) in lakhs	Women Person days generated (Output 4) in lakhs	Other Person days generated (Output 5) in lakhs	Actual	Targeted	Slack	% of Slack	Actual	Targeted	Slack	% of Slack	
											Actual
1.16	1.16	0	0	1.25	1.251	0.001	0.08	1.81	1.81	0	0
0.69	0.69	0	0	0.62	0.664	0.044	7.1	1	1	0	0
0.999	0.999	0	0	0.72	0.72	0	0	1	1	0	0
0.84	0.84	0	0	0.76	0.76	0	0	1.15	1.15	0	0
1.6	1.6	0	0	1.5	1.564	0.064	4.27	3.24	3.24	0	0

Source: Researcher's Calculations

The under performance in the outputs by the districts are analyzed through Table 1.2. The slacks show that respective districts cannot achieve their targeted outputs or inputs. It is evident from the Table 1.2 that only four districts notified slacks in output 1 (No. of households provided employment) that ranging from lowest 3.89 percent in case of YamunaNagar to highest and very significant 29.16 percent in case of Rohtak. In case of II output (Total Persondays Generated), the highest slack was addressed in case of kurukshetra (714.62 per cent) and very nominal slack were observed in Rohtak (312.76per cent), YamunaNagar (313.95per cent) and Sonipat

(375.22per cent). Further Table 1.2 exhibited there were no slacks in output III (SCs Persondays Generated) and output V (Others Persondays Generated) i.e. all the districts were producing efficiently and having no slacks. As far as output IV (Women Persondays Generated) is concerned five districts were showing slacks. Kurukshetra was observed as the least defaulter with 0.08 percent followed by YamunaNagar (14.27per cent) and Rewari (7.10per cent).

The slacks in output are a proof of a very low performance by the above said districts and hence, need to be addressed immediately.

Figure: 1.2

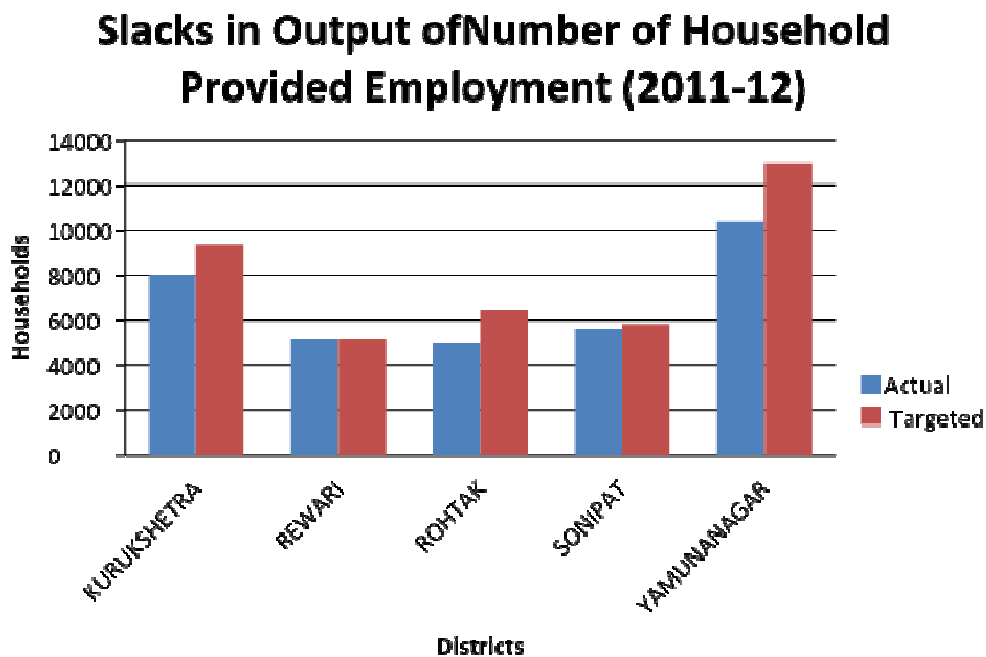


Figure 1.2 portrays the gaps between actual and targeted figures of output 'Number of Households Provided Employment' during 2011-12 by the underperformer sampled districts and similarly figure 4.12 hints toward the inefficiency of five districts as far as the achievement of Total Persondays Generated in concerned.

