

File No. G-31011/9/2018 -MGNREGA –V (364046)

Government of India  
Ministry of Rural Development  
Department of Rural Development

Krishi Bhavan, New Delhi

Dated: 27<sup>th</sup> September, 2018

To

The Additional Chief Secretary/ Principal Secretary/ Secretary/ Commissioner  
Rural Development Department/ Panchayati Raj Department (In charge MGNREGA)  
All States/ UTs

Sub: Guidelines/ framework for “Planning for Works and preparation of Labour Budget” under the Mahatma Gandhi NREGA for the FY 2019-2020.

Madam/Sir,

Sub section 6 of section 14 of the MGNREG Act 2005, directs that the District Programme Coordinator (DPC) under MGNREGA shall prepare, in the month of December every year, a Labour Budget (LB) for the next financial year containing the details of the anticipated demand for unskilled manual work in the district and the plan for identification for need based works and engagement of workers in the works covered under the program. Chapter 6 of the Annual Master Circular 2018-19 reiterates and details the procedure to be followed for the planning of works and preparation of LB.

2. The States/ UTs are required to take up a time bound participatory planning exercise followed with other relevant activities to ensure timely preparation of a realistic Labour Budget that may be pragmatically considered by the Empowered Committee of the Ministry as per the following suggested timeline viz.

Action to be Taken	Time
Launch of Gram Panchayat level planning process and discussion of the planning process by Gram Sabha/Ward Sabha.	2 <sup>nd</sup> October
Special Gram Sabha for approval of the Gram Panchayat level annual action plan.	11 <sup>th</sup> October to 30 <sup>th</sup> November
Submission of Gram Panchayat Level Plan to the Block Panchayat	By 5 <sup>th</sup> December
Approval of Block Level Consolidated Annual Plan by Block Panchayat and submission of the same to District Programme Coordinator/ Collector (The consolidated Labour Budget including all interventions proposed for the Block level should be approved by the Block Panchayat/Intermediate Panchayat)	By 20 <sup>th</sup> December
Presentation of Block Plans by Programme Officer before DPC in the suggestive format circulated by the Ministry and appraisal of same by the DPC.	By 19 <sup>th</sup> January
Presentation of District Annual Plan and LB to District Panchayat by the District Programme Coordinator/ Collector (all interventions proposed for the District should be approved at the District level)	By 20 <sup>th</sup> January
Approval of District Annual Plan by the District Panchayat and submission of the same to State Government. The DPC/ ADPC will present the plan before the State/ UT Government in the suggestive format circulated by the Ministry and the same will be appraised before collation into State Plan.	By 31 <sup>st</sup> of January

Submission of Labour Budget to the Central Government in the suggestive format circulated by the Ministry and the same will be appraised before collation into State Plan.	By 15 <sup>th</sup> February
Meetings of the Empowered Committee and finalisation of the LB	20 <sup>th</sup> February onwards
Communication of the LB to the States by Ministry and further by the states to Districts, Blocks, and Gram Panchayats	By 31 <sup>st</sup> March

3. The activity planned for October 2<sup>nd</sup> to 30<sup>th</sup> November, 2018 which relates to Planning for Works under MGNREGS are as follows: -

### 3.1 2<sup>nd</sup> October

#### Gram Sabha for discussion on MGNREGS (Performance against Plan and Orientation)

- A comprehensive report to be read out by GRS/ GP Secretary on the last year's progress of MGNREGS implementation. .
- Discussion on the Report with special focus on
  - a) Incomplete works
  - b) Shelf of Projects
  - c) Job card Updation
  - d) Citizen Information Board
- Selection of two/ three Women Self Help Groups (SHGs) whose members can act as Village Resource Persons (VRP) for Social Audit.
- Awareness regarding Sanitation linked works for Clean and Green villages
  - a) Sessions on Mission Water Conservation and Natural Resource Management
  - b) Sanitation initiatives like construction of assets like Household Soak Pits
  - c) Waste Management Initiatives like Vermi/ NADEP composting

### 3.2 11<sup>th</sup> October

#### Gram Sabha for finalization of Labour Budget

- Preparation of MGNREGS Annual Acton Plan
  - Reading out the draft plan prepared by the Gram Panchayat for the FY 2019-2020
  - Detailed discussion and approval.
  - Documentation
    - Officials/ functionary will be recording/ noting down the outcome/ feedback/ objections/ difference of opinion raised during the discussion.
- Special Focus on Solid Liquid Waste Management (SLWM)
- Emphasis on Water Conservation including River Rejuvenation
- Upgradation of Grameen Haats
- Taking a pledge to participate in *MGNREGA Rozgar Divas* organized by the Gram Panchayat at least once in a month.
- Discussion on usage and benefits of Janmanrega, the citizen centric mobile application.

