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Report of the Committee for Revision of MGNREGA Operational Guidelines

Submitted by

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**Ministry of Rural Development
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Table of Contents

<u>Chapter</u>	<u>Title</u>	<u>Page No.</u>
	Preface	i-iv
1	Mahatma Gandhi National Rural Employment Guarantee Act: A Paradigm Shift	1
2	Key Stakeholders	5
3	Job Cards, Demand for Work and Unemployment Allowance	14
4	Institutional Architecture and Human Resources	26
5	Capacity Building and Awareness Generation	41
6	Planning of works	51
7	Works and their execution	58
8	Payment of wages	88
9	Partnerships with Civil Society	99
10	Strategy for Vulnerable Groups	108
11	Records	119
12	Management Information System (MIS)	123
13	Financing MGNREGA	131
14	Transparency and Accountability	145

PREFACE

Over the last six years, the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) has delivered the largest employment programme in human history, which is unlike any other in its scale, architecture and thrust. Its bottom-up, people-centred, demand-driven, self-selecting, rights-based design is new and unprecedented. Never have in such a short period so many crores of poor people benefited from a government programme.

In 2010-11, nearly 5.50 crore families were provided over 250 crore person-days of work under the programme. Over the last six years, MGNREGA has generated more than 1,100 crore person-days of work at a total expenditure of over Rs.150,000 crores. The share of SC/ST families in the work provided under MGNREGA has been 55 per cent and 45 per cent of workers are women. Average wages of workers have gone up by 54 per cent over the last five years and wages have now been so indexed that workers will be protected from the ravages of inflation. Nearly 10 crore bank/post office accounts of our poorest people have been opened and around 80 per cent of MGNREGA payments are made through this route, an unprecedented step in the direction of financial inclusion.

In many parts of the country, spectacular successes have been recorded in water harvesting. Distress migration has been arrested in several areas. Some State Governments have been leaders in this and the National Consortium of Civil Society Organisations on MGNREGA has also set up examples of excellent work.

Many critics and skeptics of MGNREGA who were extremely vocal during the years leading up to its passage by Parliament and in the early years of its implementation have been silenced, especially after it was recognised that the purchasing power the programme created in rural areas and the operation of the Keynesian multiplier played a crucial role in generating demand for industry during the dark days of the recession and assisted in our comparatively faster emergence out of it.

There is, therefore, much to be proud of for our government in what we have achieved through the MGNREGA. However, we are nevertheless deeply cognizant of the fact that its true potential as an instrument of rural transformation is yet to be fully realised. Since the programme marks a radical departure from earlier efforts of a similar kind, there have been many problems in infusing the system with the new culture of demand-driven, rights-based, decentralised decision-making. The MGNREGA provides a historic opportunity for strengthening Panchayati Raj in India but the experience so far also alerts us to the need for doing much more in this direction.

There are problems that arise from the humungous nature of the programme, quite unprecedented in its scale. At the same time, new opportunities have arisen because of advances in Information Technology that allow us to get rid of inefficiencies and corruption in a manner quite inconceivable in the past. The MIS currently used by

MGNREGA is already the best we have ever had. More than 8 crore muster rolls and over 12 crore job cards have been placed online. But there is huge scope for further improvement in overcoming systemic delays as shown by the software being used, for example, in Andhra Pradesh.

We also need to view MGNREGA as a programme whose success will, in itself, pave the way for its downscaling. Let me explain. It is not that widely well-known that a large proportion of MGNREGA workers are small and marginal farmers, the productivity of whose lands has been so decimated over the years, that they have been compelled to work under MGNREGA. The real success of MGNREGA will lie in raising the agricultural productivity of millions of these farmers who will then be able to return once again to farming and will no longer need to depend on MGNREGA for their survival. Urgent measures are required to convert MGNREGA into a productivity-enhancing instrument that will also allay the falsely perceived conflict between MGNREGA and agriculture – for MGNREGA is the foundation for solving the problems of the poorest farmers of our country.

Ever since work on MGNREGA was launched in 2006 there have been two divergent perceptions about its relationship with agriculture – one, as a relationship of positive synergy and the other, of a potential source of conflict. The sources of synergy are many:

1. The MGNREGA has led to major increases in wages of rural workers and when we recognise the fact (attested by NSSO data on “landed labourers”) that the majority of MGNREGA workers are impoverished small and marginal farmers, especially in our tribal areas, we can see the direct impact MGNREGA has made on raising incomes of our small and marginal farmers.
2. The tightening of the labour market post-MGNREGA is a positive indicator of poverty alleviation and also signals a pressure for technological advances that raise farm productivity in areas of relative labour shortage. This is the process of agrarian transformation the world-over.
3. What is more, since a very large proportion (80%) of the works under MGNREGA are also focused on soil and water conservation on the lands of the small and marginal farmers, it is clear that MGNREGA is making a potential contribution to raising their incomes through improved agricultural productivity, and also reducing the need for small and marginal farmers to continue to work on MGNREGA sites. Studies conducted by Indian Institute of Science (IISc), Bangalore; Indian Institute of Forest Management, Bhopal; Administrative Staff College of India, Hyderabad and University of Agricultural Sciences, Bangalore have all concluded that MGNREGA works have had a positive impact on agricultural productivity. In one of the studies conducted in Chitradurga District of Karnataka, IISc found that MGNREGA works, besides enhancing agricultural productivity, successfully reduced water, soil and agricultural vulnerability.

As far as the perception of conflict between MGNREGA and agriculture is concerned, this is based on a number of misconceptions and exaggerations. Let us first remember that the average annual person-days of work generated under MGNREGA since inception has never exceeded 54 days. Surely this in itself indicates the critical but still small and supplementary nature of this employment for our self-selecting poorest people. And if we closely examine the question of seasonality of this work, an analysis of the quantum of MGNREGA works provided across the year indicates a powerful seasonal fluctuation, with a disproportionately higher share of works being done during the off-season in agriculture. The month-wise employment data under MGNREGA during FY 2010-11 indicates that it is in the lean agricultural season (January-June), that around 70% of person-days of work were generated. And if we were to correct for the fact that in major MGNREGA States like Tamil Nadu this is actually not the lean season, the proportion of MGNREGA work provided in the off-season in agriculture would be even higher.

The need of the hour is to allow the largest possible number of works which help strengthen the synergy between MGNREGA and agriculture without compromising on the fundamental features of the Act or its architecture, which have been celebrated across the globe. I genuinely believe that the more the rural people feel a sense of ownership and a stake in the programme, the more efficiency and transparency we will be able to achieve.

A few months ago I set up a Committee under Dr. Mihir Shah, Member, Planning Commission to examine ways in which the Operational Guidelines of MGNREGA could be revised so that the following concerns could be adequately addressed:

1. Expand the list of permissible works under MGNREGA in order to
 - a. Strengthen the synergy between MGNREGA and rural livelihoods, especially agriculture and allied sectors
 - b. Respond to the demands of the States for greater location-specific flexibility in permissible works
 - c. Help improve the ecological balance in rural India and provide a cleaner, healthier environment to its people
2. Suggest procedural changes that would help strengthen the demand-driven character of MGNREGA, which is its real *differentia specifica*
3. Strengthen the participatory planning and implementation process under MGNREGA, so that the programme results in the creation of durable assets and an increase in farm productivity
4. Make changes that would infuse the programme with greater efficiency and help overcome the major complaints under the programme such as delays in payments of wages
5. Develop effective mechanisms for eliminating the scope of corruption under the programme

I am happy that the Mihir Shah Committee has come up with suggestions for a new set of Operational Guidelines that address each of these concerns. In a way, these new Guidelines could be said to have set the stage for the unveiling of MGNREGA 2.0, which leads to greater efficiency and transparency under the programme, even while energising its productivity enhancing dimensions.

I sincerely hope these suggestions will lead to a radically improved implementation of MGNREGA that helps realise its true potential as an instrument of rural transformation and strengthening Indian democracy at the grass-roots.

Jairam Ramesh
Minister of Rural Development

CHAPTER 1

MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE ACT: A PARADIGM SHIFT

The Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (Mahatma Gandhi NREGA) was notified on September 7, 2005.

1.1 MANDATE

The mandate of the Act is to provide 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work.

1.2 GOALS

- i) social protection for the most vulnerable people living in rural India
- ii) livelihood security for the poor through creation of durable assets, improved water security, soil conservation and higher land productivity
- iii) drought-proofing and flood management in rural India
- iv) empowerment of the socially disadvantaged, especially women, scheduled castes and scheduled tribes, through the processes of a rights-based legislation
- v) strengthening decentralised, participatory planning through convergence of various anti-poverty and livelihoods initiatives
- vi) deepening democracy at the grass-roots by strengthening Panchayati Raj Institutions
- vii) effecting greater transparency and accountability in governance

Thus, Mahatma Gandhi NREGA is a powerful instrument for inclusive growth in rural India through its impact on social protection, livelihood security and democratic empowerment.

1.3 COVERAGE

The Act was notified in 200 districts in the first phase with effect from February 2nd 2006 and then extended to an additional 130 districts in the financial year 2007-2008 (113 districts were notified with effect from April 1st 2007, and 17 districts in UP were notified with effect from May 15th 2007). The remaining districts have been notified under Mahatma Gandhi NREGA with effect from April 1, 2008. Thus, the Mahatma Gandhi NREGA covers the entire country with the exception of districts that have a hundred percent urban population.

1.4 A PARADIGM SHIFT

- i) The Mahatma Gandhi NREGA has given rise to the largest employment programme in human history and is unlike any other in its scale, architecture and thrust. Its bottom-up, people-centred, demand-driven, self-selecting, rights-based design is new and unprecedented.
- ii) The Mahatma Gandhi NREGA provides a legal guarantee of wage employment.
- iii) It is a demand-driven programme where provision of work is triggered by the demand for work by wage-seekers.
- iv) There are legal provisions for allowances and compensation both in cases of failure to provide work on demand and delays in payment of work undertaken.
- v) The Mahatma Gandhi NREGA overcomes problems of targeting through its self-targeting mechanism of beneficiary selection.
- vi) The Act incentivises States to provide employment as 100% percent of the unskilled labour cost and 75% of the material cost of the programme is borne by the Centre.
- vii) Unlike the earlier wage employment programmes that were allocation-based, Mahatma Gandhi NREGA is demand-driven and resource transfer from Centre to States is based on the demand for employment in each State. This provides an additional incentive for States to leverage the Act to meet the employment needs of the poor.
- viii) There is also a concomitant disincentive for failing to provide work on time, as the States then bear the cost of the unemployment allowance.
- ix) Gram Panchayats are to implement at least 50 per cent of the works.

- x) This order of devolution of financial resources to Gram Panchayats is unprecedented.
- xi) Plans and decisions regarding the nature and choice of works to be undertaken, the order in which each work is to be triggered, site selection etc are all to be made in open assemblies of the Gram Sabha and ratified by the Gram Panchayat. Works that are inserted at Intermediate Panchayat and District Panchayat level have to be approved and assigned a priority by the Gram Sabha before administrative approval can be given. The Gram Sabha may accept, amend or reject them.
- xii) These decisions cannot be overturned by higher authorities, except to the extent of ensuring conformity with the provisions of the Act and its Operational Guidelines.
- xiii) This bottom-up, people-centred, demand-driven architecture also means that a great share of the responsibility for the success of the Mahatma Gandhi NREGA lies with wage-seekers, Gram Sabhas and Gram Panchayats.
- xiv) Mahatma Gandhi NREGA also marks a break from the relief programmes of the past towards an integrated natural resource management and livelihoods generation perspective.
- xv) Social audit is a new feature that is an integral part of Mahatma Gandhi NREGA. Potentially, this creates unprecedented accountability of performance, especially towards immediate stakeholders.
- xvi) An Annual Report on the outcomes of Mahatma Gandhi NREGA is presented annually by the Central Government to Parliament and to State Legislatures by the State Governments, facilitating oversight by elected representatives.
- xvii) Given the radically new character of the programme, very innovative approaches are required for the effective implementation of Mahatma Gandhi NREGA so that the novel elements of the Act can be properly realised on the ground at the cutting-edge level of implementation. These Operational Guidelines have been issued to facilitate this compliance.

1.5 FORMULATION OF EMPLOYMENT GUARANTEE SCHEMES

Under Section 4 of the Act the Scheme to be formulated by the State Government will conform to the legally non-negotiable parameters laid down in Schedules I and II of

the Act. In addition, the Schemes will conform to the operational parameters delineated in these Guidelines. The Scheme so formulated will be called the Mahatma Gandhi National Rural Employment Guarantee Scheme (Mahatma Gandhi NREGS), followed by the name of the State. The National level name and logo is mandatory. This logo will be used for all IEC materials and activities.

The Scheme will be implemented as a Centrally Sponsored Scheme on a cost-sharing basis between the Centre and the States as determined by the Act.

CHAPTER 2

KEY STAKEHOLDERS

Implementation of the Mahatma Gandhi NREGA involves roles and responsibilities of a large number of stakeholders from the village to the national level. The key stakeholders are:

- i) Wage seekers
- ii) Gram Sabha
- iii) PRIs, specially the Gram Panchayat
- iv) Programme Officer at the Block level
- v) District Programme Coordinator
- vi) State Government
- vii) Ministry of Rural Development
- viii) Civil Society
- ix) Other stakeholders

2.1 VILLAGE LEVEL

2.1.1 Wage Seekers:

The wage seekers are the primary stakeholders of the Act. Their exercise of rights and demand for work are the main trigger of key processes. The rights of the wage seekers are:

- i) Application for registration
- ii) Obtaining a Job Card
- iii) Application for work
- iv) Choice of time and duration of the work applied for
- v) Getting work within fifteen days of application
- vi) Facilities of crèche, drinking water, first aid etc on work site
- vii) Right to check their Muster Rolls and to get all the information regarding their employment entered in their job cards
- viii) Receipt of wages within fifteen days of work done
- ix) Right to get unemployment allowance in case employment is not provided within fifteen days of submitting the application or from the date when work is sought.

2.1.2 Gram Sabha

The Gram Sabha is the principal forum for wage seekers to raise their voices and make demands. The Gram Sabha has the following rights and responsibilities under the Act:

- i) It recommends works to be taken up and is the final authority to determine the order of priority in which works will be initiated under Mahatma Gandhi NREGA.
- ii) It is the primary forum for conduct of social audits
- iii) In addition, it is suggested that the Gram Sabha will proactively disclose following information related with the implementation of the scheme:
 - a. Names of work both completed and on going with wages paid and material component.
 - b. Names of persons, preferably with Job Card No. who have worked, days worked and wages paid to each of them.
 - c. Quantity and price of materials purchased for each project along with name of agency which supplied the material.

2.1.3. Ward Sabha

The Ward Sabhas (wherever in practice) have similar functions as the Gram Sabha.

2.1.4 Gram Panchayat (GP)

The Gram Panchayat is the pivotal body for implementation. Where Part Nine of the Constitution does not apply, local councils/authorities as mandated by the State concerned will be invested with corresponding responsibilities. At least 50% of the works in terms of cost will be allotted to Gram Panchayats for implementation. The Gram Panchayat is responsible for the following activities:

- i) Receiving applications for registration
- ii) Verifying registration applications
- iii) Registering households
- iv) Issuing Job Cards

- v) Receiving applications for work
- vi) Issuing dated receipts for these applications for work
- vii) Allotting work within fifteen days of application
- viii) Conducting surveys to develop Labour Budget
- ix) Planning of works and developing Shelf of Projects to be forwarded to Programme Officer for scrutiny and preliminary approval
- x) Executing works
- xi) Maintaining records
- xii) Providing utilization certificates
- xiii) Convening the Gram Sabha for planning and social audit
- xiv) Monitoring implementation at the village level
- xv) Pro-actively disclosing following information:
 - a. Details of works both completed and on-going (including wages paid and material component).
 - b. Names of persons (with Job Card numbers) who have worked, days worked and wages paid to them.
 - c. Quantity and price of materials purchased for each project along with name of agency which supplied the material.

The Mukhiya/Pradhan/Sarpanch and the Gram Rozgar Sahayak will be liable for action under the provisions of Rule 25 of the Act for not carrying out any of these responsibilities.

2.2 BLOCK LEVEL

2.2.1 Intermediate Panchayat

The Intermediate Panchayat is responsible for

- i) consolidation of plans of Gram Panchayats within the Block into a Block Plan and forwarding the same to the District Panchayat for scrutiny and approval
- ii) monitoring and supervision of works at the Block level

2.2.2 Programme Officer (PO)

Each Block must appoint a full-time Programme Officer for Mahatma Gandhi NREGA. It is not good enough for BDOs or other Block officers to be given “additional charge” for the programme. These Programme Officers cannot also be asked to perform duties not directly related to Mahatma Gandhi NREGA. In cases where deviation to this rule is detected, twice

the salary payable to the Programme Officer for the period s/he performed non-Mahatma Gandhi NREGA duties will be payable into the Mahatma Gandhi NREGA State Fund by the concerned State Government.

The Programme Officer essentially acts as a coordinator for Mahatma Gandhi NREGS at the Block level. The chief responsibility of the Programme Officer is to ensure that anyone who applies for work gets employment within 15 days. Other important functions of the Programme Officer are:

- i) Setting up Cluster-Level Facilitation Teams (CFTs) to provide technical support to Gram Panchayats within each Cluster of GPs
- ii) Facilitating this technical support to Gram Panchayats by CFTs
- iii) Scrutinizing the annual development plan proposed by the GPs
- iv) Scrutinizing the proposals of the Intermediate Panchayat
- v) Consolidating all proposals into the Block Plan and submitting it to the District Panchayat for scrutiny and consolidation
- vi) Matching employment opportunities arising from works within the Block Plan with the demand for work at each of the GPs in the Block
- vii) Ensure baseline survey to assess work demand and compilation of labour demand along with preparation of Block Annual Plan and forwarding it to the DPC.
- viii) Monitoring and supervising implementation within the Block
- ix) Ensuring prompt and fair payment of wages to all labourers
- x) Maintaining proper accounts of the resources received, released and utilized
- xi) Grievance Redressal within the Block. Shall enter every complaint in a complaint register and issue dated and numbered acknowledgement. Complaints that fall within the jurisdiction of the Programme Officer, including any complaints concerning the implementation of the Act by a Gram Panchayat shall be disposed of by the Programme Officer within 7 days, as prescribed under Section 23(6) of the Act. In case a complaint relates to a matter to be resolved by any other authority, the Programme Officer shall conduct a preliminary enquiry and refer the matter to such authority within 7 days under intimation to the complainant.
- xii) Ensuring conduct of social audits within Gram Sabhas and the Block and following up on them

- xiii) Payment of unemployment allowance in case employment is not provided on time

The Programme Officer is accountable to the District Programme Coordinator. The Programme Officer should in no case become an implementation agency of works as this conflicts with his/her role as a vigilance supervisor. The Programme Officers and staff under them will be held responsible for not carrying out their responsibilities and will be liable for action under the provisions of Rule 25 of the Act.

2.3. DISTRICT

2.3.1. District Panchayat

District Panchayats are responsible for

- i) consolidation of Annual Block Plans within the District into a District Plan
- ii) adding any inter-block work that according to them will be a good source of employment
- iii) monitoring and supervision of the Employment Guarantee Scheme in the District

2.3.2. District Programme Coordinator (DPC)

The State Government designates a District Programme Coordinator, who can be either the Chief Executive Officer of the District Panchayat, or the District Collector, or any other District-level officer of appropriate rank. The overall responsibility for ensuring that the Scheme is implemented according to the Act is of the District Programme Coordinator (DPC). The DPC will:

- i) assist the District Panchayat in discharging its functions as listed above
- ii) prepare in the month of December every year a District Labour Budget for the next financial year containing the details of anticipated demand for unskilled manual work in the District and the consolidated shelf of projects for engagement of labourers and submit it to the District Panchayat for onward submission to the State Government
- iii) accord timely technical and administrative sanction to shelf of projects

- iv) ensure that projects added at block and district level are presented again for ratification and fixing priority by concerned Gram Sabha(s) before administrative approval is accorded to them.
- v) ensure timely release and utilization of funds
- vi) ensure wage-seekers are provided work as per their entitlements under this Act.
- vii) review, monitor and supervise the performance of the Programme Officers.
- viii) conduct and cause to be conducted periodic inspection of the works in progress and verification of muster rolls
- ix) appoint Project Implementation Agencies (PIAs) throughout the district, keeping in mind that at least 50% PIAs need to be Gram Panchayats
- x) carry out responsibilities related to grievance redressal
- xi) coordinate an IEC campaign for Mahatma Gandhi NREGA within the district
- xii) develop annual plans for training and capacity building of various stakeholders within the district
- xiii) submit Monthly Progress Reports to the State Government

2.3.3 The District Programme Coordinators and staff under them will be held responsible for not carrying out their responsibilities and will be liable for action under the provisions of Rule 25 of the Act.

2.4 STATE

2.4.1. State Employment Guarantee Council

A State Employment Guarantee Council (or 'State Council') is to be set up by every State Government under Section 12 of Mahatma Gandhi NREGA. The SEGC has the following roles and responsibilities:

- i) advise the State Government on the implementation of the Scheme
- ii) evaluate and monitor the Scheme within the State
- iii) recommend the proposals of works to be submitted to the Central Government under Schedule I Section 1 (ix) of the Act.
- iv) promote widest possible dissemination of information about this Act and the Schemes under it
- v) prepare the annual report to be laid before the State Legislature by the State Government

2.4.2. State Government

Responsibilities of the State Government include:

- i) Make Rules on matters pertaining to state responsibilities under the Act(32(1))
- ii) Develop and notify the Rural Employment Guarantee Scheme for the State
- iii) Set up the SEGC
- iv) Set up a State level Mahatma Gandhi NREGS implementation agency/mission with adequate number of high calibre professionals
- v) Set up a State level Mahatma Gandhi NREGS social audit agency/directorate with adequate number of people with ability and demonstrated commitment to social audit.
- vi) Establish a State Employment Guarantee Fund
- vii) Ensure that the State share of the Mahatma Gandhi NREGS budget is provisioned for and released on time
- viii) Ensure that full time dedicated personnel are in place for implementing Mahatma Gandhi NREGA, specially the Employment Guarantee Assistant (Gram Rozgar Sahayak), the Programme Officer and the staff at district and CFT level
- ix) Delegate financial and administrative powers to the District Programme Coordinator and the Programme Officer, as is deemed necessary for the effective implementation of the Scheme
- x) Establish a network of professional agencies for training, technical support and for quality-control measures
- xi) Regular review, research, monitoring and evaluation of Mahatma Gandhi NREGS processes and outcomes
- xii) Ensure accountability and transparency in the Scheme at all levels
- xiii) generate widest possible awareness about Mahatma Gandhi NREGA across the State

2.5 CENTRE

2.5.1. Central Employment Guarantee Council

The Central Employment Guarantee Council (or ‘Central Council’) has been set up under the Chairmanship of the Union Minister of Rural Development. The roles and responsibilities of the CEGC are to:

- i) Advise the Central Government on all matters concerning the implementation of this Act.
- ii) Establish a central monitoring and evaluation system.
- iii) Review the monitoring and redressal mechanisms from time to time and recommend improvements required.
- iv) Promote the widest possible dissemination of information about the Schemes made under this Act.
- v) Monitor the implementation of this Act.
- vi) Prepare annual reports to be presented in Parliament by the Central Government on the implementation of this Act.

2.5.2. Ministry of Rural Development (MoRD)

The Ministry of Rural Development is the nodal Ministry for the implementation of Mahatma Gandhi NREGA. The roles and responsibilities of the MoRD are:

- i) Make Rules under the Act
- ii) Issue Operational Guidelines for the effective implementation of the Act
- iii) Review list of permissible works under Mahatma Gandhi NREGA in response to demands of State Governments
- iv) Set up Central Employment Guarantee Council
- v) Set up Central Employment Guarantee Fund
- vi) Set up National Management Team (NMT) within the Department of Rural Development to perform the national-level functions under MGNREGA
- vii) Budget Provision for and timely release of Central share
- viii) Maintain and operate the MIS to capture and track data on critical aspects of implementation, and assess the utilization of resources through a set of performance indicators
- ix) Support and facilitate use of Information Technology (IT) to increase the

- efficiency and transparency in implementation of the Act
- x) Facilitate technical support and capacity building to improve outcomes
 - xi) Support innovations that help in improving processes towards the achievement of the objectives of the Act
 - xii) Monitoring, Evaluation and Research on the performance of Mahatma Gandhi NREGA

2.6. CIVIL SOCIETY

Civil Society Organisations (CSOs) working at the grass-roots can play a very significant role in awareness generation among wage-seekers and in supporting and building capacities of Gram Panchayats and State Governments in planning, implementation and social audit of Mahatma Gandhi NREGA. SHGs can play a direct role in spreading awareness, organizing work, accessing entitlements and ensuring social accountability. Chapter 9 describes the framework for engagement of CSOs in these tasks.

2.7. OTHER STAKEHOLDERS

Other important stakeholders include:

- i) Members of Social Audit Fora, Vigilance and Monitoring Committees
- ii) Technical Staff of implementing agencies
- iii) Departments which stand to benefit from MGNREGA like Agriculture, Water Resources/Irrigation, Forest etc.

Careful attention needs to be paid to the roles and responsibilities of these stakeholders also. Some of these are described in Chapter 4 on Human Resources

CHAPTER 3

JOB CARDS, DEMAND FOR WORK AND UNEMPLOYMENT ALLOWANCE

The single most important distinguishing feature of Mahatma Gandhi NREGA from employment programmes of the past is that provision of work is triggered by the demand for work by wage-seekers and provided as their legal right. All previous employment programmes provided work when governments decided to provide work, not when people demanded work. Mahatma Gandhi NREGA is to change that. The old practice of *jab kaam khulega, tab kaam milega* has to be changed to *jab kaam maangege, tab kaam khulega*. This requires that we pay very close attention to generating awareness among potential wage-seekers and set up systems that facilitate and rigorously record registration for work, issuance of job cards and application for work.

3.1 THE JOB CARDS PROCESS

The Job Card is the key document recording workers' entitlements under Mahatma Gandhi NREGA. The Job Card is the registered household's legal instrument for applying for work, which also ensures transparency and protects workers against fraud. The process of issuing job cards involves the following steps:

3.1.1 Prior Preparation

- i) A Gram Sabha shall be convened to explain the provisions of the Act, mobilize applications for registration and conduct verifications.
- ii) A door-to-door survey will also be undertaken to identify persons willing to register under the Act. Assistance may be taken from credible, local grass-roots NGOs in the conduct of the survey. The survey team should include Gram Panchayat members, SC/ST members and women residents, a village-level Government functionary and the Panchayat secretary. SHG leaders, Anganwadi workers, ASHAs etc. could also be involved. The team members may be given orientation at the Block/District level.

- iii) Special efforts will have to be made to reach out to disadvantaged groups like destitutes/widows, differently-abled, Primitive Tribal Groups, Nomadic Tribal Groups, senior citizens, Scheduled Castes and Scheduled Tribes. Volunteers should not only get them registered and facilitate obtaining job cards but also enable them to actually get suitable work.
- iv) To allow maximum opportunities to families that may migrate, registration will be open throughout the year at the Gram Panchayat office during working hours.

3.1.2 Application for Registration

- i) All adult members of households may apply for registration
- ii) "Adult" means a person who has completed eighteen years of age
- iii) To register, they have to:
 - a. be local residents: 'Local' implies residing within the Gram Panchayat. This includes migrant families of that area, including those that may have migrated some time ago but may return;
 - b. be willing to do unskilled manual work; and
 - c. apply as a household at the local Gram Panchayat.
- iv) "Household" means the members of a family related to each other by blood, marriage or adoption and normally residing together and sharing meals or holding a common ration card. Household means a nuclear family comprising mother, father, and their children, and may include any person wholly or substantially dependent on the head of the family. Household will also mean a single-member family, including single women-headed households.
- v) The application for registration may be given on plain paper to the local Gram Panchayat.
- vi) It should contain the names of those adult members of the household who are willing to do unskilled manual work, and particulars such as age, sex and SC/ST status.
- vii) The details that must be included in an application for registration are indicated in the Annexure.

- viii) The State Government may make a printed form available, but a printed form will not be insisted upon.
- ix) An individual may appear personally and make an oral request for registration.

3.1.3 Verification

- i) The GP will verify
 - a. local residence in the Gram Panchayat concerned
 - b. whether the household is really an entity as stated in the application
 - c. whether applicants are adult members of the household.
- ii) The process of verification shall be completed as early as possible, and in any case not later than a fortnight after the receipt of the application in the Gram Panchayat.

3.1.4 Registration

- i) After verification, the Gram Panchayat will enter all particulars in the Registration Register in the Gram Panchayat.
- ii) Every registered household will be assigned a unique registration number. The registration number shall be assigned in accordance with a coding system similar to that prescribed by the Central and State Governments for the BPL Census 2002.
- iii) The registration shall be for a period not less than five years, and may be renewed from time to time.
- iv) Copies of the registration will be sent to the Programme Officer for the purpose of reporting to the Intermediate Panchayat and District Panchayat for further planning, tracking and recording. This must be done immediately, so that the Programme Officer has a consolidated record of likely demand to enable him to organize resources accordingly.
- v) A Gram/Ward Sabha of registered workers must be held. This workers' Gram/Ward Sabha must serve the purpose of voicing collectively the period-specific demand for work by MGNREGA workers.
- vi) If a person who applies for registration turns out to have submitted incorrect information regarding his/her name, residence or adult status, he/she will become ineligible. In such cases, the Gram Panchayat will refer the matter to the Programme Officer. The Programme Officer, after independent verification of

facts and giving the concerned person an opportunity to be heard, may direct the Gram Panchayat to cancel such registration and job card. Such cancellation lists will have to be made public and should be presented to the Gram Sabha.

3.1.5 Job Cards

- i) The Gram Panchayat will issue job cards to every registered household.
- ii) The job card should be issued immediately after verification, i.e. within a fortnight of the application for registration.
- iii) Job cards should be handed over to the applicant in the presence of the local community.
- iv) Photographs of adult members who are applicants have to be attached to the job cards.
- v) No photograph, name or details of any person other than that of the registered adult members of the household, to whom that job card belongs, shall be affixed or recorded in the job cards.
- vi) The identity portion of the job card may be laminated.
- vii) The cost of the job cards, including that of the photographs, will be borne as part of the programme cost.
- viii) To ensure transparency and accountability, it must be ensured that the Job Card is always in the custody of the household to whom it is issued. If for any reason i.e., updation of record it is taken by implementing agencies it should be returned on the same day after the updates.
- ix) A copy of all job cards will be maintained at the Gram Panchayat.
- x) Details of all job card will be made available over the internet for public viewing.
- xi) The job card shall be valid for a period of five years and will have provision for the addition/deletion of members eligible to work. Deletions in any household on account of demise, or permanent change of residence of a member, are to be reported immediately by the household concerned. Additions desired may be applied for by the household.
- xii) The Gram Panchayat will also undertake an annual updating exercise in the same manner as registration, the time for which should be fixed keeping in mind the work and migration season of the local workforce.

- xiii) All additions and deletions made in the Registration Register will be read out in the Gram Sabha. The Gram Panchayat will send a list of additions/deletions to the Programme Officer.
- xiv) The essential features of the Job Card proforma are provided in the Annexure. The proforma of the job card should be such that it contains permanent information regarding the household as well as the employment details for five years. These include Job Card number, particulars (such as age and sex) of all adult members of the family who are willing to work, household member-wise work demand and allocation, description of work done, dates and days worked, muster roll numbers by which wages have been paid, amount of wages paid and unemployment allowance if any paid. It may also include the postal account/bank account No., insurance policy No. and EPIC No. (voter ID).
- xv) Missing entries or delay in entries in the Job Card will be considered a violation, punishable under Section 25 of the Act.
- xvi) The entitlements of MGNREGS workers and the other basic features of the Act may be printed on the reverse of the job cards to promote wider awareness of the Act.
- xvii) Individual identity slips may be given to each registered applicant of the family. The identity slip should contain the information given in the identity portion of the job card, including the registration number of the household.
- xviii) All entries in the Job Card should be duly authenticated by means of signature of an authorized officer.
- xix) Job cards found in the possession of any Panchayat or MGNREGA functionary will be considered an offence punishable under Section 25 of the Act.
- xx) The MIS should include the mobile number of job card holders and SMS alerts should be automatically sent to the job card holders, in times of critical events, in the local language. This is to ensure that the workers are proactively informed of the details of the implementation cycle.
- xxi) A cardholder may apply for a duplicate job card if the original card is lost or damaged. The application will be given to the Gram Panchayat and shall be processed in the manner of a new application, with the difference being that the particulars may also be verified using the duplicate copy of the job card maintained by the Panchayat.

- xxii) If a person has a grievance against the non-issuance of a job card, he/she may bring the matter to the notice of the Programme Officer. If the grievance is against the Programme Officer, he/she may bring it to the notice of the District Programme Coordinator or the designated grievance-redressal authority at the Block or District level. All such complaints shall be disposed off within 15 days.
- xxiii) In the event of national calamities in the nature of flood, cyclone, tsunami, earthquake etc resulting in mass dislocation of rural population, the adult members of rural households of the areas so affected may-
 - a. Seek registration and get job card issued by Gram Panchayat or Programme Officer of the area of temporary location;
 - b. Submit written or oral application for work to the Programme Officer or the Gram Panchayat of the area of temporary relocation
- xxiv) In the event of restoration of normalcy, the job card so issued shall be re-endorsed at the original place of habitation and shall be clubbed with the original job card.
- xxv) The number of days of employment so provided shall be counted while computing 100 days of guaranteed employment per household.

3.2 APPLICATION FOR WORK AND RECORDING OF DEMAND

- i) Applications for work should generally be submitted to the Gram Panchayat. But they may also be submitted to the Programme Officer but this should be treated as a 'fallback' option only.
- ii) Applications should be given in writing stating:
 - a. the registration number of the job card;
 - b. the date from which employment is required; and
 - c. the number of days of employment required.
- iii) Application for work may be on plain paper or it may be in a printed proforma that will be made available free of cost at the Gram Panchayat.
- iv) Every adult member of a registered household whose name appears in the job card shall be entitled to apply for unskilled manual work.
- v) There shall be no limit on the number of days of employment for which a registered person may apply, or on the number of days of employment actually provided to him/her subject to a maximum of one hundred days per household in a given financial year.

