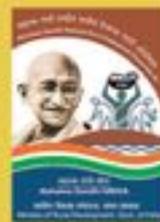




सत्यमेव जयते



CAPACITY BUILDING RESEARCH  
 GIS PLANNING SCHEDULE JANMANREGA  
 ENTITLEMENTS ACT JOB CARD  
 RIGHTS ANNUAL WORKERS  
 IEC AWARDS  
 MIS MASTER CIRCULAR DBT  
 SOCIAL WAGES  
 AUDIT SHELF OF  
 NREGASoft 2019-20 PROJECTS  
 CONVERGENCE GeoMGNREGA ALLOWNACES  
 SECURE WORKSITE FACILITIES CFT  
 TIMELY PAYMENT GRIEVANCES

Ministry of Rural Development

The Mahatma Gandhi National Rural Employment Guarantee Act 2005

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# Chapter 1

## Act and Schedule

- 1.1 The National Rural Employment Guarantee Act was notified in 2005. As per an amendment to the Act, the words ‘Mahatma Gandhi’ were prefixed to National Rural Employment Guarantee Act. The Act covers the entire country with the exception of districts that have hundred percent urban population.
  
- 1.2 States have notified their respective Mahatma Gandhi NREGA Schemes, as per the requirement of the Act. The Scheme formulated by the State Government, should provide for the minimum features specified in Schedule I of the Act. Persons employed under any State Scheme made under the Act shall be entitled to minimum facilities listed in Schedule II of the Act. The Schemes prepared by the States have to be consistent with the amendments made, from time to time, to the Act and its Schedules.
  
- 1.3 States are required to amend/ modify their Mahatma Gandhi NREG Schemes as per amendments made in the Schedule I & II of the Act from time to time.
  
- 1.4 Non-compliance of the provisions of the MGNREGA will be considered as an offence under the Mahatma Gandhi NREGA, thereby attracting the provisions of section 25 of the Act.

## Chapter 2

### Entitlements under Mahatma Gandhi NREGA

- 2.1 Mahatma Gandhi NREGA provides a number of legal entitlements to rural workers through a series of provisions in the Act. While the Act makes provision for a hundred days work per rural household in a year, it is the strong legal framework of rights and entitlements that come together to make the hundred days of work per year possible. It is therefore essential that the Mahatma Gandhi NREGA is read, understood and implemented while keeping the entitlements in mind.
- 2.2 The Annual Master Circular for the FY 2019-20, like the earlier versions, is organised around the major entitlements of the workers and the mechanisms that enable the administration to implement the Act.
- 2.3 The Master Circular is a comprehensive document covering all aspects of Mahatma Gandhi NREGA implementation. However, Mahatma Gandhi NREGA, 2005 and the Schedule I and II of the Act as amended from time to time, should be referred to, as and when required.

## Chapter 3

### Entitlement I - Right to a Job Card

Every rural household is entitled to a Job Card which contains the names and photographs of all adult members of the household so that they can demand and receive work. The Job Card is a key document that records workers' entitlements under MGNREGA. It contains the updated details of work demanded and received, wages paid etc. For this reason, it is extremely important that an updated Job Card is available with the household at all times.

#### ***Entitlement to the Worker***

Para 1, Schedule II: *“The adult member of every household residing in any rural area and willing to do unskilled manual work may submit their names, age and the address of the household to the Gram Panchayat at the village level in whose jurisdiction of which they reside for registration of their household for issuance of a job card.”*

Para 2, Schedule II: *“It shall be the duty of the Gram Panchayat, after making such enquiry, as it deems fit, to issue a job card within fifteen days from the date of such application.....”*

#### **3.1 Possession of Job Cards**

All the Job Cards (JCs) must remain in the custody of concerned workers and possession of JC by any other person, including functionaries and PRIs shall be considered as a violation of the Act. If taken for updating, the JC must be returned immediately, afterwards. JC found in the possession of any Panchayat or Mahatma Gandhi NREGA functionary, without a valid reason, will be considered as an offence punishable under section 25 of the Act. It is the role of the District Programme Coordinator and the State Government to ensure that the JC remains in the possession of the concerned JC holder only.

#### **3.2 Regular update of entries in the JCs**

It shall be the duty of the concerned Gram Rozgar Sahayak or authorised functionary to update the JC of all workers, who have demanded work, have been allocated work and received payments, within 15 days from the date of any of these events.

#### **3.3 Verification/ Update of Job Cards through campaigns**

The States may hold time bound campaigns to verify/ update JCs. It is the role of the District Programme Coordinator/ Collector and the State Government to ensure that these

verification campaigns are conducted in a time bound manner. For verification/ update of a Job Card, the following may be looked into:

- i. SECC TIN number, if any, bank account/ Post Office account number must be verified and entered into the Job Card.
- ii. Either family photo or photos of workers or individual photos (preferably) of that family, duly attested by the competent authority is mandatory.
- iii. Demand, allocation, work done and payment details must be updated in the Job Card.

### **3.4 Cancellation of Job Cards**

No JC is to be cancelled in a routine manner and certainly not on the ground of non-demand/non-reporting for work. The JCs can be cancelled, after due verification, only if,

- i. The household has migrated permanently to the urban areas, or
- ii. It is proved to be a duplicate, or
- iii. It has been registered based on forged documents (i.e. not issued by authorised personnel and/or issued to non-existent person)
- iv. A household migrated to a different Gram Panchayat.

Further, in case a Gram Panchayat area is declared as a Municipality/ Municipal Corporation, all households residing in the area will cease to have the facilities of employment on production of the existing Job Cards. All such Job Cards shall be considered as automatically cancelled.

In all cases, the Programme Officer, after independent verification of the facts, may direct the Gram Panchayat to cancel the JC. All additions/deletions/cancellations must be made public, presented to the Gram Sabha/Ward Sabha, reported to the Programme Officer and updated in the MIS.

### **3.5 Fresh/ new Job Cards**

The Programme Officer/District Programme Coordinator/ the State Government will ensure that fresh job cards are issued with the same unique number in cases where the previously issued job card is not fit for further usage. New names will be entered on the existing Job Cards in case of new members attaining adulthood, new additions in the households due to marriage etc.

New JCs will be provided to rural households who want to work under MGNREGS but do not have a JC, after due verification by the Gram Panchayat. In case, a household migrates to a different Gram Panchayat, a new JC may be issued by the concerned Gram Panchayat.

### **3.6 Implementation of Indicative Framework for new Job Cards**

The Ministry, in consultation with the States/ UTs has formulated and issued an 'Indicative Framework' for JC with respect to basic/ minimal requirements that should be ensured in every Mahatma Gandhi NREGA Job Card issued to beneficiaries across the country in context of: -

- i. Content
- ii. Layout
- iii. Cost
- iv. Implementation

The States/ UTs may incorporate the indicative guidelines for the new Job Cards being issued under Mahatma Gandhi NREGA from May 2017. However, those States which have already issued new Job Cards post the Job Card verification process undertaken during FY 2016-17 may continue with the newly issued job cards, and ensure that the indicative guidelines are incorporated next time when the Job Cards are issued.

Expenditure involved for printing of new job cards, if required, will be met from administrative expenditure within the ceiling of 6% of the State's Mahatma Gandhi NREGA funds.

### **3.7 Pro-active inclusion of Socio-Economic Caste Census (SECC) Vulnerable households**

The households that are listed as vulnerable or deprived as per the SECC should be issued Job Cards on priority. There is a possibility that many 'landless households dependent on manual casual labour for livelihood' category (as per SECC 2011), are not yet registered under the scheme. The States/ UTs may proactively reach out to these landless and manual casual labour households and register these households who do not have Job Cards and are willing to work under MGNREGS.

## Chapter 4

### Entitlement II - Right to Demand and Receive work within 15 Days

Entitlement to the Worker

Para 6, Schedule II:

*“Every adult member of a registered household whose name appears in the job card shall be entitled to apply for unskilled manual work under the Scheme; and every such application shall be compulsorily registered, and a receipt issued with the date, which shall be entered in the computer system.”*

Para 11, Schedule I:

*“Work shall be provided within fifteen days, from the date of registration of the demand for work or the date from which work has been demanded in case of advance applications, whichever is later.”*

#### 4.1. Demand for Work

- 4.1.1. Registering demand for work is central to the implementation of Mahatma Gandhi NREGA. The Programme Officer and the Programme Implementing Agencies (PIAs) must ensure that the process of submission of applications for work is kept open on a continuous basis. Every demand for work is required to be acknowledged by a dated receipt.
- 4.1.2. Normally, applications for work must be submitted for at least fourteen days of continuous work and provision shall be made in the Scheme for submission of multiple applications by the same person, provided that the corresponding periods for which employment is sought, do not overlap.

#### 4.2. Allocation of Work

- 4.2.1. The Programme Officer and implementing agencies must ensure that workers in need of employment under Mahatma Gandhi NREGA are provided work within 15 days of the receipt of the application or the date of demand, in case of advance application, whichever is later.
- 4.2.2. The mandate of the Act is to provide at least 100 days of wage employment in a financial year to every rural household whose adult member volunteers to do unskilled manual work. The Ministry mandates the provision of additional 50 days of wage employment (beyond the stipulated 100 days) to every Scheduled Tribe Household in a forest area, provided that these households have no other private property except for the land rights provided under the FRA Act, 2006.
- 4.2.3. In exercise of the provisions under Section 3(4) of Mahatma Gandhi NREGA, the Central Government has decided to provide an additional 50 days of unskilled manual

work in a financial year, over and above the 100 days assured to job card holders in such rural areas where drought or any natural calamity (as per Ministry of Home Affairs) has been notified. The notification to provide additional 50 days of unskilled manual work, over and above 100 days in drought or natural calamity notified rural areas, is issued by the Ministry of Rural Development as recommended by Ministry of Agriculture, Cooperation & Farmers Welfare.

- 4.2.4. As per the provisions of Para 9, Schedule I of the Mahatma Gandhi NREGA, *“adequate shelf of works shall 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 shall be kept open at all times to provide work as per demand.”*

According to Para 10 of Schedule I, *“while opening works in public works category, it shall be ensured that the ongoing or incomplete works should be completed first.”*

#### 4.3. **Multiple mechanisms for demand for work**

- 4.3.1. State Governments are mandated to put in place multiple mechanisms by which rural households can submit applications for demand for work at the Gram Panchayat (GP), Block and District level.
- 4.3.2. The multiple channels to receive applications for work should necessarily include Programme Officer (PO), Gram Rozgar Sahayak, Panchayat Secretary/other officials in the Gram Panchayat, Sarpanch, Ward members, Anganwadi workers, Mates, Self Help Groups (SHGs)/ Village Organizations, village level revenue functionaries, Common Service Centres, Producers’ Groups under Deendayal Antyodaya Yojna – National Rural Livelihoods Mission (DAY-NRLM) and Mahatma Gandhi NREGA Labour Groups.
- 4.3.3. Registration of demand should necessarily include provisions through multiple modes. It shall be ensured that concerned functionaries are sensitised on these multiple channels and modes, and demand from any one of them is considered valid and honoured as per timeline of 15 days. The multiple modes include:
- a. Oral application, duly reduced to a written application of demand
  - b. Written application (through specified forms/Form 6/white paper)
  - c. Telephonic application (through the Interactive Voice Response System (IVRS)/Call Centres)
  - d. Through Kiosks set up by the State Governments
  - e. Online application (through the NREGASoft/or any other web medium duly notified by the appropriate government)

- 4.3.4. The demand can be registered at the Gram Panchayat office, Block office, during the Rozgar Diwas as well as at the worksite.
- 4.3.5. The Gram Panchayat or the Programme Officer, as the case may be, shall be bound to accept valid applications of work.
- 4.3.6. The State may facilitate registration of demand and allocation of work at worksite through biometric or MMS facility.
- 4.3.7. In addition, the Ministry may facilitate direct registration of application for demand for work through a national IVRS and the NREGASoft (worker module) amongst others.

**4.4. Dated Receipt**

The demand for work must be followed by the issuance of a dated receipt, without fail. Immediately upon receipt of application for demand for work, the GRS/concerned Gram Panchayat level functionaries shall issue a dated receipt acknowledging the same. It shall be ensured that application for demand for work received from any automated system shall result in an automatic generation of a dated receipt acknowledging the same. Non-provision of dated receipt will be considered as an offence punishable under section 25 of the MGNREG Act, 2005.

**4.5. Rozgar Diwas**

In order to accurately register unmet demand, effectively convey the entitlements and rights of workers and redress grievances, Gram Rozgar Diwas should be organised as a means of demand registration and grievance redressal. The District Programme Coordinator must ensure that the Rozgar Diwas is preceded by appropriate IEC activities. The Gram Panchayats must be especially oriented on the Rozgar Diwas calendar.

**4.5.1. Roles and Responsibilities for the conduct of the Rozgar Diwas are as under:**

- a. The District Programme Coordinator will ensure that Rozgar Diwas is organized according to a monthly schedule devised by the District Programme Coordinator or by the State Government. This schedule will be shared with the Ministry and will be in the public domain. Rozgar Diwas should be organised at the Gram Panchayat and/or Ward Level at least once a month.
- b. The Gram Panchayat President/designated Gram Panchayat level functionary will preside over the Rozgar Diwas. The GRS/Mate/SHG federation members will conduct and record the proceedings.
- c. The District Programme Coordinator will deploy link officers to conduct monitoring visits on the scheduled days for Rozgar Diwas. The minutes of the Rozgar Diwas will be available for public scrutiny and social audit, and data on relevant parameters will be entered in the NREGASoft to correlate with persondays generation.

- d. The State will receive the reports on the conduct of the Rozgar Diwas. The State Government will review District reports on the capture of demand on a regular basis.

#### 4.6. **E-muster Roll**

E-muster Roll has been operationalised in almost all the Gram Panchayats. While 100% coverage is desirable, e-muster has encountered implementation challenges owing to accessibility, internet connectivity, etc. Therefore, after careful consideration, it has been decided that the State Governments may permit issuance of paper musters for specified blocks, after seeking prior approval of the Ministry. State Governments are encouraged to devise appropriate mechanisms that facilitate the registration of demand at worksites.

In pursuance of section 15 (7) of the MGNREG Act, the State Government may, by order, direct that all or any of the functions of a Programme Officer shall be discharged by the Gram Panchayat or any other local authority.

## Chapter 5

### Entitlement III – Right to Unemployment Allowance

#### Entitlement to the Worker

Section 7(1), Mahatma Gandhi NREGA: *“If an applicant for employment under the Scheme is not provided such employment within fifteen days of receipt of his application seeking employment or from the date on which the employment has been sought in the case of an advance application, whichever is later, he shall be entitled to a daily unemployment allowance in accordance with this section.”*

The daily unemployment allowance will be at a rate not less than one fourth of the wage rate for the first thirty days during the financial year and not less than one half of the wage rate for the remaining period of the financial year.

#### 5.1. Responsibility of the State Government

Accordingly, State Governments are required to:

- 5.1.1 Specify the rate of unemployment allowance payable, which 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.
- 5.1.2 Frame Rules governing the procedure for payment of Unemployment Allowance.
- 5.1.3 Make necessary budgetary provision for payment of Unemployment Allowance.

#### 5.2. Calculation and payment of Unemployment Allowance

- 5.2.1. NREGASoft has been enabled to calculate Unemployment Allowance based on the data entered by the implementing agency. The detailed section on Mahatma Gandhi NREGA MIS in the present document may be referred to for further information. NREGASoft will check for cases of demand which have not resulted in provision of work within 15 days from the date of registration of demand or the date from which work has been demanded, whichever is later. The provision of work is evidenced by the date at which the muster roll is started.
- 5.2.2. Based on this data, the Unemployment Allowance will be calculated and placed in the login of the Programme Officer (PO) for her/his decision in the matter. The decision of the Programme Officer will be made available on the web reports of NREGASoft. The Programme Officer will ensure that all entries relating to Unemployment Allowance are made through NREGASoft only.
- 5.2.3. Following the process defined in the relevant rules framed by State Government, Unemployment Allowance shall be paid to the workers. The State Government,

District Programme Co-ordinator (DPC) and Programme Officers will monitor this for each Gram Panchayat and also take all required remedial measures, like getting an adequate shelf of projects prepared in the Gram Panchayats. MIS 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.

- 5.2.4. The Job Card should contain the amount of Unemployment Allowance paid, if any. The Register - III (to be maintained at the Gram Panchayat) should contain requisite information of Unemployment Allowance paid to the workers.

### 5.3. **Suggested procedure to State Governments for payment of Unemployment Allowance**

The procedure should be kept very simple and may include:

- 5.3.1. Automatic generation of a payment order (requiring no separate sanction order) and payment of Unemployment Allowance from the SEGF or any other fund specified for this purpose, on the basis of the data in the Programme Management Information System (NREGASoft).
- 5.3.2. Payment is to be made no later than 15 days. If the decision is not taken within 15 days then it shall be deemed as approved, from when it becomes due or else the recipients shall be entitled to compensation based on the same principles as Compensation for Delayed Payment of Wages.
- 5.3.3. Unemployment Allowances to be credited to Bank/ Post Office account, as in the case of wage payments, etc.

### 5.4. **Rejection of liability to pay Unemployment Allowance**

The liability of the State Government to pay Unemployment Allowance to a household during any financial year shall cease as soon as:

- 5.4.1. The work is allocated by Gram Panchayat or Programme Officer with the instruction to report for work, either by himself/herself or to depute at least one adult member of his/her household; or,
- 5.4.2. 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,
- 5.4.3. 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,
- 5.4.4. The household of the applicant has earned as much from the wages and Unemployment Allowance taken together as is equal to the wages for one hundred days of work during the financial year.

## **5.5. Rejection of claim to Unemployment Allowance**

- 5.5.1. An applicant who does not accept the employment provided to her/his household; or does not report for work within fifteen days of being notified by the Programme Officer or the implementing agency; or continuously remains absent from work without obtaining permission from the concerned implementing agency, for a period of more than one week; or remains absent for a total period of more than one week in any month, shall not be eligible to claim the Unemployment Allowance payable under this Act for a period of three months but shall be eligible to seek employment under the Scheme at any time.

## **5.6. Automatic Payment of Unemployment Allowance**

- 5.6.1. Failure to take decision and to pay unemployment allowance during the prescribed time shall result in automatic payment of due amount into the account of the worker.

## **5.7. Workers filing for unemployment allowance**

- 5.7.1. Wage seekers can also apply for the Unemployment Allowance at the Gram Panchayat or Block Office.

## Chapter 6

### Entitlement IV – Right to Plan and Prepare a Shelf of Projects

All workers have a right to participate in the Gram Sabha/Ward Sabha and decide the works and the order of priority to be taken up under Mahatma Gandhi NREGA for their Panchayat.

#### Entitlements to the Workers

Section 16(1) of the Act: *“The Gram Panchayat shall be responsible for identification of the projects in the Gram Panchayat area to be taken up under a Scheme as per the recommendations of the Gram Sabha and the Ward Sabha, and for executing and supervising such works.”*

Para 7, Schedule (1) of the Act: *“There shall be a systematic, participatory planning exercise at each tier of Panchayat, conducted between August to December month of every year, as per a detailed methodology laid down by the State Government. All works to be executed by the Gram Panchayats shall be identified and placed before the Gram Sabha, and 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.”*

#### 6.1 Preparation of Labour Budget and the Annual Convergent Planning for Identification of Projects Exercise

- 6.1.1. Identification of Shelf of Projects and preparation of Labour Budget (LB) estimate is an essential annual work plan document that entails planning, approval, funding and project execution modalities. Since the Shelf of Works and LBs are prepared in accordance with the provisions under sections 13 to 16 of the Mahatma Gandhi NREGA, the District Programme Coordinator has to 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 District Programme Coordinator is also responsible for preparing in the month of December every year a labour budget for the next financial year containing the details of anticipated demand for unskilled manual work in the district.
- 6.1.2. The annual planning exercise for Mahatma Gandhi NREGS will be part of the Convergent Planning Exercise for the Ministry. The thrust is 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 as well as provisioning of livestock shelters for the individual households. The NRM related works under Mahatma Gandhi NREGS shall be 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. Technical inputs for planning shall be drawn from the technical resources available in the district under MGNREGS, CSO partners and other line department agencies. In case of 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 NREGS 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).

- 6.1.3. The Self-Help Groups (SHGs) and producers' groups under DAY- NRLM will be closely involved in the planning especially in case of implementation of watershed projects under Mahatma Gandhi NREGS.
- 6.1.4. The Gram Panchayats, while deliberating and finalizing prioritization of shelf of projects, will keep Macro and Micro watersheds of 500-1000 hectares that often comprise 1-10 Gram Panchayats, in perspective. To facilitate evidence based scientific NRM planning process, the recommended work plan on Watersheds/ Command Area approach as approved in the District Irrigation Plan will 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 all Gram Panchayats involved in the Watershed/ Command Area. 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.
- 6.1.5. The Gram Panchayat should also synchronize the shelf of projects with Gram Panchayat Development Plan (GPDP) so that all MGNREGS works are necessarily part of the GPDP.
- 6.1.6. Proceedings of each Gram Sabha/Ward Sabha in which the respective shelf of projects for the GP has been approved, have to be uploaded as an attachment to the respective LB in the MIS.
- 6.1.7. 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 Shelf of Works and LB have been taken into account and a bottom-up approach has been adhered to in the preparation of Shelf of Works.
- 6.1.8. The Labour Budget should comprise a month wise anticipated quantum of demand for work along with a plan that outlines the quantum and schedule of works to be provided to those who demand work.

6.1.9. Steps in the Labour Budget Preparation and Consolidation: The District Programme Coordinator will ensure estimation of anticipated demand for unskilled manual work in the district. The assessment of need for asset creation through Mahatma Gandhi NREGA is to be undertaken at the community level, by the Gram Panchayat through participatory processes. The outputs of these processes need to be consolidated at the Gram Panchayat level and presented before the Gram Sabha for approval.

- i. The plan must assign priorities to the various identified works.
- ii. The sub steps in this are:
  - a. Estimation of Demand
  - b. Identification of Needs
  - c. Identification of Resource Envelope
  - d. Preparation of Draft Development Plan
  - e. In such cases where the GP has been identified for GIS based planning, all works under MGNREGS should have been identified using GIS/RS tools in a saturation mode. The GP resolution shall also indicate the phasing under which the works are to be taken up.
  - f. Approval by the Gram Sabha/ Ward Sabha.
- iii. The Role of the Gram Panchayat: The Gram Panchayat is to submit the annual plan approved by the Gram Sabha to the Programme Officer.
- iv. The Role of the Programme Officer: The Programme Officer is to scrutinise the annual plans on the parameters of whether the works fall under the list of permissible works, and whether the overall wage material ratio is maintained. The Programme Officer then consolidates these plans in the Block Plan and submits it to the Block Panchayat for approval.
- v. Role of other Implementing Agencies: In case works are to be executed by agencies other than Gram Panchayats, these works shall be placed before the intermediate or districts Panchayats along with expected outcomes. In any case all such approvals shall be communicated to the Gram Panchayat before they are taken up.
- vi. Role of the Block Panchayat/Intermediate Panchayat: The Block and the Intermediate Panchayats consider and approve the Labour Budget proposed by the Programme Officer. The Block/Intermediate Panchayat then submits the approved plan to the District Programme Coordinator.

6.1.10. **Role of District Programme Coordinator/ Collector**: The Block plans will be consolidated and approved at the district level. The district will be the synergizing unit for convergent planning under the leadership of the District Collector, wherein, the DPC/ Collector should ensure that the Annual Action Plans relating to MGNREGS, IWMP and PMKSY are coordinated in such a way that with the convergence of the ongoing schemes in the area, a comprehensive project of village/ watershed/ command area, incorporating/ integrating all the works/ activities required for the integrated development of the village/ watershed/ CAD approach is prepared. The DPC/ Collector will ensure that the NRM component of Labour Budget of

MGNREGS is essentially made part of the District Irrigation Plan (DIP) in consultation with Central Ground Water Board (CGWB), National Remote Sensing Centre (NRSC), Central Water Commission (CWC), Water Resources and the Agriculture Departments. The consolidation of Block plans will be followed with an approval process. For approval at the district level, for all the works planned to be implemented by the Gram Panchayats and other IAs, the 60:40 ratio in wage and material must be maintained at the district level. District Programme Coordinator/ Collector should ensure that at least 60% of the works taken up at the district level, in terms of cost, shall be for creation of productive assets directly linked to agriculture and allied activities through development of land, water and trees. The DPC/ Collector will further ensure that the planning for works is such that at least 65 % of expenditure under MGNREGS is on NRM works in FY 2019-20, in the identified 2129 Blocks under Mission Water Conservation (MWC) rural Blocks of the country. The MIS is enabled to monitor the performance in these blocks.

**6.1.11. Role of State Government:** Similar consolidation and approval process should also be undertaken at the State Level. The States/ UTs are advised to incorporate the advancement in space technology and remote sensing to take up GIS based planning and also ensure that all the permissible works under MGNREGS are identified in saturation mode and are included in the plan for implementation in a phased manner. The State Governments should ensure that in such cases where Gram Panchayat is the implementing agency, the works are ratified by the concerned Gram Sabha. In case of implementing agencies being other than the Gram Panchayat, the works should have been ratified by the intermediate or the District Panchayats along with the expected outcomes.

**6.1.12. Role of Empowered Committee (EC) of the Ministry:** State Governments as well as the Governments of Union Territories should make efforts to present a realistic labour budget. The States and Union Territories are required to submit their Labour Budget proposal along with execution plans and strategies to the Empowered Committee of the Ministry latest by 10<sup>th</sup> February, every year. The role of EC is to pragmatically consider the proposal and arrive at an indicative LB for the State/UT through review of the performance, the planning process adopted, appreciation of the initiatives and strategies of the State as well as factoring the requirement of the State in terms of poverty (on the basis of deprivation figures of the State/ UT as per Socio Economic Caste Census, 2011), natural calamities like drought etc. The LB, thus arrived at is in no way a cap on actual performance. The States/UTs can exceed their LB, if there is demand on ground.

## 6.2 Focus on Vulnerable households and Communities

There should be special focus on vulnerable households and communities while preparing estimates for anticipated demand, list of works on individual land, and list of other works that provide direct individual benefits. The Convergent Planning Exercise shall make use of automatically included and deprived Households of SECC to ensure full coverage of poor and vulnerable households.

## 6.3 Focus on Climate Change

Infrastructure built under MGNREGS leads to increased water availability for irrigation, groundwater recharge, increased agricultural production, and carbon sequestration. The Ministry of Environment, Forest and Climate Change recognizes MGNREGA as one of the 24 key initiatives to address the problem of climate change, while simultaneously improving the livelihoods of the poor. MGNREGA, particularly the Category A activities, which are public works relating to natural resource management.

Planning and design of works under MGNREGS should take into account, impacts of climate change in order to ensure resilience of vulnerable rural communities and make the benefits sustainable in the long run. Specifically, the following things should be ensured:

- i. Historical and projected climate change data, especially incidence of droughts and floods, along with vulnerability assessment at the district, block or gram panchayat level should be used in the planning and design of MGNREGS works.
- ii. Different kinds of complementary Natural Resource Management (NRM) works such as land development with plantation on the bunds, farm ponds, and compost pits should be combined, in order to ensure durability of assets and resilience of communities that depend on such assets.

## 6.4 Gram Panchayats as custodian of shelf of works

Where the Gram Panchayat is the implementing agency, all works shall mandatorily be approved by the Gram Sabha. The Gram Panchayat is the custodian of the shelf of projects and all PIAs working in the Gram Panchayat should report their plans to the Gram Panchayat, which should duly incorporate those in the annual plan of Mahatma Gandhi NREGS. For the works implemented by PIAs other than Gram Panchayat, approval may be obtained from the Block/ Intermediate/District Panchayat, depending on the level of engagement. Gram Panchayat level shelf of projects should be at least two times the anticipated demand for employment.

## 6.5 Expected outcomes

The expected outcomes from executing each work will mandatorily be part of the estimate. The asset-wise expected outcomes may be seen at para 7.12.2.

## 6.6 Entry of Works into MIS and implementation of works as per decided priority

Works will be entered on the MIS as per the order of priority decided in the Gram Panchayat/ Intermediate Panchayat/ District Panchayat. The works will be implemented in accordance with the priority decided by the Gram Panchayat/ Intermediate Panchayat/ District Panchayat.

## 6.7 Convergence

There are immense possibilities of convergence both at State and District level with departments/schemes like agriculture, forest, horticulture, fisheries, sericulture, animal husbandry, FFC/SFC grants to Panchayat, irrigation, minerals, NRLM, PMAY, MPLADS, Railways, DWS, School education etc. There can be two kinds of convergences – (1) Where the converging department provides its technical know-how to MGNREGS, (2) Where the converging department also provides funds for convergence with MGNREGS e.g. AWC buildings. Even in this case, there are two ways of converging funds. In one method, the converging department can deposit its funds with SEGF and the works are completed using both the funds. In the second method, the converging department and MGNREGS clearly identify the items to be completed by their own funds respectively such that the work can be completed. Works identified under convergence plan shall be approved by the competent Panchayat i.e. the Gram Panchayat/ Intermediate Panchayat/ District Panchayat level, before being included in the Shelf of Projects. If the work identified for convergence is to be taken up after the appropriate Panchayat has approved the Annual Action Plan, then such works can be placed before the competent Panchayats for their approval. After such approval, the works will become part of the Annual Action Plan.

The State's Annual Action Plan shall clearly reflect the convergence carried out with the various departments and schemes on the following format:

### State Convergence Framework

| Sl. No. | Department | Programme/Scheme | Financial convergence |               |                        | Technical convergence |
|---------|------------|------------------|-----------------------|---------------|------------------------|-----------------------|
|         |            |                  | Total Cost            | MGNREGS funds | Converging Dept. funds |                       |
|         |            |                  |                       |               |                        |                       |

6.7.1. Integrated planning, by converging the resources available under seven rural development schemes- Mahatma Gandhi NREGS, National Rural Livelihood Mission, Pradhan Mantri Awaas Yojana – Gramin (PMAY-G), PMGSY, SAGY, RURBAN Mission and the Deen Dayal Upadhyaya Grameen Kaushalya Yojana is encouraged.

6.7.2. The synergy of Deendayal Antyodaya Yojana NRLM (DAY-NRLM) and Mahatma Gandhi NREGS programmes should be utilised by facilitating the farmers identified under Mahila Kisan Sashaktikaran Pariyojna (MKSP) and other sustainable agriculture based interventions taken up under DAY-NRLM to create and access these assets under Mahatma Gandhi NREGS. There are 25.28 lakh women farmers identified under

MKSP. The majority of them are in Madhya Pradesh (590889), Odisha (415604), Andhra Pradesh (372593), Kerala (252848), Chhattisgarh (231210), Maharashtra (205700), Bihar (114283), Uttar Pradesh (40586), Assam (29891), Jharkhand (27151), Gujarat (26781), Rajasthan (26731) etc., and more and more women farmers are being added under the MKSP programme on a continuous basis. A concerted effort to facilitate these households (HHs) to access the following assets under Mahatma Gandhi NREGS.

- i. Farm Ponds, dug wells and other water harvesting structures
- ii. Vermi/ NADEP compost pits
- iii. Cattle sheds, Goat sheds, Poultry sheds, Pig stay etc.

The States need to identify the beneficiaries, map the existing Job Card holder families, issue new Job Card to households that do not have Job Card but are willing to work under MGNREGS, facilitate inclusion of work and demand in Annual Action Plan of the Labour Budget and allocation of works to the MKSP/DAY-NRLM women farmers with Job Cards.

#### 6.7.3. **Convergence of MGNREGS with other Department/Ministry schemes:**

Following is the list of activities/works that can be taken up under MGNREGS in convergence with other Department/Ministry schemes. The relevant guidelines issued by Government of India are indicated below:

##### **1. Anganwadi Centre (AWC):**

Convergence (Ministry/Department): MGNREGS and Ministry of Women and Child Development (MoWCD). The joint convergence guidelines signed by Secretary, DoRD, Secretary MoPR and Secretary MWCD for construction of 4 lakhs Anganwadi Centres across the country was issued on 17th February 2016, which explains the modalities of the convergence. These guidelines have been amended by MoWCD through their letter No. 14/1/2018 - CD-11 dated 24th April 2018. However, MoRD has agreed to converge with MoWCD as per the guidelines dated 17<sup>th</sup> February 2016 and can be seen at ‘Circular/Guidelines’ caption of Convergence on NREGASoft (<http://nrega.nic.in>).

##### **2. Rural Connectivity:**

Convergence (Ministry/Department): MGNREGS and PMGSY – MoRD. The joint guidelines between MGNREGS & PMGSY was issued vide Ministry letter No. Dy. 178/SRD/09-MGNREGA dated 9<sup>th</sup> February 2009, which explains the modalities of the convergence and can be seen at ‘Circular/Guidelines’ caption of Convergence on NREGASoft (<http://nrega.nic.in>).

3. **Sericulture:**

Convergence (Ministry/Department): MGNREGS and Ministry of Textile. The ‘Guidelines for taking up of host plants of Silkworms through convergence of MGNREGS and Scheme of Catalytic Development Programme (CDP)’ jointly issued by Ministry of Rural Development & Ministry of Textile dated 8<sup>th</sup> October 2013 explains the modalities of the convergence and can be seen at ‘Circular/Guidelines’ caption of Convergence on NREGASoft (<http://nrega.nic.in>).