3.3 It is reiterated that the States/ UTs have time **till 30<sup>th</sup> November** for finalization of Labour Budget of Gram Panchayats. States that have already completed the pre planning exercise may finalize the Labour Budget on this day. In fact, to facilitate evidence based scientific NRM planning process the recommended work plan on Watersheds/ Command Area approach as approved in the District Irrigation Plan can be discussed on 11<sup>th</sup> October for community validation and vetting.

#### 4. Important activities for aspects of planning

**4.1 Gram Sabha/ Ward Sabha:** The District Programme Coordinator should ensure strict adherence to the principle of bottom-up approach from the stage of planning to approval of the selected shelf of projects by each Gram Sabha/Ward Sabha in the district. The State Government is also required to furnish a certificate to the effect that the provisions made in the Mahatma Gandhi NREGA for preparation of Labour Budget have been considered and a bottom-up approach has been adhered to in the preparation of LB. The annual planning exercise for Mahatma Gandhi NREGA will be part of the Convergent Planning Exercise for the Ministry. Technical inputs for planning shall be drawn from the technical resources available in the district under MGNREGS, CSO partners and other line department agencies.

**4.2 Thrust on planning for works related to Natural Resource Management (NRM), agriculture and allied activities and livelihood related works on individual's land leading to sustainable livelihoods:** The DPC will facilitate and ensure that NRM related works under Mahatma Gandhi NREGA are taken up in convergence with Pradhan Mantri Krishi Sinchayee Yojana (PMKSY), Integrated Watershed Management Programme (IWMP) and Command Area and Water Management (CAD&WM) schemes for better outcomes of the water conservation and water harvesting measures. For planning for NRM works, the technical inputs will be drawn from the joint pool of technical personnel of IWMP in Watershed Cell cum Data Centre (WCDC), Mahatma Gandhi NREGA unit, Water Resource Department and the Agriculture Department. The technical inputs relating to Excavation, Renovation & Modernisation (ERM)/ water bodies may also be sought from Regional Office of Central Ground Water Commission (CWC).

**4.3 District Irrigation Plan:** The recommended work plan on Watersheds/ Command Area approach as approved in the District Irrigation Plan should be sent to all the concerned Gram Panchayats for community validation and vetting. The final DPR, reflecting all community suggestions will then be recommended by all Gram Sabhas of Gram Panchayats involved in the Watershed/ Command Area. **The DPC/Collector will further ensure that the NRM component of Labour Budget of MGNREGS is integrated into the District Irrigation Plan (DIP).** The DPC/ Controller will also ensure that the planning for works is such that at least 65% of expenditure under MGNREGS is on NRM works in FY 2017-18, in the identified 2129 Blocks under Mission Water Conservation (MWC) rural Blocks of the country.

**4.4 Wage - Material ratio:** For all the works planned to be implemented by the Gram Panchayats and other Implementing Agencies, the 60:40 ratio in wage and labour must be maintained at the district level. District Programme Coordinator/ Collector should ensure that at least 60% of the works taken up at the district level, in terms of cost, shall be for creation of productive assets directly linked to agriculture and allied activities through development of land, water and trees.

**4.5 Role of SHGs, CFTs and CBOs:** The Self Help Groups (SHGs) under DAY- NRLM will be closely involved in the planning especially in case of implementation of watershed projects under Mahatma Gandhi NREGS. Cluster Facilitation Teams of the MGNREGS and intensive Block cluster of DAY-NRLM should be actively involved in the planning process, including in 2129 Blocks identified under Mission Water Conservation. The process of creating a community organization at the watershed level will also commence simultaneously so that a community led planning and implementation structure is in place well before financial resources are committed for the project.