- vi) Provision shall be made for advance applications, that is, applications which may be submitted in advance of the date from which employment is sought.
- vii) Provision shall also be made for submission of multiple applications by the same person provided that the corresponding periods for which employment is sought do not overlap.
- viii) A single application may be given for a number of days in different periods during the year for which employment is required.
- ix) Joint applications may also be submitted by several applicants.
- x) **The Gram Panchayat or Programme Officer, as the case may be, shall be bound to accept valid applications and to issue a dated receipt to the applicant.**
- xi) Refusal to accept applications and provide dated receipts will be treated as a contravention under Section 25 of MGNREGA.
- xii) Ideally, the Application Form for work should have a counterfoil receipt on which the date can be entered and the dated receipt can then be issued immediately upon the submission of the application for work.
- xiii) The provision for submitting applications for work must be kept available on a continuous basis through multiple channels so designated by Gram Panchayats who may empower ward members, anganwadi workers, school teachers, self-help groups, village-level revenue functionaries, common service centres and Mahatma Gandhi NREGA Labour Groups to receive applications for work and issue dated receipts on their behalf.
- xiv) Workers may also present themselves at the GP office or at the worksite to indicate willingness to work. This will be recorded by Gram Rozgar Sahayak in the prescribed application form and employment register.
- xv) Provision must also be made (wherever feasible) for workers to register applications for work through mobile telephones in addition to the MGNREGA website and this should feed in directly into the MIS. In case of mobile telephones, the system must be made convenient to illiterate workers and may include Interactive Voice Response System (IVRS) and voice-enabled interactions. This option must automatically issue dated receipts. Such applications for work must be reported back to the relevant GP without loss of time. IT vendors to develop this system may be appointed by the State Government

- xvi) Applicants who are provided with work shall be so intimated in writing, by means of a letter/SMS sent at the address/mobile phone number given in the job card and by a public notice displayed at the office of the Panchayats at the district, intermediate or village level.
- xvii) Information on new applications for work and the number of work-days demanded shall be conveyed at least once a week by the Gram Panchayat to the Programme Officer. At the same time, the Gram Panchayat shall specify how many of the applicants are being employed in that Gram Panchayat (and for how long), and how many cannot be employed, with reasons. The Programme Officer will ensure that employment is provided to such households (who cannot be employed within a particular GP) in neighbouring panchayat/s.
- xviii) State Governments will ensure that the MGNREGA Management Information System (MIS) will record the demand for work. It will track (for each GP) the gap between date of application for work and date of opening of work. MGNREGA software will automatically generate the pay order for payment of unemployment allowance to such wage seekers whose demand for work is not met within 15 days of demand. Reports prepared on this will have to be part of the essential set of reports to be tracked at the State level.**
- xix) A separate fund with a corpus of Rs. 1000/- per panchayat should be created by the state government for reimbursing the state fund from which unemployment allowance is to be paid automatically. This fund should be replenished constantly so that the minimum balance is never less than Rs. 500/- per panchayat. This will be a condition for all future releases of central share to states/districts.

3.3 EMPLOYMENT GUARANTEE DAY (ROZGAR DIWAS)

- i) It is mandated that every Gram Panchayat (GP) organise a Rozgar Diwas at least once every month. At this event the GP should pro-actively invite applications for work from potential workers for the current as well as subsequent quarters. Dated receipts will be issued to the applicants at this event. The ‘employment guarantee day’ should be earmarked for processing work applications and related activities such as disclosure of information, allocation of work, payment of wages and payment of unemployment allowances.
- ii) However, these activities should not be restricted to ‘employment guarantee day’. In particular, applications for work should be accepted at any time.

- iii) The President of the Gram Panchayat and any staff appointed with the Gram Panchayat (Gram Rozgar Sevak) to assist with MGNREGS should be present on 'employment guarantee day'.

3.4 TIMELY ALLOCATION OF WORK

- i) Schedule I, Section 10 of Mahatma Gandhi NREGA states that it shall be open to the Programme Officer and the Gram Panchayat to direct any person who has applied for employment to do work of any type permissible under the Act.
- ii) The State Government shall delineate clear coordination mechanisms so that data on work requested and allotted by the Programme Officer and the Gram Panchayat are properly maintained. This information should be recorded on the Job Card and the Employment Register. Gram Panchayat and Block Officers should share information on employment allotted and works opened.
- iii) Women (especially single women) and older persons should be given preference to work on worksites nearer to their residence. If some applicants have to be directed to report for work beyond 5 km of their residence, the state must pay an additional allowance to MGNREGA workers towards conveyance charges.
- iv) The work entitlement of 100 days per household per year may be shared between different adult members of the same household. If several members of a household who share the same job card are employed simultaneously under the Scheme, they should be allowed to work on the same worksite. If unusual circumstances arise whereby members of the same household have to be allocated work on different worksites, the Gram Panchayat should ensure that the job card is duly processed at both worksites.
- v) If a request for work is made to the Gram Panchayat, it should offer employment on the works executed by it. If, under any circumstances, this is not possible, the Gram Panchayat must inform the Programme Officer. The Programme Officer will issue directives for the execution of work to an implementing agency competent to execute it and also ensure that the funds needed for that work are released.
- vi) If the Gram Panchayat decides that employment cannot be given under its own shelf of works, and that employment needs to be given outside the Gram Panchayat, it will inform the Programme Officer.

- vii) Upon receiving this intimation from the Gram Panchayat, the Programme Officer will allot work. Such work will be selected from the shelf of projects that include inter Gram Panchayat works. The Programme Officer will intimate the Gram Panchayat concerned about the employment allotted so that the employment data is consolidated in the Employment Register at the Gram Panchayat.
- viii) If a request for employment is made to the Programme Officer and the Programme Officer allots work, he must inform the Gram Panchayat so that the data on works and employment are coordinated at each level. The Gram Panchayat will also inform the Programme Officer of the employment allotments made. This information sharing should be done on a prescribed proforma on a weekly basis.
- ix) Applicants who are provided work shall be intimated by the Gram Panchayat/Programme Officer by means of a letter sent to them at the address given in the job card, and also by a public notice displayed at the offices of the Gram Panchayat and the Programme Officer.
- x) While providing employment, priority shall be given to women in such a way that at least one-third of the beneficiaries shall be women who have registered and requested for work under the Scheme (Mahatma Gandhi NREGA, Schedule II, Section 6).
- xi) Schedule II, Section 6 vests the Programme Officer with the responsibility of ensuring that every applicant is provided unskilled manual work. Thus, the overall responsibility of coordination and resource support to the Gram Panchayat and other Implementing Agencies will vest with the Programme Officer. To ensure that every applicant has work according to the legal entitlement, the Programme Officer shall have the power to supervise and direct the Gram Panchayats and the other Implementing Agencies to discharge their responsibilities. If any Implementing Agency fails to do so, the Programme Officer will ensure that the applicants for work are not aggrieved and make arrangements for their employment, while also reporting the matter to the District Programme Coordinator for appropriate action.

3.5 UNEMPLOYMENT ALLOWANCE

- i) The Gram Panchayat/Programme Officer shall be responsible for providing wage employment to the applicant within 15 days of the date of receipt of the

application in the case of advance applications, employment will be provided from the date that employment has been sought, or within 15 days of the date of application, whichever is later.

- ii) If a Gram Panchayat is unable to provide employment within 15 days, it will be the responsibility of the Programme Officer to do so. The employment allotted by the Programme Officer will be intimated to the Gram Panchayat and vice versa.
- iii) If upon receiving a request for work, an Implementing Agency directed by the Programme Officer does not start work on time, or does not employ the persons directed to it for work by the Gram Panchayat, the Programme Officer will make alternative arrangements to ensure employment for those applicants.
- iv) According to Section 14(d) of the Act, the District Programme Coordinator will coordinate with the Programme Officers and the Implementing Agencies to ensure that applicants are provided employment as per their entitlements. If a Programme Officer fails to provide employment, the District Programme Coordinator will intervene to make appropriate arrangements for employment.
- v) If an applicant is not provided employment within fifteen days of receipt of his/her application seeking employment, s/he shall be entitled to a daily unemployment allowance.
- vi) The unemployment allowance will not be less than one-fourth of the wage rate for the first thirty days and not less than one-half of the wage rate for the remaining period of the financial year.
- vii) The unemployment allowance payable to the household shall be sanctioned and disbursed by the Programme Officer or by the Gram, Block or District Panchayats as the State Government may authorise
- viii) Ideally, unemployment allowances should be paid at the Gram Panchayat level, on 'employment guarantee day'.
- ix) Every payment of unemployment allowance shall be made or offered within 15 days from when it becomes due
- x) In the event of any delay, the recipients shall be entitled to compensation based on the same principles as wage compensation under the Payment of Wages Act, 1936.
- xi) According to Section 8(2) of Mahatma Gandhi NREGA, every case of non-payment or delayed payment of unemployment allowance shall be reported in

the Annual Report submitted by the District Programme Coordinator to the State Government along with the reasons for such non-payment or delayed payment.

- xii) Section 8(3) of Mahatma Gandhi NREGA states that the State Government shall take all measures to make the payment of unemployment allowance to the concerned household as expeditiously as possible.
- xiii) Initiative may be taken to develop software that makes MGNREGA MIS automatically generate the pay order for payment of unemployment allowance to such wage seekers whose demand for work has not been met within 15 days of demand for work. Reports prepared on this will have to be part of the essential set of reports to be tracked at the State level.
- xiv) The liability of the State Government to pay unemployment allowance to a household during any financial year shall cease as soon as-
 - a. the applicant is directed by the Gram Panchayat or the Programme Officer to report for work or depute at least one adult member of their household; or
 - b. the period for which employment is sought comes to an end and no member of the household of the applicant had turned up for employment; or
 - c. the adult members of the household of the applicant have received in total at least one hundred days of work within the financial year; or
 - d. the household of the applicant has earned as much from the wages and unemployment allowance taken together which is equal to the wages for one hundred days of work during the financial year.
- xv) An applicant who
 - a. does not accept the employment provided to his/her household; or
 - b. does not report for work within fifteen days of being notified by the Programme Officer or the implementing agency to report for the work; or
 - c. continuously remains absent from work, without obtaining a permission from the concerned implementing agency for a period of more than one week or remains absent for a total period of more than one week in any month.

shall not be eligible to claim the unemployment allowance payable under this Act for a period of three months but shall be eligible to seek employment under the Scheme at any time.

CHAPTER 4

INSTITUTIONAL ARCHITECTURE AND HUMAN RESOURCES

Provision of requisite human resources at all levels holds the key to success of Mahatma Gandhi NREGA. This is also the missing 'F' (functionaries) which could galvanise PRIs, especially Gram Panchayats, as the bedrock of Indian democracy.

The Act makes it mandatory for State Governments to put in place the District Programme Coordinator and Programme Officer, along with staff and technical support as may be necessary for the effective implementation of the scheme. According to the provisions of the Act, staff could also be engaged on a contractual basis to provide professional services at the national as well as at the state level (Rule Number 11).

These human resources will be deployed within an institutional architecture dedicated to successful implementation of MGNREGA. This will be at five levels, namely, (i) Gram Panchayat; (ii) Cluster/sub-district/Block; (iii) District; (iv) State; and (v) Centre.

4.1 GRAM PANCHAYAT

4.1.1 Gram Rozgar Sahayak or Employment Guarantee Assistant

- i) Gram Rozgar Sahayak (GRS) will assist the Gram Panchayat (GP) in conducting MGNREGA works at GP level. The GRS should be engaged exclusively for MGNREGA.
- ii) The function of Gram Rozgar Sahayak (GRS) and the Panchayat Secretary should be clearly distinguished. GRS is a dedicated staff under Mahatma Gandhi NREGA. The cost of GRS is the first charge on the administrative expenses under MGNREGA.
- iii) The state will ensure that at least one GRS is deployed in every GP except in peri-urban or other panchayats where demand for work under MGNAREGA is almost nonexistent. More than one GRS may be deployed in GPs that have high labour potential and GPs with scattered habitations and tribal areas.
- iv) The responsibilities of the Gram Rozgar Sahayak are as follows:

- a. Overseeing the process of registration, distribution of job cards, provision of dated receipts against job applications, allocation of work to applicants etc.;
- b. Ensuring that the requisite Gram Sabha meetings and social audit are held;
- c. Recording attendance of labour every day either himself/ herself or through the mate in the prescribed Muster rolls at worksite.
- d. Ensuring that Group mark outs are given at work site for every labour group so as to ensure minimum wages every day
- e. Attending all review meeting called upon by Programme Officer.
- f. Ensuring that all Mates attend worksites on time and take roll calls/ attendance in prescribed muster roll at worksite only.
- g. Ensuring worksite facilities at all worksites by engaging a person for drinking water and a person for Aaya services wherever required and by arranging a first aid box and shade at work site.
- h. Updating the job cards regularly.
- i. Maintaining all MGNREGS-related registers at the Gram Panchayat level, including prescribed accounts, and ensuring that these documents are conveniently available for public scrutiny;
- v) The GRS should be adequately trained in work-site management and measurement of works.
- vi) Appropriate performance incentive-disincentive system has to be worked out for salary of GRS. The salary of GRS can be based on fixed pay or on performance basis.

4.1.2 Mates

A mate is required for each work-site. At least one mate should be present for every fifty workers.

- i) Criteria for Selection of Mates: A mate should be literate and should have worked in MGNREGS for a reasonable period of time. Mates should be selected on the basis of transparent criteria which are well-publicised and preference should be given to the most deserving families in terms of need. Priority should be given to women and the differently-abled.
- ii) All mates should be trained and their skills enhanced in a phased manner so that they can function as certified barefoot engineers capable of an initial measurement of works.

- iii) A person working as a mate should not also be a worker on an MGNREGS site.
- iv) The remuneration of mates should be based on person days of his/her work, calculated at a wage rate equal to that of semi-skilled labour.
- v) Responsibilities of Mates are as follows.
 - a. Supervise work-sites
 - b. Capture attendance in muster roll
 - c. Give daily mark-outs to labour groups and record weekly measurements
 - d. Facilitate applications for job-cards and submit them to the Gram Panchayat
 - e. Facilitate demand for work from individual workers or labour groups, submit them to Gram Panchayat and obtain dated receipt as acknowledgement.
 - f. Facilitate participatory identification of works in the GP
 - g. Ensure there is no free-riding within his/her group of workers
 - h. Ensure timely attendance of workers
 - i. Record daily attendance in Muster Rolls
 - j. Record weekly measurements of his/her groups
 - k. Submit filled out muster rolls to Gram Rozgar Sevak
 - l. Provide first aid. Keep first aid box, for same.
 - m. Help illiterate labourers in his group to learn to sign and to calculate wages earned.
 - n. Create awareness about rights and entitlements under the Mahatma Gandhi NREGA.

4.2 CLUSTER OF GRAM PANCHAYATS/SUB-DISTRICT/BLOCK

Human resources at this level, led by the Programme Officer, will consist of Technical Assistant, Computer Operator-cum-Accounts Clerk, Voluntary Technical Corps and the Cluster Facilitation Team.

4.2.1 Technical Assistant

- i) The Technical Assistant (TA) will assist the GP in identifying and conducting measurement of works
- ii) TA should be appointed for a cluster of villages, depending on the potential labour demand.

- iii) TA should be a generalist with an understanding of various MGNREGS works, who should be trained in estimating and measuring works ranging from watershed development, natural resource management, agriculture, horticulture and so on.
- iv) TA will report to the Gram Panchayat, CFT and Programme Officer.
- v) The following will be the important responsibilities of a TA:
 - a. Identification of works as per the Gram Sabha resolution on works
 - b. Preparation of estimates for works up to Rs 5 lakh in standard templates.
 - c. Capturing measurements on a weekly basis for all the works taken up within three days after muster rolls are closed.
 - d. Mentoring Mates and GRSs on measurement and quality of works.
 - e. Building technical capacities of Mates and GRSs.
 - f. Be responsible for work quality.
 - g. Maintenance of measurement books

4.2.2 Computer Operators-cum-Accounts Clerk

- i) The Computer Operator-cum-Accounts Clerk can operate at GP level or Block level depending on the location of Computer Centre.
- ii) She/He should assist the GP or PO exclusively in data entry work and maintenance of MGNREGS accounts.
- iii) State should ensure that at least 3 Computer Operators are deployed at the Block Computer Centre (1 per cluster)
- iv) The Computer Operator cum Accounts Clerk operating at GP level should report to Gram Panchayat and Programme Officer. The Computer Operator cum Accounts Clerk operating at Block level should report to Programme Officer.
- v) The important responsibilities of a Computer Operator cum Accounts Clerk are:
 - a. Data entry and generation of Job Cards, work demand (registered), technical estimates, Work commencement letters, etc.

- b. Generation of pay orders and preparing necessary cheques.
- c. Maintenance of Accounts, Registers, Files and other MGNREGS related correspondence.
- d. Generation of MIS and other review reports for Programme Officer

4.2.3 Cluster Facilitation Teams

Those blocks of the country where

- either scheduled castes plus scheduled tribes form $\geq 30\%$ of the population or
- the annual MGNREGA expenditure was more than Rs.12 crores in any year since the programme started,

such blocks will mandatorily have at least 3 Cluster Facilitation Teams (CFT), each of which will service a Cluster of Gram Panchayats (CGP), being accountable to each GP within their Cluster. Each CGP will cover around 15,000 job cards or an area of about 15,000 ha, broadly corresponding to the boundaries of a milli-watershed and local aquifer.

The CFT will comprise a fully dedicated, 3-member professional support team for MGNREGA. The CFT will be a multi-disciplinary team led by an Assistant Programme Officer (APO) and will comprise specialists in earthen engineering, community mobilization, hydrogeology, agriculture/allied livelihoods.

The CFT will work under the overall supervision of the PO but will also be jointly accountable to the GPs within their cluster. The CFT will be located in the PO's office at the block level and will draw its expenses from this office.

- i) At least one CFT team member should have at least three years of experience in rural development or an MSW or Post graduate degree in rural development or rural management with at least two years of experience in community mobilization. Two other members should have a technical educational background. Where diploma holders in civil engineering are not available, diploma or degree holders in other engineering disciplines, graduates or post-graduates in disciplines like agricultural sciences, soil and water conservation, geology, natural sciences may be considered.

- ii) The CFT will work with GPs within their cluster for (i) mobilization and raising awareness among potential job seekers about their entitlements and procedures under MGNREGA; (ii) surveying, planning, designing and costing of works; (iii) facilitating smooth implementation of plans; (iv) monitoring and measurement; and (v) payment, accounts and MIS keeping. At the GP level, the CFT would be assisted by Gram Rozgar Sahayaks and Panchayat Secretaries.
- iii) The CFT will prepare the Annual Plan each year for every GP within the cluster resulting in a shelf of works and annual labour and material budget.
- iv) CFT will train and provide technical guidance to elected representatives and functionaries such as Community Resource Persons (barefoot professionals), Gram Rozgar Sahayaks, GP members and GP Secretaries
- v) The CFT will also conduct random checks of the measurements taken by the Technical Assistants.

4.2.4 Dedicated Engineer

To ensure the timely measurement of work and adherence to technical standards in the execution of work, all States have been directed to deploy 2 engineers per 6000 population of rural households. In North Eastern states and hill states (J&K, Himachal Pradesh and Uttaranchal), 2 engineers may be deployed per 3000 population of rural households.

4.2.5 Panchayat Development Officer (PDO) and Junior Engineer (JE)

To give a greater focus to and ensure adequate human and technical support to sub-district levels for implementing Mahatma Gandhi NREGA in the left-wing extremism affected districts where the Integrated Action Plan is in operation, the Central Government has proposed to the concerned State Governments to deploy one Panchayat Development Officer (PDO) and Junior Engineer (JE-works) at the Gram Panchayat level. These PDOs and JEs belong to District/Gram Panchayat cadre and are directly accountable to the Gram Panchayats of posting. Recruitment to posts under Panchayat Service is on tenure basis. PDOs will perform all duties as may be entrusted to them by the Panchayat, supervise other functionaries, perform such other duties as the Intermediate Panchayat, District Panchayat or the State Government may direct, assist Panchayats in decentralized/ convergent planning under Mahatma Gandhi NREGA by taking up participatory planning approach, assist Panchayats in planning, implementation and monitoring of Mahatma Gandhi NREGA. JE (works) may be responsible for preparation of work estimates for construction/civil works under Mahatma Gandhi NREGA, obtain necessary technical and administrative approval, monitor execution of work as per the prescribed procedure after administrative and technical

approval, technical supervision and monitoring of the works.

4.2.6 Programme Officer

- i) The Programme Officer is the overall in-charge of all MGNREGS works in the Block.
- ii) The Programme Officer can be taken on deputation basis or recruited afresh. The Programme Officer will not be below the rank of the Block Development Officer.
- iii) In case of absence of such exclusive officers, the BDO can be the PO and an Additional PO, exclusively for MGNREGS, assisting the BDO must be deployed, on contractual basis or otherwise.
- iv) The Programme Officer reports to DPC and Additional DPC of the district
- v) The responsibilities of Programme Officers are as below:
 - a. Provide wage employment to all the households who make a demand for unskilled manual work.
 - b. Ensure that the rights and entitlements detailed out in the Act such as issue of Job cards, providing 100 days of work, weekly payments, work site facilities, medical and *ex gratia* related rights etc are delivered to wage seekers.
 - c. Ensure the payment of unemployment allowance as per the provisions of the Act after due enquiry into the evidences leading to such payment.
 - d. Prepare the Annual Labour Budget and maintain sufficient shelf of projects to match the labour demand.
 - e. Assist the Block Panchayat in discharging its functions under the scheme
 - f. Receive GP plans, scrutinize and consolidate the plans
 - g. Ensure regular social audits and take follow up actions on findings / recommendations of Social Audit.
 - h. Liaison between the GPs and the Block as also between Block and District for all purposes of correspondence and communication.
 - i. Monitor and review implementation of the scheme
 - j. Inspect works and worksites at regular intervals and ensure that all workers have access to the scheme.
 - k. Ensure timely payment and fair payment of wages to all labourers employed under the scheme.

- l. Ensure transparency in implementation of the Scheme by strictly following provisions and the Right to Information Act viz.,
 - Displaying paid muster rolls on the notice board of the GP.
 - Reading out muster rolls at the time of closure of work
 - Sharing the information such as copies of Sanctioned works, work commencement letters, paid muster rolls, Pay orders etc with GPs.
- m. Liaison with Banks and Post Offices in opening of new accounts and making timely payments to labour regularly.
- n. Collect Complaints/ grievances and redress the same.

4.2.7 Block Resource Centre (BRC)

A BRC will be set up as a resource and facilitation centre for knowledge inputs, capacity building and facilitation of convergence. Existing resource organizations from the voluntary sector could be identified as BRC. The BRC will perform the following functions:

- i) Provide technical inputs for planning, including those sourced from a wider network of resource persons/ institutions.
- ii) Maintain data bases on local natural resource endowment (such as groundwater, rainfall, soils, etc.) needed for planning. The BRC will also access maps/ topo-sheets of each habitation and supply the same to CFTs.
- iii) Ensure convergence between MGNREGS and other production-oriented schemes of government so that assets created under MGNREGS are productively used by poor people to enhance their incomes.

4.3 DISTRICT

4.3.1 Additional District Programme Coordinator (Addl DPC)

- i) A full-time Addl DPC exclusively appointed for MGNREGS should specifically look into day-to-day operations of MGNREGS and provide leadership in programme implementation at the district level
- ii) The Addl DPC would report to DPC and CEO, State Employment Guarantee Mission (SEGM)
- iii) The Addl DPC should be given technical support from specialists in civil engineering, Agriculture/ horticulture, MIS, capacity building and social mobilization

The responsibilities of the Addl DPC are:

- a. Preparation of District Labour budget
- b. Managing MGNREGS Funds, Finance and Accounts.
- c. Planning of sufficient Shelf of works for the district
- d. Ensure opening of works to meet the labour demand.
- e. Ensure timely payments.
- f. Ensure quality of works.
- g. Ensure proper management of Muster rolls.
- h. Attend to complaints and redressal of grievances.
- i. Regular reviews with BDO / Programme Officers, Block Officers and other implementing agencies.
- j. Regular monitoring and inspection of work sites
- k. Social Audit and Social Audit follow-up actions.
- l. Conduct training & Capacity building of all MGNREGS field staff in the district
- m. HR Policy, transfers and punishments etc.,
- n. Attend the social audit public hearing meetings and preside over the meetings and take necessary decisions.
- o. Ensure Transparency and Accountability.

4.3.2 District Program Coordinator (DPC)

- i) The District Collector or Chief Executive Officer, Zilla Parishad is designated as District Programme Coordinator MGNREGS. The DPC shall be responsible for the overall coordination and implementation of the Scheme in the District in accordance with the provisions of the Act and guidelines issued by Government from time to time. The DPC shall establish an exclusive EGS unit at District level.
- ii) The District EGS Unit would be headed by an Additional District Programme Coordinator and comprises of functional wings such as Works, Finance and Accounts, Quality Control and Vigilance, Social Audit, MIS, Horticulture, Natural resource management (NRM), Capacity Building etc
- iii) The important responsibilities of the DPC are:
 - a. Supervise and monitor the functioning of Block units and the line departments in the implementation of the Scheme.

- b. Manage the MGNREGS funds and ensure proper accounting and auditing of the funds.
- c. Ensure transparency, accountability and quality control in the execution of the scheme.
- d. Coordinate with PRI bodies in the planning and implementation.
- e. Receive the Block Panchayat plans from the Programme Officer and consolidate them along with project proposals received from other executing agencies for inclusion in the District Plan for approval by the District Panchayats.
- f. Prepare a labour budget of anticipated demand for unskilled manual work and plan for sufficient shelf of projects so that the anticipated labour demand is met.
- g. Appoint Project Implementing Agencies (PIAs) across the district, making sure that at least 50% of the PIAs are GPs.
- h. Grant administrative sanctions for all the works included in the District MGNREGS Plan and assign executing responsibilities to various agencies like panchayats, line departments etc.
- i. Redress grievances of applicants.
- j. Ensure that social audits are done in all the villages once in six months.
- k. Ensure follow up actions on social audit reports are taken. Initiate disciplinary action on those involved in violation of the Act/these Guidelines and misappropriation of MGNREGS funds.

4.3.3. District-level Technical Committee

A District-level Technical Committee (DTC) will be set up to guide the implementation of the Act. The Technical Committee must comprise district officers from the relevant technical departments, representatives of NGOs and the academic community. The Committee will examine GP and Block Perspective Plans on the basis of technical considerations of district level priorities.

Additionally, the functions of the Technical Committee will include

- i) Examining the shelf of projects submitted by the PIAs and recommending the grant of technical sanction to the DPC;
- ii) Preparation of district specific schedule of rates for common tasks under MGNREGA;
- iii) Determination of rates, quality parameters and list of suppliers for the district for the material component. This list should be reviewed at least once in six months;

- iv) Revision of district specific SoR whenever there is a revision of wage and material rates;
- v) Assisting DPC in the *suo moto* revision of financial estimates for shelf of projects, upon a revision of wage and material rates

The District level TC must meet at least twice in a year. State Governments may devise procedures to ensure that the District Technical Committee is active and contributes to the DPC's role in implementing MGNREGS.

4.3.4 District Co-ordinator (Vulnerable Groups)

Each State Government should appoint one officer in each District as a Coordinator (Vulnerable Groups) who will exclusively look after the needs and requirements of the special categories and create conditions for their inclusion. Full details of the roles and responsibilities of this officer are described in Chapter 10

4.3.5 Voluntary Technical Corps (VTC)

VTCs may be set up at the Cluster and District level drawing specialist volunteers from within and outside government in areas like earthen engineering, natural resource management, social mobilization, monitoring etc. The VTCs could supplement the CFTs/BRCs/DLTCs and carry out tasks assigned by the DPC/ADPC.

4.4 STATE

4.4.1 State Employment Guarantee Mission and Management Team

State governments will establish State Employment Guarantee Mission (SEGM) with operational flexibility and autonomy. The State Mission will provide support to the Panchayati Raj Institutions and other implementing agencies.

- i) SEGM will be headed by a senior IAS officer (Secretary and Commissioner MGNREGS) as Chief Executive Officer (CEO).
- ii) SEGM will have a Chief Operating Officer (COO). The COO may be recruited from the open market.
- iii) State Management Team (SMT). SEGM will have adequate operational flexibility, including fixing of compensation at market rates so as to attract the best talent, and a sensitive and impartial HR policy to recruit and retain a team of committed experts. The composition of such a state management team (SMT) may change over time in

response to evolving needs. The following is an indicative list of fields where thematic experts may be required.

- a. Rights and entitlements:
- b. Participatory planning process for livelihoods and convergence;
- c. NRM, livelihoods, Quality Standardization and Assurance;
- d. Technical Works & Measurement
- e. Wage payment;
- f. Information and communication technology (ICT);
- g. MIS;
- h. Strategy & Planning
- i. Monitoring & evaluation
- j. Social Inclusion
- k. Capacity building: Training of field staff at the block, cluster and Gram Panchayats;
- l. Human resource management: Developing a sensitive human resource management policy for contract staff and/or permanent staff;
- m. Social audit and grievance redressal;
- n. Vigilance;
- o. Knowledge Management & learning including research
- p. External communication

The thematic experts will play their roles in such a manner as to provide oversight, build capacity, solve problems and monitor quality of implementation at the district, cluster and GP levels.

4.5 CENTRE

4.5.1 A National Management Team (NMT) will be set up within the Department of Rural Development to perform the national-level functions under MGNREGA. These functions would be handled by the following divisions of the NMT:

- i) Programme Management
- ii) Human Resource Development and Capacity Building
- iii) Monitoring and Evaluation
- iv) Information Technology

- v) Social Audit, Vigilance and Grievance Redressal¹

The NMT will be headed by the Additional Secretary (MGNREGA). The responsibility of each of these divisions will be divided among the Additional Secretary and the 2 Joint Secretaries (MGNREGA).

4.5.2 One of the key roles of Programme Management Division will be to extend need based technical assistance to States on a regular basis. It has to overcome inertia and resistance to change, implying intensive and frequent support from the NMT. Therefore, getting professionals who have been practicing in similar programme/mission in different states will add value to the services delivered by NMT. The functions of the Programme Management Division will include:

- i) Follow up on advisories issued by Ministry and coordination with states
- ii) Follow up with state governments and flagging issues during review meetings
- iii) Coordination with different Ministries for establishing linkages with MGNREGA outcomes
- iv) Coordination with state team and district team
- v) Sharing of good practice models

4.5.3 The Human Resource Development and Capacity Building Division's primary responsibilities will include:

- i) to work out standards for human resources recruited for MGNREGA implementation,
- ii) to work out recruitment processes, human resource policies, performance evaluation criteria and so on
- iii) to assess gaps, (including region-specific gaps) in human resource deployment and availability and to work out short-term responses and medium-term and long-term mechanisms for ensuring a steady source of human resources for MGNREGA
- iv) to widely promote a gender-sensitive, pro-poor and pro-active work culture down the line

¹ The functions of the Social Audit, Vigilance and Grievance Redressal Division are described in Chapter 14.

- v) to work out a system of certification for human resources, which all implementation structures have to comply with,
- vi) to identify and set standards for identifying training institutions across the country who can discharge the responsibilities of capacity building for MGNREGA (described in detail in Chapter 5)
- vii) to work out syllabi for training courses and certification that MGNREGA personnel should go through,
- viii) to arrange for trainings for these personnel
- ix) to network with professional and technical institutions, Civil Society Organizations, subject matter specialists and experts to create the necessary human resource infrastructure for effective capacity building
- x) to assess training material available, to ensure its wide dissemination across the country and to promote the production and dissemination of high quality resource material (print and electronic) for MGNREGA

4.5.4 The IT Division will

- i) assess IT needs, in terms of both hardware and software, for providing a proper IT backbone for NREGA implementation and come up with a blueprint for effective IT deployment for NREGA which caters to information needs vis-a-vis transparency, monitoring and grievance redressals
- ii) deploy the best possible expertise available in the country to advise it on IT deployments
- iii) ensure IT deployment across the country, conforming to the best standards anywhere in the world
- iv) ensure that states are complying with the IT requirements of data returns and updation
- v) ensure that latest developments in IT which are potentially beneficial for use in NREGA implementation and monitoring are screened, piloted, developed further and disseminated
- vi) pro-actively set up a coordination mechanism with other major IT-centred initiatives of the government such as the UIDAI
- vii) NREGA implementation personnel are trained in use of IT

4.5.5 The Monitoring and Evaluation Division will be responsible for concurrent monitoring of work and establishing and refining systems of monitoring the work under MGNREGA. It will also be responsible for mounting independent evaluations through a carefully selected panel of experts and consultants from across the country.

Each Division will have teams of one senior and two junior programme persons (one L1 and two L2 professionals).

4.6 RECRUITMENT POLICY

- i) The recruitment of MGNREGA staff at all levels shall be undertaken by a competent authority as notified by the state governments or national government, as the case may be.
- ii) In the recruitment process, the reservation policy of the state should be strictly followed. The MGNREGS staff should be adequately represented by women, SCs, STs, disabled etc
- iii) The salaries of all staff should be met from the funds provided by the Central government for administrative expenses possibly supplemented with additional contributions from state government.

CHAPTER 5

CAPACITY BUILDING AND AWARENESS GENERATION

Given the radically new character of the programme emerging from the MGNREGA, capacity building of the relevant stakeholders becomes extremely important for achieving the expected outcomes. They need to fully internalize the new implementation architecture of the programme, the importance of social mobilisation, the procedural details involved as also the relevant technical issues. Generating awareness among the key stakeholders is equally important so that they can take full advantage of what MGNREGA offers them.

5.1 TRAINING ARRANGEMENTS

5.1.1 A cascading model of capacity building institutions, as an interdependent chain from national to state to district levels, is required. In doing so we need to ensure:

- i) a clear definition of a minimum acceptable standard for human resource capabilities and bring parity to human resources across diverse conditions.
- ii) that we link training to implementation experience and implementation context, with trainers possessing required practical experience in the subject they are training on
- iii) that training is seen as an ongoing package along with handholding field based support
- iv) a certification system to ensure quality of training
- v) adequate infrastructure at cutting-edge level of implementation
- vi) development of relevant course content and high quality training material
- vii) an institutionalized arrangement for involvement of Civil Society Organizations (CSOs) in training and support.