4. **Railways:**

Convergence (Ministry/Department): MGNREGS and Ministry of Railways. The Ministry of Rural Development has issued advisory via letter No. J-11017/42/2013-MGNREGA (UN) dated 6<sup>th</sup> April 2018, which explains the modalities of the convergence and can be seen at ‘Circular/Guidelines’ caption of Convergence on NREGASoft (<http://nrega.nic.in>).

5. **Rubber Plantation:**

Convergence (Ministry/Department): MGNREGS and Rubber Board. The guidelines issued by Rubber Board dated 2<sup>nd</sup> August 2013 explains the modalities of the convergence and can be seen at ‘Circular/Guidelines’ caption of Convergence on NREGASoft (<http://nrega.nic.in>).

6. **Coconut Plantation:**

Convergence (Ministry/Department): MGNREGS and Coconut Development Board / Other Central initiatives. The ‘Guidelines for taking up coconut cultivation through convergence of MGNREGS and Area expansion scheme of Coconut Development Board’ issued in May 2014 and ‘Guidelines for replanting & rejuvenation of coconut gardens through convergence of MGNREGS and Replanting & rejuvenation scheme of Coconut Development Board’ explains the modalities of the convergence and can be seen at ‘Circular/Guidelines’ caption of Convergence on NREGASoft (<http://nrega.nic.in>).

7. **Aquaculture:**

Convergence (Ministry/Department): MGNREGS and Scheme under Blue Revolution Integrated Development and Management of Fisheries of Department of Animal Husbandry, Dairying & Fisheries (MoA & FW). Joint guidelines issued on 9<sup>th</sup> November 2017 vide letter number F. No. 27035/22/2016-FY (IV) explains the modalities of convergence and can be seen at ‘Circular/Guidelines’ caption of Convergence on NREGASoft (<http://nrega.nic.in>).

## 6.8 Suggested timelines for planning

| <b>Action to be Taken</b>  | <b>Time</b>  |
|--|--|
| Launch of Gram Panchayat level planning process and discussion of the planning process by Gram Sabha/Ward Sabha.   | 2 <sup>nd</sup> October                              |
| Special Gram Sabha for approval of the Gram Panchayat level annual action plan.  | 3 <sup>rd</sup> October to 30 <sup>th</sup> November |
| Submission of Gram Panchayat Level Plan to the Block Panchayat   | By 5 <sup>th</sup> December                          |
| Approval of Block Level Consolidated Annual Plan by Block Panchayat and submission of the same to District Programme Coordinator/ Collector (The consolidated Labour Budget including all interventions proposed for the Block level should be approved by the Block Panchayat/Intermediate Panchayat) | By 20 <sup>th</sup> December                         |
| Presentation of Block Plans by Programme Officer before DPC in the suggestive format circulated by the Ministry and appraisal of same by the DPC.  | By 19 <sup>th</sup> January                          |
| Presentation of District Annual Plan and LB to District Panchayat by the District Programme Coordinator/ Collector (all interventions proposed for the District should be approved at the District level)  | By 20 <sup>th</sup> January                          |
| Approval of District Annual Plan by the District Panchayat and submission of the same to State Government. The DPC/ADPC will present the plan before the State/ UT Government in the suggestive format circulated by the Ministry and the same will be appraised before collation into State Plan.     | By 31 <sup>st</sup> of January                       |
| Submission of Labour Budget to the Central Government in the suggestive format circulated by the Ministry.   | By 10 <sup>th</sup> February                         |
| Meetings of the Empowered Committee and finalisation of the LB   | 20 <sup>th</sup> February onwards                    |
| Communication of the LB to the States by Ministry and further by the States to Districts, Blocks, and Gram Panchayats  | By 31 <sup>st</sup> March                            |

## Chapter 7

### Entitlement V- Works under MGNREGA

The worker has to be allocated to a worksite preferably within 5 km of her/ his residence. Work has to be definitely provided within the Block. If work is allocated to a worker beyond 5 km of his residence, the worker has a right to get a travel allowance.

Para 18, Schedule II of the Act: *“As far as possible, the employment shall be provided within a radius of five kilometres of the village where the applicant resides at the time of applying.”*

Para 20, Schedule II of the Act: *“In case the employment is provided outside the radius specified in paragraph 18, it must be provided within the Block, and the labourers shall be paid ten per cent of the wage rate as extra wages to meet additional transportation and expenses for living.”*

#### 7.1 Work Execution under Mahatma Gandhi NREGA

The mandate of the Act is to provide not less than one hundred days of unskilled manual work as 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, to strengthen the livelihood resource base of the poor.

To strengthen the livelihood resource base of the poor, the focus of the scheme is on different kinds of works as elaborated in Para 4 of Schedule – I of the Act.

##### 7.1.1. Implementing Agencies

As per the Mahatma Gandhi NREGA, ‘implementing agency’ includes any department of the Central Government or a State Government, a Zila Parishad, Panchayat at intermediate level, Gram Panchayat or any local authority or government undertaking or non-governmental organization authorized by the Central Government or the State Government to undertake the implementation of any work taken up under a Scheme. User Associations recognised by the State Government may also be Implementing Agencies. At least fifty percent of the works in terms of cost shall be allotted to GPs for implementation.

The officer of a Line Department at the Block/ District level can also work as Programme Officer (Mahatma Gandhi NREGA), who will be referred to as PO (LD).

For enhanced participation of women in Mahatma Gandhi NREGA implementation, efforts should be made to progressively engage Federations of Women Self-help Groups as Project Implementing Agencies (PIA) at the Gram Panchayat/ Block/ District level.

### 7.1.2. Wage Material Ratio

As per Para 20 of Schedule-1, Mahatma Gandhi NREGA, “For all works taken up under the Scheme, by the Gram Panchayats and other implementing agencies, the cost of material component including the wages of the skilled and semi-skilled workers shall not exceed forty percent at the District level.”

### 7.1.3. Use of Machines

Para 22 of Schedule-1, Mahatma Gandhi NREGA, lays down that “As far as practicable, works executed by the programme implementing agencies shall be performed by using manual labour and no labour displacing machines shall be used.” However, there may be activities in executing works which cannot be carried out by manual labour, where use of machine may become essential for maintaining the quality and durability of works. A suggested list of machines which can be used under Mahatma Gandhi NREGA is shown below:

| S. No. | Name of work as per para 4.(1) of Schedule-1, MGNREGA             | Name of Activity   | Name of Machine(s) that can be used   |
|--------|---|--|---|
| 1.     | II. Category B:<br>(i) Improving productivity of lands, dug wells | i) The excavation/ deepening of dug well   | i) Pump set for dewatering,<br>ii) Tractor mounted Compressor hammer for rocky strata,<br>iii) Lifting device/ Chain pulley (motorised) |
| 2.     | IV. Category D:<br>(ii) Road connectivity                         | i) Compaction of earthen embankment in 15 to 23 cm layers, at optimum moisture content | i) Power Roller<br>ii) Trailer mounted water browser  |
|        |   | ii) Compaction of morum/ gravel in 15 to 20 cm layers at optimum moisture content      | i) Static smooth wheeled roller of 8 - 20 ton weight.<br>ii) Trailer mounted water browser  |
|        |   | iii) Mixing of cement concrete.  | i) Mechanical Mixer   |

|    |   |  |  |
|----|---|--|--|
|    |   | iv) Compaction of cement concrete  | i) Mechanical Vibrator   |
|    |   | v) Cutting of joint in Cement Concrete   | i) Concrete joint cutter   |
| 3  | IV. Category D:<br>(v) Construction of building                                 | i) RCC Footing, Column, Beam and Roof  | i) Mechanical mixer and Mechanical vibrator.   |
| 4. | IV. Category D:<br>(vii) Production of building materials                       | i) For compressing Compressed Stabilised Earthen Blocks (CSEB)   | i) Machine for CSEB, such as Aurum Press, Cinvaram, Terstara, Mardini, TARA-Balram, etc. |
|    |   | ii) For production of fly ash bricks/ blocks   | ii) Pan mixer & Brick/ block making machine (Vibratory table/ Hydraulic press)           |
| 5. | I. Category A:<br>(v) Afforestation, tree plantation in common and forest lands | i) Digging pits for plantation, which cannot be done manually in Usar areas, where there is Kankar pan and soil is alkaline with pH more than 8.5. | i) Mechanical Auger  |

The conditions for use of above mentioned machines are:

- a. Specific permission for use of machines listed above must be sought from competent authority and the operation of such machines should be duly recorded/ documented in each such case and be made part of the case record.
- b. The estimate of Mahatma Gandhi NREGA work should contain machine rate, as per the prevailing Schedule of Rates (SOR) of the State/line departments in the area.
- c. Such works must be specifically taken up for Social Audits. Details of use of machines and their estimated cost, as well as the purpose for which machines were used should be mandatorily displayed on the worksite display board in local

language. In case instances of violation of instructions relating to use of machines are reported in Social Audit/ by NLM or as a complaint then no fund shall be allowed from Centre for such project.

In case the machines are required to be installed for repeated use in the operations, like production of building materials (CSEB, Fly Ash Bricks, Paver Blocks etc.) efforts must be made to procure such machines from sources other than Mahatma Gandhi NREGA as convergence support from the participating programme.

In any case before commencing this activity, it must be ensured that the fly ash bricks, Paver block etc. are being produced at a cost that is competitive with the market rate. While calculating the cost of production of building materials, the cost of machine will be included suitably i.e. it will be amortized.

#### **7.1.4. Outcome Orientation of Works**

Para 13 (c) of Schedule-I, Mahatma Gandhi NREGA, provides that each work proposed to be taken up under Mahatma Gandhi NREGA shall have a summary of the estimate, design and a technical note that indicate the expected outcomes from implementing the work.

#### **7.1.5. Estimates/Design Preparation and Technical Vetting by Superior Authorities**

It should be ensured that the technical person authorised to prepare estimates and design of the works to be executed under MGNREGS are competent and possess the requisite knowledge for same. In case the technical expertise is not available in house, the technical resources from concerned line department may be sought. Existing technical staff under MGNREGS may be trained for preparation of such estimates by the experts in concerned line departments. It should be ensured that no technical sanction is issued without mentioning the estimated period of completion and expected outcomes in it.

A protocol for sanctioning of scheme based on technicalities involved and cost of the project/ work should be notified by the States to ensure proper estimation and uniformity. Further, vetting of estimate designs by superior technical authority/ personnel shall be mandatory and preferably the concerned superior personnel should be from concerned line agency that generally executes such works.

The estimates and requirement of works which are highly technical in nature and involving high cost (more than Rs.20 lakh) such as river rejuvenation, strengthening of river embankment, desilting of river/canal, cascading of MI tanks, underground drainage, lining of canal etc., should be vetted by the irrigation/concerned competent department before being approved under MGNREGS.

SECURE (Software Estimate Calculation Using Rural Employment): The SECURE is an online estimate calculation software developed for preparation of estimates at all the levels in MGNREGS. The Technical sanction and Administrative Sanction of the estimates will be online process.

Any work, whose outcome/benefit depends on the completion of the work in its entirety shall not be split into smaller works e.g. if desilting of a canal is to be carried out for 10 km, then its estimate will not be split into smaller.

#### **7.1.6. Production of building materials**

For many works that are permitted under Mahatma Gandhi NREGA, bricks, tiles, paver blocks, etc., are used. The production of such building materials can provide employment to unskilled labour. The production of building material required in execution of Mahatma Gandhi NREGS works has been permitted as follows; such production will not be a 'standalone' activity i.e. building material production under Mahatma Gandhi NREGS shall be undertaken to be used for works under Mahatma Gandhi NREGS and is neither to be sold in the open market nor to be used in any other Government Scheme. Before taking up the production of building materials, it will be ensured that the cost of production is competitive with the market rates.

#### **7.1.7. Procurement of Materials under Mahatma Gandhi NREGA**

The procedure for making public procurement must conform to the following:

- a. While procuring material/items, principles indicated in the General Financial Rules of GoI or the State Financial Rules should be scrupulously followed and all related records should be kept meticulously for scrutiny by any authority, or by the public.
- b. All procurement orders must be approved by the competent State government official on whom such financial powers are vested. In no case shall such a functionary be below the rank of Block Development Officer. Such financial powers shall not be delegated further.
- c. If some items are to be used across the entire block e.g. bricks, reinforcement bars etc., then the requirement from each GP for the entire financial year may be aggregated at the block level. The BDO shall call a tender for such aggregated items so that materials are procured at competitive rates and economies of scale are achieved. The BDO shall approve the vendors along with rates for procurement of the aggregated items. In all such cases, the GPs may procure the material at approved rates through vendors approved by BDO. The States can also procure such aggregated items either at the District or the State level after approval of the Principal Secretary in charge of MGNREGS.
- d. The specifications in terms of quality, type etc., as also the quantity of goods and services (semi -skilled and skilled labour, excluding the services of mate) to be procured are clearly spelt out keeping in view the specific needs, to meet the basic needs of the implementing agencies, without including superfluous and non-

essential features. The specification of the building material mentioned in the tender document should be taken from the approved SoR of the State. The Non-SoR items' specifications shall be approved by the authority one step above the procuring authority or any other authority specified by the State in this regard.

- e. Excess procurement of material should be avoided. The material must be ordered for delivery at such a time that it can be consumed soon after its delivery. In no case the material procured should be lying idle for more than a month after its supply.
- f. The payment of material procured shall commence only after the labour muster rolls have been cleared for payment i.e. Wage payment must precede the payment of material for that work.
- g. Offers should be invited following a fair, transparent and prescribed procedure;
- h. The PIA should be satisfied that the selected offer adequately meets the requirements in all respects;
- i. The PIA should satisfy itself that the price of the selected offer is reasonable and consistent with the quality required;
- j. At each stage of procurement, the concerned PIA must place on record, in precise terms, the considerations which were taken into account while taking the procurement decision.
- k. The items/material proposed to be procured should strictly be for the permissible works under Mahatma Gandhi NREGS.
- l. All procurement made should be entered in the MIS for monitoring i.e. quantity procured, total amount spent, the work/scheme for which the material has been procured, date of delivery of material etc.
- m. In case of individual beneficiaries, engaged in horticulture and plantation, the procurement of planting material will be made by the beneficiary from Government nurseries, private nurseries approved by the Government, at the rate fixed by the committee headed by the DPC.
- n. Materials required for the individual works on private lands such as farm ponds, dug wells, IHHLs etc. may be procured by the beneficiary households at the rates approved by the competent authority, from any vendor having TIN number.
- o. The procured material should be stored properly and the quantity to be entered in a stock register. The material consumed and the material remaining should also be recorded in the stock register.
- p. If the rate obtained for building materials is more than the SoR, then the approving authority will be one level above the tender finalizing authority.

## 7.2 Types of Works

List of permissible works:

- 7.2.1. The Schedule – I of the Act provide list of permissible works categorised into 4 parts. Based on the various works mentioned in the Schedule, the Management Information System (MIS) has listed 43 categories of works covering 260 types of works

permissible under the Programme. Each work has been sub-classified according to the ownership, action proposed on the work and two further qualifiers which elaborate the intended usage and materials used. Based on above combination of work, ownership and qualifiers, there are 260 combinations of works which are permissible under MGNREGA. Of this, 181 works are related to Natural Resource Management of which 84 are water related works. 164 works are related to agriculture and allied activities. The MIS has been enabled to generate complete description of each possible work in terms of various combinations of above mentioned categories within the framework permissible works as per provisions of the Schedule-I. The table below is self-explanatory and may be referred while selecting works:

| <b>S No</b> | <b>Work</b> | <b>Ownership</b>                   | <b>Actions</b>  | <b>Qualifier 1 (Type)</b>  | <b>Qualifier 2 (Type)</b>  |
|-------------|-------------|------------------------------------|---|--|----------------------------|
| 1           | Building    | Individuals<br>Community<br>Groups | Construction<br>Repair and<br>Maintenance               | Agricultural<br>produce storage<br>Anganwadi<br>Gram<br>Panchayat/Panchayat<br>Bhavan<br>Food grain<br>Storage<br>SHG/Federation /<br>producer groups/<br>producer<br>enterprises under<br>DAY-NRLM<br>Kitchen shed<br>Houses (PMAY-G)<br>Houses (State)<br>Bharat Nirman<br>Seva Kendra |                            |
| 2           | Bund        | Individuals<br>Community           | Construction<br>Repair and<br>Maintenance               | Peripheral/farm/field<br>contour graded  | Earthen<br>Pebble<br>Stone |
| 3           | Canal       | Individual<br>Community            | Construction<br>Renovation<br>Repair and<br>Maintenance | Feeder,<br>distributary<br>minor, sub-minor<br>water courses<br>Field  |                            |

|    |   |                          |  |   |   |
|----|---|--------------------------|--|---|---|
| 4  | Channel                                   | Community                | Construction<br>Renovation<br>Repair and<br>Maintenance        | Diversion<br>Flood  |   |
| 5  | Grasslands                                | Community                | Development  | Silvipasture  |   |
| 6  | Land                                      | Individuals<br>Community | Development<br>Reclamation<br>Shaping<br>Levelling<br>Drainage | Through chaur<br>renovation<br>Wasteland<br>Fallow Land<br>Saline / Alkaline<br>Wasteland<br>Waterlogged<br>lands |   |
| 7  | Workshed<br>for<br>Livelihood<br>activity | Groups                   | Construction   |   |   |
| 8  | Check Dam                                 | Individual<br>Community  | Construction<br>Repair and<br>Maintenance                      | Check/Anicut  | Brushwood<br>Earthen<br>Boulder<br>Cement<br>Concrete |
| 9  | Compost Pit                               | Individual<br>Community  | Construction<br>Repair and<br>Maintenance                      |   |   |
| 10 | Composting<br>Structure                   | Individual<br>Community  | Construction<br>Repair and<br>Maintenance                      | Vermi/NADEP<br>Berkeley<br>Compost Pit<br>Compost Pit   |   |
| 11 | Crematorium                               | Community                | Construction<br>Repair and<br>Maintenance                      |   |   |
| 12 | Culvert                                   | Community                | Construction<br>Repair and<br>Maintenance                      |   |   |

|    |                       |                                    |  |   |  |
|----|-----------------------|------------------------------------|--|---|--|
| 13 | Storm Water Drains    | Community                          | Construction<br>Repair and maintenance<br>Desilting                    | Storm Water for coastal protection<br>intermediate and Link<br>Diversion  |  |
| 14 | Grey Water Drain      | Community                          | Construction<br>Repair and maintenance                                 | Open / Covered  |  |
| 15 | Dug wells             | Individuals<br>Community<br>Groups | Construction   | Irrigation  |  |
| 16 | Fish Drying Yards     | Individuals<br>Community           | Construction<br>Repair and maintenance                                 |   |  |
| 17 | Trees                 | Individuals<br>Community<br>Groups | Line Plantation<br>Block<br>Plantation<br>Restoration<br>Afforestation | Horticulture<br>Farm Forestry<br>Forestry<br>Sericulture<br>Bio drainage<br>Shelter Belt<br>Coastal Shelter<br>Belt | Canal<br>Boundary<br>Road In<br>Government building<br>premises<br>Along the<br>coast<br>Fields<br>Wasteland |
| 18 | Gully Plug            | Individuals<br>Community           | Construction<br>Repair and maintenance                                 | Earthen<br>Stone boulder<br>Brushwood   |  |
| 19 | Nursery               | Individuals<br>Community<br>Group  | Raising  |   |  |
| 20 | Mini Percolation tank | Individuals<br>Community           | Construction<br>Repair and maintenance                                 |   |  |
| 21 | Pond                  | Individuals<br>Community           | Construction<br>Repair and   | Farm<br>Stabilization   |  |

|    |                                     |                                   |  |  |   |
|----|-------------------------------------|-----------------------------------|--|--|---|
|    |                                     |                                   | maintenance<br>Renovation                                | Fisheries<br>Community   |   |
| 22 | Recharge<br>Pits                    | Individual<br>Community           | Construction<br>Repair and<br>Maintenance                |  |   |
| 23 | Road                                | Community                         | Construction<br>Repair and<br>Maintenance                | Bitumen Top<br>Gravel Road<br>Inter-locking<br>cement block/tiles<br>WBM<br>Metal (first coat)<br>Metal (second<br>coat)<br>Mitti Murram<br>Kharanja<br>(brick/stone)<br>Cement Concrete | Village<br>internal<br>roads<br>Link Roads<br>Farm<br>Roads |
| 24 | Sand filter<br>for well<br>recharge | Individual<br>Community<br>Groups | Construction   | Borewell<br>Open well  |   |
| 25 | Livestock<br>Shelter                | Individuals<br>Groups             | Construction   | Cattle<br>Goat<br>Piggery<br>Poultry   |   |
| 26 | Soak<br>Channel                     | Community                         | Construction   |  |   |
| 27 | Soak Pit                            | Individuals<br>Community          | Construction   |  |   |
| 28 | Spur                                | Individuals<br>Community          | Construction<br>Repair and<br>Maintenance<br>Renovations | Wire crate<br>(gabion)<br>Stone<br>Earthen   | Holding<br>Attracting<br>Deflecting                         |
| 29 | Terrace                             | Individuals<br>Community          | Construction   | Level Bench<br>Terrace<br>Upland Bench<br>Terrace  |   |

|    |  |                                    |                               |  |         |
|----|--|------------------------------------|-------------------------------|--|---------|
| 30 | Toilets  | Individuals<br>Anganwadi<br>School | Construction                  | Single Unit<br>Multi toilet Unit   |         |
| 31 | Trench   | Community                          | Construction                  | Staggered Trench<br>Continuous<br>Contour Trench<br>Water Absorption<br>Trench |         |
| 32 | Infrastructur<br>e for Azola<br>cultivation        | Individuals<br>Groups              | Construction                  |  |         |
| 33 | Infrastructur<br>e for Liquid<br>Bio manure        | Individuals<br>Groups              | Construction                  |  |         |
| 34 | Underground<br>Dykes                               | Community                          | Construction                  | Sub-surface Dyke   |         |
| 35 | Embankme<br>nt                                     | Community                          | Construction<br>Strengthening | Flood protection   |         |
| 36 | Village<br>/Rural Haat                             | Community                          |                               |  |         |
| 37 | Cyclone<br>Shelter                                 | Community                          |                               |  |         |
| 38 | Play field   | Community                          |                               |  |         |
| 39 | Compound<br>walls for<br>government<br>run schools | Community                          |                               |  | LST_STC |
| 40 | Production<br>of Building<br>Material              | Community                          |                               |  | SWC     |
| 41 | Storm<br>Water drain<br>for coastal<br>protection  | Community                          |                               |  |         |

|    |                                 |           |  |  |  |
|----|---------------------------------|-----------|--|--|--|
| 42 | Stabilization Pond              | Community |  |  |  |
| 43 | Production of building material | Community |  |  |  |

### 7.2.2. Non-permissible Works

Works which are non-tangible, not measurable and repetitive in nature shall not be taken up under MGNREGS.

### 7.3 Works Focusing on Agriculture and Allied Activities

The proviso below Sub Para (2) of Para 4 of Schedule 1, Mahatma Gandhi NREGA, lays down that, *“Provided that the District Programme Coordinator shall ensure that at least 60% of the works to be taken up in a district 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.”* With the thrust on development of livelihoods, works prioritised in the convergent planning process for individual beneficiaries will be given priority.

The list of Mahatma Gandhi NREGA works directly linked to Agriculture and allied activities as per the Schedule-I of Mahatma Gandhi NREGA are as below:

| <b>Category as per Schedule 1</b>  | <b>Works</b>  |
|--|---|
| (1)  | (2)   |
| <b><u>I. Category A:</u><br/>PUBLIC WORKS<br/>RELATING TO<br/>NATURAL<br/>RESOURCES<br/>MANAGEMENT</b> | 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 ground water including drinking water sources;<br>Watershed management works such as contour trenches, terracing, contour bunds, boulder checks, gabion structures and springshed development resulting in a comprehensive treatment of a watershed;<br>Micro and minor irrigation works and creation, renovation and maintenance of irrigation canals and drains;<br>Renovation of traditional water bodies including desilting of irrigation tanks and other water bodies; and conservation of old step wells/ baolis;<br>Afforestation, tree plantation and horticulture in common and forest lands, road margins, canal bunds, tank foreshores |

|  |  |
|--|--|
|  | <p>and coastal belts duly providing right to usufruct to the households covered in Paragraph 5;</p> <p>Pasture Development; perennial grasses like Stylo etc.</p> <p>Bamboo, Rubber and Coconut plantation.</p> <p>Land development works in common land.</p>  |
| <p><u>II. Category B:</u><br/>COMMUNITY<br/>ASSETS OR<br/>INDIVIDUAL<br/>ASSETS</p>  | <p>Improving productivity of lands of households specified in Paragraph 5 of Schedule – I through land development and by providing suitable infrastructure for irrigation including dug wells, farm ponds and other water harvesting structures.</p> <p>Improving livelihoods through horticulture, sericulture plantation, other kinds of plantation and farm forestry;</p> <p>Development of fallow/waste lands of households defined in Paragraph 5 of Schedule – I to bring it under cultivation;</p> <p>Pasture Development; perennial grasses like Stylo, vetiver etc.;</p> <p>Bamboo, Rubber and Coconut Plantation</p> <p>Creating infrastructure for promotion of livestock such as, poultry shelter(brooder house), goat shelter, piggery shelter, cattle shelter and fodder troughs for cattle;</p> <p>Creating infrastructure for promotion of fisheries such as, fish drying yards, storage facilities, and promotion of fisheries in seasonal water bodies on public land;</p> <p>Bio-fertilisers (NADEP, Vermi-composting etc.).</p> |
| <p><u>III. Category C:</u><br/>COMMON<br/>INFRASTRUCTURE<br/>INCLUDING<br/>FOR NRLM<br/>COMPLIANT<br/>SELF-HELP<br/>GROUPS</p> | <p>Works for promoting agricultural productivity by creating durable infrastructure required for bio-fertilizers(NADEP and Vermi-composting pits) and post-harvest facilities including pucca storage facilities for agricultural produce;</p>   |
| <p><u>IV. Category D:</u><br/>RURAL<br/>INFRASTRUCTURE:</p>  | <p>(vi)Construction of Food Grain Storage Structures for implementing the provisions of The National Food Security Act (2013);</p>   |

#### 7.4 Natural Resource Management Works - Mission Water Conservation (MWC)

- 7.4.1. A convergence Framework for scientific planning and execution of water management works with the use of latest technology has been mandated in consultation with an agreement of the Ministry of Water Resources, River Development & Ganga Rejuvenation and the Ministry of Agriculture and Farmers' Welfare. The focus will be on 2129 Blocks identified under MWC.
- 7.4.2. In pursuance of Schedule-I of Mahatma Gandhi NREGA, 260 kinds of works/ activities have been identified as permissible works, of which 181 kinds of works relate to NRM alone and out of the 181 NRM works, 84 are water related. 164 of the total works are related to Agri and Agri-Allied works.
- 7.4.3. The works taken up in MGNREGS should change from taking up individual, standalone works in a typical 'relief works mode' to an INRM perspective. Planned and systematic development of land and harnessing of rainwater following watershed principles should become the central focus of MGNREGS work across the country to sustainably enhance farm productivity and income of poor people. Even the works on private lands should be taken up following the principles of watershed management in an integrated manner.
- 7.4.4. Technological support shall be taken from National Remote Sensing Centre, ISRO for identification and holistic planning of permissible works to be taken up in the watersheds using GIS Technology (BHUVAN). The GIS plans shall be comprehensive ones incorporating all eligible works under MGNREGS and the same shall be implemented in a phased manner.
- 7.4.5. Central Ground Water Board, a storehouse of information related to groundwater resources and having technical expertise available at regional/ State level on designs and structures suitable/ required for water stressed blocks based on their geomorphological and climatic zone, should be consulted for planning, monitoring and execution of structures impacting ground water resource.
- 7.4.6. Watershed management works can be taken up independently under Mahatma Gandhi NREGA where there is no IWMP project sanctioned/proposed, subject to the conditions that:
  - i. Watershed Management works will be taken up only after a comprehensive assessment of the entire watershed in the GP and shall address all issues of soil erosion, rain water retention and afforestation
  - ii. Stand-alone works in the above category without a comprehensive water shed plan shall not be permitted.
  - iii. Efforts to complete structures in one working season will be made rather than carrying on works for many years.
  - iv. The comprehensive watershed plan shall be prepared in accordance with the concepts of ridge to valley treatment. It is recommended to use the satellite

imagery for this planning work. GIS technology should be used for the watershed planning (Refer Chapter - 22).

- v. For selection of the appropriate sites and preparing the above plans, the Engineers/Technical Assistants and Mates of MGNREGS at Block and GP level would be trained and supported by the State Level Nodal Agency (SLNA) of IWMP and technical personnel of WCDC, the cost of which would be met by the Administrative cost of MGNREGS. E-Saksham, the massive open online course is available on NREGASoft, which can be used by the technical functionaries for enhancing their capacity for GIS based planning.
- vi. Watershed works will preferably be taken up with cluster approach.

7.4.7. Watershed management works under MGNREGA in convergence with IWMP- wherever IWMP project is already sanctioned: It must be ensured that the material intensive works are taken up under IWMP, and all the other labour intensive NRM works are done under MGNREGS. Under no circumstance there shall be duplication or double counting of works. It shall be the responsibility of the Programme Officers of MGNREGS and IWMP to ensure this convergence and follow all non-negotiables and processes of MGNREGA.

The Department of Land Resources has transferred uninitiated projects and projects in preparatory phase under Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY) to the respective States to take them up under the respective States' budget. States are requested to give priority for taking up these projects in convergence with MGNREGS following due procedure. The communication by the Department of Land resources for the projects are available on the below link:

1. Uninitiated Projects-

[https://nrega.nic.in/netnrega/writereaddata/Circulars/2387Details\\_of\\_345\\_uninitiated\\_WDC-PMKSY\\_projects\\_transferred\\_to\\_State.pdf](https://nrega.nic.in/netnrega/writereaddata/Circulars/2387Details_of_345_uninitiated_WDC-PMKSY_projects_transferred_to_State.pdf)

2. Preparatory Phase Projects-

[https://nrega.nic.in/netnrega/writereaddata/Circulars/2388Details\\_of\\_Transfer\\_of\\_1487\\_Projects\\_letter\\_to\\_States\\_1.pdf](https://nrega.nic.in/netnrega/writereaddata/Circulars/2388Details_of_Transfer_of_1487_Projects_letter_to_States_1.pdf)

7.4.8. Areas where DPR needs to be revisited due to inadequacy, the eDPRs of these watersheds should be used.

7.4.9. New IWMP projects-In all future IWMP projects where DPRs of IWMP will be prepared, the NRM activities to be taken up through convergence with MGNREGA need to be included and clearly indicated in the DPR in consultation with concerned officials of MGNREGS, watershed committees and Gram Sabha. The technical resources of Watershed areas should be moved in these areas to prepare the DPRs. CSRs can be encouraged to provide technical resources for these areas so that good DPRs may be prepared and effective monitoring is done.

7.4.10. Prioritising Works of Command Area Development & Water Management (CAD&WM), Extension, Renovation & Modernization (ERM) of old CAD&WM projects and Water Bodies: The growing gap between irrigation capacity created and irrigation capacity utilised is a major challenge facing surface irrigation systems. The major reason for this growing gap is the neglect of Command Area development works, especially On Farm Development (OFD) works like field channels, field drains, farm drains, etc. The works permissible under MGNREGA will entail one-time rehabilitation of minors, sub- minors and field channels, including desilting, repair of minor cracks, land levelling, repair of earthen embankments, bank raising and resurfacing canal base with clay, lining of canals, field drains and farm net. Regular O&M will not be a permissible activity under MGNREGA. It is advised that proposal(s) of maintenance of irrigation channels of the GPs (after compilation at Block and District level) should be considered in consultation with the Irrigation Department. Only cases where maintenance requirement is established, but could not be addressed as a part of the regular maintenance work, can be considered under Mahatma Gandhi NREGA which may include desilting, maintenance of canal bunds and repair of lining etc., for which detailed survey, with existing L-section & designed L-section has to be carried out.

The States/ UTs should use list of completed AIBP/ other projects for ERM works and list of non-functional Water Bodies for planning. There shall be no duplication or double counting in respect of any other scheme of the Ministry of Water Resources, River Development & Ganga Rejuvenation.

7.4.11. Construction of Wells: A major activity that has been widely undertaken under MGNREGA is the construction of wells. To ensure that extraction of ground water is done referencing to the prevailing hydro-geological conditions and without threatening the quantity (depth) and quality of the resource, following conditions are being prescribed for undertaking digging of wells under MGNREGA:

- i. Bore wells and tube wells will NOT be considered as a permissible activity under MGNREGA, under any circumstances.
- ii. In areas which have been classified as critical or over exploited according to CGWB's latest assessment, only "group wells," with sand filters for recharge of wells, will be allowed where a group of farmers agrees to share the water from such a "group well". Each such group will comprise at least 3 farmers.
- iii. There should be a formal agreement (on Stamp Paper) among farmers for water sharing from a group well. Verification of the agreement within this group will be through the GP.
- iv. Only one member from one family can be the member of the group. He/she cannot be member of more than one group.
- v. A Group well should be registered as a Group Irrigation Well in revenue records.
- vi. In areas classified as "safe" by the CGWB, individual wells may be considered. Depth and diameter of such wells and well to well spacing must conform to the hydrogeology of the area. In hard rock areas, diameters must

be kept within 8 m for softer rock and alluvial areas, well diameter must be less than 6 m. For any deviation in the above indicative sizes, the States shall issue the amendment after seeking the advice of the competent department. It is advised that every dug well should be constructed with sand filter for recharge of wells.

