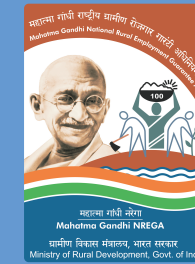




सत्यमेव जयते



## MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE ACT, 2005 (MAHATMA GANDHI NREGA)



## COMPREHENSIVE MODULES

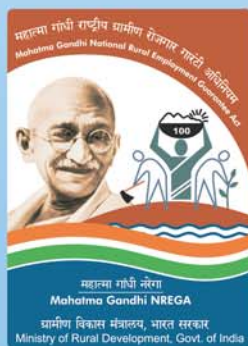
Ministry of Rural Development  
Department of Rural Development  
Government of India  
New Delhi

Centre for Wage Employment and  
Poverty Alleviation (CWEPA)  
National Institute of Rural Development and Panchayati Raj  
Rajendranagar, Hyderabad – 500 030

JULY 2014



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**MAHATMA GANDHI  
NATIONAL RURAL EMPLOYMENT GUARANTEE ACT,  
2005  
(MAHATMA GANDHI NREGA)**

**COMPREHENSIVE  
MODULES**

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## ABBREVIATIONS

|         |  |          |  |
|---------|--|----------|--|
| AABY    | Aam Admi Bima Yojana                           | CSC      | Community Service Centre                 |
| AEPS    | Aadhaar Enabled Payment System                 | CSO      | Civil Society Organisation               |
| APB     | Aadhaar Payment Bridge                         | CVO      | Chief Vigilance Officer                  |
| APO     | Assistant Programme Officer                    | DC       | District Collector                       |
| AR      | Audit Report                                   | DOP      | Dugout Farm Ponds                        |
| AS & FS | Administrative Sanction and Financial Sanction | DP       | District Panchayat                       |
| ASHA    | Accredited Social Health Activist              | DPC      | District Programme Coordinator           |
| ATR     | Action Taken Report                            | DPSE     | Delhi Special Police Establishment       |
| BDO     | Block Development Officer                      | DRP      | District Resource Person                 |
| BNRGSK  | Bharat Nirman Rajiv Gandhi Sewa Kendras        | DTC      | District-level Technical Committee       |
| BNV     | Bharat Nirman Volunteers                       | DWSM     | District Water Sanitation Mission        |
| BPL     | Below Poverty Line                             | e-FMS    | Electronic Fund Management System        |
| BPO     | Branch Post Office                             | EGS      | Employment Guarantee Scheme              |
| BRC     | Block Resource Centre                          | EID      | Enrolment ID                             |
| BRGF    | Backward Region Grant Fund                     | EPIC No. | Electors Photo Identity Card No.         |
| BRP     | Block Resource Person                          | FIR      | First Information Report                 |
| CAD&WM  | Command Area Development and Water Management  | FTO      | Fund Transfer Order                      |
| CAG     | Comptroller and Auditor General                | FY       | Financial Year                           |
| CB      | Closing Balance                                | GP       | Gram Panchayats                          |
| CBO     | Community Based Organisation                   | GRS      | Gram Rojgar Sahayak                      |
| CBS     | Core Banking Solution                          | GS       | Gram Sabha                               |
| CCA     | Chief Controller of Accounts                   | HPO      | Head Post Office                         |
| CEGC    | Central Employment Guarantee Council           | IAS      | Indian Administrative Service            |
| CEO     | Chief Executive Officer                        | ICT      | Information and Communication Technology |
| CFT     | Cluster Facilitation Team                      | IEC      | Information, Education and Communication |
| CGWB    | Central Government Water Board                 | IHHL     | Individual Household Latrines            |
| COO     | Chief Operating Officer                        | IL       | Individual Land                          |
| CPMG    | Chief Post Master General                      | INRM     | Integrated Natural Resource Management   |
| CS      | Chief Secretary                                | IP       | Intermediate Panchayat                   |

|         |   |       |   |
|---------|---|-------|---|
| IPC     | Interpersonal Communication                               | PO    | Programme Officer                           |
| IT      | Information Technology                                    | PRI   | Panchayati Raj Institution                  |
| IVRS    | Interactive Voice Response System                         | PVTGs | Particularly Vulnerable Tribal Groups       |
| IWMP    | Integrated Watershed Management Programme                 | RKVY  | Rashtriya Krishi Vikas Yojana               |
| JBY     | Janashree Bima Yojana                                     | RSBY  | Rashtriya Swasthya Bima Yojana              |
| JC      | Job Card  | SAU   | Social Audit Unit                           |
| JE      | Junior Engineer   | SC    | Scheduled Caste                             |
| KYC     | Know Your Customer  | SECC  | Socio-Economic and Caste Census             |
| LB      | Labour Budget   | SEGC  | State Employment Guarantee Council          |
| M & E   | Monitoring and Evaluation                                 | SEGF  | State Employment Guarantee Fund             |
| MB      | Measurement Book  | SEGM  | State Employment Guarantee Mission          |
| MGNREGA | Mahatma Gandhi National Rural Employment Guarantee Act    | SHG   | Self-Help Group                             |
| MGNREGS | Mahatma Gandhi National Rural Employment Guarantee Scheme | SLBC  | State Level Banker's Coordination Committee |
| MIS     | Management Information System                             | SLWM  | Solid and Liquid Waste Management           |
| MoDWS   | Ministry of Drinking Water and Sanitation                 | SMF   | Small and Marginal Farmer                   |
| MoRD    | Ministry of Rural Development                             | SMT   | State Management Team                       |
| MPR     | Monthly Progress Report                                   | SOP   | Standard Operating Procedure                |
| MR      | Muster Roll   | SoRs  | Schedule of Rates                           |
| NAP     | National Afforestation Programme                          | SQM   | State Quality Monitors                      |
| NBA     | Nirmal Bharat Abhiyaan                                    | SRP   | State Resource Person                       |
| NHM     | National Horticulture Mission                             | ST    | Scheduled Tribe                             |
| NLM     | National Level Monitor                                    | TA    | Technical Assistant                         |
| NMT     | National Management Team                                  | TS    | Technical Sanction                          |
| NRDWP   | National Rural Drinking Water Programme                   | TSP   | Total Sanitation Programme                  |
| NRLM    | National Rural Livelihood Mission                         | TSC   | Total Sanitation Campaign                   |
| NRM     | Natural Resource Management                               | UC    | Utilisation Certificate                     |
| OB      | Opening Balance   | VMC   | Vigilance and Monitoring Committee          |
| PCR     | Project Completion Report                                 | VRG   | Village Resource Group                      |
| PDO     | Panchayat Development Officer                             | VRP   | Village Resource Person                     |
| PIA     | Project Implementation Agency                             | VTC   | Voluntary Technical Corps                   |
| PL      | Public Land   | WT&MS | Work Time and Motion Studies                |
| PMGSY   | Pradhan Mantri Gramin Sadak Yojana                        |       |   |

# MODULE - 1

## Architecture of MGNREGS: Scope, Structure and Focus on Special Groups

### A) Objectives

- To develop understanding on concept, goal, coverage and mandate
- To focus on paradigm shift in providing wage employment
- To develop insight on processes in formulation of employment guarantee schemes
- To develop insight on Job Card related issues
- To develop insight on capturing demand for employment
- To develop insight on special provisions for Vulnerable Groups

### B) Core Contents

- Mandate of MGNREGS
- Objective of the scheme
- Goals of MGNREGS
- Coverage of the Scheme
- Paradigm Shift in Wage Employment Programme
- Formulation of Employment Guarantee Schemes
- Processes in Issuing Job Cards
- Re-registration of Households
- Process of Verification and Registration
- Issue of New Job Cards and Updating of Existing Job Cards
- Application for Work and Recording Demand
- Organising Employment Guarantee Day
- Timely Allocation of Work



- Unemployment Allowance
- Special Category of Workers
- Interventions for Vulnerable Workers
- Attention, Provisions and Mobilisation of Disabled Persons
- Attention, Provisions and Mobilisation of Particularly Vulnerable Tribal Groups (PVTGs)
- Attention and Provisions for De-Notified and Nomadic Tribes
- Attention and Provisions for Women in Special Circumstances
- Attention and Provisions for Senior Citizens
- Attention and Provisions for Displaced Persons
- Identification of Works for Differently Abled Persons

**C) Method**

Lecture, Discussion, Demonstration and Interaction

**D) Outcome**

Better appreciation of background of the programme, primary processes of the scheme and focussed attention on vulnerable groups.

## Handouts for Contents

**1. Mandate of MGNREGS**

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

**2. Objectives of the Scheme**

The core objectives of the Scheme are following:

- (a) Providing not less than one hundred days of unskilled manual work as a guaranteed employment in a financial year to every household in rural areas as per demand, resulting in creation of productive assets of prescribed quality and durability;

- (b) Strengthening the livelihood resource base of the poor;
- (c) Proactively ensuring social inclusion and
- (d) Strengthening Panchayati Raj Institutions.

### **3. Goals of MGNREGS**

MGNREGA is a powerful instrument for ensuring inclusive growth in rural India through its impact on social protection, livelihood security and democratic empowerment.

The specific goals are to:

- i) protect the most vulnerable people living in rural India by guaranteeing wage employment opportunities.
- ii) enhance livelihood security of the rural poor through generation of wage employment opportunities in works leading to creation of durable assets.
- iii) rejuvenate natural resource base of rural areas.
- iv) create a productive asset base.
- v) stimulate local economy for providing wage employment.
- vi) empower of the socially disadvantaged, especially, women, Scheduled Castes (SCs) and Schedules Tribes (STs), through the processes of a rights-based legislation.
- vii) strengthen decentralised, participatory planning through convergence of various anti-poverty and livelihoods initiatives.
- viii) deepen democracy at the grassroots by strengthening Panchayati Raj Institutions.

### **4. Coverage of the Scheme**

- MGNREGA covers the entire country with the exception of districts that have a hundred per cent urban population.

### **5. Paradigm Shift in Wage Employment Programme**

- Largest employment programmes in human history and is unlike any other wage employment programme in its scale, architecture and thrust. Its bottom-up, people-centred, demand-driven, self-selecting, rights-based design is distinct and unprecedented.

- Provides a legal guarantee for wage employment.
- Demand-driven wage employment programme where provision of work is triggered by the demand for work by wage-seekers.
- Legal provisions for allowances and compensation in cases of failure to overcome problems of targeting through its self-targeting mechanism of beneficiary selection, that is, a large percentage of poorest of the poor and marginalised seek employment under the Scheme.
- Incentives to States to provide employment, as 100 per cent of the unskilled labour cost and 75 per cent of the material cost of the programme is borne by the Centre.
- 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.
- Disincentive for failing to provide work on time, as the States then bear the cost of the unemployment allowance.
- Gram Panchayats (GPs) are to implement at least 50 per cent of the works in terms of cost. This order of devolution of financial resources to GPs is unprecedented.
- 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 (GS) and ratified by the GP. Such works which are to be executed by the Intermediate Panchayats or other implementing agencies shall be placed before the Intermediate or District Panchayats, along with the expected outcomes.
- This bottom-up, people-centred, demand-driven architecture also means that a great share of the responsibility for the success of the MGNREGA lies with wage-seekers, GSs and GPs.
- MGNREGA also marks a break from the relief programmes of the past and moves towards an integrated natural resource management and livelihoods generation perspective.
- Social audit is a new feature that is an integral part of MGNREGA. Potentially, this creates unprecedented accountability of performance, especially towards immediate stakeholders.
- An Annual Report prepared by the Central Employment Guarantee Council (CEGC), on the outcomes of MGNREGA is required to be presented annually by the Central Government to Parliament. Likewise, the annual reports prepared by State Employment Guarantee Councils (SEGC) are to be presented to State Legislatures by all the State Governments, facilitating oversight by elected representatives.

## 6. Formulation of Employment Guarantee Schemes

- The State government shall provide for the minimum features specified in Schedule I. Persons employed under any State Scheme made under the Act shall be entitled to minimum facilities listed in Schedule II of the Act.
- The State Schemes (MGNREGS) shall conform to the operational parameters delineated in these Guidelines and use of the national level name and logo are mandatory. This logo shall be used for all IEC materials and activities.
- The MGNREGA is implemented as a Centrally Sponsored Scheme on a cost-sharing basis between the Centre and the States as determined by the Act.

## 7. Application for Work and Recording Demand

- Every adult member of a registered household whose name appears in the JC shall be entitled to apply for unskilled manual work.
- As per Schedule II para 11 of the Act, applications for work must be for at least fourteen days of continuous work. There shall be no upper 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 the aggregate entitlement of the household in a given financial year.
- Application for work can be oral or written and made to the Ward member or to the Gram Panchayat or to the Programme Officer or any person authorised by the State Government or through a telephone or mobile or Interactive Voice Response System or through a call centre or through website or through a kiosk set up for this purpose or through any other means authorised by the State Government
- Applications for work given in writing should state the following:
  - The registration number of the JC;
  - The date from which employment is required; and
  - The number of days of employment required.
- 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 GP.
- The provision for submitting applications for work must be kept available on a continuous basis through multiple channels so designated by GPs who should empower, ward members, anganwadi workers, school teachers, SHGs, village-level revenue functionaries, Common

Service Centres (CSCs) and Mahatma Gandhi NREGA Labour Groups to receive applications for work and issue dated receipts on their behalf. The DPC may also introduce other means for registering demand.

- Workers may also present themselves at the GP office or at the worksite to indicate willingness to work. This will be recorded by GRS in the prescribed application form and in the employment register.
- Provision shall be made for advance work applications, that is, applications which may be submitted in advance of the date from which employment is sought. 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. A single application may be given for a number of days in different periods during the year for which employment is required.
- Joint work applications may also be submitted by several applicants, either on their own or by NGOs/ entities authorised for the purpose by the DPC on their behalf.
- Applicants who are provided with work shall be so intimated by the GP, in writing, by means of a letter and by a public notice displayed at the office of the Gram Panchayat. If a worker has given a mobile number on which he/she would like to be informed, a SMS shall be sent at the address/mobile phone number given in the JC at the time of generation of e-muster.
- Information on new applications for work and the number of work-days demanded shall be conveyed at least once a week by the GP to the PO. At the same time, the GP shall specify how many of the applicants are being employed in that GP (and for how long), and how many cannot be employed, with reasons. The PO will ensure that employment is provided to such households (who cannot be employed within a particular GP) in neighbouring panchayat (s). NREGASoft will facilitate this process.

## 8. Re-registration of Households

- A household having adult members desirous of seeking unskilled employment in MGNREGA may apply for registration. The application for registration may be given on plain paper to the local Gram Panchayat. To allow maximum opportunities to families that may migrate, registration shall also be opened throughout the year at the GP office.
- “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.
- Application for registration must be made on behalf of the household by any adult member. However, all members included in the application should be local residents. ‘Local’ implies

residing within the GP and includes families of that area that may have migrated some time ago but may return.

- Application for registration should contain names of those adult members of the household who are willing to do unskilled manual work (“adult “means a person who has completed 18 years of age), particulars such as age, sex, SC/ST status, Rashtriya Swastha Bima Yojana (RSBY) number, Aadhar number, Below Poverty Line (BPL) status and bank/post office account number (if s/he has opened one).
- An individual may appear personally before the Panchayat Secretary or Gram Rozgar Sahayak or any other competent authority and make an oral request for registration, in which case the particulars required will be noted by the Gram Rojgar Sahayak or the Panchayat Secretary.
- Individuals should also be given the option to make registration / to apply for registration at other touch points such as Community Service Centre (CSC). The CSC operator will fill in the details in the application form and forward the filled in application form to concerned GP for necessary action. State Government will issue necessary enabling orders in this regard.

## 9. Process of Verification and Registration

The GP will verify:

- a. Whether the household is really an entity as stated in the application
- b. Whether the applicant households are local residents in the Gram Panchayat concerned
- c. Whether applicants are adult members of the said household.

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.

## 10. Issue of New Job Cards (JC) and Updating of Existing Job Cards

- If a household is found to be eligible for registration, the GP will, within a fortnight of the application, issue a JC to the household.
- JC should be handed over to one of the members of the applicant household in the presence of a few other residents of the GP.
- As per Schedule II, Para 1 if the job seeker is a single woman or disabled person or aged person or released bonded labour or belonging to Particularly Vulnerable Tribal Group, they must be given a special job card of a distinct colour which will ensure them a special protection in providing work, work evaluation and worksite facilities.

- The entitlements of MGNREGS workers and the other basic features of the Act may be printed on the reverse of the JCs to promote wider awareness of the Act.
- 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 JC, including the registration number of the household.
- A copy of all JCs will be maintained at the GP
- The cost of the JCs, including that of the photographs, will be treated as administrative expenses and borne as part of the programme cost.
- If a person has a grievance against the non-issuance of a JC, he/she may bring the matter to the notice of the PO. If the grievance is against the PO, he/she may bring it to the notice of the DPC or the designated grievance-redressal authority at the Block or District level. All such complaints shall be disposed off within 15 days.
- The proforma of the JC should be such that it contains permanent information regarding the household as well as the employment details for five years. These include JC 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 should also include the postal account/bank account No., insurance policy No. and EPIC No. (voter ID), RSBY number, Aadhar number and BPL/ Socio-economic status. As the wages are required to be credited to postal / bank accounts of workers, entering Aadhar Number in the JC and in NREGASoft is necessary.
- Photographs of adult members who are applicants or are interested in seeking work under MGNREGA have to be attached to the job cards. No photograph, name or details of any person other than that of the registered adult members of the household, to whom that JC belongs, shall be affixed or recorded in the job cards.
- The identity portion of the JC may be laminated (since the remaining part will require regular updating of person days and wage payment information)
- Details of all JCs issued will be made available in NREGASoft for public viewing.
- All entries in the JC should be duly authenticated by means of signature of an authorised officer.

## 11. Processes in Issuing Job Cards

- The Act has been in operation for the last six years in many parts of the country and since 2008-09, in all the districts of the country. Most of the eligible households would have already

been registered under the Act. However, there may be some households who did not seek registration earlier as they were not aware of their entitlements or were denied and therefore, have not been registered. There would be another category of households who would like additional names to be entered on account of one or more members having become adult(s.) There would be yet another category whose details were wrongly entered in MIS database.

- Door-to-door survey should be undertaken by each GP every year to identify eligible households who have been missed out and wish to be registered under the Act. It needs to be ensured that this survey is held at that time of the year when people have not migrated to other areas in search of employment or for other reasons. The PO will lay down a schedule for this survey and ensure that all GPs in his/her charge have done this survey.
- Details of individual in the registered households should also be verified by the Panchayat Secretary with assistance of GRS and Data entry Operators and compared with the details in the database in MIS.
- Corrections in the database should be made after due verification. In respect of adding new names on account of one or more members of the household having become adult(s) in the registered households, birth certificate/proof of age should be verified and accordingly, name of the eligible individual should be entered in the database of MIS.

## 12. Organising Rozgar Diwas

- Organise a Rozgar Diwas possibly at every ward and GP level at least once every month presided over by the ward member with representation of atleast 25 per cent of the registered ward job cards in the ward. During the Rozgar Diwas 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 Rozgar Diwas 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.
- However, these activities should not be restricted to Rozgar Diwas. In particular, applications for work should be accepted at any time.
- The President of the Gram Panchayat and all staff appointed at the level of the GP (Gram Rozgar Sevak) to assist MGNREGS should be present on Rozgar Diwas.

## 13. Timely Allocation of Work

- i. Request for work would normally be made to the GP. The GP should first allocate the ongoing works. It may happen that the ongoing works do not have any potential to absorb labour, because the work has almost been completed but due to incomplete paper work the status reflected on NREGASoft is ongoing, in that case GP should complete the paper work and close it on NREGASoft. In case there is no ongoing work then GP should start a new work from the approved shelf of projects following the prioritisation as decided by Gram Sabhas of



the GP. It may also happen that the GP is not able to provide employment due to insufficient approved shelf of projects, in that case the GP must inform the PO. The PO after verification may provide works in adjacent GPs, following the same principle viz. to offer ongoing works first and only if it is not possible to do so, on the approved shelf of projects following the prioritisation decided by the Gram Sabha of the GP in whose jurisdiction the work lies. If for the works allocated, line departments are the Implementing Agencies, PO will ensure that the funds needed for that work are released to the concerned Implementing Agency. The PO will intimate the GP concerned about the work allotted so that the employment data are consolidated in the Employment Register at the GP.

- ii. Applicants who are provided work shall be intimated by the GP/PO by means of a communication sent to them at the address given in the job card, and also by a public notice displayed at the offices of the GP and the PO.
- iii. As per Para 9(1) Schedule I at least one labour intensive public work with at least one work which is suitable for Particularly Vulnerable Groups especially the aged and the disabled which shall be kept open at all times to provide work as per demand.
- iv. 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 (Schedule II, para 15).
- v. If a request for employment is made to the PO and the PO allots work, he must inform the GP so that the employment data are consolidated in the Employment Register at the GP level and the applicant card holders are informed. The GP will also inform the PO of the employment allotments made. This information sharing should be done on a prescribed proforma on a weekly basis.
- vi. If some applicants have to be directed to report for work beyond 5 kms. of their residence, the workers are required to be paid 10 per cent of the wage rate as extra wages to meet additional transportation and living expenses. In NREGASoft, wages payable are calculated on the basis of distance of the worksite from place of residence. It is therefore, necessary to enter this information at the time of work allocation, otherwise, the workers may be paid less than their due. Women (especially, single women) and older persons should be given preference to work on worksites nearer to their residence.
- vii. Schedule II, para 14 vests the Gram Panchayat and PO with the responsibility of ensuring that every applicant is provided unskilled manual work in accordance with the provisions of the Scheme within fifteen days of receipt of an application or the date from which he seeks work in case of advance application, whichever is later
- viii. MGNREGASoft tracks the gap between date from which work has been sought and the date from which work has been allocated and the date of opening of work. Based on these, the number of days for which unemployment allowance is due is calculated in NREGASoft. Following the process defined in relevant rules framed by the State Government,

unemployment allowance shall be paid to the workers. The State Government, DPCs and POs will monitor this (for each GP) and also take all required remedial measures including getting prepared an adequate shelf of projects in respective GP. Reports on payment of unemployment allowance and remedial measures taken will have to be part of the essential set of reports for monitoring at the State level.

#### 14. Unemployment Allowance

- If an applicant is not provided employment within fifteen days of receipt of his/her application seeking employment, he/she shall be entitled to a daily unemployment allowance. In the case of advance applications, employment should be provided from the date that employment has been sought, or within 15 days of the date of application, whichever is later. Else, unemployment allowance becomes due.
- The unemployment allowance will be paid as per Section 7 of the Act. The 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.
- State Government shall :
  - a. Under section 7 (2) of Act, specify the rate of unemployment allowance payable and
  - b. Frame Rules governing the procedure for payment of unemployment allowance.
  - c. Make necessary budgetary provision for payment of unemployment allowance
- The procedure to be prescribed by the State Government should be kept very simple. Procedure may include
  - a. Automatic generation of a payment order (requiring no separate sanction order) and payment of unemployment allowance from the designated account within SEGF or any other fund specified for this purpose on the basis of data in NREGASoft
  - b. Unemployment allowances to be credited to Bank/ PO account as in the case of wage payments etc.
- In accordance with provisions in Section 8(2) of MGNREGA, every case of non-payment or delayed payment of unemployment allowance shall be reported in the Annual Report submitted by the DPC to the State Government along with the reasons for such non-payment or delayed payment.
- Section 8(3) of MGNREGA states that the State Government shall take all measures to make the payment of unemployment allowance to the concerned household as expeditiously as possible.

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 GP or the PO to report for work either by himself or depute at least one adult member of his 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.
- 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 implementing agency concerned 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 .

## 15. Special Category of Workers

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) HIV positive persons
  - viii) internally displaced persons
  - ix) released bonded labour
- Each State Government should formulate a specific 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 needs and requirements. These volunteers could also handhold the vulnerable persons during the initial period to remove problems. Cutting-edge level officers at gram panchayat and block panchayat levels should be specially sensitised on the issues related to the special categories and the approach to be followed.
  - Field staff and MGNREGA workers should be specially sensitised about HIV positive persons that HIV is not spread by air, water, insects, including mosquitoes, saliva, tears, or sweat, by spitting, casual contact like shaking hands or sharing dishes etc. Therefore, to facilitate the mainstreaming of HIV positive persons, they must be allowed to participate in execution of MGNREGA works with other MGNREGA workers.

## 16. Interventions for Vulnerable Workers

- **Identification:** Since the disabled and vulnerable groups have specific needs, special efforts are to be made to include them in the programme and the POs may procure the services of State governments welfare department / specialised resource agencies / CSOs working for the disabled/ vulnerable. The resource agencies will be responsible for assisting the Gram Sabha in identifying and mobilising the disabled and vulnerable persons, and ensuring that they get their entitlements under the Act. The cost towards the resource agencies can be met from the administrative cost. The final list of such identified disabled people and vulnerable groups shall be approved by the Gram Sabha.
- **Dedicated Officers:** Each State Government should designate one officer in each district as a Coordinator (Vulnerable Groups) who exclusively looks after the needs and requirements of the special categories and create enabling conditions for their inclusion in MGNREGA works. The Coordinator (Vulnerable Groups) shall necessarily be a person with prescribed educational qualification and experience of having worked with disabled persons and /or on disability issues. Qualified persons with disability may be encouraged.
- **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.

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

## 17. Attention, Provisions and Mobilisation of Disabled Persons

- **Disabled Persons:** The disabled or differently-abled persons defined under the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995 (1 of 1996) as persons with disabilities, the severity of 40 per cent and above would be considered as special category of vulnerable persons for the purposes of MGNREGA. The disabled persons as defined in the National Trust for Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities Act, 1999 (44 of 1999) are also to be considered as disabled for the purpose of inclusion in MGNREGA. Since this category of people are differently-abled, special conditions have to be created to facilitate their inclusion in MGNREGA.
- **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 organised 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 them to exercise their choice. On no grounds, should the disabled and vulnerable persons be paid lower wages as compared to other persons employed in MGNREGA works.
- **Mobilisation:** The Coordinator (Vulnerable Groups) can utilise the services of a facilitator/ Mate from among the disabled to mobilise the disabled and vulnerable persons for MGNREGA work. This facilitator will be responsible among other things, for bringing all the disabled persons to the worksite and will function as a mate. Efforts should be made to mobilise the disabled and vulnerable into groups. Arrangements should also be made to orient 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' do not succeed.
- **Works:** As per Schedule I, Para 9(1) at least one labour intensive public work with at least one work which is suitable for Particularly Vulnerable Groups especially the aged and the disabled which shall be kept open at all times to provide work as per demand.
- **Engaging disabled and vulnerable persons in other works:** The disabled persons should be given preference for appointment as mates for MGNREGA works and as workers for providing drinking water, to manage crèches etc., at the worksites.
- **Adaptation of tools and equipment/facilities at work places:** The Coordinator (Vulnerable Groups), in consultation with the workers with disabilities, will facilitate necessary modifications to the existing tools/equipment. The Coordinator (Vulnerable Groups) will then mobilise and or

identify suitable institutions for making modified tools/assistive devices or making adaptation to the general tools/ equipments being used in the worksite. The workers with disabilities may be provided with modified tools/assistive devices or modified general tools/equipments required for the work.

- **Treating Persons with Disabilities with Respect:** The persons with disabilities, at work-sites, shall be addressed with due respect. Similarly, their name as well as their surnames shall be properly registered in the job cards. The authorities shall take proper measures to ensure a stigma free 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 of denigrating language, insulting them or hurting their feelings in any form) and the Coordinator (Vulnerable Groups) shall organise awareness programmes to ensure the same.
- **Monitoring and Time-frame:** There should be a special drive to identify all persons with disability and other vulnerable persons, enumerated in these guidelines, and provide 100 days of work to each of the households that they belong to 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.

#### 18. Attention, Provisions and Mobilisation of Particularly Vulnerable Tribal Groups (PVTGs)

- Earlier known as Primitive Tribal Groups, the PVTGs live in remote and interior pockets and inaccessible forest and hills 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 labour or found living in remote/ isolated locations and inaccessible forests or harsh deserts.
- Several PVTGs may not have been given MGNREGS Job Cards and those who have job cards may barely have worked under MGNREGS. Delays in payments and accessing these 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.
- Considering the geographical isolation and vulnerabilities of PVTGs, special strategies with appropriate programme flexibility should be adopted by the State Governments to reach the benefits of MGNREGS to the PVTGs.

#### 19. Attention and Provisions for De-Notified and Nomadic Tribes

- Nomadic tribes move from place to place and do not have a specific place to live. They may not get the benefit of MGNREGA as they do not belong to any particular Gram Panchayat and

therefore, do not find it easy to obtain 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 authorise 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.

## **20. Attention and Provisions for Women in Special Circumstances**

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

## **21. Attention and Provisions for Senior Citizens**

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

## **22. Attention and Provisions for Displaced Persons**

- In certain areas, families have been internally displaced either because of communal / ethnic / caste violence or violence due to left wing extremism. These groups are forced to migrate to neighbouring districts or States and have to be treated as a special 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.

## **23. Identification of Works for Differently Abled Persons**

- Handout for identifying suitable works for differently abled workers.

| 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. Sprinkling water, putting pebbles  |

**i) Work which could be done by orthopedically handicapped people/Possible work for a person with one weak hand**

|                                   |   |
|-----------------------------------|---|
| 1. Drinking water arrangement     | 5. Assisting in looking after children  |
| 2. Plantation                     | 6. Carrying cement and bricks           |
| 3. Filling pans with sand/pebbles | 7. Sprinkling water on newly built wall |
| 4. Farm Bunding                   | 8. Pouring water, putting pebbles       |

**ii) Work which could be done by a person with both hands weak**

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



## iii) Work which could be done by a person with one weak leg

| Work done with help                      | Work done independently   |
|--|---|
| 1. Drinking water arrangements           | 1. Drinking water arrangements  |
| 2. Assisting in looking after children   | 2. Assisting in looking after children                                |
|  | 3. Plantation   |
| 3. Plantation                            | 4. Irrigation - digging canals  |
| 4. Sprinkling water on newly built walls | 5. Filling earth  |
| 5. Filling pans with sand or pebble      | 6. Digging out mud / putting in the trolley                           |
|  | 7. Construction – repairing concrete material                         |
|  | 8. Transferring concrete material from one place to other             |
|  | 9. Carrying cement and bricks   |
|  | 10. Filling metal containers with sand or pebble                      |
|  | 11. Sprinkling water on newly built walls                             |
|  | 12. Deepening wells – putting the sludge inside the well into baskets |
|  | 13. Helping in pulling out the sludge from wells                      |
|  | 14. Transferring the sludge to trolleys                               |
|  | 15. Digging out the sludge from ponds                                 |
|  | 16. Filling up pans with waste  |
|  | 17. Transferring filled up pans to trolleys                           |
|  | 18. Carrying stones   |
|  | 19. Setting stones in the right place                                 |
|  | 20. Land leveling   |
|  | 21. Farm bunding  |
|  | 22. Digging pits in land meant for water conservation work            |
|  | 23. Transferring the mud from pits to another site                    |
|  | 24. Building roads  |
|  | 25. Sweeping kuchha roads with brooms                                 |
|  | 26. Sprinkling water, putting pebbles                                 |

**iv) Work which could be done by a person with both legs weak**

- a. Assisting in looking after children
- b. Plantation
- c. Filling pans with sand or pebble
- d. 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 disabled 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 disabled people will be employed)

**v) Work which could be done by a person with one weak hand and one weak leg**

| Work done with help                     | Work done independently                 |
|---|---|
| 1. Organising drinking water            | 1. Organising drinking water            |
| 2. Assisting in looking after children  | 2. Assisting in looking after children  |
| 3. Planting trees                       | 3. Planting trees                       |
| 4. Sprinkling water on newly built wall | 4. Sprinkling water on newly built wall |
| 5. Filling pans with sand or pebble     | 5. Sprinkling water, putting pebbles    |

**vi) Work which could be done by hunch-backed persons**

- a. Drinking water arrangements
- b. Assisting in looking after children
- c. Plantation
- d. Sprinkling water on newly built wall on construction sites
- e. Sprinkling water, putting pebbles

**vii) Possible work for visually impaired people**

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

|   |  |
|---|--|
| 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. Sprinkling water, putting pebbles             |  |

**b. Work which could be done by completely blind people**

- i) Plantation
- ii) Filling pans with sand or pebble
- iii) Drinking water arrangements

Other family members should also be employed on the site so that they realise 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

**viii) Work which could be done by a person with a weak vision**

|  |  |
|--|--|
| 1. Organising 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. Sprinkling water, placing pebbles              |  |

**ix) Work which could be done by mentally handicapped people**

**a. Work which could be done by people who are severely mentally challenged**

|   |   |
|---|---|
| 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. 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. Sprinkling water, putting pebbles           |

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

**b. Work which could 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. Sprinkling water, putting pebbles     |

*Such people may be 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 may 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.

## MODULE - 2

# Planning, Convergence and Execution of Works

### A) Objectives

- To familiarise the participants with the amendments made in the MGNREGA Operational Guidelines (2013) and with the revised Schedule I and Schedule II.;
- To acquaint the participants with the NRM based planning process;
- To create awareness on convergence process;
- To familiarise the participants with the works execution process and quality management.
- To expose the participants to some of the successful cases on planning and convergence.

### B) Core Contents

#### 1. Planning

- i) Perspective Plans (PP)
- ii) Developmental Plan
- iii) Timeline for various steps involved in plan preparation

#### 2. Works and Their Execution

- a) Permissible Works
- b) Criteria for introducing new category of work under MGNREGS
- c) Negative List (Works not permissible)
- d) Wage Material Ratio and Procurement of Material
- e) Consequences for not abiding by principles
- f) Implementing Agencies
- g) Formulation of Schedule of Rates (SoRs)
- h) Work Estimates
- i) Issue of Muster Roll

- j) Project Initiation
- k) Worksite Management & Attendance
- l) Worksite Facilities
- m) Measurement of Works, Check Measurements and Calculation of Wages
- n) Generation of Pay Order
- o) Distribution of Pay-Slip
- p) Project Completion Report (PCR)
- q) Strategy to Address Incomplete Works

### **3. Framework for Convergence Between MGNREGA and Other Programmes**

- a) Modes of Convergence
- b) Possible Schemes for Convergence
- c) Operationalising Convergence
- d) Modalities for Convergence
- e) Cost Norms
- f) Maintenance of Accounts in Convergence Projects
- g) MIS Entry of Convergence Projects
- h) Monitoring and Evaluation
- i) Post-Project Management
- j) Convergence and MGNREGA

#### **C) Method**

Interactions with participants, Film Show and case study presentation.

#### **D) Outcome**

Participants will be able to list out the steps involved in planning and convergence process and brief the phases involved in payment of wage with reference to 2013 guidelines.

## Handouts for Contents

### 1. Planning

#### i) Perspective Plans (PP):

- ⇒ A district PP for at least five years to be prepared by district.
- ⇒ The developmental gaps in the district need to be identified, which result in creation of durable assets and strengthen livelihood resources.

#### ii) Developmental Plan:

- ⇒ Preparation of development plan at GP level.
- ⇒ Guiding principles for preparing developmental plan.
- ⇒ Preparation of labour budget.

#### iii) Timeline for various steps involved in plan preparation:

| Date             | Action to be taken   |
|------------------|--|
| 15th August      | Gram Sabha to approve GP Annual Plan and submit to PO  |
| 15th September   | PO submits consolidated GP Plans to Block Panchayat  |
| 2nd October      | Block Panchayat to approve the Block Annual Plan and submit to DPC   |
| 15th November    | DPC to present District Annual Plan and LB to District Panchayat   |
| 1st December     | District Panchayat to approve District Annual Plan   |
| 15th December    | DPC to ensure that shelf of projects for each GP is ready. After approval of labor budget and list of works of the respective GP should be entered in MIS before 15 <sup>th</sup> December of each year (as mentioned below) |
| 31st December    | Labour Budget is submitted to Central Government   |
| January          | Ministry scrutinises the Labour Budget and requests for compliance for deficiencies, if any  |
| February         | Meetings of Empowered Committee are held and LB finalised  |
| February, March  | Agreed to LB communicated to States. States to feed data of Month-wise and District-wise break up of "Agreed to" LB in MIS and communicate the same to Districts/ blocks/GPs   |
| Before 7th April | States to communicate OB, Centre to release upfront / 1st Tranche.   |



**iv) For labour projection, following details, district-wise and month-wise, are required to be entered in:**

- a. Projected demand (number of households)
- b. Projected persondays required to be generated
- c. Projected expenditure (in lakh)

All values to be entered in are to be cumulative (up to the end of that month).