For this a cascading network of capacity building institutions needs to be created.

5.2 NETWORK OF CAPACITY BUILDING INSTITUTIONS

5.2.1 At the national level, the Human Resource Development and Capacity Building Division within the National Management Team (NMT) of the Department of Rural Development will anchor the entire training effort. The Division will:

- i) act as a coordinating and anchoring agency between different state level resource centres
- ii) help to define and refine, in coordination with state resource centres, training policy at both state and national levels and make training needs assessments
- iii) act as a clearing house for training material and resources and as a nodal centre actively involved in development and dissemination of training material,

- methods and resources.
- iv) identify and mobilize institutions which can play the role of training institutions for MGNREGA across the country
 - v) define training content and syllabi for different stakeholders
 - vi) draw up a national level training plan for different stages of MGNREGA implementation and for different stakeholders, factoring in state level training plans
 - vii) identify and induct capable CSOs with proven track records, professional agencies, technical institutes and other institutions who can conduct MGNREGA training and support in different states, with the active participation of the state level training and support organizations
 - viii) ensure that training requirements for MGNREGA are actually being fulfilled across the country as per the training plan
 - ix) monitor the quality of training imparted and make specific, germane recommendations for improvement of the same
 - x) give clear recommendations and set clear deadlines to ensure compliance with the broadly agreed training road map to bring them back on track

5.2.2 Each State will also set up a MGNREGA Human Resource Development and Capacity Building Division with the corresponding set of responsibilities as listed above. At both the state and national levels, CSOs with track record and experience may be invited to play this role.

5.2.3 The state and national level Divisions should further identify state level training organizations for different segments of the MGNREGA training requirements. These could be CSOs and technical resource agencies identified through a careful screening process. If CSOs are involved, the same CSO could also contribute to the resource agency in different states. A tentative list of organizations which could be empanelled is appended to this chapter (Appendix 5.1). State governments desirous of involving CSOs for their training needs could draw upon these empanelled institutions. This list may be added to and modified. However, empanelment of new CSOs by States must be done in consultation with and with the approval of the Government of India

5.2.4 The responsibility of the State Divisions would be to train district level MGNREGA training and support teams, who would be master trainers in this cascading model. The State Divisions would also offer backstopping support to the district teams, act as an expert resource agency, ensure training quality, organize exposure visits for PRIs and village communities, help refine training material and monitor the work of the district training units

5.2.5 At the district level there is need to set up a corresponding MGNREGA District Human Resource Development and Capacity Building Unit. The unit should comprise full-time dedicated resource persons who will act as master trainers for MGNREGA, providing training and field-based hand-holding support to block and sub-block implementation teams. The recruitment of such resource persons may be undertaken through the same channels as that of the project implementation teams at block and cluster levels. In fact, the training personnel may be drawn from Cluster Facilitation Teams (CFTs) or may be selected afresh but in such cases, the candidates must

already possess some experience of rural development work. The unit can also be a CSO, provided one of high quality, with impeccable credentials and some experience of planning and execution or working on nature-based livelihoods is available. These CSOs will have to be selected through a rigorous screening process, as worked out jointly by the national and state level resource agencies.

5.3 TRAINEES, THEIR TRAINERS AND SUGGESTED TRAINING MODULES

Training requirements of various stakeholders and the trainers who will provide these requirements in this cascading model are summarized as below. Indicative modules are also provided.

Stakeholder	Trainer	Suggested Training Modules
DPCs and other district level officers	Resource agencies empanelled by the State for each district/cluster of districts	Course I
District Trainer Team	Resource agencies empanelled by the State for each district/cluster of districts	Course I and III For new recruits, there must be field immersion for a period of 6 months to a year after the Basic Training Course to give them a hands-on grasp after which they should be certified as trainers
Programme Officer, Assistant Programme Officer	District Master Trainers	Course II Regular field based support from the District Unit is necessary to ensure that training is not a one off affair. Additional refresher courses may be designed as per need by the State/District
Junior Engineer, Cluster Facilitation Teams, Technical Assistants, PIA Teams	District Master Trainers	Course III
EGAs and Mates	Cluster Facilitation Team/PIA Team	Course IV
Gram Panchayat Leaders	Cluster Facilitation Team/PIA Team	Exposure Visits
MGNREGA Workers	EGAs and Mates	As per IEC below

COURSE I

Suggested Training Modules for

District Programme Coordinator (DPC) and Additional DPC

- History of anti-poverty programmes in India with special reference to evolution of wage employment programmes
- A Concept Presentation on Mahatma Gandhi NREGA. How Mahatma Gandhi NREGA is different from other Programmes/Schemes
- Development potential of MGNREGS in the State with specific reference to poverty reduction, natural resources management and local economic development.
- Topics for Sensitization
 - Rights-based development
 - Gender Justice
 - Social Justice
 - Eco-restoration
 - Good Governance
- Workers Rights under the Act
- Registration for Work, Job Cards, Work Applications
- IEC for raising awareness and conduct of Gram Sabha
- Planning for Works
- Convergence and strategy for coordination with different departments
- Conduct of Gram Sabha and Preparation of Labour Budget
- Execution of Work
- Measurement of Work
- Technical resource support for quality
- Worksite facilities
- Wage Payment through Banks and Post Offices
- Maintenance of records at GP and Block level
- Use of MIS in implementation of the Act
- Provisions of Transparency and Accountability under the Act with emphasis on notified Social Audit Rules, 2011 and RTI Act - An instrument for upholding people's right on MGNREGA
- Monitoring, evaluation and review
- Sharing of experiences gained during the implementation of MGNREGA

- What, Whom and How to generate awareness: various communication methods (local folk media, electronic and print media, street plays, wall painting, posters) and periodic meeting with community and door to door visit; various motivational tools
- Collation of Best Practices across the country

COURSE II

Suggested Content for Training of Programme Officer and Assistant Programme Officer

- History of anti-poverty programmes in India with special reference to evolution of wage employment programmes
- A Concept Presentation on Mahatma Gandhi NREGA. How Mahatma Gandhi NREGA is different from other Programmes/Schemes
- Development potential of MGNREGS in the State with specific reference to poverty reduction, natural resources management and local economic development.
- Topics for Sensitization
 - Rights-based development
 - Gender Justice
 - Social Justice
 - Eco-restoration
 - Good Governance
- Workers Rights under the Act
- Registration for Work, Job Cards, Work Applications
- IEC for raising awareness and conduct of Gram Sabha
- Planning for Works
- Convergence and strategy for coordination with different departments
- Conduct of Gram Sabha and Preparation of Labour Budget
- Execution of Work
- Measurement of Work
- Worksite facilities
- Wage Payment through Bank and Post Offices
- Maintenance of records at GP and Block level
- Use of MIS in implementation of the Act
- Provisions of Transparency and Accountability under the Act with emphasis on notified Social Audit Rules, 2011 and RTI Act - An instrument for upholding people's right on MGNREGA

- Experience sharing and Feedback from participants

COURSE III

Possible Course on Watershed Related Works under MGNREGA for Cluster Facilitation Team, Junior Engineer, Technical Assistant, PIA Team

First Phase: At Training Centre with Field Outreach to Watersheds

Day 1	Introduction of Trainees and Trainers and Course Outline National Rural Employment Guarantee Act and Guidelines: An Introduction
Day 2	Contouring and Slope Measurement: Pipe Level
Day 3	Contouring and Slope Measurement: Dumpy Level
Day 4	Mapping a Watershed with Dumpy Level
Day 5	Introduction to Different Types of Maps Scale, Direction and Legends in Maps Concept of Contour Lines and its Uses Identifying Drainage Lines Demarcating Watersheds on Toposheets Calculating the Area of Watersheds using Toposheets
Day 6	Basic Concepts of Earthen Engineering
Day 7	Ridge Area Treatment: Contour Trenching Ridge Area Treatment: Contour Bunding Planning Ridge Area Treatment and Presentation
Day 8 to 9	Drainage Line Treatment: Boulder Checks Planning Boulder Checks
Day 10 to 11	Drainage Line Treatment: Naala Bund Planning Naala Bunds
Day 12	Drainage Line Treatment: Gabion Structure Drainage Line Treatment: Underground Dykes
Day 13 to 14	Farm Bunding Planning Farm Bunds and Presentation
Day 15 to 16	Introduction to Schedule of Rates Measurement & Valuation of Watershed Works
Day 17 to 18	Action Plan Formulation including Costing Presentation of Action Plans

Second Phase: On Location

Day	Topic
19	b) Review of Field Work Done c) Revision of First Phase Training
20	d) Field Visits in Partner Locations
21	e) Estimation of Volumes on the basis of Surveys Done f) Fine-tuning of Design and Drawings of Structures
22	g) Fine-tuning of Design and Drawings of Structures h) Setting Tasks for the In House Training

Third Phase: At Training Centre

Day	Item
23	Review of Volume Estimation by Partners Volume Estimation and Preparation of Physical Treatment Plan

24	Introduction to Costing: Schedule of Rates Costing of Structures using Schedule of Rates
25 to 26	Costing of Structures using Schedule of Rates
27 to 28	Converting Physical Treatment Plan to Financial Plan and Budgeting
29	Labour Budgeting Logical Framework Analysis
30	Representation of treatment plan on topographical map Representation of treatment plan on cadastral map

At the end of Phase I, there will be an examination in which trainees will be assessed for their grasp of what has been taught. In Phase II and III, an assessment will also be done of the work put in by the trainees. Throughout all phases, the trainers will also assess the attitude and behaviour of the trainees, especially from the point of view of their being team players, and their fitness for rural development work.

COURSE IV

Suggested Content for the Training of Gram Rozgar Sahayaks, Mates and Community Resource Persons

- History of anti-poverty programmes in India with special reference to evolution of wage employment programmes
- A Concept Presentation on Mahatma Gandhi NREGA. How Mahatma Gandhi NREGA is different from other Programmes/Schemes
- Development potential of MGNREGS in the State with specific reference to poverty reduction, natural resources management and local economic development.
- Topics for Sensitization
 - Rights-based development
 - Gender Justice
 - Social Justice
 - Eco-restoration
 - Good Governance
- Workers Rights under the Act
- Registration for Work, Job Cards, Work Applications
- IEC for raising awareness and conduct of Gram Sabha
- What, Whom and How to generate awareness: various communication methods (local folk media, street plays, wall painting, posters) and periodic meeting with community and door to door visit; various motivational tools
- Planning for Works

- Execution of Work
- Measurement of Work
- Worksite facilities
- Maintenance of records

5.4 INFORMATION, EDUCATION AND COMMUNICATION (IEC) FOR AWARENESS GENERATION

5.4.1 One of the most essential steps to make MGNREGA a success is the creation of awareness among rural people. Special emphasis needs to be placed on raising awareness among the MGNREGA workers about their rights and entitlements.

5.4.2 All States should develop an IEC Plan on MGNREGA with focus on reaching out to the registered workers as well as other groups which could benefit from MGNREGA. The IEC plan should clearly indicate State, District, Block and local level activities. For preparing the IEC Plan, workshops may be held for the print and visual media. The Public Relations Department as well as publicity and extension units of different departments like Agriculture, Social Welfare, Health etc. should be actively involved in the planning as well as implementation stages. Special initiatives to achieve effective IEC in respect of scheduled tribes, scheduled castes and other extremely disadvantaged groups should be undertaken.

5.4.3 In the process of creating awareness, partnerships with carefully selected CSOs could play a key role. These CSOs may be engaged for mobilization, support and strengthening capacities of wage seekers so that they are able to secure their rights, demand work and demand payments for work on time.

5.4.4 For awareness generation every State Government will undertake an intensive IEC exercise to publicise the key provisions of the Mahatma Gandhi NREGA and procedures to be followed like the rights and entitlements of workers, application for job card and receipt, application for work and receipt, Rozgar Diwas and Unemployment allowance.

5.4.5 The IEC should target workers, rural households, PRIs and pay special attention to deprived areas and marginalized communities. The State Government should draw up an IEC Plan and develop communication material designed to help people articulate their demand and claim their entitlements.

5.4.6 Efforts should be made by the PRIs, Block Officials, DPC and State to widely publicise the provisions of the Act with special emphasis on the rights and entitlements of the workers. MGNREGA details should be at all the important places in the Panchayats like Panchayat building, community centre and places where people gather in a group.

5.4.7 Panchayats may also disseminate the information about MGNREGA through theatre performance (nukkad natak) in regional dialect possibly by engaging the local youths.

5.4.8 State Governments may prepare an inventory of the best practices related with the implementation of MGNREGA and place it on the website for widely dissemination.

5.5 MODES OF COMMUNICATION

5.5.1 Project initiation meetings must be made mandatory at which not only the details of work are discussed in an idiom easily understood by stakeholders but also the entitlements of the workers and the expected benefits of the work are explained clearly. While intensive communication should precede the introduction of the Act, communication is also an integral part of the implementation process, aimed at making this legislation a 'People's Act'. The effectiveness of this communication process will be evident in the extent to which people who need work under this Act register and apply for work. Other signs of successful communication include the active involvement of local communities at every stage, prompt grievance redressal, vigilant social audits by the Gram Sabhas, and wide use of the right to information.

5.5.2 Information should be widely disseminated, especially in remote areas, SC/ST hamlets through TV, radios, films, print media including vernacular newspapers, pamphlets, brochures.

5.5.3 Wall Paintings: One of the most effective and popular methods to raise awareness among the people is through wall painting. State Governments may give utmost importance to wall paintings for the dissemination of knowledge related with MGNREGA. Details of MGNREGS may be exhibited in all the offices of Panchayats and other offices which are frequented by the common people. Also, anganwadis and schools, fair price shops could be utilized for this purpose.

5.5.4 Door to door contact Programme: Social mobilization and awareness generation should be carried out through door to door contact campaign.

5.5.6 Schools: Activities targeting high schools like interactive sessions on MGNREGS and quiz competitions would be very useful.

5.5.7 Village libraries: These should be provided with copies of MGNREGS Guidelines, local labour budgets and performance data.

5.5.8 Engagement of Bharat Nirman Volunteers and Nehru Yuva Kendra: In the process of raising awareness and contacting people State Governments may engage volunteers of Nehru Yuva Kendra and Bharat Nirman Volunteers to mobilize Gram Sabhas and PRIs.

5.5.9 Engagement of SHGs: Members of SHGs may be engaged for the mobilization of workers and to educate them on their rights and entitlements

APPENDIX 5.1

Institutions for Empanelment as National/State Level Training Resource Agencies

Apart from NIRD, MANAGE, the SIRDs and the WALMIs, the following organisations could be used as resource agencies in various parts of the country for training in different aspects under MGNREGA.

S No	Organizations	States Covered
1)	Accion Freterna/ Rural Development Trust Ecology Center	Andhra Pradesh
2)	Action for Social Advancement	Madhya Pradesh, Bihar
3)	AFARM	Maharashtra
4)	Aga Khan Rural Support Program	Gujarat, Madhya Pradesh, Bihar
5)	Aragamee	Odisha
6)	ANANDI	Gujarat
7)	Andhra Pradesh Mahila Samatha Society	Andhra Pradesh
8)	ARAVALI	Rajasthan
9)	Arthik Anusandhan Kendra	Uttar Pradesh
10)	BAIF	Maharashtra, Andhra Pradesh
11)	CARD India	Madhya Pradesh
12)	Centre for Youth and Social Development	Odisha
13)	COSTFORD	Kerala, Tamil Nadu
14)	Development Support Centre	Gujarat, Madhya Pradesh
15)	Dhan Foundation	Tamil Nadu, Andhra Pradesh, Jharkhand
16)	Foundation for Ecological Security	Gujarat, Odisha, Andhra Pradesh, Assam
17)	Grama Vikas	Karnataka
18)	Hind Swaraj Trust	Maharashtra
19)	Jan Vikas Ecology Cell Sahjeevan	Gujarat
20)	Maitri	Kerala
21)	MKSS	Rajasthan, Andhra Pradesh
22)	MS Swaminathan Foundation	Tamil Nadu, Kerala
23)	MYRADA	Tamil Nadu, Andhra Pradesh, Karnataka
24)	NM Sadguru Foundation	Gujarat, Rajasthan, Uttar Pradesh, Madhya Pradesh
25)	PACE	Uttar Pradesh
26)	Parmarth Samaj Sevi Sansthan	Uttar Pradesh
27)	People's Science Institute	Uttarakhand, Himachal Pradesh
28)	PRADAN	Jharkhand, Madhya Pradesh, Odisha, Chattisgarh, West Bengal
29)	Sahabhagi Vikas Abhiyan	Odisha
30)	Samaj Pragati Sahayog	Madhya Pradesh, Bihar, Chhattisgarh, Maharashtra, Uttar Pradesh, Odisha
31)	SRIJAN	Bihar, Chhattisgarh, Madhya Pradesh, Rajasthan, Karnataka, Odisha
32)	Seva Mandir	Rajasthan
33)	SPWD	Rajasthan, Jharkhand
34)	WASSAN	Andhra Pradesh, Jharkhand, Odisha
35)	WOTR	Maharashtra, Andhra Pradesh, Jharkhand

CHAPTER 6

PLANNING OF WORKS

A unique feature of Mahatma Gandhi NREGA is its demand-driven character. Chapter 3 described the steps required for setting up systems that accurately record demand for work by wage-seekers. But before we begin to record demand we need to make a prior assessment of the quantum of work likely to be demanded as also ascertain the timing of this demand. Concomitantly, we need to prepare a shelf of projects that would allow us to meet this demand. This matching of demand and supply of work is the process of planning under MGNREGA and this is to be achieved through the preparation of a Labour Budget, which has two sides – one, assessment of quantum and timing of demand for work and two, preparing a shelf of projects to meet this demand in a timely manner.

6.1 LABOUR BUDGET

A Labour Budget must, therefore, reflect

- i) anticipated quantum of demand for work
- ii) precise timing of the demand for work, as also
- iii) a plan that outlines the quantum and schedule of work to be provided to those who demand work.

This is the only way work-providers can open work in a manner that is synchronized with the pattern of migration in that area so as to pre-empt distress migration. It must also be incumbent upon work-providers to pro-actively inform work-demanders well in advance about the schedule of work to be provided so that they do not need to migrate in distress. Ideally, work-seekers should be provided work allotment letters that also specify the quantum of work to be performed by them.

6.2 BASELINE SURVEY TO ASSESS QUANTUM AND TIMING OF DEMAND FOR WORK

6.2.1 The assessment for demand for work on the basis of household survey should be done once every five years to account for changes in the local pattern of livelihoods and opportunities for work in productive activities. The base-line assessment is a mandatory component of the development plan of the GP and the district.

6.2.2 Annual Plans and budgets will be approved only when the base line Labour Budget is

formulated on the basis of a survey of job card holders.

6.2.3 A baseline survey of job card holders is to be mandatorily conducted in every Gram Panchayat, in order to prepare a base year Labour Budget. The survey will elicit information on the seasonal demand for labour from each job card holder. Empanelled expert institutions will help finalise the framework and methodology for the pilot surveys for the base-line Labour Budget and once the methodology is finalised, they will train teams from each State to conduct the surveys. Leading empanelled NGOs will also assist in this process.

6.3 PREPARING SHELF OF PROJECTS TO MATCH DEMAND

6.3.1 The shelf of projects must not be like a laundry list of works. The shelf of projects must be an integrated plan based on the basic principles derived from three foundational approaches:

- i) watershed development
- ii) sustainable groundwater management
- iii) flood protection and drainage management
- iv) creation of sustainable livelihoods

6.3.2 The Cluster Level Facilitation Team (CFT) will assist each GP (including other PIAs within the GP) to prepare MGNREGA plans based on a holistic perspective derived from these principles.

6.3.3 This process of planning and identification of works must start in a participatory manner at the habitation level, reflecting the needs and aspirations of the local people, while ensuring maximum participation of women, Dalits, Adivasis and the poor. These habitation-level proposals will be collated at the GP level, incorporating inter-habitation works that will also need to be identified, again in a participatory manner. All attempts should be made for convergence with other schemes, such as Integrated Watershed Management Programme (IWMP), Rashtriya Krishi Vikas Yojana (RKVY) and National Horticulture Mission (NHM) in order to attain sustainable livelihoods. Convergence with Total Sanitation Campaign and National Rural Drinking Water Programme will help improve Human Development Indicators.

6.3.4 A paradigm shift from Relief Works approach to Integrated Natural Resource Management (INRM) approach is required in implementation of MGNREGS. The works taken up in MGNREGS should change from taking up individual, stand-alone works in a typical 'relief works mode' to an integrated natural resource management (INRM) perspective. Planned

and systematic development of land and husbandry of rainwater following watershed principles to sustainably enhance farm productivity and incomes of poor people should become the central focus of MGNREGS works across the country.

6.3.5 At least two-thirds of all works in financial terms shall focus on the development of land and water resources to result in sustainable increase in productivity of these resources and incomes to the poor.

6.3.6 The INRM shall include total quality management of natural resources with specific focus on in-situ rainwater harvesting to minimize rainwater run-off, bringing fallow lands into cultivation, putting common lands to productive use, developing the lands of SC/ST and small and marginal farmers so as to enhance their productivity and strengthen livelihoods.

6.3.7 Individual works can be logically sequenced and packaged together on the principles of INRM, to form projects. Systematic identification and implementation of projects is highly recommended as it leads to creation of sustainable and productive assets for the community. The projects accorded administrative and technical sanctions enter the “shelf of projects”

6.3.8 A list of such activities is provided in Appendix 7.1

6.3.9 It will be ensured that the shelf of projects that emerges through this process is more than adequate to meet demand for work for at least two years. A Shelf of Projects covering at least two years of implementation will enable a) time for adequate technical scrutiny before granting technical sanctions and b) reduce delay in getting requisite approvals for starting work. In case a PIA's proposal is found technically inadequate or incorrect then a two year Shelf of Projects (SoP) will provide adequate time to PIAs to make modifications and corrections for sanction and inclusion of their proposals in the SoP. It must also be ensured that the GP adds new proposals to the shelf of works every year to replace the components that have been completed.

6.3.10 The GP is the custodian of the shelf of works and all PIAs working within the GP must report their plans to the GP, which should duly incorporate them into the Annual Plan on approval of the Gram Sabha

6.3.11 Since the GP is the custodian of the shelf of works, all works to be taken up at inter GP level within a block or inter-block level within a district must also be ratified by each of the GPs concerned and appropriately reflected in their respective GP Annual Plans

6.3.12 The order of priority of works will be determined within the GP and will be reflected

6.4 PRESENTATION AND APPROVAL OF ANNUAL PLAN AT GRAM SABHA

6.4.1 This Annual Plan will be presented by the Gram Panchayat at a Gram Sabha meeting to be held on 15th of August. Annual Plans are currently supposed to be presented for approval only at the Gram Sabha on 2nd October each year. This is far too late to prevent distress migration of households because decisions on migration are normally taken in the monsoon season. In the absence of a timely work guarantee, many are likely to migrate after the harvest of the kharif crop. It is important, therefore, for the GP to inform potential workers of available employment and the timing of this employment well in advance of the kharif harvest.

6.4.2 The priority in which the works have to be taken up must also be mentioned in the resolution of the Gram Sabha.

6.4.3 At this Gram Sabha, Labour Groups will be provided Work Orders, which would constitute a guarantee of 100 days of work to each family represented in the Labour Group.

6.5 CONSOLIDATION OF ANNUAL PLANS AT BLOCK AND DISTRICT LEVEL

6.5.1 Once approved at the Gram Sabha, each GP will submit its Annual Plan to the Block Panchayat. The Programme Officer, will

- i) scrutinize the GP Annual Plans against the list of permissible works as specified in MGNREGA;
- ii) identify inter-GP works;
- iii) collate all works within the Block and
- iv) present the Block Plan before the Block Panchayat.

The Block Panchayat will approve the Block Development Plan within 15 days of presentation.

6.5.2 The Block Panchayat will not reject a proposal received from the Gram Panchayat. If the proposal is not within the parameters of the Act, or appears technically infeasible, the Programme Officer will record his observations on the proposal and then submit a consolidated statement of proposals to the Block Panchayat by the 15th of September. The Block Panchayat will not reject a work proposed by the Gram Panchayat if it is within the

parameters of the Act. If it is outside the parameters of the Act, then it will be returned to the Gram Panchayat for this body to replace it with a valid proposal. The Block Panchayat will also maintain the priority indicated by the Gram Panchayat.

6.5.3 The Block Panchayat will then submit the Block Annual Development Plan to the District Panchayat by 2nd October every year.

6.5.4 The DPC will

- i) scrutinize the Block Annual Development plan of works against the list of permissible works as specified in MGNREGA;
- ii) identify inter-Block works;
- iii) collate all works within the District into the District Annual Plan
- iv) ensure that the District Annual Development Plan has adequate number of schemes to meet work demand in all seasons in all panchayats and its value does not exceed the estimated demand for work in each panchayat
- v) present District Annual Development Plan and District Labour Budget by 15th November before the District Panchayat

The District Panchayat shall approve the Annual District Plan and Labour Budget within 15 days of presentation, i.e. by 1st December, failing which it will be deemed to have been approved

6.5.5 The sequence of approvals laid down under the Act necessitates time bound coordination between different levels so that the spirit and intent of the Act is maintained especially in terms of maintaining the works priorities. It is therefore legally imperative that there are no delays in the approval of the plan of works at any level and equally necessary to ensure that the priorities of the Gram Sabha are maintained. The absence of an approved shelf of projects affects the pace at which employment demand has to be met. Delay in finalizing the plan of works will affect the finalization of the Labour Budgets by December, which in turn will affect fund release.

6.6 PROCEDURES TO BEGIN WORK

6.6.1 All the works approved under District Development Plan shall be accorded administrative sanctions at the respective level that is responsible for identification i.e, GP for all GP level works, Block for all inter-GP works, District for all inter-block works.

6.6.2 As soon as the annual development plan is approved by District Panchayat, DPC shall

ensure preparation of work-estimates and technical sanctions of works by appropriate engineers for all works included in annual development plan.

6.6.3 All the works that are accorded technical sanctions enter into 'Shelf of Works'.

6.6.4 The DPC shall ensure that shelf of works for each GP is ready by December 15th of every year.

6.6.5 The GP as custodian of shelf of works, can commence works and start the works in the GP as per the labor demand. The works for next-financial year should be commenced by at least March 1st of the current year.

6.6.6 The current practice in several States is that each time GPs have to start any work, they need to seek a work order (financial sanction) from the Programme Officer at the Block level. This causes great delay and makes it impossible for the GP to start work in time to meet demand for work and prevent distress migration.

6.6.7 It is, therefore, suggested that the approval of the Annual Plan should be equivalent to an Administrative sanction for all its constituent works. As all the works listed in the Annual Plan are drawn from the technically approved Shelf of Projects, the Annual Plan should be accorded Administrative Sanction and Technical Sanction in one go. GPs should also be authorised to issue Works Orders for such works which are contained in the Annual Plan and open the works as per requirement, without having to seek clearance from the Block each time.

6.6.8 The administrative procedures of issuing unique identity for every work and issuing muster rolls should be simplified with a tight time line. The PO should be responsible for adhering to this timeline. Not more than 3 working days should be taken by the PO to issue unique identity and muster rolls to PIAs after they declare their intent to start works in response to demand.

Time-table of Actions

Date	Action to be taken
15 th August	Gram Sabha to approve GP Annual Plan
2 nd October	Block Panchayat to submit Block Annual Plan to DPC
1 st December	District Panchayat approves District Annual Plan
15 th December	DPC ensures shelf of projects ready for each GP
1 st March	Work for next financial year begins

6.7 FOREST AREAS

6.7.1 MGNREGA implementation in forest areas demands better coordination with the Forest department. In adivasi areas, the ridge areas in a typical watershed are located in forest areas which fall under the jurisdiction of the forest department. These ridge areas if not treated lead to violation of the ridge to valley treatment principles.

Moreover, since adivasis are normally concentrated in villages close to the forest, it becomes difficult to carry out development activities under MGNREGA in adivasi villages.

6.7.2 In adivasi areas, the gram sabha is empowered to plan and implement all MGNREGA works on the lands that are given individual and community rights under the Forest Rights Act. However, if works such as regeneration of forest species or any other INRM works need to be taken up on forest lands, the permission of forest department can be obtained accordingly.

6.7.3 It is mandatory to hold a monthly meeting between the Divisional Forest Officer and the MGNREGA District Programme Co-ordinator to ensure smooth functioning and better implementation.

6.7.4 Wherever the Forest Department is the PIA, the FD must prepare a perspective plan and a SoP on forest lands and propose these to the respective GSs.

6.7.5 In case the works proposed are not located within any village boundary (revenue or forest) the FD may propose these to the GS located closest to the forest area.

6.7.6 On GS approval the works will, after due TS, become part of the SoP, for which Gram Sabha is the overall custodian and also commences the works.

6.7.7 If the FD is unable to execute the SoP within a time frame of 2 years, the DPC should be required to appoint another PIA and allocate the works for execution to this PIA.

6.7.8 The DPC and the Divisional Forest Officer will facilitate coordination between such a PIA and the FD.

6.7.9 The FRA has given a clear and overwhelming mandate to the Gram Sabha to take decisions relating to work in the forest areas. The inclusion of forest lands for treatment under MGNREGA, the preparation of Perspective Plan and SoP for forest lands and the execution of works by the FD or other PIAs become important steps for MGNREGA to be successful.

6.7.10 Special works should be designed for regeneration of forest species (like kusum, ber, kovel, arjuna etc.) that are important minor forest produce for the livelihoods of adivasis who are dependent on forests.

CHAPTER 7

WORKS AND THEIR EXECUTION

7.1 PERMISSIBLE WORKS

7.1.1 As per Schedule I of the Act, the focus of the Mahatma Gandhi NREGA shall be on the following categories of works:

- i) water conservation and water harvesting;
- ii) drought proofing, including afforestation and tree plantation;
- iii) irrigation canals, including micro and minor irrigation works;
- iv) provision of irrigation facility, horticulture plantation and land development facilities to land owned by households belonging to the Scheduled Castes and Scheduled Tribes or below poverty line families or to beneficiaries of land reforms or to the beneficiaries under the Indira Awas Yojana of Government of India or that of the small farmers or marginal farmers as defined in the Agriculture Debt Waiver and Debt Relief Scheme, 2008 or to the beneficiaries under the Scheduled Tribes and Other Traditional Forest dwellers(Recognition of Forest Rights) Act, 2006.
- v) renovation of traditional water bodies, including de-silting of tanks;
- vi) land development;
- vii) flood-control and protection works, including drainage in waterlogged areas;
- viii) 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;
- ix) construction of Bharat Nirman Rajiv Gandhi Sewa Kendra as Village Knowledge Resource Centre and Gram Panchayat Bhawan at Gram Panchayat level.
- x) any other work that may be notified by the Central Government in consultation with the State Government.

7.1.2 Over the last six years there have been many demands from States for inclusion of new works under MGNREGA. There has also been a demand to create an even stronger positive synergy between MGNREGA and agriculture and allied rural livelihoods. Finally, there has been a demand that a more elaborate, specific and unambiguous list of permissible works be provided.

7.1.3 In response to each of these demands, these Guidelines now provide an additional list

of permissible works under MGNREGA (Appendix 7.1). Some of these works are new but many of them come within the category of works already permitted under MGNREGA. The list has been provided in response to demands from States for greater clarity on the precise works that could be taken up under the categories currently permissible.

7.1.4 Among the works listed in Appendix 7.1, those on private lands will be allowed only on the lands of those households who are listed under Schedule I of MGNREGA, viz., Scheduled Castes and Scheduled Tribes, BPL families, beneficiaries of land reforms, beneficiaries under the Indira Awas Yojana of Government of India or small and marginal farmers as defined in the Agriculture Debt Waiver and Debt Relief Scheme, 2008 or to the beneficiaries under the Scheduled Tribes and Other Traditional Forest dwellers(Recognition of Forest Rights) Act, 2006.

7.1.5 Each work indicates the unit cost as also the labour:material ratio. It may be noted that these unit cost estimates are indicative and provide a broad order of magnitude. They may vary depending on local conditions and more updated SoRs. However, the labour:material ratio specified for each work must be strictly adhered to. It must also be ensured that the overall labour:material ratio in each Gram Panchayat is maintained at 60:40. Thus, the selection of more material-intensive works and their number must be done within this overall constraint.

7.1.6 While taking up works under MGNREGA, the following conditions must be followed:

- i) Only those works can be taken up which result in creation of durable assets
- ii) The order of priority of works will be determined within the GP and will be reflected in the Annual Plan ratified by the Gram Sabha on 15th August
- iii) The 60:40 ratio for wage and material costs should be maintained at the Gram Panchayat level
- iv) No contractors and no labor-displacing machinery shall be used in execution of works

7.2 INTRODUCING NEW WORKS UNDER MGNREGA

7.2.1 In some circumstances, locations or seasons, it may be difficult to guarantee employment within this list of permissible works. In such circumstances, the State Governments may make use of Section 1(ix) of Schedule I, whereby new categories of work may be added to the list on the basis of consultations between the State Governments and the Central Government

7.2.2 The following procedure should be followed to obtain approval of any new work to be henceforth added in the Schedule:

- i) If the State Government believes that the current list of permissible works is not proving adequate to generate sufficient employment under the MGNREGA and it believes that there are works that may not be currently permissible but would generate additional employment, lead to the creation of durable assets and strengthen the livelihood resource base of the rural poor, then the State Government should draw up a proposal to be sent to the Union Ministry of Rural Development for examination and approval.
- ii) The proposal of the State Government should contain the following:
 - a) Justification for the work
 - b) Areas of the State where this work would be undertaken
 - c) Numbers of people likely to be employed (employment potential)
 - d) Nature of durable asset likely to be created
 - e) How this work will strengthen the livelihood base of the rural poor
 - f) Other benefits that may accrue such as continued employment opportunities, strengthening of the local economy and improving the quality of lives of people
- iii) These proposals should contain a model project which outlines:
 - a) The unit cost of each work
 - b) The labour component of each work
 - c) The material component of each work
 - d) Skilled and semi-skilled component of each work
 - e) The transparency and accountability mechanisms and how this project will comply with the transparency and accountability provision of the MGNREGA
 - f) The expected final outcome (asset) that will be created
 - g) The benefit to the livelihood base of the rural poor
 - h) Any other benefit likely to accrue
- iv) There should also be an indication of the overall scope of this kind of project to generate work across the State, indicating potential numbers.
- v) There should be an indication whether this will require convergence with any other scheme/programme running in the State, and the nature of that convergence
- vi) There should also be an account of how this work has functioned, in case there are any existing examples of this kind of work within the State (This could include such works having been taken up by individual Panchayat or NGOs)

- vii) This proposal will be examined by the Ministry, including through sanctioning of pilots if necessary, to examine the feasibility and outcomes of such a proposal, ordinarily within 3 months, but no later than 6 months.
- viii) In case a favourable decision is indicated for making this a permissible work, the Ministry will formulate the requisite guidelines and send the approval to the concerned State Government.
- ix) In case it finds that this is a work of value, the Ministry may suggest that such works be approved for a larger number of States, or on an all India basis.
- x) However, in case it is found that the outcome of the work has not been in conformity with the objectives of the MGNREGA, it may suggest amendments in the guidelines or suggest withdrawal of the approval of the work as a permissible work.