Figure: 1.3

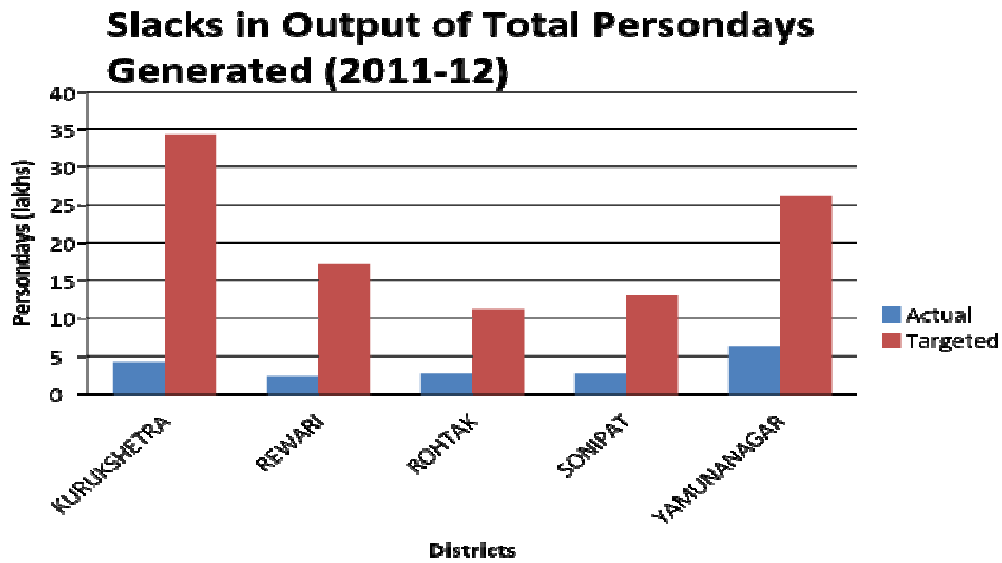


Table 1.3

Districts wise Slacks in Inputs (2012-13)