**v) For works proposed in the Annual Plan of the GP, following procedure is to be adopted for data entry**

- a. Select the category of work from GP data entry screen
- b. Upon selection of the category of work, another screen will open in which details of the work are required to be entered in.
- c. The fields required to be entered in will depend upon the category of work in respect of which the MIS entry is being made. However, some common fields for all categories are as given below:
  1. Financial Year
  2. Priority of Work
  3. Work Name
  4. Village Name
  5. Khata No. and Plot No.
  6. Longitude and Latitude
  7. Level of work [GP level/ IP level/ ZP level]
  8. Implementing Agency
  9. Expected work start date
  10. Is it a convergence work [if yes, details are required to be filled]

It is necessary to capture all physical and financial parameters such as

(1) ownership of land (2) details of the land on which the work is proposed (3) category and sub-category

of work proposed (4) the dimension of the work proposed (volume, length and/or area or the numbers) (5) the outcomes in terms of the number of families that will be benefited or the area that would be benefited upon completion of work (6) estimated generation of persondays and (7) estimated expenditure on wages and material. These fields have been provided in NREGASoft and should be necessarily filled in.

As per Para 9(1) Schedule I, adequate shelf of works should be maintained by every Gram Panchayat to meet the expected demand for work in such a way that at least one labour intensive public work with at least one work which is suitable for Particularly Vulnerable Groups especially the aged and the disabled which should be kept open at all times to provide work as per demand.

## **2. Works and Their Execution**

**a) Permissible Works:** Paragraph 4(1) of Schedule I provide provision for the following works:

I. Category: A: **Public Works Relating to Natural Resources Management -**

- (i) Water conservation and water harvesting structures to augment and improve groundwater like underground dykes, earthen dams, stop dams, check dams with special focus on recharging groundwater including drinking water sources;
- (ii) Watershed management works such as contour trenches, terracing, contour bunds, boulder checks, gabion structures and spring shed development resulting in a comprehensive treatment of a watershed;
- (iii) Micro and minor irrigation works and creation, renovation and maintenance of irrigation canals and drains;
- (iv) Renovation of traditional water bodies including desilting of irrigation tanks and other water bodies;
- (v) Afforestation, tree plantation and horticulture in common and forest lands, road margins, canal bunds, tank foreshores and coastal belts duly providing right to usufruct to the households covered in Paragraph 5 of Schedule I; and
- (vi) Land development works in common land.

II. Category B: **Individual Assets for Vulnerable Sections (Only for Households in Paragraph 5 of Schedule I)**

- (i) Improving productivity of lands of households specified in Paragraph 5 through land development and by providing suitable infrastructure for irrigation including dug wells, farm ponds and other water harvesting structures;
- (ii) Improving livelihoods through horticulture, sericulture, plantation, and farm forestry;

- (iii) Development of fallow or wastelands of households defined in Paragraph 5 to bring it under cultivation;
- (iv) Unskilled wage component in construction of houses sanctioned under the Indira Awaas Yojana or such other State or Central Government Scheme;
- (v) Creating infrastructure for promotion of livestock such as, poultry shelter, goat shelter, piggery shelter, cattle shelter and fodder troughs for cattle; and
- (vi) Creating infrastructure for promotion of fisheries such as, fish drying yards, storage facilities, and promotion of fisheries in seasonal water bodies on public land;

III. Category C: **Common Infrastructure for NRLM Compliant Self-Help Groups**

- (i) Works for promoting agricultural productivity by creating durable infrastructure required for bio-fertilisers and post-harvest facilities including pucca storage facilities for agricultural produce; and
- (ii) Common worksheds for livelihood activities of self-help groups.

IV. Category D: **Rural Infrastructure**

- (i) Rural sanitation related works, such as, individual household latrines, school toilet units, Anganwadi toilets either independently or in convergence with schemes of other Government Departments to achieve 'open defecation free' status. and solid and liquid waste management as per prescribed norms;
- (ii) Providing all-weather rural road connectivity to unconnected villages and to connect identified rural production centres to the existing pucca road network;

and construction of pucca internal roads or streets including side drains and culverts within a village;

- (iii) Construction of play fields;
- (iv) Works for improving disaster preparedness or restoration of roads or restoration of other essential public infrastructure including flood control and protection works, providing drainage in water-logged areas, deepening and repairing of flood channels, chaur renovation, construction of storm water drains for coastal protection;
- (v) Construction of buildings for Gram Panchayats, women self-help groups' federations, cyclone shelters, Anganwadi centres, village haats and crematoria at the village or block level;
- (vi) Construction of Food Grain Storage Structures for implementing the provisions of The National Food Security Act 2013 (20 of 2013);

- (vii) Production of building material required for construction works under the Act.
- (viii) Maintenance of rural public assets created under the Act; and
- (ix) any other work which may be notified by the Central Government in consultation with the State Government in this regard.

**b) Prioritisation for the creation of individual assets as mentioned in Schedule I Para 4(1)(II)**

As per Schedule I, Para 5, works creating individual assets shall be prioritised on land or homestead owned by households belonging to the:

- (a) Scheduled Castes
- (b) Scheduled Tribes
- (c) nomadic tribes
- (d) denotified tribes
- (e) other families below the poverty line
- (f) women-headed households
- (g) physically handicapped headed households
- (h) beneficiaries of land reforms
- (i) the beneficiaries under the Indira Awaas Yojana
- (j) beneficiaries under the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 (2 of 2007), and
- (k) after exhausting the eligible beneficiaries under the above categories, on lands of the small or marginal farmers as defined in the Agriculture Debt Waiver and Debt Relief Scheme, 2008 subject to the condition that such households shall have a job card with at least one member willing to work on the project undertaken on their land or homestead.

**c) Criteria for introducing new category of work under MGNREGS**

- i). If the State Government believes that the list of permissible works is not adequate to generate sufficient employment, the State should draw a proposal to be sent to the Central Government for examination and approval.
- ii). The proposal of the State Government should contain the following:
  - a. Justification for the work.

- b. Areas where the work will be undertaken.
  - c. Numbers of wage seekers to be employed (employment potential).
  - d. Nature of durable asset 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 also contain a model project which outlines:
- a. The unit cost of the work.
  - b. The labour component.
  - c. The material component.
  - d. Skilled and semi-skilled component.
  - e. The transparency and accountability mechanisms.
  - 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.
    - i) There should be an indication of convergence of the project with ongoing State programmes (nature & modus operandi).
    - ii) There should also be an account of how this work has functioned, in case there are any existing examples by individual Panchayats or NGOs.
    - iii) This proposal will be examined by the Ministry, pilots maybe be sanctioned if necessary, to examine the feasibility and outcomes of such a proposal, ordinarily within 3 months, but no later than 6 months.
    - iv) In case the work is to be added in the permissible works, the Ministry will formulate the requisite guidelines and send the approval to the concerned State Government.
    - v) In case this work is found to be of value, the Central Government may suggest that such works be approved for a larger number of States, or on an all India basis.

- vi) 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.

**d) Negative List (Works not permissible)**

- i. Works which are non-tangible, not measurable, non-quantifiable repetitive such as, removing grass, pebbles, agricultural operations, shall not be taken up.
- ii. Works like boulder pebble or shrub removal silt application and similar activities are not as stand-alone activities. However, these can be a part of tasks in projects for converting uncultivable/barren/fallow lands into cultivable lands through one time land development activities.
- iii. Agriculture inputs and Agriculture operations are not allowed. Removal of weeds and watering may be considered only for forestry plantation and horticulture limited for a duration of 2-3 years. This should also be a part of the consolidated project to be assisted under MGNREGA.
- iv. Expenditure incurred to finance non-permissible activities will be recovered from the person responsible for such expenses.
- v. Execution of pilot activity under MGNREGA is discouraged. However, pilots using MGNREGA funds, involving only a few Panchayats could be taken up only upon approval of the Ministry.
- vi. MGNREGS funds cannot be used for land acquisition.
- vii. Criteria to follow while executing digging of wells under MGNREGA:
  - a. Bore well and tube well are not permissible.
  - b. Digging of private well is not allowed in semi-critical or critical or over-exploited regions as per the assessment of central Government of Water Board (CGWB).
  - c. Only group wells are permitted in CGWB declared semi-critical or critical areas.
  - d. Formal agreement on stamp paper for sharing water between farmers and group well beneficiaries is required. The agreement needs to be verified by the GP concerned.
  - e. An individual farmer can be a member in a single group (not in many).
  - f. A group well should be registered as group irrigation well in revenue records.
  - g. Individual wells are permitted in CGWB declared safe zone subject to the relevant spacing between two such wells. Diameter should be within 8 m (hard areas) and 6 m (soft and alluvial areas).

### e) Wage Material Ratio and Procurement of Material

60:40 ratio for wage and material cost should be maintained at GP level for works executed by GP and for works executed by PIA other than GP, it should be maintained at block/intermediate panchayat level.

#### e.i) Tools and implements expenditure

- i. Centralised procurement of tools and implements shall be avoided.
- ii. Tools may be provided by panchayat / SHGs, etc. The cost of procurement and maintenance may be booked under material expenditure.
- iii. For the procurement of material in an efficient and prudent manner following need to be adopted:
  - Specifications in terms of quality, quantity and type etc., should be spelt out clearly to meet the needs of PIA.
  - A fair, transparent and reasonable procedure need to be followed.
  - At every stage, PIA should be taken into confidence while taking procurement decision.
  - State should encourage e-procurement through a specialised module provided in NREGASoft.
- iv. Within a week of procurement decision, details need to be displayed on panchayat notice board and through wall paintings at prominent places in panchayat.
- v. Details of quantity procured, total amount spent, the work for which procured, delivery data of material etc., need to be posted on MIS. Format to display such details will be provided by State government.

#### e.ii) Consequences for not abiding by principles

- i. State Government shall take administrative / disciplinary action against officers responsible for
  - Approving works not in the permissible list.
  - Approving works in violation of the principles.
  - Non-adhering to the prescribed wage: material ratio.

- Procurement of tools and implements in violation of the procedure.
- Expenditure in violation of the principles.

**f) Implementing Agencies**

- i. GP is the single most important agency for executing MGNREGS.
- ii. At least 50 per cent of the works in terms of cost need to be implemented by GP.
- iii. GP act as single window for facilitation of MGNREGS work.
- iv. All the implementing agencies converge at the GP.
- v. In case of proposals that cover more than one GP, it will require the approval of all concerned panchayats.
- vi. GPs will be the first choice for designating – PIA for any work.
- vii. The selection of the implementing Agency, other than the GP will be done by the DPC which is based on their technical expertise, capacity to handle work within the framework.
- viii. The selection of implementing Agency has to be indicated in the Development Plan.
- ix. DPC consider approving a panel of PIAs for each work to ensure that alternative options are available in the event where agency fail to execute the work and ensure that work seekers get employment on time.
- x. PIA is responsible for opening works on time as in labour budget and the annual plan.
- xi. In case PIA fail to execute the work it needs to be communicated to PO, who will entrust work to another agency, chosen from a panel of agencies listed in Development Plan for the District.
- xii. In the event of GP being the PIA, the concerned line department will provide technical support such as a) providing design and estimates b) quality parameters c) supervision of the work executed.
- xiii. No over-head charges will be provided to any line department for technical support.
- xiv. As per Schedule I, Para 22, as far as practicable, works executed by the programme implementation agencies shall be performed by using manual labour and no labour displacing machines shall be used.



**g) Formulation of Schedule of Rates (SoRs)**

- i. All the works should be divided into task so that, nothing remains and underpaid (eg. digging and lifting).
- ii. Carefully designed work, time and motion studies (WT&MS) need to be undertaken for a systematic revision of SoRs, so as to perform a work in a given area in the prescribed time (8 hours including one hour of rest).
- iii. The working hours of an adult worker shall be flexible but shall not spread over more than twelve hours on any day.
- iv. The agency conducting the WT&MS should have adequate knowledge and capacity to carry out such task.
- v. The WT&MS should 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.
- vi. As per Schedule I, Para 18 a separate Schedule of rates shall be finalised for women, the elderly, people with disabilities and people with debilitating ailments so as to improve their participation through productive work.
- vii. Develop a simple and accessible template of SoRs, which could be used by the GPs, Gram Rozgar Sevaks 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.
- viii. 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.

**g.i) Revision of SoR**

- x. States must revise SoRs within two weeks of the revision in wage rates by Central government by linking the price rise to the existing SoRs.
- xi. 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.

- xii. For projects which are under execution when the SoRs are revised, the DPC may 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.
- xiii. The SoRs are required to be entered in NREGASoft which could facilitate, preparation of work/ estimates and valuation of work done.

### g.ii) Entering SoR in NREGASoft

The process to be followed for entering SoR in NREGASoft is as follows:

Home page → Engineer → Data Entry → Enter Schedule of rates → select State → login using the login name & password → page opens with following hyperlink:

- 1 Schedule of Rates (Type viz. State/District/Region)
- 2 Labour, Material & H & L Charges Entry
- 3 Lead & lift charges of earth work
- 4 Conveyance Charges

- Click on hyperlink No. 1. i.e. **“Schedule of Rates (Type viz. State/District/Region)”** to select SOR Type (viz. State/District/Region). Select ‘State’ if same SOR is for whole State, ‘District’ if SOR is for a particular district and ‘Region’ for a group of districts having same SORs.
- Click on hyperlink No. 2. i.e. **“Labour, Material & H & L Charges Entry”** to define the rates for components (Labour, Material, Hire & Labour). Now select from combo the following:
  - “Select the schedule”
  - “Activity code” (Activity Name)
  - “Activity Unit”

**Labour Component** → Labour Group → Labour Type → Quantity Required → Rate → Rate Unit.

**Material Component** → Material Group → Material Type → Quantity Required → Rate → Rate Unit.

**Hire and Labour Component** → H&L Type → Quantity Required → Rate → Rate Unit.

- Sub-activity details (If Any)
- Click on hyperlink No. 3. i.e. **“Lead & lift charges of earth work”** to define the lead and lift rates. Select the schedule 'Type of Soil

- Click on hyperlink No. 4. i.e. “**Conveyance Charges**” to define the conveyance rates for different material groups. Select the schedule!MaterialGroup!Material name! Unit! Loading Charges! Unloading charges! Royalty! Number of Slabs

## h) Work Estimates

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

### h.i) Cost Estimation

Following steps need to be followed for making data entry for preparation of work estimates with the help of computer system:

Home page → Engineer → Data Entry → Cost Estimation → select State → select District → login using the login name & password → page opens with following hyperlink:

- Earthen Road
- Cement Concrete Road
- Metallic Road
- New Tank
- Masonry Well
- Masonry Sluice
- Pond

Details of the dimensions along with activities and sub-activities have to be entered for each of the types of works listed above.

- As of now, work estimates of the types of works above only, can be prepared through NREGASoft. However, the system has the potential to prepare the work estimates of all types of works permissible under MGNREGA. Appropriate screens for data entry can be provided as per the requirement of States. The software generated work estimate, would be detailed and as per engineering standards.

The estimates so generated will have an abstract of materials so that quantity of material in the estimate can be easily compared with

- (i) the quantities booked in the Measurement Book (MB)
- (ii) quantities used in the work as evaluated by the person who checks the measurement and

(iii) quantities as reported by local residents during social audit.

- The work estimate should be summarised in local language / idiom so that lay public can understand it fully.

**i) Muster Roll**

- i. As per Schedule I, Para 15(a) every muster roll shall be signed by the authorised person of the Gram Panchayat or by the Programme Officer; and shall contain such mandatory information as may be specified by the Central Government;
- ii. Each muster roll should be in English or local language and shall have a unique identity number electronically generated by the computer system (e-muster) along with the list of workers applied for work.
- iii. A record of muster rolls issued by the Block & muster rolls received by the GP shall necessarily be maintained and strictly monitored. A detailed record of Muster Rolls will be maintained in the registers.

**i.i) Maintenance of muster roll**

- i. The muster roll register is maintained at the Intermediate Panchayat and GP level. The muster roll register should contain details such as serial number, date of issue of muster roll, muster roll number, name of work which issued, financial sanction number, amount and date of work, name of agency to whom muster roll issued, name, designation and signature of the official receiving muster roll.
- ii. The muster roll receipt register is maintained at GP and Intermediate Panchayat. The muster roll issue register contains the following information such as serial number, muster roll number, name of work for which issued, financial sanction number, amount, date, date of issue of muster roll by PO, name, designation and signature of the official receiving muster roll, date on which copy of the paid muster roll given to the GP and date and signature of the receiving GP official.
- iii. The muster roll receipt register maintained by the implementing agency other than GP should contain the information such as serial number, date of issue / receipt of the muster roll, muster roll number, name of work for which issued, sanction number, amount in rupees, date, name, designation and signature of the official receiving muster roll, date on which copy of paid muster roll given to the GP for record and date and signature of the receiving the GP official.

Currently, there are two distinct processes adopted for issue of muster viz (i) e-muster & (ii) paper muster. It is clarified here that e-muster shall be the norm. Only in exceptional and unavoidable circumstance, paper musters can be issued.

**i.ii) e-muster:**

- i. e-muster has pre-printed names of workers who have demanded employment and are allocated a particular work. As demand for employment has already been entered in NREGASoft earlier (“Job Card, Demand for Work and Unemployment Allowances”), the names of the workers are pulled from the data entered in and printed in e-muster.

In the case of e-muster, Muster roll numbers are generated by the software and therefore, not required to be entered in the system. However, e-muster should be signed by the authorised person of the Gram Panchayat or by the Programme Officer.

**j) Paper muster roll**

States that are unable to generate and use e-muster may continue to use paper muster rolls. In such cases, each muster roll should be uniquely identified and signed by the authorised person of the Gram Panchayat or by the Programme Officer.

Following steps are involved in issuance of paper muster roll through NREGASoft

Home page → District/Block admin → Programme Officer → Data entry → Select State → Login after selecting Financial Year, District and Block → Now under the panel “Data Entry of Programme Officer” click on link “Issue of Muster Roll”.

The fields required to be entered in NREGASoft for issuance of a paper muster roll are as below:

- a. Panchayat name
  - b. Worker category (unskilled or skilled/semi-skilled)
  - c. Muster roll No. (from & to)
  - d. Work Code
  - e. Date of issuance (by Programme Officer)
  - f. Number of labour in muster roll
  - g. Received by whom
  - h. Date of the receipt.
- vi. Weekly muster rolls should be adopted to ensure timely payment of wages to the MGNREGS labour.

- vii. The details that must be included in the muster roll are indicated. In case of e-muster NREGASoft automatically generates the e-muster in the format prescribed and in case of paper musters DPC/PO may ensure that format is complied with.
- viii. Only numbered muster rolls will be maintained on the worksite. No kachha Muster Roll (a document which is not authorised or issued by the PO) can be used at the worksite for recording attendance.

**k) Project Initiation**

Before starting any work under MGNREGA, following activities should be taken up at the worksite:

- i) Project initiation meeting should be convened at worksite involving all the stakeholders. Workers are informed about 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.
- ii) The standard output which is expected from workers to be entitled for payment of wage rate/day should be demonstrated in some form e.g. a sample pit.
- iii) Workers may be divided into small groups of 4-6 persons for easy execution, measurement of work and proper calculation of wages of the workers.
- iv) In case some workers have not opened Banks/Post Office accounts these may be opened by mobilising the staff of the banks or the post offices at the worksite.
- v) The Citizen Information Board with MGNREGA logo in local language must be set up at the public place in the GP 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, persondays 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.

**l) Worksite Management & Attendance**

A mate should be appointed for each work helping the Gram Rozgar Sahayak (GRS) in managing worksite facilities including taking attendance of the workers. Preference in appointment of mates should be given to women workers or differently abled persons who are adequately trained for performing the duties expected of mates.

A copy of the sanction work order should be available for public inspection at the worksite;

Measurement record of each work and details of the workers should be available for public inspection;

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

Attendance for semi-skilled/ skilled workers will be recorded likewise. Workers in this category will be required to provide some identity proof such as EPIC card or any other document from Government/ Semi-Government authority. A note to this effect will be made in relevant document.

Any person desirous of inspecting the current muster roll will be provided access to it at the worksite during working hours on all working days.

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 estimate and the work order must be available for public inspection at the worksite.

Attendance should be captured by mate/GRS only in the muster roll signed by the authorised person of the Gram Panchayat or by the Programme Officer.. Subsequent to the recording of attendance in paper muster or e-muster that contains the names of workers who have been allocated the work through NREGASoft, the recorded attendance must be entered in NREGASoft within two days of closure of the muster.

For this the procedure would be as given below.

Home page → Panchayat (GP/ PS/ ZP) → Gram Panchayat → Data entry → Select State → Log in page → Gram Panchayat entry page → Muster Roll Entry/fill e-Muster roll

If e-muster has been used, the following fields are required to be entered

- i. Work code
- ii. Muster roll No.
- iii. Daily attendance
- iv. Work start date (one time)

In case paper Muster has been used, the following fields are required to be entered

- i. Work code
- ii. Muster roll No.

- iii. Date from
- iv. Date to
- v. Daily attendance
- vi. Work start date (one time)
- vii. Total number of days of attendance will be calculated by the software.

In addition to the above, wage per day and muster roll payment date will be entered in at a later stage viz, after valuation of work is done and after the payment has been made, respectively.

**m) Worksite Facilities**

Worksite facilities are Medical Aid, Drinking Water, Shade and Creche facility.

The first aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being performed.

Trolleys for fetching drinking water if it is available at long distances.

In case the number of children below the age of five years accompanying the women working at any site is five or more, provisions should be made to depute one of such women workers to look after such children. The person so deputed should be paid remuneration equal to the wage rate. The most marginalised women in the locality, women in exploitative conditions or bonded labour or those vulnerable to being trafficked or liberated manual scavengers should be employed for providing child care services.

All expenditure on worksite facilities should be booked as part of administrative expenditure (not as part of work)

**n) Measurement of Works, Check Measurements and Calculation of Wages**

All measurements of work done will be recorded in the measurement book (MB) duly authorised and issued by competent authority.

Weekly measurement of works should be undertaken by measurement officers (Technical Assistants/ Overseers/ Junior Engineers). Measurement officers should ensure that all measurements are taken every week or soon after closure of the muster roll, whichever is earlier.

All measurements should be captured task-wise so that nothing remains invisible and underpaid.



Measurements recorded in MB need to be entered in NREGASoft.

The following entries are required to be made for this purpose:

Home page → Panchayat (GP/ PS/ ZP) → Gram Panchayat → Data entry → Select State  
 → in Log page select Financial Year, District, Block and GP → enter the user name and password  
 → Measurement book entry

(i) Measurement book No. (ii) Page No. (iii) Measurement date (iv) Select work (v) Measurement period

#### **n.i) Activity component**

(i) Activity (ii) Length (iii) Width (iv) Height. Thereafter the quantity will be calculated by the system. (v) Unit cost

The Total cost will thus get calculated by the system. (vi) Labour component

#### **n.ii) Material component**

(i) Material name (ii) Quantity (iii) Unit price (iv) Total (calculated automatically) Also enter the Mate name, Engineer Name and Engineer Designation.

#### **n.iii) Checking measurement**

Checking of measurement recorded by TA / Overseer / junior Engineer by an authority higher than the measurement officer is crucial for effective monitoring and ensuring quality of MGNREGS works. Appropriate check measurement norms have to be adopted by States to ensure creation of quality assets. However, these norms should in no way affect timely payments of wages.

A physically completed work can be closed only after the check measurement engineer has thoroughly examined the work and records.

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

#### **n.iv) Calculation of wages**

Wages to be paid to workers should be calculated on the basis of work out-turn. NREGASoft prevents entry of an amount higher than the notified wage rate.

#### **n.v) Generation of Pay Order**

States/ Districts that do not use e FMS, will need to generate Pay Orders. The equivalence of a Pay Order in e-FMS is a Fund Transfer Order (FTO) that the system generates upon feeding the requisite information.

Pay orders can be generated through the software after weekly muster rolls & measurements recorded in MB are entered into NREGASoft soon after the close of weekly muster. Pay Orders generated through NREGASoft will have unique IDs and will be mapped to the muster roll numbers.

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.

Pay Orders are required to be authorised by GP or Programme Officer and then submitted to the wage paying agency along with the pay-cheque/advice.

#### **n.vi) Distribution of Pay-Slip**

Individual pay-slips or wage slips contain the details of weekly wage payments like work ID, wage rate, number of days worked, amount earned by the worker during the week etc.

Individual pay-slips should be generated through NREGASoft along with pay-orders.

GRS along with mates are responsible for distribution of pay-slips amongst workers.

#### **o) Project Completion Report (PCR)**

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 the ward, block and district panchayat member, MLA and MP concerned.

Geo-tagged time-stamped photographs of the site before the start of work, at intermediate stage and of the work after its completion should be taken as a record of the work and attached to PCR and uploaded onto NREGASoft.

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.

All executed works should be closed (or partially closed) upon completion. For closure of any work in NREGASoft, all muster and expenditure details are required to be filled in.

Procedure for closure of works in NREGASoft.

**o.i) Regular Closure**

Home page → Panchayat (GP/ PS/ ZP) → Gram Panchayat → Data entry → Select State → in Log page select Financial Year, District, Block and GP → enter the user name and password → Complete work

The fields required for registering an entry in MIS for closure of work are as below:

- (i) Category of work
- (ii) Work code
- (iii) Date of the completion of work
- (iv) Whether completion certificate has been issued? (Yes/ No) (if yes then completion certificate No. & Date)

**o.ii) Partial Closure**

Home page → Panchayat (GP/ PS/ ZP) → Gram Panchayat → Data entry → Select State → in Log page select Financial Year, District, Block and GP → enter the user name and password → Partial closure of work

Following details are mandatory to be filled in while making an entry for partial closure of work in MIS:

- a. Select the work for partial closure
- b. Actual expenditure (Labour & Material)
- c. Details of work completed so far
- d. Is completion certificate issued? (Yes/ No)
- e. Upload completion certificate

**p) Strategy to Address Incomplete Works**

A large number of MGNREGA works are left incomplete for several reasons. To address this issue, the following measures are suggested:

- i). Works which are to be executed over more than one year, may be split into annual work elements, with each annual segment given a distinct work identity.

- ii). 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/ approval conveyed to PIAs. The revised estimate is required to be entered in NREGASoft following the same process as for original estimate.
- iii). 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 from the revision of SoRs.
- iv). For those PIAs that have incomplete works for more than one fiscal year, after the year in which the works were proposed, no sanction should to be given for beginning new works.
- v). When allocation of work is done through NREGASoft, the system will pop up a list of incomplete works so that these are allocated first.

### **3. Framework for Convergence Between MGNREGA and Other Programmes**

As per Schedule I, Para 6 State Government has to take concrete steps to achieve effective inter-departmental convergence till the last mile implementation level of the works under the Scheme with other Government Schemes/ Programmes so as to improve the quality and productivity of assets, and bring in synergy to holistically address the multiple dimensions of poverty in a sustainable manner.

The objectives of MGNREGA, namely creation of durable assets and securing livelihood of rural households can be facilitated through convergence of MGNREGA works with resources of other programmes/ schemes available with Panchayats and other line departments. These resources are not restricted to availability of funds but include technical expertise and knowhow the officials of the line departments may be endowed with.

#### **a) Modes of Convergence**

Convergence is an evolving process and therefore, while broad principles can be laid down by the Central Government, the actual contours of convergence will be determined by (i) the objective of convergence and (ii) the nature and quantum of resources available for convergence.

- i. Funds may be made available from other schemes, to meet cost of an identifiable part of the project that could result in enhanced durability of assets created / proposed using MGNREGA funds. For eg. while the earth work for a rural road may be taken up under MGNREGA, funds for laying bitumen layer can be sourced from other schemes. The bitumen layer enhances the durability of the road. In such a case, there are two distinct parts of the project, namely, the formation and smoothing course/ surface.

- ii. Funds may be made available from other schemes as livelihood component for putting to use for livelihood, assets created/ proposed using MGNREGA funds. Examples in this category would be provision of seeds and fertilisers from NHM to farmer whose land has been improved using MGNREGA funds. Another example would be providing micro irrigation using funds available under RKVY for horticulture plantation done under MGNREGA, on the lands of eligible category of farmers. Yet another example could be supply of fingerlings by Fisheries department for a dugout pond created under MGNREGA. In these cases too, there are two distinct parts of the project.
- iii. The third mode could be to provide for technical inputs by concerned departmental officials. The inputs could be either in the form of supervision by technical staff during work execution for improving the quality of assets created/ proposed or for capacity building for using assets under MGNREGA for livelihood.
- iv. Yet another mode could be gap filling, meaning pooling together funds of MGNREGA and other schemes and deploying pooled funds for creation of an asset. An example in this category would be pooling together of funds from MGNREGA, BRGF, Finance Commission and own resources of Panchayats for constructing a Cement Concrete (internal village roads) road. Another example in this category would be convergence between MGNREGA and funds available under Total Sanitation Scheme (TSC) of Ministry of Drinking Water Supply and Sanitation. In such a case, there is only one project, though the sources of funding are more than one. Wherever funds are pooled in, the non-negotiable principles applicable to the implementation of MGNREGS including social audit, would be applicable to the work as a whole.
- v. A combination of two or more of the above modes is also possible.

The inputs from other scheme/ programme viz funds and/or technical expertise, for an asset under MGNREGA would largely depend upon the objective to be met viz durability or livelihood.

### **b) Possible Schemes for Convergence**

Some illustrations of existing arrangements for convergence between MGNREGA and other schemes are shown in Annexure 36 of the MGNREGA Operational Guidelines, 2013.

While exploring options for convergence, care must be taken to ensure that MGNREGA funds do not substitute resources from other sectors or schemes. MGNREGA funds are intended to create additional employment and this will not happen if the employment currently generated by other programmes is substituted by the MGNREGS.

| For Funds  | For technical & managerial expertise                                       |
|--|--|
| Central / State Finance Commission Grants        | Programme Staff for implementation of any of the schemes shown on the left |
| National Rural Livelihood Mission (NRLM)         |  |
| Integrated Watershed Management Programme (IWMP) |  |
| Total Sanitation Programme (TSC)                 |  |
| Backward Region Grant Fund (BRGF)                |  |
| Rashtriya Krishi Vikas Yojana (RKVY)             |  |
| RRR (Ministry of Water Resources)                |  |
| National Afforestation Programme (NAP)           |  |
| Pradhan Mantri Gramin Sadak Yojana (PMGSY)       |  |
| National Horticulture Mission (NHM)              |  |
| Scheme funded from State Budget                  |  |

**c) Operationalising Convergence**

In operational terms, convergence of different programmes with MGNREGS will require coordination between the converging programmes and MGNREGA at following stages of implementation:

- i. Planning
- ii. Works execution
- iii. Management (Institutional Arrangement)

**c.i) Planning**

Guidelines on decentralised planning envisage preparation of a District Perspective Plan, which identifies the needs and gap in the districts in all the sectors. The district perspective plan is a multi-year plan for different departmental projects. Similarly, para 16(4) of the MGNREG Act stipulates that every Gram Panchayat shall, after considering the recommendations of the Gram Sabha and the Ward Sabhas, prepare a development plan and maintain a shelf of possible works to be taken up under the Scheme as and when demand for work arises.

The projects that are identified for convergence with MGNREGA should be discussed in the Gram Sabhas located in the project area. Activities/structures/tasks identified for execution under MGNREGA should be included in the annual shelf of works for MGNREGA and will be part of the labour budget. If the source of funding is more than one i.e., other than MGNREGA, then both departments will prepare a composite project clearly defining activities with each source of funding. The parent department of the converging programme should provide necessary technical expertise to the Gram Sabha so that convergence takes place in a complementary manner and the activities are dovetailed into a well-linked programme.

MGNREGA component of the work taken under convergence should be implemented by Gram Panchayat or other implementing agency, as prescribed in the Act. Other implementing agency should follow the norms prescribed in the respective programme guideline.

The convergence projects should be comprehensive enough to ensure time-bound execution. The provisions in MGNREGA stipulate that the 60:40 ratio for wage and material costs should be maintained at GP level for all works to be taken up by GP and for works to be taken by all other agencies other than GP should be maintained at the Block/ Intermediate Panchayat level. Therefore, works to be taken up under MGNREGA should be identified in such a manner that this condition is met.

DPC/PO should share the list of works completed/ taken up work with concerned department so that they can indicate appropriate activities/technologies for each work for value addition during planning process.

### **c.ii) Work Execution**

The status of a work proposed for convergence would be one of the following:

- i) Completed
- ii) Ongoing

Convergence should be planned as per the status of the work. In case of category (i) above, the concerned line department should plan for next set of activities. e.g. if a dug well has been completed under MGNREGA, the concerned line department may plan for supplying a lifting device. For works in category (ii), if the project was initially planned for convergence with funds from other schemes (to meet cost of an identifiable part of the project that could result in enhanced durability of assets created/ proposed), both the partners will execute the work as per plan. In case convergence is not planned, the line department can provide technical input and supervision during work execution for improving the quality of assets created.

- a) At the district level, the overall head for the convergence project is the district collector/DDO/ CEO, ZP. S/he oversees the planning and implementation of these projects.

- b) For effective implementation of convergence, it would be necessary to ensure that works to be taken up from MGNREGA for convergence with other schemes, are given the required priority by the Gram Sabhas.

**c.iii) Management (Institutional Arrangements)**

- a) Planning for works and managing the convergence would require institutional arrangements for proper coordination at district, block and village level. The institutional platform for such dovetailing will be the Gram Sabha at the village level, and then the Gram Panchayat.
- b) **District:** To execute the convergence model at the village, block and district level, a District Resource Group (DRG) headed by the DPC may be formed at the district level. For all categories of works permissible under MGNREGA, there would be corresponding nodal Ministry/Department at Centre/State Government level responsible for technical specification and standard. The DRG will consist of expert and technical personnel from all line departments at the district level. The DRG will ensure that technical quality of the convergence project will be maintained.
- c) Functions of DRG
  - To advise, formulate, appraise and monitor the implementation of MGNREGA works and the convergence model.
  - Identify common areas of convergence of works under different schemes.
  - Scrutinise the district plans and other schemes.
  - Examine the appropriateness as per the district hydro-geological, climatic conditions and adequacy of works in terms of likely demand and their feasibility.
  - Ensure that sequencing of works selected by Gram Sabha under MGNREGS and the work taken up by the line department that is proposed for convergence are compatible with each other.
- d) **Block level:** A Block Resource Group may be constituted comprising the Programme Officer of MGNREGA. The Programme Officer and BRG will ensure that works selected by Gram Sabha under MGNREGS and the work taken up by the line department that is proposed for convergence are compatible with each other.
- e) **Village level:** A Village Resource Group (VRG) may be constituted comprising the technical assistants appointed under MGNREGA, the work mates, the Gram Rozgar Sahayak and any field level technical staff engaged in implementing the programmes identified for convergence. At the Village level, the VRG will facilitate the planning process with the support of BRG.



**d) Modalities for Convergence**

All convergence initiatives should be within the objectives of the Act and provisions outlined in the guidelines of the respective converging programme.

In respect of MGNREGA, following should be followed by all implementing agencies:

- i) Only Job Card holders will be employed for MGNREGA component.
- ii) Muster rolls will be maintained on worksite, with copies in the Gram Panchayat and all relevant data will be uploaded in MIS.
- iii) Social Audits will be done regularly through Gram Sabhas.
- iv) Wage payments will be made through accounts in banks/post offices.
- v) The cost of material component of projects including the wages of the skilled and semi-skilled workers taken up under the scheme shall not exceed forty per cent of the total project costs at each Gram Panchayat level.
- vi) As far as practicable, a task funded under the scheme shall be performed by using manual labour and no labour displacing machines should be used.
- vii) No contractors shall be engaged in execution of works.

If the mode of convergence, is as given in para above, funds from the converging programme will be pooled with MGNREGA funds. As certain processes in MGNREGA are legally mandated, hence funds from other programmes for the works permissible under MGNREGA can be pooled in with MGNREGA funds and the reverse is not to be permitted.

**e) Cost Norms**

The unit cost for works/ activity will be as per converging programme cost norms. In respect of MGNREGA it will be as per the Schedule of Rates as prevalent in the State at the relevant time.

**f) Maintenance of Accounts in Convergence Projects**

Works for which funds are not pooled, both the schemes will maintain separate accounts for the project and will have separate project IDs. In respect of the project, in which funds are dovetailed from other schemes to meet the cost of an identifiable part of the project, a complete project proposal including all project activities and budget should be prepared. For the MGNREGA component of the project, a break-up of wage material component should be provided. To avoid duplication in reporting,

MGNREGA and other schemes should use the same cost sheet and project ID for their project approval and reporting. Similarly, assets created may be shown in respective assets registers with required explanatory notes.

**g) MIS Entry of Convergence Projects**

Home page → Panchayat (GP/ PS/ZP) → Gram Panchayat → Data entry → Select State → Data entry Log in page → Gram Panchayat entry page

The data entry for convergence works are made during the entry of new works. One of the details required to be filled is, "Is it a convergence work" if option yes is selected then following details are to be entered:

- i) Select Scheme type e.g. Centre/State
- ii) Scheme name (converging scheme)

Once the above details are entered and work status is to be selected from two options, either approved or new work. If approved option is selected then it gets directed to next screen i.e., "Enter Technical Sanction Details for the Work Code". In this page following details are to be entered:

- a. Technical Sanction No. and date
- b. Estimated time for completion of work
- c. Average number of labour required per day
- d. Expected persondays
- e. Technical sanction amount
- f. Estimates cost as per technical details
  - Unskilled labour only MGNREGA?
  - Material details from MGNREGA and other converging schemes?
- g. Financial sanction details
  - Financial/administrative sanction No. and date?
  - Scheme-wise financial sanctioned amount.?

