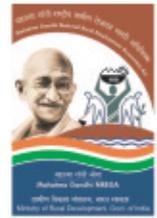




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MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE ACT, 2005 (MAHATMA GANDHI NREGA)

OPERATIONAL GUIDELINES 2013

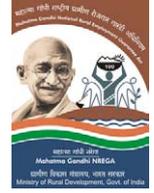
4th Edition



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



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CHAPTERS

1 Mahatma Gandhi National Rural Employment Guarantee Act

A Paradigm Shift

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

1.1 MANDATE

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

1.2 GOALS

- i) Social protection for the most vulnerable people living in rural India by providing employment opportunities
- ii) Livelihood security for the poor through creation of durable assets, improved water security, soil conservation and higher land productivity
- iii) Drought-proofing and flood management in rural India
- iv) Empowerment of the socially disadvantaged, especially women, Scheduled Castes (SCs) and Schedules Tribes (STs), through the processes of a rights-based legislation
- v) Strengthening decentralised, participatory planning through convergence of various anti-poverty and livelihoods initiatives
- vi) Deepening democracy at the grass-roots by strengthening Panchayati Raj Institutions
- vii) Effecting greater transparency and accountability in governance

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

1.3 COVERAGE

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

1.4 A PARADIGM SHIFT

- i) The MGNREGA has given rise to the largest employment programme in human history and is unlike any other wage employment programme in its scale, architecture and thrust. Its bottom-up, people-centred, demand-driven, self-selecting, rights-based design is distinct and unprecedented.
- ii) The MGNREGA provides a legal guarantee for wage employment.
- iii) It is a demand-driven programme where provision of work is triggered by the demand for work by wage-seekers.
- iv) There are legal provisions for allowances and compensation both in cases of failure to provide work on demand and delays in payment of wages for work undertaken.

- v) The MGNREGA overcomes problems of targeting through its self-targeting mechanism of beneficiary selection, that is, a large percentage of poorest of the poor and marginalized seek employment under the Scheme.
- vi) The Act incentivises States to provide employment, as 100 per cent of the unskilled labour cost and 75% of the material cost of the programme is borne by the Centre.
- vii) Unlike the earlier wage employment programmes that were allocation-based, MGNREGA is demand-driven and resource transfer from Centre to States is based on the demand for employment in each State. This provides an additional incentive for States to leverage the Act to meet the employment needs of the poor.
- viii) There is also a concomitant disincentive for failing to provide work on time, as the States then bear the cost of the unemployment allowance.
- ix) Gram Panchayats(GPs) are to implement at least 50 per cent of the works in terms of cost. This order of devolution of financial resources to GPs is unprecedented.
- x) Plans and decisions regarding the nature and choice of works to be undertaken, the order in which each work is to be triggered, site selection etc. are all to be made in open assemblies of the Gram Sabha(GS) and ratified by the GP. Works that are inserted at Intermediate Panchayat(IP) and District Panchayat(DP) level have to be approved and assigned a priority by the GS before administrative approval can be given. The GS may accept, amend or reject them.
- xi) These decisions cannot be overturned by higher authorities, except to the extent of ensuring conformity with the provisions of the Act and its Operational Guidelines.
- xii) This bottom-up, people-centred, demand-driven architecture also means that a great share of the responsibility for the success of the MGNREGA lies with wage-seekers, GSs and GPs.
- xiii) MGNREGA also marks a break from the relief programmes of the past towards an integrated natural resource management and livelihoods generation perspective.
- xiv) Social audit is a new feature that is an integral part of MGNREGA. Potentially, this creates unprecedented accountability of performance, especially towards immediate stakeholders.
- xv) An Annual Report prepared by the Central Employment Guarantee Council (CEGC), on the outcomes of MGNREGA is required to be presented annually by the Central Government to Parliament. Likewise, the annual reports prepared by State Employment Guarantee Councils (SEGC) are to be presented to State Legislatures by the State Governments, facilitating oversight by elected representatives.

The radically new character of the programme, requires innovative approaches for effective implementation. This will ensure that the novel elements of the MGNREGA are realised appropriately on the ground; at the cutting-edge level of its implementation. These Operational Guidelines have been issued to facilitate this compliance.