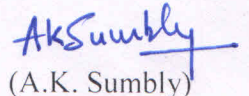
**4.6 Pro-actively reaching out to landless and manual casual labour household for covering them under MGNREGA:** The ongoing effort to ensure that households that are listed as automatically included or deprived as per the SECC (especially households under the deprived category of landless dependent on manual casual labour for livelihood) are issued Job Cards on priority needs to be emphasized during planning and household visits period.

**4.7** Proceedings of each Gram Sabha/Ward Sabha in which the respective LB and shelf of projects for the GP has been approved, must be uploaded as an attachment to the respective LB in MIS. The labour Budget should comprise a month-wise anticipated quantum of demand for work and a plan that outlines the quantum and schedule of works to be provided to those who demand work. While preparing LB, it should be ensured that all columns and rows are duly filled in, especially, month-wise projection of Labour Demand during FY 2019-2020. It also needs to be ensured that units [volume/length/area etc.] in respect of works & numbers in cases of persondays, costs, etc. are filled in correctly. To assess adequate and advance budget requirements for the MGNREGA and smooth and timely release of Central share of funds to your State/UT, GP-wise online entries should be completed for all the districts of your state. The data should be uploaded in the MIS latest by 10<sup>th</sup> February, 2019.

**4.8** The proforma for preparation of LB in which it is to be submitted to the Ministry of Rural Development is annexed as **Annexure**. The proforma may be used by Gram Panchayats, Blocks and Districts also to present their Labour Budget before reviewing authority.

**5.** It is, therefore, requested that the Labour Budget for FY 2019-2020 should be prepared in consonance with the requirement of the Act and it should be reviewed at all levels of scrutiny viz. Block, District and State level to arrive at a realistic assessment and should be submitted, both online as well as in suggested booklet format by 15<sup>th</sup> February, 2019. The meeting of the Empowered Committee is likely to be scheduled in 3<sup>rd</sup> week of February, 2019.

Yours faithfully,



(A.K. Sumbly)

Deputy Secretary (MGNREGA)

Copy to:

1. Sr. Technical Director, NIC for uploading in NREGASoft (What's New and Circular Section) and for taking proper action for facilitating uploading of LB on MIS w.r.t. para 4.7 above.

Copy for information to:

1. PPS to SRD
2. PS to SS & FA (RD)
3. PS to AS (RD)
4. PS to JS (RE)
5. PS to JS (IC)
6. Dir (RPS)
7. Dir (DJ)
8. All US/AC/AD in MoRD

**PART-I (Performance)**

1. Profile of the State
2. Status of MGNREGA Implementation- comparative snapshot for FY 15-16, FY 16-17 FY 17-18 and FY 18-19 (end of Jan)
3. Work Details — comparative for FY 2017-18 and FY 2018-19 (end of Jan)
4. Financial Details — comparative for FY 2017-18 and FY 2018-19 (end of Jan)
5. Status of GeoMGNREGA and Janmanrega
6. Status of Timely Payment and payment of compensation for delay in payment of Wages
7. Status of Social Audit
8. Status of eFMS Universalization (Wage, Material and Admin)
9. Direct Benefit Transfer (DBT)- Aadhaar seeding/ ABP conversion
10. Status of Bare Foot Technicians (BFTs) training and deployment
11. Status of Project LIFE — MGNREGA
12. Functioning of SEGC
13. Deployment of Technical personnels
14. Capacity building of Technical personnels - DTRT & BTRT Trainings
15. Mapping of casual manual labour as per SECC
16. Status of Job Card verification and updation
17. Adoption of 7 Registers
18. Compliance of C&AG audit paras
19. Action taken on NLM reports

**PART — II (Proposal for FY 2019-2020)**

1. Brief on participatory planning exercise undertaken for preparation of Labour Budget estimates.
2. Estimates of Labour Budget for FY 2019-2020
3. Completion of Incomplete works
4. Strategy to end delay in Payment of Wages
5. Strategy to ensure Social Audit of all GPS
6. Plan for Direct Benefit Transfer (DBT) - Aadhaar seeding/ ABP conversion
7. Plan for BFT training
8. Status under Project LIFE — MGNREGA (component wise)
9. Plan regarding Geo tagging of assets
10. Staffing