7.3 NEGATIVE LIST

7.3.1 Rule 2 of Schedule I mandates that creation of durable assets is an important objective of the Scheme. This implies that assets created should be tangible and measurable in nature. Works like boulder, pebble or shrub removal, silt application and similar activities which are non-tangible in nature are not permissible as stand-alone activities except when they are part of tasks in projects for strengthening the livelihood resource base of rural poor.

7.3.2 The maintenance of assets should generally be undertaken only for those works and assets created under MGNREGA. In case MGNREGA funds are to be used to rehabilitate assets created in the last 5 years using funds from schemes other than MGNREGA, the full details of previous work done along with date, copy of estimate and measurement book should be placed as part of the MGNREGA work record before administrative approval is granted. It will be the duty of the head of the panchayats to find out on the basis of local enquiry whether work was done in the previous 5 years on all work sites. Programme Officer will ensure that an entry to this effect is made against each scheme in the list of schemes placed before the gram sabha on the basis of statement of the head of the panchayats. S/he will ensure that copies of documents are made available to the District Programme Coordinator before administrative approval is accorded and details are made available to the implementing agency along with the work order.

7.3.3 Mahatma Gandhi NREGA resources should not be used for land acquisition. Land belonging to small and marginal farmers or SC/ST landowners cannot be acquired or donated for works under the programme.

7.3.4 A major activity that has been widely undertaken under MGNREGA is the construction of

wells. However, it has been observed that on many occasions, this has been done in an indiscriminate manner without reference to the prevailing hydrogeological conditions and the possible impact on the water table and water quality, which have both been falling in many parts of the country

7.3.5 Specific guidelines are, therefore, now being issued for well construction under MGNREGA

7.3.6 Groundwater is a common pool resource. Extraction of groundwater through individual sources such as wells and tubewells can sometimes threaten the quantity (depth) and quality of the resource. **The following conditions are, therefore, being prescribed for undertaking digging of wells under MGNREGA:**

- i) Bore wells and tube wells will NOT be considered as a permissible activity under MGNREGA, under any circumstances.
- ii) Digging of private wells will not be a permissible activity under MGNREGA in areas which have been classified as semi-critical or critical or overexploited according to CGWB's latest assessment.
- iii) In areas which have been classified as semi-critical or critical or overexploited according to CGWB's latest assessment, only "group wells" will be allowed where a group of farmers agrees to share the water from such a "group well". Each such group will comprise at least 3 farmers
- iv) There should be a formal agreement (on Stamp Paper) between farmers for water sharing from a group well. Verification of the agreement within this group will be through the Gram Panchayat.
- v) Only one member from one family can be the member of the group. He/she cannot be members of more than one group.
- vi) A Group Well should be registered as a Group Irrigation Well in revenue records.
- vii) In areas classified as "safe" by the CGWB, individual wells may be considered. Depth and diameter of such wells must conform to the hydrogeology of the area. In hard-rock areas, diameters must be kept within 8m. For softer rock and alluvial areas, well diameter must be less than 6m.

7.4 THE WAGE-MATERIAL RATIO

7.4.1 The ratio of wage costs to material costs should be no less than the minimum norm of 60:40 stipulated in the Act. **This ratio must be maintained at the level of each Gram Panchayat.**

7.4.2 To ensure procurement of material in an efficient and prudent manner, the following principles and procedures may be adopted:

- i) The specifications in terms of quality, type etc as also quantity of goods to be procured, should be clearly spelt out keeping in view the specific needs of the procuring organizations. The specifications so worked out should meet the basic needs of the implementing agencies and strictly exclude unwarranted, superfluous and non-essential elements, which may result in needless inventory carrying costs.
- ii) Offers should be invited following a fair, transparent and reasonable procedure.
- iii) The implementing agency should be satisfied that the selected offer adequately meets the requirements in all aspects.
- iv) The implementing agency should satisfy itself that the price of the selected offer is reasonable and consistent with the quality required.
- v) At each stage of procurement, the concerned implementing agency must place on record, in precise terms, the considerations which weighed with it while taking the procurement decision.

7.4.3 All procurement made should be posted in the MIS for monitoring, including details of quality procured, total amount spent, the scheme for which the material was procured, date of delivery of material etc.

7.5 IMPLEMENTING AGENCIES

7.5.1 The Gram Panchayat is the single most important agency for executing MGNREGA works as the Act mandates earmarking a minimum of 50 per cent of the works, in terms of costs, to be executed by the Gram Panchayat.

7.5.2 The other implementing agencies can be line departments of the Government, Public Sector Undertakings of the Central and state Governments, Cooperative Societies with a majority shareholding by the Central and State Governments, and reputed NGOs having a proven track record of performance. CBOs such as federations of Self-Help Group with proven track records may also be considered as Implementing Agencies.

All the implementing agencies converge at Gram Panchayat and the GPs will act as the single window for implementation of MGNREGS works at the village level. As GPs are the custodian of shelf of works, all works proposed by other PIAs working in the same GP have to ensure that their proposals are passed in the Gram Sabha and included in the Annual Development Plan of the GP. In the case of proposals that cover over more than one panchayat, it will require the approval of the Gram Sabhas of all concerned panchayats.

7.5.3 PIAs will be appointed throughout the district by the District Programme Coordinator.

7.5.4 The selection of the Implementing Agency, other than the Gram Panchayat that has a mandatory responsibility for work execution, will be based on technical expertise, capacity to handle work within the given time frame, and proven track record for work, and the overall interests of beneficiaries. The selection of the Implementing Agency will have to be indicated in the Development Plan. A panel of agencies approved, in order of priority, may be considered to ensure that alternative options are available in the event where an agency fails to execute the work. This will ensure that works do not suffer because of individual agency failure, and that work seekers get employment on time.

7.5.5 The responsibility for not being able to execute works in the time indicated by them in the labour budget and the Annual Plan will lie squarely with the PIAs. If any Implementing Agency (including a Gram Panchayat) is unable to execute the works allotted within 15 days, it will immediately inform the Programme Officer, who will entrust it to another agency, chosen from a panel of agencies approved project-wise for that Block in the Development Plan for the District. If a Gram Panchayat does not execute a work within 15 days, the Programme Officer will direct the applicants to a work being executed by another Implementing Agency. The time for various activities must be fixed according to the needs of workers, particularly migrant workers.

7.5.6 The role of the Line Department is to give technical support in providing estimates, measurement and supervision of the works executed. No overhead charge will be given to any line department for this

7.5.7 As stated in the Act (Schedule I), contractors cannot be engaged in any manner in the execution of works.

7.6 FORMULATION OF SoRs

7.6.1 Payments to workers based on work valuated using outmoded schedules of rates (SoRs), which were appropriate for a contractor-led, machine-based system of implementation will lead to underpayment of workers. In the absence of machines under MGNREGA, the application of these SoRs inevitably leads to underpayment.

7.6.2 Another problem is that existing SoRs make inadequate provisions for variations in geology and climate, discriminate against women, tend to underpay workers by lumping various activities together and do not revise rates in line with increments in wage rates. This can also adversely affect quality of works and there is a tendency to leave works incomplete as actual costs exceed sanctions

7.6.3 All works in MGNREGS should be clearly divided into tasks in such a way that nothing remains invisible and underpaid in piece-rate work. Clubbing/bundling of separable tasks (e.g. digging and lifting) should be avoided.

7.6.4 A systematic revision of SoRs requires an estimation of the amount of work (a “Task”) a

human being can perform in a given area during a given period of time (normally 8 hours). Carefully designed Work Time and Motion Studies (WT&MS) need to be undertaken for this:

7.6.5 This exercise has to be done in a transparent manner, by an agency which is independent of the nodal Department (for MGNREGS). The agency conducting the WT&MS should have adequate knowledge and capacity to carry out this complex task.

7.6.6 The WT&MS should also allow for regional variations in tasks, depending on the variable local conditions and the health and nutrition status of the population. In particular, they must reflect the productivity of mixed group of workers including both men and women, elderly workers and those who are physically challenged.

7.6.7 Gujarat, Andhra Pradesh, Tamil Nadu, Bihar, Orissa, Karnataka and Uttar Pradesh have undertaken fresh time and motion studies to revise their SoRs. Other States must also follow suit.

7.6.8 There is need to develop a simple and accessible template of SoRs, which could be used by the GPs, EGAs and mates during execution of works. This template could be developed at two levels: one, with rates for the simple and often repeated tasks and the other with rates for more complicated tasks. The SoR for common tasks may be developed at the level of the district whereas the SoRs for the complex tasks may be developed for a group of districts within the same agro-climatic region. The template should also allow for regional variations and include special works to be taken up in the hills region, coastal regions, deserts, water-logged and flood-prone plains and saline areas.

7.6.9 States shall take up downward revision of the out-turn norms during the 3-month peak summer when the working conditions become difficult in many parts. The mark-outs of works given to the labor during the summer season shall be varied accordingly.

7.6.10 Allowance for regional variations in tasks, depending on the variable local conditions and the health and nutrition status of the population. For instance, the tasks expected to be performed by the malnourished, primitive tribal groups, the aged and women should be treated differently from those expected from able-bodied men. Tasks should be assigned which can be done by pregnant women, aged and disabled.

7.6.11 Since January 1st 2011, MGNREGA wages have been indexed to inflation. This means that if SoRs are not also indexed to inflation, workers will be unable to get the stipulated wage under MGNREGA. States must index their SoRs to inflation and notify the SoRs duly indexed at the beginning of every financial year.

7.6.12 The rates for various tasks shall be revised within two weeks of changes affected to the wage rate by the state/central government as per the Section 6(1) of MGNREGA, 2005.

7.6.13 The Schedule of Rates should be revised by the state every year and notified at the

beginning of every financial year.

7.6.14 Whenever there is a revision in the SoR, the DPC must revise the approved estimates for projects in the Annual Plan which are yet to be started. This should be done on a suo moto basis by the DPC and the revised estimates conveyed to the project implementation authorities.

7.6.15 For projects which are under execution when the SoRs are revised, the DPC must conduct a survey re-estimating the value of the unfinished portion of works. The entire process of re-estimation must be done within a period of one month of the revision of SoRs.

7.6.16 Some States have moved to create district specific SoRs which enables them to take into account inter-regional and inter-district variations in conditions under which work is performed. Other states are encouraged to adopt this practice.

7.7 WORK ESTIMATES

7.7.1 The work-estimates should be generated from the NREGSoft with the help of back-end standard template which is designed for each work.

7.7.2 The standard template should be designed in such a way that it is easily understood by the GPs and the work-inputs taken during identification of works are minimal

7.7.3 The estimates so generated should have an abstract of materials so that quantity of material in the estimate can be easily compared with the quantities booked in the MB, quantities used in the work as evaluated by the person who checks the measurement and quantities as reported by local residents during social audit.

7.7.3 The software generated work-estimate, would be detailed and as per engineering standards.

7.8 PROJECT INITIATION

Before starting work following activities should be taken up on the worksite:

7.8.1 Project initiation meeting should be held with all the workers on the site where work has to start. Ward, block and district panchayat members, MLA and MP should be invited to this meeting. In the meeting the workers should be explained the provisions of the Act, the system of payment of wages, SOR, information on worksite facilities and their entitlements in the event of their injury by accidents or death or injury or death of any child accompanying the worker. It should be explained that no discrimination in payment of wages will be done only on the basis of gender.

7.8.2 A sample pit may be dug to indicate the standard output which is expected from workers to be entitled for payment of proportionate wages.

7.8.3 Workers may be divided into small groups of 4-6 persons for easy execution of works,

measurement of work and proper calculation of wages of the worker.

7.8.4 Accounts of the workers either in the bank or the post offices may be opened by mobilizing the staff of the banks or the post offices at the worksite.

7.8.5 The Citizen Information Board with Mahatma Gandhi NREGA logo must be set up containing essential information, details of work, estimates, rate at which each of these have been estimated, work status, quantities of materials that are to be used, basic dimensions of the work, person-days that will be generated, rate at which workers will be paid and amount of work to be done for this to be paid, expected benefit from the work etc

7.9 WORK EXECUTION

7.9.1 Before starting a work, the Gram Panchayat shall inform the Programme Officer, so that the Programme Officer may issue the required muster rolls. If the Project Implementation Agency is other than Gram Panchayat, then the concerned Gram Panchayat will inform the same to the Programme officer, who will issue work order to the concerned PIA along with the required muster rolls.

7.9.2 Weekly Muster Roll shall be adopted to ensure timely payment of wages to the MGNREGS labor.

7.9.3 Each muster roll shall have a unique identity number and be certified by the Programme Officer. The format of the muster roll will be as indicated in the annexure.

7.9.4 The muster roll will indicate the job card number and name of the worker, days worked.

7.9.5 Workers attendance and the wages paid will be shown against each name with the signature/thumb impression of the worker.

7.9.6 The muster rolls should be authorized by the Program Officer and issued to GPs on weekly basis. Only those musters signed by program officer are considered authentic for generation of pay orders. Necessary steps should be taken to avoid fake musters

7.9.7 Muster rolls issued & muster rolls received at Block level & GP level should be maintained and tracked using a muster watch register.

7.9.8 Any person must be able to access the muster rolls of the current week on demand on the worksite for all days during all working hours.

7.9.9 Numbered Muster rolls will be maintained on the work site. No kachcha muster roll is to be used.

7.9.10 A detailed record of muster rolls will be maintained in the registers as per Annexures B-3, B-4, B-5 and B-6.

7.9.11 All work must be executed by the workers who have Job Cards and who have demanded work. This is necessary to avoid contractors.

7.9.12 No person below the age of 18 should be permitted to work under Mahatma Gandhi NREGA projects.

7.9.13 When a work is in progress, the workers engaged in that work will select from among themselves not less than five workers on a weekly rotational basis to verify and certify all the bills/vouchers of their worksite, at least once a week. A copy of the sanctioned/work order must be available for public inspection at the worksite.

7.9.14 A new work under the scheme can be commenced if at least ten labourers become available for work.

7.10 WORK-SITE MANAGEMENT & ATTENDANCE

7.10.1 A Labour Group is a group of 10-30 workers with self-affinity who come together to work as a group in MGNREGS. All the active members under a job card shall be part of the same labour group.

7.10.2 Organising labor into labor groups ensures that the labor have a more effective voice to demand for work; create better access to the entitlement of 100 days wage employment; increase transparency in execution of works; facilitate better worksite management; reduce fake musters/measurements and improve quality of works allotted to them.

Each Labour Group shall elect a Mate from amongst themselves. The Mate shall have the responsibility of managing worksite facilities including taking attendance of the members of the group every day.

7.10.3 Groups of labor who have demanded for work shall be allotted work-orders for 100-days employment at the beginning of financial year

7.10.4 Gram Panchayat with the assistance of Rozgar Sevak should assign works every week to the workers who demand for work.

7.10.5 The Programme Officer is also authorised to assign works and issue work orders to PIAs other than GP as and when work to be executed by these PIAs

7.10.6 Attendance should be captured only in authentic muster roll signed and authorized by the programme officer.

7.10.7 Mates should give daily mark-outs to their labor groups in such a way that every labor earns specified wage rate.

7.10.8 Workers shall be paid on the basis of work out-turn and without insisting on their attendance for 9 hours. So as to keep a count of the 100 day limit imposed by the Act, no worker should work more than what is required to earn the daily wage payable under MGNAREGA for the state.

7.11 WORKSITE FACILITIES

7.11.1 Worksite facilities are to be ensured by the Implementing Agency. Medical aid, drinking water and

shade are to be provided at the worksite, and crèche (if there are more than five children below the age of six years) will have to be provided within the village

7.11.2 The first aid should be replenished time to time

7.11.3 Provision of drinking water may require trolleys for fetching water from long distances.

7.11.4 Pregnant women travelling more than 1km to reach the worksite shall be provided with transportation facility

7.11.5 If more than five children below the age of six years are present at the worksite, a person (preferably a woman) should be engaged under Mahatma Gandhi NREGS to look after them. She will be paid a wage equal to the prevalent wage rate paid to the unskilled worker. The expenditure will be separately recorded and will not be included as part of the work measurement.

7.12 MEASUREMENT OF WORKS

7.12.1 Measurement norms need to be devised so as to eliminate delay of wage payments; avoid under-payment of wages & reduce corruption

7.12.2 Weekly measurement of works should be undertaken by Measurement Officer (Technical Assistants or overseers). Measurement Officer should ensure that all measurements are taken within 3 days after closing of weekly muster. This is crucial for timely wage payments. Disciplinary action, including fine under section 25 of the Act, should be initiated against the technical assistant/ engineer in case of non-adherence to time-schedules. Salary payable for measurement officers should be linked to percentage of total works (i.e. works that have been triggered but not closed) that have been measured each week.

7.12.3 All measurements should be captured task-wise so that nothing remains invisible and underpaid in piece-rate work.

7.12.4 Checking measurement is crucial for monitoring MGNREGS works in both quantity and quality.

7.12.5 Appropriate Check measurement norms have to be adopted by states to ensure creation of sustainable assets but not compromising with timely payments at the same time. States can adopt appropriate check measurement of works on weekly/fortnightly/ monthly basis. Salary of officers given the task of doing check measurement should be linked to work done.

7.12.6 The check measurement engineer will close the completed works only after thorough scrutiny.

7.12.7 In case of execution of works by Line departments, the official from Line Dept who has accorded technical sanction has to conduct check measurement after the work is completed.

7.13 QUALITY CONTROL

7.13.1 Quality of works in the context of creation of sustainable assets for enhancing livelihoods of poor, is an important aspect in MGNREGS works.

7.13.2 States should engage an internal Quality Control Unit comprising of engineers and others at state level and district level.

7.13.3 The Quality Control Unit should operate independently and act as strict monitoring agency controlling quality of works on the four major aspects of Measurement, Specification, Workmanship and End outcomes.

7.14 STRATEGY TO ADDRESS INCOMPLETE WORKS

MGNREGS works are left incomplete for several reasons. These causes need to be addressed by different steps:

7.14.1 The MIS needs to identify those works which are to be executed over more than one year. Such works may be split into annual work elements, with each annual segment given a distinct work identity.

7.14.2 Some works are left incomplete because revisions of wage and material rates raise the actual cost beyond the approved estimates. Whenever there is a revision in the SoR, the DPC must revise the approved estimates for projects in the Annual Plan which are yet to be started. This should be done on a suo moto basis by the DPC, without waiting for a request from the PIA, and the revised estimates conveyed to PIAs.

7.14.3 For projects which are under execution when the SoRs are revised, the DPC must conduct a survey re-estimating the value of the unfinished portion of works. The entire process of re-estimation must be done within a period of one month of the revision of SoRs.

7.14.4 For those PIAs that have incomplete works for more than one fiscal year after the year in which the works were proposed, no sanction is to be given for beginning new works.

7.15 GENERATION OF PAY ORDER

7.15.1 The Pay Order contains muster-wise wages earned by each worker. The pay order clearly indicates work details, muster details, wage seeker details, job card details, account details and amount earned by each wage-seeker.

7.15.2 Pay Orders are generated every week through NREGSoft/other State specific software. Pay Orders should carry unique IDs and should be mapped to unique IDs of muster rolls

7.15.3 Weekly Muster Rolls & Weekly Measurements recorded in M-Book should be entered into NREGSoft/ other State specific software for generation of pay-order.

7.15.4 Pay orders should be generated within 3 days after closing of weekly muster; in order to assure timely payment of wages to the labor

7.15.5 Pay Orders should be authorized by GP or Program Officer and then submitted to the wage paying agency along with the pay-cheque/advice.

7.15.6 Acquittance from labor should be collected on pay-orders after the wage payment are made. The paying agency is responsible for collecting acquittance through signature/thumb impression of the labor. Multiple copies of acquittance should be maintained at Gram Panchayat & MGNREGS Block Office to ensure transparency.

7.16 DISTRIBUTION OF PAY-SLIP

7.16.1 Individual Pay slips or wage slips communicate to each worker, the details of weekly wage payments like work ID, wage rate, number of days worked, amount earned by the worker during the week etc., thereby increasing transparency in the program.

7.16.2 Individual pay-slips shall be generated in computer centre along with pay-orders

7.16.3 Rozgar Sevak along with mates are responsible for distribution of Pay slips amongst workers

7.17 PROJECT COMPLETION REPORT (PCR)

7.17.1 On completion of every project, a Project Completion Report (PCR) should be prepared as per the prescribed format in the Works Register and the details entered therein should be verified by a senior officer. Summary details should also be made available to ward, block and district panchayat member and MLA, MP from where the work was undertaken

7.17.2 A geo-tagged time-stamped photograph of the site before the work started and after the work should be taken as a record of the work and attached to PCR and uploaded onto nrega.nic.in..

7.17.3 PCR should be placed in the file pertaining to the work in the office of the Implementing Agency. This would serve as a record of verification of completion of work.

APPENDIX 7.1

ADDITIONAL LIST OF PERMISSIBLE WORKS UNDER MGNREGA

A. WATERSHED RELATED WORKS

1. CONTOUR TRENCH

In the ridge area of a watershed a contour trench is a simple and inexpensive solution to slowing down surface runoff and reducing soil erosion. A contour trench is a trench dug along a contour line. A contour line is an imaginary line that joins together points of the same elevation. Since the trench is dug along a line that is at the same elevation, this increases the chance of holding the runoff water for a longer time within the trench. If trenches were not to follow a contour, such digging could actually increase the possibility of soil erosion because there would be a rise in the velocity of runoff following upon an increase in the slope of the land.

Unit cost of a contour trench of dimensions 0.5m*0.5m in staggered design comes to Rs. 11,300 per hectare. In terms of running length, the cost comes to Rs. 17 per running metre. The labour cost is 100% of the total cost.

2. CONTOUR BUND

Contour bunds are a simple and low-cost method of checking the velocity of runoff in the ridge area of any watershed. A contour bund is a bund constructed along a contour line. A contour line is an imaginary line which joins together points of the same elevation. Making a bund along a line that is at the same level increases the chances of containing runoff for a longer period of time within the bund. Like contour trenches, bunds also collect the rainwater that falls in the ridge area. This way the soil moisture profile in the area adjacent to the bund is improved. Along with the water, eroded fertile topsoil also gets deposited in the bund. It is, therefore, important to combine contour bunds with appropriate vegetative measures. Of these two methods of treatment of the ridge area, bunds are superior to trenches in one respect: a rupee spent on contour bunds would create greater storage than a rupee spent on contour trenches. In a contour bund, water not only stops in the excavated portion but also against the bund. The storage capacity of contour bunds is higher than that of contour trenches for every meter.

For a contour bund of height 0.6m, base width of 2.0m and a cross-sectional area of 0.66 sq.m., the unit cost comes to Rs. 13,637 per hectare. In terms of running length, the cost comes to Rs. 68 per running metre. The labour cost is 100% of the total cost.

3. BOULDER CHECK

Boulder checks are loose rock dams made on small drainage lines or seasonal streams which have very small catchment area of less than 50 ha. The main aim of constructing loose boulder checks is to reduce the velocity of water flowing through the drainage line. By reducing the velocity of runoff, boulder checks help in reducing soil erosion; trapping silt which slows the rate of siltation in water harvesting structures in the lower reaches of the watershed; creating a hydraulic head locally which

enhances infiltration of surface runoff into the groundwater system; and increasing the duration of flow in the drainage line. Therefore, the capacity of the water harvesting structures created downstream on the drainage line is utilised more fully as they get many more refills.

The unit cost of a loose boulder check of 7m length, maximum height of 1m, upstream and downstream slopes 1:1 and 3:1 and top width of 0.5m comes to Rs. 1600. The labour cost is 100% of the total cost.

4. FARM BUNDING

Farm bunds are constructed on agricultural land with the aim of arresting soil erosion and improving the soil moisture profile. Ideally, bunds on farms should be made on the contour line. But this creates several problems for farmers. Contour bunds divide the field into irregular sections. In such a situation, it becomes inconvenient to maneuver bullocks for operations such as ploughing and line-sowing. Due to these difficulties, what is normally practiced in the name of farm bunding is bunding along the field boundaries. By dividing the field into several units, bunds control the volume and velocity of runoff in each such unit. The water in the field and the soil it is carrying are stopped at each bund. Thus, by not allowing water a long stretch of free flow, bunds break the momentum of water. Bunding improves and stabilises the soil moisture profile.

For a standard farm bund of height 0.6m, base width 1.7m and cross section area of 0.57 sq.m., the unit cost comes to Rs. 7729 per hectare. In terms of running length, the cost comes to Rs. 39 per running metre. The labour cost is 100% of the total cost. This activity is only for those households eligible under MGNREGA for work on private land.

5. GABION STRUCTURES

Gabion structures are rock and wire dams constructed across drainage lines with a catchment area of 50-500 ha. They are also constructed to reinforce highly erodable stream embankments. The main aim of constructing gabion structures is to reduce the velocity of water flowing through the drainage line. By reducing the velocity of runoff, gabion structures help in reducing soil erosion, trapping silt, which reduces the rate of siltation in water harvesting structures in the lower reaches of the watershed, increasing recharge of groundwater and increasing the duration of flow in the drainage line. Therefore, the capacity of the water harvesting structures created downstream on the drainage line is utilised more fully as they get many more refills.

There are two ways of reinforcing a loose boulder structure with wire mesh: a) to make the structure as per the dimensions of the design and wrap it with wire mesh on all sides except the bottom. This wrap is partially anchored under the bottom; and b) to cage the boulders in rectangular boxes. The structure would be made up of several such boxes tied together. In such a structure the wire mesh not only provides a covering shell, it also gives horizontal and vertical reinforcements within the structure. The second method is superior to the first in terms of strength and it is economical in the use of boulders, although more wire mesh is used than in the first method.

The cost of a gabion structure of 2 m height, 1m top width and 12 m length works out to Rs. 45000. The labour:material ratio is 30:70.

6. UNDERGROUND DYKE

Underground dykes are earthen dams that obstruct the flow of this sub-surface water and divert them to nearby wells and tubewells. Dykes do not submerge any land. Nor is the water stopped by them subject to evaporation. Underground dykes are most suited to hard rock areas where impermeable strata are often found at shallow depths below the surface and in areas where the soil required to fill up the dyke is relatively easily available. The main objectives of constructing underground dykes are to impede the flow of sub-surface water and make it available in the watershed for a longer period; to increase the water level in wells by redirecting this sub-surface water to nearby wells and tubewells; and to make surface flows in the drainage line available for a longer period.

The cost of an underground dyke of 12m length, 6m maximum depth and 2m top width works out to Rs. 43000. The labour:material ratio is 70:30.

7. EARTHEN DAM

The most important structures of any watershed programme are the earthen dams built on the main stream of the watershed. Most parts of India typically receive rainfall between June and September, very intensely within a few hours and a few days. The number of rainy days does not average more than 40-50. Moreover, rains are extremely erratic, often characterised by late onset and early withdrawal. Prolonged dry spells during the rainy season, resulting in agricultural droughts, are also frequent. Hence, the kharif crop needs to be drought-proofed through 'protective' irrigation, applied to overcome accumulated soil moisture deficits within the rainy season. Earthen dams are especially important in areas which are poor in groundwater resources and which do not have access to canal irrigation. Such areas form about half of India's agricultural area. Earthen dams can also be constructed as percolation structures, to enhance the rate of groundwater recharge. Such percolation structures are usually made on the upper part of the catchment area. Water stored here percolates to wells and tubewells located in the lower part of the catchment. Such percolation dams can also be made in the immediate upstream portion of wells and tubewells.

The cost of an earthen dam of 65 m length, maximum height of 4.65 m, upstream and downstream slopes of 2:1 and 2.5:1 and a top width of 2m works out to Rs. 2.63 lakhs. In general the unit cost works out to Rs. 20-30 per cum. of water stored. The labour:material ratio is 95:5.

This is an activity that can be undertaken both on public land and private land. In the latter case, this activity is only for those households eligible under MGNREGA for work on private land.

8. DUGOUT FARM PONDS

Dugout farm ponds (DOP) are made on private land to harvest runoff from very small local catchments. The main reason for making a DOP is to collect rainwater, which would otherwise have flowed out of the field. There are several days in succession in the monsoon when there is no rainfall. Such prolonged dry spells may actually ruin the kharif crop. The DOP protects against such crop failure. Unlike the earthen dams, DOP is relatively free of topographical constraints. On flatter land in the village, streams are not very deep, nor do they have high embankments. Thus it becomes difficult to build water harvesting structures like earthen dams. In such flat lands, DOPs are the most effective

water harvesting solution. The main objective of such structures is to provide protective irrigation to the kharif crop. In addition, in West Bengal, Assam, Chhattisgarh, Bihar, Jharkhand and Orissa, DOPs have been traditionally used to irrigate the rabi crop and also for fish farming.

The cost of a DOP of 25m*20m*2m dimensions (1000 cubic metre storage capacity) works out to Rs. 98470. In general the unit cost works out to Rs. 50-60 per cum. of water stored. The labour cost is 100% of the total cost.

This activity is only for those households eligible under MGNREGA for work on private land.

9. STOP DAM

Stop dams are constructed on streams with big catchments. They are designed to capture the post monsoon flows. Usually, the gates of the stop dam are kept open during the monsoon season to let out runoff water. This also ensures that there is little or no siltation in the stop dam. After the monsoon, the gates are closed and the dam gets filled up with post monsoon flows. Hence, such dams should be constructed only in streams with perennial flows so that the stop dam gets several re-fills during the post-monsoon season.

For a stop dam with a catchment area of 1000 hectares, length of 20m, maximum height of 2.7m, top width of 1.5m and side slopes of 1:1, the cost works out to Rs. 5.32 lakhs. In general the unit cost works out to Rs. 90-100 per cum. of water stored. Stop dams are masonry dams either using bricks or stone. Where hard stones (compact basalt or granite) are available in sufficient quantity, it is good to use random rubble stone masonry. Also used are pre-fabricated metal sheets of 1.5 mm thickness for the gates of stop dams. The labour:material ratio works out to 25:75.

Full technical details of all structures in this section are available in manuals prepared for the Ministry of Rural Development, Government of India by Samaj Pragati Sahayog. These can be accessed at

http://www.samprag.org/downloads/watershed/watershed_manual_english.pdf and

http://www.samprag.org/downloads/watershed/watershed_manual_hindi.pdf

B. WATERSHED RELATED WORKS IN MOUNTAIN REGIONS

10. SPRINGSHED DEVELOPMENT

Regenerating springs' discharge in mountain regions is critical because they are the sources of most rural and urban water supply systems. Larger springs are also used for irrigation. A springshed is the area of a mountain slope that feeds water to a spring through underground seepages. Springshed (sometimes also referred to as spring sanctuaries) development can help enhance rainfall infiltration into the ground, recharge springs, revive dysfunctional traditional water harvesting systems, moderate flood peaks and recharge streams and rivers. Springshed development includes a number of interventions that are typical of watershed development, e.g., trenching, planting of trees, fodder grasses or hedges and gully plugging. The typical size of a springshed ranges from as little as a couple of hectares to about 20 ± 5 hectares.

The unit cost of springshed development depends on the location, slope, and the types and number of interventions. It is estimated that the costs can range from about Rs. 18,000 to Rs. 38,000 per hectare depending on the combination of proposed interventions. The labour to material ratio can vary from 90:10 upto 60:40. For example, a combination of staggered trenches and fuel/fodder tree plantation on <30% slope costs about Rs.22,700 per hectare with a labour: material ratio of 70:30. Staggered trenches on terraced fields with fruit trees plantations may cost about Rs. 38,000 with a labour: material ratio of 90:10.

Details of a springshed development programme can be seen at www.sikkimsprings.org.

C. AGRICULTURE RELATED WORKS

11. NADEP COMPOSTING

Revitalizing soil health holds the key to improving productivity of Indian agriculture. **Composting** is a process of utilising and processing solid waste through which its organic component is biologically decomposed to a humus-like state that can be used as fertiliser. Solid wastes usually contain the entire range of micro-organisms in large numbers. Under appropriate conditions, the microbial population grows and in doing so, degrades the organic portion of the waste.

NADEP composting involves the construction of a 3.6m*1.5m*0.9m compost trough, which can produce 1 tonne of composted manure in each cycle. This manure is sufficient to cover 0.25 hectare of agricultural land. The NADEP pit is usually constructed with a lattice brick wall to ensure proper aeration. Inside this trough a series of layers of agricultural waste, dung and soil are successively heaped upon each other. About 100-110 kg of agricultural waste is first placed on the ground in a layer which is about 6 inches high. 4 kg of dung mixed in 125-150 litres of water is applied on top of this layer (the quantity of water used varies with the seasonal temperature, more water being necessary in the summer months). On top of the second layer, cleaned and sifted soil (roughly half the weight of the agricultural waste used, i.e. 50-55 kg) free of stones, glass etc. is spread on which a little water is also sprinkled. In this manner successive layers are heaped to a height of about 1.5 ft. above the top of the trough. After this the top of the pile is sealed with a 3 inch plastering of soil mixed with dung (400-500 kg). Within 2-3 months dark brown, friable, soft and moist compost, free of all foul odours is ready. It has been generally estimated that by the NADEP method, one head of cattle produces 80 tonnes of manure in a year. The nutrient status of this manure is Nitrogen 0.5-1.5%, Phosphorous 0.5-0.9% and Potassium 1.2-1.4%.