#### 7.4.12. Selection of Individual Beneficiaries

I. Schedule I, Para 5 of the Act: *“Works creating individual assets shall be prioritised on land or homestead owned by households belonging to the:*

- a. Schedule Caste*
- b. Schedule Tribes*
- c. nomadic tribes*
- d. de-notified 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 Pradhan Mantri Awaas Yojana-Gramin*
- j. beneficiaries under the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 (2 of 2007), and 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.”*

II. SECC 2011 data may be utilized for prioritization of the eligible beneficiaries based on the deprivation factors. Firstly, the beneficiaries shall be identified in accordance with the categories mentioned in Para I above. Within each category mentioned above, the beneficiaries shall be ranked according to their deprivations in SECC 2011 data i.e. those beneficiaries having most number of deprivations will be placed higher in the list. While selecting individual beneficiaries, those ranked higher will be given preference. In case, a particular beneficiary’s name does not figure in the SECC 2011 data, his/her name along with those names that figure in the SECC 2011 list will be placed before the Gram Sabha. The Gram Sabha shall then prepare a comprehensive list of beneficiaries ranked according to their deprivations, in each category.

III. The quantum of assistance given to individual beneficiaries will vary according to the geographical locations and economic activity. On one hand, the scheme must try to reach largest number of beneficiaries, but on the other hand, one must give beneficiaries such assets that can lead to sustainable increase in income, e.g. an irrigation well which usually costs up to Rs. 6 lakh can transform the life of a farmer. The decision for capping the quantum of assistance is to be decided by the

respective State Government. Till such time, the State Government decides on the upper limit, the capping shall be at Rs.2 lakh per beneficiary.

IV. PMAY-G beneficiaries can be prioritized for allotment of animal sheds if they have the requisite land.

#### **7.5 Works requiring special focus**

- 7.5.1. During 2019-20, the thrust shall be on creation of individual assets that lead to sustainable increase in incomes. These works will include animal shed, farm ponds, plantations, vermi/ NADEP composting pits, dug wells, fish drying yard, land development, Upgradation of Rural Haat and river rejuvenation. Re-excavation/ renovation of farm ponds cannot be undertaken on private lands since this is not a permissible activity under MGNREGA, 2005.
- 7.5.2. Construction of Anganwadi Centres (AWC) - AWC may be taken up under Mahatma Gandhi NREGA using appropriate labour intensive and cost-effective technologies and local building materials. Expenditure up to Rs.5.00 lakh under Mahatma Gandhi NREGA is allowed and the balance cost as per the State specific estimate may be mobilised from the Integrated Child Development Services (ICDS) schemes of the Ministry of Women and Child Development, GoI and other schemes. AWC building should be of at least 600 sqft plinth area and the design should be in line with the guidelines of the Ministry of Women and Child Development.
- 7.5.3. Construction of Individual Household Latrines (IHHLs) under Mahatma Gandhi NREGA: In order to give impetus to the Swachh Bharat Mission (Gramin) to achieve a clean India by 2019, the scheme of IHHL construction under Mahatma Gandhi NREGA shall focus on construction of IHHLs in Pradhan Mantri Awas Yojana – Gramin (PMAY-G) houses, wherever required. The unit cost of IHHL under Mahatma Gandhi NREGS will be Rs.12,000/- and design of IHHL will be as in SBM (G). It should be ensured, however, that in cases, where Mahatma Gandhi NREGA funds are being used for the construction of IHHLs, funding under SBM (G) is not used, to avoid duplication. Wherever toilets have been constructed under SBM or by the beneficiary, IHHL under MGNREGS for PMAY (G) houses cannot be provided. Any beneficiary in a Mission Antyodaya Gram Panchayat whose name figures in the SBM survey list and who has not been able to get a toilet on account of fund constraint, can be provided IHHL under MGNREGS, on priority. State governments should provide list of such beneficiaries for coverage under MGNREGS at the Gram Panchayat level. In all other Gram Panchayats MGNREGS funds would be utilized only for PMAY-G beneficiaries, wherever required. No defunct toilets shall be taken up for construction of IHHLs under Mahatma Gandhi NREGS.
- 7.5.4. Construction of School toilets and Anganwadi toilets: Moreover, School toilet units and Anganwadi toilets either independently or in convergence with schemes of other

Government Departments as per prescribed norms can be taken up as per requirements in villages areas after approval of Gram Sabha.

- 7.5.5. Construction of Houses, sanctioned under Pradhan Mantri Awas Yojana – Gramin (PMAY-G) or such other State or Central Government scheme under Mahatma Gandhi NREGA: The total number of unskilled person days required for construction of a house of at least 25 sqm plinth area is 95-persondays for North East, Hilly region and IAP districts, and 90-person days for other areas. This can be paid under Mahatma Gandhi NREGA, over and above the unit cost fixed for PMAY-G/ other housing scheme. The building materials may be produced under MGNREGS and can be distributed to the PMAY-G or State housing scheme beneficiaries listed in Paragraph 5, Schedule I of MGNREGA after fully recovering the cost of building material.
  - 7.5.6. Pradhan Mantri Adarsh Gram Yojana (PMAGY) was launched in year 2009-10 for the development of villages having a higher ratio (over 50%) of people belonging to Scheduled Caste, through convergence of Central and State schemes, and allocating funds on village to village basis. It was approved for implementation in 1000 villages in five States, namely, Rajasthan, Tamil Nadu, Assam, Himachal Pradesh and Bihar. Concerned States are advised to take up individual assets on the land holdings of SC families in the selected villages under Mahatma Gandhi NREGA on a priority basis. Proactive steps should be taken to register demand and provide work to needy SC households.
  - 7.5.7. Land Development: Land development work is required to convert non-cultivable land to cultivable land through field bunding, levelling, shaping, terracing etc. The works such as removing of dry leaves, cutting of grasses, resizing of the existing bunds etc. should not be taken up under land development work, as these activities are not permissible under MGNREGS.
- 7.6 Afforestation, Tree Plantation and Horticulture
- 7.6.1. Afforestation, including ANR - Assisted Natural Regeneration (with integrated soil & moisture conservation works), tree plantation and horticulture activities can be taken up under Mahatma Gandhi NREGA on common, forest and private lands (of households listed in para 5 of Schedule – I) viz.
    - i. Degraded Forest lands,
    - ii. Waste lands
    - iii. Public and community lands, pasture lands
    - iv. Along riverside, canals and embankments
    - v. Along PMGSY roads and other roads
    - vi. Private lands (block plantation or on bunds of agricultural fields, (backyard/homestead plantation).

- 7.6.2. Plantation can be linear or block depending on the site requirements.
- 7.6.3. **Role of Forest departments:** The States/ UTs are required to prepare a framework for afforestation and tree plantation under Mahatma Gandhi NREGA of the State/ UT in consultation with the Forest Department, aligned with the afforestation plan of the State/ UTs. Technical resources of Forest department must be utilised for facilitating PRIs in planning for works within the perspective of the State/ UT plan. It is desirable that the implementation of plantation/ afforestation works is carried out under overall technical supervision of Forest department. As far as possible, the Forest department may be encouraged to be the Project Implementation Agency for such works.
- 7.6.4. **Selection of plant species:** Plant species should be selected as per agro-climatic conditions, market opportunities, forward linkages, income generation etc. Economically beneficial plants species should be listed with due consultation of experts from Horticulture department/ Forest department/ ICAR/ ICFRE/ Agriculture Universities/ KVKs etc. before the start of the planning process. Plantation of Tasar host plants Arjuna and Asana may also be considered in consultation with respective State Rural Livelihoods Missions. This list of plant species will facilitate informed choice for the identified vulnerable households (including usufruct rights beneficiaries) during the Labour budget (LB) planning exercise. The technical prescriptions for the finalized plants species also need to be prepared before the estimate preparation.

Perennial floriculture plantation can be taken up only once with accompanying business plan for individual beneficiaries listed in Para (5) Schedule-I of the Act. Ornamental plantation shall not be taken up under MGNREGS.

- 7.6.5. **Estimation of costs:** The plantation works may cover the cost of labour and material component as per the estimate prepared including the maintenance period for 3-5 years (depending on the species). This may include planting materials, labour for digging pits and planting, fertilizers (preferably organic), equipment for watering, labour for watering, protection and maintenance of plants. All costs should form part of one estimate. In case of convergence with any other scheme, funds to be used from MGNREGS against planned activities must be mentioned along with fund from converging scheme(s) and activities planned, therein.

Nursery raising and plantations are biological entities undergoing natural growth pattern and are therefore to be implemented in a time bound manner. Priority should be given for payment of material component of plantation work.

- 7.6.6. Due permission of the concerned departments should be taken before taking up plantation on their land. Under no circumstances the plantation activity should be done on a private land other than the land of individual beneficiary listed in Para 5 of Schedule I of the Act.

- 7.6.7. **Usufruct benefits:** Wherever plantation is done on community lands, the usufruct benefits of these plants, preferably up to 200 trees in road side, canal side, and other avenue plantation and 400 or more than 400 trees in block plantation, may be allocated to vulnerable households. However, the usufruct benefit of the plantations on forest lands, preferably up to 400 trees, may also be allocated to vulnerable households as per extant laws.
- 7.6.8. **Procurement of planting materials: Plants should be procured from:**
- i. Free of cost from nurseries raised under MGNREGS
  - ii. Forest/ Government nurseries at Government rates
  - iii. Government approved private nurseries at rate fixed by the committee headed by DPC.
- 7.6.9. **Nurseries under MGNREGS:** The land on which nursery is being raised should belong to a government department or Gram Panchayat or other rural local bodies. These nurseries shall be raised by forest or horticulture or any other government department. The nurseries shall be sanctioned for a minimum period of 3 years so that tall plants can be raised which will improve their survival rate. The implementing agency shall give a clear commitment of the number of plants (age wise) they shall be supplying every year towards the plantation efforts. The seedling will be used for plantation under MGNREGS free of cost.
- 7.6.10. **Protection of plantations:** For the protection of Block Plantations, live fencing should be preferred, supported with ditch cum bund and for protection of Individual plants, tree guards prepared from locally available plant material like Bamboo etc. should may be preferred. For the protection of forests, creation of forest fire lines is not a permissible work under NREGS. In case, where barbed wire fencing/chain link wire fencing, stone wall are more economical than the live fencing etc. then they can be sanctioned. A certificate to this effect shall be obtained from the implementing agency and shall form a part of a work file.
- 7.6.11. **Development of pasture lands:** For development of pasture lands under Mahatma Gandhi NREGA and for drought proofing, plantation of fodder trees or horticulture plants or a mix and perennial grasses like Anjan (*Cenchrus ciliaris*), Fox tail grass (*Chloris gayana*), Napier (*Pennisetum purpureum*) or any appropriate legumes like Stylo etc. approved by the concerned department of the State can be taken up. This should be done in consultation with the concerned technical departments. This activity shall be taken up only once in a particular land in consultation with the concerned technical Departments.
- 7.6.12. **Plantation of tree borne oilseeds:** To promote livelihood activities of the vulnerable sections, plantation of 11 major tree borne oilseeds (TBOs) is advised. These TBOs are Jatropha (*Jatropha curcas*), Karanj (*Pongamia pinnata*), Wild Apricot (*Prunus*

armenica), Simarouba (*Simarouba glauca*), Mahua (*Madhuca indica*), Kokum (*Garcinia indica*), Jojoba (*Simmondsia chinensis*), Cheura (*Diploknema butyracea*), Neem (*Azadirachta indica*), Tung (*Aleurites fordii*) and Olive (*Olea europaea*).

7.6.13. **Plantation of Tasar Host plants:** To promote Tasar based livelihoods activities with the vulnerable communities, plantation of Tasar host plants like Arjuna and Asana is advised. This plantation may be taken up in the areas where Tasar based livelihoods initiatives have been taken up under Mahila Kisan Sashaktikaran Pariyojana (MKSP) by the State Rural Livelihoods Missions.

7.6.14. **Roadside Plantation along PMGSY roads and other roads:** Roadside Tree Plantations under Mahatma Gandhi NREGA are to be taken up along PMGSY roads, on priority. Under such works, vulnerable household can be allocated up to 200 trees with appropriate maintenance period (based on species planted). Beyond the maintenance period the same household is to be provided rights to enjoy the usufruct benefits accruing from the allocated trees. Monthly payments are based on survival of plants and accomplishment of notified tasks. (As per Ministry Letter No.J-11018/1/4/2015-MGNREGA IV dated 27<sup>th</sup> October, 2016 - Available in 'Circulars' section of NREGA website).

A road which is completed should be taken up for roadside tree plantation. While conducting roadside tree plantation under MGNREGS, for the sake of better road safety, the first and second row of plants should be planted with small to medium sized trees and the third row with tall and shade bearing trees. The distance for the first row of trees should be 0.5 m away from the toe of the embankment. The spacing between medium/tall size tree for first and second row should be 4 to 6 m and from row to row should be minimum 3 m. The number of planted rows depends on the availability of land in the Right-of-Way. If enough space is not available for three or more rows then two rows with first row (small and medium trees) and last row (tall and shade bearing trees) should be considered. In rural roads generally, much space is not available and when space is only available for one row, then either small or medium sized trees or a mix of small, medium and tall trees may be considered. At this time the spacing needs to be carefully managed as the tall and shade bearing trees require much spacing and small and medium sized trees require less spacing so when a uniform spacing between 4 to 6 m spacing is maintained then between two tall trees either one or two small or medium sized tree needs to be accommodated.

7.6.15. There is a provision in NREGASoft for viewing of State/UT wise works in the form of reports by the line departments in State report no. 5.5 titled as 'Works Being Taken up by Implementing Agency Since Inception' & report no. 5.23 titled as 'Works Report Since Inception' available on respective State page of NREGASoft under caption 'Works'.

Integration of MIS of PMGSY (OMMAS Software) with NREGASoft has been completed for mapping of PMGSY roads with Roadside tree plantation. This report (R.6.25 of NREGASoft) may be utilised for planning, implementation and monitoring of plantations along PMGSY roads.

#### 7.6.16. Month wise Schedule of Activities for Tree Plantation

For durability and productivity of plantation, it is necessary that month wise schedule of activities for tree plantation and responsibility of stake holders is worked out by the States, which will vary from State to State. A typical “Month wise schedule of Activities for tree plantation and the responsible stakeholders” from 0 year is given below for reference. Thereafter, the schedule of activities and responsible stakeholders will vary from species to species (say 3-5 years), which has to be worked out by the State and is to be strictly adhered to.

| <b>Year</b> | <b>Month</b>  | <b>Schedule of Activities for tree plantation</b>   | <b>Responsible Stakeholders</b>  |
|-------------|---------------|---|--|
| (1)         | (2)           | (3)   | (4)  |
| 0 Year      | April to July | Training programmes for the Officials of implementing agency/ volunteers/ Resource persons/beneficiaries, regarding Mahatma Gandhi NREGA operational guidelines/ planning process, convergence guidelines/ circulars/ to take up proper planning exercise for the preparation of work plan and labour budget.   | Officials of Rural Development Department (RDD), PRIs/ Officials of concerned line department. |
|             | August        | Initiate Planning through Gram Sabha , Identification of suitable lands for conducting various types of plantations like roadside, canal side, tank foreshore, Institutional lands, Waste lands, barren lands, Degraded lands, etc. on Individual/ Common/Forest lands. Identification of beneficiaries for providing usufruct rights, estimating demand of species from beneficiaries (out of the recommended species as per | PRIs and Officials of RDD and concerned line Departments,                                      |

|                      |              |   |   |
|----------------------|--------------|---|---|
|                      |              | agro-climatic condition), Working out for nursery preparation etc. Working out convergence possibilities with other schemes.  |   |
|                      | Sept.to Dec. | Ratification by Gram Sabha, preparation of estimate and obtaining technical and administrative sanctions.   | PRIs and Officials, PO, DPC                                   |
| 1 <sup>st</sup> year | January      | Issue of Work Order   | Programme Officer (PO)  |
|                      |              | Surveying & clearing of the area  | Beneficiary assisted by GRS/ Field Assistant and wage seekers |
|                      | February     | Soil test of selected tree planting site. Land development – removal of boulders (if any), Construction of bunds, Digging of pits and trenches.                         | Beneficiary assisted by GRS/ Field Assistant and wage seekers |
|                      | March        | Digging of pits, Applying insecticides in the dug pit. Procurement of eco-friendly locally available material for fencing or live fencing or opting for social fencing. | Beneficiary assisted by GRS/ Field Assistant and wage seekers |
|                      | April        | Purchase of Farm Yard Manure (FYM), Fertilizers   | Beneficiary assisted by GRS/PO                                |
|                      | May          | Filling up of pits with FYM, and soil, onsite training to beneficiaries, on how to do plantation.   | Line Department/ Officials of Rural Development Department    |
|                      | June         | Transportation of plants and planting of saplings and live fencing, Watering, weeding and hoeing  | Beneficiary assisted by GRS/ Field Assistant and wage seekers |
|                      | July         | Transportation of plants and planting of saplings and live fencing, Watering, weeding and hoeing  | Beneficiary assisted by GRS/ Field Assistant and wage seekers |

|        |   |  |
|--------|---|--|
| August | Transportation of plants and planting of saplings and live fencing, Watering, maintenance | Beneficiary with the support of GRS (Field Assistant) and wage seekers |
| Sept.  | Weeding, hoeing and watering 4 times  | Beneficiary assisted by GRS/ Field Assistant and wage seekers          |
| Oct.   | Weeding, hoeing and watering 4 times  | Beneficiary assisted by GRS/ Field Assistant and wage seekers          |
| Nov    | Weeding, hoeing and watering 4 times  | Beneficiary with the support of GRS (Field Assistant) and wage seekers |
| Dec.   | Weeding, hoeing and maintenance   | Beneficiary assisted by GRS/ Field Assistant and wage seekers          |

7.6.17. Convergence activities relating to Afforestation, Plantation and Horticulture:

- a. Coconut Plantation: In convergence works, all the labour intensive works relating to Coconut Plantation can be taken up under Mahatma Gandhi NREGS, during the initial 2 years. Activities, including supply of material and technical support, may be covered under the schemes of Coconut Development Board or other Central/State initiatives. Remaining activities may be carried out by the beneficiary as beneficiary contribution. After removal of the aged coconut gardens, new plantation can be taken up under Mahatma Gandhi NREGS but no cost for removal of the aged coconut trees can be booked under Mahatma Gandhi NREGS.
- b. Rubber Plantation: Rubber plantation can be taken up in convergence of Mahatma Gandhi NREGA and schemes of Central/ State Governments. Plantation works may be funded from Mahatma Gandhi NREGA. Converging partner(s) can provide handholding support to cultivators during the initial years of rubber plantation & development, build their capacity for taking up harvest and post-harvest activities, facilitate value addition (forward linkage) and provide a strong marketing network.
- c. Convergence relating to Afforestation may be taken up with National Afforestation Programme (NAP) and Green India Mission (GIM) of the Ministry of Environment and Forests & Climate Change, Integrated Mission of Horticulture Development (which includes sub mission on Agro-forestry) under the Ministry of Agriculture, Cooperation & Farmers Welfare or any other

Central/State initiative. Where plantation has been done in common lands, the entire usufruct from the trees will be assigned to the vulnerable sections.

- d. Due care should be taken by the implementing agencies that there is no violation of Forest Conservation Act, 1980 while taking of works on forest land.

## 7.7 Rural Infrastructure

The following significant instructions are noteworthy:

- a) Use of Appropriate technologies: The paragraph 13 (a) of schedule I of Mahatma Gandhi NREGA has mandated use of labour intensive and cost-effective technologies and local materials in construction. Accordingly, the appropriate technologies for buildings under Mahatma Gandhi NREGS may be promoted, wherein, local building traditions/ other appropriate technologies are used so that the use of cement, sand and steel in construction is substantially reduced, without compromising the durability of the structure. Suitable building materials may be selected for each building and produced at/near to the construction site under Mahatma Gandhi NREGS. States may consider setting up of a Centre for Appropriate Technologies for design, technology and training for eco-friendly building technologies and preparation/ dissemination of IEC material to promote the same.
- b) Gramin (Rural) Haats: Construction/upgradation of Rural Haats infrastructure would help rural artisans and farmers connect to the market. Rural Haats may be constructed at the existing place of marketing in the villages or blocks where weekly/daily haats already exist. The land for the proposed rural haats must be owned by the Gram Panchayat/ Government. The structure can be an open raised & covered platform with facilities like storage, drinking water, toilets, garbage pits, parking space etc. A model plan for the construction of new Haat is given in Samarthy Technical Manual. The MGNREGA officials may also co-ordinate with the State Rural Livelihoods Mission (Department of Agriculture Marketing) officials to identify possible locations and involvement of SHGs / producers' groups for development of the rural haats.
- c) Common Infrastructure for SHGs: Common work sheds for livelihood activities of self-help groups/ producer groups under DAY-NRLM can be taken up under NREGS. These could include creation of productive infrastructure for processing, storage, marketing and value addition (one-time expenditure), storage sheds for custom hiring centres / tool banks, sheds for milk collection centres and sheds/storage units for Tasar interventions. Only the fixed cost and not the recurring expenditure for infrastructure creation should be met with MGNREGS funds.
- d) Storage Godowns: To augment the initiatives of Operation Green, which aims to promote Farmer Producers Organisations (FPOs) and agri-logistics to limit the price fluctuations of onions, potatoes and tomatoes, storage godowns can be constructed at the Block /Gram Panchayat level under MGNREGS. Suitable amendments have been made vide notification dated 11<sup>th</sup> November 2013. To

enable the SHGs / producer groups / producers' enterprises under DAY-NRLM to run their business without facing any difficulty in storage, grading etc. storage godowns may be constructed under MGNREGS.

- e) Bharat Nirman Seva Kendra (BNSK): BNSK to enable an efficient implementation of Mahatma Gandhi NREGA and to function as Knowledge Resource Centre may be constructed at GP level or Block level.
- f) Construction of Kitchen Shed may be taken up under Mahatma Gandhi NREGS in convergence with National Programme of Mid-Day Meal (NP-MDMS) of the Ministry of Human Resource Development. In addition to this, Dining hall of the size required to cater to the need of the students in the schools may also be constructed under Mahatma Gandhi NREGS.
- g) Construction of playfields: Only one play field in a Gram Panchayat can be constructed under Mahatma Gandhi NREGS. The play field specifications will be for the games/ sports in line with Rajeev Gandhi Khel Abhiyan (RGKA), - Scheme of Ministry of Youth Affairs and Sports. State Governments, as per their convenience/ feasibility, may converge with RGKA (Ministry of Youth Affairs and Sports) or other Central/State initiatives. Fields for outdoor games may be constructed at Block level under RGKA in convergence with Mahatma Gandhi NREGS.
- h) Construction of compound walls for Government run schools in the villages: Compound walls of the Government run schools may be taken up under Mahatma Gandhi NREGS or in convergence with other schemes/ programmes, where it has not been constructed or provided for by the Ministry of Human Resource Development, Government of India.
- i) All weather rural connectivity (built to non-PMGSY road standards)
  - a. Para 4(1)IV.(ii) of Schedule-I of (Mahatma Gandhi NREGA) reads as:  
*“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;”*
  - b. The planning, design implementation, quality control and maintenance should be ensured as per Guideline of the Ministry for Providing Single All Weather Road Connectivity To Non- PMGSY Habitations, in Convergence with MGNREGS issued vide Letter No:P-17026/1/2015RC(FMS NO:342023) dated: 17.11.2016.

As per the guideline the focus shall be on:

- i. Single all-weather motorable connectivity to habitations not eligible under PMGSY, but at a standard that enables up-gradation to PMGSY standard in due course (either due to increase in population and/or because of higher traffic making the road eligible for such up-gradation).
- ii. Inter-habitation and link roads of socio – economic importance which are not included in PMGSY Core Network on account of being multiple links.

- iii. Under PMGSY, roads can be constructed only up-to an important location in the habitation which is normally Gram Panchayat (GP), Govt. School or community facility. The remaining part of the road and other streets within the habitation may be taken up under this programme including side drains.

Farm net roads (habitation to field paths) motorable to enable easier transportation of bulk inputs and farm machinery to farms and farm produce from farms to market centres or storage godowns, including cross drainage structures (CDs) and side drains.

The guiding principles of the Scheme would be:

- i. All unconnected Habitations, which are less than 500 populations (2001 Census) in plain areas and less than 250 population (2001 census) in Special Category States would be covered.
- ii. Only New Connectivity would be provided under this Scheme and not Upgradation.
- iii. This Scheme would cover only Village Roads (VR) and Other District Roads (ODR).
- iv. The P-Net (Panchayat-Network) Map is a network of all farm-net roads and other rural roads in the Gram Panchayat. The P-Net map after due approval of Gram Sabha, would have to be approved by the District Planning Committee which approves the Shelf of the MGNREGA works.
- v. The priority of the roads would be fixed by the Gram Sabha while the desired surface / standards of these roads (based on traffic and local conditions) will be fixed by the technical agency responsible for constructing the roads in consultation with SRRDA.
- vi. The roads leading to Sansad Adarsh Gram Yojna (SAGY) Villages, identified by the Hon'ble Member of Parliament, should be given highest priority.
- vii. The roads connecting two or more habitations may be unsealed (or thin sealed).
- viii. Unsealed gravel roads may be provided with surface gravel of thickness 40-50 mm over and above the thicknesses of gravel base as indicated in the design charts.
- ix. Thin bituminous sealing of gravel roads in case of very poor subgrade (CBR 2) and traffic in T2 category and poor subgrade (CBR <4) and traffic in T3 category may be provided. Thin bituminous surfacing may be in the form of surface dressing or chip sealing.
- x. Roads within the habitations (village roads) may be provided with Cement Concrete Block Pavements or Fly Ash Block Pavements or Stone Set Pavements with adequate drainage facilities.
- xi. Farm net roads and intra habitation roads would be executed by the concerned Gram Panchayat. Inter-habitation roads and link roads would be executed by Intermediate/District Panchayat or line Department. State Government may also make State specific implementation arrangements.

- xii. Routine maintenance and funding thereof, would be the responsibility of the Gram Panchayats. The funds under 14th Finance Commission and other State Grants may be used for this purpose.
- xiii. Quality management procedures would be implemented by District panchayat or technical department like PWD or RWD as decided by the State Government.
- xiv. Non-PMGSY rural road works that can be executed by the Panchayati Raj Institutions purely as a MGNREGS works are likely to be large in number, but smaller in size (less than 2 km in length) and spatially distributed. The nature of technical expertise required may not be of a higher order, but it is important to have a system of independent technical advice so as to ensure and assurance of uniformity of standard in practice, which is key to continue access to maintenance funding.
- xv. The State Governments may assign the work of construction and supervision of such roads to any of their implementing agency. However, technical supervision and Standard Operating Procedure of PMGSY with regard to quality assurance and monitoring need to be clearly adhered to. Technical assistance of PMGSY, at the State level may be sought for this.

The standards must be strictly adhered to in FY 2019-20 to ensure durability. Construction of road on the same stretch on which road construction has been carried out earlier will not be taken up under MGNREGS for at least 10 years in case of cement concrete (CC) road and for at least 5 years in case of gravel/ WBM roads. The authority giving technical sanction (TS) shall verify and certify the same in TS document. A certificate for the construction of the stretch is prior to above mentioned year must be the part of work file.

## 7.8 Promotion of Aquaculture

For promotion of aquaculture MGNREGS ponds can be adopted for synergizing their use in fisheries development in the Blue Revolution. The joint guidelines were issued on 9<sup>th</sup> November 2017 vide letter number F.No.27035/22/2016-FY (IV) (Available at ‘Circular’ section of NREGASoft website). There are two kinds of ponds that can be taken up for the purpose of aquaculture - (1) Existing community ponds (2) Ponds created using MGNREGA funds. Both these ponds can be taken up for promotion of aquaculture after approval of Fishery department of the State, both for fish seed rearing and table fish production depending on the size and depth of the pond, water holding capacity, water retention period etc.

Following parameters need to be followed for taking up these kinds of works –

- i. In case of excavation / renovation / modification of ponds under MGNREGS, all prescribed norms and processes as per the MGNREG Act 2005, and its Schedules as well as AMC will be followed.
- ii. Under no circumstances the input cost of fingerlings, manures etc. will be met from MGNREGS.
- iii. Re-excavation / renovation of individual farm ponds are not a permissible activity under MGNREGS.

- iv. The maintenance of community assets (ponds on public lands in this case) is allowed under MGNREGS.
- v. The maintenance of all individual assets, including farm ponds on individual land) is not allowed under MGNREGS, if an individual farm pond has been excavated under MGNREGS and the same has to be renovated for the purpose of aquaculture / fisheries, the cost of renovation will be borne by the beneficiary or through any other source other than MGNREGS. However, the renovation/ customization of water bodies / ponds on public lands can be taken up for aquaculture / fisheries under MGNREGS.

## 7.9 Solid Waste Management (SWM) under MGNREGS

Para 4 (1) IV (i) of Schedule I of the MGNREG Act provides for rural sanitation works under Rural Infrastructure category, wherein solid and liquid waste management works (SLWM) may be undertaken amongst other listed works. Accordingly, works like construction of Individual Household Latrines (IHHLs), soak pits, village drains for disposal of grey water, stabilization ponds (3/ 5 ponds system) for treatment of grey water and construction of infrastructures for composting may be undertaken under MGNREGS as standalone works. For comprehensive management of solid waste, it is advised that: -

- i. SWM works should be economically viable and sustainable.
- ii. They should be user friendly and should not have any detrimental effects upon human health or to the environment.
- iii. It should be in project mode, for each GP or cluster of habitations, and should take into account sustainable sources of income through involvement of community. The guidelines of SBM (G) provides that SLWM can be taken up by the Gram Panchayat (GP) with financial assistance capped for a GP on the basis of number of households to enable all GPs to implement sustainable SLWM projects viz. maximum of Rs.7 lakh for a GP having up to 150 households, Rs.12 lakh up to 300 households, Rs.15 lakh up to 500 households and Rs.20 lakh for GPs having more than 500 households. Funding for SLWM project under SBM (G) is provided by the Central and State Government in the ratio of 60:40. SLWM projects can be made financially viable by dovetailing funds from other programmes and sources of funding like MGNREGS. Funding from programmes of other Ministries and departments may also be converged. It is clear that SWM can be taken up from SBM (G) funds and that MGNREGS is one of the many possible sources for supporting SLWM efforts of the GP/ community. The Solid Waste Management work for the GP will become self-sustainable by: -
  - iv. collecting collection charges from households, shops, hut, government institutions,
  - v. Sale of recyclable / reusable waste items and sale of compost / vermi-compost.
  - vi. The DPR of the SWM should covers in depth analysis of total waste generated from households, shops, schools, ICDS, hut, marriage halls etc, distance from the SWM unit, transportation and segregation, organic and inorganic (i/c

recyclable) waste. The land requirement for compost pits, vermi-compost shed, segregation shed, tri-cycle parking space, cleaning & drying of waste, recycle waste shed, office-cum godown and other staff facilities should be incorporated. The space requirement for SWM unit and landfill area may vary from place to place depending upon the number of HHs and other criteria. The land for all these activities may be provided by the concerned Gram Panchayat.

- vii. Only permissible activities/ works that are non-repetitive, durable and tangible in nature shall be taken up under MGNREGS for promoting solid waste management.
- viii. All the durable assets like vermi-compost unit, segregation unit, tri-cycle shed, office room & store room, toilets, bathroom may be funded from MGNREGS.
- ix. The funds from SBM-G/ 14th Finance may be utilized for providing e-rickshaw / push cart for door to door collection, brooms, baskets, spades, safety kits, gloves, vaccinations of workers, buckets etc. including payments of wages to sanitary workers, maintenance of e-rickshaws.
- x. The training and exposure of sanitary workers, supervisors, IEC (advertisements and awareness) initiatives may be conducted from DAY-NRLM/ CSR or funds other than MGNREGS.
- xi. The recurring expenditures like wages to sanitary workers (waste collectors and segregators), supervisors and office accessories may be funded from any of the above listed sources, other than MGNREGS.

7.10 It has been found that some States are making wages payment for sanitary workers for collection and segregation of waste and supervisors through MGNREGS, which is not permissible as per provisions of the Act, given their recurring nature. Therefore, payment of wages for sanitary workers for collection of waste and segregation and supervisors shall be stopped.

#### 7.11 **Strategy for completion of incomplete work**

It should be ensured that works are available on continuous basis to the wage seekers and there is emphasis on completion of ongoing and incomplete works. Without undermining the entitlement of wage seekers, the GP should first allocate works that are incomplete and have the required labour employment potential before opening new works.

The Incomplete works can be categorized in to two broad categories- (1) Categorization according to the varying levels of completion (2) categorization according to the nature of work viz. Roads, ponds, individual assets etc. The State strategies must keep both the aspects in mind to complete these works.