1.5 FORMULATION OF EMPLOYMENT GUARANTEE SCHEMES

The Scheme formulated by the State Government, shall provide for the minimum features specified in Schedule I. Persons employed under any State Scheme made under the Act shall be entitled to minimum facilities listed in Schedule II of the Act.

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

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

2 Key Stakeholders- Roles and Responsibilities

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

1. Wage seekers
2. Gram Sabha (GS)
3. Three-tier Panchayati Raj Institutions (PRIs), especially the Gram Panchayat (GP)
4. Programme Officer at the Block level
5. District Programme Coordinator (DPC)
6. State Government
7. Ministry of Rural Development (MoRD)
8. Civil Society
9. Other stakeholders [viz. line departments, convergence departments, Self-Help Groups (SHGs), etc.]

2.1 VILLAGE LEVEL

2.1.1 Wage Seekers

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

- i) Application for registration
- ii) Obtaining a Job Card (JC)
- iii) Application for work and to obtain a dated receipt for the application made
- iv) Choice of time and duration of the work applied for
- v) Getting work within fifteen days of application or from the date when work is sought in the case of an advance application, whichever is later
- vi) Facilities of crèche, drinking water, first aid etc. on the work site.
- vii) Right to get 10% extra wage in case of employment provided beyond 5 km of radius.
- viii) Right to check their Muster Rolls (MRs) and to get all the information regarding their employment entered in their JCs
- ix) Disbursement of wages will be made on a weekly basis or in any case not later than a fortnight after the date on which such work was done.
- x) 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 in the case of an advance application, whichever is later.
- xi) Medical treatment in case of injury in the course of employment including cost of hospitalization if required and ex gratia payment in case of disability or death in the course of employment.

2.1.2 Gram Sabha

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

- i) It recommends works to be taken up and is the final authority to determine the order of priority in which works will be initiated under MGNREGA.
- ii) Monitor the execution of works within the GP.
- iii) It is the primary forum for conduct of social audits. It provides a platform to all residents to seek and obtain all relevant information from all the Implementing Agencies including GP in relation to MGNREGA works implemented in the GP area.

2.1.3 Ward Sabha

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

2.1.4 Gram Panchayat (GP)

The GP is the pivotal body for planning and implementation. Where Part IX of the Constitution does not apply, local councils/authorities as mandated by the State concerned will be invested with corresponding responsibilities. Programme Officer (PO) is required to allot at least 50 per cent of the works in terms of cost to the GPs for implementation. The GP is responsible for the following activities:

- i) Receiving applications for registration
- ii) Verifying registration applications
- iii) Registering households
- iv) Issuing Job Cards(JCs)
- v) Receiving applications for work
- vi) Issuing dated receipts for these applications for work
- vii) Allotting work within fifteen days of submitting the application or from the date when work is sought in the case of an advance application, whichever is later, irrespective of the implementing agency
- viii) Conducting periodical surveys to assess demand for work
- ix) Identification and planning of works, developing shelf of projects including determination of the order of their priority. This list is forwarded to Programme Officer for scrutiny and preliminary approval
- x) Executing works that shall meet the required technical standards and measurements
- xi) Maintaining records as specified in Chapter 10
- xii) Maintaining accounts and providing utilization certificates in formats prescribed by Central/ State Govt.
- xiii) Prepare annually a report containing the facts and figures and achievements relating to the implementation of the Scheme within its jurisdiction and, copy of the same to be made available to the public on demand and on payment of such fee as may be specified in the Scheme
- xiv) Awareness generation and social mobilization.
- xv) Convening the GS for planning and social audit
- xvi) Make available all relevant documents including the Muster Rolls, bills, vouchers, measurement books, copies of sanction orders and other connected books of account and papers to the GS for the purpose of conducting the social audit
- xvii) Monitoring implementation at the village level

xviii) Pro-actively disclosing, as given in **Para 13.7**, following information:

- a. At worksites as per **Annexure -1**
 - Details of works both completed and on-going (including wages paid and material component).
- b. At GP Offices and other prominent public places as per **Annexure -2**
 - Names of persons (with JC numbers) who have worked, days worked and wages paid to them in the format.
 - Quantity and price of materials purchased for each project along with name of agency which supplied the material.

xix) Providing all information specified in Audit of Schemes Rules to the Social Audit Unit.