If work status is selected as “New” then all details including technical sanction by PO, and financial and administrative sanction by DPC are also to be entered. These are in addition to details required to be entered for “Enter Technical Sanction Details for the Work Code” screen.

#### **h) Monitoring and Evaluation**

Joint monitoring and supervision of activities/structures/tasks undertaken should be planned. Baseline assessment, concurrent appraisal, documentation and evaluation of impact of such activities/structures/tasks taken under convergence could be initiated on a set of indicators. Quantification of benefits of works undertaken by MGNREGA could also be taken up.

#### **i) Post-Project Management**

The completed works will be taken care of as per provisions of converging programme guidelines and in case of works completed under MGNREGS, the State Government shall provide for proper maintenance of the public assets created under the Scheme.

#### **j) Convergence with Other Schemes**

The Ministry has developed and disseminated convergence guidelines for different Schemes and specific programmes viz., Indian Council of Agricultural Research, National Afforestation Programme and other schemes of the Ministry of Forest & Environment, Schemes of the Ministry of Water Resources, PMGSY (Department of Rural Development), SGSY (Department of Rural Development), Watershed Development Programmes (Department of Land Resources, Ministry of Rural Development), Ministry of Agriculture and Fisheries and schemes of Ministry of Agriculture and the National Rural Health Mission (NRHM) (Total Sanitation Campaign) of the Ministry of Drinking Water and Sanitation, Ministry of Textiles for taking of Host Plants of Silkworms, Schemes of Rubber Board and Ministry of Commerce for taking up Rubber Plantations etc.

#### **k) Roadmap for Convergence**

To ensure that convergence works are undertaken States need to formulate a roadmap for convergence of Mahatma Gandhi NREGA with other Schemes/ programmes. The roadmap should clearly delineate roles and responsibilities of converging departments/ Ministries.

**Annexure-2.1**  
**DETAILED PARAMETERS OF WORKS TO BE CAPTURED UNDER DIFFERENT CATEGORIES**  
**OF WORKS PERMITTED UNDER MGNREGA**

| (1) | (2) | (3)                                   | (4)   | (5)                            | PHYSICAL PARAMETERS (7)                             |                                       |                                       | FINANCIAL PARAMETER (in lakh) (8) |             |
|-----|-----|---------------------------------------|---|--------------------------------|---|---------------------------------------|---------------------------------------|-----------------------------------|-------------|
|     |     |                                       |   |                                | Estimated quantity of work (Unit in Cum / sum / Km) | Estimated unskilled man-days (in No.) | Estimated outcome                     | On wages                          | On material |
| (1) | (2) | (3)                                   | (4)   | (5)                            | (6)   | (7-I)                                 | (7-II)                                | (8-I)                             | (8-II)      |
|     |     | Water conservation & water harvesting |   |                                |   |                                       |                                       |                                   |             |
|     |     |                                       | CONTINUOUS CONTOUR TRENCHES/FURROWS, STAGGERED TRENCHES, BOX TRENCHES | PL                             | Cum of earth work                                   |                                       | Will benefit Ha. area                 |                                   |             |
|     |     |                                       | SUNKEN PONDS  | PL                             | Cum of earth work                                   |                                       | Will create Cum. storage capacity     |                                   |             |
|     |     |                                       | GULLY PLUGS   | PL & IL under land development | Cum of earth work                                   |                                       | Will bring Ha. Area under cultivation |                                   |             |
|     |     |                                       | BOULDER CHECK   | PL & IL under land development | Cum. of dry stone masonry                           |                                       | Will benefit Ha. area                 |                                   |             |
|     |     |                                       | GABION STRUCTURES   | PL                             | Cum. of dry stone masonry with gabion               |                                       | Will benefit Ha. area                 |                                   |             |
|     |     |                                       | PONDS, TANKS, PERCOLATION TANKS ETC.                                  | PL                             | Cum of earth work                                   |                                       | Will create Cum. storage              |                                   |             |
|     |     |                                       | UNDERGROUND DYKE  | PL                             | Cum of earth refill                                 |                                       | Will benefit Ha. area                 |                                   |             |
|     |     |                                       | EARTHENDAM  | PL                             | Cum of earth work                                   |                                       |                                       |                                   |             |

## DETAILED PARAMETERS OF WORKS TO BE CAPTURED UNDER DIFFERENT CATEGORIES OF WORKS PERMITTED UNDER MGNREGA

| (1)<br>OWNERSHIP OF LAND | (2)<br>KHASRA NO. | (3)<br>CATEGORY OF WORKS                                     | (4)<br>NAME OF WORK  | (5)<br>LAND ON WHICH WORK CAN BE CARRIED OUT PUBLIC LAND (PL)/ INDIVIDUAL LAND (IL) | (6)<br>PHYSICAL PARAMETERS (7)                               |   |                   | (8)<br>FINANCIAL PARAMETER (in lakh) (8) |             |
|--------------------------|-------------------|--|--|---|--|---|-------------------|--|-------------|
|                          |                   |  |  |   | Estimated physical quantity of work (Unit in Cum / sum / Km) | Estimated unskilled man-days (in No.)                     | Estimated outcome | On wages                                 | On material |
|                          |                   |  | SPRINGSHED DEVELOPMENT<br>a) Staggered trenches<br>b) Plantation         | PL & IL under land development  | (a) Cum. of earth work<br>(b) No. of plants planted          | Will develop Ha. Area                                     |                   |  |             |
|                          |                   |  | CHECK DAM, ANICUT, STOP DAM  |   | Cum. of masonry work   | Will create Cum. storage capacity & will benefit Ha. area |                   |  |             |
|                          |                   |  | ARTIFICIAL RECHARGE OF WELL THROUGH SAND FILTER                          | PL & IL under irrigation facility   | Cum size of pit with filter                                  | Will recharge Cum. runoff water to well                   |                   |  |             |
|                          |                   | Drought proofing including afforestation and tree plantation | NURSERY RAISING  | PL & IL under plantation  | No. of saplings raised                                       | Will produce No. of plants                                |                   |  |             |
|                          |                   |  | ECO-RESTORATION OF FOREST  | PL  | No. of plants planted and Ha. Area covered                   | Will cover Ha. area                                       |                   |  |             |
|                          |                   |  | AFFORESTATION TO COVER DEGRADED FOREST & BARREN LAND UNDER AFFORESTATION | PL  | No. of plants planted and Ha. Area covered                   | Will cover Ha. area                                       |                   |  |             |

## DETAILED PARAMETERS OF WORKS TO BE CAPTURED UNDER DIFFERENT CATEGORIES OF WORKS PERMITTED UNDER MGNREGA

| (1)<br>OWNERSHIP OF LAND | (2)<br>KHASRA NO. | (3)<br>CATEGORY OF WORKS                               | (4)<br>NAME OF WORK                         | (5)<br>LAND ON WHICH WORK CAN BE CARRIED OUT PUBLIC LAND (PL)/ INDIVIDUAL LAND (IL) | (6)<br>PHYSICAL PARAMETERS (7)                               |                                       |   | (8)<br>FINANCIAL PARAMETER (in lakh) |                       |
|--------------------------|-------------------|--|---|---|--|---------------------------------------|---|--------------------------------------|-----------------------|
|                          |                   |  |   |   | Estimated physical quantity of work (Unit in Cum / sum / Km) | Estimated unskilled man-days (in No.) | Estimated outcome                         | Estimated cost                       |                       |
|                          |                   |  |   |   |  |                                       |   | (8-I)<br>On wages                    | (8-II)<br>On material |
|                          |                   |  | GRASS LAND DEVELOPMENT & SILVIPASTURE       | PL  | No. of plants planted and Ha. Area covered                   |                                       | Will cover Ha. area                       |                                      |                       |
|                          |                   |  | ROAD/CANAL SIDE PLANTATION                  | PL  | No. of plants planted 7 Km. length covered                   |                                       | Will protect Km. road/canal               |                                      |                       |
|                          |                   |  | BLOCK PLANTATION                            | PL  | No. of plants planted in Ha. Area                            |                                       | Will cover Ha. area                       |                                      |                       |
|                          |                   | Irrigation canals including micro and minor irrigation |   |   |  |                                       |   |                                      |                       |
|                          |                   | a. Irrigation canals                                   | CONSTRUCTION OF CANAL, DISTRIBUTORY & MINOR | PL  |  |                                       | Will bring Ha. under command              |                                      |                       |
|                          |                   |  | LINING OF CANALS                            | PL  | Cum. of lining & Km. length covered                          |                                       | Will create Ha. additional irrigated area |                                      |                       |
|                          |                   |  | REHABILITATION OF MINORS, SUB-MINORS        | PL  | Cum. of earth work/masonry & Km. length covered              |                                       | Will create Ha. additional irrigated area |                                      |                       |
|                          |                   | b. Minor irrigation works                              | COMMUNITY WELL FOR IRRIGATION               | PL  | M. Dia. and M depth & cum. Lining                            |                                       | Will irrigate Ha. area                    |                                      |                       |

## DETAILED PARAMETERS OF WORKS TO BE CAPTURED UNDER DIFFERENT CATEGORIES OF WORKS PERMITTED UNDER MGNREGA

| (1)<br>OWNERSHIP OF LAND | (2)<br>KHASRA NO. | (3)<br>CATEGORY OF WORKS  | (4)<br>NAME OF WORK                          | (5)<br>LAND ON WHICH WORK CAN BE CARRIED OUT PUBLIC LAND (PL)/ INDIVIDUAL LAND (IL) | (6)<br>PHYSICAL PARAMETERS (7)                               |                                       |                                   | (8)<br>FINANCIAL PARAMETER (in lakh) (8) |                       |
|--------------------------|-------------------|---|--|---|--|---------------------------------------|-----------------------------------|--|-----------------------|
|                          |                   |   |  |   | Estimated physical quantity of work (Unit in Cum / sum / Km) | Estimated unskilled man-days (in No.) | Estimated outcome                 | Estimated cost                           |                       |
|                          |                   |   |  |   |  |                                       |                                   | (8-I)<br>On wages                        | (8-II)<br>On material |
|                          |                   |   | LIFT IRRIGATION                              | PL  | Cum. masonry work  |                                       | Will irrigate Ha. area            |  |                       |
|                          |                   | Provision of irrigation facility, horticulture, plantation and land development on individual land provision of irrigation facility |  | PL  | Cum. of earth work   |                                       | Will create Cum. storage capacity |  |                       |
|                          |                   |   | CONSTRUCTION OF WATER COURSES/ FIELD CHANNEL | IL  | Sq.m. Cross section and Km. length                           |                                       | Will benefit Ha. area             |  |                       |
|                          |                   |   | LINING OF WATER COURSES/FIELD CHANNEL        | IL  | Sq.m. Cross section and Km. length                           |                                       | Will benefit Ha. area             |  |                       |
|                          |                   |   | DUG WELL                                     | IL  | M. Dia. and M depth & Cum. Lining                            |                                       | Will irrigated Ha. area           |  |                       |
|                          |                   |   | DUG OUT FARM POND / DIGGI / TANKA            | IL  | Cum. earth work/masonry                                      |                                       | Will store Cum. water             |  |                       |
|                          |                   | Horticulture Plantation   | HORTICULTURE PLANTATION                      | IL  | No. of plants & in Ha area                                   |                                       | Ha area under plantation          |  |                       |

**DETAILED PARAMETERS OF WORKS TO BE CAPTURED UNDER DIFFERENT CATEGORIES OF WORKS PERMITTED UNDER MGNREGA**

| (1)<br>OWNERSHIP OF LAND | (2)<br>KHASRA NO. | (3)<br>CATEGORY OF WORKS | (4)<br>NAME OF WORK   | (5)<br>LAND ON WHICH WORK CAN BE CARRIED OUT PUBLIC LAND (PL)/ INDIVIDUAL LAND (IL) | (6)<br>PHYSICAL PARAMETERS (7)                               |                                       |                                      | (8)<br>FINANCIAL PARAMETER (in lakh) |                       |
|--------------------------|-------------------|--------------------------|---|---|--|---------------------------------------|--------------------------------------|--------------------------------------|-----------------------|
|                          |                   |                          |   |   | Estimated physical quantity of work (Unit in Cum / sum / Km) | Estimated unskilled man-days (in No.) | Estimated outcome                    | Estimated cost                       |                       |
|                          |                   |                          |   |   |  |                                       |                                      | (8-I)<br>On wages                    | (8-II)<br>On material |
|                          |                   | Plantation               |   | IL  |  |                                       |                                      |                                      |                       |
|                          |                   |                          | BOUNDARY PLANTATION   | IL  | No. of plants & in M. Length                                 |                                       | Will protect Ha. area                |                                      |                       |
|                          |                   |                          | BLOCK PLANTATION  | IL  | No. of plants & in Ha area                                   |                                       | Will cover Ha. area                  |                                      |                       |
|                          |                   |                          | SERICULTURE (Land development and mulberry plantation)        | IL, under land development & plantation   | No. of plants & in Ha. Area                                  |                                       | Will develop Ha. area                |                                      |                       |
|                          |                   | Land development         |   |   |  |                                       |                                      |                                      |                       |
|                          |                   |                          | CONSTRUCTION OF CONTOUR/GRADED BUND/FARM BUNDING              | IL  | Sqm. Average C.S. 7 M. length                                |                                       | Will benefit Ha. area                |                                      |                       |
|                          |                   |                          | LAND LEVELLING & SHAPING                                      | IL  | Cum. earth cutting & Ha. area leveled                        |                                       | Ha. area will be leveled             |                                      |                       |
|                          |                   |                          | RECLAMATION OF SALINE/ALKALINE LAND                           | IL  | Ha. Area   |                                       | Will reclaim Ha. area                |                                      |                       |
|                          |                   | Horticulture Plantation  | CONSTRUCTION OF DRAINAGE CHANNELS                             | IL  | Sqm. Av.C.S. 7 M   |                                       | Will benefit Ha. area                |                                      |                       |
|                          |                   |                          | SOIL COVER ON WASTE LAND BY TRASPORTING SILT FROM NEARBY TANK | IL  | Length   |                                       | % Increase in production             |                                      |                       |
|                          |                   | Plantation               | DEVELOPMENT OF WASTE/FALLOW LAND                              | IL  | Cum. soil & in Ha. Area                                      |                                       | Ha. area will come under cultivation |                                      |                       |



## DETAILED PARAMETERS OF WORKS TO BE CAPTURED UNDER DIFFERENT CATEGORIES OF WORKS PERMITTED UNDER MGNREGA

| (1) | (2) | (3)  | (4) | (5)                             | PHYSICAL PARAMETERS (7)                                      |                                       |                                     | FINANCIAL PARAMETER (in lakh) (8) |             |
|-----|-----|--|-----|---------------------------------|--|---------------------------------------|-------------------------------------|-----------------------------------|-------------|
|     |     |  |     |                                 | Estimated physical quantity of work (Unit in Cum / sum / Km) | Estimated unskilled man-days (in No.) | Estimated outcome                   | Estimated cost                    |             |
|     |     |  |     |                                 |  |                                       |                                     | On wages                          | On material |
| (1) | (2) | (3)  | (4) | (5)                             | (6)  | (7-I)                                 | (7-II)                              | (8-I)                             | (8-II)      |
|     |     | Renovation of traditional water bodies including desilting of tanks  |     |                                 | Cum. soil & in Ha. area                                      |                                       |                                     |                                   |             |
|     |     | DESILTING OF TANKS, TALABAND PONDS AND OTHER TRADITIONAL WATER BODIES                                      |     | PL                              |  |                                       | Increase in Cum. storage capacity   |                                   |             |
|     |     | REPAIR, RENOVATION AND RESTORATION OF TANKS, TALAB, PONDS, CHECK DAM, ESCAPE, WEIRS AND CONTROL STRUCTURES |     | PL                              |  |                                       | Will irrigate Ha. additional area   |                                   |             |
|     |     | Land development   |     |                                 | As per technical estimate/ sanction                          |                                       |                                     |                                   |             |
|     |     | RECLAMATION OF SALT AFFECTED LAND FOR PRODUCTION MEASURES LIKE TREE PLANTATION/ SILVIPASTURE               |     | PL & IL under I and development | Quantity of activity carried out                             |                                       | Ha. area will come under production |                                   |             |
|     |     | DEVELOPMENT OF WASTELAND   |     | PL & IL under I and development | Quantity of activity carried out                             |                                       | Ha. area will come under production |                                   |             |
|     |     | Flood Control  |     |                                 |  |                                       |                                     |                                   |             |

**DETAILED PARAMETERS OF WORKS TO BE CAPTURED UNDER DIFFERENT CATEGORIES OF WORKS PERMITTED UNDER MGNREGA**

| (1) | (2) | (3) | (4)   | (5)                             | PHYSICAL PARAMETERS (7)                             |                                       |                       | FINANCIAL PARAMETER (in lakh) (8) |             |
|-----|-----|-----|---|---------------------------------|---|---------------------------------------|-----------------------|-----------------------------------|-------------|
|     |     |     |   |                                 | Estimated quantity of work (Unit in Cum / sum / Km) | Estimated unskilled man-days (in No.) | Estimated outcome     | On wages                          | On material |
|     |     |     |   |                                 | (6)   | (7-I)                                 | (7-II)                | (8-I)                             | (8-II)      |
|     |     |     | DIVERSION CHANNEL   | PL & IL under I and development | Cum. of earth work & Km. length                     |                                       | Will protect Ha. area |                                   |             |
|     |     |     | DIVERSION WEIR  | PL                              | Cum. masonry  |                                       | Will protect Ha. area |                                   |             |
|     |     |     | PERIPHERAL / GROSS BUND                                   | PL & IL under land development  | Cum. of earth work & Km. length                     |                                       | Will protect Ha. area |                                   |             |
|     |     |     | DRAINAGE IN WATER-LOGGED AREAS                            | PL & IL under land development  | Cum. of earth work & Km. length                     |                                       | Will protect Ha. area |                                   |             |
|     |     |     | DEEPENING AND REPAIR OF FLOOD CHANNELS                    | PL & IL under land development  | Cum. of earth work & m. length                      |                                       | Will benefit Ha. area |                                   |             |
|     |     |     | CHAUR RENOVATION  | PL                              | Cum. of mud excavated & m. length of embankment     |                                       | Will benefit Ha. area |                                   |             |
|     |     |     | CONSTRUCTION OF STORM WATER DRAINS FOR COASTAL PROTECTION | PL                              | Cum. of earth work / Cum. of RR masonry & m. length |                                       | Will benefit Ha. area |                                   |             |
|     |     |     | CONSTRUCTION OF INTERMEDIATE AND LINK DRAINS              | PL                              | Cum. of earth work & m. length                      |                                       | Will benefit Ha. area |                                   |             |
|     |     |     |   | PL                              | Cum. of earth work & cum. masonry & m. length       |                                       | Will benefit Ha. area |                                   |             |

## DETAILED PARAMETERS OF WORKS TO BE CAPTURED UNDER DIFFERENT CATEGORIES OF WORKS PERMITTED UNDER MGNREGA

| (1)<br>OWNERSHIP OF LAND | (2)<br>KHASRA NO. | (3)<br>CATEGORY OF WORKS | (4)<br>NAME OF WORK             | (5)<br>LAND ON WHICH WORK CAN BE CARRIED OUT PUBLIC LAND (PL)/ INDIVIDUAL LAND (IL) | PHYSICAL PARAMETERS (7)   |  |                                   | FINANCIAL PARAMETER (in lakh) (8) |                       |
|--------------------------|-------------------|--------------------------|---------------------------------|---|---|--|-----------------------------------|-----------------------------------|-----------------------|
|                          |                   |                          |                                 |   | (6)<br>Estimated physical quantity of work (Unit in Cum / sum / Km) | (7-I)<br>Estimated unskilled man-days (in No.) | (7-II)<br>Estimated outcome       | (8-I)<br>On wages                 | (8-II)<br>On material |
|                          |                   | Rural connectivity       | MITTIMURRAM ROAD                | PL  | Cum. of earth work & Cum. murrum & Km. length                       |  | No. of villages will be benefited |                                   |                       |
|                          |                   |                          | GRAVEL ROAD                     | PL  | Cum. of earth work & Cum. Gravel                                    |  | No. of villages will be benefited |                                   |                       |
|                          |                   |                          | WBM ROAD                        | PL  | & Km. length  |  | No. of villages will be benefited |                                   |                       |
|                          |                   |                          | C.C ROAD                        | PL  | & Km. length  |  | No. of villages will be benefited |                                   |                       |
|                          |                   |                          | INTER LOCKING CEMENT BLOCK ROAD | PL  | Cum. of earth work & Cum. cement concrete & Km. length              |  | No. of villages will be benefited |                                   |                       |
|                          |                   |                          | BRICK KHARANJA                  | PL  | Cum. of earth work & sqm. brick area & Km. length                   |  | No. of villages will be benefited |                                   |                       |
|                          |                   |                          | STONE KHARANJA                  | PL  | Cum. of earth work & Cum. C.C. & Sqm. Stone area & Km. length       |  | No. of villages will be benefited |                                   |                       |

## DETAILED PARAMETERS OF WORKS TO BE CAPTURED UNDER DIFFERENT CATEGORIES OF WORKS PERMITTED UNDER MGNREGA

| (1)<br>OWNERSHIP OF LAND | (2)<br>KHASRA NO. | (3)<br>CATEGORY OF WORKS  | (4)<br>NAME OF WORK                         | (5)<br>LAND ON WHICH WORK CAN BE CARRIED OUT PUBLIC LAND (PL)/ INDIVIDUAL LAND (IL) | (6)<br>PHYSICAL PARAMETERS (7)                               |                                       |                                   | (8)<br>FINANCIAL PARAMETER (in lakh) |             |
|--------------------------|-------------------|---------------------------|---|---|--|---------------------------------------|-----------------------------------|--------------------------------------|-------------|
|                          |                   |                           |   |   | Estimated physical quantity of work (Unit in Cum / sum / Km) | Estimated unskilled man-days (in No.) | Estimated outcome                 | On wages                             | On material |
|                          |                   |                           | CROSS DRAINAGE                              | PL  | As per estimate  |                                       | No. of villages will be benefited |                                      |             |
|                          |                   | BNRGSK                    | NEW CONSTRUCTION                            | PL  | Sqm. Plinth area constructed                                 |                                       | No. of villages will be benefited |                                      |             |
|                          |                   |                           | EXTENSION OF PANCHAYAT BHAWAN               | PL  | Sqm. Plinth area extended                                    |                                       | No. of villages will be benefited |                                      |             |
|                          |                   | Agriculture related works |   |   |  |                                       |                                   |                                      |             |
|                          |                   |                           | NADEP COMPOSTING                            | IL  | Cum Size   |                                       | No. of villages will be benefited |                                      |             |
|                          |                   |                           | VERMI COMPOSTING                            | IL  | Cum Size   |                                       | No. of villages will be benefited |                                      |             |
|                          |                   |                           | LIQUID BIO-MANURES: SANJEEVAK OR AMRIT PANI | IL  | Cum Size   |                                       | Will produce liter manure year    |                                      |             |
|                          |                   | Livestock related works   | BRICK KHARANJA                              |   |  |                                       |                                   |                                      |             |
|                          |                   |                           | POULTRY SHELTER                             | IL  | Sqm. Area  |                                       | Number of birds will be kept      |                                      |             |

## DETAILED PARAMETERS OF WORKS TO BE CAPTURED UNDER DIFFERENT CATEGORIES OF WORKS PERMITTED UNDER MGNREGA

| (1)<br>OWNERSHIP OF LAND | (2)<br>KHASRA NO. | (3)<br>CATEGORY OF WORKS           | (4)<br>NAME OF WORK   | (5)<br>LAND ON WHICH WORK CAN BE CARRIED OUT PUBLIC LAND (PL)/ INDIVIDUAL LAND (IL) | (6)<br>PHYSICAL PARAMETERS (7)                                      |  |   | (7-II)<br>Estimated outcome |                       | (8-II)<br>FINANCIAL PARAMETER (in lakh) (8) |        |
|--------------------------|-------------------|------------------------------------|---|---|---|--|---|-----------------------------|-----------------------|---|--------|
|                          |                   |                                    |   |   | (6)<br>Estimated physical quantity of work (Unit in Cum / sum / Km) | (7-I)<br>Estimated unskilled man-days (in No.) | (7-II)<br>Estimated outcome                                     | (8-I)<br>On wages           | (8-II)<br>On material |   |        |
|                          |                   |                                    |   |   |   |  |   |                             |                       | (7-I)                                       | (7-II) |
|                          |                   |                                    | GOAT SHELTER  | IL  | Sqm. Area   |  | Number of goat will be under shelter & will produce-tone manure |                             |                       |   |        |
|                          |                   |                                    | CATTLE SHED   | IL  | Sqm. Area   |  | Number of cattle will be under shed                             |                             |                       |   |        |
|                          |                   |                                    | AZOLLA AS CATTLE-FEED SUPPLEMENT  | IL  | Cum Size  |  | Will produce tone / liter manure/ AmritPani                     |                             |                       |   |        |
|                          |                   | Fisheries related works            | FISHERIES IN SEASONAL WATER BODIES ON PUBLIC LAND<br>a. Excavation of pond<br>b. Fish drying platform | PL  | a.cum of earth work<br>b. Sqm. platform                             |  | Will harvest Kg. of Azolla/ day                                 |                             |                       |   |        |
|                          |                   | Works in coastal areas             | FISH DRYING YARDS   | PL & IL   | Sqm. Platform   |  | Will produce tone fish / year                                   |                             |                       |   |        |
|                          |                   | Rural drinking water related works | BELT VEGETATION   | PL & IL under plantation  | No. of plants & in Km. length                                       |  | Will protect Ha. are  |                             |                       |   |        |

**DETAILED PARAMETERS OF WORKS TO BE CAPTURED UNDER DIFFERENT CATEGORIES OF WORKS PERMITTED UNDER MGNREGA**

| (1)<br>OWNERSHIP OF LAND | (2)<br>KHASRA NO. | (3)<br>CATEGORY OF WORKS        | (4)<br>NAME OF WORK  | (5)<br>LAND ON WHICH WORK CAN BE CARRIED OUT PUBLIC LAND (PL)/ INDIVIDUAL LAND (IL) | (6)<br>PHYSICAL PARAMETERS (7)   |   |                   | (7-II)<br>Estimated outcome |             | (8-I)<br>FINANCIAL PARAMETER (in lakh) (8) |  |
|--------------------------|-------------------|---------------------------------|--|---|--|---|-------------------|-----------------------------|-------------|--|--|
|                          |                   |                                 |  |   | Estimated physical quantity of work (Unit in Cum / sum / Km)                                 | Estimated unskilled man - days (in No.) | Estimated outcome | On wages                    | On material |  |  |
|                          |                   |                                 | SOAK PITS  | PL & IL   | Cum. size (specification as per NRDWTP)  | Will recharge Cum. water/ Year          |                   |                             |             |  |  |
|                          |                   |                                 | RECHARGE PITS (FOR POINT RECHARGE)   | PL & IL   | Recharge pits (for point recharge)   | Will recharge Cum. water/ Year          |                   |                             |             |  |  |
|                          |                   |                                 | DUG WELLS  | PL  | (specification as per  | Will benefit families                   |                   |                             |             |  |  |
|                          |                   | Rural sanitation related works  | INDIVIDUAL HOUSEHOLD LATRINES (IHHL) (Specification as per TSC)                      | IL  | As per TSC specification   | Will benefit No. family members         |                   |                             |             |  |  |
|                          |                   |                                 | SCHOOL TOILET UNITS  | PL  | As per TSC specification   | Will benefit No. children               |                   |                             |             |  |  |
|                          |                   |                                 | ANGANWADI TOILETS  | PL  | As per TSC specification   | Will benefit No. children               |                   |                             |             |  |  |
|                          |                   |                                 | SOLID AND LIQUID WASTE MANAGEMENT (SLWM)   | PL  | a. Cum. of earth work<br>b. Cum. of earth work & m. length<br>c. do<br>d. Cum. of earth work |   |                   |                             |             |  |  |
|                          |                   |                                 | a. Compost pit<br>b. Drainage channel<br>c. Soakage channel /pit<br>d. Stabilisation |   |  |   |                   |                             |             |  |  |
|                          |                   | Any other work approved by MoRD | Units to be specified when approved  |   |  |   |                   |                             |             |  |  |

**Annexure-2.2****Guidelines for the Works Permitted Under MGNREGA**

To strengthen the positive synergy between MGNREGA and agriculture and allied rural livelihoods, to respond to the demands of the States for greater location specific flexibility in permissible works and to help improve the ecological balance in rural India and to provide a cleaner, healthier environment for the rural population, it has been decided to expand the list of permissible works as under. The Indicative design and details for some permissible works are given below:

**A. WATERSHED RELATED WORKS****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.

Contour trenches are constructed in non-arable ridge area i.e. land not suitable for cultivation and with higher land slope (10 to 25 per cent).

Unit cost of a contour trench of dimensions 0.5m\*0.5m in staggered design comes to around ₹. 11,000 per hectare. In terms of running length, the cost comes to ₹. 17 per running metre. The unskilled labour cost is 100 per cent of the total cost.

**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.

Contour bunds are constructed in arable area i.e. land suitable for cultivation and land slope ranging from 3-10 per cent waste-weirs at suitable location for safe disposal of excess rain water are to be constructed with contour bunds. Therefore, construction of waste weir should be part of contour bunds.

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 around ₹. 14,000 per hectare. In terms of running length, the cost comes to about ₹. -42 per running meter. The unskilled labour: material cost comes to 85:15.

## **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 around ₹. 4000. In the case boulders are available within 200 meters lead; the unskilled labour cost would be 100 per cent of the total cost.

## **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. However, farmers do not easily accept this as it creates several problems. 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 practised in the name of farm bunding is bunding along the field boundaries. However, bunding along the field boundaries should be restricted to only field boundaries falling across the field slope and with waste weir at suitable locations for safe disposal of excess run-off water. Bunds along the slopes are not very useful for arresting soil erosion or conserving moisture. 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 around ₹. 8000 per hectare. In terms of running length, the cost comes to around ₹. 40 per running meter. The unskilled labour: material cost is 85:15. This activity is only for those households eligible under MGNREGA for work on private land.



## 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 about ₹. 45000. The unskilled labour: material ratio is 30:70.

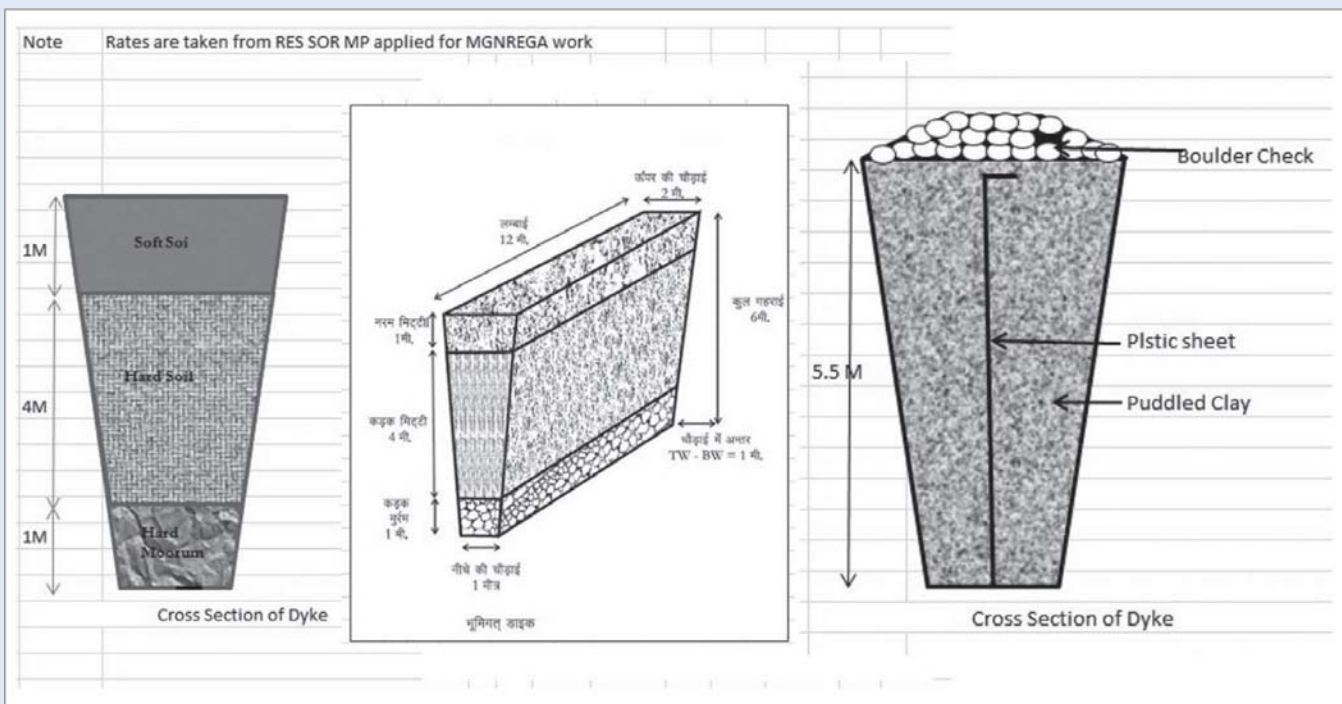
## UNDERGROUND DYKE

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 around ₹.48000. The unskilled labour: material ratio is 70:30.

**Cost Estimate of 12m Long Underground Dyke Under MGNREGA Programme**

| S. No. | Tr. No.  | Particulars                               | L  | W   | Depth | Qty | Unit | Rate  | Amount |
|--------|----------|---|----|-----|-------|-----|------|-------|--------|
| 1      | 2502 (a) | Excavation in Soft Soil                   | 12 | 2   | 1     | 24  | Cum  | 50.3  | 1207   |
| 2      | 2502 (b) | Excavation in Hard Soil                   | 12 | 1.5 | 4     | 72  | Cum  | 67.8  | 4882   |
| 3      | 2502 (c) | Excavation in Hard Moorum                 | 12 | 1   | 1     | 12  | Cum  | 90.3  | 1084   |
|        | 2403     | Lift                                      |    |     |       | 84  | Cum  | 48    | 4032   |
| 4      | 2305     | Filling of Trench with Puddled clay       |    |     |       | 93  | Cum  | 219.3 | 20395  |
|        |          | Filling of Trench at top with Hard Moorum | 12 | 2   | 0.5   | 12  | Cum  | 67.8  | 814    |
| 5      | 1904     | Transportation of Clay from 2 Km          |    |     |       | 93  | Cum  | 74.88 | 6964   |
| 6      |          | Cost of Plastic sheet as on Market Rate   | 14 | 7   |       | 98  | Sqm  | 75    | 7350   |
| 7      |          | Cost of water                             |    |     |       |     |      | 1000  | 1000   |
|        |          | Total Cost                                |    |     |       |     |      |       | 47727  |
|        |          | Labour Cost                               |    |     |       |     |      | 32413 | 68%    |
|        |          | Material Cost                             |    |     |       |     |      | 15314 | 32%    |



The most important structures of any watershed programme are the earthen dams built on the mainstream 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 around ₹. 2.6 lakh. In general the unit cost works out to ₹. 20-30 per cum. of water stored. The unskilled labour: material ratio is 95:5.

This is an activity that can be undertaken on public land only.

## 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 Odisha, 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 be around ₹. 1, 00,000. In general the unit cost works out to ₹. 50-60 per cum. of water stored. The unskilled labour cost is 100 per cent of the total cost.

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

## 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 around ₹. 5 lakh. In general the unit cost works out to ₹. 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 unskilled labour: material ratio works out to 25:75.

Full technical details of all structures in this section are available in manuals of the Ministry of Rural Development, Government of India. These can be accessed at <http://www.nrega.nic.in>

## WATERSHED RELATED WORKS IN MOUNTAIN REGIONS

### SPRING SHED 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 spring shed is the area of a mountain slope that feeds water to a spring through underground seepages. Spring shed (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. Spring shed 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 spring shed ranges from as little as a couple of hectares to about 20 + 5 hectares.

The unit cost of spring shed development depends on the location, slope, and the types and number of interventions. It is estimated that the costs can range from about ₹. 18,000 to ₹. 38,000 per hectare depending on the combination of proposed interventions. The labour to material ratio can vary from 90:10 up to 60:40. For example, a combination of staggered trenches and fuel/fodder tree plantation on <30% slope costs about ₹.22, 000 per hectare with an unskilled labour: material ratio of 70:30. Staggered trenches on terraced fields with fruit trees plantations may cost about ₹. 38,000 with an unskilled labour: material ratio of 90:10. Details of a spring shed development programme can be seen at [www.sikkimsprings.org](http://www.sikkimsprings.org).

## AGRICULTURE RELATED WORKS

### NADEP COMPOSTING

Revitalising 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\* 1.0m 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 odour 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 around ₹. 8000. The unskilled 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 under MGNREGA, it must be first ensured that all eligible MGNREGA households willing to take up this work have been covered with one NADEP pit.

## **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\* 1.5m\* 0.76m 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 around ₹. 9000, with an unskilled 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 under MGNREGA, it must be first ensured that all eligible MGNREGA households willing to take up this work have been covered with one vermi-compost pit.