The unit cost of a NADEP pit of 3.6m*1.5m*0.9m is estimated at Rs. 8000. The labour:material ratio of this work is 25:75.

Selection of households to be taken up for this activity under MGNREGA will be made only from those households eligible under MGNREGA for work on private land. Before taking up a second NADEP pit for any household, it must be first ensured that all eligible MGNREGA households willing to take up this work have been covered with one NADEP pit.

12. VERMI-COMPOSTING

Vermi-composting uses earthworms to turn organic wastes into very high quality compost. In ideal conditions worms can produce at least their own weight of organic matter in a day. The micro-organisms in the worm casts promote healthy plant growth. Usually, a twin pit model is used for vermi-composting, with the pit size of 3.6m*1m*0.75m and with a dividing wall in the middle. Vermi-composts are best suited for intensive application in kitchen gardens and small vegetable plots. One vermi-compost pit produces 0.15 tonne of compost, which is sufficient for enhancing productivity of 0.25 hectare (2500 sq.m.).

The unit cost of one vermi-compost pit comes to Rs. 9000, with a labour:material ratio of 25:75.

Selection of households to be taken up for this activity under MGNREGA will be made only from those households eligible under MGNREGA for work on private land. Before taking up a second vermi-compost pit for any household, it must be first ensured that all eligible MGNREGA households willing to take up this work have been covered with one vermi-compost pit.

13. LIQUID MANURES: SANJEEVAK OR AMRIT PAANI

Sanjeevak is a liquid manure application based on cattle-urine. This low cost and effective method has immense potential to improve plant nutrition. In a brick masonry pit of 1m*1m*1m, 50 kg of cow dung, 20 litres of cattle urine, 1 kg jaggery and 1 kg of chickpea flour is mixed with 1000 litres of water. This solution is fermented for 5 to 7 days. This solution should be shaken regularly three times a day. After 7 days, the liquid manure of 1000 litres is diluted and applied on the field. This liquid manure can be mixed with irrigation water (fertigation) at the time when crops are irrigated. This ensures an even spread of the manure in the field. It can also be used in vegetable plots and kitchen gardens. The pit can be filled again and within the next 15 days another round of Sanjeevak can be applied to the crop.

The unit cost of one Sanjeevak pit is Rs. 2000. The labour:material ratio is 30:70. This activity is only for those households eligible under MGNREGA for work on private land. A maximum of 3 Sanjeevak pits will be constructed per selected household.

14. BIO-GAS PLANT

It is estimated that nearly 78% rural homes still use firewood for cooking and do not have access to any other fuels. Such heavy use of firewood causes damage to the forests. Moreover, in many parts of India, cow dung is converted into cakes and is used as a substitute for wood for cooking and heating. This burns away the precious resource which could go into soil and enhance soil fertility. Biogas is a unique case of win-win situation. In a biogas plant, the volatile gases are converted into household fuel and the “digested” slurry can be directly incorporated to soil. Thus, a small investment could meet key the needs of the households for fuel as well as for organic matter for soil application.

The household needs of a family of 5 members can be met from a biogas plant of 3 cum capacity. Two to three heads of cattle and access to water are the basic needs for a biogas plant. The main feature of a fixed-dome biogas plant is the underground digester chamber, constructed with a layer of bricks and an additional layer of cement mortar forming the roof above. Connected to the underground chamber is an inlet tank, through which manure is fed into the plant. The manure then ferments separating the slurry from the methane gas which rises and collects at the top of the digester tank, and is released through the gas outlet pipe. The slurry passes into the outlet tank where it is ejected from the plant and can be used as fertilizer on the field

Roughly, about 10 kg of cow dung mixed with equal amount of water is fed into the biogas tank every day. The tank is filled in about 30-35 days and the mixture also gets adequate time for digestion. Care is also taken to choose sites that get 2-3 hours of sunlight in winter. After the initial period of filling, the biogas plant could continuously provide gas for cooking.

The unit cost of one 3 cum. biogas plant is Rs. 18,000. The labour:material ratio is 30:70.

Since this is an activity with low labour component, in any given year a maximum of 10 households in each gram panchayat may be taken up for construction of bio-gas plants under MGNREGA. Selection will be made only from those households eligible under MGNREGA for work on private land. A maximum of 1 biogas plant will be constructed per selected household.

15. SYSTEM OF RICE INTENSIFICATION (SRI)

Increasing soil fatigue, degradation, excessive usage of precious water (both surface and ground) coupled with stagnant productivity have become a concern for sustainable national food security. Paddy cultivation is the single biggest consumer of water in India. Against this background, the System of Rice Intensification (SRI) has emerged as a potential alternative promising yield enhancement with over 30% savings in water, 75% savings in seed and improvement in soil quality and soil biota. Also, transition to SRI may enable continued absorption of human labour.

SRI involves change in the agronomic methods in transplanting single seedlings early (8 to 14 days age / two leaves stage), followed by alternate wetting and drying irrigation and mechanical weeding. This involves new skills both for farmers and labour, whereby timeliness of the operations is extremely crucial. SRI involves changes in the management system in rice production mainly in the areas of transplantation and weeding. Each farmer (qualifying for support under MGNREGA) willing to try out SRI will be eligible for

- 8 person-days of work per acre for one-time transplantation;
- 2 person-days of work per acre for weeding at 10 to 15 days after transplantation and
- 2 person-days of work per acre for weeding at 20 to 30 days after transplantation

Those farmers who continue with SRI will be eligible for this support for a maximum of 3 years. This activity will be permissible under MGNREGA for a period of 5 years only in those blocks that take a decision to adopt SRI by declaring themselves as “SRI block” after putting in place the necessary support systems for SRI. Selection within each GP will be made only from those households eligible under MGNREGA for work on private land.

D. LIVESTOCK RELATED WORKS

To improve the participation of the poor and disadvantaged sections in the fastest growing segment of India's agrarian economy, viz., the livestock sector, we propose to permit the following works under MGNREGA:

16. POULTRY SHELTER

Backyard poultry helps in supplementing income as well as for providing much needed nutritional inputs for rural households. Poultry birds suffer from very poor shelter infrastructure available in villages leading to their poor health and frequent illnesses. High mortality amongst birds results in high losses and unpredictable and low incomes. To protect the birds from predators and frequent illnesses a pucca structure is required to act both as a night shelter and to provide protection to birds and eggs from predators.

A shelter of 7.50 sq m. (length 3.75 m and width 2 m) would be suitable for 100 birds. On the longer sides, the shelter will have a 30 cm high and 20 cm thick brick masonry wall upto plinth level. From the plinth to the top of the shelter there is a wire mesh supported by brick masonry pillars of size 30 cmx30 cm. The shorter side will have a 20 cm thick brick masonry wall with an average height of 2.20 metres. The roof will be supported by a steel truss. The roof will have galvanised iron corrugated sheets. The base of the floor will be constructed by hard moorum filling. The floor will be built by using 2nd grade bricks with packing in 1:6 ratio of cement mortar.

The total cost of such a poultry shelter is Rs. 40,000. The poultry shelter will have a labour:material cost ratio of 20:80.

Since this is an activity with low labour component, in any given year a maximum of 5 households in each gram panchayat may be taken up for construction of poultry shelters under MGNREGA. Gradually this would enable these households to move away from MGNREGA and make a living from poultry. Selection will be made only from those households eligible under MGNREGA for work on private land. Priority should be accorded to landless households.

17. GOAT SHELTER

Most poor rural households, who depend on small ruminants, lack the resources to construct and provide for an adequate and safe living space for their cattle. It is well known that for tribals of Central India goats and poultry are often more important as a means of livelihood than even minor forest produce. Lack of a safe living space leads to their poor health, frequent illnesses and to their maintaining a very low and uneconomical herd size. In the integrated farming systems of tribal households, the "waste" from livestock systems, such as cow dung, goat litter and urine are important organic inputs into agricultural farms, increasing soil fertility and raising crop output. Poor shelter infrastructure leads to low and inefficient collection of dung and urine, which is a waste of valuable and locally available organic inputs to farming. Thus, provision of better shelter facilities for cattle offers a win-win situation by which animal health and soil health can be improved simultaneously, with very low initial investments. It is one of the most suitable and accepted means of livelihood for the landless.

A 7.5 sq m. shelter (length 3.75 m and width 2 m) would be suitable for 10 animals. The 4 walls will

be raised to an average height of 2.20 metres. The walls will be of brick masonry using 1:4 cement mortar. The roof will be supported by a steel truss. The roof will have galvanised iron corrugated sheets. The floor will be of hard moorum.

The cost of such a goat shelter will be Rs. 35,000. The goat shelter will have a labour:material ratio of 25:75.

Since this is an activity with low labour component, in any given year, a maximum of 5 households dependent on goat rearing could be identified for goat shelter construction in each GP under MGNREGA. Gradually this would enable these households to move away from MGNREGA and make a living from poultry. Selection will be made only from those households eligible under MGNREGA for work on private land. Priority should be accorded to landless households.

18. CONSTRUCTION OF PUCCA FLOOR, URINE TANK AND FODDER TROUGH FOR CATTLE

Usually, cattle are kept in sheds with kutcha floor. The place where cattle rest often gets messy with cow dung, cattle urine and water. In particular, during rainy seasons the kutcha floor becomes unhealthy for and causes several infectious diseases for the cattle. Also, cattle urine and cow dung are important resources that could enhance soil fertility. If the floor of the cattle shed is constructed as pucca floors with cement and stones, this would enable better collection of dung and cattle urine as well as protect cattle from infections. A tank constructed for urine collection could be used to make liquid manure to enhance soil fertility. A fodder trough would facilitate proper feeding of cattle and minimise waste of fodder.

The area of the cattle shed floor for 6 heads of cattle is 26.95 sq.m. (7.7mx3.5m). For constructing the cattle shed floor in cement concrete, a 1 cum fodder trough (7.7mx0.2mx0.65m) and a cattle urine collection tank of 250 litres, the cost works out to Rs. 35,000 per unit. The labour:material ratio is 30:70.

Since this is an activity with low labour component, in any given year, it should be taken up only for 5 households in a gram panchayat. Selection will be made only from those households eligible under MGNREGA for work on private land.

19. AZOLLA AS CATTLE-FEED SUPPLEMENT

Azolla is an easy to use nutritional supplement for cattle. It is rich in proteins, essential amino acids, vitamins (vitamin A, vitamin B12 and Beta-Carotene), growth promoter intermediaries and minerals like calcium, phosphorous, potassium, iron, copper, magnesium. On a dry weight basis, it contains 25-35 percent protein, 10-15 percent minerals and 7-10 percent of amino acids, bio-active substances and bio-polymers. Livestock can easily digest it, owing to its high protein and low lignin content. Azolla can be mixed with concentrates or can be given directly to livestock. Azolla can also be fed to poultry, sheep, goats, pigs and rabbits.

Azolla can be grown in artificial water bodies made preferably under shade. A pit of the size of 2m x 2m x 0.2 m is dug as a first step. The bottom of the pit is covered with plastic gunnies. About 10–15 kg of sieved fertile soil is uniformly spread over this plastic sheet. Slurry (made of 2 kg cow dung and 30 gm of super phosphate in 10 litres of water) is poured on to this sheet. More water is poured to

make the water level reach about 10 cm. About 500 gm - 1 kg of fresh and pure culture of Azolla is introduced in the pit. Azolla will rapidly grow and fill the pit within 10 – 15 days. About 500 – 600 gm of Azolla can be harvested daily thereafter.

The cost of one Azolla pit is Rs.2000. The labour: material ratio is 15:85. This activity is only for those households eligible under MGNREGA for work on private land.

E. FISHERIES RELATED WORKS

20. FISHERIES IN SEASONAL WATER BODIES ON PUBLIC LAND

Fisheries as a livelihood activity for the poor have immense scope. Many small reservoirs, tanks, water harvesting ponds created under MGNREGA are ideally suited for fish production. In the floodplains of Bihar, Uttar Pradesh and West Bengal, there are a large number of small water bodies with potential for fisheries development. These water bodies are mainly fed by surface run-off from local catchments. Varying water spread area, pronounced seasonality of filling, high dependence on rainfall and competitive claims on stored water for irrigation are some of the characteristics of these water bodies.

There is a large gap in the potential and actual yields in these rainfed water bodies. There is scope for enhancing the fish production by 3 to 5 times from the current productivity levels. Adopting culture based fisheries with advanced fingerlings (100 mm and above) at stocking rates of 500-1000 fingerlings per ha can substantially increase productivity in the water spread area in small reservoirs, estimated at 1.2 million ha in the country.

The activities involved include digging and landscaping of the bed of the water body to suit fish production, ensuring year round dead-storage, protecting the spill-ways and provision of small fish nursery ponds with assured water for rearing fingerlings. A 500cu.m. fish nursery pond and excavation of 15,000 cu.m. in an existing tank bed, along with a fish drying platform of 30 sq.m., will cost around Rs. 11 lakhs. The approximate unit cost of this activity is Rs. 75 per cubic metre of excavation and the labour:material ratio works out to 80:20.

The common pool nature of these water bodies makes fish production in them a complex task. This will need to be tackled through appropriate arrangements at the local level, which may require facilitation, especially in the initial stages.

F. WORKS IN COASTAL AREAS

21. FISH DRYING YARDS

Fish drying yards in coastal areas are concrete surfaces constructed in connection with fish landing centres and fishery harbours for hygienic drying of fish in a traditional way. For this purpose, a yard is constructed on the seashore of 10m x 10m size with 15 cm thick plain cement concrete and brick protection work of 20cm thickness. This yard is covered by a net for protection of fish.

The unit cost of such a fishing yard is about Rs. 75,000. The labour:material ratio is 15:85.

22. ARTIFICIAL REEFS

This is a place in the sea to provide an artificial fish habitat and thereby to attract, aggregate and regenerate fish resources. This activity has potential to increase fish catch by 20 to 200%, prevent overfishing and reduce coastal trawling. Artificial reefs constructed on large scale covering a vast area with scientifically designed structures can increase fish production significantly by creating fertile ecosystem in such areas.

The unit cost of an artificial reef (concrete module) with dimensions 2.00mx1.50mx0.60mx1.50m and 1.50m long is about Rs.13,000. The labour:material ratio is 10:90 .

23. BELT VEGETATION

Vegetation cover such as mangrove, casuarina and palm plantation has the potential to address sea erosion. The cost per unit is Rs.17. The labour:material ratio is 80:20.

24. CONSTRUCTION OF STORM WATER DRAINS FOR COASTAL PROTECTION

Constructing a channel parallel to the road and other connecting channels to the main channel at 100m interval at required slope can make a big contribution to coastal protection. The channels are constructed by random rubble masonry. The width of the channel is 0.60 m. Size of rubble work is 0.60cmx0.60cm. The depth of the channel is 0.60cm.

The unit cost of such a 100m long storm water drain is about Rs.2,30,000. The labour:material ratio is 15:85

Full technical details of the works in this section are available with the Government of Kerala

G. RURAL DRINKING WATER RELATED WORKS

25. SOAK PITS

Soak Pit is an underground structure that allows water to soak into the ground. This helps in improving sustainability of the source of water.

The unit cost of this activity is Rs.2000. The labour: material ratio is 50:50.

This activity may be taken up under MGNREGA only if the soak pit has not been constructed under NRDWP. All NRDWP specifications will be strictly followed.

This is an activity that can be undertaken both on public land and private land. In the latter case, this activity is only for those households eligible under MGNREGA for work on private land.

26. RECHARGE PITS (FOR POINT RECHARGE)

A Recharge Pit allows rainwater to replenish groundwater. It can be built to recharge a borewell or just to help the water infiltration in an area. This helps in improving sustainability of the source of water.

The unit cost of this activity is Rs.5000. The labour: material ratio is 50:50.

This activity may be taken up under MGNREGA only if the recharge pit has not been constructed under NRDWP. All NRDWP specifications will be strictly followed.

This is an activity that can be undertaken both on public land and private land. In the latter case, this activity is only for those households eligible under MGNREGA for work on private land.

Full technical details of the works in this section are available with the Ministry of Drinking Water Supply and Sanitation, Government of India

H. RURAL SANITATION RELATED WORKS

27. INDIVIDUAL HOUSEHOLD LATRINES (IHHLs)

The unit cost of this activity is Rs.4700. The labour:material ratio is 20:80. Selection will be made only from those households

- which are eligible under MGNREGA for work on private land
- who have not yet been covered for IHHLs under the Total Sanitation Campaign (TSC)

All TSC specifications will be strictly followed. Creating awareness for this work is a key to success. The IEC may be done through the resources available with the Ministry of Drinking Water Supply and Sanitation and corresponding State departments.

28. SCHOOL TOILET UNITS

The unit cost of this activity is Rs.35,000. The labour:material ratio is 25:75.

This activity may be taken up under MGNREGA only if the school toilet unit has not yet been constructed under TSC. All TSC specifications will be strictly followed.

Creating awareness for this work is a key to success. The IEC may be done through the resources available with the Ministry of Drinking Water Supply and Sanitation and corresponding State departments.

29. ANGANWADI TOILETS

The unit cost of this activity is Rs.8,000. The labour:material ratio is 25:75.

This activity may be taken up under MGNREGA only if the anganwadi toilet unit has not yet been constructed under TSC. All TSC specifications will be strictly followed.

Creating awareness for this work is a key to success. The IEC may be done through the resources available with the Ministry of Drinking Water Supply and Sanitation and corresponding State departments.

30. SOLID AND LIQUID WASTE MANAGEMENT (SLWM)

Effective solid and liquid waste management leads to multiple benefits:

Health benefits from safe disposal of waste that would otherwise contaminate the environment.

Economic benefits through re-use/recycling of products that would have been discarded as waste.

Aesthetic benefits from a clean environment without unsightly mounds of rotten waste dumped in the open.

Effective management of SLWM includes management of biodegradable and non biodegradable waste, management of all grey water generated in the village and general cleanliness of the village. The activities under SLWM include:

- I. Solid Waste Management

- (i) Construction of Compost pits/common compost pits,
- (ii) System for collection, transportation, segregation and composting and disposal of household garbage.

II. Liquid Waste Management

- (i) Construction of low cost drainage,
- (ii) Construction of soakage channels/ pits, reuse of waste water,
- (iii) Construction of stabilization ponds.

A typical SLWM project for a population of 1000 people comes to Rs.5 lakhs. The labour:material cost ratio is 35:65. Under MGNREGA, to begin with, **only Nirmal Grams will be eligible for this activity**. All TSC specifications will be strictly followed.

Creating awareness for this challenging work is the key to success. This IEC may be done through the resources available with the Ministry of Drinking Water Supply and Sanitation and corresponding State departments.

Full technical details of the works in this section are available with the Ministry of Drinking Water Supply and Sanitation, Government of India

CHAPTER 8

PAYMENT OF WAGES

Every person working under the Scheme is entitled to wages at the wage rate notified by the Central Government under Section 6(1) of the MGNREGA. Equal wages shall be paid to both men and women workers, and the provisions of the equal Remuneration Act, 1976 shall be complied with. The State Governments and the programme authorities shall make all efforts to publicize the wage rates in simple language and by easily accessible means to the local community. Wage rates shall also be displayed prominently at every worksite.

8.1 PAYMENT AGENCY: BANKS AND POST OFFICES

- i) As far as possible wage disbursement agency should be different from the implementing agency to achieve fairness and transparency in wage payments.
- ii) Banks and post offices are well established financial institutions and can be reliable service providers in disbursement of wages.
- iii) The choice among different service providers (nationalized banks/RRBs/post offices/mobile banks/ three private sector banks i.e., ICICI bank, HDFC bank and Axis Bank,) would depend on their relative density and quality of service delivery, largely based on “smooth and timely payments”
- iv) Full cooperation of the relevant Banks/post-offices should be sought before engaging them, bearing in mind their own concerns such as shortage of staff
- v) The availability of cash, cash management system, availability of necessary staff etc are major concerns of branch post offices (BPOs). A major problem faced by BPOs is that their cash and line limit is very low. States need to raise the cash and line limit for their BPOs so that they are not strapped for funds while making payments to MGNREGA workers. In consultation with the Chief Post Master General for the circle, an amount equal to one month’s wages must be mandatorily required to be kept with the Head PO to avoid delays on account of clearance of cheques etc.
- vi) A payment to the Postal Department of Rs 80 per active account per year serviced by it can be made for disbursement of MGNREGA wages.

- vii) MGNREGA funds can be used for the construction of an additional room in the Panchayat Ghar for use by the BPO.
- viii) It often helps if workers' accounts are held with the same Bank/PO as the Gram Panchayat account. In case inter-bank transfers are involved, they should be simplified as much as possible.
- ix) The Programme Officer shall proactively open Bank/ Post office accounts for all MGNREGS workers who should in no event be asked to open their own bank accounts.
- x) Special awareness and outreach activities should be conducted to ensure that all wage-seekers (including women) are able to handle bank procedures, especially in areas where they are unfamiliar with the banking system.
- xi) Individual accounts should be opened for every MGNREGS worker.
- xii) It should be noted that the Government of India and RBI have accepted MGNREGS job card, duly signed by an officer authorized by the state government to do so, as an officially valid document for opening a bank account under the KYC norms. Because of this no further identity or address proof is required to open a bank account.
- xiii) Gram Panchayats should be given clear guidance on the procedures involved in Bank payments.
- xiv) In order to avoid delays in clearance of cheques, online transfers from Gram Panchayat / Block accounts should be encouraged.
- xv) Issues such as delays in clearance of cheques or staff shortage in the bank branches or reluctance of bankers, should be taken up by State Governments in the State Level Banking Coordination Committee meetings.
- xvi) Bank/Post Office payments should follow standard norms and guidelines for wage payments, including payment of wages in a public place, reading aloud of muster roll details, collection of signatures/ thumbprints on acquittance and muster rolls, making entries into the bank/post-office passbooks of workers etc. In this process,

the bank/post office will definitely require assistance of Mahatma Gandhi NREGA staff.

- xvii) Acquittance of wage payments from workers should be collected by the paying agency and be submitted back to the corresponding paying authority, GP or Programme Officer. For this purpose more than one copy of acquittance may be collected. One copy of all acquittance related to all pay orders of a GP should be compulsorily maintained by the GP.
- xviii) As far as possible, the design of Bank Passbooks/ e-Passbooks should facilitate the monitoring of MGNREGS payments, e.g. matching of Passbooks with Job Cards and/ or Muster Rolls
- xix) All data regarding wage payment through Bank/ Post Office must be recorded in the Job Card. In case of biometric payments, the labor should be in a position to access the details of the wage payments by means of mini statement.

8.2 CASH PAYMENTS

- i) Cash payments may be taken up in districts where the penetration and network of banks and post-offices is weak.
- ii) The Gram Panchayat shall be responsible and accountable for disbursement of cash payments.
- iii) All cash payments shall be disbursed in presence of ward members and representatives of all habitations and at a public place which is easily accessible to all wage-seekers.
- iv) The day, place and time for making cash payments shall be widely publicized.
- v) Every effort must be made to video record the cash payment process in public.
- vi) All the cash payments shall be recorded properly at GP level and should be available for social audit or any other public scrutiny.
- vii) In case of any misappropriation or misuse in disbursing cash payments, the state should initiate strict punitive actions.

8.3 TIMELY WAGE PAYMENTS

Delays in wage payments have emerged as one of the main weaknesses of Mahatma Gandhi NREGA over the last five years. According to section 3(3) MGNREGA, “It is essential to ensure that wages are paid on time. Workers are entitled to being paid on a weekly basis, and in any case within a fortnight of the date on which work was done”.

- i) Weekly muster roll is a necessary and primary condition to ensure timely payment of wages within 14 days after start of work.
- ii) An ideal payment schedule is as follows

Activity	Day-1	Day-2	Day-3	Day-4	Day-5	Day-6	Day-7	Day-8	Day-9	Day-10	Day-11	Day-12	Day-13	Day-14	Day-15
Executing works															
Making & Checking Measurement															
Data Entry at computer centre															
Pay Order generation & Preparation of cheques															
Handing over cheques to SPO/ Banks															

Conveyance of Cash to paying agency at GP level															
Disbursement of wages by paying agency															

8.3.1 Deployment of Adequate Human Resources

- i) Since wages under MGNREGA are related to the volume of work done, the work done by MGNREGA workers needs to be measured first.
- ii) Wage payments are made after verification of muster rolls, measurement books and an onsite physical valuation of works.
- iii) Lack of adequate personnel to perform these tasks has been a key bottleneck leading to these delays
- iv) States must ensure that requisite human resources are in place (as spelt out in Chapter 4) so that these delays can be eliminated.

8.3.2 Transaction-based MIS

- i) States must effectively track delays in payment so that effective remedial action can be expeditiously taken when delays are spotted.
- ii) For this States must develop a customized MIS that enables better tracking of delays. The best example before us is the transaction-based MIS along the lines implemented in Andhra Pradesh. The tightly integrated, end-to-end computer network in Andhra Pradesh identifies delay in execution of any work registered online and takes corrective action immediately. The measurement sheets and muster rolls of the week’s work are compiled on the sixth day of that week and transmitted to the Mandal (Sub-Block) computer centre. The next day, the muster data is fed into the computer and on the eighth day pay orders generated and cheques prepared. By the 10th day, cheques are deposited into post office

accounts of workers. By the 13th day, workers are able to access wages from their accounts. Free availability of payment information facilitates public scrutiny and transparency.

- iii) Use of real-time technologies to enable online updation of critical data at each stage of the MGNREGA workflow is a must.
- iv) States need to urgently identify the connectivity and hardware bottlenecks so that these can be removed.
- v) State Governments should undertake business process re-engineering of all activities starting from capturing attendance to the end-point payment of wages in order to improve efficiency of implementation of MGNREGS. States should do away with redundant processes/records which contribute to delay in payments.
- vi) The states should closely monitor all the critical activities: closure of muster roll, capturing measurements, generating pay-order, issuance of cheque & pay-order to paying agency, transfer of cash to sub-agency (Branch Post Office/ Business correspondent) and wage disbursement to workers.
- vii) Timelines for each activity should be clearly laid out against the concerned MGNREGS staff/agency responsible for meeting the timelines.
- viii) Non-adherence to stipulated timelines should be penalized and the states should levy penalties on MGNREGS staff or agency responsible for any delay in wage payments.
- ix) The following **accountability matrix** can be used to track the inefficiencies in delay in wage payments and disciplinary/ punitive actions shall be initiated accordingly.

	Enter the designation of personnel/ officer responsible for delay in wage payments & number of days of delay					
Reasons for Delay in Wages	Centre	State	District	Block	GP	Paying Agency
Delay in making available the MGNREGS funds						
Delay in closing of Muster Rolls						
Delay in measurement						
Delay in data-entry/ Generation of Pay Order						
Delay in issuing cheque for wage-payments						
Delay in transfer of cash to sub-agency						
Delay in end-point wage disbursement						

8.3.3 Electronic Fund Management System

- i) An important cause for delay of wage payments is also non-availability of sufficient funds at district/block/GP level. In some districts/blocks/GPs there is shortage of MGNREGS funds, while in others there is a surplus. Once the MGNREGS fund is allotted to a district/block/GP, it is very difficult to perform transfers of the fund across district/block/GP. Fund allocation hence becomes an arduous task in implementation of MGNREGS.
- ii) To tackle this problem, the States can adopt an integrated fund management system called eFMS (Electronic Fund Management System) which ensures that the MGNREGS fund is not excess or deficient at any level. Under eFMS, the MGNREGS fund is a centrally pooled fund managed at state level. The users at GP, Block or District level, all-across the state, are the users of this centralized fund and will have access to this pooled fund (with certain restrictions). The users can now undertake only electronic transactions through the centralized fund, for the purpose of wage/material/administrative payments as per the actuals (with certain ceilings). All electronic transfers are realized in a span of 24 hours. Based on this principle of Centralized fund & de-centralized utility, the eFMS ensures

timely availability of funds at all levels and transparent usage of MGNREGS funds. This improves efficiency of the program on the whole and also has a multiplier effect on timely delivery of wage payments.

- iii) The pre-requisites for implementing eFMS are:
 - a. A strong software protocol has to be built between the MGNREGS technology service provider (NIC or any other agency) and the Banks.
 - b. Smooth and secured data transfer between the MGNREGS paying authority (GP Sarpanch/ Program Officer/DPC), MGNREGS server and the bank server
 - c. Banks should have Core Banking System
 - d. Internet connectivity at block-level and good quality computer operators.
 - e. Strong MoU on eFMS between the State government and Banks
 - f. A strong team from the state government dedicated to provide domain knowledge and monitoring of eFMS
- iv) Another major point of delay has been the crediting of workers' bank accounts, as this involves physical movement of cheques and wage lists from the GP to the bank after which banks are required to feed in details of the bank accounts of wage earners once again. To make this transaction seamless, electronic transfer of data files to banks must be adopted. This reduces the time taken in crediting accounts of workers.
- v) A similar solution can be used for transmitting data to Head Post Offices (HPOs) which will cut down the time required for documents to travel from Branch Post Offices (BPOs) to HPOs via Sub-Post Offices.

8.4 COMPENSATION FOR DELAY IN PAYMENT OF WAGES

- i) As per the Schedule II, Section 30 of MGNREGA, "In the event of any delay in wage payments, workers are entitled to compensation as per the provisions of the

Payment of Wages Act, 1936. Compensation costs shall be borne by the State Government”.

- ii) It is recommended that in case of any delayed wage payments, States will be required to pay compensation of 0.1% (wage amount delayed) per every delay-day to the labor.
- iii) States must build into their MIS the compensation to be paid for delayed payments, so that this amount can be added to the wage.
- iv) Since the MIS will clearly reflect the precise point where delay occurred, it will become possible for an equivalent amount to be recovered from those responsible for causing the delay. This will act as a disincentive for laggard officers within the system.

8.5 INTERIM WAGE PAYMENTS

- i) All measurements should be captured in time to ensure that there are no backlogs in wage payments at the end of every month. Measurements of all works should be completed within one month after start of work
- ii) The work-payment cycle of any month should not be interrupted due to delays in measurement of works or pay-order generation.
- iii) However, if for any reason, measurement and valuation of works cannot be done in time, GPs may be allowed to make an interim release of 75% of the wages due as calculated on the basis of preliminary measurement by Mates.
- iv) The interim releases can be made at the end of every week based on the attendance in muster rolls that are counter signed by the GP/Employment Guarantee Assistant.
- v) The balance payment in such situations will invariably be undertaken only after completing the measurement of work, not beyond one month after start of work so that there are no backlogs in wage payments at the end of every month.

8.6 ENSURING FULL PAYMENT OF WAGES

- i) Full payment of wages will not be possible under Mahatma Gandhi NREGA if payments are still based on work valuated using outmoded schedules of rates

(SoRs), which were appropriate for a contractor-led, machine-based system of implementation.

- ii) In the absence of machines under MGNREGA, the application of these SoRs inevitably leads to underpayment.
- iii) Another problem is that existing SoRs make inadequate provisions for variations in geology and climate, discriminate against women, tend to underpay workers by lumping various activities together and do not revise rates in line with increments in wage rates.
- iv) Deploying the old SoRs also makes it impossible for implementers like Gram Panchayats to correctly cost works undertaken by them. This can compromise the quality of work, works can be left incomplete as actual costs exceed sanctions and labour can be underpaid.
- v) All States need to undertake fresh time and motion studies to revise their SoRs.
- vi) There is need to develop a simple and accessible template of SoRs, which could be used by the GPs, EGAs and the mates during execution of works.
- vii) This template could be developed at two levels: one, with rates for the simple and often repeated tasks and the other with rates for more complicated tasks. The SoR for common tasks may be developed at the level of the district whereas the SoRs for the complex tasks may be developed for a group of districts within the same agro-climatic region.
- viii) Since January 1st 2011, MGNREGA wages have been indexed to inflation. This means that if SoRs are not also indexed to inflation, workers will be unable to get the stipulated wage under MGNREGA. States must index their SoRs to inflation and notify the SoRs duly indexed at the beginning of every financial year.
- ix) Whenever there is a revision in the SoR, the approved estimates for projects in the Annual Plan which are ongoing or yet to be started should be appropriately updated.
- x) This should be done on a *suo moto* basis by the DPC and the revised estimates conveyed to the project implementation authorities.

- xi) For projects which are under execution when the SoRs are revised, the DPC must conduct a survey re-estimating the value of the unfinished portion of works. The entire process of re-estimation must be done within a period of one month of the revision of SoRs.

8.7 SOCIAL SECURITY

- i) Mahatma Gandhi NREGA workers are covered under the Janashree Bima Yojana launched by the Ministry of Finance for rural poor. It provides life coverage and disability benefits to rural people.
- ii) Rashtriya Swasthya Bima Yojana is extended to all Mahatma Gandhi NREGA workers/beneficiaries who have worked for more than 15 days in the preceding financial year.
- iii) If workers are willing, then State Governments may consider dovetailing wage payments under MGNREGS with social security arrangements.
- iv) With the consent of the worker, a proportion of the wages may be earmarked and contributed to welfare schemes organized for the benefit of MGNREGS workers such as health insurance, accident insurance, survivor benefits, maternity benefits and other social security arrangements.
- v) Such a social security cover will be purely voluntary. No such contributions from the wages received by the worker will be made without the consent of the worker concerned.
- vi) The relevant procedures shall be spelled out by the State Government and reviewed regularly by the State Council. These should include stringent provisions for the transparent and accountable use of these social security funds and may contain provisions for matching grants from the State Government.

