

Government of India
Ministry of Rural Development
Department of Rural Development

Krishi Bhavan, New Delhi
Dated: 24th September, 2020

To

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

Sub: Guidelines/ framework for "Planning for Works and preparation of Labour Budget"
under the Mahatma Gandhi NREGA for the FY 2021-22.

Madam/Sir,

Sub section 6 of section 14 of the Mahatma Gandhi NREG Act 2005, directs that the District Programme Coordinator (DPC) under Mahatma Gandhi NREGA shall prepare, in the month of December every year, a Labour Budget (LB) for the next financial year containing the details of the anticipated demand for unskilled manual work in the district and the plan for identification for need based works and engagement of workers in the works covered under the program. Chapter 6 of the Annual Master Circular 2020-21 reiterates and details the procedure to be followed for the planning of works and preparation of LB.

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

Action to be Taken	Time
Launch of Gram Panchayat level planning process and discussion of the planning process by Gram Sabha/Ward Sabha.	2 nd October
Special Gram Sabha for approval of the Gram Panchayat level annual action plan.	03 rd October to 30 th November
Submission of Gram Panchayat Level Plan to the Block Panchayat	By 5 th December
Approval of Block Level Consolidated Annual Plan by Block Panchayat and submission of the same to District Programme Coordinator/ Collector (The consolidated Labour Budget including all interventions proposed for the Block level should be approved by the Block Panchayat/Intermediate Panchayat)	By 20 th December
Presentation of Block Plans by Programme Officer before DPC in the suggestive format circulated by the Ministry and appraisal of same by the DPC.	By 20 th January
Presentation of District Annual Plan and LB to District Panchayat by the District Programme Coordinator/ Collector (all interventions proposed for the District should be approved at the District level)	By 21 st January
Approval of District Annual Plan by the District Panchayat and submission of the same to State Government. The DPC/ ADPC will present the plan before the State/ UT Government in the suggestive format circulated by the Ministry and the same will be appraised before collation into State Plan.	By 31 st of January
Submission of Labour Budget to the Central Government in the suggestive format circulated by the Ministry.	By 10 th February



Meetings of the Empowered Committee and finalization of the LB	20 th February onwards
Communication of the LB to the States by Ministry and further by the states to Districts, Blocks, and Gram Panchayats	By 31 st March

3. The activity planned for October 2nd to 30th November, 2020 which relates to Planning for Works under Mahatma Gandhi NREGS are as follows: -

3.1 2nd October

Gram Sabha for discussion on Mahatma Gandhi NREGS (Performance against Plan and Orientation)

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

3.2 3rd October to 30th November

Gram Sabha for finalization of Labour Budget

- Preparation of Mahatma Gandhi NREGS Annual Action Plan
- Reading out the draft plan prepared by the Gram Panchayat for the FY 2021-2022
- Detailed discussion and approval.
- Documentation
- Officials/ functionary will be recording/ noting down the outcome/ feedback/ objections/ difference of opinion raised during the discussion.
- Special focus on water harvesting and water conservation
- Emphasis on Solid Liquid Waste Management (SLWM)
- Upgradation of Grameen Haats
- Focus on individual works related to livelihood enhancement.
- Taking a pledge to participate in Mahatma Gandhi NREGA *Rozgar Divas* organized by the Gram Panchayat at least once in a month.
- Discussion on usage and benefits of Janmanrega, a citizen centric mobile application.

3.3 It is reiterated that the States/ UTs have time **till 30th November** for finalization of Labour Budget of Gram Panchayats. States that have already completed the pre planning exercise may finalize the Labour Budget on this day. In fact, to facilitate evidence based scientific NRM planning process, the recommended work plan on Watersheds/ Command Area

approach as approved in the District Irrigation Plan can be discussed for community validation and vetting.

4. Important activities for aspects of planning

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

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

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

4.4 Wage - Material ratio: For all the works planned to be implemented by the Gram Panchayats and other Implementing Agencies, the 60:40 ratio in wage and labour must be maintained at the district level.

4.5 Expenditure on Agriculture and allied activity: District Programme Coordinator/ Collector should ensure that at least 60% of the works taken up at the district level, in terms of cost, shall be for creation of productive assets directly linked to agriculture and allied activities through development of land, water and trees which is mandatory as per the Act.

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

4.7 Pro-actively reaching out to landless and manual casual labour household for covering them under Mahatma Gandhi NREGA: The ongoing effort to ensure that households that are

listed as automatically included or deprived as per the SECC (especially households under the deprived category of landless dependent on manual casual labour for livelihood) are issued Job Cards on priority needs to be emphasized during planning and household visits period.