## LIQUID BIO-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 around ₹. 2000. The unskilled 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 under MGNREGA.

## 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:

### 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 low income. 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.

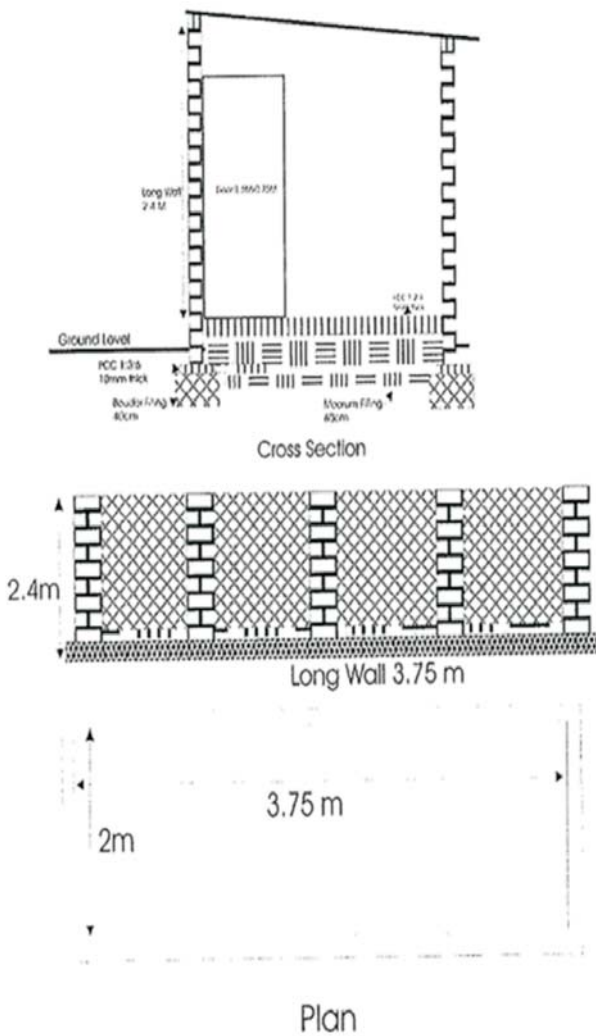
A shelter of 7.50 sq m. (length 3.75 m and width 2 m) would be suitable for 100 birds. On the longer sides, the shelter will have a 30 cm high and 20 cm thick brick masonry wall up to plinth level. From the plinth to the top of the shelter there is a wire mesh supported by brick masonry pillars of size 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 around ₹. 40,000. The poultry shelter will have an unskilled labour: material cost ratio of 20:80.

The hope is that 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.

TYPICAL DRAWING

Poultry Shed



TYPICAL ESTIMATE

Cost Estimate for Poultry Shed for 100 Birds

| to Tr. No. | Detail   | No. | L    | W   | H/D  | Qty    | Unit | Rate  | Amount |
|------------|--|-----|------|-----|------|--------|------|-------|--------|
| 1          | Excavation in Hard Soil For Foundation   |     |      |     |      |        |      |       |        |
|            | Long Wall  | 2   | 4.25 | 1   | 0.5  | 4.3    |      |       |        |
|            | Short Wall   | 2   | 2    | 1   | 0.5  | 2.0    |      |       |        |
|            | Floor  | 1   | 3.75 | 2   | 0.3  | 2.3    |      |       |        |
| 2502 (b)   | <b>Total Excavation in Hard Soil</b>   |     |      |     |      | 8.5    | Cum  | 67.8  | 576    |
| 2          | Excavation in Hard Moorum for Foundation   |     |      |     |      |        |      |       |        |
|            | Long Wall  | 2   | 4.25 | 1   | 0.5  | 4.3    |      |       |        |
|            | Short Wall   | 2   | 2    | 1   | 0.5  | 2.0    |      |       |        |
| 2502 (c)   | <b>Total Excavation in Hard Moorum</b>   |     |      |     |      |        |      | 6.3   | 100    |
| 4          | Boulder filling for foundation   |     |      |     |      |        |      |       |        |
|            | Long Wall  | 2   | 4.25 | 1   | 0.6  | 5.1    |      |       |        |
|            | Short Wall   | 2   | 2    | 1   | 0.6  | 2.4    |      |       |        |
| 404        | <b>Total Boulder filling for foundation</b>  |     |      |     |      |        |      | 7.5   | 277.6  |
| 5          | PCC for Foundation in 1:3:6  |     |      |     |      |        |      |       |        |
|            | Long Wall  | 2   | 4.25 | 0.3 | 0.1  | 0.3    |      |       |        |
|            | Short Wall   | 2   | 2    | 0.3 | 0.1  | 0.1    |      |       |        |
| 413 (b)    | <b>Total PCC for Foundation in 1:3:6</b>   |     |      |     |      |        |      | 0.4   | 1943.2 |
| 6          | Brick Masonry in 1:4 up To DPC Level   |     |      |     |      |        |      |       |        |
|            | Long Wall  | 2   | 3.95 | 0.2 | 0.3  | 0.5    |      |       |        |
|            | Short Wall   | 2   | 2    | 0.2 | 0.3  | 0.2    |      |       |        |
| 605 (h)    | <b>Total Brick Masonry in 1:4 up To DPC Level</b>                                  |     |      |     |      |        |      | 0.7   | 2509.2 |
| 7          | DCC for Wall in 1:3:6  |     |      |     |      |        |      |       |        |
|            | Long Wall  | 2   | 3.95 | 0.2 | 0.05 | 0.08   |      |       |        |
|            | Short Wall   | 2   | 2    | 0.2 | 0.05 | 0.04   |      |       |        |
| 413 (b)    | <b>Total DCC for Wall in 1:3:6</b>   |     |      |     |      |        |      | 0.1   | 1943.2 |
| 8          | Brick Masonry in 1:4 for superstructure  |     |      |     |      |        |      |       |        |
|            | Short Wall   | 2   | 2    | 0.2 | 2.2  | 1.8    |      |       |        |
|            | Pillar for long wall   | 8   | 0.3  | 0.3 | 2.2  | 1.6    |      |       |        |
|            | Deduction for Door   | 1   | 2    | 1   | 0.2  | -0.4   |      |       |        |
| 606        | <b>Total Brick Masonry in 1:4 for superstructure</b>                               |     |      |     |      |        |      | 2.9   | 2620.7 |
| 9          | Flooring with 2nd grade bricks with Packing in 1:6 CM                              |     |      |     |      |        |      |       |        |
| 1268       | Floor  | 1   | 3.75 | 2   |      | 7.5    |      |       |        |
| 413 (a)    | <b>Total</b>   |     |      |     |      |        |      | 7.5   | 210.2  |
| 10         | Plastering 10 mm thick in 1:4 CM   |     |      |     |      |        |      |       |        |
|            | Long Wall  | 32  | 0.3  | 2.2 |      | 21.1   |      |       |        |
|            | Short Wall   | 2   | 2    | 2.2 |      | 8.8    |      |       |        |
|            | Deduction for Door   | 1   | 2    | 1   |      | -2.0   |      |       |        |
| 1005 (b)   | <b>Total Plastering 10 mm thick in 1:4 CM</b>                                      |     |      |     |      |        |      | 27.9  | 66.3   |
| 11         | Ventilator 1M x 2M   |     |      |     |      |        |      | 8     | 1000   |
| 12         | Door 2Mx1M   |     |      |     |      |        |      |       | 2000   |
| 13         | Provision for GI Roofing Sheet 0.63 mm thick With complete fitting and Fabrication |     |      |     |      |        |      |       |        |
| 1101       | Angle for Roof support   | 1   | 4    | 2.7 |      | 10.8   | Sqm  | 411.6 | 4445   |
|            | 65mmx65mmx6mm  |     |      |     |      | 93.96  | Kg   |       |        |
|            | 50mmx50mmx5mm  |     |      |     |      | 22.8   | Kg   |       |        |
|            | <b>Total</b>   |     |      |     |      | 116.76 | Kg   | 52.6  | 6142   |
|            | <b>Total Cost</b>  |     |      |     |      |        |      |       | 37765  |
|            | Labour   |     |      |     |      |        |      | 7006  | 19%    |
|            | Material   |     |      |     |      |        |      | 30759 | 81%    |

## 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, litter 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 goats. 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 around ₹. 35,000. The goat shelter will have an unskilled labour: material ratio of 25:75.

The hope is that gradually this would enable these households to move away from MGNREGA and make a living from goats. Selection will be made only from those households eligible under MGNREGA for work on private land. Priority should be accorded to landless households.

## CONSTRUCTION OF PUGCA FLOOR, URINE TANK AND FODDER TROUGH FOR CATTLE

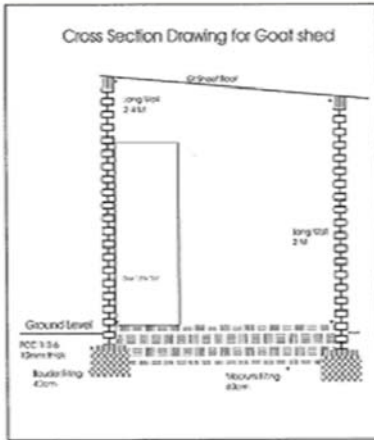
Usually, cattle are kept in sheds with kutcha floor. The place where cattle rest often gets messy with cow dung, cattle urine and water. In particular, during rainy seasons the kutcha floor becomes unhealthy and causes several infectious diseases for the cattle. Also, cattle urine and cow dung are important 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 (7.7mx 0.4m x0.65m) and a cattle urine collection tank of 250 litres, the cost works out to around ₹. 35,000 per unit. The unskilled labour: material ratio is 30:70.

Selection will be made only from those households eligible under MGNREGA for work on private land.



TYPICAL DRAWING



Lay out of Goat shed



TYPICAL ESTIMATE

Cost Estimate for Goat shed for 6 adult and 4 kids Goat

| Sno  | Tr. No. | Detail   | No. | L    | W   | H/D  | Qty         | Unit       | Rate          | Amount       |
|--|---------|--|-----|------|-----|------|-------------|------------|---------------|--------------|
| 1  |         | Excavation in Hard Soil For Foundation                     |     |      |     |      |             |            |               |              |
|  |         | Long Wall  | 2   | 4.25 | 1   | 0.5  | 4.3         |            |               |              |
|  |         | Short Wall   | 2   | 2    | 1   | 0.5  | 2.0         |            |               |              |
|  |         | Floor  | 1   | 3.75 | 2   | 0.3  | 2.3         |            |               |              |
| 301 (b)  |         | <b>Total Excavation in Hard Soil</b>                       |     |      |     |      | <b>8.5</b>  | <b>Cum</b> | <b>67.8</b>   | <b>576</b>   |
| 2  |         | Excavation in Hard Moorum for Foundation                   |     |      |     |      |             |            |               |              |
|  |         | Long Wall  | 2   | 4.25 | 1   | 0.5  | 4.3         |            |               |              |
|  |         | Short Wall   | 2   | 2    | 1   | 0.5  | 2.0         |            |               |              |
| 301 (c)  |         | <b>Total Excavation in Hard Moorum</b>                     |     |      |     |      | <b>6.3</b>  | <b>Cum</b> | <b>100</b>    | <b>625</b>   |
| 3  |         | Moorum filling for foundation                              |     |      |     |      |             |            |               |              |
|  |         | Long Wall  | 2   | 4.25 | 1   | 0.2  | 1.7         |            |               |              |
|  |         | Short Wall   | 2   | 2    | 1   | 0.2  | 0.6         |            |               |              |
|  |         | Floor  | 1   | 5    | 2   | 0.6  | 6.0         |            |               |              |
| 402  |         | <b>Total Moorum filling for foundation</b>                 |     |      |     |      | <b>7.7</b>  | <b>Cum</b> | <b>121.5</b>  | <b>936</b>   |
| 4  |         | Boulder filling for foundation                             |     |      |     |      |             |            |               |              |
|  |         | Long Wall  | 2   | 4.25 | 1   | 0.6  | 5.1         |            |               |              |
|  |         | Short Wall   | 2   | 2    | 1   | 0.6  | 2.4         |            |               |              |
| 404  |         | <b>Total Boulder filling for foundation</b>                |     |      |     |      | <b>7.5</b>  | <b>Cum</b> | <b>277.6</b>  | <b>2082</b>  |
| 5  |         | PCC for Foundation in 1:3:6                                |     |      |     |      |             |            |               |              |
|  |         | Long Wall-1  | 2   | 3.95 | 0.3 | 0.1  | 0.2         |            |               |              |
|  |         | Short Wall   | 2   | 2    | 0.3 | 0.1  | 0.1         |            |               |              |
| 413 (b)  |         | <b>Total PCC for Foundation in 1:3:6</b>                   |     |      |     |      | <b>0.4</b>  | <b>Cum</b> | <b>1943.2</b> | <b>694</b>   |
| 6  |         | Brick Masonry in 1:4 up To DPC Level                       |     |      |     |      |             |            |               |              |
|  |         | Long Wall  | 2   | 3.95 | 0.2 | 0.5  | 0.8         |            |               |              |
|  |         | Short Wall   | 2   | 2    | 0.2 | 0.5  | 0.4         |            |               |              |
| 605 (h)  |         | <b>Total Brick Masonry in 1:4 up To DPC Level</b>          |     |      |     |      | <b>1.2</b>  | <b>Cum</b> | <b>2509.2</b> | <b>2986</b>  |
| 7  |         | DCC for Wall in 1:3:6                                      |     |      |     |      |             |            |               |              |
|  |         | Long Wall  | 2   | 3.95 | 0.2 | 0.05 | 0.08        |            |               |              |
|  |         | Short Wall   | 2   | 2    | 0.2 | 0.05 | 0.04        |            |               |              |
| 413 (b)  |         | <b>Total DCC for Wall in 1:3:6</b>                         |     |      |     |      | <b>0.1</b>  | <b>Cum</b> | <b>1943.2</b> | <b>231</b>   |
| 8  |         | Brick Masonry in 1:4 for superstructure                    |     |      |     |      |             |            |               |              |
|  |         | Long Wall  | 2   | 3.95 | 0.2 | 2.2  | 3.5         |            |               |              |
|  |         | Short Wall   | 2   | 2    | 0.2 | 2.2  | 1.8         |            |               |              |
|  |         | Deduction for Door   | 1   | 2    | 1   | 0.2  | -0.4        |            |               |              |
|  |         | Deduction for ventilator                                   | 4   | 0.6  | 0.2 | 0.6  | -0.3        |            |               |              |
| 606  |         | <b>Total Brick Masonry in 1:4 for superstructure</b>       |     |      |     |      | <b>4.5</b>  | <b>Cum</b> | <b>2620.7</b> | <b>11919</b> |
| 9  |         | Plastering 10 mm thick in 1:4 CM                           |     |      |     |      |             |            |               |              |
|  |         | Long Wall  | 2   | 3.75 | 2.2 |      | 16.5        |            |               |              |
|  |         | Short Wall   | 2   | 2    | 2.2 |      | 8.8         |            |               |              |
|  |         | Deduction for Door   | 1   | 2    | 1   |      | -2.0        |            |               |              |
| 1005 (b)   |         | <b>Total Plastering 10 mm thick in 1:4 CM</b>              |     |      |     |      | <b>23.3</b> | <b>Sqm</b> | <b>66.3</b>   | <b>1545</b>  |
| 10   |         | Ventilator 0.6M x 0.2M                                     |     |      |     |      | <b>4</b>    | <b>No.</b> | <b>750</b>    | <b>3000</b>  |
| 11   |         | Door 2Mx1M   |     |      |     |      |             |            |               | <b>2000</b>  |
|  |         | Provision for GI Roofing Sheet 0.63 mm thick With complete |     |      |     |      |             |            |               |              |
| 12   | 1101    | fitting and Fabrication                                    | 1   | 4    | 2.7 |      | <b>10.8</b> | <b>Sqm</b> | <b>411.6</b>  | <b>4445</b>  |
| 13   |         | Angle for Roof support                                     |     |      |     |      |             |            |               |              |
|  |         | 1 65mmx65mmx6mm  |     |      |     |      | <b>69.6</b> | <b>Kg</b>  |               |              |
|  |         | 1 50mmx50mmx5mm  |     |      |     |      | <b>22.8</b> | <b>Kg</b>  |               |              |
|  |         | Total  |     |      |     |      | <b>92.4</b> | <b>Kg</b>  | <b>52.6</b>   | <b>4860</b>  |
|  |         | <b>Total Cost</b>  |     |      |     |      |             |            |               | <b>35899</b> |
| Rates are Taken from SoR RES, MGNREGA Dewas District MP Applied from July 2011 |         |  |     |      |     |      |             |            |               |              |
|  |         | Labour   |     |      |     |      |             |            | <b>8237</b>   | <b>23%</b>   |
|  |         | Material   |     |      |     |      |             |            | <b>27662</b>  | <b>77%</b>   |

## **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 per cent protein, 10-15 per cent minerals and 7-10 per cent 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 around ₹.2000. The unskilled labour: material ratio is 15:85. This activity is only for those households eligible under MGNREGA for work on private land.

## **FISHERIES RELATED WORKS**

### **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 flood plains 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 ₹. 11 lakh. The approximate unit cost of this activity is ₹. 75 per cubic metre of excavation and the unskilled 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.

## **WORKS IN COASTAL AREAS**

### **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 ₹. 75,000. The unskilled labour: material ratio is 15:85.

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.

### **BELT VEGETATION**

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

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.

## **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 0.60cm x 0.60cm. The depth of the channel is 0.60cm.

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

This is an activity that can be undertaken on public land only.

## **RURAL DRINKING WATER RELATED WORKS**

### **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 around ₹.2000. The unskilled 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.

## **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 around ₹.5000. The unskilled 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.

## **SCHOOL TOILET UNITS**

The unit cost of this activity is ₹.35, 000. The unskilled labour: material ratio is 10:90.

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.

## **ANGANWADI TOILETS**

The unit cost of this activity is ₹.8, 000. The unskilled labour: material ratio is 17:83.

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.

## 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:

### CHAUR RENOVATION

Waterlogged lowlands, known as chaur in Bihar, are the natural, saucer-shaped, topographically low-lying areas where rainwater accumulates. They can play a major role in flood mitigation because they act as natural “sponges” for flood waters. The surface area of a chaur can be very large, covering portions of several villages. Renovated chaur could be used as multi-purpose farm ponds. The mud excavated from the chaur can be raised on the side as embankments on which crops like banana, papaya, mango, pigeon pea and cashew nut can be grown. The pond water can be used to irrigate the non-waterlogged, upland area. Experiments have shown that in waterlogged areas, cultivation of water chestnut (*Trapabispinosa*) can be quite profitable.

The unit cost of chaur renovation is around ₹. 4.7 lakh per hectare. The unskilled labour: material ratio is 100:0

## IRRIGATION COMMAND RELATED WORKS

### REHABILITATION OF MINORS, SUB-MINORS AND FIELD CHANNELS

Surface irrigation systems have made a major contribution towards promoting food security and reduction of poverty in India. However, a major challenge facing surface irrigation systems is the growing gap between irrigation capacity created and irrigation capacity utilised. The major reason for this growing gap is the neglect of command area development, especially field channels.

The works permissible under MGNREGA will entail one-time rehabilitation of minors, sub- minors and field channels, including desilting, repair of minor cracks, earth levelling, repair of earthen embankments, bank raising and resurfacing canal base with clay. Regular O&M will not be a permissible activity under MGNREGA.

The unit cost of this activity is ₹.3000 per hectare. The unskilled labour: material ratio is 60:40

### SOME EXISTING MODES OF CONVERGENCE

| S. No. | Sector                        | Work under MGNREGA   | Works from resources of other line deptts.  |
|--------|-------------------------------|--|---|
| 1      | Horticulture                  | <ul style="list-style-type: none"> <li>• Pits</li> <li>• Trenches along the boundary</li> <li>• Watering</li> </ul>              | <ul style="list-style-type: none"> <li>• Saplings/ Seedlings for plantation</li> <li>• Fertiliser</li> <li>• Pesticide</li> <li>• (Horticulture &amp; forestry dept.)</li> </ul>  |
| 2      | Fisheries                     | <ul style="list-style-type: none"> <li>• Construction of tanks</li> <li>• Desilting of old tanks</li> </ul>                      | <ul style="list-style-type: none"> <li>• Fingerlings</li> <li>• Manure</li> <li>• Artificial feedings</li> <li>• Purchase of Net</li> <li>• (Fisheries dept.)</li> </ul>  |
| 3      | Sericulture                   | <ul style="list-style-type: none"> <li>• Field preparation</li> <li>• Planting</li> <li>• Weeding</li> <li>• Watering</li> </ul> | <ul style="list-style-type: none"> <li>• Application of fertiliser &amp; pesticide</li> <li>• Technical assistance</li> <li>• Drip irrigation</li> <li>• Rearing house</li> <li>• (Sericulture &amp; Irrigation dept.)</li> </ul> |
| 4      | Nirmal Bharat Abhiyan (NBA)   | <ul style="list-style-type: none"> <li>• Digging for the creation of leach pits</li> </ul>                                       | <ul style="list-style-type: none"> <li>• Brick work</li> <li>• Pot</li> <li>• (Sanitation dept.)</li> </ul>   |
| 5      | Field channels & water course | <ul style="list-style-type: none"> <li>• Earth work</li> </ul>   | <ul style="list-style-type: none"> <li>• Construction of permanent structure</li> <li>• (Water resource &amp; Agriculture dept.)</li> </ul>   |
| 6      | Road                          | <ul style="list-style-type: none"> <li>• Earth work- Watering &amp; rolling</li> </ul>   | <ul style="list-style-type: none"> <li>• Interlinking and culvert</li> <li>• Base course, Surface course &amp; gravel road</li> <li>• (BRGF, PMGSY)</li> </ul>  |
| 7      | Forestry                      | <ul style="list-style-type: none"> <li>• Contour trench</li> <li>• Pits</li> <li>• Fencing</li> <li>• Watering</li> </ul>        | <ul style="list-style-type: none"> <li>• Nursery development</li> <li>• Sapling</li> <li>• Fertiliser</li> <li>• Pesticide</li> <li>• (Forestry dept.)</li> </ul>   |
| 8      | Agriculture                   | <ul style="list-style-type: none"> <li>• Land development</li> <li>• Field ponds</li> </ul>                                      | <ul style="list-style-type: none"> <li>• Seeds</li> <li>• Tool and equipment for agriculture</li> <li>• Fertiliser</li> <li>• Technical inputs</li> <li>• (Agriculture dept.)</li> </ul>  |
| 9      | Playground                    | <ul style="list-style-type: none"> <li>• Unskilled wage</li> </ul>   | <ul style="list-style-type: none"> <li>• Design &amp; specification</li> <li>• Material cost</li> </ul>   |
| 10     | Anganwadi Centre              | <ul style="list-style-type: none"> <li>• Unskilled wage</li> </ul>   | <ul style="list-style-type: none"> <li>• Design &amp; specification</li> <li>• Material cost</li> </ul>   |



## MODULE - 3

# Payment of Wages and Quality Management of Works

### A) Objectives

- To acquaint the participants on wage payment process;
- To enable participants on the quality of work and management;
- To create awareness about roles and responsibilities of quality manager;
- To expose the participants to some of the successful cases on timely and full wage payment.

### B) Core Contents

#### 1. Payment of Wages

- a) Payment Agencies: Banks And Post Offices
- b) Cash Payments
- c) Timely Payments of Wages
- d) Electronic Fund Management System (e-FMS)
- e) Payment Schedule
- f) Deployment of Adequate Human Resources
- g) Transaction Based MIS
- h) Compensation for Delay In Payment of Wages
- i) Social Security

#### 2. Quality Management of MGNREGA Works

- a) Need for Quality Management of MGNREGA Works
- b) Objectives of Quality Management



- c) Quality Management: Specific Reference to MGNREGA
- d) Quality Management has three Distinct Aspects
- e) Internal Management: HR Development, Training and Capacity Building of Work Force
- f) Internal Quality Management: Supervision
- g) Quality Monitoring by External Monitors
- h) Empanelment of State Quality Monitors
- i) Functions of SQMs
- j) Quality Grading of Works
- k) Cost of Quality Management

**C) Method**

Interactions with participants, Film Show and Case study presentations.

**D) Outcome**

Participants will be able to list out the steps involved in timely wage payment process and brief the phases involved in payment of wage with reference to 2013 guidelines.

## Handouts for Contents

**1. 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.

State Governments and the programme authorities must make all efforts to publicise the notified wage rates in simple language and through means that are easily accessible to the local community.

The Act also provides that equal wages paid to both men and women workers, and the provisions of the Equal Remuneration Act, 1976 will be complied with.

a) **Payment Agencies: Banks And Post Offices**

- i) Para 30 of Schedule II stipulates that payment of wages shall be made through the individual savings accounts of workers in the relevant Banks or Post Offices, unless exempted.
- ii) Banks and post offices are well established institutions and can be reliable service providers for disbursement of wages.
- iii) States are advised to identify un-served areas where the BC model may be required and to discuss with banks the possibility of extending the BC model in these areas as per extant guidelines.
- iv) The choice among different service providers (commercial/scheduled banks/RRBs/post offices/mobile banks) is left to the decision of the account holders.
- v) PO shall proactively help workers open bank/ post office accounts.
- vi) 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.
- vii) It should be noted that as per RBI circular dated 27.1.2011, MGNREGS Job Card, duly signed by the concerned officer is an officially valid document for opening a bank account under the Know Your Customer (KYC) norms. Because of this, no further identity or address proof is required to open a bank account.
- viii) 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 limits are inadequate. *An optimal amount should be worked out by DPCs and POs in consultation with the post office staff which must be kept with the Head PO to avoid delays on account of clearance of cheques etc.* The State Government is required to take up this issue with Chief Post Master Generals (CPMGs).
- ix) Ministry of Rural Development has also advised that if the Gram Sabha so decides, Branch Post Office may be accommodated in Bharat Nirman Rajiv Gandhi Seva Kendras (BNRGSK) / Panchayat Bhawans to facilitate timely payment of wages to MGNREGA workers through postal accounts.
- x) GPs should be given clear guidance on the procedures involved in Bank/ Post Office payments and disbursements.
- xi) In order to avoid delays in clearance of cheques, online transfers from GP / Block accounts should be encouraged.

- xii) Issues such as delays in clearance of cheques or staff shortage in the bank branches or reluctance of bankers, rollout of the BCs, issues of disbursement, should be taken up by the DPC in District Level Coordination Committee Meetings. Unresolved issues should be taken up by the State Government in the State Level Banker's Coordination Committee (SLBC) meetings. As payments through post office accounts are closely linked with banks, representatives of Postal Department should also be invited to the meeting of SLBC.
- xiii) Government has decided to progressively move towards Aadhaar Payment Bridge (APB) and Aadhaar Enabled Payment System (AEPS) using inter-operable micro ATMs for transferring all benefits including wages under MGNREGA. In this system each Aadhaar number will be linked to one account in which the wages and all other benefits will be credited. Disbursals will be made through BCs/ BPOs based on biometric authentication using a PoS machine. The PoS machines used for this purpose should be as per standards prescribed by UIDAI and Indian Banks' Association. The machine should be so enabled that the worker is in a position to access the details of the wage payments made and the amount standing to his/ her credit by means of a mini statement.
- xiv) Payments through BCs/ post offices 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 / thumb prints on acquittance and muster rolls, making entries into the passbooks of workers etc. In this process, the bank/post office should be assisted by the Panchayat Secretary and GRS.
- xv) Acquittance of wage payments from workers should be collected by the disbursing 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.
- xvi) As far as possible, the design of Bank Passbooks / e-Passbooks should facilitate the monitoring of MGNREGS payments, e.g. Passbooks must also mention the Job Card number and entries therein may also include the Muster Roll number.
- xvii) All details of wage payment through bank/ post office must be recorded in the JC.

#### **b) Cash Payments**

- i) In districts/blocks/GPs, where the penetration and network of banks and post offices is weak, PIAs may disburse wages in cash. However, this may be resorted to only with prior approval to the Ministry and approval of the State Government who will be responsible for ensuring the requisite security for this purpose.
- ii) Even if the PIA is other than the GP, the GP shall be responsible and accountable for disbursement of cash payments.

- iii) All cash disbursements shall be made in the presence of a Payment Committee to be constituted by the DPC by inviting nominations from concerned GP and PO. The Payment Committee should comprise the following:
  - a. GP Head/Sarpanch or Traditional Tribal Head (or Mukhiya in Scheduled Areas)
  - b. GP member from the ward where the works have been executed
  - c. Two women SHG members, (wherever applicable)
  - d. Atleast three MGNREGA workers from the GP, out of whom atleast one should be a woman and atleast one should be from SC/ST
  - e. School headmaster/teacher.
- iv) The day, place and time for making cash payments shall be widely publicised.
- v) Every effort must be made to video record the cash payment process.
- vi) A proper record of all cash payments made shall be maintained at GP level and should be available for social audit or public scrutiny.

Strict punitive action shall be taken by the State Government in cases of misappropriation or violation of the procedure given above.

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### **c) Timely Payments of Wages**

According to Section 3(3) of MGNREGA, 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. Therefore, systemic solutions are required to ensure that wages are paid on time.

Weekly Muster Roll is a necessary and primary condition to ensure payment of wages within 14 days after start of work.

Ministry has developed a solution (e-FMS) that leverages NEFT/ RTGS/ ECS/ABP platforms for crediting the accounts of workers expeditiously. This helps reduce delays in payments.

**d) Electronic Fund Management System (e-FMS)**

- i) A significant reason for delay of wage payments is non-availability of sufficient funds at district/ block/ GP level. Often it happens that while in some districts/blocks/GPs in a State, there is shortage of MGNREGS funds, in others there is surplus fund lying unutilised. Once the MGNREGS fund is allotted to a district/block/GP, it is very difficult to transfer funds across districts/blocks/GPs. Fund allocation, hence becomes an arduous task in implementation of MGNREGS.
- ii) To meet this challenge, the States must adopt an integrated fund management system called e-FMS (Electronic Fund Management System). Under e-FMS, the MGNREGS fund is a centrally pooled fund maintained at the State level. All Project Implementing Agencies across the State, are the users of this centralised fund and have access to this pooled fund (with certain restrictions). PIAs make electronic transactions through the centralised fund, for the purpose of wage/material/administrative payments (with certain ceilings). All electronic transfers are realised in a span of 24 hours.
- iii) Another major cause of delay has been the time taken to credit workers' bank accounts, as this involves physical movement of cheques and wage lists from the GP/PIA to the bank after which banks are required to feed in details of the bank accounts of wage earners once again which is time consuming and clearly avoidable. In e-FMS, transfer of data files to banks takes place electronically and therefore, banks are not required to feed in details of bank accounts of workers. This seamless way of data transfer in e-FMS reduces the time taken in crediting to accounts of workers.
- iv) 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.
- v) As e-FMS is fully integrated with NREGASoft, data entered once, is not required to be entered again. Upon successful completion of transaction and updating of NREGA Soft, the CPSMS portal will be populated by the Central Application. A mechanism for flow of data between NREGASoft and CPSMS is being worked out.
- vi) States are required to issue administrative instructions for giving effect to the following for deploying e-FMS:
  - a. to make all MGNREGS payments through a Central Account being operated at the State level/ district level.

- b. to generate all Payment Orders for payments from bank/ post offices exclusively using NREGASoft.
  - c. to provide Internet connectivity and at least two operational computers at every block or at least one at the GP level (internet through USB modem may be used if a USB port has been provided).
  - d. to adopt Digital Signatures for approving the payments.
- vii) To use e-FMS, the following activities are to be undertaken by States:
- a. Identification of Key Bank(s) by the State.
  - b. Signing up of an Agreement / MoU between the State and the Key Bank(s) to enable a seamless electronic payment mechanism.
  - c. Coordination with the selected Key Bank(s) for interfacing NREGASoft with the Bank's Core Banking System.
  - d. Updating /verification & freezing of bank accounts of stakeholders.
  - e. Identification of payment levels and signatories (makers and checkers) at these levels.
  - f. Issuance of Digital Signatures to all signatories.
  - g. Training the signatories on usage of Digital Signatures for approving the payments.
  - h. Positioning adequate technical manpower at State / district for handholding support and troubleshooting.

### e) Payment Schedule

An ideal payment schedule that is based on e-FMS and leverages Core Banking Solutions (CBS) of banks and NEFT/RTGS/ECS platforms for payment/settlement 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 |
|---|---------|---------|---------|---------|---------|---------|---------|---------|---------|----------|----------|----------|----------|
| Executing works                                 |         |         |         |         |         |         |         |         |         |          |          |          |          |
| Making & Checking Measurement                   |         |         |         |         |         |         |         |         |         |          |          |          |          |
| Data Entry in MIS                               |         |         |         |         |         |         |         |         |         |          |          |          |          |
| Crediting the accounts of workers through e-FMS |         |         |         |         |         |         |         |         |         |          |          |          |          |
| Disbursement of wages by paying agency          |         |         |         |         |         |         |         |         |         |          |          |          |          |

The Postal Department is also working on a solution that electronically connects all the BPO's/ SPO and HO's. Thereafter using 'Sanchay Post' (Centralised system of Postal Department), the Head Post Office will credit the accounts of workers. At locations where Sub-Post Office and Branch Post Office are internet connected, the credit details of workers will be available through Sanchay Post automatically.

A similar solution is deployed for cooperative Banks/RRBs that are using core banking.

As e-FMS uses the Core Banking Solution (CBS), it will not work in its entirety in the case of banks that do not have a CBS (such as some Cooperative Banks) or the Post Offices which are still to deploy a solution similar to CBS. Likewise, in remote locations that do not have reliable internet connectivity will also not be able to use e-FMS. In such cases, States may continue with current practice of sending payment advice to banks in non-electronic form. However, as and when cooperative banks and/or post offices deploy CBS and/or connectivity issues are resolved, States must switch over to e-FMS and discontinue the practice of sending payment advice to banks/ Post offices.

In such cases, even though the PIA will send the payment advice to banks in non-electronic form from GP/Block/District they must use the MIS for generating the wage list and send it to financial institutions along with pay order. Wage list and pay order should be sent as data file to financial institutions for their use. In such cases, the following payment schedule will be applicable:

| 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/ payment advise |         |         |         |         |         |         |         |         |         |          |          |          |          |          |          |
| Handing over cheques to SPO/Banks                             |         |         |         |         |         |         |         |         |         |          |          |          |          |          |          |
| Conveyance of Cash to paying agency at GP level               |         |         |         |         |         |         |         |         |         |          |          |          |          |          |          |
| Disbursement of wages by paying agency                        |         |         |         |         |         |         |         |         |         |          |          |          |          |          |          |



## f) Transaction Based MIS

- i) Under MGNREGA broadly there are three categories of transactions:

**Category A** may be addressed through the use of latest ICT technologies which will enable real time capturing of transactions.

**Category B** i.e. calculation of wages and sending the FTOs to banks/ post offices is addressed through NREGASoft (e-FMS module).

**Category C** will be addressed by increasing the outreach of banks/ post office network (CBS) and is being resolved through rollout of BCs and improving postal network.

- ii) States must make use of real-time technologies to enable online updating of critical data at each stage of the MGNREGA workflow.
- iii) NREGASoft provides a facility to effectively track all stages in the payment cycle so that necessary remedial action can be taken expeditiously when these delays are noticed. For this, States must fully operationalise MIS (NREGASoft) for effective tracking of delays.
- iv) States need to urgently identify the connectivity and other infrastructural 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 FTOs (pay-order), issuance of cheque & pay-order to paying agency (only as interim solution), 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 penalised and the States should levy penalties on MGNREGS staff or agency responsible for any delay in wage payments.

## g) Compensation for Delay in Payment of Wages

### g.1) Payment of wages

The Section 3 of the MGNREG Act 2005 laid down that wages shall be paid to the MGNREGA workers within 15 days from the date of closure of the Muster Roll (MR). The Schedule of the Act

provides that the wages are to be paid to the workers through their savings accounts in the relevant banks or post offices, unless any relaxation is granted by the Ministry of Rural Development.

### **g.2) Compensation due to delay in payment of wages**

Para 29, Schedule II of MGNREGA 2005 has laid down a detailed procedure for establishing a delay compensation system. As per the system, MGNREGA workers are entitled to receive delay compensation at a rate of 0.05 per cent of the unpaid wages per day for the duration of the delay beyond the sixteenth day of the closure of the MR.

### **g.3) Calculation of compensation**

g.3.1 The Programme Management Information System – NREGASoft has a provision to automatically calculate the compensation payable to the MGNREGA workers based on the date of closure of the MR and the date of generation of the pay order for paying wages. The details of compensation payable in each case are displayed on [www.nrega.nic.in](http://www.nrega.nic.in) automatically updated daily.

g.3.2 The delay wage payment logic of NREGASoft examines the following in order to arrive at the compensation payable to MGNREGA workers:

- (a) date of payment of wages
- (b) date of closure of MR
- (c) the duration of such delay
- (d) total wage payable
- (e) rate of compensation (i.e. 0.05 per cent)

### **g.4. Prompt Verification of the delay compensation**

g.4.1 Every Programme Officer (PO) shall, within 15 days from the date of the delay compensation became due, decide whether the compensation that has been automatically calculated by the NREGASoft is payable or not. The POs will ensure that compensation claims are settled during this time and such claims will not be allowed to be accumulated without decision. The DPC will monitor this regularly.

g.4.2 For the above purpose, compensation payable shall be decided by the PO except in case of the following circumstances:

- (a) Funds are not available at the paying authority level.
- (b) Compensation not due: (wages have been paid in time, but details not entered in MIS).