The works according to category (1) can be subdivided into following subcategories:

- a. Expenditure more than 100%
- b. Expenditure more than 75%
- c. Expenditure is 0% in last one year

- d. Expenditure on material component only.

The NREGASoft report no. (R.6.2 .6.18, 6.19) has the necessary details which can be drilled down to the GP level.

The works according to category (2) can be subdivided into following subcategories:

- a) Rural infrastructure
- b) Natural resource management
- c) Individual assets
- d) Agri & Agri-allied etc.

The State must focus on completing those works where expenditure is 75% or more so that the benefits can be enjoyed by the community/beneficiaries. Those works which have not started in the last one year or where the expenditure is only on material component, the State must take a decision regarding closure of such works and recovery of money if required, after identification of the works that can be completed in the FY 2019-20.

To ensure adequate emphasis on works completion, the estimated period of completion has to be mentioned for getting a technical sanction and no implementing agency should have incomplete works for more than one financial year, after the year in which the works were proposed.

## **7.12 Quality Control & Maintenance of Works under Mahatma Gandhi NREGA**

7.12.1. Quality Control: Optimum utilization of scarce resources available in creating assets under Mahatma Gandhi NREGA and optimizing outcome will be possible only when required quality management is carried out timely and systematically, so that the assets created are economical, durable, and productive. To achieve it, it is to be ensured that selection of work, site, survey, planning, design, layout, execution; monitoring and follow up are as per the technical norms.

A quality monitoring cell should be constituted at the State and district level.

The State quality monitoring cell should have:

- I. 10 to 15 technical officials from the cadre of retired executive engineer should be empanelled by the State. The empanelled technical officials will work under overall supervision and direction of CE/SE of the State.
- II. The empanelled technical officials will monitor & evaluate at least 10% of the works executed under MGNREGS in each Districts of the State. The expenditure of these 10% works should be at least Rs 5.00 lakhs & above for Kutcha (Earth) works and Rs. 10.00 lakhs & above for the Pucca (masonry) works.
- III. Monitoring of each work should be done in two stages i.e. during construction and after completion.

- IV. The empanelled engineers should visit at least for 10 days in a month.
- V. They will advise/suggest corrective measures of the works and implementation of the same shall be ensured.
- VI. The action taken report on the remarks of the monitored works shall be sent regularly for its corrective action to the DPC/ PO and its implementation should be reviewed by the State.
- VII. The remuneration should be paid on the basis of number of days of visit. The State may decide remuneration and other allowances for the empanelled technical officers (State Quality Monitors (SQM)).
- VIII. A review meeting should be conducted under the chairmanship of CE/SE to review the outcome of the visit and report to be submitted to the Secretary/Commissioner (In charge of MGNREGS)
- IX. The outcome of monitoring should be uploaded in NREGA website.

The District Quality Monitoring (DQM) cell should have:

- I. A panel of 10 to 15 technical officials in the cadre of retired Assistant Engineer and above under EE/SE.
- II. The Engineers will monitor & evaluate at least 10% of the works executed under MGNREGS. The expenditure of these 10% works should be at least Rs.3.00 lakhs & above for Kutcha (Earth) works and Rs. 5.00 lakhs & above for the Pucca (masonry) works.
- III. The monitoring of each work should be done in two stages i.e. during and after completion.
- IV. The engineers should visit at least for 10days in a month.
- V. They will advise/ suggest corrective measures on the works and implementation of the same shall be ensured.
- VI. The action taken report on the remarks of the monitored works shall be obtained regularly and reviewed by the PIA.
- VII. The remuneration should be paid on the basis of number of days of visit. The State may decide remuneration and other allowances for the quality monitors.
- VIII. A review meeting should be conducted under the chairmanship of EE/SE to review the outcome of the visit and report to be submitted to the DPC.
- IX. The outcome of monitoring should be uploaded on NREGAsoft.

7.12.2.Productivity/Outcome: The productivity/ outcome should be strictly monitored by measuring the 'expected' outcomes, before any work is placed before the Gram Sabha/Ward Sabha for approval, and should not be closed without measuring the actual outcomes.

State will prepare a module to guide the functionaries on the expected outcomes for each type of work and train the functionaries in using it.

Typical units of expected economy, durability and outcome/ productivity of Mahatma Gandhi NREGA asset is as given below for reference:  
(GP/Block/District/State) wise yearly report

| <b>S. No.</b> | <b>Mahatma Gandhi NREGA works</b>   | <b>Economy</b>  | <b>Durability</b>                                       | <b>Outcome/<br/>Productivity</b>  |
|---------------|---|---|---|---|
| (1)           | (2)   | (3)   | (4)   | (5)   |
| 1             | Water conservation & water harvesting works   | Cost of construction per unit of storage of water/ unit area benefited                        | i) Pucca work 15 -25 years<br>ii)Kachha work-5-10 years | Number of wells recharged/ area brought under irrigation/increase in production and increase in Ground Water Table (in mm)  |
| 2             | Afforestation & tree plantation   | Cost per unit area/ plant till the tree is grown up (3-4 years)                               | Afforestation trees, 15-25 years                        | Benefit per tree till its total age i.e. 20-25 years (in Rs.)   |
| 3             | Irrigation canal including micro and minor irrigation   | Cost per unit area brought under irrigation   | 15-25 years   | Increase in productivity in a year by taking number of crops in a year (in Quintal)<br><br>Area covered under irrigation (Ha)                                     |
| 4             | a) Irrigation facility excluding canal/ horticulture/ plantation/<br>b)farm bunding/ land development | Cost per unit area brought under irrigation/ plant till it is productive/ unit area developed | a)15-25 years<br>b)10-15 years                          | Area covered under irrigation (in Ha.)/<br>plantation/ land development(in Ha.)/<br>Increase in productivity in a year by taking number of crops in a year (in %) |
| 5             | Renovation/ repair of traditional water bodies including desilting of tanks                           | Cost per unit increase in storage capacity of water/ cum silt removed                         | 10-15 years   | increase in storage capacity of water (in cum) and Ground Water Table (in mm)   |

|    |  |   |                                  |  |
|----|--|---|----------------------------------|--|
| 6  | Land development   | Cost per unit area developed  | 15-25 years                      | Area developed (in Ha.)/ / increase in productivity per annum (in %)                   |
| 7  | Flood control & Flood protection works                               | Cost per unit area developed  | 10-15 years                      | Area developed (in Ha.)/ / increase in productivity per annum (in %)                   |
| 8  | Rural connectivity<br>(a) CC roads<br>(b) Gravel/ WBM road           | Cost per Km. length of connectivity   | (a)10-15 years<br>(b) 5-10 years | Number of villagers & villages benefitted<br>Total length of road (in km.)             |
| 9  | Building works   | Cost per unit covered area  | 45-60 years                      | Number of villagers & villages benefitted (In numbers)                                 |
| 10 | Agriculture related works (bio-fertilizers)                          | Cost per unit capacity of producing manure at a time                            | 5-10 years                       | Capacity to produce compost/manure per annum (in kg)                                   |
| 11 | Livestock related works (shelters)                                   | Cost per unit covered area  | 10-15 years                      | Number of beneficiary provided with poultry/goat/cattle (In number)                    |
| 12 | Fishery related works  | Cost per unit fish produced per annum   | 5-10 years                       | Fish produced per annum (In quintal)   |
| 13 | Works in coastal areas<br>a) fish drying yards<br>b) belt vegetation | a)Cost per unit covered area<br>b) Cost per unit covered area/ number of plants | a)10-15 years<br>b)15-25 years   | a) Quintals of fish can be dried per annum (In quintal)<br>b) Area benefitted (in Ha.) |
| 14 | Rural drinking water related works such as soak pits, recharge pits  | Cost per unit cum water recharged/ earth excavated                              | 3-5 years                        | Area benefitted/ quantity of water recharged   |

|    |                                |   |             |                                    |
|----|--------------------------------|---|-------------|------------------------------------|
| 15 | Rural sanitation related works | Cost per unit toilet/ solid liquid waste management | 10-15 years | Households benefitted (In numbers) |
|----|--------------------------------|---|-------------|------------------------------------|

7.12.3. Maintenance: Assets after creation will remain durable and strengthen the livelihood resource base of the rural poor only when they are maintained as per their schedule prepared for the purpose. Maintenance of rural public assets created under Mahatma Gandhi NREGA is a permitted activity. In case, funds are to be used to rehabilitate assets created from schemes other than MGNREGA, such as one-time rehabilitation/ renovation of canals/ drains/ Water harvesting structures, etc., the full details of previous work done along with date, copy of estimate and measurement book should be placed as part of the work record before administrative approval is granted. The maintenance work will be considered as a separate work with pre- measurement and post-measurement, following all the norms for new work.

7.12.4. Measurement of works: All measurements of work done, shall be recorded in the measurement book (MB) duly authorized and issued by competent authority. The relevant entries are to be entered in NREGASoft to determine the valuation of work done. All payments shall be made only after measuring the value of work done; and after check measurement by the Junior Engineer/ authorised technical personnel, in the manner as prescribed by the State Government.

The measurement entries in MB will be recorded by the JE/TA/Authorised technical personnel at the GP/Block level and check measurement be done by the AE/Authorised personal.

**7.12.5. Provision of Core Staff for Ensuring Quality of Works under Mahatma Gandhi NREGA:**

In view of the requirements of planning, preparation of estimates, giving of mark-outs on the ground and taking of measurement of the work done, there shall be core staff in place. The State Government shall ensure that the following core staffs are in place:

- a. At the worksite for supervision, there shall be a 'mate' for every 50 workers. Semi-skilled wages shall be paid to the mate and the mate shall be given tasks such as: giving mark out, taking measurement, maintaining the field measurement book and updating the Job Cards with details for each worker for the quantum of work done and wages received. At least 50% of the worksite supervisors (mates) should be women, preferably from among the members of Self Help Groups (SHGs).

- b. For every 2,500 active JCs, there shall be a ‘Technical Assistant’ for measuring and recording of measurement in the MB every week or soon after the closure of muster, whichever is earlier.
- c. If the State Government so decides, the services of a Barefoot Technician (BFT) from a worker household may be utilised. The BFT will extend support to Technical Assistant/ Junior Engineer.
- d. The cost of payment to the technical personnel including the mates TAs and BFTs shall be part of the material component.
- e. There shall be a ‘Junior Engineer/Assistant Engineer’ at the block level/Gram Panchayat level, who shall be authorised to issue technical sanction of all Mahatma Gandhi NREGA works, do check measurements recorded in the M-book.
- f. A Case Record/ Work File should be initiated by the Junior Engineer before start of the work.
- g. There shall be at the State level a chief engineer headed cell in case of those States whose annual expenditure is more than Rs.1000 crore annually. In those cases where expenditure is less than Rs.1000 crore, the Cell shall be headed by a superintendent engineer rank official. Such positions shall be full time and filled on deputation from other technical departments of the State government. The State government shall also provide for such supporting engineers like SE, EE, AE, etc. as may be required. These posts shall also be full time posts to be filled by deputation preferably from RD department or other technical departments of the State. The above engineering cell shall be responsible for design, implementation, quality monitoring and corrective steps for implementation of MGNREGS works.
- h. At the sub-state/division level, district level and block level, the State government shall ensure that a regular executive engineer, assistant engineer, junior engineer respectively, have been assigned the full time responsibility to oversee all the engineering activities pertaining to execution of MGNREGS works.
- i. The directions regarding creation of MGNREGA engineering cell at the State level as mentioned in para (g) above and provision of supporting staff at the district level etc. as mentioned in para (h) are non-negotiable. The release of second tranche of funds shall be dependent on compliance of these directions.

Indicative framework for Case Record/ Work file: A Case Record/ Work file is a physical file that must be maintained for each project/work under MGNREGS. The relevant documents and records should be filled into the Case Record/ Work file in a sequential manner. This will enable review, monitoring and auditing of the implementation of the project/work during execution and after completion. To bring about uniformity across the country, the standard content of a Case Record/ Work file is listed below for adoption by the States/UTs, with customization, if any.

#### STANDARD CONTENTS OF A CASE RECORD/WORK FILE

| <b>S. No.</b> | <b>Documents to be placed in the Case Record/ Work File</b> | <b>Description of the document</b>  |
|---------------|---|---|
| 1             | Cover Page  | The Case Record/ Work File is to be bound in a hard paper cover to organise the relevant documents related to the project/ work. The cover of the Case Record/ Work File should be used to keep summary information about the project/ work viz. Name of the work, location (Village, GP, Block, District, State, GPS Location), Work Category, Work Start Date, Estimated timeline for completion of work, Work End Date, Estimated Cost (Mentioning Convergence Fund, in any), Actual Expenditure, Date of Social Audit. PIA details, the work code of the asset and date of geo tagging of the asset |
| 2             | Checklist of Documents                                      | The first page in the Case Record/ Work File is the page of contents, which includes the checklist of documents to be kept inside the Case Record/ Work File. All the documents are to be properly sorted with reference to the relevant page numbers. This will be the reference point for all documents in the Case Record/ Work File.  |
| 3             | Copy of the Annual Action Plan/ Shelf of Projects           | The copy of the approved list highlighting the work (for which the Case Record/ Work File is being opened) along with a copy of the Gram Sabha resolution should be kept in the Case Record/ Work File for reference.   |
| 4             | Copy of Technical Estimate and Design                       | A model technical estimate will include the cover page of the estimate having the abstract of the cost estimate indicating the total estimate, labour estimate, material estimate and expected days for completion of the work; the project report/ feasibility report of the project/ work with respect to physical, economic, social and environmental feasibility of the work including the process of work implementation and expected benefits to  |

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|--|--|--|
|  |  | <p>community/ individual beneficiary; detailed estimate with detailed description and calculation of the quantity of work in terms of dimension and cost of each item of work based on analysis of rate; analysis of rate giving calculation of cost of each item of a project/ work, about the prevailing Schedule of Rates (SoRs) of the State, the amount of royalty to be paid; Lead and Lift Statement: The lead statement reflects the unit cost of each material showing the lead, source of procurement, basic cost, carriage cost and royalty cost. Beyond an acceptable lead/ lift distance/ height, the lead and lift statement also shows the additional labour required for transporting materials/ earth excavation. Material statement: The material statement includes the quantity and types of materials required for construction of the project/ work based on the approved rate under the SoRs.</p> <ol style="list-style-type: none"> <li>a. Labour abstract: The labour abstract is the projection of labour requirement for implementation of the project/ work. It provides the number and categories of labour required for the project/ work, such as skilled, semi-skilled and unskilled labour. This should be in an optimum combination of all types of labour to avoid over or underemployment of the labour.</li> <li>b. Drawings and Design: Prior to the preparation of technical estimate, a design of the project/ work should be done to calculate dimensions of each item of work. The dimensions of each item of work are transformed into engineering drawing, which is a graphical language that communicates the ideas and information from the designer to implementer. This will ensure the structural stability of the asset.</li> <li>c. Survey data: This is the primary and secondary data collected for the preparation of the technical estimate,</li> </ol> |
|--|--|--|

|   |                                       |  |
|---|---------------------------------------|--|
|   |                                       | based on which the design and drawing of the project/ work will be prepared. This should be annexed to the technical estimate to validate the calculations made for the preparation of the technical estimate. Besides, the location of the asset should also be indicated in a map with adjoining/nearby structures. The technical estimate should also include the cost of standardized Citizen Information Board.   |
| 5 | Technical Sanction                    | The Technical Sanction is an appraisal and approval of the estimated cost of the project/ work. This includes estimated cost of both labour and material component of the project/ work. The technical approval is accorded by the Technical Staff such as Junior Engineer, Assistant Engineer, Executive Engineer, Superintendent Engineer, etc. The technical sanction should also include the total estimated volume of work, labour and material component in reference to the Schedule of Rate (SoR). |
| 6 | Administrative/<br>Financial Sanction | The administrative sanction is the approval of work by the competent authority, adhering to the prevailing financial rules of the State. For administrative sanction following documents are prerequisite and should be kept in the Case Record/ Work File.<br><br>a. Copy of the Resolution of Gram Sabha, where the project has been sanctioned.<br><br>b. Copy of approved shelf of projects by the delegated authority.<br><br>c. Copy of approved technical estimate of the work.                     |
| 7 | Convergence<br>Funds/Inputs, if any   | Convergence from other schemes or departments includes assistance as part of work execution to enhance durability or post completion for livelihood support, as the case may be. In respect of the project/work, 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 will be a part of Case Record/Work File.  |
| 8  | Demand Application Form       | In adherence to the provisions under the Act, two application forms are attached to be used by the MGNREGA wage seekers to apply for employment under MGNREGA. These application forms are different for the individual households and group of workers applying together. The copies of the application form received from the households will be maintained in the Case Record/ Work File.   |
| 9  | Work Allocation Form          | On receipt of application for employment from the MGNREGA workers, the PO will allocate work to these workers within 15 days from the date of receipt of the application. The work allocation notice includes the details of the project such as its location, name of the work, number of days of employment to be provided etc.  |
| 10 | Copy of filled e-Muster Rolls | <p>The e-MR with proper serial number are to be maintained at the worksite for recording of attendance of the workers. No kachha MR (a document which is not authorized or issued by the PO) can be used at the worksite for recording attendance. The copies of the filled in e-Muster Rolls for each muster period of the work, duly verified and certified by the competent authority should be placed within the Case Record/ Work File. In case of any State maintaining paper Muster Roll, the copies of these Muster Rolls should be kept within the Case Record/ Work File.</p> <p>The recording of attendance of the semi-skilled and skilled workers are done in a paper muster roll. The payment to the semi-skilled and skilled workers are to be made based on the measurement of the outturn of work, as per</p> |

|    |   |   |
|----|---|---|
|    |   | SoRs and to be billed separately for payment under material component.  |
| 11 | Copy of Measurement Book                | <p>Each work is measured by an authorized technical person to calculate the volume of work done. Based on the volume of work done, the expenditure towards labour and material are calculated. The measurement should be done for each muster period within a project/ work. All measurement of work done should be recorded in measurement book (MB) by the technical person, duly authorised and issued by competent authority. The measurement should be taken within 3 days from the closure of the MR. Appropriate check measurement norms should be adopted by States to ensure that the output and quality of works are done as per the technical and financial estimate. In case of execution of works by the line departments, the official from the line department who has accorded technical sanction should conduct check measurement after the work is completed.</p> <p>The photocopies of the filled in pages of the Measurement Book/ print copy of the e-MB (from MIS) pertaining to a particular muster period should be kept inside the Case Record/ Work File.</p> |
| 12 | Material Procurement Document and Usage | <p>The quantity of materials required for a project/ work should be part of the technical estimate of the work. The procurement of materials is to be made by authorised person, adhering to the prevailing procurement/ financial guidelines of the State. The procurement processes at each stage of procurement should be documented and kept in the Case Record/ Work File. These documents are quotation call notice, copy of quotation received, comparative statement, approval of rate, purchase order etc. The payment to the contractors (Vendors)/ suppliers of the material should be made</p>  |

|    |  |  |
|----|--|--|
|    |  | against a valid tax bill and quantity of work calculated in the Measurement Book.  |
| 13 | Copy of Wage List  | The Wage List is generated after the measurement of work for a particular muster period for payment of wages. The copy of the wage list should be kept in the Case Record/ Work File.  |
| 14 | Copies of Wage and Material Payment FTOs                                 | The copies of FTOs generated for wage and material payment for each muster period of the work needs to be kept in the Case Record/ Work File. This would enable the implementing officials to know the issues pertaining to the wage and material payments made under the work.  |
| 15 | Material Vouchers and Bills  | For payment to the suppliers/ contractors (Vendors), who have supplied required materials for the work, bills have to be prepared, indicating the quantity of materials used, per unit price and total amount payable. For the preparation of the bill, material supply vouchers are to be submitted by the suppliers/ contractors. The copies of these vouchers and bills should be kept within the Case Record/ Work File. |
| 16 | Copies of Receipts of Royalty Paid                                       | Copies of receipts of the royalties paid to Government (for example tax paid to the local revenue authority for collection of sand, stone etc.) should be kept inside the Case Record/ Work File. These costs are to be included in the technical estimate of the project/ work.   |
| 17 | Photograph of the Project/ Work at three stages-before, during and after | For proper verification and validation of the project/ work implemented, photograph of the project/ work should be taken in three stages. First photograph should be taken before initiation of work, second should be taken during the implementation and the final photograph should be taken after the completion of the work. Each photograph should be taken from the same angle and land                               |

|    |   |   |
|----|---|---|
|    |   | mark with the date printed over it. While taking the photograph it should also be ensured that the Citizen Information Board for the project/ work is also included in the photograph.  |
| 18 | Work Completion Certificate                             | After the completion of the project/ work the GRS/ Mate/ any other official should submit a work completion certificate to the Programme Officer duly certified by the Technical Personnel. The work completion certificate includes the basic information about the work, its code, actual work start and end date, actual expenditure on wage and material components, date of social audit when the asset was audited. |
| 19 | Muster Roll Movement Slip                               | Timely payment of Wages within 15 days of closure of Muster Roll is an entitlement of MGNREGA workers. Muster Roll Movement Slip will track the process from generation of muster roll to the final payment with the specific dates and the Official/Officer responsible. This will enable to track and highlight the process which delays the wage payments.   |
| 20 | Geo-tagged photograph of the Asset (at least one stage) | Ministry has mandated geo tagging of all MGNREGA assets at three stages. Beginning of the work, mid-way and on work completion. At least one Geo-tagged photograph of the MGNREGA asset has to be attached in Case Record/Work File.  |
| 21 | Copy of Social Audit Report of the work                 | Social Audit of works undertaken under MGNREGA are mandatory. Currently Social Audits are conducted at the Gram Panchayat for all the works implemented under MGNREGA for a particular period. The report of Social Audit, if conducted needs to be placed in the Case Record/ Work File pertaining to the work for which the CaseRecord/ Work File is prepared.  |

|    |                                |  |
|----|--------------------------------|--|
| 22 | Other State Specific Documents |  |
|----|--------------------------------|--|

The above list is indicative and not exhaustive. States/ UTs can add more documents to Case Record/ Work File based on their State specific practices. Since, the records will be maintained at Gram Panchayat Level, the State/UTs may maintain in its preferred language.

This will be verified by all inspecting authorities during inspections. Copies of all relevant documents like administrative approval, technical sanction, work orders, material procurement details, muster roll, stock and issue details, photographs for three stages of work, FTO, completion certificate etc. should be properly maintained as parts of case record.

**7.12.6. The appointment of core staff cannot be deferred on grounds of insufficient fund.**

All payments shall be made only after measuring the value of work done; and after check measurement by the Junior Engineer/ Assistant engineer in the manner prescribed by the State Government.

## Chapter 8

### Entitlement VI-Right to worksite facilities

*Para 23, Schedule II of the Act: “The facilities of safe drinking water, shade for children and periods of rest, first aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being performed shall be provided at the work site.”*

#### 8.1

- a) Workers are entitled to the following facilities at Mahatma Gandhi NREGA worksite:
  - i. Medical aid
  - ii. Drinking water
  - iii. Shade
  
- b) Para 24 of the Schedule II of the act gives preference to women of the society. It envisages that: *“In case the number of children below the age of five years accompanying the women working at any site is five or more, provisions shall be made to depute one of such women workers to look after such children. The person so deputed shall be paid wage rate. The most marginalized 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.”*
  
- c) Para 25 to 28 of the Schedule II of the Act state the entitlements of the workers in case of injuries, accidents and death.
  1. Para 25, Schedule II- *“If any personal injury is caused to any person employed under the Scheme by any accident arising out of and in the course of his employment, he shall be entitled to such medical treatment as required free of cost.”*
  2. Para 26, Schedule II, *“Where hospitalization of the injured worker is necessary, that State Government shall arrange for such hospitalization including accommodation, treatment, medicines and payment of daily allowance which is not less than half of the wage rate.”*
  3. 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”*
  4. Para 28, Schedule II, *“If any personal injury is caused by accident to a child accompanying a person who is employed under the Scheme, such person shall be entitled to medical treatment free of cost; and in case of death or disablement of the child due to said accident, ex gratia shall be paid to legal guardians determined by the State Government.”*

## Chapter 9

### Entitlement VII and VIII- Right to notified wage rate and right to receive wages within 15 days

#### Entitlement to the Worker

According to Section 6(1), Mahatma Gandhi NREGA, “*Notwithstanding anything contained in the Minimum Wages Act, 1948 (11 of 1948), the Central Government, may by notification, specify the wage rate for the purposes of this Act:*

*Provided that different rates of wages may be specified for different areas:*

*Provided further that the wage rate specified from time to time under any such notification shall not be at rate less than sixty rupees a day.”*

Section 3 (3) of Mahatma Gandhi NREGA provides that “*Save as otherwise provided in this Act, the disbursement of daily wages shall be made on a weekly basis, or in any case not later than a fortnight after the date on which such work was done.*”

All delay in payment of wages beyond 15 days after closure of muster roll shall attract a penalty as per Para 29 of Schedule II of the Act.

- 9.1 Central Government will follow Section 6 (1) of the Act and notify wage rates for each financial year. States may notify a higher wage rate and pay the difference in amount from funds made available at their level.
- 9.2 Accounts of Mahatma Gandhi NREGA wage earners may be opened in bank /post office, as per the convenience of workers and wages shall be credited into the bank/post office account as the case may be.
- 9.3 No cash payment of wages shall be made unless specifically allowed by the Government of India.
- 9.4 Wherever Business Correspondents (BC) are deployed by Banks, wage disbursement should be made by the banking network operated by these BCs.
- 9.5 The State Government shall link the wages with the quantity of work done. It shall be paid according to the rural schedule of rates fixed after time and motion studies for different types of work and different seasons, and revised periodically. 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.

9.6 The schedule of rates of wages for various unskilled labourers shall be fixed so that an adult person who has worked for eight hours, including an hour of rest, will earn a wage equal to the stipulated wage rate. The working hours of an adult worker shall be flexible, but shall not spread over more than twelve hours on any day. Services of the semi-skilled workers other than mates and skilled workers may be procured by the Project Implementing Agencies by following transparent processes. Wages payable to such workers will also be decided by the Project Implementing Agencies.

9.7 Enabling Structures of Payment Systems under Mahatma Gandhi NREGA: e-FMS and Ne-FMS, through PFMS.

9.7.1 Electronic Fund Management System (e-FMS): e-FMS provides a platform for making e-payments to Mahatma Gandhi NREGA workers, staff and vendors (wages, material and administrative expenses) using the payment network of financial Institutions e.g. NEFT/ RTGS/ Electronic Cash Transfer (ECS)/Aadhaar Based Payment System (APBS) / NACH/ Sanchaya Post. This reduces delay in payments.

Efforts may be made to implement e-FMS at all locations. All States/ UTs are advised to review the reasons for not implementing e-FMS at leftover locations and take measures to implement the e-FMS at the earliest. Upscaling of e-FMS for every possible location must be done in such a way that e-FMS implementation for material and admin payments are at least at par with e-FMS implementation for wage. At the same time efforts may be made to bring all the GPs under e-FMS for making wages, material and admin payments.

9.7.2 Public Fund Management System (PFMS): All Mahatma Gandhi NREGA e-payment (through Fund Transfer Orders) are being routed through PFMS.

9.7.2.1 Registration of Accounts of Implementing agencies on PFMS

- Registration of implementing agencies accounts on PFMS under correct scheme code is mandatory for the purpose of release of funds to States/UTs. There is one scheme code for MGNREGS on PFMS namely MGNREGA-Central Share- 9219.

The accounts registered are approved by one level above the level at which they are registered. The Gram Panchayat accounts registered on PFMS by G.P. login will be approved by Block; Block account registered on PFMS by Block login will be approved by District and so on.

**Mapping of accounts:** The request for mapping of accounts at registration level needs to be sent along with following documents to one level higher: -

- Letter from the Registration level mentioning the details of the account and purpose/usage of the account.

- Screen shot of the accounts registered on PFMS specifying the details of the Unique Agency Code.
  - Cancelled cheque /Pass book copy or Bank letter mentioning the details of the accounts to be approved on PFMS.
- At the time of beginning of PFMS, accounts were registered on PFMS (earlier known as CPSMS) either with incomplete details, wrong details or under wrong scheme codes. Such accounts need to be un-mapped and only relevant accounts under correct scheme codes need to be registered. Un-mapping of accounts: The un-mapping request should be emailed to the Ministry along with formal request letter and details of accounts in the following excel format:

| State | Level name | Scheme | Agency Name | Unique Code | Bank Name | Account Number |
|-------|------------|--------|-------------|-------------|-----------|----------------|
|       |            |        |             |             |           |                |

9.7.3 National Electronic Fund Management System (Ne-FMS): With a view to further streamlining the fund flow system and to enable the States to deliver entitlements in line with the objectives of the Act, without leading to parking of funds, Ne-FMS has been introduced in 24 States and 1 UT. It will be up scaled in phases. The significant features of the Ne-FMS are as follows:

- a. Wage Component: The wage component of Mahatma Gandhi NREGA, which is entirely the responsibility of the Central Government, will be operated as a central sector scheme.
- b. Funds under this component will be released
- c. Funds under this component will be released, following the Direct Benefit Transfer (DBT) protocol. It will move notionally through the State Employment Guarantee Fund (SEGF) window to the worker accounts, based on FTOs generated by States' implementing agencies in accordance with the procedures to be prescribed by the Ministry.
- d. Material and administrative components: This will continue to be operated as a centrally sponsored scheme, to be released to the State Consolidated Fund.

9.8 Delay Compensation: According to Section 3(3) of Mahatma Gandhi NREGA Act, 2005 workers are entitled to being paid on a weekly basis and in any case within a fortnight of the date of closure of the muster roll. In case the payment of wages is not made within fifteen days from the date of closure of muster roll, the wage seeker, as per Para 29 of Schedule II of the Mahatma Gandhi National Rural Employment Guarantee Act is entitled to payment of compensation at the rate of 0.05% of the unpaid wages per day of delay beyond the sixteenth day of closure of muster roll.

9.8.1 NREGASoft has a provision to calculate the total compensation payable, after due verification, based on the date of closure of Muster Roll (MR) and the date of generation of the pay order (Fund Transfer Order) for paying wages taking into account: a. Date

of uploading of FTO for payment of wages in the account of wage seeker b. Date of closure of muster roll c. The duration of such delay d. Total wage payable e. Rate of compensation (0.05% per day).

- 9.8.2 The compensation is to be paid after due verification. Every Programme Officer shall, within 15 days from the date that the delay compensation becomes due, decide whether the compensation that has been calculated by the NREGASoft is payable or not. The compensation shall be met from the State Employment Guarantee Fund (SEGF) upfront. This can be recovered from the functionaries/ agencies responsible for the delay.
- 9.8.3 The exceptions when compensation is not payable are:
- a. Compensation is not due.
  - b. Natural calamities.
- 9.8.4 The Programme Officer will ensure that compensation claims are settled during the prescribed time, i.e. within 15 days of compensation being due, and such claims will not be allowed to be accumulated without any decision of acceptance or rejection. In all cases of rejection, the Programme Officer shall give detailed reason(s) for rejection on NREGASoft and maintain record of the same, in her/ his office for future verification. All cases approved for payment of compensation shall be done in the same manner as payment of wages. District Programme Coordinator will monitor this regularly.
- 9.8.5 Any delay in payment of compensation beyond a period of 15 days from the date it becomes payable, shall be considered in the same manner as the delay in payment of wages.
- 9.8.6 The State Government (District Programme Coordinator and Programme Officer in particular) shall be responsible for operationalising the system for payment of compensation for delayed wage payments. The details are to be uploaded on NREGASoft so that the liability of each functionary/ agency can be determined in case of a delayed payment.
- 9.8.7 Accounting for Compensation paid: For accounting for the compensation paid, a separate account within SEGF shall be maintained and reflected in the MIS under e-FMS. The District Programme Coordinator and Programme Officer shall follow the extant recovery procedures to recover the compensation amount so paid under the system from the 51 functionaries/ agencies responsible for such delay in payment of wages. The amount so recovered shall be reimbursed into SEGF.
- 9.8.8 Measures to ensure timely payment of Wages: Timely payment of wages has emerged as one of the main challenges of Mahatma Gandhi NREGA over the last few years. Therefore, systematic solutions are required to ensure that wages are paid on time. Efforts will continuously be made by the Central Government to ensure adequate number of servers for the States. The States will ensure:

- a. Timely submission of Labour Budget, which in turn will affect fund release and flow of funds to the States/ districts
- b. Universalisation of e-FMS for booking all types of expenditure (viz. wages, material and admin)
- c. Identification of issues relating to internet connectivity and other infrastructural bottlenecks and accordingly working out a strategy to remove the bottlenecks in a specified timeframe.
- d. Deployment of adequate technical personnel/ Bare Foot Technicians so that measurements are taken at the worksite by the authorized personnel within three days of closure of the muster roll.

## Chapter 10

### Entitlement IX- Right to conduct Social Audit of all Mahatma Gandhi NREGA expenditure

The Mahatma Gandhi NREGA gives the Gram Sabha the right to Social Audit of all works and expenditures. This includes facilitation of the social audit through independent Social Audit Units, complete access to all records- online and offline, and pro-active disclosure through wall writings.