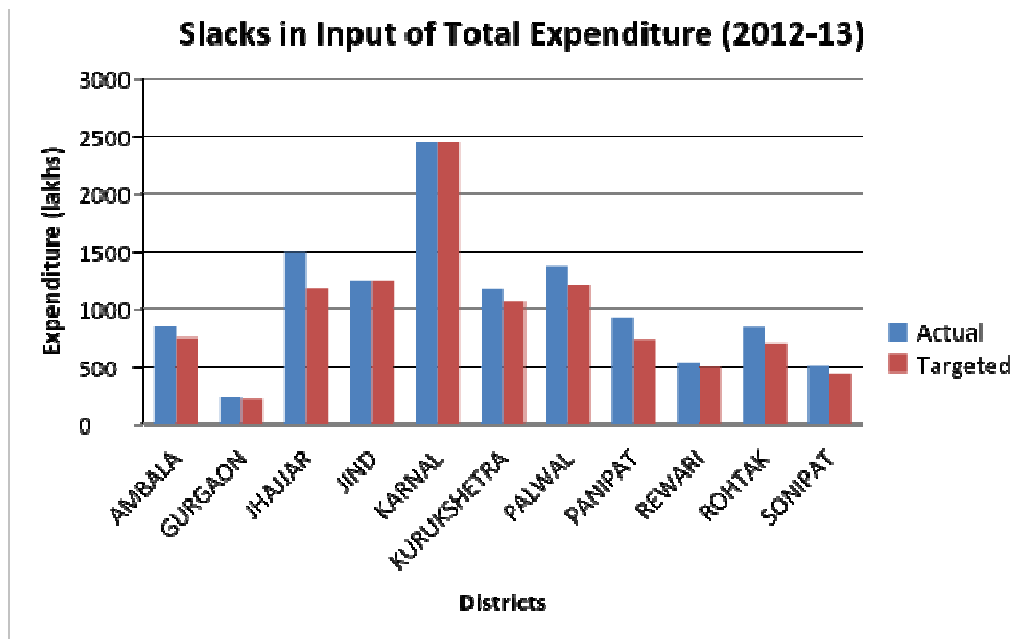
Sr. No.	DMU	Total expenditure (Input 1) in lakhs	Expenditure on Wages (Input 2) in lakhs	Expenditure on Material (Input 3) in lakhs	Administrative Expenditure (Input 4) in lakhs												
		Actual	Targeted	Slack	% of Slack	Actual	Targeted	Slack	% of Slack	Actual	Targeted	Slack	% of Slack	Actual	Targeted	Slack	% of Slack
1	AMBALA	850.78	752.904	97.88	11.5	555.62	535.896	19.72	3.55	270.68	192.715	77.97	28.8	24.04	23.187	0.85	3.55
2	GURGAON	238.23	220.537	17.69	7.427	141.66	139.967	1.693	1.195	86.85	71.794	15.06	17.34	9.11	8.711	0.4	4.38
3	JHAJJAR	1498.2	1175.681	322.5	21.53	930.98	820.768	110.2	11.84	525.33	324.562	200.8	38.22	35.76	28.973	6.79	19
4	JIND	1241.6	1241.61	0	0	961.95	961.95	0	0	207.04	207.04	0	0	72.28	72.28	0	0
5	KARNAL	2446.4	2446.37	0	0	1591.8	1591.79	0	0	811.4	811.4	0	0	43.18	43.18	0	0
6	KURUKSHETRA	1168.1	1070.895	97.19	8.321	778.2	732.607	45.59	5.859	361.42	311.251	50.17	13.88	27.85	26.218	1.63	5.86
7	PALWAL	1366.7	1208.07	158.6	11.6	834.03	759.948	74.08	8.882	497.16	414.19	82.97	16.69	34.83	31.736	3.09	8.88
8	PANIPAT	930.35	742.942	187.4	20.14	574.58	513.959	60.62	10.55	328.63	204.965	123.7	37.63	26.17	23.409	2.76	10.6
9	REWARI	541.73	503.633	38.1	7.032	338.14	328.352	9.788	2.895	181.19	159.085	22.11	12.2	22.1	15.865	6.24	28.2
10	ROHTAK	848.22	705.23	143	16.86	530.2	495.795	34.41	6.489	294.75	187.643	107.1	36.34	22.7	21.227	1.47	6.49
11	SONIPAT	513.95	434.712	79.24	15.42	314.28	280.499	33.78	10.75	178.8	137.821	40.98	22.92	20.61	16.121	4.49	21.8

Source: Researcher's Calculations

The gaps in the performance of inputs of 11 districts were observed during 2011-12, through analytical Table 1.3. These districts have employed excessive amount of input vis-à-vis the performance in outputs. Table 1.3 exhibited that nine districts were showing slacks in input 1, 'Total Expenditure', Jhajjar is the least performer with variation of 21.53 per cent followed by Panipat (20.14per cent), Rohtak (16.86per cent), Sonipat (15.42per cent), Palwal (11.60per cent) and Ambala (11.50per cent). Gurgaon, Kurukshetra and Rewari have low variation of 7.43 percent, 8.32 percent and 7.03 percent. Similarly, the slacks in 'Expenditure on Wages' of the districts ranging from 1.20 percent (maximum) in case of Gurgaon to 11.84 percent in case of Jhajjar.