(c) Incorrect calculation (details to be given)

(d) Natural calamities

g.4.3 In all cases of rejection, the PO shall give detailed reason(s) for rejection in the NREGASoft.

g.4.4 All cases approved for payment of compensation as stated above shall be moved for generation of wage slip followed by uploading of Fund Transfer Order (FTO) in the same manner as the wages are paid.

### **g.5. Responsibility for operationalising the system**

g.5.1 The State Government shall be responsible for identifying various processes to be completed between the time muster is closed and wage payment if made and notifying the (a) process (b) functionary/agency responsible for completing the process and the (c) period for completing the process. These details are to be uploaded in NREGASoft so that the IT system automatically calculates the liability of each functionary/agency in case of a delayed payment.

g.5.2 It shall be the duty of such designated DPC or PO to (a) identify step-wise processes and sub-processes leading to determination and payment of wages (b) fix activity-wise maximum time limits and (c) allocate responsibilities to the functionary/agency in the discharge of their specific function as identified/fixed under the system.

### **g.6. Financing Compensation**

g.6.1 The compensation shall be met from the State Employees Guarantee Fund (State Component) upfront, subject to recovery from the functionaries/agencies concerned.

g.6.2 For accounting for the compensation paid, a separate account within SEGF shall be maintained and reflected in the MIS under eFMS.

g.6.3 It shall be the duty of the designated DPC or PO to follow the extant recovery procedure to recover the compensation amount so paid under the system from the functionaries/agencies responsible for such delay in payment of wages. The amount so recovered shall be deposited into the account opened for the purpose of payment of compensation.

### **g.7. Action under the Payment of Wages Act**

g.7.1 Wherever cases have been filed in the designated Labour Courts by the aggrieved workers seeking relief as per Payment of Wages Act, and if compensation has been paid for the same delay under Para 29 of the Schedule II of MGNREGA, the State Government can place such details before the Competent Authority under the Payment of Wages Act for an appropriate decision.

## **h) Social Security**

- i) Mahatma Gandhi NREGA workers are covered under the Janashree Bima Yojana (JBY) implemented by Ministry of Finance. JBY provides life coverage and disability benefits to rural people.
- ii) Rashtriya Swasthya Bima Yojana (RSBY) has been extended to all Mahatma Gandhi NREGA workers/ beneficiaries who have worked for more than 15 days in the preceding financial year.
- iii) As per Para 27, Schedule II, if a person employed under the Scheme meets with death or becomes permanently disabled by accident arising out of and in the course of employment, he or his legal heirs, as the case may be, shall be paid by the implementing agency an *ex gratia* as per entitlements under the Aam Aadmi Bima Yojana or as may be notified by the Central Government.
- iv) DPCs and POs are required to make workers aware of these schemes. For RSBY, a list of workers/ households that are entitled to this scheme is available in NREGASoft. This list should be downloaded and names of households that are already not covered under RSBY, be shared with the nodal department in the State Government that is implementing RSBY. DPCs and POs should also help in enrolment for RSBY whenever enrolment takes place in respective district/ block.
- v) If workers are willing, then State Governments may consider dovetailing wage payments under MGNREGS with other social security arrangements. Such a social security cover should be purely voluntary. No such contributions from the wages received by the worker should be made without the consent of the worker concerned. In such cases, the relevant procedures shall be spelt out by the State Government and reviewed regularly by the State Council. The procedure should include provisions for transparent and accountable use of these social security funds and may contain provisions for matching grants from the State Government.

## **2. Quality Management of MGNREGA Works**

### **a) Need for Quality Management of MGNREGA Works**

An important objective of the MGNREGA is creation of durable assets and strengthening the livelihood resource base of the rural poor. As the number of works taken up under MGNREGA is very large, designing an appropriate Quality Management mechanism poses a serious challenge. While external monitors may be engaged for independent monitoring, the system has to largely rely on internal staff for actual delivery of quality.

## **b) Objectives of Quality Management**

The objectives of Quality Management are two-fold:

- i) to ensure that the created assets achieve the objectives. This implies that the functionality of the asset in terms of location, design, operational management and maintenance is adequate; and
- ii) to ensure that the asset is durable, that it is constructed conforming to sound engineering standards in terms of design, materials and workmanship.

## **c) Quality Management: Specific Reference to MGNREGA**

The scope of this chapter is limited to quality aspects of activities relating to works execution. This includes; project selection, site selection, survey, project design estimates, work execution, supervision etc. The objectives listed in Para above will be read in the context of the activities given above.

## **d) Quality Management has Three Distinct Aspects**

1. Quality control at site;
2. Quality supervision; and
3. Quality monitoring.

The first aspect is internal. The second aspect is external, consisting of supervision which is a concurrent process by or on behalf of stakeholders with a sense of ownership over the asset; and the third is monitoring where it is clearly an external process and the ownership is not at asset level but at outcome level.

Quality always has a cost attached to it and the objective is to optimise on this cost, by appropriately defining objectives, life cycle for the asset and an opportunity cost of not having the asset.

Since quality management costs are lower at execution and supervision stage, they should be preferred to monitoring.

## **e) Internal Management: HR Development, Training and Capacity Building of Workforce**

To ensure that the project design, selection of materials and the workmanship are of the requisite quality, people involved in these decisions have to be appropriately trained and equipped. Suitable training programmes covering the following aspects need to be designed by SIRDs. Trainings could be in the form of classroom trainings and on worksite.

- i) Classroom Training to contractual/ field staff by the regular and senior field staff would include:

- ❑ MGNREGA and its process
- ❑ Selection of worksites
- ❑ Preparation of shelf of projects
- ❑ Planning, designing, layout and execution of works.
- i) Capacity building of field staff on worksites by senior technical staff would include:
  - ❑ Visit to worksites with detailed record and concerned field technical staff
  - ❑ Observation/ discussion/ solution suggested on worksite, so that asset created is economical, durable and productive
  - ❑ After visiting worksites prepare detailed visit report and share with concerned officials and peers for compliance.
  - ❑ Follow-up compliance of the report.

**f) Internal Quality Management: Supervision**

The Technical Assistant at GP level, technical staff at the block and district level of Intermediate and District Panchayats and that of line departments will constitute the internal quality supervision team. The State Government will prescribe roles and responsibilities of the Technical Assistants at GP level and the technical staff at block/ district level in the Activity matrix:

| Sl.No. | Activity                         | Who will do | Who will supervise & provide guidance | Who will Monitor whether activities are being performed at levels prescribed | Norms* |
|--------|----------------------------------|-------------|---------------------------------------|--|--------|
| 1      | Site selection                   |             |                                       |  |        |
| 2      | Survey for works                 |             |                                       |  |        |
| 3      | Preparation of estimates         |             |                                       |  |        |
| 4      | Vetting of estimates             |             |                                       |  |        |
| 5      | Lay out                          |             |                                       |  |        |
| 6      | Foundation (if required)         |             |                                       |  |        |
| 7      | Material inspection              |             |                                       |  |        |
| 8      | Inspection during work execution |             |                                       |  |        |
| 9      | Measurement                      |             |                                       |  |        |

### g) Quality Monitoring by External Monitors

Quality monitoring by external monitors will comprise two parts: (i) The National level Monitors (NLMs) empanelled by the Ministry and (ii) State Quality Monitoring Unit comprising a State Quality Monitors (SQM) for each district in the State. A Nodal Officer of the rank of at least Superintending Engineer, to be designated as Director (QM), will coordinate the work of all SQMs in the State. The Director (QM) should be independent of implementation machinery. The inspection/ measurement and analysis of works w.r.t. technical aspects will be done by engaging separate SQM for each district. A model inspection format is at Annexure-3.3 and Annexure-3.4.

### h) Empanelment of State Quality Monitors

- SQMs will be selected through a transparent process which will include issuing an advertisement, shortlisting, written test and interview. Individuals holding degree in agricultural/ civil engineering with sufficient work experience will be eligible for appointment as SQM. Based on an objective assessment of the track record of applicants, past experience, technical qualifications, competence and other factors, the selection will be made by a Committee, comprising Experts, to be constituted by the State Government. List of applications received, their credentials, persons selected and district allocation will be put up on NREGASoft.
- The SQM are expected to have good experience and expertise, their services will be utilised not only for fact finding and work evaluation but also for providing professional advice to the agencies engaged in the implementation.
- A background check of the form of verification of antecedents/ vigilance clearance etc., may be carried out before empanelling any SQM.
- Once empanelled, the SQM may remain on the panel for a period of three years, subject to annual review. An SQM may be removed/ delisted because of non-satisfactory performance, etc., at any time by the State.

Following actions are necessary for effective quality monitoring by external monitors:

- State Quality Monitors selected will be given one day intensive orientation/training at State/ district level. During the training, the concept of quality monitoring and how to fill up the format developed for monitoring will be explained in detail. Director (QM) will prepare the training content.

- No SQM will be allotted her/his home district.
- Visit schedule of the SQM will be sent to the District Programme Coordinator in advance who will ensure availability of index map, relevant records, concerned technical personnel, Gram Rozgar Sahayak and beneficiaries at the worksite at given time.

**i) Functions of SQMs**

- Prepare a visit plan, based on the list of works/ sites finalised by Director (QM), required to be visited by the SQM.
- Visit the site for inspection on the appointed date.
- Prepare visit report work-wise, the framework/chapter-plan/core tables and format for which would be made available by Director (QM). This report should include immediate counter measures required to be taken to rectify/ correct deficiencies identified as a result of the inspection.
- At the end of every three months period, a consolidated report for the district shall be prepared by the SQM and submitted to State Government through Director (QM). This report should include measures to be taken to prevent recurrence of deviations in planning, designing, selection of worksites and execution of works and supervision thereof. This would be in the nature of long term measures and would include areas identified for training. This report will also contain a deployment strategy for the suggested measures. A summary of the report shall also be made by the SQM bringing out the Action Points.
- The Director (QM) shall take corrective measures through the DPC and shall publish the SQM-wise list of works visited and Action Points emerging on the NREGA website.
- The Director (QM) shall monitor the corrective action and shall upload the action taken status quarterly till such time that action is complete.
- Action taken by the State Government on the reports and suggestions of SQMs will be reviewed by the SEGC and will also be a part of the agenda item for discussion for labour budget.



### j) Quality Grading of Works

Different aspects of work design and execution will be graded objectively by the SQMs, for each work visited by them in the following particulars.

| S.No. | Particulars                  | Quality Grading S/U/RI | Suggestions for improvement |
|-------|------------------------------|------------------------|-----------------------------|
| 1     | Site Selection               |                        |                             |
| 2     | Estimate preparation         |                        |                             |
| 3     | Quality of material procured |                        |                             |
| 4     | Quality of work execution    |                        |                             |
| 5     | Measurement                  |                        |                             |
| 6     | Utility of Assets            |                        |                             |
| 7     | Any other issues             |                        |                             |
| 8     | Overall Quality Grading      |                        |                             |

- Satisfactory' S if quality of created assets is satisfactory
- U if it is not satisfactory.
- RI if there is a scope for improvement in the created assets

A typical format for quality monitoring by External Quality Monitors is at Annexures-3.1, 3.2, 3.3 and 3.4.

Quality grading will be entered in NREGASoft and will be visible in public domain along with other work details, in a searchable format panchayat/nature of work-wise.

State Governments will undertake appropriate capacity building measures to gradually eliminate “U” and “RI” categories. If despite adequate measures, the works associated with any individual continue to get graded as “U” or “RI”, the State Government will take action against the delinquent officer. Failure to do so will attract provisions of Section 27(2) of MGNREGA.

The intention of quality grading is to assess the quality of NREGA works as a whole and to identify measures needed to improve quality. It is essential; therefore, that the number of works inspected and state of these inspections ensures that grading is representation of the entire population. As such the endeavour should be to ensure that at least 5 per cent of the works are inspected within one year of completion, so as to assess asset quality and utility and maintenance aspects and at least 5 per cent works are inspected while they are still in progress, so as to assess process quality aspects.

### k) Cost of Quality Management

While the cost of NLMs will be borne by the Ministry, SQMs will be paid remuneration and allowances as decided by the State. The expenses on SQMU will be borne out of funds provided by Central Government to meet administrative expenses for MGNREGA.

**Annexure - 3.1**

**TYPICAL FORMAT FOR QUALITY INSPECTION OF MGNREGA WORKS**

(For Internal Quality Supervisors)

1. Supervision by: ..... Date of Quality supervision: .....
2. Location of Work & Khasra No.: .....Village:  
.....  
Block: ..... District:.....
3. Name of beneficiary: .....
4. Implementing Agency: .....

| S.No. | CATEGORY OF WORK/NAME OF WORK / Started on —/ Completed on-/ In progress | PHYSICAL DETAIL OF WORK IN MKS | DEVIATION FROM M/B, IF YES, HOW MUCH | QUALITY ASPECT OF WORK TO BE EXAMINED | STATUS YES/NO & Is OK / Not OK | INSTRUCTIONS FOR IMPROVEMENT | LAST INSPECTED / MONITORED / ON DATED | WHETHER LAST INSTRUCTION COMPLIED |
|-------|--|--------------------------------|--------------------------------------|---------------------------------------|--------------------------------|------------------------------|---------------------------------------|-----------------------------------|
| (1)   | (2)  | (3)                            | (4)                                  | (5)                                   | (6)                            | (7)                          | (8)                                   | (9)                               |
|       | TO BE FILLED AS PER Annexure35   | TO BE FILLED AS PER Annexure35 | (4)                                  | TO BE FILLED AS PER Annexure35        |                                |                              |                                       |                                   |

- (5) AS & FS No./ Dated/ Amount (₹. in lakh) \_\_\_\_\_
- (6) TS No./ Dated/ Amount (₹. in lakh) \_\_\_\_\_
- (7) Expenditure made so far (₹ in lakh) \_\_\_\_\_
- (8) Work executed with- \_\_\_\_\_
- (9) Percentage of completed work on the date of monitoring \_\_\_\_\_
- (10) Information Display Board with details at worksite \_\_\_\_\_
- (11) Overall quality of work \_\_\_\_\_
- (12) Present condition of work \_\_\_\_\_
- (13) Any complaint/irregularity in respect of wage payment \_\_\_\_\_  
If yes, details \_\_\_\_\_
- (14) Any other important information \_\_\_\_\_
- (15) Views of Beneficiary /Community on utility of asset \_\_\_\_\_
- (16) Overall comment of the supervisor \_\_\_\_\_

**Manual labour / Machine**

%

Yes/No

S/U/RI

S/U/RI

Yes/No

**(SIGNATURE OF SUPERVISOR)**

## Annexure - 3.2

**1. STATUS OF THE MAINTENANCE OF M/R & M/B:**

(on all the worksites, visited in the GP, where work is in progress by Supervisor/ Quality Monitor)

| S.No. | ASPECT  | YES/NO | SUGGESTIONS FOR IMPROVEMENT |
|-------|---|--------|-----------------------------|
| 1.1   | Is Muster Roll available on worksites?  |        |                             |
| 1.2   | Are S.No and signature of the issuing authority mentioned on Muster Roll?                   |        |                             |
| 1.3   | Are attendance and amount of wage payment filled in muster roll?                            |        |                             |
| 1.4   | Is the number of workers mentioned in muster roll and workers working at the site are same? |        |                             |
| 1.5   | Is kachha muster roll (kachha) available on the worksites?                                  |        |                             |

**1. STATUS OF THE MAINTENANCE OF MEASUREMENT BOOK:**

(on all the worksites, visited in the GP, where works / work is being executed/ in progress)

| S.No. | ASPECT   | YES/NO | SUGGESTIONS FOR IMPROVEMENT |
|-------|--|--------|-----------------------------|
| 2.1   | Are Sl. No., date of issue and name of officials are mentioned on the Measurement Book?  |        |                             |
| 2.2   | Are measurement details noted on loose paper/ diary?   |        |                             |
| 2.3   | Is measurement taken on weekly basis?  |        |                             |
| 2.4   | Are measurement details made by authorised officials?  |        |                             |
| 2.5   | Are the measurement details verified by Technical Assistant?   |        |                             |
| 2.6   | Is the M/R number with mandays entered in the M/R has been entered in the M/B and vice versa i.e.? M/B number and page number with quantity of work done in M/R? |        |                             |

OVERALL MAINTENANCE OF M/R &amp; M/B \_\_\_\_\_

S/U/RI

(SIGNATURE OF SUPERVISOR/QUALITY MONITOR)

**Annexure - 3.3**

**FORMAT FOR QUALITY MONITORING OF MAHATMA GANDHI NREGA WORKS**

(For External Quality Monitors)

1. Quality monitoring carried out by..... Date of quality supervision: .....
2. Location of Work & Khasra No.: ..... Village: .....  
Block: ..... District:.....
3. Name of beneficiary: .....
4. Implementing Agency: .....

| S.No. | CATEGORY OF WORK/NAME OF WORK/ STARTED ON—/ COMPLETED ON-/ IN PROGRESS | PHYSICAL DETAIL OF WORK IN MKS | QUALITY ASPECT OF WORK TO BE EXAMINED | YES/NO& IS OK/ NOT OK | SUGGESTIONS FOR IMPROVEMENT |
|-------|--|--------------------------------|---------------------------------------|-----------------------|-----------------------------|
| (1)   | (2)  | (3)                            | (4)                                   | (5)                   | (6)                         |
|       | TO BE FILLED AS PER Annexure35   | TO BE FILLED AS PER Annexure35 | TO BE FILLED AS PER Annexure35        |                       |                             |

1. AS & FS No. / Dated / Amount (₹. in lakh) \_\_\_\_\_
2. TS No. / Dated / Amount (₹. in lakh) \_\_\_\_\_
3. Expenditure made so far (₹. in lakh) \_\_\_\_\_
4. Labour Material ratio \_\_\_\_\_
5. Work as per action / work plan approved by Z.P. Yes / No
6. Work executed with \_\_\_\_\_ Manual labour / Machine
7. Percentage of completed work on the date of monitoring %
8. Information Display Board with details at worksite \_\_\_\_\_ Yes / No
9. Overall quality of work S / U / RI
10. Present condition of work S / U / RI
11. Any complaint / irregularity in respect of wage payment Yes / No  
If yes, details \_\_\_\_\_
12. Any other important information \_\_\_\_\_
13. Views of Beneficiary / Community on utility of asset \_\_\_\_\_
14. Overall comment of the quality monitor \_\_\_\_\_

**(SIGNATURE OF QUALITY MONITOR)**

**Annexure - 3.4**

| S. No. | CATEGORY OF WORKS / NAME OF WORK / Started on ... / Completed on .... / In Progress  | PHYSICAL DETAILS OF WORK   | QUALITY ASPECT OF WORK TO BE EXAMINED  |
|--------|--|--|--|
| (1)    | (2)  | (3)  | (4)  |
| (i)    | <b>Water conservation &amp; water harvesting:-</b><br><ul style="list-style-type: none"> <li>- Contour trenches</li> <li>- Contour bunds</li> <li>- Boulder checks</li> <li>- Gabion structure</li> <li>- Underground dykes</li> <li>- Earthen dam</li> <li>- Stop dam</li> <li>- Spring shed development</li> </ul> | L —, B – height / depth<br>— (in meter) Storage capacity — (in cu. meter)              | 1. Required survey made-   |
|        |  |  | 2. Hydrological and Hydraulic design w.r.t. Catchment made-<br>2.1 If yes is it OK     |
|        |  |  | 3. Structural Design made-<br>3.1 If yes is it OK                                      |
|        |  |  | 4. Construction of bund with leaving berm, clod breaking and designed side slope made- |
|        |  |  | 5. Inlet and outlet constructed<br>5.1 If yes is it OK                                 |
| (ii)   | <b>Drought proofing</b><br>(including afforestation and tree plantation)   | Area in ha.....  | 1. Selection of species, as per demand of beneficiary / agro-climatical Zone –         |
|        |  |  | 2. Survivability.....  |
|        |  |  | 3. Growth of plants is satisfactory  |
|        |  |  | 4. Arrangement for maintenance-<br>4.1 If yes, how                                     |
| (iii)  | <b>Irrigation canals including micro and minor irrigation works</b>  | 1. Length in K.M.—<br>2. Command declared in — ha.<br>3. Actual area irrigated in — ha | 1. Required survey made / L-Section prepared-<br>1.1 If yes is it OK                   |
|        |  |  | 2. Hydraulic and structural design made-<br>2.1 If yes is it OK                        |
|        |  |  | <b>Irrigation facility</b>   |
| (iv)   | <ul style="list-style-type: none"> <li>- Irrigation facility</li> <li>- Dug out farm pond</li> <li>- Horticulture</li> <li>- Plantation</li> <li>- Farm bunding</li> <li>- Land development (on the land of Individual)</li> </ul>   | Beneficiary –<br>1. SC/ST/BPL/IAY /Land reform<br>2. Name of beneficiary—              | 1. Required survey made / L-Section prepared-  |
|        |  |  | 2. Type of irrigation facility   |
|        |  |  | 3. Hydraulic and structural design made-<br>3.1 If yes is it OK                        |

| S. No. | CATEGORY OF WORKS / NAME OF WORK / Started on ... / Completed on ... / In Progress   | PHYSICAL DETAILS OF WORK   | QUALITY ASPECT OF WORK TO BE EXAMINED  |
|--------|--|--|--|
| (1)    | (2)  | (3)  | (4)  |
|        |  |  | <p><b>Horticulture &amp; Plantation</b></p> <p>1. Selection of species, as per demand of beneficiary / agro-climatical Zone-</p> <p>2. Survivability_____</p> <p>3. Arrangement for maintenance-</p> <p>3.1 If yes how_____</p> <p><b>Land development</b></p> <p>1. Required topographical survey made-</p> <p>2. Design before execution made-</p> <p>2.1 If yes is it OK-</p> |
| (v)    | Renovation of traditional water bodies including de silting of tanks   | L - -, B - - height / depth _____ (in meter)   | <p>1. Hydrological and Hydraulic design w.r.t. Catchment made-</p> <p>1.1 If yes is it OK</p> <p>2. Structural Design made</p> <p>2.1 If yes is it OK</p> <p>3. Construction of bund with leaving berm, clod breaking and designed side slope made.</p>  |
| (vi)   | Land Development   | Area in ha developed _____   | <p><b>4. Increase in storage capacity</b></p> <p>1. Required topographical survey made-</p> <p>2. Design before execution made-</p> <p>2.1 If yes is it OK</p>   |
| (vii)  | Flood control and protection works including drainage in waterlogged areas; deepening and repairing of flood channels, chaur renovation, construction of storm water drains for coastal protection | <p>Area in ha benefited..... &amp; _____ cum. earth work</p> <p>L - -, B - - height / Average Depth _____ (in meter)</p> | <p>1. Hydrological and Hydraulic design w.r.t. catchment made-</p> <p>1.1 Is yes is it OK</p> <p>2. Structural Design made-</p> <p>2.1 If yes is it OK</p> <p>3. Construction of bund with leaving berm, clod breaking and designed side slope made-</p>   |
| (viii) | Rural connectivity to provide all – weather access   |  | <p>1. Layout with boundary pillar given_____</p>   |



## MODULE - 4

# Management Information System (MIS)

### a) Objectives

- To introduce the concept of MIS in the context of MGNREGS and
- To provide an exposure to various components of MIS

### b) Detailed contents

#### 1. INTRODUCTION

- The advantages of managing implementation of MGNREGA through NREGASoft are:
  - i) It enables capturing data in real-time (or near real time) from the field which helps in quick and easy analysis (which is also almost in real time). Based on the analysis, the system triggers alerts which provide opportunities to implementing and supervising authorities for timely corrective action.
  - ii) With a number of checks provided in NREGASoft, it becomes easier to comply with many of the conditions stipulated e.g. the system ensures that the cap of 100 days on the number of days a household can be given employment in a year, is not breached inadvertently.
  - iii) By putting transaction data in public domain, concurrent social audit is enabled. This also helps in meeting the norms of proactive disclosure.
  - iv) The paper work, time and effort involved in preparing reports required for a process intensive programme such as MGNREGA, aggregation of data originating at different levels etc., is substantially reduced.
  - v) It facilitates smooth and seamless exchange of information with external agencies such as banks and post offices that have a critical role in the implementation of MGNREGA.

#### 2. STAKEHOLDERS

The portal (<http://nrega.nic.in>) provides a single point access to the following stakeholders:

- i. Citizens
- ii. Workers



- iii. Gram Panchayats, Block Panchayats, Zilla Panchayats
- iv. Programme officers
- v. District Programme Coordinators
- vi. Implementing agencies other than PRIs
- vii. State RD Departments
- viii. Ministry of Rural Development, Government of India.
- ix. Bank & Post Offices
- x. Social Audit Agencies
- xi. Engineers.

### 3. MODULES ON WORKS, WORKERS AND FUND MANAGEMENT

- The portal encapsulates several modules that are required in different processes of implementation of MGNREGA. These have been classified as:

- i) Core Modules and
- ii) Support Modules.

“Core Modules” (“work”, “worker”, “funds”, “e-FMS” and “Labour Budget”) capture details that enable booking of expenditure in NREGASoft.

- **Worker Management Module** of the software captures registration, demand for work, work allocation and attendance recording in muster rolls. The software also has the provision to enable payment of wages through bank/post office as it captures the bank/post office account number, bank/post office name, branch name for all the persons who have demanded work.
- **Works Management Module** captures detailed information about the various works proposed or undertaken under the scheme at various levels. It facilitates online approval of projects and keeps track of time taken for approval of project. Each project is provided a unique ID and status of work is maintained in the system.
- **Fund Management Module** captures the funds transferred from MoRD/States to Districts and then to Programme officers/Panchayats and expenditure incurred by various implementing agencies on labour, material and contingency.

- **e-FMS Module** provides a platform for making e-payments to workers, staff and vendors (wages, material and administrative expenses) using the payment network of financial Institution (e.g. NEFT/ RTGS/ ECS/ Sanchay Post), thus addressing the issue of delay in payments to a larger extent and making the MIS real time transaction based.
- **Labour Budget Module** contains all required information for preparation of Labour Budget. It allows planning and preparing the labour budget for each Gram Panchayat. The module is so designed that it enables each GP to upload its labour budget which gets consolidated at every level from Block up to the State Level
- **Social Audit Module** allows the Gram Panchayat to plan for the social audit and prepare social audit calendar. It has features to upload issues / Grievances that rose during the Social Audit as well as the minutes of meetings. Observations of the documents verified during the Social Audit are also captured through this module.
- **Cost Estimation Module** makes detailed estimates of the works proposed or taken up under MGNREGA e.g. construction of Tank, Well, Sluice Gate, Earthen road, Cement concrete road etc.
- **Grievance Redressal System** allows a worker/citizen to lodge complaint and trace the subsequent response.
- **Staffing Position Module** captures name and contact details of all the officials, planning and implementing agencies from Gram Panchayat to Ministry of Rural Development involved in MGNREGA.
- Knowledge network / Solution exchange provides a common platform to all stakeholders to exchange their views, pose queries to other stakeholder / experts and get responses, exhibit their best practices.

#### 4. DATA ENTRY (CROSS) CHECKS

NREGASoft has certain inbuilt checks which are as given below:

- Only adults (age 18 and above) can register under MGNREGA.
- The system does not allow allocation of employment for more than 100 days in a year to a household. (however this check can be relaxed if a State is so willing)
- Work allocation cannot be done without demand.
- E-MR can be generated after work allocation only

- HHs is eligible for unemployment allowances if employment has not been provided after 15 days of demand.
- MR will be issued for a period within FY only and cannot spill over to next year.
- Two or more MRs of a work can either be for same period or for disjoint period only.
- Payment date cannot be entered if atleast equal amount of funds are not available with paying authority.
- Fund transferred from one level should first be received by the other level for further fund utilisation or transfer to other levels.
- Work will be treated as approved only after technical and administrative sanction has been done and all details are entered in MIS.
- Measurement Book can be filled only for those activities which are included in technical estimate of work and approved by appropriate authority.
- Only that material can be booked for a work in bill/ vouchers which is entered in technical estimate of work.
- No expenditure can be booked against a work after it is shown as completed in MIS.
- Job card number of the owner of the private land or homestead on which work is taken-up, must be entered along with work details.
- Wage paid cannot be more than MGNREGA notified wage rate.
- A worker cannot be provided employment on different works for same period.

## **5. SOFTWARE ALERTS GENERATION FOR FOLLOW-UP ACTION**

The software generates alerts for the implementing agencies informing them of important transaction, various apparent irregularities etc.

### **5.i JOB CARDS**

- Job Cards not Issued
- Job Card Verification
- Job Cards not In Use
- Households who have worked for more than 100 days

### 5.ii DEMAND

- Unemployment Allowance due

### 5.iii WORK

- Works that have Revised Technical Sanction more than 10 per cent of the original
- Works running behind schedule
- Works where wages paid per day are less than a specified amount.

### 5.iv LABOUR MATERIAL RATIO VIOLATION

- Executing Agency-wise(complete life cycle of work)
- Work Category-wise(complete life cycle of work)
- Location-wise(current financial year)

### 5.v FUNDS

- Anticipated Expenditure/ Expenditure in pipeline of current year
- Liabilities of previous year

### 5.vi MUSTER ROLL

- Muster Roll Vs MB Book
- No. of Muster rolls that are not included in the wage list
- Bank/post office-wise delayed payment
- Further, the system is capable of generating any other alert that may be defined by a State/ District.

## 6. REPORTS GENERATION THROUGH NREGASoft

- Various reports giving details of different aspects of the programme, for different years are also available in the Reports Section. Depending upon requirements of States/ District Authorities, more reports can be generated. Following are some of the important reports that have been found useful and are being generated through NREGASoft.

**6.i JOB CARDS**

- Job card
- Category, Gender-wise Household Registered Under MGNREGA
- Total No. of Aadhaar Nos. entered in MGNREGA database
- BPL Families Registered, Applicants with A/C No., Photos Uploaded
- Category, BPL Family, RSBY, Small Marginal Farmer Status

**6.ii DEMAND FOR WORK**

- Work Demand Pattern during the year

**6.iii MUSTER ROLL AND WAGE LIST**

- Muster Rolls issued Vs Muster Rolls filled
- E-Muster Roll and Wage List Report

**6.iv MEASUREMENT BOOK**

- Muster Roll Vs MB Book

**6.v EMPLOYMENT PROVIDED**

- Employment Status
- Employment Provided (Period-wise)
- Households who have completed 100 days
- Persons engaged in work category “irrigation facilities to SC/ST BPL families”
- Employment provided to disabled persons
- Gender-wise wage analysis of employment provided on work
- SC ST Employment Status
- Households who have worked for at least 15 days in MGNREGA

**6.vi WORKS**

- Works under different categories/status
- Work Status
- Work Execution Level Analysis
- Spill-over Works
- No. of works Under Convergence

**6.vii ASSETS**

- Assets Created

**6.viii BNRGSK**

- Bharat Nirman Rajeev Gandhi Sewa Kendra (BNRGSK)
- BNRGSK Additional information

**6.ix LABOUR MATERIAL RATIO VIOLATION**

- Work Category-wise(complete life cycle of work)
- Location-wise(current financial year)

**6.x PHOTO**

- Status of Photos of Work Uploaded in MIS

**6.xi RELEASES**

- Fund Transfer Statement and Expenditure
- Financial Statement
- Replenish Funds to Executing Agency
- Outlays & Outcomes
- Funds and Expenditure Summary

**6.xii FUND AVAILABILITY**

- Available funds at each level

**6.xiii EXPENDITURE**

- Expenditure of Gram Panchayats
- Administrative Expenditure of Gram Panchayats
- Average Wages Paid (in a Range)
- Average wage paid pattern during the year
- Labour, Material Ratio Analysis
- Administrative Expenditure Report
- Expenditure on works
- Vendor-wise Expenditure Report
- Material-wise Expenditure Report
- Anticipated Expenditure/Expenditure in Pipeline of Current Year
- Liabilities of Previous Year
- Wage paid not as per average wage per day calculated through measurement
- Amount not as per rate per quantity for material purchased

**6.xiv FTO**

- FTO Status Report
- Invalid Accounts Report
- Daily Squaring of FTO'S
- Monthly Squaring of FTO'S
- Inter/Intra-bank Transaction Report

#### **6.xv RECONCILIATION OF ACCOUNTS**

- Day-wise Squaring of EFMS Account

#### **6.xvi WORKER'S ACCOUNTS**

- Status of Accounts' details frozen
- Bank/State-wise No. of accounts of MGNREGA
- Accounts Detail
- Account Opened and Amount Disbursed through Bank/Post Office in MGNREGA

#### **6.xvii BANKS**

- State-wise No. of Banks of MGNREGA

#### **6.xviii LABOUR BUDGET**

- Demand Projection & Labour Budget Analysis
- Data Available for Labour Budget

#### **6.xix APPROVED LABOUR BUDGET**

- Approved Labour Budget
- Disaggregated information on labour budget

#### **6.xx SOCIAL AUDIT**

- Social Audit Calendar
- Social Audit Reports

#### **6.xxi DATA STATUS**

- Post-Office Master Data Entry Report
- ICT Infrastructure Details
- Availability of MGNREGA data on NREGASoft MIS



- Data sent and upload status
- Data pending for upload

## 7. OFFLINE AND ONLINE VERSIONS

- In online mode, the machine on which data are being fed is connected to NREGASoft and therefore, the data entered in resides instantaneously in the database.
- However, keeping in view inadequate and unreliable connectivity options, an offline version of NREGASoft has also been developed and deployed.
- For using the offline version, NREGASoft is to be downloaded on the machine from a point where internet is available. This version (offline version) is complete in itself. It is a standalone system and all reports can be generated and viewed. Data entry is done in the offline version.
- A back-up of the incremental data is taken and uploaded on NREGASoft where it is synchronised with the centralised database and database is updated.
- Online feeding of data is the better of the two options and is therefore, the default option. Offline feeding is an exception and will be permitted by the Ministry only if reliable internet connectivity is not available at the block level.
- Many a time, the incremental data when uploaded, does not reflect in the Central database. There are several reasons for this, important ones being:
  - i) There are locations (Villages/ GPs) in the incremental data that do not exist in the master database.
  - ii) Some tables violate the primary key restrictions e.g. the duplicate job card number, etc.
  - iii) Some tables violate consistency column restrictions e.g blank worker name or head of household name.
  - iv) Overlapping demand period.
- To take care of the above, States need to take the following precautions in data entry:
  - v) Use the latest version of NREGASoft offline system.
  - vi) State MIS Nodal Officer may update master tables as and when required by offline locations.

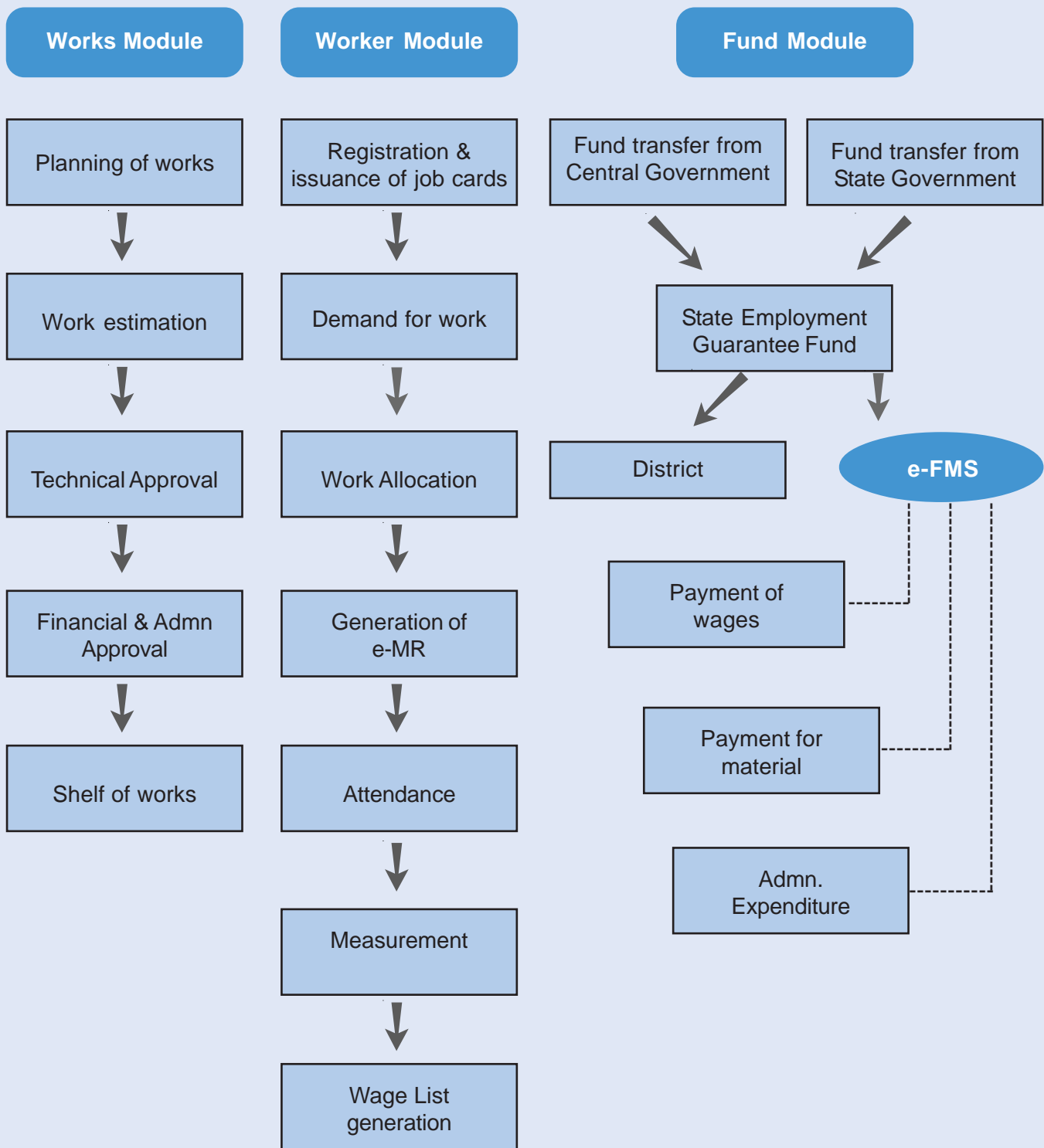
- vii) Share the updated masters with data entry locations.