## **PART-I (Performance)**

### 1. General Profile of the State/ District/ Block

- State/ District/ Block profile - geographical, economic, administrative
- SECC data
  - Automatic Inclusion
  - Deprivations
  - Casual Manual Labour (CML) and their Job Card status
- Demography
  - SC population
  - ST population
- Drought/ flood status of the State/ District/ Block
  - Frequency of droughts and provision of additional 50 days (year wise in last 5 years) with number of districts affected

### 2. Status of MGNREGA Implementation — Physical for FY 2015-16, FY 2016-17, FY 2017- 18 and FY 2018-19 (end of Jan) - comparative snapshot)

- Registered HHs
  - Total
  - Active
- Total Person days generation
  - Women (number and percentage)
  - SC (number and percentage)
  - ST (number and percentage)
- HHs provided at least 100 days of Employment
- HHs provided more than 100 days of Employment
  - FRA
  - Drought
  - Others
- Active Job Card Holders
  - Women (number and percentage)
  - SC (number and percentage)
  - ST (number and percentage)
- Average Persondays per HH
- GPs with nil person days

### **3. Work Details for 2017-18 and FY 2018-19 (end of Jan)**

- Total Works taken up since inception and during FY 2017-18 and FY 2018-19 (end of Jan)
- Status of completion of Works
  - Total work completed since inception - number and percentage
  - Works started and completed in FY 2017-18 and FY 2018-19 (end of Jan)
- Expenditure on Agriculture and allied work — figures and percentage; number of districts below 60%.
- Natural Resource Management (NRM) related work (Community + Individual both) (number and %age; number of districts below 60%)
- Irrigation potential created through NRM works (in hectare)
- Plantation
  - Road side plantation (length, percentage against commitment, districts below 60%)
  - Block plantation (in hectares)
- Individual Assets
  - Vermi/ NADEP Compost
  - Farm ponds
  - Cattle/ Poultry/ Goat/ Piggery Sheds
- Aangan Wadi Centres (AWC) (Target, Completed, Ongoing)
- Category - A, B, C and D wise
  - Expenditure (actual and percentage)
  - Number of works (actual and percentage)

#### 4. **Financial Details**

- Central Release
- Total available fund including state share and other receipts
- Revolving fund/ advance if any
- Total expenditure
  - Wage percentage
  - Material percentage
  - Admin percentage
- Notified MGNREGA wage rate
- Average wage rate per person day
- Average cost per person day
- Administrative expenses
  - Total expenditure
    - State (amount and percentage of total expenditure on Admin)
    - District (amount and percentage of total expenditure on Admin)
    - Block/ Mandal (amount and percentage of total expenditure on Admin)
    - GP/ Village (amount and percentage of total expenditure on Admin)
  - Expenditure on salary (amount and percentage of total expenditure on Admin)
    - State
    - District
    - Block/ Mandal
    - GP/ Village
  - Expenditure on other heads to be listed with amount and percentage of total expenditure on Admin

#### 5. **Status of roll out of Geo-MGNREGA and Janmanrega**

- Status of Geo Tagging of assets
  - Assets generation
  - Assets geotagged
- Status of registration of MSEs



## **6. Status of Delay in Payment of Wages**

- Notification of Rules
- Sharing of Rules with the Ministry
- Delay in wage payment (crediting into account of beneficiary) after 15 days
- Delay compensation paid
- Compliance of SoP on Monitoring of Timely payment of Wages (Stage-I)
- Compliance of SoP on Monitoring of Timely payment of Wages (Stage-II)
- Strategy to improve Timely Payment of Wages at Stage-I and Stage-II

## **7. Status of Social Audit**

- Establishment of independent Social Audit Unit
- Staffing of the Social Audit Units
- Training of Resource persons (number and percentage against target)
- Social Audit conducted (Number of GPs covered; percentage) and Action Taken Report

## **8. Status of eFMS Universalization**

- Percentage of wage expenditure through eFMS/ NeFMS
- Percentage of material expenditure through eFMS
- Percentage of admin expenditure through eFMS

## **9. Status of Direct Benefit Transfer**

- Status and balance Aadhaar numbers to be seeded.
- Status and balance ABP conversion to be done.
- Status of SLBC meetings and reconciliation with LDMs of consent forms shared with- Banks for ABP conversion with respect to the joint instructions of MoRD and Department of Financial Services dated 9<sup>th</sup> Jan, 2017.