Other notable poor performers were Ambala 3.55 percent, Rewari 2.90 percent, Kurukshetra 5.86 percent Rohtak 6.49 percent, Palwal 8.88 percent, Panipat 10.55 percent and Sonipat 10.75 percent respectively. The least variation was observed in Rewari with 12.20 percent and highest for Jhajjar of 38.22 percent in case of 'Expenditure on Material'. In case of Administrative Expenditure, the least slacks observed in case of Ambala 3.55 percent followed by Gurgaon 4.38 percent, Kurukshetra 5.86 percent, Rohtak 6.49 percent, Palwal 8.88 percent, Panipat 10.55 percent, Jhajjar 18.98 percent and Sonipat 21.78 percent. The highest and very significant slack in 'Administrative Expenditure' was noticed in case of Rewari (28.21per cent).

Figure: 1.4



The eleven sampled districts creating the gaps in utilization of input 'Total Expenditure' during 2012-13 and highlighted through figure 1.4.

Table 1.4

Districts wise Slack in Output (2012-13)

Sr. No.	DMU	No. of households provided employment (Output 1)	Total Person days generated (Output 2) in lakhs						
		Actual	Targeted	Slack	% of Slack	Actual	Targeted	Slack	% of Slack
1	AMBALA	8164	8164	0	0	3.73	3.88	0.15	4.021
2	GURGAON	1646	2245.887	599.89	36.45	0.98	0.98	0	0
3	JHAJJAR	8909	9407.388	498.39	5.594	6.47	6.47	0	0
4	PALWAL	6354	8126.292	1772.3	27.89	5.73	5.74	0.01	0.175
5	PANIPAT	6359	6547.426	188.43	2.963	3.98	3.98	0	0
6	ROHTAK	5854	6420.759	566.76	9.682	3.75	3.75	0	0
7	SONIPAT	3698	3843.063	145.06	3.923	2.11	2.11	0	0

Table 1.4 continued...

SCs Person days generated (Output 3) in lakhs	Women Person days generated (Output 4) in lakhs	Other Person days generated (Output 5) in lakhs									
			Actual	Targeted	Slack	% of Slack	Actual	Targeted	Slack	% of Slack	
1.54	1.54	0	0	0.88	1.03	0.15	17	1.31	1.31	0	0
0.35	0.35	0	0	0.24	0.24	0	0	0.39	0.39	0	0
1.89	1.89	0	0	1.98	1.98	0	0	2.6	2.6	0	0
0.89	0.89	0	0	1.44	1.45	0.01	0.69	3.4	3.4	0	0
1.36	1.36	0	0	1.17	1.17	0	0	1.45	1.45	0	0
1.31	1.31	0	0	1.03	1.03	0	0	1.41	1.41	0	0
0.67	0.67	0	0	0.58	0.58	0	0	0.86	0.86	0	0

Source: Researcher's Calculations

The actual and targeted figures of output (including slacks) used by various sampled districts in 2012-13 have been highlighted through analytical table 1.4 respectively. It was revealed through the Table 1.4 that six districts Gurgaon, Jhajjar, Palwal, Panipat, Rohtak and Sonipat of total seven districts were having slack in output I (No. of households provided employment) and were unable to achieve the target. Gurgaon disclosed the highest deviation of 36.45 percent and Panipat with a low deviation of 2.96 percent. The other notable worst performers were Palwal (27.89 per cent), Rohtak (9.68 per cent), Jhajjar (5.59 per cent) and Sonipat (3.92 per cent). The slack observed in the performance of output II (Total Persondays Generated) was 0.17 percent

(minimum) in case of Palwal and 4.02 percent (maximum) in case of Ambala.