(For more details, one may refer to the Users' Manual of NREGASoft available at [mgnrega.nic.in](http://mgnrega.nic.in))

## 8. GENERAL ASPECTS

- As data entry should preferably be done at the level where the event/transaction takes place and since most of the data are generated at GP level, it would be necessary to equip GPs with computers and internet connections. States have been authorised to book the expenditure on this account in the administrative expenditure head.
- Recurring charges for use of internet including data cards etc., can also be booked in the same head. If for some reasons, computers can not be made available at GP level, the PO's office should have computers in required numbers.
- As the entire data are put in the public domain and are viewable over the Internet through the URL: <http://mgnrega.nic.in>, States must devise a mechanism to ensure integrity of the data being entered.
- All data are stored in a central database in data centre/s. Synchronised copies of the full database can be made available at the State level for offline use when required by States/ Districts/ Blocks and Gram Panchayat.
- Uploading data and downloading of data in the form of reports or using web services to/from the central database is accomplished from the State/District/Block/GP level.
- Data transmission between Block and District and State in some cases is also achieved through physical movement of digital media where online transmission is not possible.
- All modules are so designed that the data are drillable from State down to the level of GP.

Given below flow chart provides a graphic representation of the core modules:



The “Support Modules” (Social Audit, Cost Estimation, Grievance, Staffing & Training) capture information required for enabling processes and thus help in effective decision making.

# MODULE - 5

## Financing MGNREGS

### a) Objectives

To explain the provisions in the MGNREGS in regard to the methodology for labour budget estimation and process involved in release of funds from one level to another.

### b) Broad Contents

#### 1. LABOUR BUDGET APPROVAL PROCESS

- LBs should be submitted to the Government of India latest by December 31st each year for the subsequent financial year. State Secretaries in charge of Rural Development should ensure timely submission of LBs for all districts in their States, to avoid delay in fund release. For this, it is important that the States/districts follow timelines as prescribed in MGNREGA Operational Guidelines.
- LBs received online will be examined in the Ministry and issues, if any, will be communicated to the State for clarification/review. The States will respond to the issues raised so that the LB approval process is initiated.
- 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 in charge of Rural Development. The Empowered Committee will arrive at a decision on the persondays to be sanctioned based on expected employment generation.
- Since LB is an estimation and MGNREGA is a demand-driven programme, the States/UTs may, based on actual performance, any time during the year, come back to the Ministry requesting revision of their existing LB. The procedure prescribed for preparation of LB shall also apply for preparation of revised LB.

#### 2. STATE EMPLOYMENT GUARANTEE FUND

- Sub-section 1 of Section 21 of MGNREGA provides for the establishment of State Employment Guarantee Fund (SEGF) (also referred to as “State Fund”) for the purpose of implementation of the scheme in an implementing State.
- The salient features of SEGF are at Annexure (Item-2)
- The States are also required to design mechanisms within the SEGF rules to ensure transparency, efficiency and accountability. The SEGF should have an in-built capacity to

track the usage of funds down to the GPs. The central share of MGNREGA funds are released to SEGF for onward allocation of funds to the districts/Panchayats/Programme Implementing Agencies (PIAs) of the respective State.

- The SEGF is expended and administered as per State Government notified fund governance rules in accordance with the provisions of MGNREGA. The salient features of the SEGF are explained *in Box-2 (Item-2) in the Annexure*.
- The State Government should 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 prescribed by the Central Government.

### 3. ONLINE SUBMISSION OF PROPOSALS FOR RELEASE OF FUNDS

- Online submission of proposals ensures proper and mandatory e-documentation and reduces frequent communications between the States and the Ministry on their comprehensive compliance.
- The Ministry has provided a facility in NREGASoft for submission of online proposals for release of Central share of funds under MGNREGA. Online submission of financial proposal is a part of fund management module inbuilt into this NREGASoft.
- While the issue of 1st half-yearly sanction of Central share under MGNREGA is based on proportionate fund requirement as per the agreed to Labour Budget (LB), the issue of 2<sup>nd</sup> half yearly sanction 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.
- NREGASoft enables the Ministry to examine through the system, various physical and financial performance parameters from the data entered by States/districts. Alerts are automatically sent to States/districts for non-compliance or part compliance of mandatory prerequisites and documents.
- The important features of the online submission of financial proposals for release of Central share under MGNREGA into the SEGF constituted under section 21 of the ACT are as follows:

#### 1<sup>st</sup> Half-Yearly Sanction

- Once LB of a State is examined and agreed to by the Ministry and State Government, the State Government shall prepare district-wise and month-wise projections of the labour demand. NREGASoft will estimate the requirement of funds under MGNREGA based on this information.
- The issue of 1st half-yearly sanction based on estimate of funds required for initial six months of a FY or 50 per cent of agreed to LB for the State, whichever is lower, less the opening balance as per NREGASoft / document provided by the State to that effect.

- As reports generated by NREGASoft form the basis of issue of sanction and fund release, it is necessary that all expenditure is entered in NREGASoft. Expenditure not entered in NREGASoft will result in larger opening balance than what is available and the half-yearly sanction would be lower by an equivalent amount.
- 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.
- Timeline for 1<sup>st</sup> half-yearly sanction order for April to September is as follows:
  - Submission of proposals - 1<sup>st</sup> April onwards
  - Sanctions by MoRD (half of LB) - 2<sup>nd</sup> April onwards and within one week from the date of receipt of complete proposal.
- 1<sup>st</sup> Half-Yearly sanction is issued and releases made to the State Fund subject to fulfilling of the following conditionalities:

**i) Closing Balance/Opening Balance**

- a) The CB shall be equal to the 'Total fund available' less the 'total expenditure reflected in MIS plus expenditure incurred but not reflected in MIS'. This should match the funds in the Bank account/accounts.
- b) The closing balances with each implementing level (Gram Panchayat/Block/any other implementing level) as on 31<sup>st</sup> March each year shall be verified and certified by the DPC in the following format.
  - Agency holding the account
  - Account number
  - Bank name
  - Branch/IFSC code
  - Balance (₹.).

The State shall compile/consolidate this data and certify the total amount available as CB. This shall be the OB for the next year.

- ii) **Certification that all releases to sub-state implementing agencies would be on eFMS mode** and that all unspent funds are pooled at the State level, duly connecting the State fund with that of the implementing levels electronically.
- iii) **Release of State share in full** as per provisions of the Act.
- iv) **Fulfilment of the conditions**, if any, specified during the last release or in- between.

- After receipt of Central share and the matching State share in the State fund based on an assessment of requirement and availability of funds with districts, funds would be transferred to districts/ Panchayats by the State from the State Fund. However, if the State is using one centralised eFMS for payments, this would not be required as all implementing agencies would draw from the centralised fund.
- If the State Government is required to transfer funds to Districts/ Panchayats, due care has to be taken while doing so. If funds in excess of the requirements are released to these entities, the unspent balances with the State Government would remain high which impact adversely, issue of 2<sup>nd</sup> half-yearly sanction as 60 per cent of the available funds within a State are required to be spent before the proposal for issue of 2<sup>nd</sup> half-yearly sanction is processed.
- All funds available in SEGF need not be transferred to Districts/ Panchayats. A reserve should be kept at the State level so that additional funds can be released from the reserve, to Districts/ Panchayats when required.
- State Governments should also redeploy funds by withdrawing them from entities that are unlikely to utilise these funds in near future and giving these funds to entities that require.

### 2nd Half-Yearly Sanction

- The three core modules in the MGNREGASoft are to generate three distinct reports 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 issue of 2<sup>nd</sup> half-yearly sanction under MGNREGA. It will list the requirements for issue of the 2<sup>nd</sup> half-yearly sanction to enable the District Programme Coordinator (DPC) to comply with all necessary documentation and to fulfil prerequisites before the district reaches 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 process for release of funds to the district from the reserves of State Fund after assessing the requirement of funds based on actual performance including committed liabilities.
- 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 for the proposal to be submitted to the State for availing of fund under 2<sup>nd</sup> half-yearly sanction issued to a particular 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. The prescribed format for UCs are at **itmes 3 and 4 in the Annexure.**

- 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 issue of 2nd Half-Yearly Sanction , to the Ministry, only after utilising 60 per cent of total available fund with the State as a whole and 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 is required to be given. 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 issue of second Half-Yearly Sanction 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 respects.
- If there are pending liabilities at the close of the previous financial year, the same should be reflected as liability in the balance sheet of the Audit Report of the previous financial year.
- A certificate stating that all pending audit observations by the auditor have been complied with should be provided along with the fund release proposal.
- Timeline for 2<sup>nd</sup> Half-yearly sanction order for October to March is as follows:
  - Submission of proposals - After 15<sup>th</sup> September, based on the actual utilisation of 60 per cent funds as per MIS.
  - Sanctions by MoRD (half of LB) - Within 7 working days from the date of receipt of complete proposal.
- 2<sup>nd</sup> Half-Yearly sanction to a State is issued and releases on its basis is made to the State Fund subject to fulfilling of the following conditionalities:

Consolidated Utilisation Certificate (UC) for the current FY (provisional updated) in the prescribed format.

### ii) Audited statements of funds pertaining to previous financial year

- a) Final, audited, consolidated Utilisation Certificate (UC) for all levels as on 31<sup>st</sup> March of previous FY



- b) Audit Reports (ARs) of all accounts (State/District/Block/GP) holding MGNREG funds – along with a State-wise abstract.
- c) Whether there is any discrepancy between the expenditure and balances as per the UC and AR? If yes, the reasons.
- d) Is OB in UC for the previous FY consistent with CB in UC for the FY of before last? If not, reasons.

### iii) Release of State share

- a) For the previous financial year
  - i. 1/4<sup>th</sup> of the material expenditure incurred
  - ii. Excess administrative cost over and above the permitted level
  - iii. Wage expenditure on households provided more than 100 days (or as permitted)
  - iv. Wages paid in excess of the notified wage rate

### iv) Expenditure-based fund release system:

- The Expenditure-based Fund Release System ensures that the fund flows are streamlined in such a way that every State is assured of funds for implementation at all times. Accordingly, releases of funds to the States are to be based on the actual expenditure and not promised expenditure.

The main features of the EFRS are:

- a) Sanction Orders (funds sanctioned for release by the Centre taking into account the approved Labour Budget and the Opening Balance of the State) would be issued twice a year i.e. on April 1<sup>st</sup> and November 1<sup>st</sup> each year.
- b) For each State, a level of Minimum Fund Assured (MFA), [which is a 14-day average expenditure arrived at after due historical and seasonal considerations] would be worked out. Funds available at SEGF would be maintained at this level all the time.
- c) As and when MFA is breached, further releases would be made electronically and within 24 hours to replenish the SEGF so that the fund maintained at the level of MFA.
- d) NREGA - Soft generates a daily Statement showing the current amount in the SEGF vis-à-vis the MFA.

Under EFRS, States will confirm that:

- a) No amount would be parked in any account other than SEGF/eFMS accounts at the State level/ as level as designated by the State.
- b) No release will be made from the SEGF/eFMS account except as per an electronic Fund Transfer Order (FTO).
- c) Bank accounts holding MGNREGA resources shall be reconciled at regular intervals.

#### 4. Administrative Expenditure

- As per the provision of Section 18 of the Act, the State Government is required to make available, to the District Programme Coordinator and the Programme Officers, necessary staff and technical support as may be necessary for effective implementation of the Scheme.
- To enable the States/UTs for augmenting human resources and developing capacity for critical activities Central Government provides up to 6 per cent of the total expenditure on MGNREGA in a FY as administrative expenses. This Central financial assistance is provided to States/UTs under section 22 (1) (c) of the MGNREGA.
- State governments are advised to supplement this, if required, for effective implementation of the Provisions of MGNREGA the 6 per cent cap on administrative expenses shall operate at the State level.
- As per Para 24 of Schedule I at least one-thirds of this 6 per cent should be spent at the GP level to employ and pay the Gram Rozgar Sahayak, other technical personnel as per the work done and for other administrative expense.
- Detailed sub-heads under the broad heads of administration expenditure have been defined in NREGASoft and administrative expenditure should be booked accordingly. These sub-heads should be tracked and monitored to identify exceptions and limit the administrative expenditure to 6 per cent.
- For accounting convenience, the administrative expenses portion may be kept in a separate bank account at State, district or block levels.

##### 4.1 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, household contact programmes etc.
- iii) **MIS:** Collection of data and its e-processing, report generation and transmission.
- iv) **Quality Management:** Deployment of quality monitors at State, district and block level and associated expenses of training for quality.
- v) **Setting up of grievance redressal system:** Setting up of helplines, 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) **ICT facilities in GPs:** Provision of latest ICT facilities in the Bharat Nirman Rajiv Gandhi Sewa Kendras (BNRGSK) at GP level.
- ix) **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.
- x) **Social Audits:** Expenditure incurred towards organising social audits.
- xi) **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.
- xii) **Evaluation and Research:** Conduct of relevant studies including evaluation studies and action research.
- xiii) **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 on MGNREGA works.

#### 4.2 Expenses not allowed under administrative costs

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

- a) Purchase of vehicles and repair of old vehicles.
- b) Civil works.
- c) Salaries/ remuneration of functionaries already engaged by the Government/ PRIs/ any other implementing agency.
- d) Material procurement for works.

#### 5. Standard Operating Procedure (SOP) for Stoppage of Funds Under Section 27(2) of MGNREGA

- As per the provisions in Section 27(2) of MGNREGA, the Central Government may, on receipt of any complaint regarding lack of effective implementation of the provisions of the Act or regarding the improper utilisation 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.
- In accordance with the principles governing statutory powers granted by Parliament to Government, such powers are to be exercised in a consistent way in keeping with the basic objective of the Act, which in this case is to provide for enhancement of livelihood security.
- Ministry of Rural Development receives large number of complaints from Members of Parliament, other public representatives, NGOs and the general public regarding violation of Guidelines for implementation of MGNREGS. The complaints received in the Ministry are broadly on the following issues:
  - ◆ Non-involvement of Gram Sabha in selection of works
  - ◆ Non-issuance of Job Cards
  - ◆ Denial of application for registration
  - ◆ Non-availability of worksite facilities like crèche, drinking water, first aid box etc.

- ◆ Non-payment of Unemployment Allowance
  - ◆ Not providing works within the time-frame
  - ◆ Social audits not being conducted
  - ◆ Delay in payment of wages under MGNREGA
  - ◆ Irregularities in selection of beneficiaries
  - ◆ Delay in completion of projects
  - ◆ Financial irregularities
  - ◆ Purchase of material without following prescribed procedure
  - ◆ Embezzlement /Misappropriation of funds
  - ◆ Use of Machinery
  - ◆ Involvement of contractors
  - ◆ Forging of muster rolls
  - ◆ Execution of inadmissible works.
- As the Schemes are implemented by respective State Governments/UT Administration, the action on complaints also primarily needs to be taken by them only. However, it has been observed that in many cases, State Governments do not take timely remedial action.
  - The Ministry of Rural Development has formulated a Standard Operating Procedure (SOP) for application of the provisions of Section 27 (2) read with the provisions relating to accountability given in Section 23 of the Act, in the manner given below:
  - MGNREGA division in the Ministry will look into all complaints received in the Ministry and categorise into (A) Petitions (B) Grievances/Complaints regarding procedural violation of Guidelines (C) Complaints relating to effective implementation of the Act and (D) Complaints involving financial irregularities. The categorisation will be broadly based on the following (The list of allegations referred in paragraphs next is only indicative and not exhaustive. Allegations which are not listed above will be categorised appropriately by MGNREGA Division):
  - **Petitions:** General/ non-specific statements on the implementation of the Scheme and general observations/suggestions on the improvement in the Scheme will come under this category. These would include (1) increasing the number of days of works (2) increasing the wage rate

inclusion of new category of works (4) convergence with other programmes (5) general statement like corruption at all levels in the district/block/village etc.

- Action on references in the nature of petitions will be taken by MGNREGA Division of the Ministry itself in accordance with provisions of the Act, Rules and accepted policy of the Government and may not be referred to the State Government unless required to do so.

#### **5a. Grievances / Complaints regarding procedural violation of Guidelines**

- Irregularities, which are born out of deficiencies; like lack of capacity building, shortage of staff, lack of planning etc., will also come under this category. These include allegations where no criminal intent is involved, such as delay in completion of works etc. or random cases of the nature where lack of management capacity appears to be the major cause
- Grievances/Complaints on violation of Guidelines will be referred to respective State Government by the Ministry within 15 days of receipt. The State Government will have the complaint enquired into by deputing a field investigating team.
- The State Government will be required to send an Action Taken Report (ATR) within three months' time of receipt of the complaint. The ATR should include the action taken on the current case and also the systematic changes that the State proposed to carry out so that such grievances do not recur.

**5b. Complaints relating to effective implementation of the Act:** In this category, will be included complaints relating to large scale and prolonged deviation from the main provisions of the Act, Guidelines, orders ,circulars etc. This includes items such as including (1) non-involvement of Gram Sabha in the selection of works, (2) not conducting Social Audits, (3) delay in payment of wages, (4) non-availability of worksite facilities like crèche, drinking water, first aid etc., (5) non-issuance of job cards, (6) denial of application for registration (7) non-payment of unemployment allowance, (8) not providing works within the time-frame, (9) non-maintenance of records etc.

**5c. Complaints on financial irregularities:** Any allegation relating to possible or actual loss to the exchequer and where criminal intent is involved will come under this category. These include

- a. Purchase of materials without following the financial procedures, with the intention of causing wrongful loss to the scheme or wrongful gain to another party, (2) embezzlement of funds/ misappropriation of funds, (3) fudging of financial records including duplication of muster rolls, bogus entries, (4) use of machinery, (5) involvement of contractors etc.
- b. The cases under complaints on financial irregularities will also be referred to State Governments to furnish their views within 30 days. However, in case of serious nature of complaints, where there is prima facie criminal intent is involved and immediate action is necessitated and if the

Division finds prima facie and thereby a case exists, then, with the approval of Secretary (RD) or Additional Secretary (RD), a Central team with one officer of the Ministry (preferably Dir/DS level and above and not necessarily from MGNREGA Division) along with an Institutional National Level Monitor (NLM) will be constituted (within 15 days of receiving such complaint) for enquiring into the allegation(s) and submitting a field investigating report to the Ministry within a period of one month. The field investigation report of NLMs/Central Team, after examination in the Ministry, will be immediately shared with the State Government / SEGC and they shall submit the ATR to the Ministry within a period of 30 days.

- c. The field investigation report of NLMs/Central Team, after examination in the Ministry, will be immediately shared with the State Government / SEGC and they shall submit the ATR to the Ministry within a period of 30 days.

#### 5d. Extension of time for submission of ATRs

- For any category of complaint, if the State fails to submit an ATR within the prescribed time period, the Ministry shall issue a reminder giving a grace period of another two weeks time with a caution that non submission of ATR will lead to invoking Section 27(2) of the Act for stoppage of funds.
- If required, State Government can ask for reasonable additional time with justification. Consideration for providing additional time shall be undertaken by a Committee under the Chairmanship of Additional Secretary, comprising the following officers as members from the Ministry:

|                                    |   |          |
|------------------------------------|---|----------|
| JS (RE-I)/ JS(RE II)               | - | Member   |
| CCA                                | - | Member   |
| Concerned Director in the division | - | Convener |

- The Convener will prepare a gist of complaints along with the justification given by the State for seeking additional time. Based on the seriousness of the complaint and the explanation offered by the State, the Committee may decide to give additional time to the State for submitting the ATR.

#### 5e. Receipt and Review of Action Taken Report

- The same committee will review the ATRs received from the States. The Convener will place before the committee, gist of the complaint, the ATR, findings of NLMs / Central team if any and the action taken by the State thereon. The Committee will look into enquiry report and ATR and satisfy itself about appropriateness of the action taken on the complaints.

- The Committee may also invite the concerned State/district officers to present its case before the Committee, if need be in case of category (iv) involving misappropriation/ embezzlement or financial irregularities.

#### 5f. Action expected from States for a satisfactory ATR

- In case of complaints given mentioned above under **Grievances/Complaints regarding procedural violation of Guidelines** and **Complaints relating to effective implementation of the Act**, it is expected that the State Government would have issued necessary instructions/ guidelines to correct the deficiency observed. The Ministry may ask the State Government to intimate the effectiveness of the guidelines. In addition, appropriate administrative action should be taken against those found to be violating the provisions of the Act / Guidelines.
- With regard to the complaints relating to financial irregularities, generally, the following action should have been completed for an acceptable ATR:

#### For employees

- i) Lodging FIR against the delinquent officer(s) in case, prima facie, a criminal intent is apparent and
- ii) Formal initiation of departmental enquiry.

#### Elected officials

- i) Proceedings for disqualification/ termination / recovery should have been initiated under the State PR Act and
  - ii) Recovery should have been ordered by issue of a formal recovery certificate or a written order if, following a due process, recovery is due.
- It is expected that proceedings initiated as above will progress to their logical conclusion with all due speed and progress in this regard will also be reviewed by the Committee in the manner given above. The Committee may seek periodic ATRs in this regard.

#### 5g. Consequences of not submitting satisfactory or timely ATRs

- If the State fails to respond with a satisfactory ATR or within the specified time period, the Committee may recommend remedial action including stoppage of funds under Section 27(2) of the Act. Where the matter is of a serious nature, it could recommend CBI enquiry. Entrusting investigation to CBI would require consent of the State Government concerned under Section 6 of the Delhi Special Police Establishment (DPSE) Act, 1946.



- Hence, the State Government concerned would be requested to accord their consent on such proposed investigation under Section 6 of DPSE Act, 1946, within four weeks of issue of such request. The State Government may also initiate a CBI enquiry on its own behalf and keep the Ministry informed.
- The decision of the Ministry on the ATR will be communicated to the State along with the course of remedial action to be taken by the State Government immediately. The State Government shall take appropriate action on the matter and submit to the Ministry the Compliance Report within three weeks.
- The Compliance Report received from the State Government will again be placed before the Committee. If the Committee feels that the action taken by the State is satisfactory, then the Committee may recommend for release of full amount due to the State/district. In case of unsatisfactory compliance of the recommendations/action, the Committee may continue to recommend stoppage of funds till a satisfactory 'cure' is commenced.
- In case ATRs are not received timely or are not satisfactory, an Institutional NLM(s) may be deputed with the approval of Additional Secretary / Secretary, Ministry of Rural Development to enquire into the matter and submitting a report to the Ministry within a period of one month.
- In case of financial loss, the quantum of loss shall be treated as additional State liability (in addition to the due share as per Section 22). Upon recovery of embezzled/ misappropriated amounts, the same will be deposited in SEGF (or in the MGNREGA fund at district level if the State has no SEGF) and States' liability accordingly adjusted.

#### **5h. Establishing Complaint Cells in States**

- The State Governments should establish a complaint cell, under the direct charge of Secretary, Rural development in the State, for looking into all the complaints related to MGNREGA. The complaint cell may either be for complaints specifically related to MGNREGA or it may be the same as for complaints related to other programmes / Schemes of Ministry of Rural Development.

#### **5i. Provisions of Para 29 of Schedule I to apply**

- Notwithstanding the detailed procedure listed above to deals with the procedure for handling complaints received in the Ministry and referred to the States for necessary action, provision of para 29 of Schedule I of the Act will be applicable to the complaints received directly by the PO / DPC or State Government.

### **6. FINANCIAL AUDIT OF MGNREGA ACCOUNTS**

MGNREGA accounts at the district level and those of the SEGF are to be audited by CA/ CA firms annually, who are expected to do a check of the receipts and payment statements of the GPs. The

GP accounts are normally should also be internally audited by officials at the block level and later by the Local Fund Auditors (nomenclature varies from State to State). In some cases, there is considerable time lag between closure of accounts and audit by Local Fund Auditors and not every GP may be audited by the Local Fund Auditor every year. The status of the MGNREGA accounts being maintained by GPs also varies in quality across States.

Pursuant to the changes in provisions of Section 24(1) of MGNREGA and in order to improve the accounting of MGNREGA funds and to ensure transparency and accountability of GPs, the following arrangement for certification of MGNREGA accounts at GP level and financial audit thereof, is prescribed. This arrangement shall continue to be in practice, till the audit arrangements through Local Fund Auditor attain a satisfactory level.

### **6.i Scope of certification**

With regard to MGNREGA, the CAs will examine and certify whether the following books of accounts/ documents maintained by the GP in the form and manner specified by the State Government in accordance with the provisions of Section 24(2) of MGNREG Act are in agreement with supporting Muster rolls, vouchers and bills:

- a. Cash book
- b. Receipt and Payment Statement
- c. Bank & post office reconciliation statements
- d. Utilisation certificate(s) issued if any

In addition to these, the CA will examine the following registers prescribed for MGNREGA

- a. Cash book
- b. Receipt and Payment Statement
- c. Muster roll receipt Register
- d. Job Card Issue Register
- e. Employment Register
- f. Works Register
- g. Asset Register
- h. Monthly Allotment and Utilisation Watch Register

The examination and certification of accounts will be based on original vouchers/challans/bills.

## 6.ii CA will

- i) Comment on the quality of accounts and financial statements.
- ii) Identify and list gaps/ deficiencies and weak areas in systems and controls and make recommendations for improving these.
- iii) Comment on the wage- material ratio on works taken up by the GP.
- iv) Certify whether MGNREGA funds have been deployed only on admissible activities/works or otherwise.
- v) Comment on other matters which may have a significant impact on implementation of MGNREGA.

An indicative check list for this purpose is at Item 5 of Annexure.

## 6.iii Visit to GP by CAs

It is envisaged that the CAs will visit the GP headquarter for the certification of accounts. To facilitate the visits, the CA would give an advance tour programme to the District Programme Coordinator (DPC) before commencing the certification process indicating the proposed dates of visit. The DPC will be responsible to ensure that all necessary documents are provided to the CA firms for the certification and concerned GP officials are available to the CA when he/she visits the GP. For this purpose, the DPC will be assisted by respective POs.

## 6.iv Compilation and Reporting of the Certified Accounts

- i) The CA will submit to the PO, a report for each GP visited, enclosing a certificate **(in the format at Item 6 in the Annexure)** to this circular within 15 days of completion of certification of accounts of the GP. The report should contain the records verified, discrepancies noticed if any, adequacy of documentation and findings on the items listed in the check list.
- ii) In addition, a consolidated summary for all GPs taken up for certification and assigned to the CA within a district, will be submitted to the DPC within 15 days of completion of certification for all such GPs. In the consolidated summary the CA firm will indicate the GPs visited including the dates of the visit. In this report, issues which require immediate attention of the DPC should be highlighted. In addition, adverse observations and suggestion for improvement will also be indicated in the report.
- iii) During the course of certification, if the CA notices any defalcation or misappropriation of funds, it shall be immediately brought to the notice of the DPC who would proceed to take

necessary action. As per para 26 Schedule I any misappropriation of amounts spent under the Act shall be recoverable using the Revenue Recovery Law prevailing in the State.

- iv) District-wise summary of observations made by CAs will also be included as an annexure to the audit report of the State Employment Guarantee Fund.
- v) While auditing the MGNREGA funds at the district level, the auditor will take into account the certification and observation of the CAs made on GP accounts.
- vi) The Secretary/ Commissioner, MGNREGA at the State level and the DPCs at the district level would be responsible to ensure that the accounts of selected GPs are certified by the empanelled CAs within a given time-frame.
- vii) DPC will submit to the State Government an Action Taken Report (ATR) on the observations of the CA and likewise, the State Government will submit a consolidated ATR to MoRD.
- viii) This certification, observations and the Action taken reports will be examined by the Ministry while releasing funds to the State Government.

#### **6.v Period of appointment**

The period of assignment of CAs will be not more than 2 years. The assignment for the second year will be renewed only upon satisfactory performance in the first year. Preferably one CA will be selected and appointed for each district. In case the State Government is of the view that it is not feasible for one CA to certify accounts of all GPs selected in a district, more than one CA may be appointed. Likewise, a CA may be assigned more than one district if adequate numbers of CAs are not available on the panel in any State/ district.

#### **6.vi Monitoring the certification process and follow-up**

The Principal Secretary, RD/ State Commissioner, MGNREGA and the DPC shall be responsible for (i) monitoring the progress of the certification (ii) taking corrective action (iii) submitting ATRs to concerned authority.

In addition to the above, the Comptroller and Auditor General of India, or any person appointed by him on his behalf, shall conduct audit of the accounts of schemes at such intervals as he may deem fit.

The accounts of the grantee institution will also be audited by the internal Audit of the Principal Accounts Office of the Ministry.

## Annexures

### Item-1- Methodology for Arriving at Labour Budget Estimation

The LB estimate under MGNREGA is based on the amount of total cost (viz. cost towards wage, material and administrative costs) to be incurred while generating a personday wage employment. The 60:40 ratio for wage and material costs for all works taken up by the Gram Panchayats, the cost of the material component including the wages of the skilled and semi-skilled workers shall not exceed forty per cent at the Gram Panchayat level. For works taken up by the implementing agencies other than Gram Panchayats, the overall material component including the wages of the skilled and semi-skilled workers shall not exceed forty per cent at the block or intermediate level. Thus, expenditure per personday generation of wage employment shall have wage and material costs in the proportion of 60:40. For example, if the cost of the project is ₹. 100, the wage expenditure is at least ₹. 60 and the material expenditure is at most ₹. 40. Further, a maximum of ₹. 6 can be utilised towards administrative expenses over and above the wage and material expenses.

### Item- 2 - Salient Features of SEGF

- SEGF funds shall be utilised in accordance with the provisions of the Act and Rules framed thereunder by the Central Government and instructions issued by Ministry of Rural Development from time to time.
- SEGF pools resources from Centre (Central Share) and State (State Share) and cause its deployment within the districts as per their fund requirements. Interest accruing on account of MGNREGA funds should be a part of the SEGF and shall be spent only in accordance with instructions of the Central Government.
- The SEGF shall ensure district-wise effective fund management under MGNREGA. The agency designated for fund management in a State should have a status different from the State Government. Generally, the State Funds are managed by self-regulating Societies registered under the Societies Registration Act.

**Item – 3**

**Utilisation Certificate for the year.....under MGNREGA**

State .....

District.....

1. **Unspent Balance** of the Previous Year.....

| Scheme/ Programme   | Balance (₹ in lakh) |
|---------------------|---------------------|
| MGNREGA             |                     |
| Others*             |                     |
| Total               |                     |
| *Specify the scheme |                     |

2. **Grant received** during the Year .....  
₹.....lakh.

| (₹. in lakh)      |        |       |
|-------------------|--------|-------|
| Letter No. & Date | Centre | State |
| i)                |        |       |
| ii)               |        |       |
| iii)              |        |       |

3) **Miscellaneous** receipts of the Agency, if any, under MGNREGA ₹. ....Lakh.

| Source of Misc. Receipt | Amount Received (Rs in lakh) |
|-------------------------|------------------------------|
| Bank Interest           |                              |
| Excess State Share      |                              |
| Recovery of funds       |                              |
| Others*                 |                              |
| *Specify the source     |                              |

4) **Total funds available:** (1+2+3)

₹. ....Lakh

Certified that a sum of ₹..... (Rupees.....only) was received by the State/ District..... as Grants-in-Aid during ..... from the Govt. of India vide Ministry of Rural Development Letter No. .... dated.....and ₹. ....from the State Government vide Letter No.....

Dated..... Further a sum of ₹..... (Rupees.....only) being unspent balance of the previous year..... was allowed to be brought forward for utilisation during the current year..... The miscellaneous receipt of the agency during the year ..... was ₹.....lakh.

It is also certified that out of the above mentioned total funds of ₹..... (Rupees..... only) a sum of ₹..... (Rupees..... only) has been utilised by the State/ District during ..... for the purpose for which it was sanctioned.

The expenditure on wages and materials (including semi-skilled and skilled labour) are ₹ ..... (Rupees..... only) and ₹..... (Rupees..... only), respectively.

Further ₹..... (Rupees..... only) has been utilised on Administrative Contingency permissible under the MGNREGA.

It is further certified that the unspent balance of ₹.....(Rupees.....only) remaining at the end of the ..... (month) year will be utilised for the programme during the remaining period of current year / next year.

3. Certified that the conditions on which fund was sanctioned have been duly fulfilled/are being fulfilled and have exercised following checks to see that the money has been actually utilised district-wise for the purpose for which it was sanctioned:

**Kind of checks exercised**

- (i) The Agency's statement of Accounts for the year .....duly audited by the Chartered Accountant have been obtained and sanctioned.
- (ii) The Utilisation Certificates and Audit/Inspection Reports for the prescribed year of the district have been obtained and duly scrutinised.
- (iii) It has been ensured that the physical and financial performance under MGNREGA has been according to the requirement, as prescribed in the guidelines issued by Government of India/ State Government.
- (iv) Certified that muster rolls in all works under MGNREGA have been maintained correctly.
- (v) Certified that only permissible items of works under Schedule I of MGNREG Act have been taken up.
- (vi) Certified that wages as per the notified wage rates have been paid under MGNREGA.
- (vii) The utilisation of the aforesaid fund resulted into the following:
  - a) Physical output:
    - (i) No. of Mandays Generated :.....(In lakhs)
    - (ii) No. of Mandays Generated for which payment (wage+material) are to be made: .....(in lakhs)
    - (iii) No. of households provided employment: .....
  - b) Outcomes:
    - (i) Works and activities

| Works/Activities   | No. of works |             |
|--|--------------|-------------|
|  | Completed    | In Progress |
| Public Works relating to Natural Resources Management  |              |             |
| Individual Assets for Vulnerable Sections (Only for Households mentioned in Paragraph 5 of Schedule I) |              |             |
| Common Infrastructure for NRLM Compliant Self-Help Groups  |              |             |
| Rural Infrastructure   |              |             |
| Any other work notified by the Central Government in consultation with the State Government            |              |             |
| Total  |              |             |

- ii) No. of households completed 100 days of employment .....
- iii) No. of households provided employment in excess of 100 days .....
- iv) No. of mandays created in excess of 100 days per household .....
- v) Expenditure for above No. (iv) .....
- vi) Certified that excess expenditure on above No. (v) has been borne by State Government.

Dated:

Note: *Strike out whichever is not applicable.*

|   |
|---|
| <b>Signature:</b>   |
| Name.....   |
| Office Stamp of the District Programme<br>Coordinator of the concerned District |



## Item – 4

## Format for State / District to Claim Central Funds Under MGNREGA

Name of State/ District with full address:

## SECTION-A-FINANCIAL

1. Status of receipt of funds during the year in the district:

| S. No. | Particulars  | Amount<br>(in ₹. lakh) |
|--------|--|------------------------|
| 1      | Opening balance as on 1st April of the previous financial year (*).  |                        |
| 2      | Funds released during the previous financial year(a) Central release(b) State release Total (a+b).   |                        |
| 3      | Misc. receipts credited during the previous year.  |                        |
| 4      | Total funds available (1+2+3) during the previous financial year under MGNREGA.  |                        |
| 5      | (a) Total funds utilised during the previous financial year(b) Expenditure on administrative infrastructure (out of 5a )(c) Expenditure on unskilled labour component (out of 5a )(d) Material cost including semi-skilled and skilled labour (out of row 5a). |                        |
| 6      | Closing balance of the previous financial year/opening balance of the current financial year as on 1st April ( 4-5a).  |                        |
| 7      | Funds released during the current financial year(\$)(a) Central release(b) State release(c) Total (a+b).   |                        |
| 8      | Misc. receipts credited during the current financial year.   |                        |
| 9      | Total funds available during the current financial year under MGNREGA (6+7+8).   |                        |
| 10     | Expenditure incurred during the current financial year under MGNREGA till date... (please mention date).   |                        |
| 11     | Percentage of utilisation to total funds available (9/10x100).   |                        |

Note : (\*) If the proposal is submitted after 30th of September, it should be as per the audited statement of accounts and if earlier, must be as per UC that should also be enclosed.