2.2 BLOCK LEVEL

2.2.1 Programme Officer (PO)

The PO acts as a coordinator for Mahatma Gandhi NREGS (MGNREGS) 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) Monitoring and supervising implementation of works taken up by GPs and other implementing agencies within the Block
- v) Ensuring prompt and fair payment of wages to all labourers and payment of unemployment allowance in case employment is not provided on time
- vi) Maintaining proper accounts of the resources received, released and utilized
- vii) 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, including any complaints concerning the implementation of the Act by a GP shall be disposed of by the PO within 7 days, as prescribed under Section 23(6) of the Act. In case a complaint relates to a matter to be resolved by any other authority, the PO shall conduct a preliminary enquiry and refer the matter to such authority within seven days under intimation to the complainant.
- viii) Ensuring conduct of social audits and following up on required actions.
- ix) Ensuring all the required information and records of all implementing agencies such as JC register, employment register, work register, GS resolution, copies of the sanctions (administrative or technical or financial), work estimates, work commencement order, Muster Roll issue and receipt register, Muster Rolls, wage payment acquaintance, materials – bills and vouchers (for each work), measurement books (for each work), asset register, action taken report on previous social audits, grievance or complaints register.
- x) 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 GS.
- xi) Setting up Cluster-Level Facilitation Teams (CFTs) to provide technical support to GPs within each Cluster of GPs

- xii) Facilitating technical support to Gram Panchayats by CFTs
- xiii) Liaison with Banks and Post Offices in opening up of new accounts and making regular and timely payments to labour. Liaison between GPs and Block as also between Block and District for all correspondence and communication
- xiv) Organise formal monthly meetings with civil society organizations (CSOs) involved in facilitating MGNREGS implementation in the block

At the Block level Executive authorities such as Tehsildar/Block Development Officer are often designated as PO. These authorities are required to discharge their responsibilities as PO's in addition to their normal duties. In some cases, this would prevent them from discharging responsibilities assigned under MGNREGA effectively. It is therefore, suggested that for Blocks that have high concentration of SC/STs/landless labourers and are likely to have more demand for MGNREGA works should have a dedicated PO for MGNREGA. The dedicated PO should not be assigned responsibilities not directly related to MGNREGA.

The PO is accountable to the DPC. The PO and staff under him/her will be held responsible for not carrying out their responsibilities and will be liable for action under the provisions of Section 25 of the Act.

2.2.2 Intermediate Panchayat

The function of the Panchayat at intermediate level shall be, to:

- i) Approve the Block level Plan for forwarding it to the district Panchayat at the district level for final approval;
- ii) Supervise and monitor the projects taken up at the Gram Panchayat and Block level;
- iii) Carry out such other functions as may be assigned to it by the State Council, from time to time.
- iv) Where Part IX of the Constitution does not apply, local Councils/authorities as mandated by the State concerned, will be invested with these responsibilities.

2.3 DISTRICT LEVEL

2.3.1 District Programme Coordinator (DPC)

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

- i) Assist the DP in discharging its functions
- ii) Receive the Block Panchayat plans and consolidate them along with project proposals received from other implementing agencies for inclusion in the District Plan for approval by the DPs
- iii) Accord timely sanction to shelf of projects
- iv) Ensure that any new projects added at block and district level are presented again for ratification and fixing priority by concerned GS(s) before administrative sanction is accorded to them.
- v) Ensure timely release and utilization of funds
- vi) Ensure wage-seekers are provided work as per their entitlements under this Act.
- vii) Review, monitor and supervise the performance of the POs and all implementing agencies in relation to MGNREGA works
- viii) Conduct and cause to be conducted periodic inspection of the works in progress and verification of Muster Rolls