Further, Table 1.4 exhibited there were no slacks in output III (SCs Persondays Generated) and output V (Others Persondays Generated) i.e. all the 21 districts were performing efficiently. This indicates that all sampled districts are good performer in relation to output III and V. As far as, Ambala defaulted in achieving the target with 17.05 percent and Palwal by 0.694 percent in case of output IV (Women Persondays Generated). The slacks in output are a proof of a very low performance by the above said districts and hence, need to be addressed immediately.

Figure: 1.6

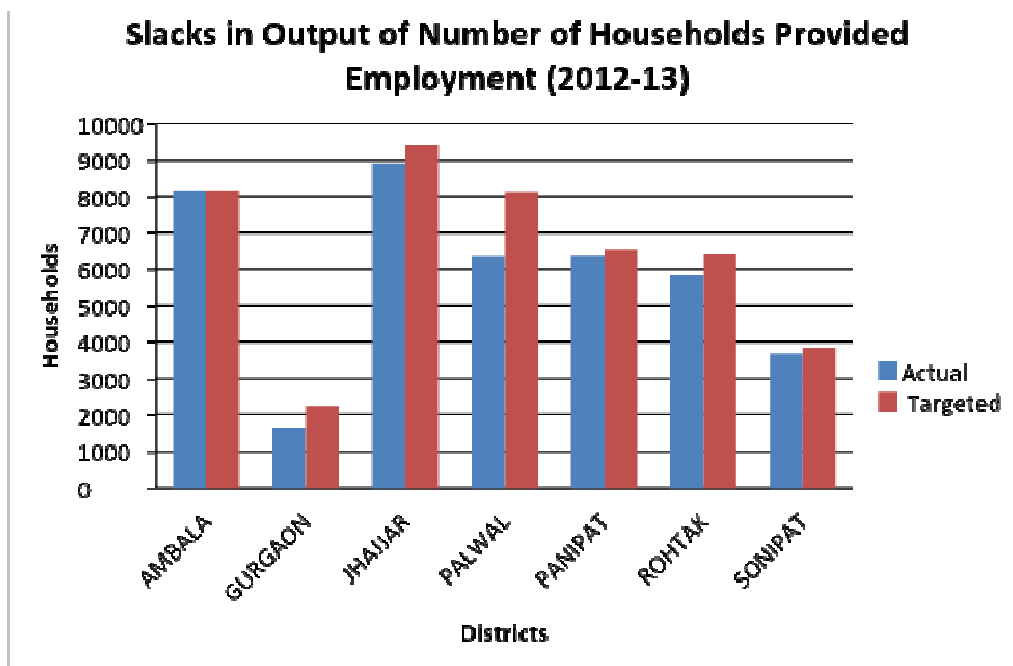
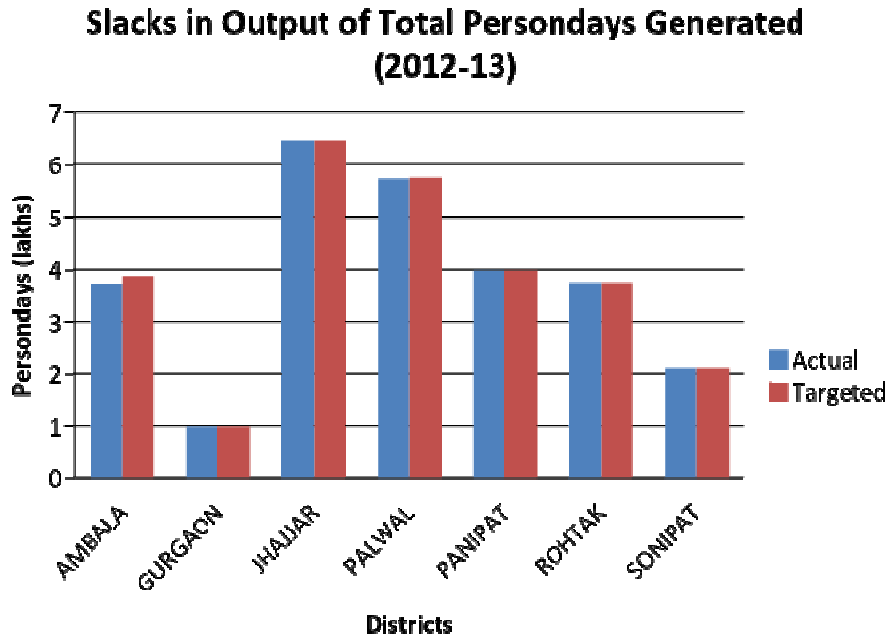