(\$) If the Central or State release of the previous year has been received during the current year and is shown during the current year, it must be clearly mentioned in footnotes how much of the amount shown during the current year pertains to the previous year.

## SECTION-B (PHYSICAL PROGRESS)

1 No. of households issued Job Cards \_\_\_\_\_

| SCs | STs | Others | Total |
|-----|-----|--------|-------|
|     |     |        |       |

2 No. of households who have demanded employment (up to date) \_\_\_\_\_

3 No. of households that have been provided employment (up to date) \_\_\_\_\_

4 No. of households that have completed 100 days of employment (up to date) \_\_\_\_\_

5 No. of mandays generated \_\_\_\_\_ (in lakhs)

(Signature and stamp of the District Programme Coordinator)

## Item - 5

### Checklist for Audit of MGNREGA Accounts of GP

- 1 Did the GP provide all books of accounts and records for audit?
- 2 Do the muster rolls tally with the wages paid?
- 3 Do other payments tally with vouchers/ bills?
- 4 Whether drawal of money or payments made without proper vouchers or bills has been noticed?
- 5 Does the bank/ PO Pass Book balance reconcile with cash book of GP account?
- 6 Whether expenditure has been incurred for the purposes intended for?
- 7 Whether expenditure incurred by the GP has been correctly classified and is admissible in accordance with Operational Guidelines and instructions?
- 8 Whether any defalcation or misappropriation of funds has been noticed?
- 9 Whether the shelf of projects have been identified in the Gram Sabha ?
10. Whether all the works taken up are part of the annual work plan approved by the DPC and covered by administrative sanction?
11. Were the procurement procedure prescribed by the State government adhered to by the GP while making procurement?
12. Is proper record maintained of the job cards issued?
13. Whether the demand for work is registered and dated receipts given?
14. Has necessary action been taken on the wrong or lost cheques issued, if any?
15. Whether all vouchers and receipts are authorised by GP President and Secretary?
16. Whether the assets created find place in the Asset register of the Panchayat and MGNREGA?
17. Does the GP make timely data entry in NREGASoft?

SignedCA

**Item – 6**

**Certificate for MGNREGA Accounts of GP**

**Name of the GP  
Block**

**District and State  
Date visited**

- 1) I/ We..... visited ..... GP of ..... block ..... in district on (Date ) and inspected the books of accounts and other registers in the presence of (Give names of officials present).
- 2) To the best of information made available and according to the records given to us, it is certified, that the Cash book and receipt and payment statement, except the following transactions, are supported by proper vouchers, bills and muster rolls.

Entries that are not supported by appropriate vouchers/ Bills / Musters are as given in the following Table:

| S. No. | Description | Date | Amount |
|--------|-------------|------|--------|
|        |             |      |        |
|        |             |      |        |
|        |             |      |        |
|        |             |      |        |

- 3) The cash book and bank / post office reconciliation statement as at the end of FY —— are in order/ not in order. (In case these are not in order, details with suggestions for corrective action may be provided).
- 4) The status of the registers maintained by the GPs are as under:

| Register | Quality of maintenance |      |      | Remarks |
|----------|------------------------|------|------|---------|
|          | Excellent              | Good | Poor |         |
|          |                        |      |      |         |
|          |                        |      |      |         |
|          |                        |      |      |         |
|          |                        |      |      |         |

- 5) The internal control procedures are adequate/ not adequate.( In case these are found to be not adequate, suggestions for improving these may be given).
- 6) It is also certified that the GP has maintained/ not maintained the 60: 40 wage: material ratio at the GP level. (In case of violation of 60:40 ratio, the exact ratio may be given).
- 7) It is certified that the GP has utilised the MGNREGA funds only for permissible purposes. Or

The GP has incurred following expenditure that is not permitted under the Operational Guidelines for MGNREGA.

| S. No. | Name of Work | Expenditure incurred | Remarks |
|--------|--------------|----------------------|---------|
|        |              |                      |         |
|        |              |                      |         |
|        |              |                      |         |
|        |              |                      |         |



# MODULE - 6

## Institutional Architecture of MGNREGA

### Training objective

To explain the institutional structure of MGNREGA and discuss the tasks of the functionaries for making MGNREGA implementation more effective.

### Learning Objectives (LOs)

- i) Discuss the inadequacies of the existing institutional infrastructure; and
- ii) Explain the new institutional architecture to make MGNREGA more effective.

### LO 1: Discuss the inadequacies of the existing institutional infrastructure

### Learning Events

- Ineffective Social Mobilisation Efforts and low levels of awareness of key stakeholders on the salient features of MGNREGA
- Passive participation of workers in planning, implementation, monitoring and social audit (ad hoc planning, unrealistic labour budgets and few convergence initiatives, ineffective VMCs and social audits)
- Declining performance and unmet demand
- HR Problems of existing institutional set-up

### Method(s)

- Sharing of experiences and perceptions by the participants
- Discussion on MIS data on key parameters
- Reactions of participants to results and findings of (selected) studies on MGNREGA

**Duration:** One hour

**Learning outcomes:** Participants will be able to link the inadequacies of the existing institutional structure to the deficiencies of programme governance

## Reference material

- A. Present Institutional Arrangements (discussion points for the participants)
  - Proposed staff structure and staff in position at different levels
  - Problems in respect of recruitment and salaries for contractual staff (HR policy of the state)
  - Problems in engaging NGOs and social animators for social mobilisation
  - IEC initiatives in reaching out the workers given the socio-economic profiles for awareness generation
  - Causes of low participation in Gram Sabhas (Selection of works and labour budget preparation)
  - Problems in posting data on MIS; constraints in adoption of IT practices
  - Current arrangements for demand capture
  - Problems of fund flow management
  - Functioning of VMCs
  - Challenges in conduct of Social Audits and status of Social Audit Directorate
- B. MIS data on key parameters for rural India and some backward states (2009-10 onwards)
  - Job cards issued and households seeking work
  - Employment generation
  - Percentage of households with 100 days of work
  - Employment per household
  - Percentage utilisation of funds
  - Type of works undertaken
- C. Results of 66<sup>th</sup> Round NSSO data – unmet demand
  - Findings of selected studies – awareness levels, participation in MGNREGS process, Employment (sought and provided), Impact on household consumption, access to credit,...)

**LO 2: Explain the new institutional architecture to make MGNREGA more effective**

**Learning Events**

- New institutional Architecture
- Major tasks of institutions / functionaries at various levels

**Method(s)**

- Discussion on the organisational chart
- Power point presentation on the tasks of various functionaries and institutions-cum-discussions

**Duration:** 2.30 hrs

**Learning Assessment:** Open discussions by the participants and resource persons on how the proposed institutional set-up would make MGNREGA a people-centric and NRM focused intervention. The aspects for discussion include

- Concerted IEC efforts (media and agency) for mobilisation of workers
- Formation of labour groups
- Improved awareness levels of workers on Rights and Entitlements, procedures of participation,...)
- Conduct of Gram Sabhas for labour budget preparation and NRM based plan of works, convergence of MGNREGA with other development schemes,...)
- Effective functioning of VMCs
- Conduct of social audits with community participation
- Greater transparency in programme management and accountability of delivery system to the outputs and outcomes

**Outcome:** Participants will be able to explain how the new institutional architecture of MGNREGA can meet the programme objectives in a rights based framework.



## Institutional Architecture of MGNREGA

| National Level                             |   |  |                                 |                                |           |
|--|---|--|---------------------------------|--------------------------------|-----------|
| Ministry of Rural Development, (MoRD), Gol | Central Employment Guarantee Council (CEGC) | National Management Team (NMT)                                   |                                 |                                |           |
| State Level                                |   |  |                                 |                                |           |
| State Ministry of Rural Development (MoRD) | State Employment Guarantee Council (SEGC)   | State Employment Guarantee Mission & Management Team (SEGM & MT) | State Social Audit Unit         | State Vigilance Cell           |           |
| District Level                             |   |  |                                 |                                |           |
| District Panchayat                         | District Programme Coordinator (DPC)        | Dist. Technical Committee (DTC)                                  | Voluntary Technical Corps (VTC) | District Vigilance Cell        | Ombudsman |
| Block Level                                |   |  |                                 |                                |           |
| Intermediate Panchayat                     | Programme Officer (PO)                      | Block Resource Centre (BRC)                                      | Engineer                        |                                |           |
| Cluster Level                              |   |  |                                 |                                |           |
| Technical Assistant (TA)                   | Cluster Facilitation Teams (CFTs)           | Computer Operator-cum-Accounts clerk                             |                                 |                                |           |
| GP Level                                   |   |  |                                 |                                |           |
| Gram Panchayat                             | Panchayat Development Officer (PDO)         | Gram Rozgar Sahayak (GRS)  | Mate                            | Vigilance Monitoring Committee |           |

## **A Professional support for the implementation of MGNREGA**

### **A.1 Gram Rozgar Sahayak or Employment Guarantee Assistant**

The State may ensure that at least one GRS in every GP except in GPs where demand for work under MGNREGA is almost non-existent. More than one GRS may be deployed in GPs that have high labour potential and GPs with scattered habitations and tribal areas

#### **Functions**

- Will assist the Gram Panchayat (GP) in executing MGNREGA works at GP level.
- should be engaged exclusively for MGNREGA and shall not be assigned any other work.
- The function of GRS and the Panchayat Secretary should be distinctly outlined.

#### **Responsibilities of the GRS are as follows:**

- a. Assisting Gram Panchayat in executing MGNREGA works at Gram Panchayat level;
- b. Overseeing the process of registration, distribution of job cards, provision of dated receipts against job applications, allocation of work to applicants etc.;
- c. Facilitating Gram Sabha meetings, social audits and Rozgar Diwas;
- d. Recording attendance of labour every day either himself/ herself or through the mate in the prescribed Muster Rolls at the worksite;
- e. Ensuring that Group mark-outs are given at worksite for every groups of labourers, so that the workers know the output required to be given to earn wage rate every day;
- 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 and updating job cards of the workers regularly;
- h. Maintaining all MGNREGS-related registers at the Gram Panchayat level;
- i. Assist the Panchayat Secretary or any other official responsible for maintenance of MGNREGA accounts;
- j. Ensuring that the documents are conveniently available for public scrutiny;
- k. Supporting Gram Panchayat in the organisation of Rozgar Diwas;

- l. Facilitating the planning process at the village level for convergence as a part of village resource group;
- m. Filling the details of eligible household after verification in the MIS(NREGASoft);
- n. Making available index map and relevant records to State Quality Monitor in advance of their visit;
- o. Distributing pay slips amongst workers along with mates.

### Updating GRS Status on MIS

- The status on deployment of Gram Rozgar Sahayak (s) should be updated, in MIS every month, by PO or any other official who has the responsibility and authority for engaging GRSs.

### Remuneration/ Compensation for GRS

The remuneration/ compensation to be paid to GRS can be as per the work done. Appropriate performance incentive-disincentive system needs to be worked out accordingly.

### A.2 Mates

A mate or worksite supervisor is required for each worksite. At least one mate should be present for every hundred active workers.

Selection criteria, remuneration, roles and responsibilities of mates are:

- A mate should be literate and should have worked in MGNREGS for atleast 50 days as a worker in MGNREGS in the previous/ current financial year..
- Mates should be selected on the basis of well-publicised transparent criteria. While designing the selection criteria for mates, preference should be given to the most deserving families and priority should be given to women and differently-abled.
- A person working as a mate should not be a worker on the same MGNREGS worksite at the same point of time.
- The remuneration of mates should be based on persondays of his/her work, calculated at a wage rate equal to that of a skilled labour and should be included in the cost estimate under the material component of the scheme.
- Responsibilities of Mates are
  - a. Supervise worksites.
  - b. Capture daily attendance in muster roll.

- c. Give daily mark-outs to groups of labourers and record measurements at the end of the day.
  - d. Facilitate applications for job cards and submit them to the GP.
  - e. Facilitate demand for work from individual workers or groups of labourers, submit them to GP 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. Submit filled-in muster rolls to Gram Rozgar Sahayak.
  - i. Ensure that the first aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being executed are available at the worksite.
  - j. Help illiterate labourers in his/her group to learn to sign and to calculate wages earned.
  - k. Create awareness about rights and entitlements under the MGNREGA.
  - l. Be part of village resource group. The village resource group facilitates the planning process at the village level.
  - m. Distribute pay slips amongst workers along with Gram Rozgar Sahayak.
- Worksite supervision (as detailed above) can also be assigned to women SHGs.
  - Barefoot Engineers and Accountant-cum-Auditors may be trained from the community to do the first level of technical/accounting-cum-audit work.

## **B. Human Resources at Cluster of Gram Panchayats (Sub-District) Block Level**

### **B.1 Technical Assistant**

- i. A Technical Assistant (TA) should be for every five Gram Panchayats or 2500 active job cards. TA will report to the GP, CFT and PO.
- ii. The TA will assist the GP in identifying and conducting measurement of works.
- iii. The TA should have Diploma in Civil Engineering or as decided by the State Government.

- iv. The status on deployment of TAs should be updated, in MIS every month, by PO or any other official who has the responsibility and authority for engaging TAs.

### Important Responsibilities of a TA

- i. Identification of works as per the Gram Sabha resolution on works.
- ii. Preparation of estimates for works in standard prescribed templates.
- iii. Capturing measurements on a weekly basis for all the works taken up within three days after muster rolls are closed.
- iv. Authorised to record the measurement in Measurement Book.
- v. Be responsible for work quality.
- vi. Maintenance of measurement books.
- vii. Mentoring mates and GRSs on measurement and quality of works.
- viii. Building technical capacities of mates and GRSs.
- ix. Part of internal quality supervision team. The team comprise technical staff at the block and district level of Intermediate and District Panchayats and that of Line Departments.
- x. Part of Village Resource Group. The village resource group facilitates the planning process at the village level for convergence.
- xi. Make available index map and relevant records to State Quality Monitor during their visit.

If suitable persons for the position of technical assistant are not available, or if the State Government so decides, one of the best performing MGNREGS worker from the local community, with education up to atleast 10<sup>th</sup> class can be identified and trained as 'Barefoot Engineer' as per the standards and guidelines issued by the government from time to time.

### B.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. He shall assist the GP or PO exclusively in data entry work and maintenance of MGNREGS accounts.
- ii) State should ensure that at least three Computer Operators-cum- Accounts Clerk are deployed at the Block Computer Centre (one per cluster). The Computer Operator-cum-Accounts Clerk operating at GP level should report to GP and PO. The Computer Operator-cum-Accounts Clerk operating at block level should report to PO.

**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 documents.
- d. Generation of MIS and other review reports for Programme Officer.

**Updating Status of Computer Operators-cum-Accounts Clerk/s on MIS**

The status on deployment of Computer Operators-cum-Accounts Clerk/s should be updated, in MIS every month, by PO or any other official who has the responsibility and authority for engaging Computer Operators-cum-Accounts Clerk (s).

**B.3 Cluster Facilitation Teams**

One of the impediments in implementation of MGNREGA has been lack of availability of staff at GP level with expertise in soil and moisture conservation measures, decentralised planning, community mobilisation etc. To start building capacities in required areas of expertise following a cluster approach, States should establish Cluster Facilitation Teams (CFTs) for a cluster of GPs in the most backward blocks of the country. These blocks should be identified by the State Governments as per following criteria:

- a. Poor Human Development Indicators
- b. Tribal areas
- c. High population of SCs
- d. Poor connectivity
- e. Having active presence of Civil Society Organisations (CSOs) or Community Based Organisation.

CFTs should be established in convergence with National Rural Livelihood Mission (NRLM) with the support of CSOs as per the convergence project of MGNREGA with NRLM.

In other areas State should establish CFT utilising the fund available under administrative expenditure component.

The CFT should comprise three specialists, one each for community mobilisation, soil and moisture conservation and agriculture & allied activities. One among these three will be designated as the Assistant Programme Officer (APO)/team leader/ Coordinator. The CFT will work under the overall supervision of the PO but will also be jointly accountable to the GPs within their cluster. In respect of convergence project CSO and DPC will supervise the functioning of CFTs.

Qualification, role and responsibilities of CFT team members are explained below:

### i) Qualifications

|                              |  |
|------------------------------|--|
| Community mobilisation       | : A Graduate in any discipline with at least three years of experience in rural development/ rural management,<br>Or   |
|                              | : An MSW or Post Graduate in Rural Development/Rural Management with at least two years of experience in rural development   |
| Soil & Moisture Conservation | : A Graduate in agriculture engineering or soil and water conservation or geology or civil engineering with at least two years of experience in rural development,<br>Or |
|                              | : A Diploma in agriculture engineering or soil and water conservation or geology or civil engineering with at least three years of experience in rural development,      |
| Agriculture and Allied       | : A Graduate in agriculture engineering or soil and water conservation or geology or civil engineering with at least two years of experience in rural development<br>Or  |
|                              | : A Diploma in agriculture engineering or soil and water conservation or geology or civil engineering with at least three years of experience in rural development,      |
|                              | : A Diploma in Computers with at least two year of experience in rural development   |

### ii) Roles and Responsibilities

The major responsibilities of the CFT will be to:

- Mobilise and raise awareness among potential job seekers about their entitlements and procedures under MGNREGA;
- Facilitate preparation of the Annual Plan each year for every GP within the cluster resulting in a shelf of works and annual labour and material budget;
- Prepare plans for such components in consultation with the GPs where there are significant externalities beyond the boundaries of a single GP. The CFT would ensure GS approval for such Perspective Plans;
- Work with elected representatives and functionaries on all aspects of planning and implementation of MGNREGA including asset verification, measurement, payment, monitoring & evaluation, NREGASoft maintenance and Social Audit;

- 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;
- Conduct random checks of the measurements taken by the Technical Assistants;
- Do resource mapping, an assessment of quantitative and qualitative status of natural resources (topography, soil depth and quality, rainfall, water bodies, groundwater, vegetation);
- Assess the additional resources required.

#### **B.4 (Dedicated) Engineer**

To ensure timely measurement of works and adherence to technical standards in the execution of works, all States have been directed to deploy two diploma engineers per 6,000 rural households. In North Eastern States and States with hilly and difficult areas (J&K, Himachal Pradesh and Uttarakhand), two engineers may be deployed per 3,000 rural households.

#### **B.5 Panchayat Development Officer (PDO) and Junior Engineer (JE)**

To give a greater focus and to ensure adequate human and technical support at sub-district levels in the implementation of MGNREGA 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 create a district cadre of staff deployed with panchayats and recruit one Panchayat Development Officer (PDO) and a Junior Engineer (JE-works) at the GP level. These PDOs and JE-works should belong to the district cadre and will be directly accountable to the GPs concerned.

PDOs will perform all duties as may be entrusted to them by the GP, supervise other functionaries, perform such other duties as the Intermediate Panchayat, District Panchayat or the State Government may direct, assist Panchayats in decentralised/ convergent planning under MGNREGA by taking up participatory planning approach, implementation and monitoring of Mahatma Gandhi NREGA.

JE (works) will be responsible for preparation of work estimates and give layout of works for construction/ civil works under Mahatma Gandhi NREGA, obtain necessary technical and administrative approval, monitor execution of work as per the prescribed procedure and provide technical supervision.

### **C. Block / Intermediate**

#### **C.1 Panchayat Programme Officer**

- Each block, depending on the work load, may appoint a full-time dedicated Programme Officer (PO) for Mahatma Gandhi NREGA. The PO is the overall in-charge of all MGNREGS works in the block.
- The PO can be taken on deputation basis or recruited afresh. The PO will not be below the rank of a Block Development Officer (BDO).



- The Programme Officer reports to DPC and Additional DPC of the district.

## **C.2 Block Resource Centre (BRC)**

The Block Resource Centre acts as a resource and facilitation centre for knowledge inputs, capacity building and convergence. Existing resource organisations 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 database on local natural resource endowment (viz. 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 for gap filling and value addition so that assets created under MGNREGS are productively used by the poor to enhance their incomes.

## **D. DISTRICT**

### **D.1 Additional District Programme Coordinator**

- i. A full-time Additional DPC exclusively appointed for MGNREGS should, look into the day-to-day operations of MGNREGS and provide leadership in programme implementation at the district level.
- ii. The Additional DPC would report to DPC and CEO, State Employment Guarantee Mission (SEGM).
- iii. The Additional DPC should be given technical support by specialists in Agriculture engineering/ Civil engineering, Agriculture/ horticulture, MIS, capacity building and social mobilisation.
- iv. The Additional District Programme Coordinator would head the District EGS Unit comprising functional wings such as Works, Finance and Accounts, Quality Control and Vigilance, Social Audit, MIS, Horticulture, Natural Resource Management (NRM), Capacity Building etc.

### **The Responsibilities of the Additional DPC**

- 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 worksites.
- k. Social Audit and Social Audit follow-up actions.
- l. Conduct training and capacity building of all MGNREGS field staff in the district.
- m. Ensure Transparency and Accountability.

## **D.2 District Programme Coordinator (DPC)**

The District Collector or Chief Executive Officer, Zilla Parishad is designated as District Programme Coordinator (DPC) for the implementation of 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 the Government from time to time. The DPC shall establish an exclusive Employment Guarantee Scheme (EGS) unit at district level.

### **Responsibilities of the DPC**

The State Government designates a DPC, who can be either the Chief Executive Officer of the District Panchayat (DP), or the District Collector (DC), or any other district level officer of appropriate rank. The DPC is responsible for the implementation of the scheme in the district, in accordance with the provisions made in the MGNREGA 2005 and rules and guidelines made thereunder. The DPC shall:

- i. Assist the DP in discharging its functions.
- ii. Receive the Block Panchayat plans and consolidate them along with project proposals received from other implementing agencies for inclusion in the District Plan for approval by the DPs.
- iii. Accord timely sanction to shelf of projects.
- iv. Ensure that any new projects added at block and district level are presented again for ratification and fixing priority by concerned GS(s) before administrative sanction is accorded to them.

- v. Ensure timely release and utilisation 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 POs and all implementing agencies in relation to MGNREGA works.
- viii. Conduct and cause to be conducted periodic inspection of the works in progress and verification of Muster Rolls
- ix. Ensure that First Information Report(FIR) is filed in every case in which there is prima facie, evidence of misappropriation or financial irregularity.
- x. Appoint Project Implementation Agencies (PIAs) throughout the district, keeping in mind that for at least 50 per cent of value of works, the PIAs need to be GPs.
- xi. Carry out responsibilities as given in Schedule II related to grievance redressal.
- xii. Coordinate an Information Education and Communication (IEC) campaign for MGNREGA within the district.
- xiii. Develop annual plans for training and capacity building of various stakeholders within the district.
- xiv. Submit periodic progress and updates to the State Government.
- xv. Ensure that social audits are done in all GPs once in six months and ensure follow-up action on social audit reports.
- xvi. Ensure that all transactions including issue of JCs, recording of applications for work, allocation of work, generation of wage slips and Fund Transfer Orders (FTOs), entries relating to work performed, delayed payment of wages, and unemployment allowance are made through NREGASoft only.
- xvii. Ensure that all entries relating to works such as details of the shelf of works, GPS coordinates, status of implementation, photographs of works at three different stages are entered in NREGASoft at every required stage. Information regarding completion of work should be entered as soon as possible but in any case not later than two months from the time of physical completion.
- xviii. Ensure that all funds received by Implementing Agencies and district level authorities including Panchayats are posted in NREGASoft no later than two days of receipt of such funds.
- xix. Ensure that all required entries in NREGASoft are made by all concerned officials including the line departments, in the district.

## E. State Level

### E.1 State Employment Guarantee Mission and Management Team

State governments may establish a State Employment Guarantee Management Team (SEGMT) with adequate operational flexibility and autonomy to support the Panchayati Raj Institutions and other implementing agencies.

- i) SEGMT will be headed by a senior officer (Secretary/Commissioner MGNREGS), who will be designated as Chief Executive Officer (CEO) of the SEGMT.
- ii) SEGMT will also have a Chief Operating Officer (COO). The COO may be recruited from the open market.
- iii) SEGMT will have adequate operational flexibility, including fixing of compensation at market rates so as to attract the best talent, and formulate a sensitive and impartial HR policy to recruit and retain a team of committed experts and accordingly, establish a professional State Management Team (SMT). The composition of such a SMT may change over time in response to the local and 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. Natural Resource Management (NRM), livelihoods, Quality Standardisation and Assurance;
  - d. Technical Works & Measurement;
  - e. Wage payment;
  - f. Information and communication technology (ICT);
  - g. IT System;
  - h. Strategy & Planning;
  - i. Monitoring & evaluation;
  - j. Social Inclusion;
  - k. Capacity building – Training of field staff at the block, cluster and GP;
  - 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 and learning including research;
- p. External communication.

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

## **F. Centre**

### **F.1 National Management Team**

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 (M & E)
- iv) Information Technology (IT)
- v) Social Audit, Vigilance and Grievance Redressal
- vi) Convergence and Sustainable Livelihood
- vii) Direct Benefit Transfer and e-Governance

The NMT will be headed by the Additional Secretary/Joint Secretary (MGNREGA)

#### **F.1.a Programme Management Division**

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 Government 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;
- vi) Assess the wage employment requirement of each State and help the State to overcome impediments if any in providing work at the required scale.

### **F.1.b Human Resource Development & Capacity Building Division**

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

- i) To determine standards for human resources recruited for MGNREGA implementation;
- ii) To formulate 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;
- 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;
- vii) To work out syllabi and structure for training courses and certification that MGNREGA personnel should go through;
- viii) To arrange for trainings of functionaries engaged in implementation of MGNREGA;
- ix) To network with professional and technical institutions, CSOs, subject matter specialists and experts to create the necessary human resource infrastructure for effective capacity building;
- x) To assess available training material and 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.

### **F.1.c Monitoring and Evaluation Division (of NMT)**

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 commissioning independent evaluations through a carefully selected panel of experts and consultants from across the country.

### F.1.d IT Division

The IT Division will have the responsibility to:

- i) Assess IT needs, in terms of both hardware and software, for providing a proper IT backbone for implementation of MGNREGA and come up with a blueprint for effective IT deployment which caters to the information needs vis-à-vis transparency, monitoring and grievance redressals;
- ii) Deploy the best possible expertise available in the country to advise it on effective IT deployments;
- iii) Ensure IT deployment across the country, conforming to the best standards;
- iv) Ensure that States are complying with the IT requirements of data returns and updation and assist States for achieving IT requirements under MGNREGA;
- v) Ensure that latest developments in IT which are potentially beneficial for use in the implementation of MGNREGA and its 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) Facilitate the training of MGNREGA personnel in the use of IT.

### F.1.e Social Audit, Vigilance and Grievance Redressal Division

The Social Audit, Vigilance and Grievance Redressal Division's primary responsibilities will include:

- i) To ensure that States follow the provisions of Audit of Schemes Rules 2011 in the conduct of social audit.
- ii) To provide support in preparation of social audit reporting formats, resource materials, guidelines and manuals for the social audit process.
- iii) To monitor the outcomes of social audit and follow up with States for Action Taken Report on issues raised during the social audit.
- iv) To monitor the actions taken by Vigilance cells at State, district and local level.
- v) To provide technical support to State Government in redressal of irregularities and malfeasance, including those identified during social audit.

- vi) To provide necessary support to State Governments for effective grievance redressal.

#### **F.1.f Convergence and Sustainable Livelihood**

The convergence and sustainable livelihood Division's primary responsibilities will include:

- i) To ensure that State follow the convergence guidelines issued by the Ministry.
- ii) To provide support in identification of programmes/schemes for convergence through MGNREGA.
- iii) To provide technical support in preparation of convergence guidelines.
- iv) To monitor the convergence projects undertaken by States.

#### **F.1.g Direct Benefit Transfer and e-Governance**

The Direct Benefit Transfer and e-Governance Division's primary responsibilities will include:

- i) To provide support in upscaling and implementation of e-FMS.
- ii) To address implementation issues related to DBT and e-governance faced by State Government.
- iii) To monitor the implementation of e-FMS by State
- iv) To coordinate with bank/post office for smooth implementation of e-FMS.

Each Division will have a team of one senior and two junior programme persons.

### **F.2 Recruitment Policy**

- i. Recruitment of MGNREGA staff at all levels shall be undertaken by a competent authority as notified by the State governments or Central government, as the case may be. It should be done on the basis of well-publicised transparent criteria.
- ii. In the recruitment process, the reservation policy of the State for contractual employment should be followed. The MGNREGS staff should be adequately represented by women, SCs, STs, disabled etc.
- iii. The salaries of all staff engaged exclusively for MGNREGA may be met from the funds provided by the Central government for administrative expenses possibly supplemented with additional contributions from State government.



## **G. Capacity Building of Functionaries of MGNREGA**

A cascading model as an inter-dependent chain, from national to State to district levels would be adopted to build the capacity of functionaries engaged in the implementation of MGNREGA.

### **G.1 Training Arrangements**

The following important aspects of the capacity building infrastructure need to be ensured:

- i) adequate infrastructure at cutting-edge level of implementation.
- ii) an institutionalised arrangement for involvement of Civil Society Organisations (CSOs) in training and support.
- iii) trainers need to have required practical experience from the field in the subjects they are imparting training on.
- iv) training to be linked to implementation experience and the context of implementation.
- v) development of relevant course content and quality training material.
- vi) a certification system to ensure quality of training.
- vii) a minimum acceptable standard for human resource capabilities to be defined to bring parity to human resources deployed across diverse conditions.

States should assess requirements of funds for capacity building and consider earmarking funds for capacity building from the administrative expense head.

Each district needs to prepare a Training Action plan for each category of functionaries.

At the State level, there should be a Capacity Building Plan as part of the Scheme. To carry the capacity building of functionaries in an effective way, training manuals should be prepared in local/regional language to enable GPs to take appropriate measures especially those related to Integrated Watershed Management.

### **G.2 Network of Capacity Building Institutions**

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

- i) act as a coordinating and facilitating 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 need 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 mobilise 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 Civil Society Organisations (CSOs) with proven track records, professional agencies, technical institutes and other institutions who can conduct MGNREGA training and support, in different States and with the active participation of the State level training and support organisations.
- 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, relevant recommendations for improvement of the same.
- x) give clear recommendations and set clear deadlines to ensure compliance with the broadly agreed training road map.

### G.2.a State Level

State will also set up a MGNREGA Human Resource Development and Capacity Building Division with the corresponding set of responsibilities.

#### Responsibilities of the State Divisions are

- i. prepare a state level capacity building plan incorporating the training needs of the district and sub-district levels
- ii. train district level MGNREGA training and support teams, who would be master trainers in this cascading model.
- iii. offer regular support services to the district teams.
- iv. act as an expert resource agency.
- v. ensure training quality. Resource persons who are evaluated as poor in quality need not be considered for future training programmes.
- vi. organise exposure visits for Panchayati Raj Institutions (PRIs) and village communities.

- vii. help refine training material and
- viii. monitor the work of the district training units.

At the district level there is a 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. The training personnel may be drawn from Cluster Facilitation Teams (CFTs) or may be selected afresh. In the case of fresh recruitments, 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 Central and State Governments.

### **G.3 Training and CSOs**

At both the State and Central levels, CSOs with track record and experience may be invited to play this role. The State and Central level Divisions should further identify State level training organisations 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.

#### G.4 Suggested Training Modules for Different Stakeholders

Indicative training modules are shown below

| 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 II<br>For new recruits, there must be field posting for a period of 6 months to a year after undergoing a 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 I. Regular field based support from the District Unit is necessary to ensure that training is not a one-time 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 II   |
| GRSs/EGAs and Mates  | Cluster Facilitation Team/ PIA Team  | Course III  |
| Gram Panchayat Leaders   | Cluster Facilitation Team/ PIA Team  | Exposure Visits   |
| MGNREGA Workers  | EGAs and Mates   | As per the key messages mentioned in the IEC plan   |

### G.4.a COURSE - I (Upon Induction)

#### Suggested Training Modules for District Programme Coordinator (DPC), Additional DPC, Programme Officer, Additional 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 Sensitisation
  - Rights-based development
  - Gender Justice
  - Social Justice
  - Eco-restoration
  - Good Governance
- Workers Rights under the Act.
- Registration for Work, Job Cards, Work Applications.
- IEC strategies to be taken up for raising awareness. Importance of inter-personal communication methods.
- 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.

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- 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.

## G.4.b COURSE - II

**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      | Topic   |
|----------|---|
| 1        | 1. Introduction of Trainees and Trainers and Course Outline<br>2. Mahatma Gandhi National Rural Employment Guarantee Act and Guidelines: An Introduction  |
| 2        | 3. Contouring and Slope Measurement: Pipe Level   |
| 3        | 4. Contouring and Slope Measurement: Dumpy Level  |
| 4        | 5. Mapping a Watershed with Dumpy Level   |
| 5        | 6. Introduction to Different Types of Maps<br>7. Scale, Direction and Legends in Maps<br>8. Concept of Contour Lines and its Uses<br>9. Identifying Drainage Lines<br>10. Demarcating Watersheds on Toposheets<br>11. Calculating the Area of Watersheds Using Toposheets |
| 6        | 12. Basic Concepts of Soil and Water Conservation Engineering   |
| 7        | 13. Ridge Area Treatment: Contour Trenching<br>14. Ridge Area Treatment: Contour Bunding<br>15. Planning Ridge Area Treatment and Presentation  |
| 8 to 9   | 16. Drainage Line Treatment: Boulder Checks<br>17. Planning Boulder Checks  |
| 10 to 11 | 18. Drainage Line Treatment: Naala Bund<br>19. Planning Naala Bunds   |
| 12       | 20. Drainage Line Treatment: Gabion Structure<br>21. Drainage Line Treatment: Underground Dykes   |
| 13 to 14 | 22. Farm Bunding<br>23. Planning Farm Bunds and Presentation  |
| 15 to 16 | 24. Introduction to Schedule of Rates<br>25. Measurement & Valuation of Watershed Works   |
| 17 to 18 | 26. Action Plan Formulation Including Costing<br>27. Presentation of Action Plans<br>28. On Farm Development Works in Command Area  |

**Second Phase: On Location**

| Day | Topic  |
|-----|--|
| 19  | 1. Review of Field Work Done<br>2. Revision of First Phase Training  |
| 20  | 3. Field Visits in Partner Locations   |
| 21  | 4. Estimation of Volumes on the Basis of Surveys Done<br>5. Fine-tuning of Design and Drawings of Structures |
| 22  | 6. Fine-tuning of Design and Drawings of Structures<br>7. Setting Tasks for the In House Training            |

**Third Phase: At Training Centre**

| Day      | Topic   |
|----------|---|
| 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.



### G.4.c COURSE - III

#### 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 Sensitisation:
  - Rights-based development
  - Gender Justice
  - Social Justice
  - Eco-restoration
  - Good Governance
- Workers Rights under the Act.
- Registration for Work, Job Cards, Work Applications
- IEC strategies to be taken up for raising awareness. Importance of inter-personal communication methods.
- The What, Whom, When, Where and How elements of awareness generation: various communication methods (local folk media, street plays, wall painting, posters, information boards, notice boards) and periodic meeting with community and door to door visit; various motivational tools, focus group discussions etc.
- Conduct of Gram Sabha.
- Planning for Works.
- Execution of Work.
- Measurement of Work.
- Worksite Facilities.
- Maintenance of Records.

## **H. INFORMATION, EDUCATION AND COMMUNICATION (IEC) ACTIVITIES FOR AWARENESS GENERATION ON MGNREGA**

IEC activities should aim at facilitating dissemination of right based provisions of the act to ensure that the workers know their right to demand wage employment and exercise their right by applying for jobs as per their need.

### **H.1 Communication Need**

Communication needs of MGNREGA are to be customised to suit local State-specific/ district-specific needs. Factors influencing demand for employment under MGNREGA by many extraneous and endogenous variables like

- i) Lack of comprehensive knowledge about the Scheme
- ii) Lack of knowledge on how to exercise their rights by applying for the job
- iii) Connectivity with towns/satellite towns
- iv) Wage differentials
- v) Lack of infrastructure and capacity at GP/block/district level
- vi) Delayed wage payments
- vii) Delayed fund release to the GP etc.
- viii) Availability of alternate employment opportunities in primary, secondary and tertiary sectors
- ix) Proximity to urban areas
- x) Low visibility of the programme
- xi) Lack of knowledge about what all works can be taken up under MGNREGA.

Understanding the existence of any or combination of these gaps, the States can take up the prioritisation of key messages in their area, develop creative messages accordingly and disseminate these messages using appropriate media. Services of creative agencies available in the States can be utilised for developing creative messages and appropriate interventions like posters, leaflets, wall writings, stickers etc.

### **H.2 Specific Actions**

All States should develop an yearly IEC Plan with focus on reaching out to the registered workers as well as other groups. The IEC plan should clearly delineate timelines, target audience and key messages for each activity. Creative mix of inter-personal communication methods, mid media and mass media need to be evolved to disseminate the chosen messages.