Section 17 of the Mahatma Gandhi NREGA, 2005 mandates the Gram Sabha to conduct Social Audits as under:

- “(1) The Gram Sabha shall monitor the execution of works within the Gram Panchayat.*
- (2) The Gram Sabha shall conduct regular social audits of all the projects under the Scheme taken up within the Gram Panchayat.*
- (3) The Gram Panchayat shall make available all relevant documents including the muster rolls, bills, vouchers, measurement books, copies of sanction orders and other connected book of account and papers to the Gram Sabha for the purpose of conducting Social Audit.”*

The Central Government, in consultation with the Comptroller and Auditor General of India (C&AG) notified The Mahatma Gandhi National Rural Employment Guarantee Audit of Schemes Rules, 2011, which laid down the methodology and principles for conducting social audits in the States/UTs.

The Ministry has introduced Auditing Standards for Social Audit, based on recommendations of the C&AG and Joint Task Force for Social Audits, in order to strengthen the process of social audits and to ensure compliance of Audit of Scheme Rules, 2011. The Ministry has advised all States / UTs to adopt the Auditing Standards for the functioning of social audit units and conduct of Social Audits.

The following instructions are to be complied with in accordance with the concerned provisions of the Audit of Schemes Rules, 2011 and Auditing Standards for Social Audit.

#### 10.1 Conduct of Social Audits

##### 10.1.1. Setting up of an Independent Social Audit Unit:

State Governments have to identify and/or establish independent Social Audit Units (SAU), to facilitate Gram Sabha/ Ward Sabha in conducting social audits of works taken up under Mahatma Gandhi NREGA within the Gram Panchayat. To this effect, State Governments are mandated to set up independent societies tasked with the exclusive responsibility of conducting social audits.

### 10.1.2. **Governing Body of the Social Audit Unit**

Every Independent Social Audit Unit shall be headed by a Governing Body which will be responsible for overseeing the performance of the Unit on a periodic basis and provide advice and direction to the Unit as and when needed. The following shall be the minimum composition of the Governing Body:

- a. Principal Accountant General, C&AG
- b. Principal Secretary, Department of Rural Development/Panchayati Raj
- c. Director, Social Audit Unit
- d. 3 representatives from Civil Society Organizations, Academic and Training Institutions, working in the State or outside, having long-standing experience in working with issues related to transparency and public accountability. At least one of these should be a woman member.
- e. Other special invitees from Departments that are undertaking social audits in their programmes.
- f. It shall be ensured that the Principal Secretary, Department of Rural Development/ Panchayati Raj does not chair the Governing Body to ensure independence of the Social Audit Unit from the implementing agency.
- g. The Governing Body of the SAU should be chaired by a senior officer or an eminent person identified by the State Government. The Director, SAU should serve as the Convener of Governing Body.
- h. The officials of implementing agencies should not be member of the Governing Body or the Executive Committee.

10.1.3. In areas where social audits have not been conducted in the manner prescribed by the Rules the Central Government under section 27(2) of the Act, may order stoppage of release of funds to the Scheme and institute appropriate remedial measures for its proper implementation within a reasonable period of time.

### 10.1.4. **Staffing- Selection and Appointment**

The Independent Social Audit Unit should be equipped with sufficient staff to ensure smooth functioning. These shall include but not be limited to: a full-time Director, an accounts in-charge, and staff dedicated for various functions like conduct of social audit, monitoring, IT, capacity building and documentation. To ensure quality and maintenance of ethical standards in the social audit process and to follow-up of the social audit findings, every Social Audit Unit shall appoint adequate number of State, District and Block Resource Persons. The staffing pattern, qualification etc., of personnel to be recruited for SAU at the State, District and Block level will be decided by the State Government in consultation of the Governing Body of the SAU.

#### 10.1.4.1. **Director, SAU**

- a. The qualification of the Director, SAU are to be clearly laid out and be of such a nature that it helps in enhancing the independence. The Director,

SAU should have sufficient experience of at least in the fields of audit & government accounts and management of programmes in the rural sector. He/she should also have proven administrative ability to handle human resources with varying skill levels who would be deployed in different areas under his/her jurisdiction.

- b. A selection committee consisting of Chief Secretary or his/her nominee; Principal Accountant General/Accountant General in-charge of Local Bodies Audit; Principal Secretary, Rural Development Department; Eminent CSO representative as nominated by the State; and a representative of the Ministry of Rural Development, Government of India, shall select the person who shall be appointed by the respective state government on the basis of the above.
- c. The minimum tenure of the Director, SAU shall be three years and the maximum age at the time of recruitment shall not be more than 65 years.
- d. If a State is unable to recruit a Director for Social Audit after three consecutive advertisements, it may post an officer of the State Government on deputation basis (full-time) as Director of Social Audit. However, it shall be ensured that the officer does not belong to the Rural Development/Implementing Department and his tenure shall be for a minimum period of one year but not exceeding three years.
- e. If the budgetary allocation to the State/UT SAU is insufficient to hire full time services of a Director, SAU then, the State/UT may give additional charge to a senior official as Director of Social Audit. However, it shall be ensured that the officer does not belong to the Rural Development/Implementing Departments and his tenure shall be for a minimum period of one year but not exceeding three years.
- f. Any decision to terminate the services of the Director, SAU prematurely shall be taken by the Government of the State only after consultation with the Governing Body.

#### 10.1.4.2. **Selection of Resource Persons at State and District level:**

The Social Audit Resource Persons at the State and District Level shall be drawn from people with experience in the conduct of social audits and have been working in the social sector. The selection of candidates from shortlisted eligible candidates prepared by the Social Audit Unit, shall be done by a selection committee consisting of the following members:

- a. Chief Secretary or her/ his nominee.
- b. Principal Secretary of the Department implementing Mahatma Gandhi NREGS.
- c. Director, Social Audit Unit (Member-Convenor)

- d. Representative of the NIRD-PR from the Centre for Social Audit, Representative of a Civil Society Organization by the State or representative from Department of Social Justice/WCD/Law.

10.1.4.3. **Selection of Resource Persons at Block level:** The State Social Audit Unit, may engage Block Resource Persons by framing guidelines for the same. The guidelines shall be uploaded in the public domain by the State SAU.

10.1.4.4. **Village Resource Persons:** Social Audit in a Gram Panchayat should be led by a full-time certified Block/District/State Resource Person of the SAU along with Village Resource Persons (VRPs) to facilitate him/her. Village Social Audit Resource Persons deployed for facilitating social audit in a Panchayat shall not be residents of the same Panchayat. State/ UTs shall engage community cadre of village social auditors drawn from women members of SHG for an effective community accountability framework. In case there is no SHG in the area, State/UT shall engage capable persons for conducting the Social Audit as VRP. These village social auditors will be imparted training for 4 days by SIRD/SAU on basis of manual developed by MoRD.

10.1.5. **Trainings– SRP, DRP and BRP:** The 30-day Certificate Course on Social Accountability and Social Audits is a mandatory requisite for all State, District and Block level resource persons. Lead Course Coordinators nominated by the States and certified by TISS/NIRD-PR shall impart the trainings to the resource persons in SIRDs. All States must ensure complete data entry of all training batches with details of resource persons trained.

10.1.6. **Finances:**

10.1.6.1. From the States' entitlement of 6% towards administrative expenditure, upto 0.5% shall be earmarked for the State's Social Audit. The funds for the Social Audit Unit will be released from the Ministry to the SAU's independent bank account through the respective State Government. The State Government shall ensure transfer of funds to the bank account of SAU within 15 working days of the receipt of funds.

10.1.6.2. The Director, SAU shall be responsible for drawing up a proposed budget of the SAU for meeting its commitment to conduct social audit in Gram Panchayats of the State.

10.1.6.3. **Payments to Social Audit Unit Resource Persons:** State Social Audit Units will be authorized to make payments directly into the bank accounts of its Resource Persons at the State, District, Block and Village Level. The files relating to expenditure by SAUs shall not be routed through the implementing agency.

#### 10.1.6.4. **Release of Funds:**

The State SAUs shall apply for release of funds in two tranches for conduct of social audits and administration of SAU.

##### **1. First Tranche**

- (a) The SAU shall apply for the first tranche within the first month of the financial year. In case, SAUs are unable to do so they shall inform the Ministry the reasons for delay along with the proposal. 1st tranche will be released subject to the following documents:
  - (i) Provisional UC of the previous Financial Year, as per the format shared by the Ministry vide letter No.M-11014/4/2017-RE-III dated 06.06.2017, duly signed and stamped by the Director, SAU.
  - (ii) Expenditure Statement and Physical Achievement of the Social Audits conducted.
  - (iii) Bank Account Statement of the Social Audit Unit's Bank Account.
- (b) In case, the SAU applies for the first tranche after 30<sup>th</sup> September, the following documents shall be submitted:
  - (i) Provisional UC as per the format shared by the Ministry for the current Financial Year duly signed and stamped by Director, SAU; Audited UC as per the format shared by the Ministry for the previous Financial Year duly signed and stamped by a Chartered Accountant and Director, SAU.
  - (ii) Audited Report of previous Financial Year duly signed and stamped by a Chartered Accountant.
  - (iii) Bank Account Statement of the Social Audit Unit's Bank Account

##### **2. Second Tranche**

- (a) Second tranche shall be released to SAU after utilisation of 60 percent of the total available funds subject to submission of the following documents:
  - (i) Provisional UC as per the prescribed format of the current Financial Year (1<sup>st</sup> tranche) duly signed and stamped by Director, SAU.
  - (ii) Audited UC of the previous Financial Year as per the prescribed format duly signed and stamped by a Chartered Accountant and Director, SAU. In case SAU has conducted social audits for other schemes, then separate UC for conducting Social Audit under MGNREGA shall be provided.
  - (iii) Audited Report of previous Financial Year duly signed and stamped by a Chartered Accountant.
  - (iv) Expenditure Statement and Physical Achievement of the Social Audits conducted as per the format shared by the Ministry
  - (v) Bank Account Statement of the Social Audit Unit's Bank Account

- (b) In case the UC for second tranche is submitted before October, then the provisional UC of the current financial year should be furnished. In this case, 50 percent of second tranche shall be released to the SAU and the remaining 50 percent of the second tranche shall be released after receipt of the updated Provisional UC of the current financial year, Audited UC and Audited report of the previous financial year duly signed and stamped by a Chartered Accountant and Director, SAU.
- (c) In case, SAU receives funds from State Government for Social Audits under MGNREGS or for any other Scheme, the SAU shall provide copy of the sanction orders while applying for funds from the Ministry.

10.1.7. **Calendar:** The Social Audit Unit is required to frame an annual calendar at the beginning of the year to conduct social audit in all the Gram Panchayats in consultation with the State Rural Development Department. A copy of the calendar shall be circulated to all the District Programme Coordinators for making necessary arrangements for the social audit. The Calendar shall be pro-actively disclosed in the public domain.

10.1.8. **Social Audit Process:**

10.1.8.1. **Provision of Records:** The Programme Officer shall ensure that all the required information and records of implementing agencies are made available 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 Gram Sabha/Ward Sabha on Social Audit. These records include 7 Registers and documents listed in Annexure 2 of the Auditing Standards for Social Audit.

10.1.8.2. **Physical Verification:** The social auditors should physically verify as per the Annexure -5 of the Auditing Standard for Social Audit. The information to be used for physical verification shall be as listed in Annexure-2 of the Auditing Standards for Social Audit. The Social Auditor should conduct door to door survey to ensure all households are verified.

a. **Verification of job entitlements of beneficiaries:**

The Social Auditors should examine primary records related to entitlement of job available at GP level as listed in the Annexure-3 of Auditing Standards for Social Audit.

The resource persons deployed by the Social Audit Unit to facilitate the Gram Sabha/ Ward Sabha in conducting social audits are required to conduct a verification of entries made against job card holders of the Gram Panchayat.

**b. Verification of Works:**

The Social Auditor shall examine records related to execution of works available at GP as per Annexure-4 of Auditing Standards for Social Audit. The Social Auditors shall also ensure verification of the site of the assets created. Representatives from implementing agency and beneficiaries may also accompany the Social Auditors at the site of the asset.

**10.1.8.3. Collating the Social Audit finding:**

Issues/ complaints observed during the Social Audit shall be verified through examination of records and interaction with beneficiaries. Annexure-6 of the Auditing Standard for Social Audit may be referred to in this regard.

**10.1.8.4. Gram Sabha/Ward Sabha:**

A Social Audit Gram Sabha/Ward Sabha must be convened to discuss the findings of the social audit verification exercise and to review fulfilment of the rights and entitlements of workers and proper utilization of funds.

**10.1.8.5. Documentation:**

After the conduction of Social Audit Gram Sabha, the Director, SAU shall ensure that SAU Resource Persons at village level compile relevant information to support the conclusions of social audit.

- (i) **Social Audit Reports:** Social Audit Reports must be prepared in the local language and displayed on the notice board of the Gram Panchayat. Summary of the major findings of the Social Audit Reports must be hosted in the public domain by the Social Audit Unit within 15 working days of the Social Audit being completed.
- (ii) **Uploading reports in MIS:** Social Audit Units are instructed to use the National MIS on Social Audit developed by National Informatics Centre to download reports required for verification during social audits and enter findings of the same. The Social Audit Unit shall ensure that Social Audit Gram Sabha reports are uploaded on the MIS within 15 working days after the meeting of the Social Audit Gram Sabha.
- (iii) **Reports to DPC and SAU:** The Social Audit Reports are required to be submitted to the District Programme Coordinator and the Social Audit Unit of the State within 15 working days of the completion of the Social Audit Gram Sabha/Ward Sabha.

**10.1.9. Follow-up Action:**

- (i) The State Government shall be responsible to take follow-up action on the findings of the social audit.
- (ii) Every District Programme Coordinator or any official on his behalf shall-

- a) Ensure that the corrective measures are taken on the social audit report;
- b) Take steps to recover the amount embezzled or improperly utilised and issue receipts or acknowledgement for amount so recovered;
- c) Payment of wages found to be misappropriated, within seven days of the recovery of such amount to be credited to the concerned worker;
- d) Maintain a separate account for amounts recovered during the social audit process;
- e) Ensure that the appropriate action (including initiating criminal and civil proceedings or disciplinary proceedings) is initiated against individuals or officials or persons who wrongly utilised or embezzled the amount meant for the schemes under the Act. These actions must be completed within 6 months from the date of the conduct of the Social Audit.

(iii) The State Employment Guarantee Council shall monitor the action taken by the State Government and incorporate the Action Taken Report in the Annual Report to be laid before the State Legislature by the State Government.

**10.1.10. Action Taken Report:** Within a month of the Gram Sabha/Ward Sabha, the Programme Officer should submit the Action Taken Report (ATR) to the Social Audit Unit. At least 15 days before the subsequent social audit, the resource person facilitating the social audit should get a copy of the ATR from the implementing agency as well as report from the resource person who conducted the audit the previous time. During field visits, the Social Audit Unit should verify whether action as specified in the ATR has indeed been taken. At the start of the Social Audit Gram Sabha/Ward Sabha, the ATR of the previous report and findings from field verification should first be presented before the social audit report of the current social audit.

**10.1.11. Periodic Review:** The Additional Chief Secretary/ Principal Secretary/ Secretary, Rural Development/ Panchayati Raj Department shall conduct a monthly review of Social Audit wherein irregularities identified in the social audit reports and status of progress on action taken by the implementing agencies on redressing the same shall be reviewed.

**10.1.12. Concurrent Social Audit**

Concurrent social audit shall be done for all works every month. For this purpose, self-help groups, village social auditors, Village Monitoring Committees (VMC) and other village level organizations (VO) will have the right to inspect all records of works done and expenditure made in the Gram Panchayat on a fixed day of the week. Copies of records, where needed, will be provided by the Programme Officer at a nominal cost. Every Gram Sabha will select a Village Monitoring Committee (VMC) consisting of 5 Mahatma Gandhi NREGA workers. The VMC shall consist of women workers under Mahatma Gandhi NREGA, workers from SC/ST households, and those households who are automatically included/report a deprivation as per the Socio-Economic Caste

Census. Where Self-Help group women meet the criteria of eligibility of VMCs, as detailed above, they may be deemed VMCs for the Gram Panchayat after being duly approved by the Gram Sabha. VMC may visit each active worksite once a month. Members of the VMC will be paid a day's wage, upto one day's wage for every week, to carry out the task of inspection. The VMC shall conduct a concurrent social audit of all active works of the Gram Panchayat and will monitor whether due norms are being complied with at the worksite in terms of processes, and records to be maintained. They will also monitor whether worker entitlements are being provided as per the Act. The VMC shall sign its report and submit the same to the Programme Officer.

- 10.2 **Ombudsperson:** Para 30 of Schedule I of the Mahatma Gandhi NREGA mandates that there shall be an Ombudsperson for each District for receiving grievances, enquiring into and passing awards as per Guidelines. Central Government norms for process of appointment; application, tenure and termination; autonomy; remuneration; powers and responsibilities; procedure for redress of grievances and action to be taken on the Report of the Ombudsman have been detailed in Ministry's Guidelines on Ombudsman dated 28<sup>th</sup> August 2017, which stands as it is.

The cases of denial of entitlements as brought out through social audits shall be referred to the Ombudsman by the Social Audit Unit. The Ombudsman shall be responsible for registering the same as *suo moto* complaints for disposal and passing of awards within 30 days from the date of filing of the complaint as per the norms laid down.

- 10.3 **Grievance Redressal:** As per Section 19 of MGNREG Act, the State Governments shall, by rules, determine appropriate grievance redressal mechanisms which allows a worker/citizen to lodge complaint and trace the subsequent response. The time lines for redressal of grievances should be consistent with the provisions of "Public Service Delivery Act" of the State, if any. Such a system should also create awareness among the wage seekers regarding their entitlements, processes and the redressal system through Public Information Campaigns like Rozgar Diwas. Multiple modes should be enabled for the complainant to register a complaint and include written complaints as well as those through telephone help lines. Complaints should be entered in the complaint register (one of the 7 Registers) disposed within the statutory time limit. The complainants must also be informed of the action taken in writing.

#### 10.4 **Vigilance**

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

- 10.4.1 The State Government must set up a State Vigilance Cell consisting of a Chief Vigilance Officer who shall be entrusted with the responsibility of receiving complaints, verifying complaints and conducting regular field visits. The State Vigilance Cell will be authorized to 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 recommend to the District Vigilance Cell to file a FIR before the police in cases where criminal action needs to be initiated. The Chief Vigilance Officer shall be responsible for sending an annual report to State Employment Guarantee Council with suggestions on controlling irregularities and malfeasance.
- 10.4.2 A District Vigilance Cell must be set up and should be headed by district level officer and supported by an Engineer and an Auditor to carry out functions as per directions of the State Vigilance Cell. The District Vigilance Cell shall perform inspections on its own and take follow up actions for recovery, disciplinary action and filing of criminal cases in respect of non-officials and officials whose disciplinary authority is at the district level.
- 10.4.3 **Vigilance and Monitoring Committees (VMC)** must be set up in each Gram Panchayat consisting of 5 persons, with adequate representation from Scheduled Castes and Scheduled Tribe households, half of whom shall be women. The members of the VMC may be identified from teachers, AW workers, SHG members, SA Resource Persons, user groups, youth clubs, Civil Society Organisations etc. The VMC shall necessarily be appointed/nominated/elected by the Gram Sabha for a period of at least 6 months. The functions of the VMC shall include visiting work sites; interacting with workers; verifying records; verifying onsite facilities; assessing quality of works; assessing cost; end to end reporting on work; qualitative assessment of nature of work. The VMC may check all works and its evaluation report will be recorded in the Works Register and submitted to Gram Sabha during the Social Audit. Reports of the VMC must be treated as public documents and shall be made available at the Gram Panchayat on demand.
- 10.5 **Mandatory Pro-Active Disclosure:** State Governments are requested to ensure proactive disclosure of information and records to all common people and stakeholders using a 'Janata Information System' consisting of disclosures at the worksites, through CIB, Gram Panchayat Notice Boards and the Mahatma Gandhi NREGA website. The Ministry has issued suggestive framework for Citizen Information Board which the states are required to adhere to for each work.
- 10.6 **Minimum Principles of Transparency and Accountability:** The Ministry has notified the minimum principles of transparency and accountability to be adhered to in all stages of implementation of the Act.

- 10.6.1 In order to enable and empower citizens, individually and collectively, to effectively perform the function of monitoring the implementation of interventions rolled out in their name, various conditions need to be fulfilled. These include a widespread understanding of the entitlements, of the prescribed time frames, of who's responsible for what, of the prescribed standards and rates, of the decision-making processes, of the possibility for appeal, complaint or grievance redressal, and of the reasonably expected outputs and outcomes.
- 10.6.2 Concepts like transparency and accountability must be framed in a manner in which they are governed by universal and inclusive processes. This is essential to empower every individual or group with the right to monitor a programme and help facilitate beneficiaries' claim their rights.
- 10.6.3 There must be equal and open access of information to all citizens and should preclude any attempt that may restrict/exclude a citizen from using information or from having to prove their *locus standi*.
- 10.6.4 There may be a need to specially empower and facilitate certain marginalized groups to access information.
- 10.6.5 In all cases of pro-active disclosure or collective monitoring, there is an inherent need for facilitation by external agencies/individuals/groups.
- 10.6.6 All relevant information regarding programmes and public institutions must be proactively displayed (mandatorily) and made accessible through different modes and medium, ensuring local language compatibility and keeping in mind the needs of the semi-literate, the illiterate and the differently abled.
- 10.6.7 Information must be authenticated, updated with reasonable periodicity, and put across in a manner and format that is easy to understand. Towards that end, special proforma and formats need to be developed.
- 10.6.8 Relevant information must be appropriately displayed at the level of the village, Gram Panchayat, Block/Intermediate Panchayat and the District.
- 10.6.9 It must also be kept in mind that, as far as possible, all decision making should be done in public in the full view of all interested stakeholders. This is the best way of ensuring that decisions are not only fair but also appear to be fair.
- 10.6.10 Recognising that, despite best efforts, both the modes of providing information and of getting feedback can be corrupted or blocked, multiple modes and routes must be used in order to make it progressively difficult to inhibit the free flow of information to and from the people.
- 10.6.11 Whereas focus must be on using as far as possible culturally appropriate modes of communication, especially traditional modes with which the local people are familiar, the advantages promised by new and emerging technologies must also not be ignored. Of special relevance are mobile phones and social media which have effectively permeated rural households and promise an innovative, reliable and quick method of simultaneously communicating with a large number of people.

## 10.7 Record Keeping

Proper record maintenance is crucial to the effective implementation of any programme. There ought to be lot of clarity and simplicity in maintenance of minimum number of records to enable the cutting edge functionaries at Gram Panchayat level to spend their time effectively and gainfully in ensuring smooth implementation of the programme and not to be bogged down by the maintenance of Records and Registers alone. The Ministry has reduced the number of Registers to be maintained at the Gram Panchayat level to 7 from an average of 22 Registers that were being maintained in different states.

The simplified formats of the 7 Registers are the outcome of intense engagement with the States, the representatives of Gram Rozgar Sahayaks and NIC. They are designed with a view to ease the functioning of the field level personnel and reduce duplication of work without compromising with the quality of information especially those relating to entitlements of workers.

The 7 Registers are:-

1. Register – I Register For Job Card (Application, Registration, Job Card Issue) And Household Employment Reports
2. Register – II Gram Sabha Register
3. Register – III Demand For Work, Allocation Of Work And Payment Of Wages Register
4. Register – IV Work Register
5. Register – V Fixed Asset Register
6. Register – VI Complaint Register
7. Register – VII Material Register

Register –I, IV, VI and VII can be printed and pasted from MIS itself while Register II, III and V are to be maintained manually. These 7 Registers do not include the records and registers pertaining to financial administration pertaining to Cash Book, Ledger, and Stock Register etc. which the States may continue to maintain as per their Financial Rules.

Adoption of these 7 Registers is to be ensured by the states/UTs for purpose of efficient book keeping as well as for purpose of concurrent Audit and Social Audit. The Registers are to be made available for scrutiny, inspections etc. to officials as well as the public, at all times.

## Chapter 11

### Information Education and Communication (IEC) Activities

- 11.1 IEC is critical for enabling all the 10 entitlements under Mahatma Gandhi NREGA. The administration and the implementing agency must enable mechanisms to create awareness about the entitlements of the workers and the access to the entitlements.
- 11.2 Expenditure for IEC activities taken up by the States/Districts can be met from the funds earmarked for administrative expenses (6% of the state funds).
- 11.3 As per the National IEC Strategy for Mahatma Gandhi NREGA, the suggested key messages of Mahatma Gandhi NREGA, which need to be disseminated to various target groups are:
- i. Mahatma Gandhi NREGA guarantees hundred days of wage employment in a financial year, to a rural household whose adult members volunteer to do unskilled manual work.
  - ii. Individual beneficiary oriented works can be taken up on the lands of Scheduled Castes and Scheduled Tribes, small or marginal farmers or beneficiaries of land reforms or beneficiaries under the Indira Awaas Yojana of the Government of India.
  - iii. Within 15 days of submitting the application or from the day work is demanded, wage employment must be provided to the applicant.
  - iv. Workers have the right to get unemployment allowance in case employment is not provided within fifteen days of submitting the application or from the date when work is sought.
  - v. Wages must be paid within fifteen days of work done.
  - vi. Permissible works which can be taken up by the Gram Panchayats.
  - vii. Mahatma Gandhi NREGA focuses on the economic and social empowerment of women.
  - viii. Mahatma Gandhi NREGA provides “Green” and “Decent” work.
  - ix. Social Audit of Mahatma Gandhi NREGA works is mandatory, which ensures accountability and transparency.
  - x. Mahatma Gandhi NREGA works address the climate change vulnerability and protect the farmers from such risks and conserve natural resources.
  - xi. The Gram Sabha/Ward Sabha is the principal forum for wage seekers to raise their voices and make demands. It is the Gram Sabha/Ward Sabha and the Gram Panchayat which approves the shelf of works for the Gram Panchayat under Mahatma Gandhi NREGA and affixes their priority.
- 11.4 The States are required to prepare their State IEC plans every year, and send reports at regular intervals to the Ministry.

- 11.5 Uniformity in messaging needs to be ensured for better results. At the National, State, or Village level, a standardised message should be disseminated, based on the core of the programme.
- 11.6 State IEC Nodal officers are to be nominated by the States to look after IEC activities of Mahatma Gandhi NREGA in the State. The name and details of State IEC Nodal officers need to be conveyed to the Ministry. For professional implementation of IEC activities, States are free to appoint Communication Officers with experience in development communication.
- 11.7 For effective IEC strategy the states need to integrate various non- negotiables like Social Audit, Rozgar Diwas, Citizen Information Boards, wall writing and Job Cards as IEC tools through which rural community can be made better aware of their rights and entitlements, and can be a part of monitoring as well as grievance redressal. Key messages on the Scheme may be disseminated through these platforms. Citizen Information Boards, Wall Writings and Job cards should become the prime medium for information dissemination. Job card apart from recording of entitlements, may be an important IEC tool to create awareness by incorporating relevant information package like salient features of the scheme, rights and entitlements of the enrolled worker, etc.
- 11.8 Using news media for disseminating good practices and information about the Scheme has been a focus of the Ministry. In the National IEC Strategy for Mahatma Gandhi NREGA, a media advocacy strategy has been incorporated. States are to conduct State level and District level orientation of journalists.
- 11.9 The Ministry has come up with two volumes of SANKALAN which is a compilation of ‘Innovations, Successes and Learnings along the Way’, a compilation of 101 such stories from across the country achieved through the MGNREGA programme. The intention is to document and disseminate these learnings from the ground. This will be a regular feature with districts who are expected to submit at least 5 success stories/ innovations/ learning with proper documentation.
- 11.10 **Library in MIS:** A library has been provided for in the Management Information System of the MGNREGA. It will have 3 Sections viz.

Section I – Books

Section II - Videos

Section III – Presentation

These three sections further divided into sub sections as mentioned below:

a. **Sub Sections of Books:**

1. Important Documents
  - i. Acts
  - ii. Guidelines/ Circulars

- iii. Rules/ Frameworks
- 2. Training Related Documents
  - i. Works manuals
  - ii. SOPs/ User Manuals
  - iii. Training Modules
- 3. Publications
- 4. Research Studies

b. **Sub Sections of Videos:** This section has documentaries produced by Ministry of Rural Development on various initiatives taken by MGNREGA Division and shows impact of those initiatives on the society at large.

c. **Sub Section of Presentations:** This section covers various important presentations being prepared by MGNREGA Division to showcase their performance and initiatives.

## Chapter 12

### Management Information System (NREGASoft)

#### NREGASoft

12.1 The Ministry has developed a work flow based, web enabled application known as NREGASoft, which is hosted at the portal accessible as <https://nrega.nic.in>. The NREGASoft provides for recording of all transaction details of different processes in implementation of Mahatma Gandhi NREGA and putting the same in public domain. With this enabling architecture of NREGASoft, it is essential that States do timely reporting so that the public domain (<https://nrega.nic.in>) represents the picture of Mahatma Gandhi NREGA implementation almost on or close to real-time, thereby ensuring transparency and accountability. States are also advised that the MIS entry for a particular financial year is closed within 15 days of the end of that financial year (i.e. by 15<sup>th</sup> April of the next financial year).

Values delivered by NREGASoft suite - Anything, Everything, Anytime except HR Payroll. NREGASoft is a multilingual workflow based e-Governance system to capture all the activities under MGNREGA at Center/State/District/Block and Panchayat level and use of space technology for asset management. NREGASoft MIS is helping in successful implementation of MGNREGA. This software ensures distribution of wages to 13 crores (approx.) Job Card holders, material payments, MIS reports generation for crores of assets. Moreover, introduction of recently introduced new technologies like GeoTagged MGNREGA app based Assets Tracking System (GeoMGNREGA), App based asset search system Janmanrega are recently introduced in the MIS system. Though the project started way back in 2006, but it never lost its pace with rapidly changing technology. Today, the software has every module, from MIS of 25 crore (approx.) workers to DBT enabled system to distribute payments upto last mile.

#### 12.2 NREGASoft Change Management System:

Whenever a communication is received from the State/ UT on issues being faced in the NREGASoft and request for new modules or reports or modifications in the existing reports/ modules, to address the issue, the NREGASoft change management system has been further streamlined. After the receipt of the change request, it is recorded in the Change Request Form (CRF) for necessary approvals in the Ministry. Only after the approvals, the request of the State/ UT is implemented in the NREGASoft. This helps in tracking and monitoring the change requests done in the NREGASoft.

NREGASoft is being regularly enhanced by developing new modules in the MIS as per the requirements to facilitate the States/ UTs. In this context, following new provisions/modules have been enabled:

- a) **SECURE** - (Software for Estimate Calculation Using Rural Rates for Employment)  
– To increase the transparency and reduce manual interference, all the estimates are created on the basis of the already decided Schedule of Rates (SoR) per unit of work. In SECURE, the works created in NREGASoft are then shared with SECURE where the estimates are generated and post that auto populated in NREGASoft. The major advantages of using SECURE are:
- i. Online generation and approval of estimate – without any manual intervention
  - ii. Promote transparency and accountability
  - iii. Access to all estimate online
  - iv. Tailormade as per the requirement
- b) **e-SAKSHAM** – e-SAKSHAM is a new generation digital learning platform, jointly developed by MoRD and GIZ, containing videos and content for NREGASoft end user. This is a capacity building programme in collaboration with Saksham launched to train technical resource persons on INRM planning and use of geo-information for planning. State Technical Resource Team, District Technical Resource Team and Block Technical Resource Team have been constituted and trainings are being conducted on the technical aspect of MGNREGA. The new url of e-Saksham is <https://e-saksham.nic.in>.
- c) **Social Audit-**  
The Mahatma Gandhi NREGA gives citizens the right to Social Audit of all works and expenditures. This includes complete access to all records. MIS (NREGASoft) enables access to real time information through online portal <https://nrega.nic.in>.
- The Ministry after consultation with the States have streamlined the social audit module to create a simpler, efficient and inclusive way of uploading information and tracking the progress of action taken on issues raised during social audits.
- Dedicated login has been enabled in the NREGASoft registering SAU personnel by SAU admin (Director SAU). The SAU admin role is assigned for a State based on the request letter from the concerned State. The new process of uploading information from a social audit module has the following options:
- Register Social Audit Unit personnel by SAU admin (SRP, DRP, BRP)
  - Upload Social Audit Calendar by SAU admin.
  - Login by registered SAU personnel
  - Download Social Audit Reports for SA calendar period

- Uploading of Information as per the formats
  - Social Audit Basic Information
  - GP Checklist
  - Issue wise data entry
  - View data entered, submit/freeze and forward issues for corrective action by SAU personnel
  - View, response by implementing agency and closure of the issues by SAU personnel.

The compression of the action taken reports (in .pdf format) to be uploaded has been developed without losing any elements from the previous version and adding constructively to provide social audit reports in a comprehensive manner.

Earlier, the reports and the issues emanating from the social audits were submitted to the implementing agency for further necessary action. The new formats enable the SAUs to provide information in standardized formats to the implementing agency.

The Ministry's endeavour has led to an evolved system that will ensure that the social audit unit and the programme implementing agency can track, take actions and resolve the issues raised in social audit reports.

The Status tracking reports will enable the implementing agency and the SAU to monitor the progress on issues raised in social audits. The Social Audit module will further assist the SAUs and the implementing agency to conduct social audits effectively and provide information that would help in closing gaps to ensure compliance of Audit of Scheme Rules 2011 and the Auditing Standards.