- ix) Ensure that First Information Report(FIR) is filed in every case in which there is *prima facie*, evidence of misappropriation or financial irregularity.
- x) Appoint Project Implementation Agencies (PIAs) throughout the district, keeping in mind that for at least 50% of value of works, the PIAs need to be GPs
- xi) Carry out responsibilities as given in Schedule II related to grievance redressal
- xii) Coordinate an Information Education and Communication (IEC) campaign for MGNREGA within the district
- xiii) Develop annual plans for training and capacity building of various stakeholders within the district
- xiv) Submit periodic progress and updates to the State Government
- xv) Ensure that social audits are done in all GPs once in six months and ensure follow up action on social audit reports
- xvi) Ensure that all transactions including issue of JCs, recording of applications for work, allocation of work, generation of wage slips and Fund Transfer Orders (FTOs), entries relating to work performed, delayed payment of wages, and unemployment allowance are made through NREGAssoft only.
- xvii) Ensure that all entries relating to works such as details of the shelf of works, GPS coordinates , status of implementation, photographs of works at three different stages are entered in NREGAssoft at every required stage. Information regarding completion of work should be entered in as soon as possible but in any case no later than 2 months from the time of physical completion.
- xviii) Ensure that all funds received by Implementing Agencies and District level authorities including Panchayats are posted in NREGAssoft no later than two days of receipt of such funds.
- xix) Ensure that all required entries in NREGAssoft are made by all concerned officials including the line departments, in the district

2.3.2 District Panchayat

DPs are responsible for:

- i) Consolidation of Annual Block Plans (within the District) into a District Plan
- ii) Adding any inter-block work that according to them will be a good source of employment
- iii) Monitoring and supervision of the MGNREG Scheme in the District
- iv) Carry out such other functions as may be assigned to it by the State Council, from time to time.

2.4 STATE LEVEL

2.4.1 State Employment Guarantee Council

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

- i) Advise the State Government on the implementation of the Scheme
- ii) Review the monitoring and redressal mechanisms and suggest improvements
- iii) Evaluate and monitor the Scheme within the State
- iv) Recommend the proposals of works to be submitted to the Central Government under para 1B (xvi) of Schedule I of the Act.
- v) Promote widest possible dissemination of information about this Act and the Schemes under it
- vi) Prepare the annual report to be laid before the State Legislature by the State Government.

2.4.2 State Government

Responsibilities of the State Government include:

- i) Make Rules on matters pertaining to State responsibilities under Section 32 of the Act
- ii) Develop and notify the Rural Employment Guarantee Scheme for the State
- iii) Set up the SEGC
- iv) Set up a State level MGNREGS implementation agency/ mission with adequate number of high calibre professionals
- v) Set up a State level MGNREGS social audit agency/directorate with adequate number of people with knowledge on MGNREGA processes and demonstrated commitment to social audit.
- vi) Establish a State Employment Guarantee Fund (SEGF)
- vii) Ensure that the State share of the MGNREGS budget is provisioned for and released into the SEGF in the beginning of the financial year so that it can be used as a revolving fund
- viii) Ensure that full time dedicated personnel, wherever required, are in place for implementing MGNREGA, specially the Employment Guarantee Assistant (Gram Rozgar Sahayak), the PO and the staff at state, district and Cluster level
- ix) Delegate financial and administrative powers to the DPC and the Programme Officer, as is deemed necessary for the effective implementation of the Scheme
- x) Establish a network of professional agencies for training, technical support and for quality-control measures
- xi) Regular review, research, monitoring and evaluation of MGNREGS processes and outcomes
- xii) Ensure accountability and transparency in the Scheme at all levels
- xiii) Generate widest possible awareness about MGNREGA across the State
- xiv) Ensure that civil society organisations involved in mobilising MGNREGA workers are able to formally meet State, district and block level officials in a formal setting at least once a month
- xv) Ensure compliance with all processes laid down in Act, Rules and guidelines.

2.5 CENTRE LEVEL

2.5.1 Central Employment Guarantee Council

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

- i) Establish a central evaluation and monitoring system;
- ii) Advise the Central Government on all matters concerning the implementation of the Act
- iii) Review the monitoring and redressal mechanism from time to time and recommend improvements required
- iv) Promote the widest possible dissemination of information about the Schemes
- v) Monitoring the implementation of this Act;
- vi) Preparation of annual reports to be laid before Parliament by the Central Government on the implementation of this Act.