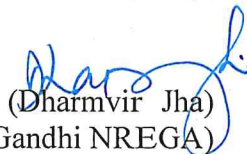
4.8 Proceedings of each Gram Sabha/Ward Sabhain which the respective LB and shelf of projects for the GP has been approved, must be uploaded as an attachment to the respective LB in MIS. The Labour Budget should comprise a month-wise anticipated quantum of demand for work and a plan that outlines the quantum and schedule of works to be provided to those who demand work. While preparing LB, it should be ensured that all columns and rows are duly filled in, especially, month-wise projection of labour demand during FY 2021-2022. It also needs to be ensured that units [volume/length/area etc.] in respect of works & numbers in cases of persondays, cost, etc. are filled in correctly. To assess adequate and advance budget requirements for the Mahatma Gandhi NREGA and smooth and timely release of Central share of funds to your State/UT, GP-wise online entries should be completed for all the districts of your state. The data should be uploaded in the MIS latest by 10th February, 2021.

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

4.10 It should be ensured that Labour Budget for 2021-22 should be part of Gram Panchayat Development Plan (GPDP).

5. It is, therefore, requested that the Labour Budget for FY 2021-2022 should be prepared in consonance with the requirement of the Act and it should be reviewed at all levels of scrutiny viz. Block, District and State level to arrive at a realistic assessment and should be submitted, both online as well as in suggested booklet format by 10th February, 2021. The meeting of the Empowered Committee is likely to be scheduled in 3rd week of February, 2021.

Yours faithfully,


(Dharmvir Jha)
Director (Mahatma Gandhi NREGA)

Copy to:

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

Copy for information to:

1. PPS to SRD
2. PS to JS (RE)
3. All Director/DS/JD, Mahatma Gandhi NREGA Division



PART-I (Performance)

1. General Profile of the State/ District/ Block

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

2. Mahatma Gandhi NREGA Performance

Status of Mahatma Gandhi NREGA Implementation — Physical for FY 2017-18, FY 2018- 19, FY 2019-20 and 2020-21 (end of Jan) - comparative snapshot)

A. Physical (District wise)

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

B. Financial Details

- Central Release
- Total available fund including state share and other receipts
- Revolving fund/ advance if any
- Total expenditure
- Wage percentage
- Material percentage
- Admin percentage
- Notified MGNREGA wage rate



- Average wage rate per person day
- Average cost per person day
- Administrative expenses
- Total expenditure
- State (amount and percentage of total expenditure on Admin)
- District (amount and percentage of total expenditure on Admin)
- Block/ Mandal (amount and percentage of total expenditure on Admin)
- GP/ Village (amount and percentage of total expenditure on Admin)
- Expenditure on salary (amount and percentage of total expenditure on Admin)
- State
- District
- Block/ Mandal
- GP/ Village
- Expenditure on other heads to be listed with amount and percentage of total expenditure on Admin

C. Aspirational Districts

- Planned Labour Budget
- Person-days generated
- Shortfall with respect to State PD generated
- Reason for shortfall

3. Work Details for FY 2019-20 and 2020-21 (end of Jan)

A. Total Works taken up since inception and during FY 2019-20 and FY 2020-21(end of Jan)

B. Status of completion of Works

- Total work completed since inception - number and percentage
- Works started and completed in FY 2019-20 and 2020-21(end of Jan)
- Expenditure on Agriculture and allied work — figures and percentage; number of districts below 60%.
- Natural Resource Management (NRM) related work (Community + Individual both) (number and %age; number of districts below 65%)
- Irrigation potential created through NRM works (in hectare)
- Plantation (in hectare)
- Road side plantation (length, percentage against commitment, districts below 60%)
- Block plantation (in hectares)
- Individual Assets
- Vermi/ NADEP Compost
- Farm ponds
- Cattle/ Poultry/ Goat/ Piggery Sheds
- Aanganwadi Centres (AWC) (Target, Completed, Ongoing)
- Category - A, B, C and D wise
- Expenditure (actual and percentage)
- Number of works (actual and percentage)

C. Top 10 incomplete works

- List of top 10 incomplete works
- Number of incomplete works since inception
- Number where expenditure is greater than 75%
- Achievement against the works targeted to be completed by 31.03.2020

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D. Status of expenditure wise status of incomplete works

Particular (1)	Total Number of Incomplete Work (2)	Reason (3)
Expenditure is >100% till 31.03.2020		
Expenditure is 0-5% till 31.03.2020		
Zero Expenditure since inception till 31.03.2020		
Only Material Expenditure till 31.03.2020		