### **SHG-Village Resource Persons (SHG-VRPs) – Training**

The SHG-VRPs aims to create a community cadre of Village Resource Persons (VRPs) from amongst members of SHGs who will be engaged in social audits at Gram Panchayat level.

To facilitate uploading of SHG-VRP training details and day to day monitoring by Social Audit Units (SAUs) of their respective GPs/ blocks/ districts enabling provision have been affected into NREGASoft.

Accordingly, SAUs conducting the SHG-VRP training program are advised to upload the training batch details as well as details of the participants into NREGASoft. Reports will help to monitor the progress of SHG-VRP training and details of the batch registered.

- d) Role based logins** – To further strengthen and bring in accountability in the data entry process under NREGASoft, functionality of user based logins has been developed and deployed. After the staff has been registered and verified, is mapped with the respective roles to enable them to make entries in to the NREGASoft using their login credentials. The first time login, forget user ID & change password is secured by OTP linked to the registered mobile number. In NREGASoft, it is mandatory to register login users of Gram Panchayats, Program Officers, Blocks, Zilla Panchayats, Implementing Agencies, District Program Coordinator (DPC) and State DBA, using ‘Staff Registration’ module. By using role based logins there is an increase in accountability of MGNREGS field functionaries, since sensitive transactions are logged and audit trail is maintained in data base of NREGASoft.

### 12.3 e-Muster Roll

The instructions issued in section 4.6 of the Master Circular stands. In specific reference to e-musters, the following needs to be followed;

- a. e-Muster rolls are muster rolls that can be generated using the NREGASoft with pre-printed name of the workers allocated to a worksite. They have a unique MIS generated muster roll number.
- b. Before starting a work, the Gram Panchayat shall inform the Programme Officer, so that the Programme Officer can issue the required e-muster rolls.
- c. If the Programme Implementing Authority is other than Gram Panchayat, then the concerned Gram Panchayat will inform the same to the Programme Officer, who will issue work order to the concerned Project Implementing Agency along with the required muster rolls.
- d. In case the Line Department has notified a Programme Officer i.e. Programme Officer (LD) for the department, same function shall be performed by the concerned Officer.
- e. The State Government may by order direct that all or any of the functions of a Programme Officer shall be discharged by the Gram Panchayat or any other local authority.
- f. The e-muster rolls should be authorized by the Programme Officer/ Programme Officer (LD) and issued to Gram Panchayats/ other implementing agencies, within three days from the date when the PIAs declare their intent to start the works. Only those musters that are signed/ certified by the competent authority are considered authentic for generation of pay orders (FTO). Necessary steps should be taken to avoid fake musters. A record of muster rolls issued shall necessarily be maintained and strictly monitored. In the case of e-muster, Muster roll numbers are generated by the software and therefore, are not required to be entered in the system.
- g. For generating e-muster, following details are required to be filled:

- A. Panchayat Name
  - B. Work Code
  - C. Date from and to
  - D. Worker Category (unskilled or skilled/semi-skilled)
  - E. Number of workers in one muster roll
- h. As per the current provision in the MIS, Gram Panchayat may print the certified/ issued e-MR by the Programme Officer using the respective log-in passwords in the NREGASoft.
  - i. Consistent with the instructions issued in 2.2.6, paper musters can be issued with prior approval of the competent authority.

#### 12.4 MIS Measurement Book

All measurements of work done shall be recorded in the measurement book (MB) duly authorized and issued by the competent authority. Measurements recorded in MB need to be entered in the.

NREGASoft to determine valuation of work done.

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

##### **A. Activity Component:**

- i. Details of the Activity
- ii. Length
- iii. Width
- iv. Height
- v. Unit Cost

The total cost will be calculated by the system.

##### **B. Labour Component**

##### **C. Material Component**

- i. Material name
- ii. Quantity
- iii. Unit price
- iv. Total (calculated automatically)
- v. The Mate name, Engineer Name and Engineer Designation

Thereafter the quantity will be calculated by the system. States are advised to make the MB entry in MIS mandatory.

## Chapter 13

### GeoMGNREGA – GIS Implementation under Mahatma Gandhi NREGA

Creation of durable assets and strengthening of rural livelihood base is an important objective under the Mahatma Gandhi NREGA. With an objective to improve the transparency and to enhance the visibility of the programme, the Ministry has started implementation of GeoMGNREGA for geotagging of assets created under of Mahatma Gandhi NREGS in partnership with National Remote Sensing Centre (NRSC) of Indian Space Research Organisation (ISRO). It follows a systematic creation of database on assets using technological interventions like mobile based photo geo-tagging and a GIS based information system for online recording and monitoring. The GIS database and maps will further be used for analysis and planning for works under MGNREGS. The National level geospatial framework is being implemented with geospatial information compatible to industry. The BHUVAN geoportal of NRSC has been customized for this purpose. The database is accessible to the Ministry and States for monitoring and database creation, respectively.

The location of each asset is to be geotagged along with two photographs. Standard web based mechanism has been put in place to consume assets data pulled from the NREGASoft. Operating procedure has been established to enable a smooth exchange of data as services between NREGASoft and Bhuvan geoportal, while ensuring data integrity and security. So far more than 3.5 Cr assets created under MGNREGS have been geotagged. GeoMGNREGA has been operationalized in two phases listed as under: -

#### 13.1 GeoMGNREGA Phase-I (Geotagging of Completed Assets)

Applicable to: All assets completed since inception and started before 31<sup>st</sup> October 2017

GeoMGNREGA Phase-I was rolled out on 1<sup>st</sup> September 2016 which is applicable to all works completed under MGNREGS.

##### 13.1.1. Process Flow of geotagging of Assets under GeoMGNREGA Phase-I

The process includes flow of geotagging of asset, uploading of two photographs of each asset and display of relevant data on Bhuvan GeoMGNREGA portal along with assigned responsibilities which is as follows: -

- i. Automatic generation/ assigning of Asset ID on NREGASoft after completing work and marking it as Primary asset by Programme Officer/ Gram Panchayat/ PIA. In case of works completed earlier there is a separate module to mark it as asset and generate the Asset ID. An asset may have one or multiple (secondary) completed works associated with it. The Asset ID of primary asset will be used for referring to these associated works. It is imperative to understand the differentiation between asset and works.
- ii. Information on Asset ID residing on NREGASoft, along with work details is pulled by Bhuvan Platform on regular interval on daily basis.

- iii. Geotagging of completed assets through Bhuvan mobile platform using android-based mobile app developed exclusively for Mahatma Gandhi NREGA for field-level data capturing, as well as asset visualization capabilities & report generation tools. This includes capturing of GPS location of the asset, along with photographs by MGNREGA Spatial Enumerators (MSEs). The Gram Rozgar Sahayaks (GRSs), Technical Assistants (TAs) or any other functionary at Gram Panchayat (GP) level are to be designated as MSE to carry out the above mentioned responsibilities. There can be one MSE for one GP, multiple MSEs for one GP and one MSE for multiple GPs. The MSEs are to be registered on the mobile application and authorized by GAS (GIS Asset Supervisor), accordingly. To ease geotagging to be carried out by the MSE, options like multiple GP data (3 GPs of the same block) download and line-department wise filter has been enabled in the GeoMGNREGA mobile application.
- iv. Moderation/ validation by GIS Asset Supervisor (GAS). GIS Asset Supervisors (GASs) are Programme Officers or other officials at the block-level, who are to be designated as GAS. They are responsible for validation of data or information captured by the MSEs. The GAS is to be registered on Bhuvan GeoMGNREGA portal and authorized by State GIS Nodal Officer (SGNO). They must ensure that all the geotags uploaded by MSEs of GPs of the block is moderated within 48 hours of the upload.
- v. Moderated and approved data is pushed to Bhuvan Web GIS where it is displayed on Bhuvan GeoMGNREGA portal in public domain.
- vi. An official at district level is to be designated as District GIS Nodal Officer (DGNO) with the responsibility to monitor the implementation of GeoMGNREGA and to ensure the quality of geotagging in their respective districts. The DGNOs have to be registered on Bhuvan portal.
- vii. An official at State level is to be designated as State GIS Nodal Officer (SGNO) with the responsibility to coordinate the implementation of GeoMGNREGA in the States. The name and details of SGNO need to be conveyed to the Ministry. The SGNOs have to be registered on Bhuvan GeoMGNREGA portal.

13.1.2. Centre for Geoinformatics Application in Rural Development (CGARD) of National Institute of Rural Development & Panchayati Raj (NIRD&PR) is responsible for training & capacity building of programme officials & field functionaries through the State Institutes of Rural Development (SIRDs) so that functionaries are able to carry out their duties, effectively.

13.1.3. GeoMGNREGA Phase-I will be saturated when geotagging of all assets started before 31<sup>st</sup> October 2017 is completed.

## 13.2 GeoMGNREGA Phase-II (Geotagging in 3 Stages)

Applicable to: All works started on or after 1<sup>st</sup> November 2017

GeoMGNREGA Phase-II was rolled out - on 1<sup>st</sup> November 2017. The overall process flow for geotagging of asset, uploading of two photographs of each asset, and display of relevant data on Bhuvan GeoMGNREGA portal along with assigned responsibilities remains the same, for GeoMGNREGA Phase-I and Phase-II. However, under GeoMGNREGA Phase-II geotagging is carried out in three stages viz.:

- i. Before initiation of work;
- ii. During the work &
- iii. After completion of work.

#### 13.2.1. **Process Flow of geotagging of Assets under GeoMGNREGA Phase-II**

Following processes adopted in NREGASoft for smooth implementation of GeoMGNREGA Phase-II:-

- i. Stage 1 geotagging (Before the Start of Work): It has to be carried out on works with technical and administrative sanctions that have the Detailed Project Report (DPR) frozen in NREGASoft.
- ii. Stage 2 geotagging (During the Work): Once 30% of the estimated cost of the work is booked as expenditure, and then the said work will be available for Stage 2 geotagging on GeoMGNREGA Bhuvan Mobile Application. However, if 70% of the estimated cost is booked as expenditure in NREGASoft and Stage-2 geotag, is not captured in Bhuvan, till that time, no further expenditure on the work can be booked.
- iii. Stage 3 geotagging (After Completion of Work): Once the work is completed and closed at NREGASoft, it is available for Stage 3 geotagging.

#### 13.2.2. **Module on Deletion/Correction and Change of Location under GeoMGNREGA Phase-II**

There have been instances under GeoMGNREGA Phase-II wherein a change in the location of the asset has been requested by the State which is characterized in the following cases and solutions have been developed accordingly: -

##### **i. Case 1: Change in location of work, geotagged under Stage 1 (Before):**

- The work with accepted geotag for Stage 1 which is not yet geotagged for Stage 2 will be available for marking in GAS login.
- GAS can mark the work for rejection of Stage 1 geotag with clearly stated reason.
- The DGNO, in its login has a provision to approve/reject the request with the stated reason, raised by GAS.
- Once DGNO accepts the rejection request of GAS, the Stage I geotag will be rejected in Bhuvan and acknowledgement will be shared with

NREGASoft. The work will be available now for geotagging for Stage I.

- The above rejection process is allowed only once for a particular work.

**ii. Case 2: Geotag could not be captured under Stage 2 (During the work)**

- The work with accepted geotag for Stage 1, and not yet geotagged for Stage 2 is available for marking in GAS login.
- GAS can mark the work for rejection of Stage 1 geotag with clearly stated reason.
- Provision to approve/reject the request with reason, raised by GAS, is available in DGNO login.
- Once DGNO accepts the rejection request of GAS, the Stage I geotag is rejected in Bhuvan and acknowledgement will be shared with NREGASoft. The work will be available now for geotagging for Stage I.
- After geotagging for Stage 1, the work will be available for geotagging for Stage 2.
- The above rejection process is allowed only once for a particular work.
- The same process may be followed in case of Stage 3 (After geotagging, if required).

**iii. Case 3: Correction of work details data after sharing with Bhuvan:**

- Provision to delete/correct the work under GeoMGNREGA Phase II, is available in GAS login of Bhuvan-GeoMGNREGA portal.
- The work which is not yet geotagged for Stage 1 is available for deletion/ correction.
- During the deletion/correction of work, GAS must provide clear reason for deletion/correction
- After deletion/ correction of work in Bhuvan, acknowledgement is send to NREGASoft.
- The work can be edited and information can be corrected in NREGASoft.
- Option to mark the work and resend for geotagging after correction/deletion is available at NREGASoft.
- The above process is allowed only once for a particular work.

### 13.3 Exemptions under GeoMGNREGA

#### 13.3.1. Geotagging PMAY(G) works

**All PMAY (G) works are exempt from geotagging under GeoMGNREGA Phase-I and Phase-II, since the geotag along with pictures in 5 Stages of the asset created is already being captured under PMAY (G) scheme.**

#### 13.3.2. Exemption for works with sanction amount less than or equal to INR 50,000 under Phase-II:

Some works under MGNREGS may be completed within 1 muster roll cycle i.e. between 7-15 days, wherein complete expenditure is booked at one go. In such cases geotagging for Stage-2 (During the work), may delay the process of completion of the work because of with check on NREGASoft for making the work available for Stage 2 geotagging after expenditure of 30% of estimated cost. The work will be available for Stage 2 (during) geotagging immediately after the receipt of Stage 1 geotag at NREGASoft. The work will be available for Stage 3 (after completion) geotagging after the work is marked completed on NREGASoft.

### 13.4 The way forward

#### 13.4.1. Ensuring geotagging of all new and old assets created since inception. This may be done in phases.

- i. States/UTs should ensure that all works completed - must be geotagged within 30 days of completion of work.
- ii. Works already completed under MGNREGA should be geotagged in a sequential manner enabling financial year wise priority from 2018-19, 2017-18, 2016-2017, 2015-2016, 2014-2015 and backwards till FY 2006-2007.

#### 13.4.2. Ensuring the quality of geotags is as important as the task, itself. This may be ensured in two ways. First is to ensure quality of Photographs of all assets and the second is to ensure proper 'description' of the asset.

##### i. **Quality of Photograph:**

Quality of photograph affects the possibility and perspective of assessment of the asset. It should be ensured that the photographs must have certain level of quality, which will help in further assessment of the assets. Following points should be followed while taking photographs of assets created under MGNREGA:

- **Direction and Angle:** The direction and angle of photograph should be such that entire asset or maximum portion of the asset is visible in the photograph.

- Orientation of photograph: Similar orientation for similar assets. For example: Photographs should be taken, along the length in case of linear structures, like roads, water channel etc.
  - Photographs should not be taken against the sun. Position of the sun should always be on the back of the person taking photograph of the asset.
  - Clear/Haze free photographs: All MSEs (MGNREGA Spatial Enumerators) should avoid taking photographs in fog and rains to ensure high quality images.
  - Linking citizen information display boards with the Photograph: At least one picture of the asset should have picture of the citizen information display board along with the asset.
- ii. **Asset Name and Description:**  
The asset detail should be maintained at GP level in Fixed Asset Register (FAR). Description of the asset is essential as it solely describes the asset type, quality and descriptive location of the asset. It also helps the MSE to identify the asset to be geotagged. There should be no mismatch in description of photograph and the asset created.
- iii. **Accuracy of geotags:** Accuracy of the geotag must be less than or equal to 10 metres.
- iv. **Roles and responsibilities:**
- District GIS Nodal Officer (DGNO) and State GIS Nodal Officer (SGNO) should monitor quality of geotags under Mahatma Gandhi NREGA for their respective Districts and States.
  - Ministry of Rural Development will do random check regularly to monitor the quality of geotags.
- v. GeoMGNREGA platform should be used by States/UTs for the purpose of planning of works on a particular site to avoid duplication of works while preparing labour budget.
- vi. DGNO/DPC (District Programme Coordinator) will ensure 100% adherence to the guidelines issued under GeoMGNREGA.

13.4.3. The Ministry is conducting the third party verification of geotagged assets under MGNREGS to check the physical existence of assets at their geographical location based on the geotagged data collected under GeoMGNREGA across all the States/UTs

### 13.5 Janmanrega- Citizen Centric Mobile Application

Citizen awareness is the key to efficient, effective and transparent execution of any scheme. The Ministry launched 'Janmanrega' - a Citizen-Centric Mobile Application (CCMA) on 19th of June 2017. The application has been developed in collaboration with National Informatics Centre (NIC) and National Remote Sensing Centre (NRSC, Hyderabad). The Android App is available for download from nrega.nic.in/netnrega/Janmanrega.htm. It may also be downloaded as from (More+ Tab: <http://rural.nic.in>) or from Google Play at <https://play.google.com/store/apps/details?id=nic.hp.ccmgnrega>. The application is available in English, Hindi, Bengali, Gujarati, Kannada, Malayalam, Marathi, Odia, Punjabi, Tamil, Telugu and Urdu.

13.5.1. The application allows locating already geotagged MGNREGS assets on Indian Space Research Organisation's Bhuvan Map Interface along with their attributes and two photographs using an Android mobile phone. Citizens can use it to locate the assets. There is provision for capturing her/ his feedback on such asset(s). Available features of the app are as follows: -

**i. Pre-User Registration:**

- Background
- About MGNREGA
- Objectives
- Stakeholders
- Ten Entitlements
- Works
- Referring to Friends
- Setting of Preference, for switching between different languages

**ii. Post User Registration:**

- Searching for Assets
- Searching for Nearby Assets, based on User's Current Location
- Providing Feedback on Asset

13.5.2. After downloading and installation of the app in the mobile phone, the user is required to register to carry out search for assets, looking for nearby assets and providing feedback about an asset. The feedback can be submitted, only when the user is within 20 Meters of the asset's geotagged location coordinates. A video on the app is made available at:

<https://www.Youtube.com/watch?v=s9IWUDifkA&feature=youtu.be>.

The States and Union Territories (UTs) are required to popularize the app through its mention in Job Cards (JCs), Citizen Information Boards (CIBs), Wall Writings and Websites. MGNREGS Functionaries, such as Gram Rozgar Sahayaks (GRSs) and MGNREGA Spatial Enumerators (MSEs) should be well versed in its use and

should be involved to carry out mass campaigns and demonstration sessions of the app in Gram Sabhas and other village congregations.

13.6 MIS Report R24.8 - Janmanrega User Registration has been made available on NREGASoft.

## Chapter 14

### Direct Benefit Transfer (DBT) and the Aadhaar Platform

- 14.1 Under Mahatma Gandhi NREGA Direct Benefit Transfer, all payments to the workers are to be credited into the accounts of the workers in the Bank/ Post Offices, unless exempted by the Ministry in special circumstances. The credit may either happen using the banks/ Post office account details or using the Aadhaar number of the beneficiary with which the account may be linked.
- 14.2 The account details of the workers are being updated regularly in the MIS by the States, but in order to make Aadhaar Based Payments (ABP), there is a need for Aadhaar seeding and its mapping at National Payments Corporation of India (NPCI) mapper by the banks. The use of Aadhaar will be strictly in accordance with the order given by the Honourable Supreme Court.
- 14.3 The provisions of Section 7 and 8 of the Aadhaar (Targeted Delivery of Financial and other Subsidies, Benefits and Services Act, 2016 (18 of 2016) are as under:

Section 7 of the Aadhaar Act: *“The Central Government or, as the case may be, the State Government may, for the purpose of establishing identity of an individual as a condition for receipt of a subsidy, benefit or service for which the expenditure is incurred from, or the receipt therefrom forms part of, the Consolidated Fund of India, require that such individual undergo authentication, or furnish proof of possession of Aadhaar number or in the case of an individual to whom no Aadhaar number has been assigned, such individual makes an application for enrolment:*

*Provided that if an Aadhaar number is not assigned to an individual, the individual shall be offered alternate and viable means of identification for delivery of the subsidy, benefit or service.”*

Section 8 of the Aadhaar Act: *“(1) The Authority shall perform authentication of the Aadhaar number of an Aadhaar number holder submitted by any requesting entity, in relation to his biometric information or demographic information, subject to such conditions and on payment of such fees and in such manner as may be specified by regulations.*

*(2) A requesting entity shall—*

- a. unless otherwise provided in this Act, obtain the consent of an individual before collecting his identity information for the purposes of authentication in such manner as may be specified by regulations; and*
- b. ensure that the identity information of an individual is only used for submission to the Central Identities Data Repository for authentication.*

*(3) A requesting entity shall inform, in such manner as may be specified by regulations, the individual submitting his identity information for authentication, the following details with respect to authentication, namely:—*

- a. The nature of information that may be shared upon authentication;*
- b. The uses to which the information received during authentication may be put by the requesting entity; and*
- c. Alternatives to submission of identity information to the requesting entity.*

*(4) The Authority shall respond to an authentication query with a positive, negative or any other appropriate response sharing such identity information excluding any core biometric information.”*

The Hon’ble Supreme Court in its final judgement on Writ Petition 494/2012 dated 26<sup>th</sup> September, 2018 has opined as below:

Insofar as... “(b) subsidies, benefits or services to be given by the Central Government or the State Government, as the case maybe, is concerned, these Governments can mandate that receipt of these subsidies, benefits and services would be given only on furnishing proof of possession of Aadhaar number (or proof of making an application for enrolment, where Aadhaar number is not assigned). An added requirement is that such individual would undergo authentication at the time of receiving such benefits etc. A particular institution/ body from which the aforesaid subsidy, benefit or service is to be claimed by such an individual, the intended recipient would submit his/her Aadhaar number and is also required to give his/her biometric information to that agency. On receiving this information and for the purpose of its authentication, the said agency, known as Requesting Entity (RE), would send the request to the Authority which shall perform the job of authentication of Aadhaar number. On confirming the identity of a person, the individual is entitled to receive the subsidy, benefit or service. Aadhaar number is permitted to be used by the holder for other purposes as well.”

The States/ UTs shall take the following steps:

- a) Complete the Aadhaar based authentication of the beneficiaries covered under MGNREGA.
- b) The beneficiaries who have provided the Aadhaar number but the same has not been validated, such cases may be expeditiously checked and got verified
- c) To address the failures of Aadhaar based authentication, alternative methods for identifying such persons shall be adopted after finding the causes of failure in such cases.

14.4 In order to provide convenient and hassle-free entitlements to the registered workers under the provisions of the said Act, the Department of Rural Development or Panchayati Raj (In-charge Mahatma Gandhi NREGA) shall make all the required arrangements including the following, namely:

- a. Wide publicity through media and individual notices shall be given to applicants or beneficiaries to make them aware of requirement of Aadhaar to work under Mahatma Gandhi NREGA. They may be advised to get themselves enrolled at the nearest enrolment centres available in their areas. The list of locally available enrolment centres shall be made available to them.
- b. In case, the beneficiaries are not able to enroll due to non-availability of enrolment centres in the vicinity, the Department of Rural Development or Panchayati Raj (In-charge MGNREGA) of States Government or Union Territory Administrations is required to create enrolment facilities at the convenient locations and the applicants or beneficiaries may be requested to register their request for enrolment by giving their names with other details, such as, Job card number, address, Bank Account details, mobile number, etc., on a portal and such requests may also be registered with the Gram Panchayat or Block Office.

#### 14.5 DBT Strategy

In order to implement the DBT under Mahatma Gandhi NREGA, the following DBT strategy will be followed in all States/ UTs:

- i. Getting the Mahatma Gandhi NREGA workers enrolled under Aadhaar: Seeding of Aadhaar numbers for all active workers in the Mahatma Gandhi NREGA MIS (NREGASoft).
- ii. Manual verification of all Aadhaar numbers that failed demographic authentication with the UID data by Programme Officer.
- iii. Verification and confirmation of the accounts of all the active workers by referring them to the Bank/Post Office concerned.
- iv. Seeding of the verified Aadhaar number in the Bank/Post Office accounts and placing them on NPCI Mapper after which Aadhaar based payments will be made.

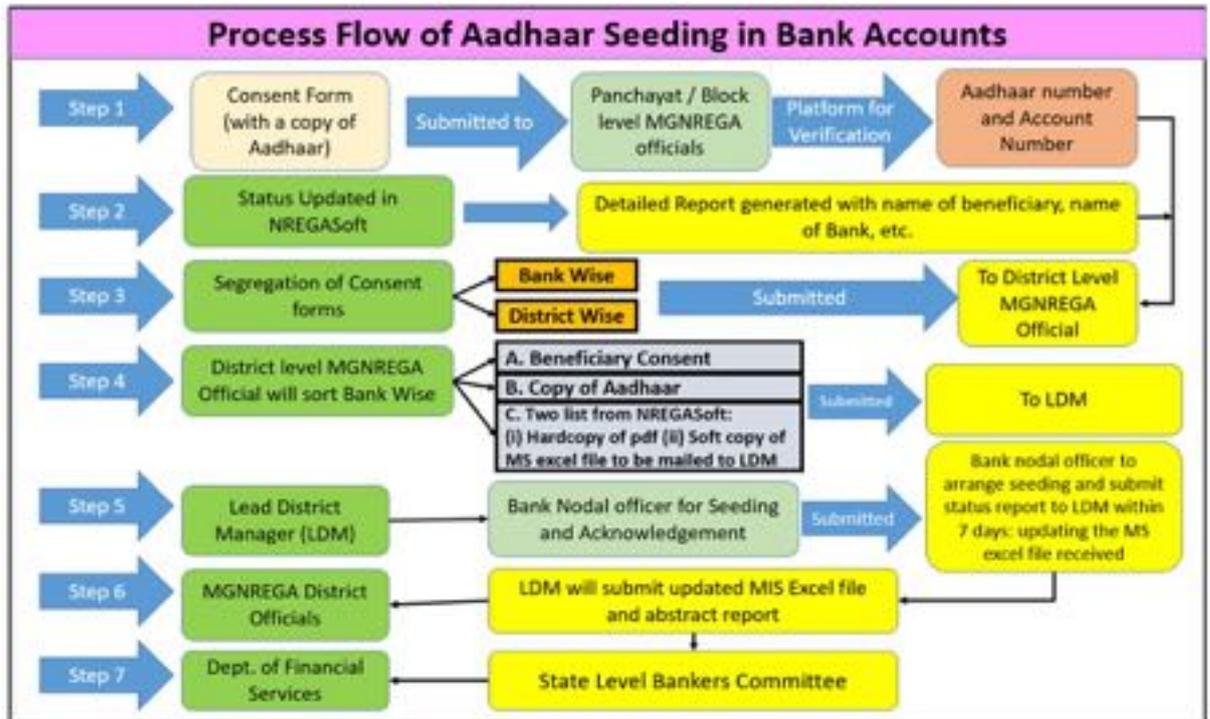
#### 14.6 Step by Step Process of conversion of accounts into Aadhaar Based Payments (ABPS)

- 14.6.1. **Aadhaar seeding in the NREGASoft database:** The Aadhaar numbers of all active workers, enrolled must be seeded in the database. The computer operators in the Block/ Gram Panchayat Office shall be mandated to do the data entry after due verification. The progress of data entry will be displayed on daily basis on the NREGASoft and communicated to the District Programme Coordinators.
- 14.6.2. At the District level, the drive shall be led by the District Programme Coordinators. The State Government shall hold an orientation session with all the District Programme Coordinators to explain the task expected of them.

- 14.6.3. At the Block level, the Block Development Officers/ Programme Officers (BDOs)/ Programme Officers) will be the Charge Officers for this drive. The District Programme Coordinator will be responsible for training the BDOs in conducting the drive.
- 14.6.4. 14.6.4 BDOs / Programme Officers shall entrust the work of collection of Aadhaar details to the Gram Rozgar Sewak concerned.
- 14.6.5. A village-wise report is available on NREGASoft listing the names of active workers whose Aadhaar numbers have not been captured in the database. BDOs will ensure that the report is printed and available with the Gram Rozgar Sewak.
- 14.6.6. At the Gram Panchayat level, the Gram Rozgar Sewak shall be the person to collect the Aadhaar details from the workers.
- 14.6.7. There shall be an orientation and training workshop for the Gram Rozgar Sewaks at the Block level to take up this work. During the workshop, Gram Rozgar Sewaks shall be explained the task and shall also be provided with the list of active workers whose Aadhaar numbers are not available in the database.
- 14.6.8. Gram Rozgar Sewak shall collect the Aadhaar details along with a Xerox copy of the Aadhaar letter or Aadhaar card for comparing at the Block level before data entry.
- 14.6.9. The Gram Rozgar Sewak shall be mandated to do this task in a satisfactory manner.
- 14.6.10. Every weekend, the Gram Rozgar Sewaks shall report back to the Block office along with a list of Aadhaar numbers collected during the week. These meetings shall be held weekly, till saturation is achieved.
- 14.6.11. Manual verification in case of authentication failure by the Programme Officers: The Ministry does demographic authentication of the Aadhaar data seeded in NREGASoft using the Authentication User Agency-Authentication Service Agency appointed by UIDAI and ensures that Aadhaar numbers entered are correct. Wherever the records seeded with Aadhaar numbers fail the demographic authentication, they need to be manually checked for inaccuracies by the Programme Officer or some other senior functionary. This can also be done by physically checking with the workers' Aadhaar letters. There is a report in the MIS for cases waiting/ pending for verification. A list of such numbers is provided in each Programme Officer's login. Programme Officers shall be mandated to complete this verification for active workers. This task may be done on a regular basis.
- 14.6.12. Account Freezing Drive: All bank accounts where the payments are being made shall be verified with the Banks/Post Offices and confirmed in the online database by the Programme Officers, without which no payment can be made. The list of all such accounts that need to be confirmed (frozen) is placed in the Programme Officer's login, and can be printed Bank/Post office wise.
- 14.6.13. Updating Consent Form details in MIS: Each Programme Officer shall ensure that the consent details shared by the Mahatma Gandhi NREGA workers is updated in the NREGASoft.
- 14.6.14. Standard Operating Procedure (SOP) for expediting Aadhaar seeding in Bank Accounts: To expedite Aadhaar seeding and ABP conversion, the SOP has been worked out. This incorporates the process flow for obtaining, submitting and updating Aadhaar seeding consent forms of MGNREGA workers and the seeding of their

Aadhaar number in their bank accounts. The Programme Officer will share details at the district level to the DPC and the DPC will hand over the following to the Lead District Managers (LDMs) for ABPS conversion: -

- a. Beneficiary Consent form duly signed
- b. Copy of Aadhaar of Beneficiary
- c. Two List from NREGA soft (a) Hardcopy of PDF and (b) Soft copy in MS Excel file to be emailed to Lead District Manager (LDM).



14.6.15. **Aadhaar Payment Bridge System (APBS)** - The APBS works only with the accounts which are on Core Banking System (CBS) platform. Under this system, all transfers into accounts are electronic and near real time based on the Aadhaar number of the worker seeded into the bank account of the said worker and mapped on the NPCI mapper. As and when a pay order is released, the NREGASoft shares the files with PFMS; PFMS, in turn, shares the file with the States Sponsor Banks. Then the States Sponsor Bank processes these payments through NPCI, debits the account, credits the beneficiary account and uploads the response file to PFMS. PFMS, then, sends a response file to NREGASoft. It has the capacity to eliminate delays and bring transparency into the payment process.

14.7 The Ministry has established a fully automated system through the central server to bring in APBS that completes the following tasks:

- a. Once the Aadhaar number is seeded in the database, the server automatically checks it with UID database within a period of 7 days, and segregates the confirmed records and the rejected records.

- b. Rejected records are sent to the Programme Officer automatically with a request to re-check the details on the field.
- c. All confirmed records having consent of the workers are sent to banks for seeding and place the data on NPCI mapper.
- d. After a Mapper check, the accounts which are mapped with Aadhaar in bank database are converted to APB system.

## Chapter 15

### Financing Mahatma Gandhi NREGA

#### 15.1 Release of Funds

Section 22 of the Mahatma Gandhi NREGA provides the framework for the funding pattern under Mahatma Gandhi NREGA. Funds will be released to the States/UTs normally in two tranches with more than one instalment in one tranche based on agreed Labour Budget (LB), opening balance, pending liabilities of the previous financial year, if any, and overall performance. The first instalment of first tranche will be released to the States/UTs in 1st half of April, 2019.

The fund release system in Programme Division has been streamlined in FY 2016-17. Three check lists – (A), (B) & (C), have been prepared and shared with the States/ UTs which are to be furnished with fund proposal, under the signature of Commissioner, Mahatma Gandhi NREGA/ Principal Secretary/ Secretary of the Department in-charge of Mahatma Gandhi NREGA.

##### 15.1.1. First Tranche

The first instalment of the first tranche will be released in the first half of April 2019 after adjusting unspent balance available with the districts/States and considering the pending liabilities, if any.

##### Steps to release of first tranche

- a. Once Labour Budget 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 Mahatma Gandhi NREGA based on this information.
- b. Requisition for release of 1st tranche should be accompanied with modified checklist A and B, provisional UC of previous financial year by 5<sup>th</sup> April.
- c. The 1st tranche is estimated based on funds required for initial six months of a financial year (FY) or 50 per cent of the Labour Budget for the State/UT, whichever is lower, minus the opening balance of the State/UT as per MIS. Pending liability shall also be considered.
- d. As MIS reports form the basis of fund release, it is necessary that all expenditure is entered in the NREGASoft. Expenditure not entered in the NREGASoft will result in larger opening balance than what is available and the 1st tranche would be lower by an equivalent amount.
- e. Details of works proposed in the Labour Budget need to be entered into the software and should be from among the approved shelf of projects.
- f. 1st tranche is released to the State Fund subject to submission of the following certificate/documents:
  - i. A certificate to the effect that accounts for all the districts of the State for the FY before 2017 have been examined and settled.