2.5.2 Ministry of Rural Development (MoRD)

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

- i) Make Rules under the Act
- ii) Issue Operational Guidelines for the effective implementation of the Act
- iii) Review list of permissible works under MGNREGA in response to demands of State Governments
- iv) Constitute the CEGC
- v) Set up National Employment Guarantee Fund
- vi) Set up National Management Team (NMT) within the Department of Rural Development to perform the national-level functions under MGNREGA
- vii) Make budgetary allocation and ensure timely release of Central share
- viii) Maintain and operate the MIS to capture and track data on critical aspects of implementation, and assess the utilization of resources through a set of performance indicators
- ix) Support and facilitate use of Information Technology (IT) to increase the efficiency and transparency in implementation of the Act
- x) Facilitate technical support and capacity building to improve outcomes
- xi) Support innovations that help in improving processes towards the achievement of the objectives of the Act
- xii) Monitoring, Evaluation and Research on the performance of MGNREGA
- xiii) Empanel agencies that can be used by State Governments as PIAs for implementation of MGNREGA works and determine the percentage value of funding that can be given to them to meet their administrative costs.

2.6 CIVIL SOCIETY

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

2.7 OTHER STAKEHOLDERS

Other important stakeholders include:

- i) Members of Social Audit Unit, Vigilance and Monitoring Committees
- ii) Technical Staff of implementing agencies
- iii) Departments with whom MoU has been signed for convergence with MGNREGA, viz, Ministry of Agriculture, Ministry of Forest & Environment, Ministry of Water Resources, Department of Rural Development, Department of Land Resources and Ministry of Drinking water and Sanitation.
- iv) Departments which stand to benefit from MGNREGA like Agriculture, Water Resources/Irrigation, Forest etc.

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

The State may ensure compliance of the provisions of the Act. Any person contravening the provisions will be liable under Section 25 of the Act.

3 Job Cards, Demand for Work and Unemployment Allowance

The single most important and distinguishing feature of Mahatma Gandhi NREGA (MGNREGA), from employment programmes of the past, is the provision of work on demand by wage-seekers and work provided as their legal right. Most of the previous employment programmes ensured jobs when governments decided to provide work, not when people demanded work. On the contrary, MGNREGA is a demand driven public wage employment programme where works are opened and jobs offered whenever there is a demand for work (*jab kaam maangege, tab kaam khulega*). This requires that the implementers pay very close attention to generating awareness among potential wage-seekers and set up systems that facilitate and rigorously record registration for work, issuance of Job Cards and applications on demand for work.

3.1 THE PROCESS OF ISSUE OF JOB CARDS

The Job Card is a key document that records workers' entitlements under MGNREGA. It legally empowers the registered households to apply for work, ensures transparency and protects workers against fraud.

3.1.1 The Act has been in operation for the last six years in many parts of the country and since 2008-09, in all the districts of the country. Most of the eligible households would have already been registered under the Act. However, there may be some households who did not seek registration earlier as they were not aware of their entitlements or were denied and therefore have not been registered. There would be another category of households who would like additional names to be entered on account of one or more member having become adult(s). There would be yet another category whose details were entered wrong in MIS database.

- ii) To ensure that the above mentioned three categories are registered, a door-to-door survey should be undertaken by each GP every year to identify eligible households who have been missed out and wish to be registered under the Act. It needs to be ensured that this survey is held at that time of the year when people have not migrated to other areas in search of employment or for other reasons. The PO will lay down a schedule for this survey and ensure that all GPs in his/her charge have done this survey.

Box No. 3.1

Assistance in door to door survey and Special efforts to reach disadvantaged groups

Assistance may be taken from credible, local grass-roots Civil Society Organizations (CSOs) in the conduct of door to door survey. The survey team should associate GP members, SC and ST members and women residents, a village-level Government functionary and the Panchayat secretary. SHG leaders, Anganwadi workers, Accredited Social Health Activists (ASHAs) etc. should also be involved. The team members may be given orientation at the Block/District level.

Special efforts will have to be made to reach out to disadvantaged groups like destitutes/widows, differently-abled, Primitive Tribal Groups, Nomadic Tribal Groups, senior citizens, SCs and STs. Volunteers should not only get them registered and facilitate obtaining job cards but also enable them to actually get suitable work.

- iii) Apart from door to door survey for identification of eligible household for registration under MGNREGA, details of individual in the registered households should also be verified by the Panchayat Secretary with assistance of GRS and Data entry Operators and compared with the details in the database in MIS.

Corrections in the database should be made after due verification. In respect of adding new names on account of one or more member of the household having become adult(s) in the registered households, birth certificate/proof of age should be verified and accordingly, name of the eligible individual should be entered in the database of MIS.