CHAPTER 9

PARTNERSHIPS WITH CIVIL SOCIETY

Section 2(g) of MGNREGA states that:

“(g) "implementing agency" includes any department of the Central Government or a State Government, a Zila Parishad, Panchayat at intermediate level, Gram Panchayat or any local authority or Government undertaking or non-governmental organisation authorised by the Central Government or the State Government to undertake the implementation of any work taken up under a Scheme; ”

As such, the Act provides for a very specific role for NGOs. With regard to MGNREGA, civil society organizations (CSOs) have already done work in the following areas:

- i) awareness-building, mobilization, support and strengthening capacities of wage-seekers so that they are able to secure their rights, demand work and demand payment for work on time
- ii) training and support institutions at national, state, district, block and sub-block levels. In the district, block and sub-block levels, such involvement is geared towards working directly with PRIs to strengthen their project facilitation and support teams for planning and implementation of MGNREGA work
- iii) implementation support teams for Gram Panchayats at cluster level, especially to provide technical support
- iv) quality monitoring
- v) transparency, vigilance and social audit
- vi) creating an interface between implementation structure and wage-seekers
- vii) monitoring and evaluation, taking up action-research to develop new models.

It is precisely in these areas that CSO support should be enlisted. It needs to be understood that what is being recommended is not an outsourcing model but one where CSOs strengthen and support the work of government institutions at various levels, primarily of the main implementation agency, the Gram Panchayats.

Civil society initiatives have gone a long way in making NREGA effective. Where mobilization by CSOs has taken place, the participation of village communities in NREGA has increased and their awareness of their entitlements too has expanded. CSOs have been able to checkmate bad practices from taking place through their role of vigilance and have been effective in ensuring that the writ of the law has prevailed. CSOs have also been able to convince district administrations and state governments about the way NREGA works can be better planned, or the way the state can provide

for better worksite facilities and root out delays in wage payments. They have enabled a direct interface between wage-seekers and administration. CSOs have also worked hard to convince the political leadership in their areas to advocate reforms or changes in NREGA. In some States, CSOs have played a leading role in social audit.

However, without a formally mandated role and an institutional space within which this role is discharged, MGNREGA implementation, barring exceptions, has been unable to extract the mileage that it could have through CSO participation. Thus, a formal, institutional space needs to be created so that such participation can be enlisted and is recognized by other stakeholders such as PRIs, district and block administrations and state governments.

In the chapter on capacity building, possible CSO involvement in capacity building and support at different levels has been outlined. Similar multi-level involvement can be visualized for mobilization, transparency, vigilance, quality monitoring and social audits. The table below attempts an illustrative matrix of possible roles that civil society can play after which each role is elaborated in some detail.

	National	State	District	Block	Cluster of GPs
Resource Agency	*	*			
Training and support		*	*	*	
Implementation facilitation and Support Teams				*	*
Mobilization of wage-seekers				*	*
Quality monitoring				*	*
Vigilance, social audit		*	*	*	*
Interface with implementation architecture			*	*	*

The CEO of State Employment Guarantee Mission/State Programme Coordinator shall identify eligible civil society organisations and shall work out the partnerships with the CSOs in detail. The *modus operandi* of the partnership especially in terms of area of operation, deliverables, time lines, financial transactions etc should be clearly laid out by the state program coordinator in consultation with the CSOs of the state. The State Programme Coordinator is responsible for creating an enabling environment and a strong interface between the implementation machinery and the CSOs.

9.1 RESOURCE AGENCY

9.1.1 A pool of resource agencies should be created at the national level and carefully selected

CSOs could be made part of this pool. Such a pool will operate at the national and state levels and could have the following roles and responsibilities:

- i) Support in framing and reviewing MGNREGA guidelines
- ii) Assessment of Needs for Human Resources and Review
- iii) Provide support teams at the state, district and block level for different aspects of program implementation.
- iv) Capacity Building Plan
 - a. Identification of Training Institutions and Resource Persons
 - b. Number of training programmes for different levels
 - c. Content and duration of training
 - d. Sourcing and Production of Training Material
 - e. Certification Systems
- v) Developing of Monitoring and Evaluation Systems
 - a. Identifying Indicators and Parameters on which the programme will be monitored across different levels of implementation.
 - b. Identifying the management systems that are required to respond to this monitoring
 - c. Identifying IT needs to make this monitoring possible
 - d. Selection, Screening and Review of Evaluators/Evaluation Agencies
 - e. Identifying criteria for empanelment and dis-empanelment of evaluators
 - f. Empowered Agency to recommend dis-empanelment of evaluators
- vi) Setting up the framework for CSO partnerships
 - a. Identification of CSOs who can play different types of roles
 - b. Developing a system of selection of CSOs
 - c. Creating a space for smoother functioning of CSO – Government partnership at State and National level
 - d. Peer review of CSO work
 - e. Arbitration and grievance redressal system.

9.1.2 Selection Criteria for CSOs to become part of Resource Agency Pool at the National level

- i) Impeccable track record and integrity
- ii) A minimum of 10 years of community based work focusing on entitlements, grassroots mobilization, technical support and facilitation, preferably with experience of work on any aspect of MGNREGA
- iii) Proven record of building partnerships with government and other non-state

stakeholders.

An organisation of such eminence should be invited to join the National level Resource Agency rather than having to apply. A high level search committee should be appointed to nominate members to this committee.

9.2 TRAINING AND SUPPORT ORGANISATION

9.2.1 Such organizations again will operate at the national and state levels with the following roles and responsibilities

- i) Impart training to district level training units
- ii) Provide back stopping support to district level teams and implementation partners
- iii) Organise exposure for district, block and cluster level implementing partners, village communities, PRIs, wage seeker associations etc.
- iv) Develop location specific training material for MGNREGA
- v) Customise training content and framework to State's needs.
- vi) Provide feedback to state and national level resource agencies on required changes in training content, training material and training strategy.

9.2.2 Selection Criteria for CSOs to become Training and Support Organisation

- i) A minimum of 10 years of community based work focusing on entitlements, grassroots mobilization, technical support and facilitation, preferably with experience of work on any aspect of MGNREGA
- ii) Impeccable quality of field work
- iii) Proven track record of creating training material
- iv) Presence of trainers in team with required communication skills
- v) Minimum training infrastructure (Hostel, Lecture Halls, Mess , Kitchen, audio visual equipment and living laboratories for learning for MGNREGA related interventions)
- vi) Experience of partnership in Training or Support provided to State Governments in MGNREGA, or other entitlements based interventions
- vii) High quality financial and management systems

9.3 PLANNING AND IMPLEMENTATION SUPPORT

9.3.1 Many CSOs are doing excellent work at the grass-roots in this direction all over the country. Some state governments have also provided formal entry points for CSOs to do such work. CSOs

can provide the critical support structure that PRIs require to effectively implement MGNREGA. PRIs will remain the implementing agency of schemes under MGNREGA. CSOs will provide support to PRIs to fulfill a range of objectives including:

- i) Developing a thorough understanding of the baseline situation with respect to MGNREGA implementation, wage payments to workers, asset creation, worksite facilities, work demand, workers perceptions and so on
- ii) Capacity building and exposure of local stakeholders and officials, PRI leadership, village communities, barefoot mobilizers and engineers
- iii) Developing with PRIs and Gram Sabhas, plans and shelf of works reflecting true MGNREGA priorities in natural resource management, soil and water conservation, which create the necessary water infrastructure to support sustainable development and ensure adequate benefits for the most deserving people in the village
- iv) Testing out innovative ideas that are potentially scalable and will have an impact on the policies and processes of MGNREGA.
- v) Providing support to PRIs for the implementation of these plans

9.3.2 An indicative list of activities that CSO partners in this role could carry out could be:

- i) Baseline survey for developing a thorough understanding of the baseline situation with respect to MGNREGA implementation, wage payments to workers, asset creation, worksite facilities, work demand, workers perceptions and so on
- ii) Meetings with PRI representatives and discussions about the details of collaboration, expression of commitment by local teams to help panchayats and obtaining formal panchayat resolutions expressing keenness to work with local CSO and its team and affirming commitment to the partnership
- iii) Exposure visits of panchayat functionaries and people from the villages to successful projects where convergence for sustainable livelihoods has occurred,
- iv) Capacity building of village communities, panchayat members and functionaries, MGNREGA workforce, village level institutions, village vigilance and monitoring committees on MGNREGA and its provisions, convergence planning, estimation and costing
- v) Participatory planning exercises with village people, for identification of possible work which can be converged with the MGNREGA plan
- vi) Technical surveys, cost estimation, drawings and budgeting with village people
- vii) Preparation of draft action plan and budget for MGNREGA works by Project Implementation Team and panchayat functionaries

- viii) Presentation of proposed work plan at village meetings for finalisation and finalisation of action plan and budget after approval by gram sabha
- ix) Implementation of action plan by Gram Panchayat with support of partner CSO
- x) Undertake experimentation to better realise the objectives of sustainable employment generation and livelihoods of wage seekers
- xi) Advocacy at district, state and national levels for promotion of the convergence approach

9.3.3 Selection Criteria for CSOs to become Planning and Implementation

Facilitation and Support Organisations

- i) The CSO should have high quality financial and organizational systems in place for discharging their responsibilities under the project
- ii) These must be organisations with an established track-record and demonstrated experience of about 3 to 5 years in working on participatory planning approaches on a watershed/NRM basis
- iii) The partner CSO has presence in the state/district to work in the selected area/location.
- iv) The partner CSO must also show that they enjoy the confidence of the GPs in their area. This may be reflected in a resolution of the GPs (which they intend to work with under this scheme) formally inviting the VO to extend support to the GP in implementing MGNREGA works to be submitted along with the project proposal of the VO.
- v) The partner CSO has adequate and qualified human resources to support the initiative
- vi) The partner CSO has experience of/is prepared to work with line departments/government agencies

9.4 MOBILIZATION, VIGILANCE, MONITORING AND SOCIAL AUDIT

9.4.1 These potential roles have been taken together since their character is broadly the same. However, social audit can also be thought of as a role which can be discharged at the national and state levels. This role has been discussed separately in the chapter on social audit. Here we look at the possible roles that CSOs could play at the block and cluster levels which are the cutting edge of implementation.

9.4.2 CSO involvement could be enlisted with the following objectives:

- i) Generating awareness among the people about the legislation, guidelines, orders and procedures
- ii) Capacity building of village communities and PRI leadership on their entitlements
- iii) Documentation of status of implementation of the schemes pertaining to MGNREGA
- iv) Better implementation of MGNREGA through increased responsiveness of administration to each of them
- v) Strengthening people's organisations to facilitate people's rights
- vi) Greater transparency through participatory monitoring and social audits

9.4.3 The selected CSO partners could discharge the following indicative list of activities:

- i) Village meetings, rallies, workshops, public hearings etc for generating greater awareness of the Acts to ensure compliance with their provisions
- ii) Strengthening of people's organisations
- iii) Trainings and workshops to build CSO capacities
- iv) Training and workshops to build capacities of village communities and PRIs
- v) Surveys and continuous monitoring of the implementation of MGNREGA
- vi) Collection of information and compilation of cases relating to these legislations and orders.
- vii) Supporting village communities in taking up these cases through regular interface with local administration for implementation of legislations and orders and redressal of complaints and issues relating to these.
- viii) Liaison with CEGC/SEGC/Ombudsmen in MGNREGA to ensure compliance with the provisions of these legislations and orders.

9.4.4 Selection Criteria for CSOs to become Mobilization, Vigilance, Monitoring and Social Audit Facilitating Organizations

Selection of VOs will be carried out through a very careful screening process. The following criteria will guide the screening process:

- i) CSO should have high quality financial and organizational systems in place for discharging their responsibilities
- ii) These must be organisations with an established track-record and demonstrated experience and capacity of high quality work of mobilizing the people.

- iii) They must have formed and facilitated active SHGs, UGs, SIGs, Federations of women/workers/farmers, etc.
- iv) The partner CSO has presence in the state/district to work in the selected area/location.
- v) The partner CSO has adequate and qualified human resources to support the initiative.
- vi) The partner CSO has experience of/prepared to work with line departments/government agencies/PRI.

9.5 INTERFACE WITH IMPLEMENTATION ARCHITECHTURE

9.5.1 A formal, institutionalized space for such an interface needs to be created at every level of MGNREGA implementation. This space could draw from the Andhra Pradesh NGO Alliance (APNA) model pioneered in Andhra Pradesh, wherein the state government has signed a formal MoU with more than 300 CSOs of the state. The MoU fixes responsibilities on CSOs that they will:

- i) Build awareness among workers
- ii) Organise workers into Shrama Sakthi Sanghas
- iii) Follow up on their grievances
- iv) Provide inputs to policy and procedures and regular feedback on the implementation processes
- v) Take up capacity building programs as per the need

The responsibilities of the government are to :

- i) Conduct regular interface meetings
- ii) Act upon the feedback and grievances by the NGOs

9.5.2 Such a space will need to be created at the block, district and state levels and would imply mutual accountability and responsibilities to be fixed between government and CSOs. This would also take care of several issues and apprehensions faced by CSOs in the discharge of their responsibilities, especially in difficult terrain like LWE affected areas. Likewise it would give governments an opportunity to address their concerns about CSO functioning. Finally, such a space would also mean a forum for mutual learning between CSOs and ensure a form of peer group accountability.

The CSOs chosen above for the roles at the block (or sub-block), district and state levels should also be assigned the additional responsibility of carrying out this role.

9.6 ROLE OF LOCAL COMMUNITY BASED ORGANISATION

Community Based Organisations involved in grass-roots work like Self Help Groups, watershed committees, water user groups and the like should be actively involved in the different processes related to MGNREGS. Some of the key roles which can be played by CBOs are listed below:

- i) CBOs could build awareness about the programme and mobilize needy workers to raise demand for work.
- ii) They could play an active role in micro level planning, both in identification of works to be included in the Labour Budget and the preferred time of execution and in leading a process of demand-led convergence of different programmes and schemes related to local level development especially poverty reduction, based on felt needs of the community.
- iii) They could help identify mates for organizing works under the programme.
- iv) CBOs could provide support services like lending implements and setting up the on-site facilities as envisaged in the Act.
- v) They could provide suitable volunteers to be trained as barefoot engineers or barefoot auditors.
- vi) CBOs could supply skilled labour or persons who could be trained to act as skilled workers.
- vii) They could play a direct and critical role in the facilitation of Social Audit especially by providing volunteers.
- viii) CBOs could be entrusted the task of community-based monitoring of the programme.
- ix) Till labour groups are formed, CBOs could coordinate registering of grievances and follow up their redressal as a people's collective.

For CBOs to discharge their roles effectively, it is necessary to train selected people from among them to enable them to function as Community Resource Persons on MGNREGS.

CHAPTER 10

STRATEGY FOR VULNERABLE GROUPS

10.1 While providing a strong social safety net for vulnerable groups under MGNREGA, extra efforts need to be made for certain special categories of vulnerable people who will otherwise remain excluded. Some of the special categories are:

- i) Persons with disabilities
- ii) Primitive Tribal Groups
- iii) Nomadic Tribal Groups
- iv) De-notified Tribes
- v) Women in special circumstances
- vi) Senior citizens above 65 years of age
- vii) Internally displaced persons

10.1.1 Each State Government should formulate a special plan to include these special categories in MGNREGA. The strategy has to be different for different special categories. In order to develop this plan, volunteers may be identified and trained to engage with the special categories to ascertain their demand and performance. These volunteers could handhold them during the initial period to remove problems. Cutting-edge level officers should be specially sensitized on the issues related to the special categories and the approach to be followed.

10.1.2 The plan for these special categories may have the following components:

- i) Specific works identified for these groups
- ii) Job cards for individuals, rather than families
- iii) Payment by time-wages and not by work done
- iv) Provision within the MIS for tracking

10.2. INTERVENTIONS NEEDED FOR VULNERABLE GROUPS

10.2.1 Facilitation: Since the disabled and vulnerable groups have specific needs, special efforts have to be made to include them in the programme and the POs may procure the services of resource agencies/CSOs working for the disabled/vulnerable. The resource agencies will be responsible for assisting the Gram Sabha in identifying the disabled and vulnerable persons, IEC, mobilizing disabled persons and ensuring that they get their rights under the Act. The cost towards the resource agencies can be met from the administrative cost.

10.2.2 Dedicated Officers: Each State Government should appoint one officer in each District as a Coordinator (Vulnerable Groups) who will exclusively look after the needs and requirements of the special categories and create conditions for their inclusion. The Coordinator (Vulnerable Groups) shall necessarily be an educated, qualified person with disability and only in the event of non-availability of such a qualified person with disability, others could be appointed for the position. Officers with disabilities are more empathetic and sensitive to the issues relating to vulnerable persons.

10.2.3 The Coordinator (Vulnerable Groups) must undertake village level dissemination of information regarding the Scheme in order to encourage persons with disabilities as well as the other vulnerable groups for their active inclusion and protection of their right to work.

10.2.4 The MIS should register the vulnerable households under special categories and reports should be published to track the progress of MGNREGS implementation for the vulnerable groups.

10.3 DISABLED PERSONS

10.3.1 The disabled or differently-abled persons are defined under the Disabilities Act, 1995 as persons with disabilities, the severity of which is 40% and above. The disabled persons as defined in the National Trust Act of 1999 are also considered as disabled for the purpose of inclusion in MGNREGA.

10.3.2 Since the disabled persons are differently-abled, special conditions have to be created to facilitate their inclusion in MGNREGA. It is estimated that around 5% of the population in rural

areas will fall in the category of disabled and this group is one of the most deprived and vulnerable.

10.3.3 Identification: The Gram Sabha will be responsible to identify all the disabled and

vulnerable persons in the village. To facilitate the identification, the programme officer can engage the services of a resource organization, which is working for the welfare and empowerment of the disabled. The resource organization will assist the Gram Panchayat to identify the disabled and the final list of the disabled and vulnerable will be approved by the Gram Sabha. In areas where there is no resource organization, with expertise and experience of identifying persons with disability, the Coordinator (Vulnerable Groups) should facilitate the process of identification in the Gram Sabha and finalise the list of such persons for approval of the Gram Sabha.

10.3.4 Special job cards for the disabled: Every disabled adult person will be treated as a separate family for the purpose of issuing job card and will be entitled for 100 days of work. His/her name, if included as part of the family job card, should be deleted. The Programme Officer and the Coordinator (Vulnerable Groups) will be responsible for identifying all the eligible special category persons and issue job cards to them.

10.3.5 Identification of works: Each State Government will identify specific works, which can be done by the disabled and vulnerable persons. In a village, different categories of persons with disabilities will be organized to come together as a fixed group to accomplish the works proposed for them under the Scheme, in a way that makes it possible for to exercise their choice. On no grounds, should the disabled and vulnerable persons be paid lower wages as compared to the able-bodied persons.

10.3.6 Mobilisation: The Coordinator (Vulnerable Groups) can engage a community disability facilitator from among the disabled to mobilize the disabled and vulnerable persons for MGNREGA work. This facilitator will be responsible for bringing all the disabled persons to the work site and will function as a mate. Efforts should be made to mobilize the disabled and vulnerable into groups. Arrangements should also be made to orientate the persons with disability to the suitable job as and when necessary. However, no individual with disability would be denied work where efforts to form a 'group' does not succeed.

10.3.7 Works: In each Gram Panchayat at least one work should be opened specifically for the disabled and vulnerable persons. In case of large Gram Panchayats with substantial population of disabled and vulnerable, separate works should be opened at the habitation level. The efforts should be to ensure that the special category persons are given work close to their place of residence so that they need not travel long distances for MGNREGA works.

10.3.8 When persons with disabilities go for MGNREGA work irrespective of the distance, each worker with disability may be paid an additional amount towards travelling expenses and the quantum of the additional amount will depend on the distance from the residence.

10.3.9 Severely disabled persons: There may be persons with multiple disabilities or severe mental or physical disabilities who are unable to do any work or take care of themselves. There may be families having children with severe or multiple disability, which spend extra money for the care and well being of such children. In case of such persons and children, the ‘care giver’ who takes care of the severely disabled person or child should be extended the benefit of 100 days employment so that s/he can take care of the severely disabled person/child. However, care should be taken by the Coordinator (Vulnerable Groups) not to provide two job cards to the care giver.

10.3.10 Engaging disabled and vulnerable persons in other works: The disabled persons should be given preference for selection of mate for MGNREGA works. Persons with disabilities should be given preference while appointing workers for providing drinking water, to manage crèches etc.

10.3.11 Adaptation of tools and equipment/facilities at work places: The Coordinator (Vulnerable Groups), in consultation with the workers with disabilities, will make necessary modifications to the existing tools/equipment. The Coordinator (Vulnerable Groups) will then mobilise suitable institutions for making modified tools/assistive devices or making adaptation to the general tools/equipments being used in the work site. The workers with disabilities shall be provided with modified tools/assistive devices or modified general tools/equipments required for the work.

10.3.12 An NREGA Children’s Center should be accessible for parents of children with high support needs such as children with intellectual disabilities, Cerebral Palsy, Autism, multiple

disabilities and severe disabilities, when they go for the Employment Guarantee work. A mother of a child with disability should be given preference to be appointed as Ayah at this Children's Centre for the care and protection of the children including children with high support needs.

10.3.13 Treating Persons with Disabilities with Respect: The persons with disabilities, at work-sites, shall be called by their own names alone. Similarly, their name as well as their surnames shall be properly registered in the job cards. The authorities shall take proper measures to ensure an environment at the work place so that the workers with disabilities shall not be ill treated/looked down upon or face any form of discrimination (using abusive language, calling them with their disability name, use denigrating language, insulting them, hurting their feelings) and the Coordinator (Vulnerable Groups) shall organize awareness programs to ensure the same.

10.3.14 Monitoring and Time-frame: There should be a special drive to identify all persons with disability and other vulnerable persons, enumerated in these guidelines, issue them special job cards and provide 100 days of work to each of them in all the villages within a specified time-frame. The Coordinator (Vulnerable Groups) shall hold a monthly meeting to review the progress of such implementation with Block and Gram Panchayat level officials. The Coordinator (Vulnerable Groups) will submit monthly and quarterly progress reports to the DPC.

10.4. PARTICULARLY VULNERABLE TRIBAL GROUPS (PVTGs)

10.4.1 Earlier known as Primitive Tribal Groups, the PVTGs live in interior pockets and inaccessible forest and are highly vulnerable to hunger/starvation, malnutrition and ill-health. Some of them are even on the verge of extinction. Today, several PVTGs have become nomadic, converted to bonded labor or found living in remote/ isolated locations and dense forests or harsh deserts.

10.4.2 Like so many the other government schemes, MGNREGS has yet to truly benefit PVTGs. Several PVTGs do not even have MGNREGS job cards and those who have job cards have barely worked under MGNREGS. SoRs have tended not to take into account the special requirements of PVTGs resulting in extremely low earnings. Delays in payments have added to the disadvantage of geographical remoteness of PVTGs. Typically the post offices/ banks are as

far as 50km from PVTG habitations. Further, planning and opening of works under MGNREGS needs to be sensitive to seasonality of forest-based livelihoods of PVTGs which is different from agriculture-based livelihoods.

10.4.3 Considering the geographical isolation and vulnerabilities of PVTGs, special strategies with appropriate program flexibility should be adopted by the state governments to reach the benefits of MGNREGS to the PVTGs.

10.5 DE-NOTIFIED TRIBES AND NOMADIC TRIBES

10.5.1 Nomadic tribes move from place to place and do not have a specific place to live. They do not get the benefit of MGNREGA as they do not belong to any particular Gram Panchayat and therefore do not get job cards. They also lack documents to prove their identity. Since the nomadic tribes are very few in number, the DPC may estimate the number of nomadic tribes in the district and authorize the POs to issue special job cards, which will be honoured in any Gram Panchayat in the district. The nomadic tribes can take up work in any Gram Panchayat. Bank accounts should be opened for the nomadic tribes in a bank with core banking facility and an ATM/Debit Card.

10.6. WOMEN IN SPECIAL CIRCUMSTANCES

10.6.1 Widowed women, deserted women and destitute women are highly vulnerable and require special attention. The Gram Panchayat should identify such women and ensure that they are provided 100 days of work. Pregnant women and lactating mothers (at least upto 8 months before delivery and 10 months after delivery) should also be treated as a special category. Special works which require less effort and are close to their house should be identified and implemented for them.

10.7 SENIOR CITIZENS ABOVE 65 YEARS OF AGE

10.7.1 Senior citizens who are not being taken care of by their families look up to MGNREGA for support. They should also be treated as a special category. They are often marginalized and excluded from labor groups due to their lower out-turn. Exclusive senior citizen groups may be formed and special works which require lesser physical effort identified and allotted to these groups.

10.8. INTERNALLY DISPLACED PERSONS

10.8.1 In certain areas, families have been internally displaced either because of communal/caste violence or violence due to left extremism. These groups are forced to migrate to neighbouring districts or States and have to be treated as a special interim group for providing work under MGNREGA. The DPC concerned may issue a special job card indicating that they are internally displaced persons. This job card will be valid till these families are displaced and will lose its validity as soon as they return to their original place of residence.

10.9 IDENTIFYING SUITABLE WORK FOR DIFFERENTLY ABLED PERSONS

In some States this exercise has been undertaken, examples of which are summarised below:

Possible classification of work according to the capacity of differently abled people under MGNREGA:	
1. Drinking water arrangements	2. Helping in looking after children
3. Plantation	4. Irrigation - canal digging
5. Earth backfilling	6. Dumping mud outside or in trolleys
7. Building construction - making concrete material	8. Shifting concrete and other building material from one place to the other
9. Carrying cement and bricks	10. Filling sand or pebbles in pans
11. Sprinkling water on newly built wall	12. Well deepening – filling baskets with excavated mud inside the well
13. Helping in pulling out the sludge from the well	14. Transferring the sludge to trolley
15. Digging out the sludge from the ponds	16. Putting the waste in iron containers
17. Transferring contents of filled up pans into trolley	18. Carrying stones
19. Setting stones in the right place	20. Land leveling
21. Farm bunding	22. Digging pits in water conservation land
23. Setting the mud from the pits in a different place	24. Road construction – sweeping the kuchcha roads with brooms
25. Sprinkling water, putting pebbles	

Work which could be done by orthopaedically handicapped people

1. Possible work for a person with one weak hand

<ul style="list-style-type: none"> ▪ Drinking water arrangements ▪ Plantation ▪ Filling pans with sand/pebbles ▪ Sweeping <i>kuchcha</i> roads with brooms ▪ Farm bunding 	<ul style="list-style-type: none"> ▪ Assisting in looking after children ▪ Carrying cement and bricks ▪ Sprinkling water on newly built wall ▪ Pouring water, putting pebbles
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2. Work done by a person with both hands weak

- Assisting in looking after children (family members or children can also help – or they can also get employment. This way the handicapped person will feel more self confident)

3. Work done by a person with one weak leg

Work done with help	Work done independently
<ul style="list-style-type: none"> ▪ Drinking water arrangements ▪ Assisting in looking after children ▪ Plantation ▪ Sprinkling water on newly built walls ▪ Filling pans with sand or pebble ▪ Sweeping <i>kuchcha</i> roads with brooms 	<ul style="list-style-type: none"> ▪ Drinking water arrangements ▪ Assisting in looking after children ▪ Plantation ▪ Irrigation - digging canals ▪ Filling earth ▪ Digging out mud / putting in the trolley ▪ Construction – repairing concrete material ▪ Transferring concrete material from one place to other ▪ Carrying cement and bricks ▪ Filling metal containers with sand or pebble ▪ Sprinkling water on newly built walls ▪ Deepening wells – putting the sludge inside the well into baskets ▪ Helping in pulling out the sludge from wells ▪ Transferring the sludge to trolleys ▪ Digging out the sludge from ponds ▪ Filling up pans with waste ▪ Transferring filled up pans to trolleys ▪ Carrying stones ▪ Setting stones in the right place ▪ Land levelling ▪ Farm bunding ▪ Digging pits in land meant for water conservation work ▪ Transferring the mud from pits to another site ▪ Building roads ▪ Sweeping <i>kuchcha</i> roads with brooms ▪ Sprinkling water, putting pebbles

4. Work done by a person with both legs weak

- Assisting in looking after children

- Plantation
- Filling pans with sand or pebble
- Pulling out the sludge from wells (*the sludge from the wells is filled in huge containers and to pull it out at least 10 – 15 people are required. But if this sludge is filled in smaller containers, 3 – 4 handicapped people can do the same, even while they are sitting. The benefit is that the work will be faster, the labour required will be less as well as the handicapped people will be employed*)
- Sweeping kuchcha roads with brooms

5. Work done by a person with one weak hand and one weak leg

Work done with help	Work done independently
<ul style="list-style-type: none"> ▪ Organizing drinking water ▪ Assisting in looking after children ▪ Planting trees ▪ Sprinkling water on newly built wall ▪ Filling pans with sand or pebble ▪ Sweeping kuchcha roads with brooms 	<ul style="list-style-type: none"> ▪ Organizing drinking water ▪ Assisting in looking after children ▪ Planting trees ▪ Sprinkling water on newly built wall ▪ Sweeping kuchcha roads with brooms ▪ Sprinkling water, putting pebbles

6. Work which could be done by hunch-backed persons

- Drinking water arrangements
- Assisting in looking after children
- Plantation
- Sprinkling water on newly built wall on construction sites
- Sweeping kuchcha roads with brooms
- Sprinkling water, putting pebbles

Possible work for visually handicapped people

1. Possible work for a person blind in one eye whose other eye is weak also

1. Drinking water arrangements	2. Helping in looking after children
3. Plantation	4. Irrigation-digging canals
5. Filling earth	6. Dumping mud outside or in trolleys
7. Building construction- making concrete material	8. Shifting concrete and other materials from one place to the other
9. Carrying cement and bricks	10. Filling sand or pebbles in pans
11. Sprinkling water on newly built wall	12. Helping in pulling out the sludge from the well
13. Transferring the sludge to trolley	14. Digging out the sludge from the ponds
15. Putting the waste in pans	16. Transferring the filled up pans into trolley
17. Carrying stones	18. Setting stones in the right place
19. Land Levelling	20. Farm bunding

21. Digging pits in land for water conservation	22. Setting the excavated mud in a different place
23. Building roads – sweeping the <i>kuchcha</i> roads with brooms	24. Sprinkling water, putting pebbles

2. Work done by completely blind people

- Assisting in looking after children
- Plantation
- Filling pans with sand or pebble
- Drinking water arrangements

- *other family members should also be employed on the site so that they realize that the handicapped person is not a burden but is instead a source of income for the family*
- *the handicapped person should be patiently trained. Proper training should be given on the way to do work as well as to measure the distance covered in terms of their footsteps*

3. Work done by a person with a weak vision

1. Organizing drinking water	2. Helping in looking after children
3. Planting trees	4. Irrigation-digging canals
5. Filling soil	6. Dumping mud outside or in trolleys
7. Building construction- making concrete material	8. Shifting concrete and other materials from one place to the other
9. Carry cement and bricks	10. Filling sand or pebbles in metal pans
11. Sprinkling water on newly built wall	12. Helping in pulling out the sludge from the well
13. Transferring the sludge to trolley	14. Digging out the sludge from the ponds
15. Putting the waste in iron containers	16. Transferring the filled up metal container into the trolley
17. Carrying stones	18. Setting the stones in the right place
19. Land Levelling	20. Farm bunding
21. Digging pits in water conservation land	22. Setting the excavated mud in a different place
23. Building roads – sweeping the <i>kuchcha</i> roads with brooms	24. Sprinkling water, placing pebbles

Work which could be done by mentally handicapped people

1. Work that can be done by a people who are severely mentally challenged

1. Drinking water arrangements	2. Helping in looking after children
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3. Plantation	4. Irrigation-digging canals
5. Filling earth	6. Dumping mud outside or in trolleys
7. Shifting concrete and other material from one place to the other	8. Carry cement and bricks
9. Filling sand or pebbles in metal pans	10. Transferring the sludge to trolley
11. Digging out the sludge from the ponds	12. Putting the waste in pans
13. Transferring the filled up pans into the trolley	14. Carrying stones
15. Setting the stones in the right place	16. Land Levelling
17. Farm bunding	18. Digging pits in land for water conservation
19. Setting the excavated mud in a different place	20. Building roads – sweeping the kuchcha roads with brooms
21. Sprinkling water, putting pebbles	

Note: Such people should be instructed sequentially and slowly. They can produce good work once they have understood it well.

2. Work that can be done by a person who is mildly mentally challenged

1. Drinking water arrangements	2. Helping in looking after children
3. Plantation	4. Filling earth
5. Dumping mud outside or in trolleys	6. Filling sand or pebbles in metal pans
7. Transferring the sludge to trolley	8. Building roads – sweeping the kuchcha roads with brooms
9. Sprinkling water, putting pebbles	

Such people are good at assisting and supporting others. They can carry pans of sludge and dump it if they are assisted in lifting them.

Work which could be done by people under treatment for mental illness – such people can do all kinds of work. Only the amount of work done could be quantitatively less.

Work which could be done by hearing and speech impaired people – such people can do all kinds of work but it is required that they are instructed properly in sign language.

CHAPTER 11

RECORDS

PROPER MAINTENANCE OF RECORDS

Proper maintenance of records is one of the critical success factors in the implementation of Mahatma Gandhi NREGA. Information on critical inputs, processes, outputs and outcomes have to be meticulously recorded in prescribed registers at the levels of District Programme Coordinator, Programme Officer, Gram Panchayat and other Implementing Agencies.

The computer based Management Information System will also capture the same information electronically. In order to facilitate systematic collection of information at various levels, following records are to be maintained under Mahatma Gandhi NREGA.

Efforts to be made to keep all record in electronic form, e-Record may cut down the time and also ensure accountability and transparency.

11.1. PANCHAYAT LEVEL

11.1.1 Muster Roll Receipt Register for Gram Panchayats – This Register is to be maintained by the Gram Panchayat which receives the Muster Roll from the Programme Officers. This Register also contains the details of receipts of the used Muster Rolls given to the Gram Panchayats by other implementing agencies. This Register will be maintained by Gram Panchayat.

11.1.2 To avoid delay in the delivery of muster roll at the GP level, States shall make an effort to use e-muster. Programme Officer may transfer it on the same day to the GP on demand through e-mail.

11.1.3 Job Card Application Register – In this Register the name of the applicant, date of receipt of application and the details of job cards issued are provided. It also contains reasons in case the job card is not issued. This Register will be maintained by Gram Panchayat/ Programme Officer.

11.1.4 Employment Register - This contains the information on details of application for work, allotment of work, performance of work and the wages or unemployment allowance paid to the worker. This Register will be maintained by Gram Panchayat/ Programme Officer.