- ii. A certificate indicating satisfactory compliance of Ministry's clarifications/suggestions/ advice/ observations issued from time to time on the implementation of Mahatma Gandhi NREGA in the State/Districts.
  - iii. No mis-utilisation / misappropriation of funds has been noticed, during the year.
- g. 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 centralized e-FMS fund for payments, this would not be required as all implementing agencies would draw from the centralized fund.
  - h. 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 would adversely affect the release of 2nd tranche, as 60% of the available funds within a State are required to be spent before the proposal for 2nd tranche is processed.
  - i. If the States require additional funds for implementation of MGNREGA up to 30th September, the same would be considered based on performance during the period from April to the date of submission of the proposal and funds would be released accordingly.

#### 15.1.2. (a) Instalments under 1<sup>st</sup> Tranche

The quantum of instalments under the first tranche will be based on-

- a. The instalments shall be released for two months at a time depending upon availability of the funds.
- b. The number of persondays projected by States/UTs for the next two months of Labour Budget for FY 2019-20 will form the basis for calculation of instalment amount.
- c. However, the fund released under 1<sup>st</sup> tranche will be well within 50% of total persondays agreed to in the Labour Budget for the year.
- d. Adjustment of unspent balance available with the States/UTs.
- e. Pending liability, which will include excess State share (as per the MIS).
- f. The States would have released the entire State share (cumulative).

#### (b) Second tranche

The 2nd Tranche is released on submission of proposal in the prescribed format by the State and subject to fulfilment of all the prescribed conditions. The proposal can be submitted after a State/UTs/district (in case of Andaman & Nicobar and Goa) has utilized 60 percent of the total available funds. If the proposal for 2nd Tranche is submitted after 1st October, then the Audit Report and Audited UC of the previous financial year is also required. Quantum of funds to be released as part of second tranche depends upon the performance of the State/UT.

State/UT may revise district-wise and month-wise projections of the labour demand within approved LB with prior approval of Programme division head of the Ministry. The 2<sup>nd</sup> Tranche entitlement of the State/UT will be based on revised projection.

The State must ensure that the proposal for the 2<sup>nd</sup> Tranche of funds is received atleast 15 days before the 50% achievement of the Annual labour budget.

### **Steps to release of Second Tranche**

- a. The State/UT/District will submit a consolidated proposal for 2nd tranche along with modified checklist A, B and C, to the Ministry, only after utilizing 60 per cent of total fund available with the State as a whole and compliance of the prerequisites as laid down under Mahatma Gandhi NREGA.
- b. 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 Mahatma Gandhi NREGA and in cases where this has happened; adequate steps have been taken to punish the guilty and recover the embezzled or misappropriated amount.
- c. In case State becomes eligible for release of 2nd tranche after 30th September in a FY, the State will submit a certificate stating that Audit Reports (AR) and Utilisation Certificates (UCs) from all the districts in the State have been received and found to be in order in all respects. A consolidated Audit Report will also be submitted with the proposal.
- d. If there are pending liabilities at the end 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.
- e. Advance State share or loans taken by the State may also be reflected as pending liability in the Utilisation Certificate attached to the proposal.
- f. A certificate stating that all pending audit observations by the auditor have been complied with should be provided along with the fund release proposal.
- g. Detailed Action Taken Report on the complaints forwarded to the State.
- h. The Check list on prerequisites/documents for release of 2nd Tranche of Central share (Annexure -27 of the Operational Guidelines, 2013).

### **15.2 Administrative Expenses**

Up to 6% of the total expenditure under Mahatma Gandhi NREGA in a financial year can be utilized for administrative expenses.

### **15.3 Complaints and fund release**

Section 27(2) of Mahatma Gandhi NREGA, states that, ‘the Central Government may, on receipt of any complaint regarding the issue or improper utilization of funds granted under this Act in respect of any Schemes if prima facie satisfied that there is a case, cause an investigation into the complaint made by any agency designated by it and if necessary, order stoppage of release of funds to the Scheme and institute appropriate remedial

measures for its proper implementation within a reasonable period of time.’

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, is enforced in the manner given below:

### **15.3.1 Standard Operating Procedure on Complaints**

Mahatma Gandhi NREGA Division in the Ministry will look into all complaints received in the Ministry and will segregate it into categories as such: -

- A. 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:
  - i. increasing the number of days of works
  - ii. increasing the wage rate
  - iii. inclusion of new category of works etc.
  
- B. 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 come under this category. These include allegations where no criminal intent is involved, such as delay in completion of works, etc.
  
- C. Complaints relating to ineffective 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 including:
  - i. Non-involvement of Gram Sabha/Ward Sabha in the selection of works
  - ii. Not conducting Social Audits
  - iii. Delay in payment of wages
  
- D. Complaints involving 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:
  - i. Purchase of materials without following applicable financial procedures with the intention of causing wrongful loss to the scheme or wrongful gain to another party
  - ii. Embezzlement of funds/misappropriation of funds, fudging of financial records including duplication of muster rolls, bogus entries, etc.

#### **Action**

- I. Cases pertaining to category (A) may not be referred to the State Government and the Ministry will take the required action in accordance with the provisions of the Act, Rules and accepted policy of the Government.
- II. Cases pertaining to category (B) and category (C) will be referred to the State Government within 15 days of the receipt of the same. The concerned State

- Government will be asked to submit its detailed Action Taken Report based on the result of a spot inquiry within three months of the receipt of reference from the Ministry.
- III. Cases pertaining to category (D) will also be submitted to the State Government within 15 days with the request to submit its Action Taken Report within three months from the date of the receipt of the complaints. However, the Ministry as per the seriousness of the complaints may reduce the period of three months to the time it considers appropriate for submission of Action Taken Report. Alternatively, it may consider the complaint fit to be enquired by a central team, internal audit cell, National Level Monitor or any third party. In all such cases where financial irregularities are established, following measures shall be invariably ensured
- a. Recovery of embezzled fund/, mis-appropriated sum etc.
  - b. FIR against those found guilty,
  - c. Departmental proceedings against those found guilty.
  - d. For Elected officials: (a) Proceedings for disqualification/ termination / recovery should have been initiated under the State Panchayati Raj Act or any other relevant State Act and (b) Recovery should have been ordered by issue of a formal recovery certificate or a written order, if following a due process, recovery is due.
- IV. In cases pertaining to category (D) where State Government fails to act on directives of the Government of India, a decision may be taken by the Government of India with the approval of Secretary (RD) for appropriate remedial action including stoppage of funds under Section 27(2) of the Act.

### **15.3.2 Establishing Complaint Cells in States**

The State Governments should establish a Complaint Cell for looking into all the complaints related to Mahatma Gandhi NREGA.

In the case of use of force, intimidation and other similar action coming to light against complainants/whistle blowers with regard to the implementation of Mahatma Gandhi NREGA or against officers of Enquiry Teams to prevent the same from discharging of official functions, it shall be the duty of the concerned State Government to ensure that:

- a. Prompt initiation of criminal proceedings against acts of violence, intimidation and coercive action as well as registration of separate criminal cases regarding misappropriation of Government money and other issues of corruption.
- b. That adequate security is provided to the complainant/whistle blower and their family members as well as members of the special audit/social audit team by the District Administration.
- c. That a special social audit is conducted by a team from State Government in the Block/Mandal concerned and based on its findings, appropriate steps are initiated to ensure immediate financial recoveries.

- 15.3.3 Notwithstanding the detailed procedure listed above, that 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 Programme Officer/ District Programme Coordinator or State Government.

## Chapter 16

### Skilling and Capacity Building under Mahatma Gandhi NREGA

The capacity building of MGNREGS functionaries and skilling of MGNREGS workers is important for effective implementation of the Programme at one end and for facilitation of MGNREGS workers to break out of cycle of unskilled employment at the other end. The steps being taken towards capacity building of the functionaries and workers are Barefoot Technicians trainings, Project LIFE, Skilling of Masons, training of technical persons on SAKSHAM, capacity building of resource persons of Social Audit Units and of the Village Resource Persons from women SHGs, amongst others. States need to utilise these training/skilling exercises by facilitating coordination with National Institute of Rural Development & Panchayati Raj and the State Institutes of Rural Developments as well as Extension training Centres.

#### 16.1. Barefoot Technicians

Guidelines for identification, training, deployment and payment of Barefoot Technicians

16.1.1. 'Barefoot Technician' is an educated person identified from the local Mahatma Gandhi NREGA worker households or from among the mates/supervisors and specially trained in civil engineering concepts using a customized training module such that she/he, acquires required skills for identification and estimation of works, giving mark-out for works in the field and record measurement of the work done in the Measurement-Book of the Mahatma Gandhi NREGA. Every state/UT government should have a deployment policy for the BFT.

16.1.2. Eligibility: The following shall be the eligibility criteria for selection as BFT:

- a. Shall be from an 'active' (should have worked in current FY and in the last two FYs) worker household/ Mate/Supervisor/GRS.
- b. Shall have 10th standard education at the minimum and the name should figure in the job card of the household.

Preference shall be given to BFTs from the local area. Adequate representation shall be given to SC/ST and Women candidates

#### 16.1.4. Identification:

- a. **Identification of cluster of GPs:** The Programme Officer shall be authorized to identify the areas requiring services of a BFT, which shall be done keeping in view the scope stated above in Para 16.1.1.
- b. **Identification of BFTs for Training:** Subsequent to the identification of area, selection may be done in the following manner.
  - i. The State Government shall adopt appropriate methodology to popularise the project among MGNREGA households.

- ii. All active job card households in the block shall be listed in descending order of the number of days worked in MGNREGA during the current year.
- iii. All willing and eligible candidates from the active worker HHs will be shortlisted for appearing in the screening test. The Mate/Supervisors/ GRS will be considered for the screening test even if they have not worked as an unskilled MGNREGA worker in current year.
- iv. Shortlisting of candidates: At least 3 times of the BFT target for appearing at the Screening test.
- v. Conduct proper Screening test for assessing the candidate's mathematical ability and reasoning skills.
- vi. Candidates scoring 40% and above in the screening test may be shortlisted for training.
- vii. In case, enough number of candidates are not able to achieve 40% of marks, new members from the list prepared based on the number of days of work in MGNREGS, will be used for further shortlisting and subsequent screening.
- viii. Adequate representation of SC/ST/Woman candidates is to be ensured

16.1.5. **Customised Module:** The module for the BFT consists of 12 Learning Units and 1 Trainers Guide. The Learning units are developed in both English and Hindi language. This is available in the Ministry website. The 12 learning units are to be provided free of cost to the BFTs during the training.

16.1.6. **Training:** The candidates so identified shall be sponsored by the State Government with a Commitment to Appoint the person as BFT in case of successful completion of the training programme. The training programme is residential in nature and is of 90 days duration. NIRD will anchor this process and work with the SIRD's/any other institutions as decided by the State Government to deliver the training with the support of the Ministry. The following are the steps to be taken:

- a. State Government to nominate trainers as per following criteria;
  - Education: Bachelor of Engineering/ Bachelor of Technology/ Diploma in Civil Engineering OR Agriculture Engineering OR Water Resource Engineering OR Water Shed Management, etc.
  - Experience in Training: Adequate experience in imparting training (at least 2 years)
  - Well conversant with MGNREGA works and preferably having experience of implementing MGNREGA works
  - Nominations from SIRD's/any other institution may be considered.
- b. Ministry to facilitate Training of Trainers on customised module.
- c. Administration of screening test to select candidates by SIRD/any other institution as decided by the State Government.
- d. Delivery of 90-days training led by at least two trainers at SIRD/any other institution as decided by the State Government as per customised module.
- e. Central Government will bear the cost of the training as per DDU-GKY norms and place funds with SIRDs.

- f. BFTs will be provided stipend of Rs.150/- per day for the entire 90 days duration.

16.1.7. **Certification:** On completion of training, Agriculture Skills Council of India (ASCI) will conduct assessment test and trainees qualifying the assessment test shall be provided certificates confirming to NSQF Level-4.

16.1.8. **Employment:** The State Government will devise guideline for deployment of Barefoot Technicians detailing the terms of engagement. The BFTs shall be deployed in identified cluster of Gram Panchayats keeping in view the Scope of work for BFTs.

Copy of following documents may be treated as pre-requisite before deployment of BFTs:

- i. BFT Certificate issued by NSDC-ASCI conforming to the NSQF Level-04
- ii. 10th Pass Certificate
- iii. MGNREGA Job card of the HH

16.1.9. **Reporting and Monitoring:**

BFTs shall be reporting to the JTA/TA/JE or any other person supervising the technical works, as decided by the State Government. The States may develop their own monitoring format which can be used to assess performance of BFTs against the deliverables/skill levels.

16.1.10. **Terms of Engagement:**

The terms of tenure, remuneration, performance assessment process for BFTs are to be decided by the State Government as deemed appropriate.

16.1.11. **Work entrusted to BFTs:** The tasks of BFTs are fivefold.

- a. Assist TA/JE/AE in identifying the scope and nature of proposed work under MGNREGS w.r.t. identification of works to be taken up under MGNREGS; collection of baseline information (land use, ownership), etc., and making presentation to Gram Sabha.
- b. Assist TA/JE/AE in technical survey and setting out of works, planning and estimating works under MGNREGS by undertaking technical survey, preparation of estimates, drawings, designs, etc., and submitting requisite technical documents before GP/competent authority for taking decisions.
- c. Assist TA/JE/AE in opening of work on advice from GP by helping in preparation of work schedule that documents required material and labour inputs and in update of shelf of works.
- d. Assist TA/JE/AE in supervision/overseeing of work, work site management by ensuring that all appropriate work site facilities are provided and ensuring timely measurement of works.
- e. Assist in maintenance of records and registers under MGNREGS.

16.1.12. **Payment:** The payment of remuneration to BFTs shall be decided by the State Government as deemed appropriate. As the BFTs are skilled persons, the payment

should be as skilled labour and should be met from the material component of work. The payment process will be same as in case of Technical Assistants (TAs).

**16.2. Project Livelihoods in Full Employment under MGNREGA (Project LIFE – MGNREGA)**

It is a convergence initiative to proactively prioritise willing youth from households largely dependent on Mahatma Gandhi NREGA for livelihood, to be supported through skilling programmes by Deen Dayal Upadhaya Grameen Kaushalya Yojana (DDU-GKY), livelihood interventions of Deen Dayal Upadhaya Antyoday – NRLM (DAY-NRLM) and Entrepreneur Development Programmes of Rural Self Employment Training Institutes (RSETI).

16.2.1 The project aims at promoting self-reliance and improving the skill-base of the Mahatma Gandhi NREGA workers and transforming them into confident, fully employed/self-sufficient persons and entrepreneurial entities.

16.2.2 This project will be implemented as per the following strategy:

- i) The Project shall identify the youth in families dependent mostly on Mahatma Gandhi NREGA for their livelihood, skill them/improve their livelihood asset base in convergence with DAY-NRLM, and DDU-GKY.
- ii) Youth in age group of 18 to 35 years (45 years in case of Women, Particularly Vulnerable Tribal Groups, Persons with disabilities, Transgender, Scheduled Castes/Scheduled Tribes and other Special Groups), from the rural HHs whose members have completed at least 15 days of work under Mahatma Gandhi NREGA in FY 14-15, FY 15-16, FY 16-17, FY 17-18, FY 18-19 shall be eligible for livelihood interventions. Priority shall be given to HHs that completed 100 days of work under Mahatma Gandhi NREGA in previous FY.

16.2.3 Registration/Survey shall be carried for 3 broad categories viz.

- I. Skilling for Wages;
- II. Skilling for Self-Employment; and
- III. Livelihood Upgradation.

16.2.4 Registration/Survey shall be the responsibility of Mahatma Gandhi NREGA Commissioners of the States. The Mahatma Gandhi NREGA Commissioners shall officially share the result of the Survey with the State Rural Livelihood Mission (SRLM) of the State in form of the three lists viz.

- 16.2.4.1 List of Youths interested in Skilling for wages,
- 16.2.4.2 List of Youths interested in Skilling for Self – Employment, and
- 16.2.4.3 List of HHs interested in Livelihood upgradation.

16.2.5 In States where Skill as a subject is not under the SRLM, the list of Skilling for wages should be shared with the State Nodal Skills Mission (SNSM)/any other Agency that the State has entrusted with the task of skilling rural youths.

16.2.6 The State Rural Livelihoods Missions (SRLMs) shall be the overall implementing agencies for this project. SRLM shall prepare State Skilling Plans that shall have three separate plans, one for each broad category mentioned above.

The skilling under the 3 categories shall be carried out as per the instructions issued by the Ministry in this regard.

### 16.3. **Capacity building/training of Technical Persons**

State Technical Resource Team (STRT), District Technical Resource Team (DTRT) and Block Technical Resource Team (BTRT) Training programmes under Mahatma Gandhi NREGA have been organised by the NIRD. The prime objective of this training programme is to develop a cadre of identified technical experts in the subject matter of Mahatma Gandhi NREGA implementation in respective States. The States are required to create the DTRTs and BTRTs and impart training through STRTs as per the Action Plan prepared. The Ministry will release funds, calculated as per the same, through NIRD&PR. The training modules are continuously being updated. 'SAKSHAM' module for NRM based planning and design of works has been developed in consultation with National Remote Sensing Centre, Hyderabad and Central Ground Water Board. It has relevant modules on GIS based planning also. The technical persons across all states and UTs need to be capacitated on same.

### 16.4. **Training Need Assessment and Preparation of Annual Capacity Building Plan**

There are around 4.30 lakh functionaries directly involved in implementation of MGNREGS at district, block and Gram Panchayat level. Capacity building of such functionaries based on a scientific assessment of actual requirement of the functionaries based on their job charts along with their perceived task and role is the key to preparation of an effective capacity building plan. The States/UTs are requested to carry out the training need assessment of the functionaries and prepare annual capacity building plan and train them accordingly. In case, States/UTs require the Ministry's intervention for development of any training module, they may seek assistance for the same.

## Chapter 17

### Partnership with Civil Society Organizations

Section 2(g) of the Mahatma Gandhi NREG Act states that, “ ‘implementing agency’ includes any department of the Central Government or a State Government, a Zila Parishad, Panchayat at intermediate level, Gram Panchayat or any local authority or Government undertaking or non- governmental organisation authorized by the Central Government or the State Government to undertake the implementation of any work taken up under a scheme.”

17.1 The role of Civil Society Organisations (CSOs) is facilitating and supporting the administration in implementing Mahatma Gandhi NREGA through the following activities:

17.1.1 Awareness building, demand registration, organisation of Gram Rozgar Diwas, mobilization support and strengthening of the capacity of workers.

17.1.2 Training and support for capacity building at the National, State, District, Block and sub- block levels.

17.1.3 Facilitating the approval of the shelf of projects in Gram Sabha/Ward Sabha at the Gram Panchayat.

17.1.4 The Ministry has directed that the engagement of Civil Society Organisations in actual implementation of the Act and making them directly responsible to generate persondays is undesirable. It was advised that Civil Society Organisation/NGOs should remain in a facilitating role.

17.2 Civil Society Organisation/NGOs involved in facilitating role should have signed up in the NGO-partnership (NGO-PS) Portal of the NITI Aayog with all self-declared details and should have obtained a Unique ID. This Unique ID should be mandatorily quoted in proposals by the NGO. All registered NGOs should update their database in the Portal every year.

17.3 Among the registered NGOs, the State Programme Coordinator (SPC)/Commissioner, Mahatma Gandhi NREGS may identify the eligible ones for engagement. The framework of the partnership must clearly detail out area of operation, deliverables, timelines and financial arrangements. The State Programme Coordinator (SPC)/Commissioner, Mahatma Gandhi NREGS is responsible for creating an enabling environment for a collaborative engagement with the Civil Society Organisation.

17.4 The interface of Civil Society Organisation with the implementation architecture is critical to enable the Civil Society Organisation’s discharge of their responsibilities at all levels. Such an engagement should list the accountability of both the administration and the Civil Society Organisation.

17.5 Community Based Organisations (CBOs) and village organisations (VOs) such as SHGs, watershed committees etc. are critical to the implementation of Mahatma Gandhi NREGS at grassroot level. The activities that CBOs may be engaged in are:

- 17.5.1 Supporting the micro-level planning for the Panchayati Raj Institutions in planning processes, including Mission Antyodaya.
- 17.5.2 Facilitating the Social Audit process by assisting in the identification of Village Social Auditors and working as volunteers.
- 17.5.3 Concurrent community monitoring on work site as well as through the active participation in the Gram Panchayat functioning.
- 17.5.4 Facilitating the organisation of Labour Groups to coordinate the registration of demand and redressal of grievances as people's collective.

## Chapter 18

### Awards under Mahatma Gandhi NREGA

18.1 Mahatma Gandhi NREGA Annual Awards are presented during ‘The Award distribution function of the Ministry of Rural Development every year. The tentative categories of awards are as under:

| Level                 | Number of Categories |
|-----------------------|----------------------|
| State                 | 8                    |
| District              | 4                    |
| Block                 | 3                    |
| Gram Panchayat        | 2                    |
| Others (Sponsor bank) | 1                    |

| District awards  | Financial Inclusion awards  |
|--|---|
| <b>Effective initiatives/innovation in Mahatma Gandhi NREGA administration</b> | Excellence in Mahatma Gandhi NREGA Administration (Financial Inclusion) given to the Department of Posts and Banks. |

The name of the different categories of awards are as under:

| State Awards                                | District Awards                            | Block awards | Gram Panchayat level awards |
|---|--|--------------|-----------------------------|
| 1. Convergence and Livelihood Augmentation. | ---  | ---          | ---                         |
| ---   | 1. For Effective implementation of MGNREGA | ---          | ---                         |

|   |   |   |   |
|---|---|---|---|
| ---   | ---                                     | ---                                       | 1. Best performing Gram Panchayat/ Sarpanch in the implementation of MGNREGS. |
| 2. Transparency and accountability                  | ---                                     | ---                                       | ---   |
| 3. Initiatives under Geo-MGNREGA                    | 2. For Geo-MGNREGA initiative           | 1. GIS Asset Supervisor (GAS) of the year | 2. MGNREGA Spatial Enumerator (MSE) of the year                               |
| 4. Timely Payment generation (T+8 Days)             | 3. Timely Payment generation (T+8 Days) | 2. Timely Payment generation (T+8 Days)   | --  |
| 5. Implementation of Good Governance initiatives    | --                                      | --  | --  |
| 6. Highest Work Completion                          | 4. Highest Work Completion              | 3. Highest Work Completion                | --  |
| 7. Implementation of Mission Water Conservation/NRM | --                                      | --  | --  |
| 8. Implementation of SECURE                         | --                                      | --  | --  |
| 9. Others (Sponsor bank ) – Timely wage payment     |   |   |   |

18.2 New initiatives like GIS based planning etc., which has seen the development across nation in the financial year 2018-19, has been proposed to be added as a category for the year 2019-20 MGNREGA Awards.

**18.3 For State level awards: Convergence and Livelihood Augmentation, Transparency and accountability, Implementation of Good governance.**

For District level awards: Effective implementation of MGNREGS (Maximum 3 districts/State to be recommended): The State Governments will initiate the process of inviting nominations for State and District awards as per the requirement intimated to them by the Ministry. The nomination should be scrutinized by the State Screening Committee, and the duly recommended nominations should be forwarded for the consideration of the Award Committee constituted by the Ministry.

For Block level, Gram Panchayat Level awards and award to sponsored banks for timely payment of wages, selection will be done by the Award Committees constituted by the Ministry based on the data available in NREGASoft.

**18.4 The overall framework and scheme for awards will be uploaded on the Mahatma Gandhi NREGA website: [nrega.nic.in](http://nrega.nic.in).**

## Chapter 19

### Research under Mahatma Gandhi NREGA

MGNREGA is the largest wage employment programme in the world and has been operational for more than a decade now. The Programme's implementation has been critically scrutinised over the years by various stakeholders including citizens, civil society organizations, policy makers, academic and research organizations etc. Research works particularly carried out by independent agencies on various aspects of MGNREGA implementation have been critical for both a post-facto evaluation as well as mid-course correction. The Ministry has anthologised and meta-analysed more than 60 such studies in two compilations of Sameeksha- I & II which are available on NREGA website.

The cost of research studies may be incurred through the 6% administrative expense of the State under MGNREGA. Also, State-specific procedures for a transparent selection of research / academic agencies as per standard guidelines may be carried out for commissioning the research studies.

**19.1 Two-pronged strategy to strengthen the domain of research and impact evaluation studies:** To strengthen the domain of research studies for MGNREGA, two-pronged strategy has been adopted. Firstly, each state is to commission research studies on two selected themes within their scope and articulate priorities. Secondly, NIRD&PR will act as the nodal agency for the research projects to be taken up by the Ministry

Scope and Objective: The broad aims of the Research Studies can include:

- a. Evaluation on the program's effectiveness and efficacy against the objectives of the Act.
- b. Critical Assessments of the policies, processes and operational bottlenecks with suitable recommendations.
- c. Assessment of the projects like the Barefoot Technicians, Project Life etc.
- d. Assessment of some of the bigger state initiatives like river rejuvenation to learn on their impact on regional economy as well as ecology.
- e. Performance assessment of the various institutions under the Act.
- f. Documentation of the best practices and scalable models.

## Chapter 20

### Key Functionaries and their Roles

As per Section 18 of the MGNREGA, 2005, “*the State Government shall make available to the District Programme Coordinator and the Programme Officers necessary staff and technical support as may be necessary for the effective implementation of the scheme. The professional support for MGNREGA needs to be deployed across Gram Panchayat, Block, District, State and Central level.*”

#### 20.1. Gram Panchayat Level

The implementation of MGNREGS involves considerable organizational responsibilities at the Gram Panchayat level. To ensure that these are effectively discharged by the Gram Panchayat, ‘Employment Guarantee Assistant’, or ‘Gram Rozgar Sahayak’ (GRS), or any equivalent designation in the local language can be deployed. GRS should be engaged exclusively for MGNREGS and her/his functions should be distinct with that of Panchayat Secretary. The responsibilities of the GRS are as follows:

- a. Creating awareness by organizing periodic Rozgar Diwas;
- b. Ensuring that all vulnerable households and communities are surveyed to seek their willingness to work under MGNREGS;
- c. Ensuring the process of registration, distribution of job cards, provision of dated receipts against job applications, allocation of work to applicants, etc.;
- d. Facilitating Gram Sabha meetings and social audits;
- e. Ensuring Integrated Natural Resource Management practice in planning and execution of works;
- f. Recording attendance of labour every day either himself/herself or through the mate in the prescribed Muster Rolls at the worksite;
- g. Timely submission of filled Muster Rolls for processing the payments;
- h. Ensuring that Group mark outs are given at work site for every groups of labourers, so that the workers know the output required to be given to earn wage rate every day;
- i. Ensuring that all Mates attend worksites on time and take roll calls/attendance in prescribed muster roll at worksite only;
- j. Maintaining all MGNREGS-related documents like 7 registers, Case records at the Gram Panchayat level and ensuring that these documents are conveniently available for public scrutiny. The worker’s Job Card should also be regularly updated;
- k. Ensure worksite facilities like Medical aid, drinking water and shade. In case the number of children below the age of six years accompanying the women working at any site is five or more, then a crèche is required to be provided. One of such women worker shall be made to depute to look after such children. She will be paid wages equal to the prevalent wage rate paid to the unskilled worker. The expenditure will be separately recorded;

- l. Facilitating geo-tagging of assets created under MGNREGS;
- m. “GRS” will ensure awareness of various features of the Janmanrega a Citizen Centric Mobile Application to all the stakeholders in the Panchayat. This App can be downloaded from the following link:  
<http://nrega.nic.in/netnrega/Janmanrega.htm>

## 20.2. Technical Assistant

The Technical Assistant (TA) will assist the GP in identifying and conducting measurement of works. The TA should be appointed for a cluster of villages, depending on the potential labour demand. TA will report to the GP, CFT and PO. The TA should be a generalist with an understanding of the MGNREGA processes and be well versed with various MGNREGS works.

He/she should be trained in estimating and measuring works pertaining to watershed development, natural resource management, agriculture, horticulture and so on. The following will be the important responsibilities of a TA:

- a. Identification of works type as per the Gram Sabha resolution on works.
- b. Preparation of estimates for works in standard prescribed templates.
- c. Capturing measurements on a weekly basis for all the works taken up within three days after muster rolls are closed.
- d. Be Responsible for work quality.
- e. Maintenance of measurement books.
- f. Mentoring mates, BFT’s and GRSs on measurement and quality of works.
- g. Building technical capacities of mates, BFT’s and GRSs.
- h. Responsible for making GIS based planning of the GP under his control.

## 20.3. Block Level

Programme Officer (PO) not below the rank of the Block Development Officer (BDO) should be appointed at the Block level. The Programme Officer will be a full-time dedicated officer, and acts as a coordinator for Mahatma Gandhi NREGS at the Block level.

The primary responsibility of the PO is to ensure that anyone who applies for work gets employment within 15 days. Other important functions of the PO are:

- i) Consolidating, after scrutiny, all project proposals received from GPs into the Block Plan and submitting it to the District Panchayat for scrutiny and consolidation.
- ii) Matching employment opportunities arising from works within the Block Plan with the demand for work at each GP in the Block.
- iii) Ensuring baseline surveys to assess work demand.
- iv) Identification and planning of works, facilitating in the planning, feasibility, site selection and execution of natural resource management works.
- v) Monitoring and supervising implementation of works taken up by GPs and other implementing agencies within the Block.
- vi) Ensuring prompt and fair payment of wages to all labourers and payment of unemployment allowance in case employment is not provided on time.

- vii) Maintaining proper accounts of the resources received, released and utilized.
- viii) Redressing grievances within the Block. The PO shall enter every complaint in a complaint register and issue dated and numbered acknowledgement. Complaints that fall within the jurisdiction of the PO, shall be disposed of by the PO else referred to concerned authority after preliminary enquiry within seven days under intimation to the complainant.
- ix) Registration of MGNREGA Special Enumerators (MSE) and moderation of photographs for geo tagging.
- x) Ensuring all the required information and records of all implementing agencies such as 7 Registers, GS resolution, Case Records, action taken report on previous social audits, grievance or complaints register are regularly updated.
- xi) Ensuring conduct of social audits and following up on required actions.
- xii) Ensuring any other documents that the Social Audit Unit (SAU) requires to conduct the social audit processes are properly collated in the requisite formats; and provided along with photocopies to the SAU for facilitating conduct of social audit at least fifteen days in advance of the scheduled date of meeting of the Gram Sabha.
- xiii) Liaison with Banks and Post Offices for opening up of new accounts, Aadhaar seeding and making regular and timely payments to labour.
- xiv) Organise formal monthly meetings with civil society organizations (CSOs) involved in facilitating MGNREGS implementation in the block.
- xv) Facilitation and ensuring for preparation of GIS based plan of the GP in the block.
- xvi) Popularising Janmanrega a citizen centric mobile application in all the GPS of the block. The App can be downloaded from the following link:  
(<http://nrega.nic.in/netnrega/Janmanrega.htm>)
- xvii) The PO is accountable to the DPC. The PO and staff under him/her will be held responsible for carrying out their responsibilities and will be liable for action under the provisions of Section 25 of the MGNREG Act, 2005.

#### **20.4. District Level**

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 project added at block and district level is presented again for ratification and fixing priority by concerned GS(s) before administrative sanction is accorded to them.

- v) The DPC will ensure that the Natural Resource Management component of Labour Budget of MGNRGS is essentially made part of the District Irrigation Plan (DIP).
- vi) Identify possible avenues for convergence with other schemes to ensure better outcomes.
- vii) Ensure timely processing of FTOs for payments.
- viii) Ensure wage-seekers are provided work as per their entitlements under this Act.
- ix) Review, monitor and supervise the performance of the POs and all implementing agencies in relation to MGNREGS works.
- x) Conduct and cause to be conducted periodic inspection of the works in progress and verification of Muster Rolls.
- xi) Ensure that First Information Report (FIR) is filed in every case in which there is prima facie, evidence of misappropriation or financial irregularity.
- xii) Appoint Project Implementation Agencies (PIAs) throughout the district, keeping in mind that for at least 50% of value of works, the PIAs need to be GPs.
- xiii) Carry out responsibilities as given in Schedule II related to grievance redressal.
- xiv) Coordinate an Information Education and Communication (IEC) campaign for MGNREGS within the district.
- xv) Develop annual plans for training and capacity building of various stakeholders within the district.
- xvi) Submit periodic progress and updates to the State Government.
- xvii) Ensure that social audits are done in all GPs once in six months and ensure follow up action on social audit reports.
- xviii) 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.
- xix) 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, geo tagging of completed assets are entered in NREGASoft/ Bhuvan at every required stage. Information regarding completion of work should be entered in as soon as possible but in any case, not later than 30 days from the time of physical completion.
- xx) Ensure that all required entries in NREGASoft are made by all concerned officials including the line departments, in the district.
- xxi) Ensure proper preparation of GIS based plans in all the GPs of the District. The GIS plans are expected to be sufficient to saturate the GP with the permissible works of MGNREGS.
- xxii) Ensure that shelf of works are drawn from the GIS based plan of the GP after following due process of MGNREGS.
- xxiii) Ensuring popularisation of Janmanrega a citizen centric mobile application in all the Blocks/GPs of the district.