3.1.2 Registration of Households not registered earlier

- i) A household having adult members desirous of seeking unskilled employment in MGNREGA may apply for registration. The application for registration may be given on plain paper to the local Gram Panchayat. To allow maximum opportunities to families that may migrate, registration shall also be opened throughout the year at the GP office.
- ii) Application for registration must be made on behalf of the household by any adult member. However, all members included in the application should be local residents. 'Local' implies residing within the GP and includes families of that area that may have migrated some time ago but may return.
- iii) "Household" means the members of a family related to each other by blood, marriage or adoption and normally residing together and sharing meals or holding a common ration card.
- iv) Application for registration should contain names of those adult members of the household who are willing to do unskilled manual work ("adult" means a person who has completed 18 years of age), particulars such as age, sex, SC/ST status, Rashtriya Swastha Bima Yojana (RSBY) number, Aadhar number, Below Poverty Line (BPL) status and bank/post office account number (if s/he has opened one).
- v) The details that must be included in an application for registration are indicated in **Annexure-3**. The State Government may make a printed form available, but a printed form will not be insisted upon.
- vi) An individual may appear personally before the Panchayat Secretary or Gram Rozgar Sahayak and make an oral request for registration, in which case the particulars required will be noted by the Gram Rozgar Sahayak or the Panchayat Secretary.
- vii) Individuals should also be given the option to make registration to apply for registration at other touch points such as Community Service Centre (CSC). The CSC operator will fill in the details in the application form and forward the filled application form to concerned GP for necessary action. State Government will issue necessary enabling orders in this regard.

3.1.3 Verification

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

3.1.4 Registration

All particulars of a household found to be eligible after verification, will be entered in the MIS (NREGASoft) by the Panchayat Secretary or the Gram Rozgar Sahayak (GRS) or a person duly authorized by the State Government.

Box No. 3.2
Entry of Registration details in NREGASoft

The entry will be made from the GP data entry page or from Block data entry page. To access the GP/Block data entry page following steps should be followed:

GP level

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

Block level

Home page → District/Block Admin → PO → Data entry → Select State → Data entry log in page → PO entry page → New registration

ii) The fields that must be filled in while a registration is being entered in MIS, are as below:

Household details:

- a. Village name
- b. Name of Head of Household
- c. Name of Father/ Husband
- d. Household ID
- e. House No.
- f. Category (SC/ST/OBC/Others)
- g. Whether the Household belongs to Minority community
- h. Whether IAY beneficiary
- i. Whether land reforms beneficiary
- j. Whether Small Farmer or Marginal Farmer
- k. Whether beneficiaries under the Scheduled Tribes and Other Traditional Forest Dwellers Act.
- l. Elector's Photo Identification Card No
- m. Whether BPL Family, if yes, BPL Family No.
- n. Date of registration
- o. Family-Id as per Household Survey BPL-Census/ Socio Economic and Caste Census (SECC)
- p. Whether RSBY beneficiary, if Yes RSBY No
- q. Whether Aam Admi Bima Yojana (AABY) beneficiary, if Yes, AABY No.
- r. Household photo of the registered household

Individual details:

- a. Name of Applicant
- b. Individual Photo of applicant
- c. Applicant's Bank/Post Office Account No (if s/he has opened one)
- d. AADHAAR Number, if any. (if no Aadhaar number has been given and the person has enrolled, Enrollment ID (EID) may be filled in)
- e. Mobile number on which the Household would like to be informed through SMS alerts (optional)
- f. Other details of applicants i.e., sex, age, whether physically disabled and relation with head of household

- i) Every registered household will be assigned, through the system, a unique registration number. The registration number shall be assigned in accordance with the prescribed coding system. The registration shall be valid for a period of five years and may be renewed/re-validated following process prescribed for renewal/ revalidation as and when required.
- ii) All registrations will be in public domain. The PO/DPC will need to view registrations made by a GP for the purpose of reporting, planning and tracking etc.
- iii) If the information contained in the application is found to be incorrect, the GP will refer the matter to the PO. The PO, after independent verification of facts and giving the concerned person an opportunity to be heard, may direct the GP to either (i) register the household or (ii) reject the application or (iii) get the particulars corrected and re-process the application. The list of all rejected applications will be made public and should be presented to the GS. In such cases, the applicant household may apply afresh for registration.