Figure: 1.7



The difference in performance of seven sampled districts in actual and targeted figures of output 'Total Persondays generated' during 2012-13 is exposed through figure 1.7

Findings and Suggestion

Major Findings

On the basis of the analysis made of the collected data with the help of the non-parametric technique of DEA for calculating slacks of 21 sampled districts of the state of Haryana for a period of two years, the following major findings were observed:

The study was concluded by selecting four inputs (Total expenditure, Expenditure on Wages, Expenditure on Material and Administrative Expenditure) and five outputs (Number of Households Provided Employment, Total Persondays Generated, SCs Persondays Generated, Women Persondays Generated and Others Persondays Generated) and it is a simple fact that the efficiency of any Decision Making Unit (DMU) like 21 sampled

districts under the present study depends on the judicious use of the inputs to generate the desired outputs. But various slacks (deviations) during different years under study and regarding different sampled districts were observed which disturbed the DMUs in attaining the perfect efficiency level.

- ❖ Out of five incompetent districts, four districts (Kurukshetra, Rohtak, Sonipat and YamunaNagar) disclosed the deviation through actual and targeted employment provided in the year 2011-12. Major slacks were found in targeted total persondays generated by five districts (Kurukshetra, Rewari, Rohtak, Sonipat and YamunaNagar) and Kurukshetra, Rewari and YamunaNagar disclosed the variation in achieving the targeted women persondays. All these districts were low performers and were notable to achieve the targeted outputs.
- ❖ During the year 2012-13, six districts (Ambala, Gurgaon, Jhajjar, Palwal, Panipat, Rohtak and Sonipat) showed the slacks in actual and targeted employment provided and became the poor performers. Ambala

and Palwal were the least performers in generating the targeted total and women persondays.

- ❖ Out of 21 sampled districts, in five districts- Kurukshetra, Rewari, Rohtak, Sonipat and YamunaNagar observed slacks in inputs and found to be worst performers for the year 2011-12.
- ❖ During 2012-13, out of 11 inefficient districts, nine districts (Ambala, Gurgaon, Jhajjar, Kurukshetra, Palwal, Panipat, Rewari, Rohtak and Sonipat) were having slacks and could not use their inputs according to targeted goals and hence remained inefficient.

Suggestions

The state of Haryana is one of the most progressive state of India contributing significantly to the various segments of the economy by performing efficiently at various fronts. Some deficiencies in implementation and working of the scheme were observed in the form of slacks in inputs and outputs. Therefore, the researcher is of the opinion that the following suggestions should be incorporated by the implementing authorities of the state at district level to get enhanced the efficiency at various fronts and to give the maximum benefits of the scheme to the target groups:

- Since the resources are scarce and precious and are being used as inputs under the scheme, therefore, a proper calculation and estimation should be made scientifically before handling them to the users. For this the help from experts may be sought and some fresh experts should also be employed as full time officers, if needed.
- The slacks in inputs and outputs may be the result of the wastages at work sites besides the poor planning, therefore, the inefficient districts and their officers are suggested to supervise the works done by the workers keenly and efficiently with every one so that the slacks can be minimized and the perfections can be attained like the efficient districts under study.
- Last but not the least, the concerned authorities responsible for implementing the scheme (in the form of a team) should be rewarded for the good work done by them and for their best practices in the form of various types of incentives and vice-versa. It

will help the state in establishing new standards in the fields.

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