E. Status of expenditure on NRM works in MWC Blocks

Total Number of Blocks (1)	Number of MWC Blocks (2)	Number of MWC Blocks less than 65% NRM expenditure (3)	%age of NRM works out of total works taken up in MWC Blocks (4)	Total Expenditure in MWC Blocks [In. Lakhs] (5)	%age of expenditure on NRM works out of total Expenditure (6)

4. Focus Areas

A. Status of GIS Planning

i. General Information

S. NO.	No. of the District	No. of the Block	No. of the GP	Total No. of Households	No. of Beneficiaries eligible for IBS as per para 5 of schedule 1	Last 3-year average expenditure of GP	
1	3	4	5	6	7	8	
GIS Plan - Financial year						Total	
20-21		21-22		22-23			
No. Of works	Expenditure	No. Of works	Expenditure	No. Of works	Expenditure	No. Of works	Expenditure
9	10	11	12	13	14	15	16

ii. Expenditure wise analysis

b. State

Asutts

Avg. Exp. of last 3 yr/ GP	Per HH Exp. Avg. Exp. of Last 3 yr

b. GIS GPs

Avg. Exp. of last 3 yr/ GP (GIS GP)	Avg. Exp. for a GIS plan phase in 3 year/ GP (GIS GP)	Per HH Exp. (GIS GPs)			
		Avg. Exp. of Last 3 year	Avg. estimated Exp. as per GIS plan		
			FY 20-21	FY 21-22	FY 22-23

1. Category wise estimated cost of works as per GIS Plan

Total No. of HHs (1)	No. of beneficiaries eligible for IBS (2)	Proposed Individual Works		
		No. of works (3)	Expenditure (4)	Exp/ HH (5)

Proposed Community Works		
No. of works (6)	Expenditure (7)	Exp/ HH (8)

B. Status of Timely Payment and payment of compensation for delay in payment of Wages

- Notification of Rules
- Sharing of Rules with the Ministry



- Delay in wage payment (crediting into account of beneficiary) after 15 days
- Delay compensation paid
- Details of Unemployment Allowance
- Strategy for Regeneration of rejected transactions within 1 day of response on NREGASoft
- Compliance of SoP on Monitoring of Timely payment of Wages
- Status of Timely Payment of Wages at Stage-I and Stage-II
 -
 - Details of Stage-I (T+8) performance
 - Details of Stage-II (T+9 – T+15) performance
 - Overall performance (T+15)

C. Status of up-gradation of Village Haat:

Sr. No. (1)	Number of existing Rural Haats identified for upgradation for planned GPs		Rural Haats sanctioned for upgradation		Completed Rural Haats		Rural Haats with ongoing upgradation		Facilities provided by Agriculture Dept. (10)
	No. (2)	Exp. (3)	No. (4)	Exp. (5)	No. (6)	Exp. incurred (7)	No. (8)	Exp. incurred (9)	

(Exp. in Rs. lakh)

D. Individual Works

Sl. No. (1)	Types of top 10 individual works* (2)	Completed Works		Ongoing Works		Total Expenditure incurred (7=4+6)	Expenditure incurred per completed work (8=4/3)
		No.(3)	Exp (4)	No. (5)	Exp (6)		

*e.g. - Farm pond, cattle shed, goat shed, vermi/ NADEP, soak-pit, etc

E. Status of Social Audit

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

Signature

5. Status of IT Initiatives

A. Status of Geo-MGNREGA implementation

- Completed works in FY 2019-20
- Assets geo-tagged in FY 2019-20
- Completed works in FY 2020-21
- Assets geo-tagged in FY 2020-21
- Performance of State under Geo-MGNREGA Phase II

Stage 1 (Before)		Stage 2 (During)		Stage 3 (After)	
Available for Geotagging (1)	Geotagged (2)	Available for Geotagging (3)	Geotagged (4)	Asset Completed (5)	Geotagged Assets (6)

B. Status of Implementation of SECURE

- Total number of Districts
- Number of Districts live (as on date)

C. Status of Direct Benefit Transfer

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

D. Status of e-FMS Universalization

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

6. Status of Other Initiatives

A. Status of Bare Foot Technicians (BFTs) training and deployment

- Trained against target
- Deployment of trained BFTs

B. Mapping of casual manual labour as per SECC

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

C. Account verification by PFMS

- Number of Active workers
- Number of workers having invalid accounts
- Number of account validated
- Number of account pending for correction