3.1.5 Issue of New Job Cards (JC)/ updation of existing job cards

- i) If a household is found to be eligible for registration, the GP will, within a fortnight of the application, issue a JC to the household.
- ii) JC should be handed over to one of the members of the applicant household in the presence of a few other residents of the GP.
- iii) The entitlements of MGNREGS workers and the other basic features of the Act may be printed on the reverse of the JCs to promote wider awareness of the Act (Box No 3.3).

Box No. 3.3
WORKER RIGHTS UNDER THE
MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE ACT

WORK APPLICATIONS

- a. With this Job Card, you are entitled to apply for work at any time. You can submit your application to the Gram Panchayat, or to the Block office.
- b. If you apply for work, employment has to be given to you within 15 days of application.
- c. When you apply for work, make sure that you get a dated and signed receipt.

WORKERS' ENTITLEMENTS

- a. All workers are entitled to the notified wage rate.
- b. Men and women should be paid equally.
- c. Wages should be paid within a week, or fifteen days at most.
- d. Wages will be deposited in your bank/post office account.
- e. If you live more than 5 km away from the worksite, you are entitled to a travel and subsistence allowance (10% of the minimum wage).

AT THE WORKSITE

- a. Muster rolls should be available and maintained at the worksite. You are entitled to check the muster roll at any time.
- b. Shade, drinking water and first-aid should be available at every worksite.

- c. If more than five children under the age of six years are present, child care facilities should also be provided at the worksite.

UNEMPLOYMENT ALLOWANCE

- a. If you have not been given work within 15 days of applying, you are entitled to the “unemployment allowance”.
- b. You can apply for the unemployment allowance to the Gram Panchayat or Block Office (you will need the receipt showing when you applied for work).

WATCH YOUR JOB CARD

- a. This Job Card (with photograph) should be given to you free of cost. Don't let anyone charge you for it.
- b. Every household is entitled to a separate Job Card.
- c. Keep this Job Card with you. No-one has the right to take it away.
- d. All entries have to be made in front of you.
- e. Make sure that no false entries are made in the Job Card.
- f. If you lose this Job Card, you can apply for a new one from the Gram Panchayat.

HELP AND COMPLAINTS

- a. If you have a problem, you should first approach the Gram Panchayat. If this does not help, you can submit a complaint to the Programme Officer at the Block level.
- b. If you complain to the Programme Officer, it is his duty to register your complaint and take action within 7 days.
- c. You can also seek help from the “Helpline” (relevant helpline number may be printed).

- iv) Individual identity slips may be given to each registered applicant of the family. The identity slip should contain the information given in the identity portion of the JC, including the registration number of the household.

Box No. 3.4 Custodian of Job Card

To ensure transparency and accountability, it must be ensured that the JC is always in custody of the household to whom it is issued. If for any reason i.e., updation of record, it is taken by implementing agencies it should be returned on the same day after the updates. ***JCs found in the possession of any Panchayat or MGNREGA functionary, without a valid reason, will be considered as an offence punishable under Section 25 of the Act.***

- v) A copy of all JCs will be maintained at the GP. The Performa for maintaining JC details are indicated in **Annexure –4**
- vi) The cost of the JCs, including that of the photographs, will be treated as administrative expenses and borne as part of the programme cost.

- vii) If a person has a grievance against the non-issuance of a JC, he/she may bring the matter to the notice of the PO. If the grievance is against the PO, he/she may bring it to the notice of the DPC or the designated grievance-redressal authority at the Block or District level. All such complaints shall be disposed off within 15 days.
- viii) The proforma of the JC should be such that it contains permanent information regarding the household as well as the employment details for five years. These include JC number, particulars (such as age and sex,) of all adult members of the family who are willing to work, household member-wise work demand and allocation, description of work done, dates and days worked, Muster Roll numbers by which wages have been paid, amount of wages paid and unemployment allowance if any paid. It should also include the postal account/bank account No., insurance policy No. and EPIC No. (voter ID), RSBY number, Aadhar number and BPL/Socio-economic status. As the wages are required to be credited to postal/ bank accounts of workers, it is necessary that these details are included in the Job Card. It has also been decided that progressively, disbursement of wages would be based on biometric authentication and therefore, entering Aadhar Number in the JC and in NREGAsoft is necessary. The format for the Job Card is provided in the **Annexure- 5**.
- ix) Photographs of adult members who are applicants or are interested in seeking work under MGNREGA have to be attached to the job cards. No photograph, name or details of any person other than that of the registered adult members of the household, to whom that JC belongs, shall be affixed or recorded in the job cards.
- x) The identity portion of the JC may be laminated (since the remaining part will require regular updation of person days and wage payment information)
- xi) Details of all JCs issued will be made available in NREGAsoft for public viewing.
- xii) All entries in the JC should be duly authenticated by means of signature of an authorized officer.