11.1.5 Works Register - This Register contains details of each work such as serial number and priority in approved shelf of works, name and address of PIA, date on which work was triggered, its cost, location, completion date, expenditure incurred, pre-mid-post-project condition of the work site six months after completion, date on which all labour dues were paid. This Register will be maintained by Programme Officer/ Gram Panchayat/other Implementing Agencies

11.1.6 Assets Register – A distinction needs to be maintained between works and assets. Works are taken up on pre-existing assets or, they lead to creation of new assets. Whenever works are taken up entries should be made not only in the works register but also in the assets register. This Register contains details of the asset, its cost, location, current status, benefits derivable and the details of works which have been taken on the asset. This Register will be maintained by Programme Officer/ Gram Panchayat / other Implementing Agencies.

11.1.7 Complaint Register: This Register contains the date of receipt of the complaint, the details of the complainant, the action taken on the complaint, response of complainant on Action Taken Report (ATR), and the date of final disposal. This Register will be maintained by Programme Officer/ DPC/ Gram Panchayats/ other Implementing Agencies.

11.1.8 Monthly Allotment and utilization certificate Watch Register – This Register contains date-wise information on allotment, expenditure, balance available with the implementing agency and the details regarding submission and pendency of Utilization Certificate. This Register should be maintained by all agencies that receive funds for expenditure under Mahatma Gandhi NREGA. This Register will be maintained by DPC/ Programme Officer/ Gram Panchayat / Other Implementing Agencies.

11.2. BLOCK LEVEL

11.2.1 Muster Roll Issue Register - This register should be maintained data-wise by the Programme Officer who is the Muster Roll issuing authority. The Register helps to correlate the Muster Rolls issued with the work and the agency for which it is issued. This Register will be maintained by the Programme Officer at the Block level.

11.2.2 Fortnightly Report on Worksites: The Programme Officer should attempt to arrange to collect data on labour employed and material received on a fortnightly basis from each Mahatma Gandhi NREGS worksite. This information should be collated in a prescribed format and displayed on the notice-board at the office of the Programme Officer. It should also be posted in summary form on the Mahatma Gandhi NREGS website on a regular basis.

11.2.3 While finalizing the accounts of each work and authorizing its final closure, the Programme Officer will check and satisfy himself/herself that the final expenditures reported by the Implementing Agency are found to be correct.

SUMMARY OF RECORDS TO BE MAINTAINED

Sl. No	Name of Register	Level at which Register is to maintained
1	Muster Roll Issue Register	Programme Officer at the Block level
2	Muster Roll Receipt Register	Gram Panchayat
3	Muster Roll Receipt Register	Implementing Agency other than Gram Panchayat
4	Job Card Application Register	Gram Panchayat/ Programme Officer
5	Job Card Register	Gram Panchayat/ Programme Officer
6	Employment Register	Gram Panchayat/ Programme Officer
7	Works Register	Programme Officer/Gram Panchayat/other Implementing Agencies
8	Assets Register	Programme Officer/Gram Panchayat/other Implementing Agencies
9	Complaint Register	Programme Officer/DPC/ Gram Panchayats/ other Implementing Agencies
10	Monthly Allotment Utilization Certificate Watch Register	DPC/ Programme Officer/ Gram Panchayat/Other Implementing agencies

11.3. RECORD OF EMPLOYMENT

11.3.1 Every agency making payment of wages must record on the job card, without fail, the amount paid and the number of days for which payment has been made.

11.3.2 The responsibility for coordination of employment data will lie with the Gram Panchayat at the Gram Panchayat level, and with the Programme Officer at the Block level. The Gram Panchayat will consolidate household-wise employment data in the Employment Register. The format of the Employment Register is given in the Annexure. The Gram Panchayats will report the employment data in prescribed formats to the Programme Officer on a fortnightly basis who will coordinate the employment data at the Block level and send to the District Programme Coordinator. Any problems in this regard will be addressed immediately by the District Programme Coordinator.

11.4. MUSTER ROLLS

11.4.1 Muster rolls each with a unique identity number will be issued by the Programme Officer to the Gram Panchayats and all Executing Agencies. Suggested proforma is in the Annexure.

11.4.2 Muster rolls will be maintained by the Gram Panchayats and other Executing Agencies. They will contain, inter alia, the following information for each work:

- i) Name of the person on work; his or her job card number; days worked and days absent; and wages paid. The payment made and the number of days worked will be entered in the household job card of every worker.
- ii) Unique identity number given to that work.
- iii) Signature or thumb impression of the payee.

11.4.3 The original muster roll will form part of the expenditure record of the Executing Agency.

11.4.4 A photocopy of the muster roll will be kept/sent for data coordination and for public inspection in every Gram Panchayat and in the office of the Programme Officer.

11.4.5 Muster Rolls should be computerized at the Programme Officer level, and if possible at the Gram Panchayat level.

11.4.6 Any Muster Roll that is not issued from the office of the Programme Officer shall be considered unauthorized.

CHAPTER 12

Management Information System (MIS)

Monitoring has a critical role in securing entitlements of workers under MGNREGA. To ensure timely delivery of deliverables in any e-governance initiative, concurrent monitoring is a must. In this endeavour, the MIS for MGNREGA becomes crucial in ensuring best results. The potential advantage of using IT systems for governance lies in:

- i) capturing real-time data from the field
- ii) the speed with which data can be processed and made available in meaningful reports
- iii) the availability of data nearly concurrently with its online updation/entry through networks, so that information is available pro-actively and to a larger audience (in a paper system, this information would have to be dug out to become available)
- iv) the breaking of artificial barriers of geographic boundaries etc. to flow of information

Thus, IT systems can become tremendous potential allies in concurrent monitoring, enabling preventives to be placed in line before situations deteriorate. They can also directly enable attaining entitlements and finally, they can become potent tools for grievance redressal.

The MIS should be able to address the following concerns of various stakeholders:

Wage Seekers

- i) Job Card Registration and entries of payments in e-copy of Job Card which can be viewed by all on nrega.nic.in
- ii) Work demand registered and made visible.
- iii) Work provided on demand within the stipulated time.
- iv) Wage payment made on time.
- v) Unemployment allowance payment made as it becomes due

Implementation Agencies

- i) Enable demand for work to reach them.
- ii) Estimates and work plans made fast.
- iii) Trigger the work on basis of priority fixed by Ward /Gram Sabha
- iv) Intimation to concerned PIA about the triggering
- v) Work started without delay.

- vi) Payments made without delay.
- vii) Track critical activities and improve efficiency
- viii) Provide status of human resources working for MGNREGS
- ix) Faster approvals/sanctions/reviews.

Monitoring Agencies

- i) Access to latest information.
- ii) Disaggregated information with the status of entitlements.
- iii) Publish various analysis reports as per the requirement
- iv) Take up innovations in real-time monitoring
- v) Generate alerts for monitoring agencies
- vi) Enable social audit
- vii) Track changes made in entries of MIS

12.1. OPERATIONALISATION OF MIS

12.1.1 States should take following measures to fully operationalise the MIS:

- i) Job Cards
 - a. All the job cards in the MIS should have photos.
 - b. All the workers who demand work must have bank/post office account numbers.
 - c. Information on BPL, Small/ marginal farmer need to be updated for the workers registered.
- ii) Works Module
 - a. All works should have the Survey no. / Khata no. / Plot No.
 - b. Technical sanction should give full details of all activities involved in each work. It should also give the details of all kinds and quantities of materials required for the work.
- iii) Muster Roll and Measurement Book
 - a. e-musters should be generated from the system and should be placed at the worksites for attendance.
 - b. measurement Book must be filled with every muster roll.
- iv) Wage list or Pay Order should be prepared from the system and be sent to financial institutions for wage payments.
- v) All Labour Budgets should be filled into MIS.
- vi) To ensure transparency and accountability States should do following:

- a. Post on MIS all procurement details for monitoring. Details of quantity procured, total amount spent on procurement, date of delivery of material etc. should invariably be indicated.
 - b. Upload the gist of the findings of the State Quality Monitoring (SQM) report on the MGNREGA website.
 - c. Upload digital photographs of each MGNREGA works. The photographs should be of 4 different stages of the work cycle viz., (i) before start of the work (work site) (ii) during execution of the work (iii) immediately upon completion of work and (iv) one year after completion of work in order to reflect quality of asset created and its impact. Each photograph should be geo tagged and time stamped.
- vii) The MIS enables electronic transfer of wage payments which avoids delay in payment of wages. The wage list (or pay order) and the payment advice should be generated by the States using the MIS and shared in electronic form with banks for credits of accounts on Centralised Banking System (CBS).

In order to check delays in wage payments, the MIS enables tracking of 6 important dates for each muster roll - (1) closure of muster roll (2) capturing measurements (3) generating pay order (4) issuance of cheque & pay order to paying agency (5) transfer of cash to sub-agency (Branch Post Office/ Business correspondent) and (6) wage disbursement to workers. For entries related to transfer of cash to sub agencies the Banks and Post Offices/ Branch Post Offices will also be provided log in facility.

12.1.2 ICT Infrastructure: States should have ICT infrastructure (computer and internet connectivity) upto the Gram Panchayat for achieving transaction based MIS and e-Governance under MGNREGA. States may also maintain specific MGNREGS server with a copy of up-to-date master data which may be required to carry out ICT innovations like implementing GIS; generating web-based monitoring reports; electronic fund management system; innovations in mobile-technology; innovations in biometrics etc. The State-specific server will give flexibility to the State to try out innovations and publish State-specific reports without actually compromising the sanctity of the architecture of NREG Soft.

12.1.3 States may use administrative expenditure head to operationalise the MIS for establishing ICT infrastructure, collection of data and its electronic processing, report generation and transmission, Block and sub Block level computerization, staffing and training of the MGNREGA officials, stationary related to computational processes/MIS and

one time expense for augmentation of computational facilities at the Block and sub block level.

12.1.4 States should be provided support for the following activities:

- i) Establishment of last mile connectivity from the nodal point in the Block Head Quarter town to the Block Office premises.
- ii) Dedicated LAN for MGNREGA at each Block office to capture all transaction data and payment to the beneficiaries through banks and post offices.

12.2. EMPLOYMENT GUARANTEE WEBSITE

12.2.1 A ‘Mahatma Gandhi NREGS website’ should be built by the State Government. This website should function as an integrated access point for Mahatma Gandhi NREGS-related documents on the Internet.

12.2.2 All necessary documents such as muster rolls, vouchers, measurement books and Utilization Certificates related with the implementation of MGNREGA should be placed on the Mahatma Gandhi NREGS website.

12.2.3 The formats used for entering information should be uniform across the country so that information can be uploaded and downloaded seamlessly at all levels from the Gram Panchayat/ Block level up to the National level. The web-based analysis reports can also be published by the States as per their specific review/monitoring requirements. The States may publish web-based analysis reports like

- i) Delay in wage payments
- ii) Works Analysis
- iii) Performance reports capturing overall performance and ranking the districts/blocks/GPs
- iv) Exception reports on expenditure on various accounting heads/sub-heads (GPs with zero person-days; zero Shelf; more than 1 month delay in wage payments etc)
- v) Delivery of benefits to special categories like the disabled, PVTGs, Nomadic tribes, senior citizens, AIDS patients, SCs, STs etc
- vi) Social Audit Reports
- vii) Quality Control reports
- viii) Track status of HR deployed/ HR vacancies etc
- ix) Track progress of trainings

- x) Delays in updation to web etc
- xi) Grievance Redressal

12.2.4 Adequate care should be taken to ensure control of the software version. User interface should not be changed very often. The Data Architecture of the MIS software is sacrosanct and at no level (block, district or state) should the Data Architecture be modified by adding new fields or tables in MIS software without the clearance of the Central Government.

12.2.5 Mahatma Gandhi NREGASoft prepared by NIC and the Ministry of Rural Development to be used across the country.

12.2.6 The MIS system shall be designed and operated to highlight and send out alerts (at specified intervals to specified persons), the following information-

- i) List of Panchayats that do not have an adequate shelf of projects
- ii) List of Panchayats not generating adequate work days in each week
- iii) Names of job cardholders who have not got 100 days of employment in each year
- iv) List of works with name in each Panchayat that has failed to record engineering measurements within the stipulated period
- v) List of all incomplete works, along with number and total value of such works for which there is administrative approval
- vi) List of Panchayats in which wages have not been paid within fifteen days of closure of the muster roll
- vii) List of Panchayats in which muster rolls are not fully entered into the MIS each week
- viii) List of Panchayats, which either have over rupees four lakh unspent or less than rupees one lakh to spend

12.3 REAL TIME TRANSACTION BASED MIS

12.3.1 Being a demand driven and rights based programme, it is necessary that all efforts be made to put on to track each and every transaction involved in the implementation of MGNREGA, so that the system is tightly integrated end to end and reflects the latest position with respect to each stage of the MGNREGA workflow. Such a system will automatically make transparent the time which has elapsed between any two stages and thus allow for corrective action to be taken fast. For this, the Centre needs to ensure that necessary connectivity backbones are laid down across the country.

12.3.2 To capture the demand, MIS may be made compatible enough to register demand for work and make it available on the website.

12.3.3 States may adopt a system under which a provision may be made for workers to register applications for work through mobile telephones and this may be fed in directly into the MIS. In case of mobile telephones, the system should be made convenient to illiterate workers and must include Interactive Voice Response System (IVRS). This option should automatically issue receipts with date, time and stamp. Such applications for work should be reflected on the MIS in real time so that is reflected at all levels of implementation.

12.3.4 The present dual system of first entering the paper muster roll and then transferring the data onto the MIS must be dispensed with. States may take an initiative to put in place a system to generate e-muster roll based on the demand raised. Printouts of the muster rolls as reports resulting from the system may be placed at the concerned GP for physical scrutiny. Worker registers, attendance at worksites through bio-metric device integrated with Global Positioning System (GPS) providing location of the attendance registration and progress of work must be put in place. On the basis of attendance and the work progress register on e-measurement book, payment advice may be issued.

12.3.5 States may take an initiative to ensure timely wage payment and make MIS transaction based, where reports are generated by the information flown from live transactions using transaction based software. The following prerequisites may be initiated to enable the MIS as a transaction based:

- i) Issue of Job cards
- ii) Generation of works estimates
- iii) Capturing demand from labourers
- iv) Opening of works
- v) Generation of pay orders by Capturing muster roll information and measurements
- vi) Generation of pay orders for all types of payments like material, administration related etc.
- vii) Closure of works
- viii) Payment of unemployment allowance

12.3.6 The MIS may enable the worker to access information and know the time lapse between application and provision of work and the time lapse between completion of work

and date of payment, thereby generating, automatic claims for unemployment allowance and/or compensation for delayed payments.

12.4 VERIFICATION OF MIS DATA

12.4.1 To ensure the accuracy of data available in public domain there should be a system of authentication of data.

12.4.2 States may put in place a system where there will be two stages in MIS data entry, first by Data Entry Operator (DEO) and second by an authorized person who will freeze the data and will be accountable for correctness of data.

12.5. MIS INFRASTRUCTURE

12.5.1. Gram Panchayat: At each GP, latest ICT facilities to be provided.

12.5.2. Block and District: At every block and district, the following minimum facilities should be available:

- i) Computer on LAN.
- ii) Internet connectivity.
- iii) Printer cum scanner
- iv) Power Back up (preferably solar) in energy deficient areas
- v) Trained MIS personnel

At the State level a helpline number should be provided with a voice activated response system to give solution to the problems faced by the blocks and the DPC in operationalizing of the MIS.

12.6. HUMAN RESOURCES FOR MIS

12.6.1 The ICT and MIS Team must work together as an integrated team as the success in the implementation of MIS critically depends on their coordinated functioning.

States should hire competent professionals with expertise in programming, managing state data centre, developing web-based analysis reports and implementing ICT innovations as per their requirements. Their compensation packages should be so designed to attract and retain the best and should be linked to clearly defined and verifiable performance indicators.

12.6.2 States may put in place a resource group for MIS and ICT training at State/District level so that the training of State MIS personnel can be provided at regular intervals to apprise them of new updates on the MIS. Network managers and other professionals

important for uninterrupted functioning of ICT infrastructure should also be put in place at district/block level.

12.6.3 Training of trainers should be organized. List of trainees should be prepared for providing training at the GP, Block and district levels. The training should aim at ensuring that the basic record and key registers are maintained at the levels of the GPs and block offices properly and the Mahatma Gandhi NREGA software is used optimally. It is also important to provide training to the Gram Rozgar Sahayak and the Mates so that they understand the connection between the maintenance of records and the working of the computerized MIS.

12.6.4 The NIC Team should work with MIS team in the management of Data Centre. The NIC Team should consist of adequate number of persons to be selected from the open market in a transparent manner. This will be funded separately by Central Government.

12.7. MONTHLY PROGRESS REPORT (MPR)

12.7.1 MPR should be sent through computer based MIS. MPR must be generated regularly in the computer. If necessary an error report should be generated.

CHAPTER 13

FINANCING MGNREGA

13.1 CREATION OF STATE EMPLOYMENT GUARANTEE FUND

13.1.1 Sub-section 1 of Section 21 of MGNREGA 2005 empowers the States to establish a State Employment Guarantee Fund (SEGF) for the purpose of implementation of the scheme. In exercise of the powers conferred under clause (e) of sub-section (2) of Section 32 of the MGNREGA, the State Governments need to notify Employment Guarantee Fund Rules proposing constitution of a SEGF and indicating a comprehensive framework to effectively manage the receipt, transfer and utilisation of financial resources under MGNREGA through this SEGF. The States are also required to design mechanisms within the SEGF rules to ensure transparency, efficiency and accountability. The SEGF needs to have an in-built capacity to trail the usage of funds down to the Gram Panchayats. The central share of MGNREGA funds are released to SEGF for onward deployment of funds to the districts/Panchayats/Programme Implementing Agencies (PIAs) of the respective State. The SEGF is expended and administered as a revolving fund as per State Government notified fund governance rules in accordance with the provisions of MGNREGA. The salient features of the SEGF are explained below:

- i) SEGF works as a revolving fund with rules that govern and ensure its utilisation according to the purpose of the Act.
- ii) SEGF pools resources from Centre (Central Share) and State (State Share) and cause its deployment within the districts as per their fund requirements.
- iii) The SEGF ensures district-wise effective fund management under MGNREGA. The agency designated for Fund management in a State needs to have a status different from the State Government. Generally, the State Funds are managed by self-regulating Societies formed by memorandum of association and registration.
- iv) The State Government would be responsible for ensuring efficient fund management not only at the State level, but also at the district/GP/ PIA level. Funds from SEGF will be released to the districts/GPs/PIAs only if the fund recipient agencies fulfil the pre-conditions as laid down under MGNREGA.

13.2 RELEASE OF FUNDS

13.2.1 The MGNREGA is a demand driven wage employment programme and releases are based on the projection made on labour demand in the agreed-to Labour Budget (LB) in a financial year (FY). The releases are thus based on district/State specific proposals rather than

on predetermined allocations. Central share of funds under MGNREGA are released in two tranches. While the release of 1st tranche (including upfront money) of central share is based on proportionate fund requirement as per the agreed-to LB subject to a maximum of 50 per cent of fund required for a whole year, the release of 2nd tranche relies largely on actual performance against the agreed to LB.

13.2.2 The fund flow process is described as below:

- i) Before the beginning of each financial year on or before 31st January, all States/UTs shall present their annual work plan and LB to the Ministry of Rural Development.
- ii) The Ministry of Rural Development will examine the proposals received by it on or before 31st January of each financial year and review the performance of the States and UTs with respect to the implementation of the Act and estimate the amount to be released to the State Governments and UT administration on the basis of the LB projected by the implementing States/UTs.
- iii) As soon as the LB of a State is agreed to, States need to provide month-wise and district-wise projected labour demand and the consequent fund requirement for the FY as a whole.
- iv) Pending submission of month-wise and district-wise information on projected labour demand and fund requirement thereof, the Central Government may consider and release upfront money on the basis of the consolidated agreed to LB and expenditure trend under MGNREGA to maintain sufficient float of funds with the implementing agencies in a new FY.
- v) Upfront/1st Tranche of central share as projected in the LB for the initial six months are released to the SEGF or directly to the Districts.
- vi) Fund is transferred from the Ministry to SEGF or individual districts directly under intimation to the State Government or DPC at the district level.
- vii) The funds to the final Implementing Agencies shall be released immediately on the sanction of the works either in full or in instalments in accordance with MGNREGA Act/Guidelines/ instructions issued from the Ministry from time to time.
- viii) Fund transfers from the Ministry to States/districts/GPs are entered online on a real time basis to track the flow of funds at each level.
- ix) On complete compliance of prerequisites, achievement of 60 per cent expenditure level and receipt of State Governments' recommendation, 2nd instalment of Central Share would be released.

13.2.3 Labour Budget (LB)

- i) On the basis of LB estimates and in accordance with the provisions of Section 22 of the MGNREGA 2005, the Central Government projects its liability towards the programme.
- ii) Labour Budget (LB) entails planning, approval, funding and project execution modalities under MGNREGA. Sub-section 6 of Section 14 of the MGNREGA mandates that the District Programme Coordinator (DPC) under MGNREGA shall prepare in the month of December every year, a labour budget for the next financial year containing the details of anticipated demand for unskilled manual work in the district and the plan for engagement of workers in the works covered under the programme.
- iii) LBs are prepared in accordance with the provisions made in sections 13 to 16 of MGNREGA. The DPC has to ensure a strict adherence to the principle of bottom-up approach from planning to approval of the selected shelf of works by each of the gram sabha in village panchayats of the district.
- iv) District-wise LBs of all MGNREGA implementing States are to be provided to Government of India latest by 31st January each year for the next financial year. Once financial requirement of the districts is assessed through LB, 1st instalment of central share (up to 50 % of the total cost indicated in the LB) is released to the State/district.

13.2.4 LB Preparation and Approval Process

- i) The LB preparation process is described in detail in Chapter 6.
- ii) Labour Budgets should be submitted to the Government of India latest by January 31 each year for the next financial year. State Secretaries should ensure timely submission of Labour Budgets for all NREGA districts in their States to avoid delay in fund release. For this, it is important that the district follow time bound coordination at each level in the planning process from Gram Panchayat to District Panchayat.
- iii) The **prescribed format (s)** for LB with detailed information on parameters viz. projected labour demand, expected number of households demanding work, anticipated person-days to be generated, probable distribution of permissible works in each of the implementing districts and estimated cost of such works need to be uploaded onto the NREGA-Soft.

- iv) LBs received online will be examined in the Ministry and issues, if any, will be communicated to the State for clarification/review. The States would be expected to respond to the issues raised so that the LB approval process is initiated.
- v) An Empowered Committee, under the chairmanship of Secretary, Ministry of Rural Development, will assess and approve the State specific LBs in consultation with the State Secretaries. The Empowered Committee will take a decision on the amount to be sanctioned.
- vi) Since LB is an estimation and MGNREGA is a demand driven programme, the States/UTs may come back to the Centre requesting revision of their existing LB based on actual performance in the first/second quarter of the FY for which LB has been agreed to.

13.3 ONLINE SUBMISSION OF FINANCIAL PROPOSALS

13.3.1 Online submission of financial proposals reduces the processing time in respect of individual scrutiny of documents. It also lessens transmission time taken for physical movement of proposals from the States/districts to the Ministry. Further, online submission of proposals ensures proper and mandatory e-documentation and reduces frequent communications between the States/Districts with the Ministry on their comprehensive compliance.

13.3.2 The Ministry has developed a software (NREGA-Soft) to accommodate online proposals for release of central share of funds under MGNREGA. This software is available on MGNREGA Website www.nrega.nic.in. Online submission of financial proposal is a part of fund management module inbuilt into this NREGA-Soft. While the release of 1st tranche of central share under MGNREGA is based on proportionate fund requirement as per the agreed to Labour Budget (LB), the 2nd tranche relies on estimated amount needed to finance the remaining period. Online submission process has been customised, accordingly, to examine online fund release requests from States/Districts with effect from 1st October 2010.

13.3.3 The NREGA-Soft electronically enables the Ministry to examine various physical and financial performance parameters from the data entered by States/Districts. Alerts are automatically dispensed to States/Districts to fulfil pre-requisites along with relevant documentations, in case non-compliance or part compliance of mandatory documentations is registered online.

13.3.4 The important features of the online submission of financial proposals for release of central share under MGNREGA are as follows:

(i) States having State Fund

1st Tranche

- Once LB of a State is examined and agreed to by the Ministry, the State Government shall prepare district-wise and month-wise projections of the labour demand and the fund requirement as per the agreed to LB and upload this information onto the NREGA-Soft.
- District-wise opening balance figures as on 1st April of the Financial Year (FY) for which 1st tranche is released shall be uploaded onto the software. The Opening Balance (OB) should match the Closing Balance (CB) of the previous FY.
- MIS reports and Monthly Progress Reports (MPRs) are the basis of fund release. Thus, the OB of the FY, CB of the previous FY, final expenditure reports generated from MIS and MPR should match with one another.
- Details of works proposed in the agreed to LB need to be entered into the software and should be from the approved shelf of projects.
- The fund requirement for initial six months of a FY or 50 per cent of agreed to LB for the State, whichever is lower, are released to the State Fund subject to submission of the following certificate/documents:
 - A certificate to the effect that accounts of all the districts of the State for the FY before last has been examined and settled.
 - A certificate on settlement of all audit paras against the districts under MGNREGA.
 - Detailed Action Taken Report on the complaints received against the districts.
 - A certificate indicating satisfactory compliance of Ministry's clarifications/suggestions/advice/observations issued from time to time on the implementation of MGNREGA in the State/Districts.
 - A certificate to the effect that the grant is utilised for the purpose for which it has been released.
 - No misutilisation /unrelated expenditure and misappropriation of funds are noticed during the year.
- After receipt of central share, the matching State share in the state fund, funds to the districts as per the agreed to labour budget for the initial six months of the FY would be transferred by the State from the State Fund.

2nd Tranche

- The three core modules in the MIS are to generate three distinct MPRs viz. physical, financial and works. Thus, as soon as 50 per cent expenditure level is reached by a particular district, the software will automatically send an alert to the district on documents and prerequisites needed for release of 2nd tranche under MGNREGA. It will list the requirements for the 2nd tranche to enable the District Programme Coordinator (DPC) to comply with all necessary documentation and to fulfil prerequisites before the district reached 60 per cent expenditure level.
- On complete compliance of prerequisites and achievement of 60 per cent expenditure level, the proposal will get submitted automatically to the State headquarters. The State will, accordingly, accept the proposal online. After due examination, the State would recommend for release of funds to the district from the reserves of State Fund.
- If the prerequisites for fund release are not fully met, the proposal will not get submitted and in such cases, deficiencies in the proposal will be listed out by the software. Accordingly, the DPCs would be alerted for timely compliance of all the listed deficiencies so that the proposals get submitted to the State for availing 2nd/subsequent tranches from the State Fund.
- Software has the provision of generating Utilisation Certificates (UCs). A signed copy of the UCs so generated shall be made available with the State headquarters by all the implementing districts.
- If the district achieves 60 per cent expenditure level after 30th day of September in a FY, the district needs to submit Audit Report (AR) of the previous FY to the State in addition to the compliance of all prerequisites under MGNREGA. The software has in-built provisions to capture details of the ARs.
- The State will submit a consolidated proposal for 2nd tranche to the Ministry only after a utilisation of 60 per cent of total available fund with the State as a whole and full compliance of the prerequisites as laid down under MGNREGA. The software will, as in the case of districts, generate alerts and list out deficiencies in the fund release proposal of the State by auto-analysing data submitted by the districts.
- A certificate stating that no programme fund has been diverted during the FY. It should also be certified that there has been no embezzlement or misappropriation of funds under MGNREGA and in cases where this has happened adequate steps have been taken to punish the guilty and recover the embezzled or misappropriated amount.
- In case, State becomes eligible for release of 2nd tranche after 30th September in a FY, the State will submit a certificate stating that ARs and UCs from all the districts in the State have been received and found to be in order in all respect.

- A certificate stating that all pending audit observations by the auditor have been complied with should be provided along with the fund release proposal.

(ii) States without State Fund

States which are yet to constitute State Employment Guarantee Fund (SEGF) have been advised to set up the Fund by the end of FY 2011-12. In the interim period, however, the Ministry will continue to release funds under MGNREGA to individual districts of the States with no SEGF.

1st Tranche

- 1st tranche would be released on examination and agreement of LB for the State and on receipt of district-wise and month-wise break up of labour demand along with fund requirement as per the agreed to LB.
- All conditionalities applicable for districts in a State with State Fund would also apply for the districts without a State Fund.

2nd Tranche

- Proposal for release of 2nd tranche for individual districts will get submitted to the State.
- The State would examine the proposal to ascertain compliance of prerequisites as laid down under MGNREGA. If found satisfactory, the State would record its recommendation in a page available in the software on every such individual proposal which will in turn get submitted to the Ministry for release of funds.
- Deficient proposals would be returned back to the respective Districts with alert messages for compliance and resubmission of the proposal.
- All conditionalities on 2nd tranche release of funds under MGNREGA which are applicable for districts in a State with State Fund would also apply for the districts without a State Fund.

13.4 ADMINISTRATIVE EXPENDITURE

13.4.1 The Ministry of Rural Development provides financial support for administrative expenses incurred on the implementation of MGNREGA. This Central Assistance is made available to the implementing States/UTs under section 22 (1) (c).

13.4.2 For the 12th Five Year Plan, the administrative expense of an implementing State/UT will be calculated as a percentage to the total cost of the implementation of MGNREGA during the entire Plan period and not in each individual year..

13.4.3 The objective of extending support under administrative expenditure is to provide States with the resources and flexibility to strengthen the management system in terms of personnel and processes to enhance the ability of the States/UTs to fully comply with the legal requirements of the Act.

13.4.4 To enable the States/UTs for augmenting human resources and developing capacity for critical activities, the administrative expenditure limit has been enhanced from 2 per cent to 6 per cent in two phases.

13.4.5 The 6 per cent cap on administrative expenses shall operate at the State level.

13.4.6 At least two-thirds of this 6% will be spent at the block-level and below

13.4.7 For accounting convenience, the administrative expenses portion may be kept in a separate bank account at State, District or Block levels.

13.4.8 The states shall develop detailed subheads under the broad heads of broad administration expenditure. These subheads should be tracked and monitored to identify exceptions and limit the administrative expenditure to 6%.

13.4.9 The permissible activities under administrative expenditure are:

- i) **Training:** Development of training modules and materials, organisation of training programmes for officials, PRIs and Village Monitoring Committee members, training need assessment, impact assessment of training programmes, exposure visits etc.
- ii) **Information Education Communication (IEC) activities:** Preparation and dissemination of IEC material, community mobilisation, use of media and local cultural forms, house hold contact programmes etc.
- iii) **MIS:** Collection of data and its e-processing, report generation and transmission
- iv) **Quality supervision:** monitoring and verification of muster rolls, evaluation and organisation of Social Audit. Deployment of quality monitors at State, District and Block level.
- v) **Setting up of grievance redressal system:** setting up of help lines, recruitment of ombudsmen and disposal of grievances.
- vi) **Professional/technical services:** Hiring or engaging professional services for smooth operation of IEC, Training, MIS, monitoring and supervision and grievance redressal system.

- vii) **Operational expenses:** Office expenses related to the implementation of MGNREGA and stationery pertaining to computational processes/MIS, transportation and conveyance charges.
- viii) **Tools & Implements Expenditure:** The activities that can be booked under the tools and implements expenditure head are purchase of any tools and implements for MGNREGS workers like crowbars, baskets, picasa etc and maintenance expenditure like sharpening of crowbars etc. This could be paid also as rent to avoid centralised purchase.
- ix) **ICT facilities in GPs:** provision of latest ICT facilities in the Bharat Nirman Rajiv Gandhi Sewa Kendras (BNRGSK) at GP level.
- x) **Additional Staff deployment:** Expenses incurred on additional dedicated staff to MGNREGA in key functional areas of the scheme and at the GP/Block/District levels as per guidelines issued by the Ministry of Rural Development from time to time.
- xi) **Social Audits:** Expenditure incurred towards organising social audits
- xii) **Worksite Facilities:** Charges towards worksite facilities viz. drinking water, aaya, shade for children and periods of rest and first aid box with adequate material for emergency treatment for minor injury and health hazards in connection with the works performed under the Act
- xiii) **Evaluation and Research:** Conduct of relevant studies including evolution studies and action research.
- xiv) **Contingency Expenditure:** The following activities can be booked under the contingency expenditure head:
 - a. Ex-gratia Payment: payment made to an MGNREGA worker in case of death or permanent disability due to accident while working under the programme
 - b. Medical Treatment: Charges towards medical treatment to a worker in case of personal injury during the course of his/her employment under the scheme.
 - c. Hospitalisation: Expenditure towards hospitalisation viz. accommodation, treatment, medicines and payment of daily allowance not less than half of the wage rate in case hospitalisation of an injured worker becomes necessary for a person who gets injured during the course of his/her employment.

13.4.10 Permissibility of activities other than the activities listed in para 13.4.9 may be decided by the Ministry on receipt of specific requests from the implementing States/UTs.

13.4.11 Negative list: The following items shall under no condition be booked under the administrative costs of MGNREGA:

1. New vehicles
2. New buildings
3. Air-conditioners
4. Salaries/remuneration/honoraria of functionaries who are not exclusively or wholly dedicated to MGNREGA work

13.5 STOPPAGE OF CENTRAL RELEASE

As per provisions made in Section 27(2) of MGNREGA 2005, the Central Government may, on receipt of any complaint regarding the improper utilization of funds granted under this Act, order an investigation into the complaint and if necessary, shall order stoppage of release of funds to the scheme if no appropriate remedial measures are instituted for proper implementation within a reasonable period of time as defined by the central government. The stoppage of fund will be resorted to only as an extreme step. When this is resorted to, it will be confined to the defaulting unit i.e. panchayat, block, district or state depending on who was required to take corrective steps, but did not.