## Chapter 21

### Software for Estimate Calculation Using Rural rates for Employment (SECURE)

#### 21.1 Introduction

SECURE (Software for Estimate Calculation Using Rural rates for Employment) is customized version of the software PRICE (Project Information and Cost Estimation), which was used in PWD, Government of Kerala for preparation & approval of Estimates. The NIC Kerala developed the SECURE software as per requirement of The Mahatma Gandhi NREGA and the same was being used by Kerala for preparation of estimates.

A committee was constituted for discussion on the alignment of MGNREGA wages, keeping the divergence and commonality in Schedule of Rates by the Ministry under the Chairmanship of Additional Secretary, MoRD. The committee deliberated the aforementioned topics in the three meetings held on 1<sup>st</sup> May 2017, 28<sup>th</sup> June 2017 and 27<sup>th</sup> July 2017. It was decided by the committee that the Work Estimation Module developed by NIC Kerala would be shared with other States/UTs for their feedback in a workshop at Trivendram, Kerala. In the meeting all the States and UTs unanimously decided to adapt SECURE for generating estimate of all the MGNREGA work and the software will be customized with state specific workflow and rates.

The scope of the estimate-preparing module was to develop a workflow based web application comprising of estimate preparation, generation of AS & TS slip for Mahatma Gandhi NREGA works on the estimate preparation platform (SECURE). The estimates are based on the standard rates of items entered for State/ District or Block and linked to standardised specification of various types work. The estimates are being made on SECURE platform, and the approval (TS/AS) are being accorded online. The activity details, AS & TS details are being entered in the NREGAsoft through web services from SECURE platform (no manual entries of details).

#### 21.2 Benefits of SECURE

##### 1. **Time efficient Process:**

When estimates were made manually, there were no standardized templates for making estimates. So for preparation of a new estimate, replication of the estimate of the same work, or revision of any estimate was a time consuming process. The manual process of making it was prone to mistakes as well. Through SECURE, the process has been standardized through provision of templates and also the entire process of estimate preparation and record keeping is online. Once the estimates are prepared, the technical and administration approvals can also be accorded online in SECURE software. The prepared estimate are not required to be physically carried to various approval authorities. Therefore this makes the process of approval faster.

##### 2. **Easily Traceable:**

Work estimates are created online and it is available on the SECURE platform in the login of all the users, which can be accessed anytime by authorized users. Further, the

user can see the status of the estimation of any MGNREGS work.

### 3. **Increased Transparency & Accountability:**

The details of estimate creators and approver at each and every stage from updating/changing Local Market Rates (LMR) entries, generating SoR, creating the estimate, and approving/rejecting estimate is being captured and same can be accessed at any point of time. This makes the process more transparent and enhances accountability of all stakeholders in the process of estimation.

### 4. **Reports and Analysis:**

Various reports can be generated in SECURE such as Abstract, General Abstract, Activity Abstract, Detailed Estimate, which can be used to analyze the estimate made with variables.

## 21.3 **Stakeholders & Skills required**

The following are the Stakeholders involved in the process:

- a. **State NREGA Cell:** The State Mahatma Gandhi NREGA Cell will be responsible for implementation and monitoring of the software. A team in the State Cell will be responsible for troubleshooting with the NIC. Capacity building of State Cell officials should be ensured before using the software. The State NREGA cell will be responsible for the user management module of SECURE.
- b. **District level:** All users at district level who are part of the estimate creation and sanctioning (wherever approval authority is at district level) must be familiar with the stages and processes involved in the implementation of Mahatma Gandhi NREGA works. The commissioner in charge MGNREGS of the State shall ensure capacity building of all officials before using this software.
- c. **Block level:** All users at block level that are part of the estimate creation and sanctioning (wherever approval authority is at block level) must be familiar with the stages and processes involved in the work estimation and approval process of Mahatma Gandhi NREGA. They must know the basic computer skills and Internet surfing. The DPC shall ensure capacity building of all block officials before using this software. They should also be trained before using this software.
- d. **Gram Panchayat:** All the users in Gram Panchayat who are part of the estimate creation and sanctioning (wherever approval authority is at GP level) process should have experience of using computers and Internet. Proper training should be imparted to all users before using this software. The PO shall ensure capacity building of all Gram Panchayat officials before using this software. They must have a clear understanding of the system for creating estimates and the processes involved for approval within the system.

### 21.3.1 **System requirement**

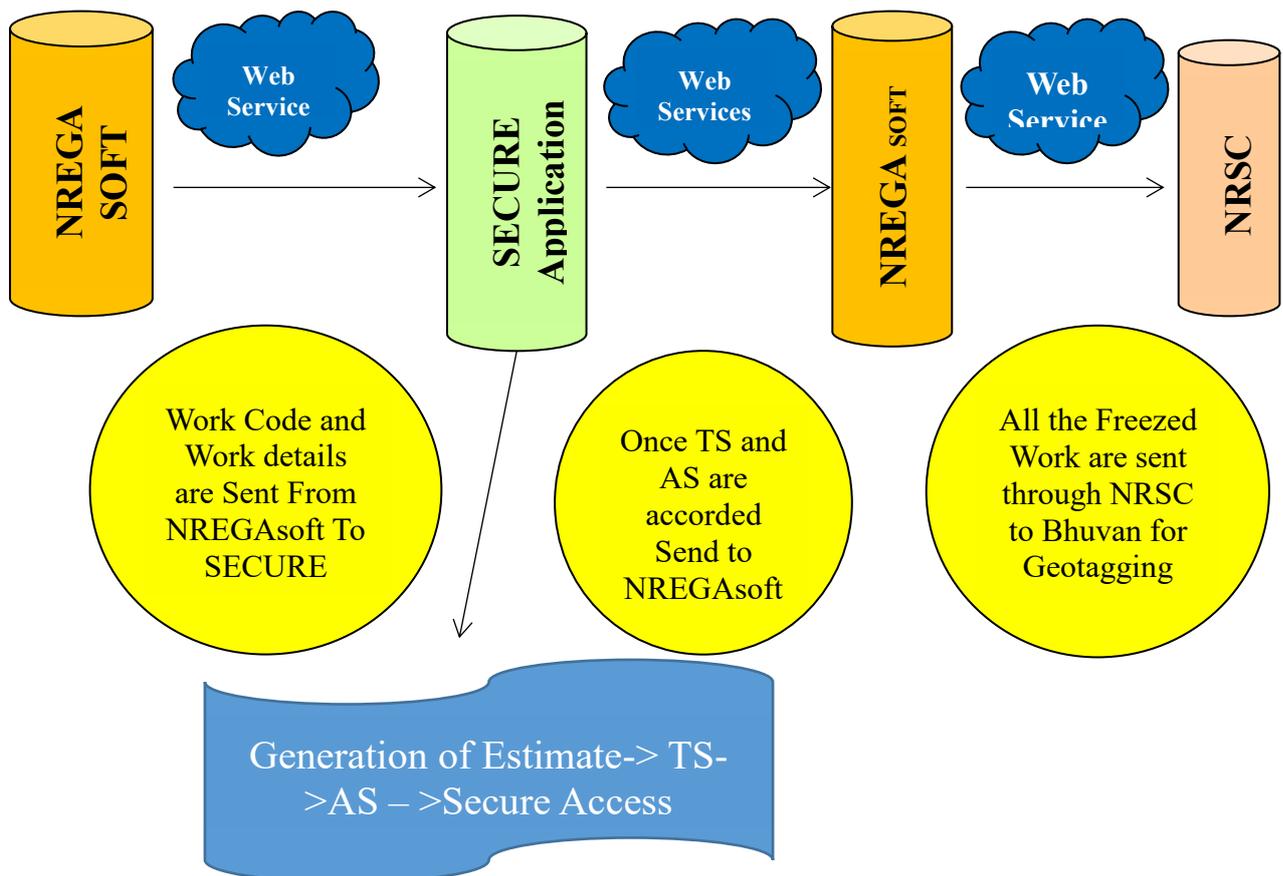
Basic system requirement for SECURE is a computer system with internet connectivity. The software is compatible with all types of operating systems such Windows, iOS etc.

It can be accessed through any browser like Internet Explorer, Google Chrome, Mozilla Firefox, Safari etc.

## 21.4 Overview of SECURE

### 21.4.1 Workflow (NREGAsoft to SECURE to Bhuvan)

When the proposed work is entered on NREGAsoft, it is sent to SECURE platform through web services. The work is made available on SECURE at the estimate creator account after logging in. The estimate creator is to create the estimate online, and upload site map, relevant drawings and photograph of the site (before the start of the work). Once the estimate is created, estimate creator has to send estimate for 1<sup>st</sup> level approval (either technical or administrative depending on State/UT approved workflow). After according the 1<sup>st</sup> level of approval, it can be sent for 2<sup>nd</sup> level approval (either administrative or technical). After the 2<sup>nd</sup> level of approval, all activities, AS/TS details of the work are being sent to NREGAsoft through web services. NREGAsoft captures all the necessary data and DPR is frozen automatically. From NREGAsoft, the freezed work are being sent to Bhuvan and made available for geotagging.



## **21.4.2 User Access Levels**

### **1. GP Level Users:**

GP level Accredited Engineer/ Overseer / Technical Assistant / Junior Engineer / Nirman Sahayak/ Assistant Engineer / Panchayat Secretary/ Sarpanch (Gram Pramukh).

### **2. Block Level Users:**

Block Programme Officer / Assistant Engineer/ Accredited Engineer / Technical Assistant / Junior Engineer

### **3. District level Users:**

DPC (District Programme Coordinator), Executive Engineer/District level Engineer, Assistant Executive Engineer/Assistant Engineer

### **4. State level Users:**

Commissioner/Director MGNREGA, Superintendent Engineer, Chief Engineer

### **5. Admin Users:**

State & District admin users of the respective State/UT

## **21.5 Activities in SECURE**

### **21.5.1 Works received from Mahatma Gandhi NREGA MIS through Web Services**

After the approval of Shelf of Works, the work details like work name and work code are received in SECURE from Mahatma Gandhi NREGA MIS, which will be available for Users to create estimates.

### **21.5.2 User Management**

Users can be created at different levels to execute tasks like creating/approving estimates, according to responsibility and power given as per the workflow provided by respective State/UT.

### **21.5.3 LMR/SoR/Specification Creation**

The States/UTs may have a common SoR or different SoR for District or Block level. There will also be some of the local items not specified in the standard material list, which may be used in execution of work and they may be entered as Local Material/Market Rates (LMR) while making estimates. There is provision of making new LMR entries, generating SoR in the SECURE.

### **21.5.4 Estimate creation**

The estimates are prepared online by Junior Engineer/Technical Assistant at Gram Panchayat/Block Panchayat/District Panchayat level for each work which is received from NREGAsoft MIS. Estimates are prepared based on State/UT specific SoR specific data. The detailed estimates, drawings, sketch, data analysis, material list, photograph

of the worksite are forwarded for according Technical and Administrative sanction as per the State/UT specific workflow.

### **21.5.5 Recalculation**

Whenever the Local Market Rate / SoR changes, the estimates that are already prepared and are in the process of approval, will have to be recalculated before getting the AS/TS approval. If the changes are made manually, it is a time consuming process; SECURE simplifies this process with a single click in the system. It will automatically recalculate the estimate as per revised LMR/SoR entries.

### **21.5.6 Online Approval**

Designated persons for Technical sanction and Administrative sanction can check and approve the estimate accorded to their level.

### **21.5.7 Estimate Search**

The search feature enables the officers to find the status of the estimates prepared by the engineer and the file history.

### **21.5.8 Administration**

The module for user creation, office management, and data entry of LMR/SoR, data entry of State specific data and uploading news & Government Orders will be managed by MGNREGA Cell of States/UTs.

## **21.6 Creating Estimates**

### **21.6.1 LMR/ SoR / Specification Creation**

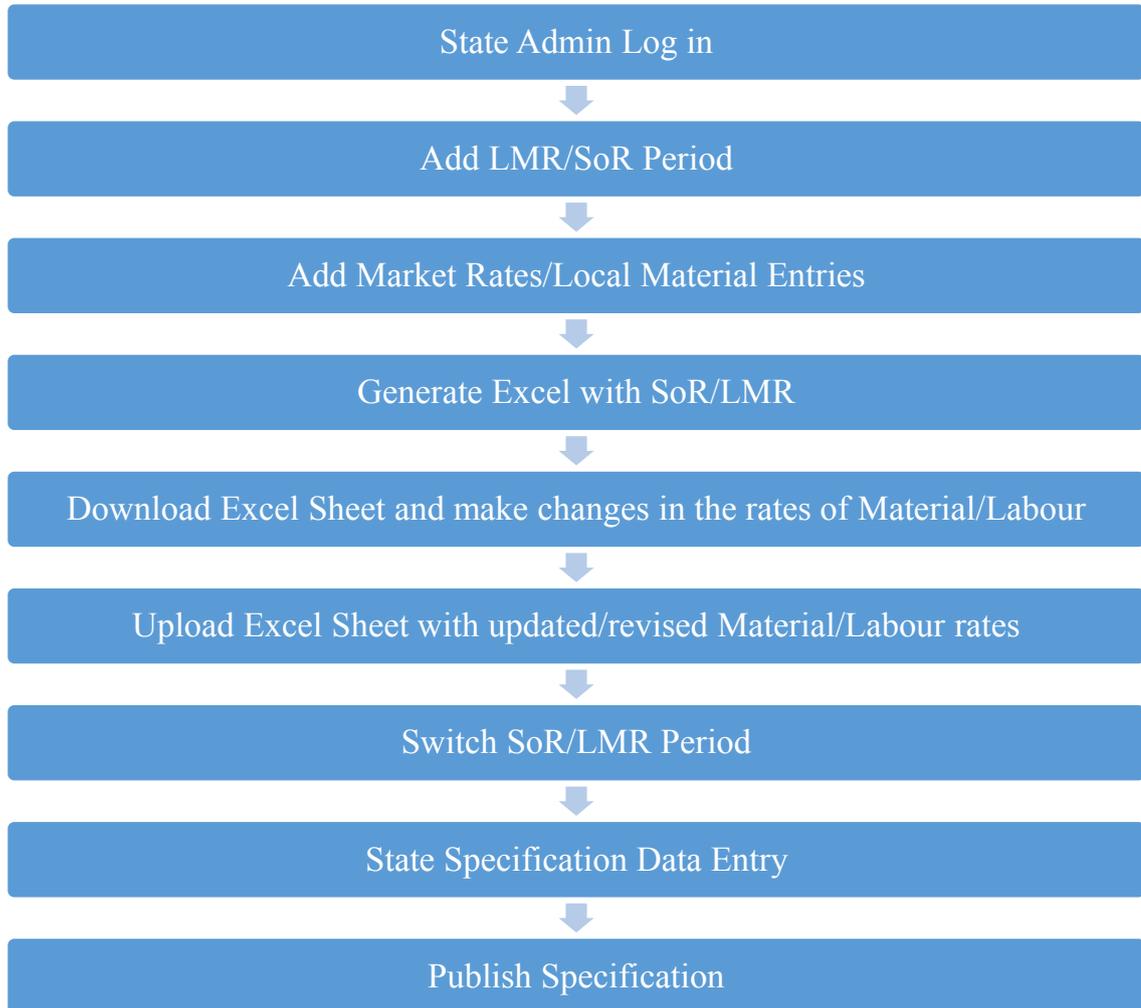
The States/UTs have the option to maintain Schedule of Rates (SoR) either for the State or districts/block wise.

The various heads of SoR are as follows:

- 1) Hire Charges
- 2) Labour (Unskilled, Semi-skilled and Skilled)
- 3) Materials (Market rates of standard materials)
- 4) Local Market Rates (LMR) (Market rates of local material)
- 5) Carriage Codes
  - ✓ Rates of items available in the list can be changed as per State, district or block.
  - ✓ Three unskilled labour i.e 0113 Chowkidar, 0114 Beldar, 0115 Coolie rates should not be entered, These rates will be automatically taken from the notified labour rate of the States for the Financial year.

- ✓ There is also space for Local Material/Market Rate (LMR), which can be entered, as per the requirement.

### 21.6.2 Work Flow of SOR Updating/LMR Entry

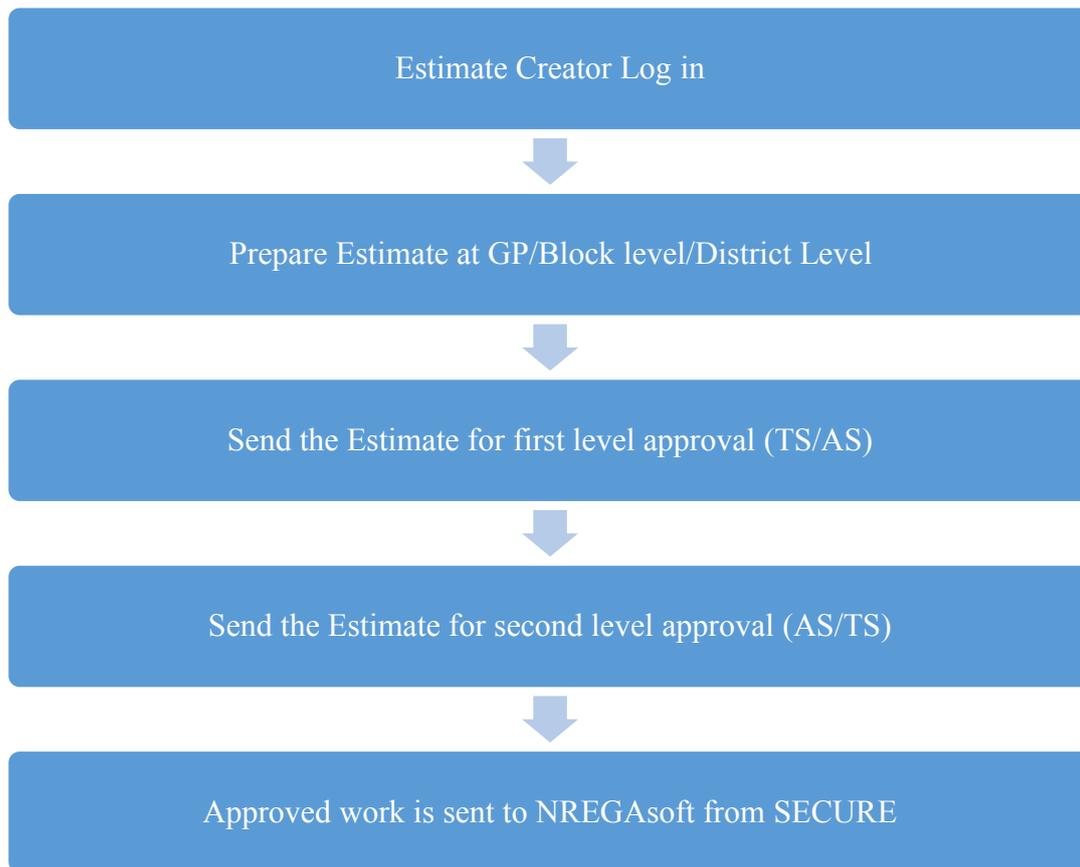


It should be noted that,

- 1) Once LMR/ SoR is uploaded, the item rates cannot be updated till the assigned SOR period is completed.
- 2) The specification once entered, published and used in the estimate, can not be unpublished, edited or deleted.

### 21.6.3 Estimate Creation

Once entries regarding rates of machinery, labour & material are made and specifications are generated, the estimate creator can create the estimates by adding activities and measurements of the work. The flow from the estimate creator to its final level approver is provided in SECURE as per the procedure reported by the States. As per the requirement of the States, the estimate creation process will be designed. The generic estimate creation process is as under:



There are options of Templates available for Estimate creator at the time of creating estimate. The templates are created at State admin level. The template of the estimates can be converted as Normal & Freeze Templates. Normal Templates can be taken for reference while creating the estimate and also can be modify as per the work requirement while using, whereas freeze template are the Estimate template which are standard templates created by State admin and can be directly used by estimate creators without any modification in that. Freezed templates cannot be modified while using it for estimate creation. These templates work as knowledge base and it can be used multiple time by estimate creators. These templates makes the estimate creation process easier even for untrained engineers.

#### **21.6.4 Estimation of Spill Over Works**

There are often many works which were started in the last financial year but could not be completed before end of the financial year. The estimate of these works have to be recalculated based on the new unskilled wage rate of MGNREGA published by Gazette of Government of India applicable from 1<sup>st</sup> April of the current financial year. Material rate/semi-skilled/skilled labour component will not be changed. SECURE provides feature to recalculate the estimate of spill over works using ‘Move to Spill over’ button, which will be enabled at second stage approver level as per the State workflow type.

There are two cases; a button will get enabled in the Estimate Creator Login

- i. If the work flow type is first AS then TS (AS –TS), then Move to Spill Over button will get enabled in the TS approved folder.
- ii. If the work flow type is first TS then AS (TS –AS), then Move to Spill Over button will get enabled in the AS approved folder.

#### **21.6.5 Project Monitoring System - PMS**

Project Monitoring System Module of SECURE is to keep online track of all project-related queries and issues, identifying potential problems and taking corrective actions. This enables monitoring and management of projects and to meet the specified deadlines.

#### **21.6.6 Reports on NREGAsft**

In the MIS there is a Report available R.24, which show the status of the number of works available at District, Block and GP level at various stages.

#### **21.6.7 Previous year's work Module**

There might be some works of previous financial year with first approval accorded that needs to be taken up in current financial year. The Estimates of these works needs to be recalculated with the revised Notified wage rate of MGNREGA for unskilled workers. Such works will be available at 'State admin' login where State admin can cancel the first approval (either technical or administrative depending on State/UT approved workflow). This approval-cancelled work will be available for recalculation in respective Estimate creator's login. This Approval cancelled works will be made available in 'Draft estimates' folder of Estimate creator.

## Chapter 22

### Planning of works under MGNREGS using Geospatial Technology

In the era of science and technological advancement, there is an urgent need that the works under MGNREGS should be taken up in a scientific manner. The systematic development of land, harnessing of rainwater following watershed principles (ridge to valley approach) and creation of income generating assets should become the central focus of MGNREGS works. To achieve this objective, planning of works under MGNREGS should be done using advanced technologies viz. Geographical Information System (GIS) and Remote Sensing (RS). The GIS is a computer-based tool for mapping and analyzing the geographic terrain and offers scientific choices of development works suitable to the area. This technology integrates common database operations such as query and statistical analysis with the unique visualization and geographic analysis benefits offered by the maps.

All the States/UTs were directed to prepare GIS based Plans in saturation mode for 2 Gram Panchayats per Block by 30<sup>th</sup> April 2019 and to prepare shelf of works from the GIS based Integrated Plan during FY 2019-20. This would ensure that sufficient quantum of funds reach the Gram Panchayat to lift it out of the vicious circle of poverty.

The planning process under MGNREGS using GIS technology is explained as under:-

#### 1. Collection of Information

To ensure a comprehensive and inclusive planning approach under MGNREGS, the primary /spatial data i.e. existing water bodies, land use/land cover etc. is complimented with secondary/non-spatial data i.e. analysis of economic, environmental and social aspects, including water-budgeting etc. Having such a GIS based Integrated Action Plan of GP (saturation mode of permissible works under MGNREGS) lays the foundation for works to be implemented year after year, based on an agreed strategy for quick and accurate implementation. Following are the essential datasets required: -

##### (a) Primary/Spatial Data:

###### i. Topo-sheet & Cadastral maps

These maps are prepared on a fairly large scale. The topo-sheets are based on precise surveys conducted by the Survey of India, Dehradun. They show general surface features in detail both natural and cultural. Principal topographic features depicted on these maps are relief, drainage, swamps and lakes, canals, forests, villages, towns, means of transport like roads and railways etc. Cadastral maps are drawn to register the ownership of landed property by demarcating the boundaries of fields, buildings, and are especially prepared by governments to realize land revenue and property taxes. These maps are not available in digitized forms. It needs to be digitized to bring them in a GIS platform, which can easily be done using an open source GIS software.

- ii. Remote Sensing (RS) data sets/images\*  
Remote sensing data is a collection of datasets about the earth surface from a distance, typically from aircraft or satellites. These datasets are processed and provide wide range of information about the earth service. NRSC is the sole agency providing satellite datasets in India.
- iii. Topographic Datasets\*  
Topography dataset involves the recording of relief slope and terrain, the three-dimensional quality of the surface, and the identification of specific landforms, which is very important to incorporate for the ridge to valley approach for planning of works. It provides information about the slope and elevation of the area.
- iv. Land Use/Land Cover Datasets\*  
Land cover/Land use data documents, how much of a region/area is covered by forests, wetlands, impervious surfaces, agriculture, and other land and water types. Land use indicates the use of landscape – whether for development, conservation, or mixed uses. Data for most of the country is available at the NRSC Bhuvan Portal at a scale of 1:50,000 for the Year 2011-12. If one wishes to dwell at larger resolutions, the processing has to be done.
- v. Geology\*  
Geology describes the structure of the Earth beneath its surface, and the processes that have shaped that structure. It also provides tools to determine the relative and absolute ages of rocks found in each location, and also to describe the histories of those rocks. This data is essential before taking up planning of NRM works. The geomorphology information is very useful for planners e.g. soil/rock type, lineaments which is available at the NRSC's Bhuvan Portal.
- vi. Watershed and Drainage Information\*  
During rains the water infiltrates into the soil and is stored in its pores. When all the pores are filled with water, the soil is said to be saturated and no more water can be absorbed, hence the water starts flowing down the slopes forming drainage lines. Watershed is a geo- hydrological area of land that drains all the streams and drainage lines to a common outlet. Information about the watershed and catchment area tells about the drainage of water in the area which is very valuable while developing a water conservation plan. It provides for holistic approach of planning of works.
- vii. \*Information is freely available for most of the states at ISRO's Bhuvan portal

**(b) Secondary/Non- Spatial Information**

- i. Socio-Economic profile (Source: Census)  
Updated information about demography (using socio-economic data from census) is used for further detailing of MGNREGA plan for wage employment potential - addresses concerns of vulnerable HHs for the purpose of social inclusion and go beyond currently enrolled card holding families.

- ii. MGNREGS Profile (Source: NREGASoft)
 

The MGNREGS performance varies based on local conditions and the effective use of the delivery mechanism from state to state– this helps to track the scale of work demanded earlier and to divide the planned works into phases accordingly.
- iii. Completed & On-going Works (Source: NREGASoft)
 

Assessment and listing of the works completed in the GP under MGNREGA, IWMP and other state specific schemes so far, before new ones are taken up. It gives valuable information about the existing assets, which is essential to be considered while planning.
- iv. Natural Resource Profile (Source: Revenue Inspector/Patwari)
 

It includes information of land use, which cannot be assessed by satellite imageries: e.g. common lands, forests, pastures, degraded and wastelands etc. shows existing land-use, condition of lands which will enable planning of interventions for specific requirements of community.
- v. Natural Resource based Livelihood Profile (Source: State Agriculture Department Website)
 

It includes the following: -

  - Crop Areas Information: The information regarding the cropping pattern of the area helps in planning agricultural and allied activities for supporting local livelihoods.
  - Livestock Census: Livestock rearing is a major livelihood option in most of the rural areas and complements agriculture. Livestock rearing potential is estimated in order to understand the water & fodder requirements for livestock rearing in a specific area.
  - Status of Irrigation facilities-Ground Water: The major thrust of mission water conservation is to address water scarcity in general and irrigation deprivation in particular; hence it is important to document the current scenario related to irrigation.
- vi. Water Profile (To be calculated after entering the GP information in automated excel sheet available in ‘Downloads’ at e-Saksham course module in NREGASoft)
  - Water budget: It is prepared based on water availability, water requirements, run-off volumes and storage capacity. Accordingly, GP arrives at values of deficit or surplus water and makes decisions about enhancing water-harvesting capacities through MGNREGS interventions as mandated in Mission Water Conservation (MWC).
  - Drinking Water Requirement: It is important to consider drinking water requirement of the GP while assessing the water profile of the GP.
  - Water Requirement for Crops (all seasons): The major water demanding sector is agriculture and crop water requirements helps GP in arriving at the volume of water utilized for irrigation purposes and defining deficiency or surplus of storage of surface water as well as groundwater

recharged. It also indicates the nature of interventions required for bringing about water use efficiency.

- vii. Water Run-off (to be calculated using automated excel sheets)

It is important to collect the information about water run-off. Strange’s table method from Samarthaya Technical Training Manual (MGNREGA), will be used to estimate the available volume of rain water in GP’s areas.

- viii. Stored Water in Harvesting Structures (Source: to be calculated using automated sheets available at e-Saksham)

Assessment of water availability in existing old structures leading to proposing the required number of structures to establish water sufficiency.

**2. Consultative process with available statistical & spatial information for identifying potential work & sites under MGNREGS**

The data from various sources collected will be taken to the GP for discussion. It will include the following: -

- a. The consultative process is organized at hamlet, ward, village and GP level for participatory planning.
- b. The planning team consisting of block and GP functionaries along with Gram Sabha members will hold meetings for concept seeding using secondary information collected with the villagers to understand the objectives and process for developing GIS based Integrated Action Plan at village/ ward level.
- c. Simplified thematic print outs of maps/images shown using a projector will be used for rational and scientific identification of potential works along with their sites.
- d. Identified works will be analyzed on economic, environmental and social aspects, before prioritization.

**3. Development of Key Thrust areas and Works for GPs**

**(a) Compilation of Thrust Areas for GIS Based Integrated Action Plan**

The thrust areas have to be identified so that those works are selected that would result in creation of productive assets with measurable output, in terms of enhanced livelihoods of the poor and the vulnerable. Planning team along with Gram Sabha members will now compile and tabulate the works, as per the following table:

| Thrust Areas for GIS based Integrated Action Plan under MGNREGS |                   |                        |                            |
|---|-------------------|------------------------|----------------------------|
| S. No   | Work/<br>Category | Required Interventions | Priority<br>(1 to 5 Scale) |
|   |                   |                        |                            |

**(b) Identification of beneficiaries for individual assets**

All the individual beneficiaries as per Para 5 of the Schedule I of the MGNREGA Act should be surveyed for assessing the requirement of the individual assets. Thereafter, identified individual assets should be captured under GIS based Integrated Action Plan. All the planned individual assets must be mapped using a GPS device.

**(c) Draft GIS based Integrated Action Plan Development**

GIS based Integrated Action Plan is expected to be sufficient to saturate the GP under the permissible works of MGNREGS. The works identified under the plan may be much more the capacity of the GP to implement them in one year. The identified works must be taken up in phases, so that the GPs are saturated in the coming 3 years.

Based on the Spatial, Non-Spatial data collected and Thrust Areas identified by the Gram Panchayat, a GIS based Integrated Action Plan is prepared under MGNREGS for forthcoming years using Geospatial tools. It is a draft plan prepared using limited field knowledge of the planner; it is necessary to validate it on ground. Therefore, a GPS/Differential-GPS (DGPS)/GIS mobile application will be used to verify proposed site locations and the coordinates (Longitude & Latitude) of the identified potential works are collected. The proposed works will be then tabulated, as per following table:

| <b>Proposed GIS Based Integrated Action Plan under MGNREGS</b> |                 |               |              |                     |           |          |                   |
|--|-----------------|---------------|--------------|---------------------|-----------|----------|-------------------|
| S. No.   | Name of Village | Work Category | Name of Work | Implementing Agency | Longitude | Latitude | Expected Outcomes |
|  |                 |               |              |                     |           |          |                   |
|  |                 |               |              |                     |           |          |                   |

The **Draft GIS based Integrated Action Plan in the form of a Map** with identified locations of the proposed works collected using GPS will be overlaid on the satellite imagery or a base map.

**4. Discussion of draft GIS based Integrated Action Plan in Gram Sabha**

The Draft GIS based Integrated Action Plan will be placed before the Gram Sabha and their suggestions will be noted for finalization of the plan.

**5. Approval of GIS based Integrated Action Plan in Gram Sabha and its Implementation**

The modified GIS based Integrated Action Plan of GP after incorporating the suggestions of Gram Sabha, will be placed for approval in Gram Sabha. After the approval of Integrated Action Plan and prioritization of work by Gram Sabha, Annual Action Plan (shelf of work) will be derived for taking up works for one year. The GIS based Integrated Action Plan will be reviewed annually, for incorporating necessary changes.

The identified works must be phased in such a manner so that the GPs are saturated in the next 3-4 years. State should take shelf of works from the works identified in plan.

**6. Documentation of GIS based plan at the Gram Panchayat**

A file comprising the following to be maintained at the GP Level:-

- i. Study Area (Map)  
A map showing the GP as Study Area along with highlighted Block, District and State
- ii. Village Profile  
It will indicate the current status of the village highlighting population, expenditure, major issues of the villages etc. It should include pictures from the GP showing the current situation.
- iii. GIS based Plan(Map)  
The GIS based plan in the form of a Map with identified locations of the works overlaid on the satellite imagery or a base map.
- iv. List of Identified Works  
List of works to be undertaken along with their work category and geo-coordinates (Latitude/Longitude)
- v. All the above data/plan should be uploaded on NREGASoft