Special communication strategies targeting women, small and marginal farmers, BPL families, scheduled tribes, scheduled castes and other extremely disadvantaged groups should be undertaken to ensure their greater participation in MGNREGA works. State units of Press Information Bureau, Directorate of Audio Video Publicity, Field Publicity Bureau, Song and Drama Division etc., can be contacted and the services of these units can be pooled in for wider coverage of messages.

- ii) Civil Society Organisations (CSO) can be engaged for support and strengthening of IEC activities to eventually ensure that wage seekers are able to secure their rights, entitlements, demand work and demand wage payments on time.
- iii) State Governments will undertake intensive and regular IEC drives using different media to publicise the key messages and key provisions of MGNREGA to various stakeholders.
- iv) While planning IEC activities, State can earmark more activities with Inter-personal communication (IPC) methods. Mid-media tools can be used for reinstating the messages and mass media shall be used only when needed. The IEC strategy suggests that 50 per cent of the IEC budget shall be focusing on IPC methods. While Mid-media tools can be realised using 30 per cent of the budget, mass media activities can be limited to 20 per cent of the budget.
- v) Cost-effective media interventions like puppet shows, folk dance and songs, and street plays can be used for dissemination of messages in rural areas.
- vi) Bharat Nirman Volunteers (BNV) can be catalysts for our campaigns at grassroots level.
- vii) All efforts are to be taken to identify the communication need of each target group. But basic focus should be on workers, people's representatives, panchayat level officers, block level officers, district level officers and secondary stakeholders like public opinion leaders and media personnel.
- viii) State Governments may prepare an inventory of the best practices related with the implementation of MGNREGA and place it on the website for wide dissemination and share it with MoRD for compiling and bringing in necessary changes within the system to replicate such successful initiatives.

The MGNREGA Division of the Ministry of Rural Development has created a Facebook(FB) page aiming to disseminate updates on various activities and interact with the stakeholders on various topics related to MGNREGA. The page can be viewed at the link: [www.facebook.com/IndiaMGNREGA](http://www.facebook.com/IndiaMGNREGA) In order to streamline and strengthen the FB-based interactions, States are urged to create similar FB pages and update these pages with details and photographs of field level activities related to MGNREGA. A guideline pertaining to this has been developed by the Ministry and can be downloaded from the website of MGNREGA.

### H.3 MODES OF COMMUNICATION

- i. Project initiation meetings
- ii. Use of helplines and rural common service centres
- iii. Wall Paintings
- iv. Door to door contact programme
- v. Schools and colleges
- vi. Village libraries.
- vii. Engagement of Bharat Nirman Volunteers and Nehru Yuva Kendra
- viii. Engagement of SHGs



# MODULE - 7

## Social Audit and Grievance Redressal

### a) Objectives

- To discuss the need, concept and approaches of social audit
- To enable the participants to understand the rules of social audit formulated and process of conducting social audit in MGNREGS
- To discuss the transparency and proactive disclosure mechanisms adopted in MGNREGS
- To equip the participants with vigilance mechanism to be followed in MGNREGS
- To sensitise the participants about the Grievance Redressal mechanisms under MGNREGS

### b) Core Contents

- Definition and objectives of Social Audit in MGNREGS
- Audit of Schemes Rules, 2011
- Social Audit Unit and its functions
- Process of social audit in MGNREGS
- Roles and responsibilities of Functionaries (PO, DPC, SAU )
- Exposure to social audit process in MGNREGS in Andhra Pradesh
- RTI and social audit
- Vigilance mechanisms in MGNREGS
- Procedures to ensure transparency and pro- active disclosure in MGNREGS
- Grievance Redressal mechanisms under MGNREGS
- Ombudsman system

**c) Method**

- Interaction and discussion with participants
- Film show (AP model of Social Audit)
- Presentation on the norms mentioned in guidelines

**d) Outcomes**

Participants will be able to comprehend concept of social audit, steps involved in the process, role of different stakeholders, Vigilance and grievance redressal mechanisms adopted and procedures followed for transparency and proactive disclosure



## Handouts for Contents

**A.1 Some definitions of social audit are:**

- Social Audit is defined as an independent review and examination of records and activities to assess the adequacy of system controls to ensure compliance with established policies and operational procedures and to recommend necessary changes in controls, policies, or procedures.
- Social Audit is the audit of a programme or a scheme by the community with active involvement of the primary stakeholders. It includes audit of the quality of works being executed at different levels along with the details of disbursements made, the number of labourers employed and materials used. The people in coordination with local administration will conduct social audit.
- Social Audit is a method of participatory impact assessment that can be used by (local) Government, business, and organisations in almost any sector, including finance, housing, agriculture and development cooperation. Social Audit is process that enables an organisation to assess and demonstrate its social, economic and environmental benefits and limitations. Characterising an audit, as 'social' does not mean that costs and finance are not examined, the central concern of a social audit is how resources are used for social objectives, including how resources can be better mobilised to meet those objectives ([www.ciet.org/2003](http://www.ciet.org/2003)).
- Social Audit is the process in which, details of the resource, both financial and non-financial, used by public agencies for development initiatives are shared with the people, often through a public platform.

## **A.2 Objective of Social Audit**

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

## **A.3 When a Social Audit to be conducted**

At any of the following stages of Mahatma Gandhi NREGS, social audit can be conducted

- At the time of registration and issue of job cards
- At the stage when village developmental plans under Mahatma Gandhi NREGS are made
- At the time of preparation of technical and cost estimations for Mahatma Gandhi NREGS works
- At the implementation stage viz., application for work, work allotment and work execution
- When funds are issued and approved
- When the funds are being spent by various implementing agencies
- At the stage when wages are paid through banks or post office

As per Para 25(b), Schedule I, Concurrent Social Audit shall be done for all works every month. For this purpose, Programme Officer shall make available free of cost, details of works done and expenditure made during the past one month to the Bharat Nirman Volunteers, village social auditors, self-help groups, youth organisations and such other village level organisations for verification and report deviations, if any.

## **A.4 Social Audit Facilitation**

As per Rule 4 of Audit of Schemes Rules, 2011, "Social Audit Unit" (SAU) shall facilitate conduct of the Social Audit of MGNREGS works. This Social Audit Unit may be either a Society or a Directorate, independent of the implementing departments/agencies. The work may also be outsourced to an outside agency preferably an NGO which is not involved in the planning and implementation of the Scheme but possesses adequate experience of having worked in rights and entitlement based programmes. Social Audit Unit shall identify, train and deploy suitable State Resource Persons (SRP), District Resource Persons (DRP), Block Resource Persons (BRP) and Village Resource Persons (VRP), to facilitate the Gram Sabha in conducting social audit.

## **A.5 Process of Conducting Social Audit**

- i. The Social Audit Unit shall 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.



- ii. 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.
- iii. The Social Audit Unit shall be provided by the Programme Officer (PO), at least 15 days before the date of Social Audit Gram Sabha meeting, all the required information and records of all implementing agencies
- iv. 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 to conduct the social audit properly.
- v. For facilitating conduct of social audit by Gram Sabha, the resource persons deployed by Social Audit Unit, along with primary stakeholders shall verify all the above said documents.
- vi. To conduct the social audit, 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 meeting shall be chaired by an elderly villager who is not a part of Panchayat or any implementing agency.
- vii. All the officials responsible for implementation must be present in the meeting to answer queries from the members of the Gram Sabha.
- viii. The District Programme Coordinator or his authorised representative shall supervise the Gram Sabha meeting for its smooth conduct.
- ix. All elected members of Panchayats and staff involved in implementing the schemes shall be present at the Gram Sabha and respond to queries.
- x. The action taken report relating to the previous social audit shall be read out at the beginning of the meeting of each social audit Gram Sabha.
- xi. The Gram Sabha shall provide a platform to all villagers to seek and obtain further information and responses from all involved in the implementation of the scheme. It will also provide a platform to any person who has any contribution to make and relevant information to present.
- xii. During the Social Audit all issues must be recorded in writing and evidence should be gathered for all issues raised.
- xiii. The entire proceeding of the Social Audit Gram Sabha shall be video recorded, and uploaded on website, [www.nrega.nic.in](http://www.nrega.nic.in) without editing. The video recording will also be stored in the custody of District Programme Coordinator.

- xiv. The social audit reports shall be prepared in local language by the Social Audit Unit and must be displayed on the notice board of the Gram Panchayat for at least seven days.
- xv. All social audit reports will contain a list of grievances that require redressal 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.
- xvi. The Action Taken Report on the issues raised in the Gram Sabha shall be given to the Social Audit Unit and to the individual whose grievance has been recorded in the report.
- xvii. Report of the meeting shall be submitted by designated official to State Employment Guarantee Council (SEGC).

#### **A.6 Roles and Responsibilities of Different Stakeholders in the Conduct of Social Audit**

**i) 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 minutes, 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 audit 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 GS.

**ii) District Programme Coordinator (DPC) shall:**

- ensure that all records for conduct of social audit are furnished to the Social Audit Unit by implementing agencies through the Programme Officer.
- ensure that time-bound corrective action is taken on the social audit report.
- Take steps to recover the amount embezzled or improperly utilised and issue receipts or acknowledgements for amount so recovered.
- pay wages found to be misappropriated, within seven days of the recovery of such amount, to the wage seekers.
- maintain a separate bank account for amounts recovered during the social audit process.
- 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.

### iii) **The Social Audit Unit**

- shall build capacities of Gram Sabhas for conducting social audit and towards this purpose,
  - shall identify, train and deploy 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 Social Audit Unit will create awareness amongst the labourers about their rights and entitlements under the Act, and facilitate verification of records with primary stakeholders and worksites.
  - Trained resource persons should be identified and they in turn train the village community in carrying out the verification process. Bharat Nirman Volunteers, who are literate youths selected from villages could be used as village resource persons in conducting social audit. The trained resource persons deployed for facilitating social audit in a Panchayat shall not be residents of the same Panchayats.
  - As per para 25(c)(i) Schedule I of MGNREGA 2005, atleast 25 per cent of village social auditors should be from SC/ST groups. Youth engaged for social audit will be paid an honorarium at a rate not less than the remuneration payable to the skilled labour under MGNREGA.
  - The Social Audit Unit shall be responsible to prepare social audit reporting formats, resource material, guidelines and manuals for the social audit process. The Social Audit teams shall conduct door-to-door visits to meet beneficiaries of the MGNREGS and also visit project sites and physically verify whether
    - completed projects match information contained in the records of implementing agencies and come out with detailed report. Unit will be responsible to host the social audit reports including action taken reports in the public domain.
- iv) **The State Government** shall be responsible to take follow-up action on the findings of the social audit.
- v) **State Employment Guarantee Council (SEGC)** 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.
- vi) **Central Government** provides funds to meet the cost of establishing the Social Audit Unit. Cost of conducting social audit shall be met from administrative expenses.
- vii) **Central Employment Guarantee Council (CEGC)** shall monitor implementation of MGNREG Audit of Schemes Rules, 2011 and action taken on social audit reports and report the same in the Annual Report to be laid before the Parliament.

### **A.7 Critical Components to Conduct Regular Social Audits**

The following are some of the critical components of social audit:

- The meeting of the Gram Sabha should be convened regularly and should be well publicised in advance to maximise the participation of ordinary villagers.
- Ordinary citizens should have the right to access all official documents on project expenditures. The Panchayat should make these documents readily available to them. The right to information (RTI) is a critical tool for improving ordinary citizen's access to information.
- Most importantly, ordinary citizens should be able to understand and comprehend the official documents in order to capture any malpractice. This requires a minimum average literacy level in the community.
- The important requirement is the financial support from Government to carryout social audit on regular basis by the social auditors. For this, the Government should allocate a definite percentage of funds to meet the expenditure on social audits.
- A cadre of social auditors from the community and facilitators (either from Non-Governmental Organisations / Civil Society Organisations or as identified by the State Government) together to be formed as Social Audit Team for all Gram Panchayats to conduct the social audits on regular basis.
- A form of institutional support from the State Government is necessary to support Social Audit Team members' in time of catastrophic situation (during social audit).
- Training to the members of social audit forum on the process of social audit is necessary to come out with factual, details

To fulfill the above criteria, it is obligatory on the part of State Government to have adequate policy support.

### **B. Mechanism Suggested to be Followed for Carrying Out Vigilance Activities**

All States should make arrangement for a three-tier vigilance mechanism. At the State level, a Vigilance Cell consisting of a Chief Vigilance Officer (CVO) should be set up. The CVO may be a senior government officer or a retired officer supported by at least two senior officials (serving or retired), one Civil Engineer and an Auditor. The main functions of this cell will be to receive complaints and get it verified, conduct regular field visits to detect irregularities, take *suo motu* action on reports appearing in the media, review the inspection system, transparency arrangements and functioning of the field and district level vigilance system, initiate recoveries of amounts through the Public Accountants Act in the case of officials and Revenue Recovery Act in the case of others, recommend initiation of disciplinary action against the officials found guilty and frame charges if the reply to the initial memo is unsatisfactory, develop a plan of

action for the functioning of the vigilance mechanisms in respect of MGNREGS and send an annual report to State Employment Guarantee Council with suggestions on controlling irregularities and malfeasance.

The State Government should empower the Vigilance Cell to initiate disciplinary action, frame charges and then transfer to the disciplinary authority concerned and monitor follow-up action in respect of recoveries, disciplinary action / criminal proceedings.

At the district level, a Vigilance Cell will be set up. The cell will be 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. The District Vigilance Cell will carry out the directions of the State Vigilance Cell. Perform inspections 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. Oversee the functioning of Vigilance and Monitoring Committees at the local level.

At the local level, Vigilance and Monitoring Committee 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, Self-Help Group members, Social Audit volunteers, members of various Community Based Organisations, user groups, youth clubs etc. The Vigilance and Monitoring Committee team should be appointed/nominated/elected by the Gram Sabha for a period of 6 months but not exceeding one year.

As per para 21(iv), Schedule II, the Vigilance and Monitoring Committee may check all works and his/her evaluation report will be recorded in the works register in the format specified by the Central Government and submit to the Gram Sabha during the social audit.

The State Government may consider providing an honorarium to the members of the Vigilance and Monitoring Committee for the period of time that they are required to give every month. It should act as a forum for concurrent social audit. Its report should be placed at the meeting of the Gram Sabha and also in the public domain. It should be provided an Action Taken Report from the Programme Officer.

### **C. The Right to Information Act**

The Right to Information Act shall be followed both in letter and in spirit in all matters relating to Mahatma Gandhi NREGA. Section 4 of the Act provides for proactive disclosure of information at all levels. The information as available in the Management Information System (MIS) i.e. NREGASoft shall be painted on the walls of buildings in the Gram Panchayat. The information painted will include number of days of work provided and payments made to every job card holder in a year, list of works sanctioned, expenditure on labour and material component, quantity of various material items and rates at which these were procured. This system (Janata Information System) will ensure access of MIS information to villagers who cannot access the internet. All Mahatma Gandhi NREGA-related information must be placed in the public domain proactively.

Key documents like (number of days of work provided and payments made to every job card holder in a year, list of works sanctioned, expenditure on labour and material component, quantity of various material items and rates at which these were procured) should be proactively placed in public domain.

People should know who to apply to for seeking 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. Mahatma Gandhi NREGS-related accounts of each Gram Panchayat shall be proactively displayed and updated twice a year.

#### **D. Procedure to Ensure Transparency in the Implementation of MGNREGS**

Dissemination of information on different aspects in the implementation of MGNREGS like workers' rights, expenditures on different items and on the assets created shall be proactively carried out. The information about works shall be displayed in the local language at the worksite and at a public place in the Gram Panchayat.

**D.1 Janata Information System'** As per Para 25(a), schedule I, it is mandatory to proactively disclose the basic information to all common people and stakeholders using a 'Janata Information System' consisting of:

- (1) Display at each worksite the 'Janata' estimate of the work – showing the details of the work, estimated labour days and quantities of materials to be used in local terminology and item-wise cost of the estimate.
- (2) Display on prominent walls or public boards in the village: job cards list, number of days of work provided and the wages paid to each job card holder; and entitlements provided under the Act.
- (3) Display through boards at the Gram Panchayat Office: shelf of projects approved, year-wise works taken up or completed by Gram Panchayats and Line Departments, employment provided, funds received and expenditure, list of materials with quantities used in each work, rates at which the material was procured.

Volunteers may be identified, one each from each Self-Help Group and Community Based Organisation, for training on dissemination of information on the implementation of MGNREGS in his/her respective group and among disadvantaged groups like the Scheduled Castes and the Scheduled Tribes. Bharat Nirman Volunteers (BNV) may also be engaged in the dissemination of information on implementation of MGNREGA.

All educational institutions in rural areas of the level of high schools and above may also be provided with relevant information on different aspects of MGNREGS including its implementation. Proactive disclosures may also be made to youth clubs, women groups and local Civil Society Organisations. All village libraries and reading rooms may be given the requisite information on a regular basis. At Gram Panchayat level

Secretary and Rojgar Sahayak, at Intermediate Panchayat level Programme Officer and at District Panchayat level District Programme Coordinator shall be responsible for ensuring transparency in implementation of MGNREGA including full compliance with the provisions of the Right to Information Act, 2005.

## **D.2 Transparency at Worksites**

- 1 Display of information through citizen information boards and this should be updated regularly.
- 2 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 authorised.
- 3 The measurements in the Measurement Book will also be read out before the workers during the measurement of works.

Worksite file shall be maintained for each work with following details and shall be accessible to all residents of the Gram Panchayat, members of Vigilance and Monitoring Committee, visiting officials and elected representatives etc.:

- i) Details about the work
- ii) Details of administrative and technical sanction
- iii) Period of work and generation of person-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 worksite file should be attested by at least five workers.

The photographs of worksite (at least three stages-before, during and after completion of work) shall be uploaded on the Ministry's website ([www.nrega.nic.in](http://www.nrega.nic.in)). As far as possible, these photographs shall be geo-referenced.

### **D.3 Proactive Disclosure by Gram Sabha**

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 be invariably and proactively placed in the domain of the Gram Sabha. The Gram Sabhas should regularly be convened for the effective and efficient implementation of the schemes:

Names of work both completed and ongoing with wages paid and material component.

Names of persons, preferably with job card No. who have worked, days worked and wages paid to each of them.

Quantity and price of materials purchased for each project along with the name of agency which supplied the material.

### **D.4 Annual Reports**

The Central Employment Guarantee Council shall prepare an Annual Report on the implementation of the Act. This Report will be laid before Parliament by the Central Government.

Every State Employment Guarantee Council shall prepare an Annual Report for the State Legislature.

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

The District Programme Coordinator, the Programme Officer and the Gram Panchayat implementing the Scheme shall prepare an annual report containing the facts and figures, achievements relating to the implementation of the Scheme within his jurisdiction and a copy of the same shall be made available to the public on demand and on payment of such fee as may be specified.

### **D.5 Citizens' Charter**

Citizens' Charter shall cover all aspects of the duties of Panchayats and officials under the Act. It 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.

## **E. Procedures to be Adopted for Grievance Redressal in MGNREGS**

Section 19 of MGNREGA mandates that the State Governments shall, by rules, determine appropriate grievance redressal mechanisms at the block level and the district level. The timelines for redressal of grievances should be consistent with the provisions of "Public Service Delivery Act" of the State, if any. If such an act does not exist, the timelines should be incorporated in the Grievance Redressal Rules.



Multiple modes to be included for registering the complainants like written complaints and through telephone helplines etc. All such complaints must be duly acknowledged with a dated receipt. Complaint boxes at the offices of the Programme Officers and District Programme Coordinators must be installed to facilitate submission of complaints. The complaint boxes shall be opened on a fixed date every week and record the list of all complaints received. This date will be considered the date of receipt of complaints for purpose of this Act. As specified in section 23(6) the Programme Officer shall dispose of all such complaints within a period of seven days including the redressal of the grievance and the delivery of the entitlement. Failure to dispose of a complaint in 7 days will amount to contravening of the Act by the Programme Officer and shall be 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.

Complaints shall be entered in the complaint register and disposed of within the statutory time limit. The complainants must also be informed of the action taken, in writing, through registered post with acknowledgement card. A system of appeal must be considered. State-wide publicity must be made for grievance redressal at all levels. 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 information should be placed on the website.

## **F. Ombudsman**

The word '*ombudsman*' derives from the Swedish word *umbadsman* which in turn is based on the Old Norse "umboosmaor" meaning representative. An Ombudsman is one who advocates for fairness, equity and administrative efficiency.

### **F.1 Process of Selecting Ombudsman**

The State Government may appoint one or more persons, but not more than two persons, as ombudsman in a District on the recommendations of the Selection Committee comprising of Additional 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 Principal Secretary / Secretary of Department dealing with Mahatma Gandhi NREGA (Member Convener).

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.

Quorum for the meeting of the Selection Committee shall be complete if either the representative of the Ministry of Rural Development or the representative of Civil Society Organisation is present in the meeting.

## **F.2 Eligibility Criteria Fixed to be Selected as Ombudsman**

Persons of eminent standing and impeccable integrity with at least twenty years of experience in public administration, law, academics, social work or management will be eligible for being selected as ombudsman. Experience in working with people or community organisation shall be a mandatory qualification.

## **F.3 Tenure of Ombudsman**

Two years extendable not more than twice by one year each based on a performance appraisal process or till the incumbent attains the age of 68 years of age, whichever is earlier. There shall be no reappointment.

The selection committee shall also have the power to recommend termination of the Ombudsman in case of unsatisfactory performance after giving the Ombudsman opportunity of being heard.

## **F.4 Remuneration**

Subject to any notification by the State Government, the Ombudsman shall be allowed compensation, in the form of a fee, of Rs. 1000/- per sitting with maximum upper limit of Rs.20000/- per month.

## **F.5 Territorial Jurisdiction**

The State Government shall specify the territorial jurisdiction of each Ombudsman In terms of Blocks in case of more than one Ombudsman in a district. Smaller districts having low expenditure under MGNREGS may be clubbed together to have a common Ombudsman.

## **F.6 Location of Office and Administrative Support**

The Office of MGNREGA Ombudsman shall be located at the District Headquarters. Technical and administrative support will be provided by the DRDA or any other body specified by the State Government in this behalf. The State Government shall provide necessary legal support to cases in Courts relating to actions taken in official capacity by the Ombudsman.

## **F.7 TA/DA and Transport**

TA/DA at rates admissible to class-I officers of the State Government may be allowed. In case no such uniform rates are available, the State Government may fix rates for the purpose. State Government may provide a vehicle from its local pool to an Ombudsman for official purpose as per need. However, no new vehicle can be purchased for the use of Ombudsman from MGNREGA fund.

### F.8 Powers of Ombudsman

1. Receive complaints from Mahatma Gandhi NREGA workers and others on specified matters, either at office or in the field during the field inspection and consider such complaints and pass awards within 30 days from the date of receipt of complaint
2. Issue direction for conducting spot investigation.
3. Initiate proceedings *suo moto* in the event of any circumstance arising within his jurisdiction that may cause any grievance.
4. Engage experts for facilitating the disposal of the complaint.
5. Suggest redressal, disciplinary and corrective actions.
6. Report his/her awards to the District Programme Coordinator (DPC) of the District and the Secretary, State Nodal Department. Whenever Ombudsman feels the need to do so he/she may mark a copy to the Chief Secretary

### F.9 Duties of Ombudsman

- Ombudsman will be responsible for proper processing of complaints and grievances made or reported to him/her.
- Ombudsman will furnish a report every year containing a general review of activities of the office of the Ombudsman during the preceding financial year to the Chief Secretary (CS) and the Secretary, State Nodal Department along with such other information as may be considered necessary by him/her.
- Ombudsman will compile a list of 'awards' between April and March of each financial year in respect of very MGNREGA Authority complained against and report it to the Chief Secretary of the State and the State Nodal Department. Text of awards shall also be displayed on the MGNREGA website by the State Nodal Department.

### F.10 Procedure Followed for Disposal of Complaints by Ombudsman

On receipt of complaint, ombudsman may refer the complaint to the appropriate MGNREGA authority for disposal within seven days. In the event of failure of the MGNREGA authority to dispose the complaint, the matter may be taken up by the Ombudsman for disposal.

Where facts of the case are admitted by the parties, the Ombudsman shall dispose the case in accordance with the requirements of the MGNREG Act, Rules and Guidelines.

If the facts are not admitted by the parties, Ombudsman may pass an Award after affording the parties reasonable opportunity to present their case. Ombudsman shall be guided by the evidence placed before him/her by the parties, the reports of social audits, if any, the provisions of MGNREG Act and Scheme and practice, directions, and Instructions issued by the State Government or the Central Government from time to time and such other factors which in his/her opinion are necessary in the interest of justice.

The ombudsman may conduct a spot investigation in case it is required, to enable the matter to be disposed satisfactorily; or ask for a report from MGNREGS functionaries based on spot visit.

### **F.11 Appeal on the Awards by the Ombudsman**

State Government shall set up a three member Appellate Authority, consisting of an academician, a retired civil servant and a civil society representative, to consider representation by any party aggrieved by the awards of the Ombudsman. Such a representation shall be disposed of within a period of two months by the appellate authority. Office of the appellate authority shall be located in the office of the nodal department of the State Government implementing MGNREGA. Expenses of such an appellate authority shall be borne by States from the 6% administrative expenditure permitted under section 22(1)(c) of the MGNREGA.

Decision of the Appellate Authority shall be final and binding on the original parties of the case and on the Ombudsman concerned. It will be the responsibility of Principal Secretary/ Secretary, Nodal Department to enforce the decision of the Appellate Authority.



## MODULE - 8

### Institutional Networking and Role of PRIs

#### a) Objectives

- To enable the participants understand the roles of PRIs at GP, block and district.
- To throw light on the objectives, organisation, functions, rights and obligations of labour groups.
- To focus on the role of Civil Society and Community Based Organisations.

#### b) Core Contents

- Organising workers into labour groups
- Functions, rights and obligations of labour groups
- Partnership with CSOs/ resource agencies/ training and support organisations
- Role of CBOs
- Strengthening Panchayats

#### c) Method

- Interaction and discussion with participants
- Presentation on the norms mentioned in guidelines

#### d) Outcomes

Participants will be able to comprehend the importance of labour groups, partnership with CSOs/CBOs/ resource agencies and training institutions and the role of panchayats for effective implementation of MGNREGS

#### A Labour Groups

As per Para 28, Schedule I, the State Government shall take steps to organise, either through its own machinery or working with Civil Society Organisations, the workers into formal groups/labour collectives to improve their participation in implementation and to ensure provision of entitlements provided under the Act.

Organising wage seekers into labour groups will provide a platform to workers for articulating the collective voice and demand of the wage employment.

Only workers who have put in 10 days of work during the previous year would be made eligible to be a member.

### **A.1 Objectives of the Labour Groups**

The following are the objectives of organising MGNREGS workers.

1. Raising of demand for work and ensuring that it is provided on time, during the period required.
2. Improve planning for local employment to maximise work from existing sources and then adding on the MGNREGS entitlement of 100 days to fill gaps.
3. Collectively accessing different work opportunities in and around the village.
4. Improving worksite environment and facilities.
5. Interacting with MGNREGS functionaries and sorting out different issues especially in getting grievances redressed.
6. Ensuring that all the process and providers of MGNREGS are adhered to and the entitlements are provided.
7. Bringing about a culture of mutual help while carrying out different tasks related to their work.
8. Building awareness on different developmental and legal entitlements and developing capacity to access them.
9. Enabling raising of the collective voice of the poor in various local participatory fora especially the Gram Sabha.
10. Inducing a process of skill-development so that over a period of time the workers can move out of manual labour into semi-skilled and skilled work.
11. Developing social capital and the capacity for local public action.
12. Strengthening in Social Audit.

### **A.2 Organisation of Labour Groups**

1. A federated organisation is suggested with a Neighbourhood Group based on affinity consisting of 15 to 30 families as the basic unit.

2. The Neighbourhood Groups may be federated into a registered labour society at the Village Panchayat level or even for a group of Village Panchayats depending on the size.
3. Also on the basis of number of workers there could be an intermediate level of organisation.
4. At each level there could be volunteers to look after tasks like labour budget planning, identification of non-MGNREGS works, identification and accessing of developmental entitlements, identification and accessing of non-developmental entitlements, organisational and financial matters etc.
5. The MGNREGS staff would facilitate the formations and functioning of the Groups with Programme Officers being the nodal persons.
6. There shall be a computerised database of all Labour Groups and their functionary.
7. A capacity building programme needs to be designed for the Labour Groups.

### **A.3 Functions of Labour Groups**

1. Ensure that the entitlements of MGNREGA are accessed in letter and spirit.
2. Ensure that the quality of work is to the desired level.
3. Motivate every worker to put in her best effort.
4. Guard against malpractices and bring to the notice of authorities any malpractices.
5. Collectively take up grievances.

### **A.4 Rights of the Labour Groups**

Labour groups shall have the following rights.

1. To get the details of work and measurements in a language understood by them.
2. To verify all records related to MGNREGS
3. To take up individual and collective grievances
4. To seek and obtain written information on matters related to MGNREGS and also written response to doubts related to the scheme.
5. To be trained regularly not only on the implementation of MGNREGS but also to acquire skills.



6. To collect membership fee not exceeding ₹.100 per year.

### A.5 Obligations

1. To act democratically and inclusively without any discrimination in terms of caste, religion, gender, class etc.
2. To meeting frequently but at least once a month
3. To maintain accounts in the manner prescribed
4. To keep records as prescribed
5. To function transparently
6. To ensure cooperation among members and to sort out conflicts.

## B. MGNREGA and Civil Society Organisations

**Civil Society Organisations (CSOs)** selected on the basis of merit, following a transparent process may be engaged. 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 institutions at various levels, primarily of the main implementation agency, the Gram Panchayats. The CEO of State Employment Guarantee Mission (SEGM)/State Programme Coordinator should identify eligible CSOs and work out the partnerships in detail.

### B.1 CSOs May be Engaged in the following areas:

- I. In the operationalisation of CFT under convergence with NRLM
- II. In awareness-building, mobilisation, support and strengthening capacities of wage-seekers and creating an interface between implementation structure and wage-seekers so that they are able to secure their rights, demand work and demand payment for work on time.
- III. In training and support for institutions at Central, State, District, Block and Sub-block levels.
- IV. As implementation support teams for GPs at cluster level, especially to provide technical support.
- V. In transparency process relating to vigilance and social audit.
- VI. In monitoring and evaluation, taking up action-research to develop new models.

### B.2 Resource Agency

CSOs identified as resource agencies at the National level and State will be assigned 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 programme 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.

CSOs to become part of Resource Agency Pool at the National and State level will be identified by looking into track record and integrity. A minimum of 10 years of community based work focusing on entitlements, grassroots mobilisation, technical support and facilitation, preferably with experience of work on any aspect of MGNREGA and proven record of building partnerships with government and other non-State stakeholders should be given importance.

Organisations of eminence should be invited to join the National level resource Agency. A high level search committee should be appointed to nominate members to this resource pool.

### **B.3 Training and Support Organisation**

Such organisations 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 topping support to district level teams and implementation partners.

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

#### **B.4 Selection Criteria for CSOs to Become Training and Support Organisation**

A minimum of 10 years of community based work focusing on entitlements, grassroots mobilisation, technical support and facilitation, preferably with experience of work on any aspect of MGNREGA.

Impeccable quality of field work.

Proven track record of creating training material.

Presence of trainers in team with required communication skills.

Minimum training infrastructure (Hostel, Lecture Halls, Mess, Kitchen, audio visual equipment and living laboratories for learning for MGNREGA related interventions).

Experience of partnership in training or support provided to State Governments in MGNREGA, or other entitlements based interventions.

Sound quality financial and management systems.

#### **B.5 Implementation Facilitation and Support Teams**

CSOs may be engaged to provide the critical support structure that PRIs require to effectively implement MGNREGA. While 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 mobilisers and engineers
- iii) Supporting PRIs and Gram Sabhas in developing plans and shelf of works
- iv) Testing out innovative ideas that are potentially scalable and will have an impact on the policies and processes of MGNREGA.

### **B.6 Selection Criteria for CSOs to Become Planning and Implementation Facilitation and Support Organisations**

- i) The CSO should have sound financial and organisational 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 should have presence in the State/District to work in the selected area/location, adequate and qualified human resources.
- iv) The partner CSO must also 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).

### **B.7 Mobilisation, Vigilance, Monitoring and Social Audit**

CSOs should also be involved in mobilising, vigilance, monitoring and social audit facilitation. The following are the objectives of such agencies

- i) Generating awareness among the people about the Act, Guidelines, and process of implementation
- ii) Capacity building of village communities and PRIs on their entitlements.
- iii) Documentation of status of implementation of the schemes per training to MGNREGA.
- iv) Strengthening people's organisations to facilitate people's rights.
- v) Ensuring transparency through participatory monitoring and social audits.

### **B.8 Selection Criteria for CSOs to Become Mobilisation, Vigilance, Monitoring and Social Audit Facilitating Organisations**

- i) CSO should have sound financial and organisational systems in place for discharging their responsibilities.
- ii) CSOs must have an established track record and demonstrated experience and capacity of mobilising the people.
- iii) CSOs must have formed and facilitated active SHGs, UGs, SIGs, Federations of women/workers farmers, etc.

- iv) The partner CSOs must have presence in the State/district to work in the selected area/ location and have qualified human resources.

### **B.9 Interface with Implementation Architecture**

To enable CSOs discharge the responsibilities assigned to them, an institutional arrangement should be developed at all levels. Such arrangement would list accountability and responsibilities between the government and CSOs.

### **C. Role of Local Community Based Organisation**

Community Based Organisations (CBO) involved in grassroots work such as SHGs, watershed committees, water user groups and the like may be actively involved in different processes related to MGNREGS. Some of the activities for which CBOs may be engaged are listed below:

- ❖ Creating awareness about the programme and mobilise needy workers to raise demand for work.
- ❖ Supporting PRIs in micro level planning and convergence with other schemes/programme.
- ❖ Helping to identify mates for organising works under the programme.
- ❖ Providing support services like lending implements and setting up the on-site facilities as envisaged in the Act.
- ❖ Providing suitable volunteers to be trained as barefoot engineers or barefoot auditors.
- ❖ Providing skilled labour or persons who could be trained as skilled workers.
- ❖ Facilitating Social Audit especially by providing volunteers.
- ❖ Community-based monitoring of the programme.
- ❖ Coordinating 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 for MGNREGS.

### **D. Strengthening Panchayats**

An important goal of MGNREGA is to deepen democracy at the grassroots, and bring about greater transparency, responsiveness and accountability in local governance. MGNREGA provides a powerful, legal entitlement and opportunity to realise the objectives of the 73rd Amendment of the Constitution.

It may be noted that Panchayats are more than instruments for implementation of the Act; they have an intrinsic value in realising the expected outcome of enhanced livelihood security for the poor. It is necessary to consciously strive to strengthen Panchayats to perform their roles and responsibilities efficiently and effectively. The following are the activities suggested to strengthen the Panchayats

- States may issue detailed instructions in the form of a Hand Book to enable Panchayats at different levels to perform the roles and responsibilities
- To meet the additional workload, sufficient staff should be provided to the Panchayats. The Staff provided to Panchayats under MGNREGS would work under the superintendence and control of the Panchayat concerned, including disciplinary powers.
- Cluster Facilitation Teams and Voluntary Technical Corps should be provided for a groups of Village Panchayats. They are visualised as technical support systems of the Village Panchayats and have to perform their tasks accordingly.
- To provide additional support, Community Resource Persons, both on the technical as well as on the accounting and audit side may be attached to Village Panchayats. They may be drawn from the SHGs and suitably trained and assigned necessary powers and responsibilities.
- The 6 per cent provisions for administrative cost should be apportioned to the Panchayats according to the need to meet additional expenditure due to staffing, procuring stationery and so on.
- The State should work out a formal partnership between the Village Panchayats and the network of SHGs.
- The Labour Groups formed under MGNREGS should work in association with the Village Panchayats and Intermediate Panchayats.
- The process of decentralised planning should be integrated with the preparation of the Labour Budget to ensure that local priorities are taken into account even while generating employment for the workers.
- There is need to harmonise the processes and procedures of MGNREGS with those prescribed under the State Panchayati Raj Acts. Detailed operating systems may be laid down.
- Progress of MGNREGS should be reviewed once in a month by each level of Panchayat.
- A Help Desk may be set up in SIRDs with helplines to provide facility to Panchayats to get information on different aspects of the Scheme and to clarify doubts.
- A formal grievance redressal system may be put in place at the district level for the Panchayats.

- Monthly meetings of Village Panchayats may be organised at the level of the Programme Officer and of the Intermediate and District Panchayats at the level of the DPC to review progress and sort out problems.
- Social-audit like sessions may be organised by the Programme Officer once in a year to all the elected representatives of Village Panchayats and Intermediate Panchayats. These sessions would conduct detailed assessment of the performance of the roles and responsibilities of the Programme Officer and DPC respectively, following broadly the methodology of Social Audit of the scheme.
- SIRDs may prepare a Training Plan to cover all elected representatives and heads of the three-tier Panchayats.
- It is necessary that each State may develop comprehensive action plan for strengthening Panchayats using MGNREGS and publish it.

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