13.5.1 Process leading to Stoppage of Funds

- i) After receipt of complaints in the Ministry, the complaint cell of MGNREGA division would examine the complaints by segregating the complaints into VIP, general, helpline etc. and listing out complaint-wise main issues/problems as per the prescribed format. A preliminary investigation would be carried out on each allegation by a GoI officer/Team of Officers of the Ministry/National Level Monitor (NLM) with the approval of Secretary, Ministry of Rural development.
- ii) In the case of confirmation of the irregularities in the implementation of the MGNREGA in the State/District, the findings of the preliminary investigation report would be forwarded to the State to take suitable action within a period of 10 weeks.
- iii) If the State fails to respond within 10 weeks, a reminder giving a grace period of another two weeks with a caution on stoppage of funds to the State concerned would be issued.
- iv) Once the Action Taken Report (ATR) is received, the same would be placed before a committee under the Chairmanship of Secretary, MoRD for discussion

and acceptance of the ATR. The state secretary would be invited to attend the meeting.

- v) The committee would examine the Action Taken Report submitted by the State/District and satisfy itself about appropriateness in the action taken on the complaints. If the action taken by the State is not satisfactory, the Committee may decide either to suggest remedial action points (for not so serious issues i.e. procedural lapses and administrative flaws) for compliance by State concerned within a month or to get these reinvestigated by CBI/a team of Officers (on complaints with criminal culpability) of the Ministry/Persons of eminence and expertise.
- vi) Entrusting CBI for investigation under MGNREGA would require consent of the State Government concerned under Section 6 of the Delhi Special Police Establishment (DSPE) Act, 1946. Hence, the State Government concerned would be requested to accord their consent on such proposed investigation under Section 6 of DSPE Act, 1946, within four weeks (of issue of such request), and convey it to the Ministry for extending the jurisdiction of CBI to areas under the State Government for investigation of offences in relation to MGNREGA.
- vii) Team of Officers/CBI may be requested to complete the investigation within a period of three to six months. During this period, the funds to the Districts could be released in a staggered manner based on their current level utilisation pattern of MGNREGA funds.
- viii) During the course of investigation of the case by the CBI/team of officers/designated officials of MoRD, the State Govt. would be requested to (i) transfer the officers (alleged) out of the RD area of operation and (ii) suspend the alleged GP officials during the period of investigation.
- ix) After receiving the investigation reports and confirmation of the offences, the State Government shall take appropriate action against the charged persons within four weeks. The compliance report received from the State would be placed before the Central Committee again. If the action taken report is satisfactory, the Committee may take a decision to release the full amount due to the State/District with immediate effect. In case of unsatisfactory compliance of the recommendations/action, the Committee may decide on stoppage of funds till a satisfactory 'cure' is commenced.
- x) As a part of cure, the State would be requested to recoup such money to the State/District fund after recovering the embezzled amount or transferring amount

diverted for activities/schemes other than the approved one. Till such time, the amount would be treated as Balance Available with the District/State.

- xi) With the initiation of satisfactory action (viz. filing FIR, initiation of certificate cases), the amount so involved would not be treated as available balance with the State/district while releasing funds under MGNREGA. However, such amount of funds would be accounted for and efforts need to be taken by States for its fullest recovery. Once recovery is made, the same would be added to the MGNREGA fund for assessing the available balance with the State/District.

13.6 FINANCIAL RECORDS

One of the critical factors in the successful implementation of the MGNREGA is maintaining financial transparency and accountability. An effective financial management requires appropriate financial record keeping exercise. The DPC, Programme Officer, GP and other Implementing Agencies under MGNREGA are required to maintain financial records to efficiently manage public expenditure. While the computer based MIS is attuned to capture some of the financial records, the following records are mandatorily kept at the implementation level to facilitate systemic collection of financial information at various levels.

- i) **Voucher Folder:** All vouchers should be serially numbered and kept in a dedicated folder. These have to be linked up to the corresponding entries in the cash book. Vouchers in respect of contingency expenses need to be separated from others and, accordingly, linked to cash book.
- ii) **Grant Register:** This register should have all entries of grants received from Centre and State. Information on amount received with date and source of funds be maintained and accordingly reflected in the cash book.
- iii) **Cash Book and Ledger:** All cash payments and receipts are to be recorded in detail.
- iv) **Stock Register:** This register should contain all the receipts and issues of the stock items under MGNREGA. The inward and outward movement of materials for a given period should be recorded to ensure an effective inventory control.
- v) **Monthly allotment and utilisation register:** This register should contain all information relating to date-wise allotment, expenditure, balance available with the implementing agency and the details about submission and pendency of utilisation certificate.

- vi) **Bank reconciliation statement:** Periodically (not less than once in six months), bank reconciliation statements would be prepared to reconcile the differences between the balances as per the bank column of the cash book and withdrawals/receipts made from the dedicated MGNREGA bank account. The purpose is to check that all transactions relating to the bank are properly recorded by the implementing agency in its cash book/ledger.

13.7 FINANCIAL AUDIT

- i) The audit of the accounts of the schemes of States/UTs under MGNREGA for each SEGF and each district shall be carried out each year.
- ii) The Director, Local Fund Audit or equivalent authority or designated Chartered Accountants are authorised to conduct the audit of accounts.
- iii) The Director, Local Fund Audit, or equivalent authority, or designated Chartered Accountants shall submit detailed accounts of the scheme along with audit reports to the State Government (in case the MGNREGA fund is routed through SEGF) or district administration (if the MGNREGA fund is released to a designated district level agency).
- iv) The accounts of the schemes of every State Government as certified together with the audit report thereon shall be forwarded to the Comptroller and Auditor General of India and the Central Government.
- v) After the receipt of such audit reports, the Central Government shall cause these to be laid before each House of Parliament.
- vi) The Comptroller and Auditor General of India, or any person appointed by him on his behalf, shall have the right to conduct audit of the accounts of schemes at such intervals as he may deem fit.
- vii) The accounts of the grantee institution will also be audited by the internal Audit of the Principal Accounts Office of the Ministry.

13.8 THE CORE ACCOUNTING SYSTEM

The Ministry is in the process of instituting a Core Accounting System for smooth fund flow to the ultimate beneficiaries. On its implementation, para 9.1.1 and 9.2.1 will need extensive

revision. Further, bank reconciliation under this system will be on daily basis.

13.8.1 The objective of CAS is to build a comprehensive centralized database from the source (Centre/State) to the destination (MGNREGA worker) for superior financial reporting and effective monitoring of the fund flow by including sanction ID with the current system of classification of accounts. This will facilitate complete information base for MGNREGA about (i) funds released by MoRD (ii) funds received by agency (ies) (iii) funds received geographical location-wise and (iv) amount of floats available at a given time.

13.8.2 The Ministry in consultation with the Controller General of Accounts (CGA) will institute a Core Accounting System (CAS). Under CAS, only financial sanctions and not cash move down the line to the ultimate implementing authority. In case of MGNREGA, the existing transfer of debits through the Core Banking System (CBS) would be gradually linked with CAS. The CAS would enable sanctions under MGNREGA to move in parallel, down through the CBS to the local bank branches making payments directly or through intermediate agencies viz. post offices and banking correspondents. Since CAS relies on cashless transactions, the financial agencies will need to make payments upon an authorisation of the field level implementing agency.

CHAPTER 14

TRANSPARENCY AND ACCOUNTABILITY

Social Audit, Vigilance and Grievance Redressal

14.1 SOCIAL AUDIT

14.1.1. An innovative feature of the Mahatma Gandhi NREGA is that it gives a central role to '*Social Audit*' as a means of continuous public vigilance (Mahatma Gandhi NREGA, Section 17) with two types of social audit:

- i. Social audit as a continuous and ongoing process, involving public vigilance and verification at different stages of implementation; and
- ii. Social Audit to be conducted in every Gram Panchayat at least once in six months, involving a mandatory review of all aspects

14.1.2. The basic objective of a social audit is to ensure public accountability in the implementation of projects, laws and policies.

14.1.3. Social Audit is an effective means for ensuring transparency and accountability under MGNREGA. The process of Social Audit combines people's participation and monitoring with the requirements of the audit discipline. Social Audit is a continuous process of public vigilance; the mandatory assembly of the Social Audit Sabha must be held every six months for this purpose.

14.1.4. Since the agency implementing the Scheme cannot itself audit the Scheme, therefore, it is necessary to promote people's participation in the audit along with support provided by an independent agency that facilitates the process. This is also the reason why the social audit is not to be done by the Gram Sabha, but by a Sabha of all residents of the Gram presided over by an independent person of eminence as determined by Intermediate Panchayat from a list of three persons provided by the social audit unit in consultation with the DPC. The Social Audit process is not a fault finding, but a fact finding process.

14.2 SOCIAL AUDIT FACILITATION

14.2.1. To assist and facilitate the members of the Social Audit Sabha to conduct social audits and ensure that Social Audits are held regularly in all Gram Panchayats, each State Government shall:

- i. Identify or establish, under the MGNREGA, an independent organization, “Social Audit Unit” (SAU) to facilitate conduct of the Social Audit
- ii. This Social Audit Unit can be either a Society or a Directorate, in each case independent of the implementing departments/agencies and headed preferably by a person drawn from outside government and with previous experience and proven commitment to the idea of social audit
- iii. The Social Audit Unit shall be responsible for building capacities of Social Audit Sabhas for conducting social audit by identifying, training and deploying suitable resource persons at village, block, district and State level drawing from primary stakeholders and other civil society organisations having knowledge and experience of working for the rights of the people. The SAU will create awareness amongst the labourers about their rights and entitlements under the Act, and facilitate verification of records with primary stakeholders and work sites.
- iv. Trained resource persons should be identified to facilitate the process of Social Audit. These trained resource persons in turn train the village community in carrying out the verification process. The resource persons can be drawn from primary stakeholders, civil society organizations, Bharat Nirman Volunteers, who have knowledge and experience of working for the rights of the people
- v. The trained resource persons deployed for facilitating social audit in a Panchayat shall not be residents of the same Panchayats.

- vi. The Social Audit Unit shall be responsible to prepare social audit reporting formats, resource material, guidelines and manuals for the social audit process.
- vii. The Social Audit teams conduct door-to-door visits to meet beneficiaries of the MGNREGS under Audit and share relevant information with them. These teams also visit project sites and physically verify whether completed projects match information contained in the records of implementing agencies.
- viii. The Social Audit Unit shall be responsible to host the social audit reports including action taken reports in the public domain.
- ix. The Social Audit Unit shall facilitate smooth conduct of social audit by Gram Sabhas for reading out and finalising decisions after due discussions.
- x. The implementing agency shall at no time interfere with the conduct of social audit.
- xi. The implementing agency of the scheme shall provide requisite information to the Programme Officer for making it available to Social Audit Unit at least fifteen days prior to the date of commencement of the social audit.

14.3 PROCESS FOR CONDUCTING SOCIAL AUDIT

14.3.1 The Social Audit Unit shall at beginning of the year, frame an annual calendar to conduct at least one social audit in each Gram Panchayat every six months and a copy of the calendar shall be sent to all the District Programme Coordinators for making necessary arrangements.

14.3.2 For facilitating conduct of social audit by Social Audit Sabha, the resource persons deployed by Social Audit Unit, along with primary stakeholders shall verify the following:

- i. The muster rolls, entry and payments made in the specified time period, by contacting the wage seekers whose names are entered in such muster rolls.
- ii. The work site and assess the quantity with reference to records and also quality of work done.

- iii. The cash book, bank statements and other financial records to verify the correctness and reliability of financial reporting.
- iv. The invoices, bills, vouchers or other related records used for procurement of materials to testify such procurement was as per the estimate, and was as per procedure laid down
- v. Any other payment made by the implementing agency from the funds of the scheme.
- vi. That the wall painting showing details of money paid to all job card holders have been done using the prescribed format and the details contained therein are a true reflection of the records as they obtain in narega.nic.in and at the block and panchayat office

14.3.3 The labourers and the village community shall be informed about the Gram Sabha conducting social audit by the resource persons as well as the Programme Officer to ensure full participation.

14.3.4 To conduct the social audit process, a Gram Sabha shall be convened to discuss the findings of the verification exercise and also to review the compliance on transparency and accountability, fulfillment of the rights and entitlements of labourers and proper utilisation of funds. The Social Audit Sabha shall be convened in a neutral public space and in any case not in the hamlet/village of the head of the panchayat.

14.3.5 All elected members of Panchayats and staff involved in implementing the schemes under the Act (including the staff of the Non Governmental Organisations, the Self Help Groups, and disbursing agencies) shall be present at the Social Audit Sabha and respond to queries.

14.3.6 The Social Audit Sabha shall provide a platform to all villagers to seek and obtain further information and responses from all involved in the implementation. It will also provide a platform to any person who has any contribution to make and relevant information to present.

14.3.7 The District Programme Coordinator shall nominate an official of appropriate level for smooth conduct of the Social Audit Sabha.

14.3.8 The social audit reports shall be prepared in local language by the Social Audit Unit and displayed on the notice board of the Gram Panchayat.

14.3.9. All social audit reports will contain a list of grievances that require redress and a separate list of social audit findings that require criminal investigation. While the criminal cases should go to the requisite authority for filing of FIRs, all grievances should be registered with the designated authority at the District level and Block level for disposal and action.

14.3.10. The action taken report relating to the previous social audit shall be read out at the beginning of the meeting of each social audit.

14.3.11. The Action Taken Report or copy of the Grievance Redress Authority's order should also be given to the Social Audit Directorate and to the individual whose grievance has been recorded in the report.

14.4 ROLES AND RESPONSIBILITIES OF FUNCTIONARIES IN CONDUCT OF SOCIAL AUDIT

14.4.1 Programme Officer: The Programme Officer shall ensure that all the required information and records of all implementing agencies such as job card register, employment register, work register, gram sabha resolution, copies of the sanctions (administrative or technical or financial), work estimates, work commencement order, muster roll issue and receipt register, muster rolls, wage payment acquaintance, materials – bills and vouchers (for each work), measurement books (for each work), asset register, action taken report on previous social audits, grievance or complaints register, any other documents that the Social Audit Unit requires to conduct the social process are properly collated in the requisite formats; and provided along with photocopies to the Social Audit Unit for facilitating conduct of social audit at least fifteen days in advance of the scheduled date of meeting of the Social Audit Sabha.

14.4.2. District Programme Coordinator: Every District Programme Coordinator or any official on this behalf, shall:

- i. Ensure that all records for conduct of social audit are furnished to the Social Audit Unit by implementing agencies through the Programme Officer;
- ii. Ensure that corrective action is taken on the social audit report;
- iii. Take steps to recover the amount embezzled or improperly utilised and issue receipts or acknowledgements for amount so recovered;
- iv. Pay wages found to be misappropriated, within seven days of the recovery of such amount, to the wage seekers.
- v. Maintain a separate account for amounts recovered during the social audit process;
- vi. Ensure that the appropriate action (including initiating criminal and civil proceedings or termination of services) is initiated against individual or class of individuals or persons who misutilised or embezzled the amount meant for the schemes under the Act.

14.4.3 State Government: The State Government shall be responsible to take follow up action on the findings of the social audit.

14.4.4. State Employment Guarantee Council: The State Employment Guarantee Council shall monitor the action taken by the State Government and incorporate the Action taken Report in the annual report to be laid before the State Legislature by the State Government.

14.4.5. Central Government: The costs of establishing the Social Audit Unit and conducting social audit shall be met by the Central Government, as a central assistance in accordance with the instructions issued in this regard.

14.5 NON-NEGOTIABLES OF THE SOCIAL AUDIT PROCESS

The Social auditors should be either from civil society / literate labourers or their family members trained by the Social Audit Unit;

- i. The work of the Auditor is only to ‘Investigate’ by cross-verifying facts and details in the records with the labourers and cross-verifying works. The “Auditors” must not view themselves as “Prosecutors”;
- ii. Governments must pro-actively share all records with the SA team as mandated under Section 4 of the RTI Act;
- iii. The State has to take full responsibility to ensure free and fair Social Audit process and provide an enabling environment;
- iv. The State must ensure the presence of senior officials independent of the implementing agency who have decision making powers at the Public Hearings;
- v. The Social Audit team as well as the State’s machinery must ensure active participation of labourers in the entire process without fear of retribution or threat;
- vi. All complaints must be recorded in written form and evidence should be gathered for all issues raised;
- vii. Equal opportunity must be provided for all stake holders to put forth their point of view;
- viii. The entire proceeding should be video recorded and uploaded to nrega.nic.in without editing.
- ix. All Social Audit Reports must be counter-signed by the independent authority chairing the Social Audit Sabha.

14.6 AUDIT OF ACCOUNTS

14.6.1 The audit of the accounts of a scheme under the Act for each district as well as of the State Employment Guarantee Fund shall, for each year be carried by the Director, Local Fund Audit or equivalent authority or by Chartered Accountants.

14.6.2 The Director, Local Fund Audit, or equivalent authority, or the Chartered Accountant, as the case may be, shall submit accounts of the scheme together with the audit report thereon to the State Government.

14.6.3 The accounts of the schemes of every State Government as certified together with the audit report thereon shall be forwarded to the Comptroller and Auditor General of

India and the Central Government by the State Government. The Central Government shall direct the audit report to be laid, as soon as it is received, before each House of Parliament.

14.6.4 The Comptroller and Auditor General of India, or any person appointed by him in this behalf, shall have the right to conduct audit of the accounts of schemes at such intervals as he may deem fit.

14.6.5 The Comptroller and Auditor General of India shall use social audit's results as an input.

14.7 VIGILANCE

14.7.1. All States shall make an arrangement for a three-tier vigilance mechanism to proactively detect irregularities in the implementation of the Act and to follow up detected irregularities and malfeasance, including those identified during social audit, and ensure that the guilty are punished and recoveries of misspent funds duly made.

14.7.2. State Level Vigilance Cell

At the State level there should be a Vigilance Cell consisting of a Chief Vigilance Officer who could be either a senior government officer or a retired officer supported by at least two senior officials (serving or retired), one Engineer and an Auditor.

- i) Functions of State Vigilance Cell
 - a. Receive complaints about the implementation of MGNREGS in writing or orally or through mobile, telephone or the internet and get it verified either directly or through the District Vigilance Cell depending on the seriousness of the complaint.
 - b. Conduct regular field visits to detect irregularities.
 - c. Take suo-moto action on reports appearing in the media.
 - d. Review the inspection system, transparency arrangements and functioning of the field and district level vigilance system.

- e. Initiate recoveries of amounts through the Public Accountants Act in the case of officials and Revenue Recovery Act in the case of others.
 - f. Initiate disciplinary action against the officials found guilty and frame charges if the reply to the initial memo is unsatisfactory.
 - g. Direct the District Vigilance Cell to file an FIR before the police in cases where criminal action needs to be initiated.
 - h. Develop a plan of action for the functioning of the vigilance mechanisms in respect of MGNREGS.
 - i. Send an annual report to State Employment Guarantee Council with suggestions on controlling irregularities and malfeasance.
- ii) In order to enable the vigilance system to function effectively, the State Government may take the following actions:
- a. Bestow on the Vigilance Cell, powers to initiate disciplinary action, frame charges and then transfer to the disciplinary authority concerned.
 - b. Empower the Vigilance Cell to monitor follow up action in respect of recoveries, disciplinary action; criminal procedures for which the authorities concerned have to be formally directed to send periodical status reports to the Vigilance Cell concerned.
 - c. Undertake types of cases for which mandatorily criminal proceedings have to be initiated.
 - d. Empower the Vigilance Cell to effectively recover dues

14.7.3. District Vigilance Cell

- i) At the district level, a Cell has to be set up headed by a district level officer and supported by an Engineer and an Auditor (of appropriate seniority). Engineer and Auditor may also be hired/appointed on contract.
- ii) Functions of District Vigilance Cell
 - a. The District Vigilance Cell will carry out the directions of the State Vigilance Cell.

- b. Perform inspections on its own and take follow up actions for recovery, disciplinary action and filing of criminal cases in respect of non-officials and officials whose disciplinary authority is at the district level.
- c. Oversee the inspection schedule of officials, the observance of transparency provisions at the district level and below and the functioning of Vigilance and Monitoring Committees at the local level.
- d. Where action has to be taken by the State Vigilance Cell, the District Vigilance Cell would send proper reports to it. It will also send an annual report to the State Vigilance Cell.

14.7.4. Local level: Vigilance and Monitoring Committee

- i) At the local level, Vigilance and Monitoring Committee should be assigned a definite and reasonable service area. Ideally, it should consist of about ten members half of whom shall be women with representation for Scheduled Castes and Scheduled Tribes in proportion to their population. Members of the Vigilance and Monitoring Committee may be identified from among local school teachers, anganwadi workers, SHG members, Social Audit volunteers, members of various CBOs, user groups, youth clubs etc.
- ii) The VMC team should be appointed/nominated/elected by the Gram Sabha for a period of 6 months but not exceeding one year. The State Government may consider providing an honorarium to the members of the VMC for the period of time that they are required to give every month.
- iii) The VMC should act as a forum for concurrent social audit.
- iv) The VMC's report should be submitted to the Independent Designated Authority so that the grievance redressal authority can ensure that the complaints are registered and action is initiated immediately as per the law, rules and guidelines of the MGNREGA.
- v) The VMC will make its report public and have it uploaded on the website through the Information and Facilitation Centers.

- vi) The VMC should be provided an Action Taken Report from the Programme Officer and a copy of the order from the designated grievance redressal authority at the Block and District level, on its complaints.
- vii) Functions of Vigilance and Monitoring Committee:
 - a. Visit work sites and interact with workers.
 - b. Verify records and onsite facilities.
 - c. Assess quality of materials and cost.
 - d. Provide end-of-work report on its satisfactory completion including a qualitative assessment of the nature of the work and its usefulness.

14.8 TRANSPARENCY: PROACTIVE DISCLOSURE

14.8.1. To ensure transparency in the implementation of a rights-based programme like Mahatma Gandhi NREGS following shall be followed:

- i. Dissemination of information on different aspects in the implementation of MGNREGS should be proactively carried out with special focus on realization of workers' rights, expenditures on different items and on the assets created. This should be made a regular item in the meeting of Gram Sabhas.
- ii. The information about works should be displayed in the local language proforma given in *Annexure B-13* at the worksite and in the proforma given in *Annexure B-14* at a public place in the Gram Panchayat.
- iii. One volunteer may be identified each from SHGs formed under NRLM and from Community Based Organizations for different programmes for training to disseminate information on the implementation of MGNREGS in his/her respective group and among disadvantaged groups like the Scheduled Castes and the Scheduled Tribes.
- iv. Bharat Nirman Volunteers may also be engaged in the dissemination of information related to implementation of MGNREGA.

- v. All educational institutions in rural areas of the level of high schools and above should be provided with relevant information on different aspects of MGNREGS including its implementation.
- vi. Proactive disclosures should also be made to youth clubs, mahila samajams and local NGOs.
- vii. All village libraries and reading rooms should be given the requisite information on a regular basis.

14.9 THE RIGHT TO INFORMATION ACT

14.9.1. The Right to Information Act should be followed both in letter and in spirit in all matters relating to Mahatma Gandhi NREGA. Section 4 of the Act, which concerns proactive disclosure of information, should be strictly complied with at all levels.

14.9.2. Requests for copies of Mahatma Gandhi NREGS-related documents submitted under Mahatma Gandhi NREGA should be complied with within seven days. No information should be withheld by invoking Clause 8 of the Right to Information Act. All Mahatma Gandhi NREGA-related information is in the public domain.

14.9.3. Key documents related to Mahatma Gandhi NREGA should be proactively disclosed to the public, without waiting for anyone to ‘apply’ for them. A list of such key documents should be prepared by the State Employment Guarantee Council, and updated from time to time.

14.9.4. Public access to key records and key information should be ensured at all levels. Updated data on demand received, registration, number of job cards issued, list of people who have demanded and been given/not given employment, funds received and spent, payments made, works sanctioned and works started, cost of works and details of expenditure on it, duration of work, person-days generated, reports of local committees,

and copies of muster rolls should be made public in a pre-designated format outside all offices of all agencies involved in implementing Mahatma Gandhi NREGS, and should also be placed by the Gram Panchayat before the Gram Sabha once in every quarter.

14.9.5. People should know who to apply to for information and for gaining access to records. There should be broad time limits for giving such information. The names and contact addresses of such key persons should be made known to the public. Fees charged for copies of Mahatma Gandhi NREGA-related documents should not exceed photocopying costs.

14.9.6. Whenever feasible, key documents should be made available on the Internet.

14.9.7. Mahatma Gandhi NREGS-related accounts of each Gram Panchayat should be proactively displayed and updated twice a year. Summary accounts should be displayed through various means, including painting on walls at the Panchayat Bhawan, postings on notice boards and publication in Annual Reports available at cost price.

14.9.8 Report Cards on local works, employment and funds should be posted by the Gram Panchayat on its premises, and by the Programme Officer at the Intermediate Panchayat/Programme Officer's office, and for the whole District by the District Programme Coordinator at the District Programme Coordinator/District Panchayat office.

14.10 TRANSPARENCY OF THE WORKSITES

14.10.1. At the worksite proactive disclosure shall be through following:

- i. Display of information through citizen information boards
- ii. Reading out of muster rolls information regarding attendance, work done and wages paid in the presence of workers at the end of the day by the person authorized.
- iii. The measurements in the Measurement Book will also be read out before the workers during the measurement of works.

14.10.2. Work site diary shall be maintained for each work with following details:

- i. Details about the work
- ii. Details of administrative and technical sanction
- iii. Period of work and generation of man-days expected
- iv. Details of workers and wages paid
- v. Initiation meetings
- vi. Labour amenities provided
- vii. Materials used item-wise indicating source, unit cost total cost etc.
- viii. Grievances raised by workers
- ix. Entries by Inspecting Officers, Report of the Vigilance and Monitoring Committee
- x. The work site Diary should be attested by at least five workers.

14.11 PROACTIVE DISCLOSURE BY GRAM SABHA

14.11.1. To ensure due compliance with the statutory requirements of transparency, accountability and proactive disclosure of key documents while implementing Mahatma Gandhi NREGS, the following information should invariably and proactively be disclosed in the Gram Sabha. The Gram Sabhas should regularly be convened for the effective and efficient implementation of the schemes:

- i. Names of work both completed and on going with wages paid and material component.
- ii. Names of persons, preferably with Job Card No. who have worked, days worked and wages paid to each of them.
- iii. Quantity and price of materials purchased for each project along with the name of agency which supplied the material.

14.12 ANNUAL REPORTS

14.12.1. The Central Employment Guarantee Council is required to prepare an Annual Report on the implementation of the Act. This Report is to be laid before Parliament by the Central Government.

14.12.2. Every State Employment Guarantee Council is required to prepare an Annual Report for the State Legislature.

14.12.3. The Annual Reports should be placed before Parliament and the State Legislatures by 31 December of the succeeding year.

14.13 CITIZENS' CHARTER

14.13.1. Citizens' Charter' should be developed covering all aspects of the duties of Panchayats and officials under the Act. The Citizens' Charter should describe the specific steps involved in implementing the provisions of the Act, and lay down the minimum service levels mandated by these provisions on the Panchayats and the officers concerned.

14.14 GRIEVANCE REDRESSAL

14.14.1 State Governments will formulate rules for grievance redressal. In formulating Rules, the following measures must be incorporated and in case Rules have been formulated, these measures may be included, if not done already:

- i. Multiple modes to be provided to the complainant for registering a complaint with the PO, and will include written complaints and complaints made through telephone help lines. All such complaints must be duly acknowledged with a dated receipt.
- ii. Complaint boxes at conspicuous places in the offices of the Programme Officers and District Programme Coordinators must be installed to facilitate submission of complaints.
- iii. Complaints shall be entered in the complaint register and disposed within the statutory time limit.
- iv. The complainants must also be informed of the action taken in writing through registered post with acknowledgement card. It shall contain a feed back form for complainant to record his satisfaction or dissatisfaction. Information regarding appeal facility available and the procedure for same should also be enclosed. If no

- communication is received within a month of receipt of ATR the file may be closed.
- v. Monitoring of disposal of the complaint must be done at the next higher level every month.
 - vi. A system of appeal must be considered.
 - vii. A State level Officer must be designated to monitor the disposal of complaints.
 - viii. State wide publicity must be made for grievance redressal at all levels.
 - ix. Monthly Reports on complaints received and disposed must be sent from Gram Panchayat to Programme Officer to District Programme Coordinator to State to Government of India. This should be placed on the website.

14.14.2. A Help Line may be set up for grievance redressal.

14.14.3. The Programme Officer will be the Grievance Redressal Officer at the Block level, and the District Programme Coordinator at the District level. Each affected party will have the right to approach the Programme Officer (PO).

14.14.4. Action taken on the complaints received by the Programme Officer and the District Programme Coordinator shall be placed before the meetings of the Intermediate Panchayats and the District Panchayats respectively.

14.14.5. Appeal against the Gram Panchayat will be made to the Programme Officer. Appeal against the Programme Officer will be made to the District Programme Coordinator.

14.14.6. Appeal against the District Programme Coordinator may be with an appropriate authority designated by the State Government.

14.14.7. Name and address of the petitioner, and nature and date of the petition, are to be entered in a register, which will be uploaded on to the Internet on a weekly basis.

14.14.8. The person registering the grievance is to be given a receipt with number and date so that he/she can follow up the status of disposal of his/her grievance from a

counter in the office of the Programme Officer and over the Internet using the receipt number.

14.14.9. Once a grievance has been disposed of, the date and nature of disposal should be communicated to the petitioner. These details are to be made available over the website.

14.14.10. Data generated by classifying petitions are to be analysed each month for region and type so that it becomes a tool for identifying areas that require attention of the senior management.

14.14.11. As specified in section 23(6) the PO shall dispose off all such complaints within a period of seven days including the redressal of the grievance and the delivery of the entitlement.

14.14.12. Failure to dispose of a complaint in 7 days will be considered a contravention of the Act by the Programme Officer, punishable under Section 25. Whoever contravenes the provisions of this Act shall on conviction be liable to a fine which may extend to one Thousand Rupees.

14.15 OMBUDSMAN

14.15.1. The State Government has to establish the office of Ombudsman in districts for grievance redressal in a time bound manner.

Salient features of Ombudsman System

- i. **Appointment** by the State Government on recommendation of Selection Committee comprising Chief Secretary of the State (Chairperson), Representative of Union Ministry of Rural Development, eminent Civil Society Person nominated by Union Ministry of Rural Development and Secretary of Department dealing with Mahatma Gandhi NREGA.

- The Selection Committee shall prepare a panel of suitable persons who shall be considered for appointment as Ombudsman. The panel of names suggested will be put up in the public domain and comments/suggestions will be invited.
 - No person who is a member of a political party shall be considered for appointment as Ombudsman.
- ii. **Qualification-** Persons of eminent standing and impeccable integrity upto 65 years of age with at least twenty years of experience in public administration, law, academics, social work or management will be eligible.
 - iii. **Tenure- Two years** extendable by one year on satisfactory performance or upto 65 years of age, whichever is earlier. Reappointment for second term should be avoided.
 - iv. **Autonomy-** Ombudsman will be independent of State and Central Government.
 - v. **Location of Office -** At District Headquarters, there will be not more than three Ombudsman in every District. Technical and administrative support will be provided by the DRDA or any other body specified by the State Government.

14.15.2. Powers

- i. Receive complaints from Mahatma Gandhi NREGA workers and others on specified matters, consider such complaints and facilitate their disposal in accordance with law.
- ii. Require the Mahatma Gandhi NREGA authority complained against to provide any information or furnish certified copies of any document relating to the complaint.
- iii. Issue direction for conducting spot investigation, lodge FIRs against the erring parties, initiate proceedings *suo moto*.
- iv. Engage experts for inquiring into the technical aspects relating to complaint.
- v. Direct redressal, disciplinary and punitive actions.
- vi. Report findings to the Chief Secretary of the State and the Secretary, State Nodal Department for appropriate legal action against erring persons.

14.15.3. Duties

- i. Ombudsman will be responsible to make all Mahatma Gandhi NREGA related documents public and ensure that they are easily accessible. The Ombudsman shall apply the norms relating to third parties as specified in the RTI Act 2005. Before placing the information in the public domain, the concerned party should be given an opportunity to be heard.
- ii. Ombudsman will send monthly and annual report, list of awards passed to Chief Secretary (CS) and Secretary in charge of Mahatma Gandhi NREGA. In the reports, Ombudsman will highlight action to be taken against erring Mahatma Gandhi NREGA functionaries.
- iii. Ombudsman will publish the awards on website.
- iv. Summary report of cases disposed by Ombudsman will be reported to the State Employment Guarantee Council by the State Secretary dealing with Mahatma Gandhi NREGA in the meetings and will also form part of the Annual Report which will be placed in the Legislative Assembly.
- v. Ombudsman will compile a list of 'Interim Orders, and final Orders' passed by it between April and March of each financial year in respect of every MGNREGA Authority complained against and report it to the Chief Secretary of the State and the State Nodal Department. Text of Orders shall also be put on the MGNREGA website.

14.15.4. Complaint pertaining to any one or more of the following issues alleging irregularities in the implementation of the MGNREG Scheme may be filed with the Ombudsman:

- i. Holding of Gram Sabhas
- ii. Registration of households and issue of job cards
- iii. Custody of job cards.
- iv. Demand for work
- v. Issue of dated acknowledgement receipt against submission of application for work.

- vi. Payment of wages.
- vii. Payment of unemployment allowance.
- viii. Discrimination on the basis of gender/caste/religion.
- ix. Worksite facilities.
- x. Measurement of work.
- xi. Quality of work
- xii. Use of machines
- xiii. Engagement of contractors
- xiv. Operation of accounts in the bank or post offices
- xv. Registration and disposal of complaints.
- xvi. Verification of muster rolls
- xvii. Inspection of documents
- xviii. Use of funds
- xix. Release of funds
- xx. Social audit
- xxi. Maintenance of record
- xxii. Corruption/defalcation/falsification/destruction/losing/ tampering/ of records/
withholding of information/diversion of material
- xxiii. Violation of any other law or rule in relation to NREGS

14.15.5. Disposal of Complaints

- i. On receipt of complaint, Ombudsman will issue notice to Mahatma Gandhi NREGA Authority for appearance and making submissions. Where facts are admitted, case will be disposed by passing appropriate direction and if not admitted, Ombudsman will pass an award.
- ii. Costs may be imposed in case of false, malicious and vexatious complaints.
- iii. In cases of corruption, Ombudsman will forward the matter to take up for criminal prosecution.