## **10. Functioning of SEGC**

- Number of meetings convened with dates for FY 2018-19

## **11. Status of Bare Foot Technicians (BFTs) training and deployment**

- Trained against target
- Deployment of trained BFTs

## **12. Status of implementation of Project LIFE- MGNREGA**

- Skilling for Wages - achievement against revised target
- Skilling for Self Employment - achievement against revised target
- Livelihood Upgradation - achievement against revised target

## **13. Deployment of Technical personnel**

- Technical Assistant (number; average number of GPs under one TA's supervision)
- Junior Engineer
- Assistant Engineer
- Executive Engineer

**14. Capacity building of Technical personnel - DTRT & BTRT Trainings**

- District Technical Resource Team (DTRT) persons trained against target
- Block Technical Resource Team (BTRT) persons trained against target

**15. Mapping of casual manual labour as per SECC**

- Number of casual manual labour identified as per SECC
- Number of casual manual labour category households contacted for registration for Job Card, new Job Cards issued and refusals
- Total number of casual manual labourer households with Job Card

**16. Status of Job Card verification**

- Total
- Active

**17. Deployment of 7 register**

- GPs covered

**18. Status of compliance of audit observations of C&AG**

- Para wise status

**19. Action taken on NLM report**

- Number of visits/ reports
- Observations complied with
- Observations pending for compliance

**20. Status on River Rejuvenation**

Sl. No.	Name of River/Rivulet rejuvenation project	Location	Estimated cost of project	Date of Sanction	Expenditure on project	Status Ongoing/Completed	Remarks

## **PART — II (Proposal for FY 2019-20)**

### **Labour Budget (LB) 2019-20**

- Brief description of participatory planning exercise undertaken for preparation of Labour Budget estimates
- Estimates of Labour Budget for FY 2019-2020
  - Month-wise district-wise labour budget with seasonality graph for the FY supported by trends in last 3 FYs.
  - Category & sub category-wise works plan for FY 2019-20 with expected outcomes
  - Commitments for:-
    - Vermi/ NADEP compost pit
    - AWC
    - Roadside plantation
    - Grameen Haat
  - Implementation of the NRM component of DIP (under MWC)
    - Report of State Level Workshop on Mission Water Conservation
    - Total NRM works planned (percentage included in DIP; Number and percentage of standalone works taken up)
    - Kind of works planned
    - Plan for Irrigation deprived districts (NRM component in number and cost as well as in percentage of total planned cost of LB).
    - Plan for Over exploited blocks (NRM component in number and cost as well as in percentage of total planned cost of LB).
    - Plan for Critical blocks (NRM component in number and cost as well as in percentage of total planned cost of LB).
  - Non — PMGSY road
    - Works planned as per guidelines issued
  - Category-wise expected spill over of works
  - Convergence-works - department-wise and category-wise (No. & %)
- Plan for Direct Benefit Transfer (DBT) - Aadhaar seeding/ ABP conversion
  - Balance Aadhaar numbers to be seeded. Strategy for 100% seeding into NREGASoft of all active workers in NREGASoft with timelines.
  - Balance ABP conversion. Strategy for 100% ABP conversion of all active workers. having accounts in Banks/ Post Office (Once they come on CBS platform and APBS payment system) with timelines
- Completion of Incomplete works — strategy and commitment regarding 100% completion of works started before 31 March, 2018.
- Strategy to ensure timely Payment of Wages (Stage-I and Stage-II)
- Plan for capacity Building — Digital Payments
  - For all field functionaries at various levels Viz. State/ District/ Block/GP
  - For rural community
- Plan for BFT training
- Status under Project LIFE — MGNREGA (component wise)
- Plan regarding Geo tagging of assets, Registration of MSEs and Janmanrega
- Plan for covering casual manual labour households with Job Card.
- Strategy for placing adequate technical staffs at all levels