D. Status of Good Governance Initiatives

- Status of Job Card verification
- Total
- Active
- Deployment of 7 register
- GPs covered
- Status of Rozgar Divas

E. Pradhan Mantri Shramyogi Maan Dhan Yojana (PM-SYM)

- Number of Active workers
- Number of registered workers for PM-SYM

F. Status of registration on National Mobile Monitoring System (NMMS)

District Name (1)	No. of GPs (2)	No. of GPs got registered for NMMS (3)	No. of Muster-Rolls filled using NMMS (4)

G. Status of implementation of Project UNNATI.

No. of candidate to be trained during the FY 2020-21	No. of candidate trained during the FY 2020-21	No. of candidate under training FY 2020-21	Whether stipend paid to all candidates trained/under training

7. Status of Ombudsperson and Appellate Authority

8. Status of compliance – CPGRAM complaints/ VIP/ CAG Audit Para/Complaints as received through news paper article.

9. Compliance of MTR FY 2020-21 minutes

10. Functioning of SEGC

- Details of notification
- Number of meetings convened with dates for FY 2020-21

11. Deployment of Technical personnel

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

12. Action taken on NLM report

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

13. Success stories of FY 2020-21

PART — II (Proposal for FY 2021-2022)

Labour Budget (LB) 2021-22)

1. Brief description of participatory planning exercise undertaken for preparation of Labour Budget estimates
2. Details of participatory planning for Aspirational Districts
3. Estimation of Labour Budget for FY 2021-2022

- Month-wise district-wise labour budget with seasonality graph for the FY supported by trends in last 3 FYs.
- Category & sub category-wise works plan for FY 2021-2022 with expected outcomes
- Planning of: -
- Vermi/ NADEP compost pit
- AWC
- Roadside plantation
- Grameen Haat
- Implementation of the NRM component of DIP (under MWC)
- Total NRM works planned (percentage included in DIP; Number and percentage of standalone works taken up)
- Kind of works planned
- Plan for Irrigation deprived districts (NRM component in number and cost as well as in percentage of total planned cost of LB)
- Plan for Over exploited blocks (NRM component in number and cost as well as in percentage of total planned cost of LB)
- Plan for Critical blocks (NRM component in number and cost as well as in percentage of total planned cost of LB)
- Non — PMGSY road
- Works planned as per guidelines issued
- Category-wise expected spill over of works
- Convergence-works - department-wise and category-wise (No. & %) and type of convergence

Category (1)	No. of works taken up (2)	No. of works under convergence (3)	No. of converging Departments (4)	Percentage share of converging departments in total expenditure (5)	Share of funds from different Sources (Rs. In lakh) (6)	Total (7)
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A						
B						
C						
D						
Total						

4. Plan for completion of the incomplete works with details (strategy and timelines) of planning for top 10 incomplete works.
5. Planning in MWC Blocks and ensuring NRM expenditure more than 65% in the MWC Blocks
6. Strategy for up-scaling of GIS based plan for GPs.
7. Plan for Direct Benefit Transfer (DBT) - Aadhaar seeding/ ABP conversion

- Balance Aadhaar numbers to be seeded. Strategy for 100% seeding into NREGASoft of all active workers in NREGASoft with timelines.
- Balance ABP conversion. Strategy for 100% ABP conversion of all active workers. having accounts in Banks/ Post Office (Once they come on CBS platform and APBS payment system) with timelines

8. Strategy to ensure timely Payment of Wages (Stage-I and Stage-II) and overall payment in 15 days
9. Planning of individual works

Sl. No. (1)	Types of top 10 individual works planned* (2)	Completed Works		Ongoing Works		Total Expenditure incurred (7=4+6)	Expenditure incurred per completed work (8=4/3)
		No.(3)	Exp (4)	No. (5)	Exp (6)		

*e.g. - Farm pond, cattle shed, goat shed, vermi/ NADEP, soak-pit, etc

10. Plan for Capacity Building

- For all field functionaries at various levels Viz. State/ District/ Block/GP
- For rural community

11. Plan for BFT training

12. Plan for Project UNNATI

13. Project CFP implementation

14. Plan regarding Geo tagging of assets, Registration of MSEs and Janmanrega

15. Plan for covering casual manual labour households with Job Card

16. Strategy for placing adequate technical staffs at all levels

17. Suggestion/requirement for AMC 2020-21

18. Enrollment of Mahatma Gandhi NREGA worker under Pradhan Mantri Shram Yogi Maan-dhan (PM-SYM) Pension Scheme.

19. Strategy to increase coverage of conduct of Social Audit in the State

Plan to make remaining Districts live on SECURE