Box No. 3.5
Entries for Employment and Wages in Job Card

Entries pertaining to employment and wages should be updated from time to time and in any case no later than 7 days of the corresponding event date. ***Missing entries or delay in entries in the JC will be considered a violation and punishable under Section 25 of the Act.***

- xiii) The JC shall be valid for a period of five years and will have provision for the addition/deletion of members eligible to work. Deletions in any household on account of demise, or permanent change of residence of a member, are to be reported immediately by the household concerned. Additions desired may be applied for by the household.
- xiv) The GP will also undertake an annual updating exercise in the same manner as registration, the time for which should be fixed keeping in mind the work and migration season of the local workforce.
- xv) Any modifications in the particulars of the household as entered at the time of registration will be simultaneously updated into MIS, following the same steps. Similarly, if for any reasons, a JC is to be cancelled, the PO, after independent verification of facts and giving the concerned person an opportunity to be heard, may direct the GP to cancel such JC. The list of all cancelled JC will be made public and should be presented to the GS. Information should accordingly be entered in the MIS. In the MIS however, the JCs may appear to have not been deleted, that is, an asterisk will appear against such cards meaning thereby that the JC was issued earlier but is no more valid.
- xvi) All additions and deletions made in the Registration Register will be read out in the GS. The GP will send a list of additions/deletions to the PO.

Box No. 3.6
SMS alerts for important events

The MIS should include mobile numbers on which SMS alerts of important events (in case the beneficiary has agreed to list his number) would be automatically sent. This is to ensure that the workers are proactively informed of various details of the implementation cycle. For instance, as and when wages are credited to individual accounts of workers, an SMS alert would be generated by NREGASoft and sent to the mobile number that has been furnished.

- xvii) A cardholder may apply for a duplicate JC if the original card is lost or damaged. The application will be given to the GP and shall be processed in the manner of a new application, with the difference being that the particulars may also be verified using the duplicate copy of the JC maintained by the Panchayat.
- xviii) In the event of national calamities in the nature of flood, cyclone, tsunami, earthquake etc. resulting in mass dislocation of rural population, the adult members of rural households of the areas so affected may-
 - a. Seek registration and get job card issued by GP or PO of the area of temporary location;
 - b. Submit written or oral application for work to the PO or the GP of the area of temporary relocation
- xix) In the event of restoration of normalcy, the job card so issued shall be re-endorsed at the original place of habitation and shall be clubbed with the original job card.
- xx) The number of days of employment so provided shall be counted while computing 100 days of guaranteed employment per household.

3.2 APPLICATION FOR WORK AND RECORDING OF DEMAND

- i) Every adult member of a registered household whose name appears in the JC shall be entitled to apply for unskilled manual work.
- ii) As per Schedule II para 7 of the Act, applications for work must be for at least fourteen days of continuous work. There shall be no upper limit on the number of days of employment for which a registered person may apply, or on the number of days of employment actually provided to him/her subject to a maximum of one hundred days per household in a given financial year.
- iii) Applications for work should generally be submitted to the GP. They may also be submitted to the PO but this should be treated as a 'fallback' option only.
- iv) Applications for work given in writing should state the following:
 - a. The registration number of the JC;
 - b. The date from which employment is required; and
 - c. The number of days of employment required.
- v) Application for work may be on plain paper or it may be in a printed proforma that will be made available free of cost at the GP. The details that must be included in an application for work are indicated in the **Annexure-6) [individual application] and Annexure –7 [Joint application]**.
- vi) The provision for submitting applications for work must be kept available on a continuous basis through multiple channels so designated by GPs who should empower, ward members, anganwadi workers, school teachers, SHGs, village-level revenue functionaries, Common Service Centres (CSCs) and Mahatma Gandhi NREGA Labour Groups to receive applications for work and issue dated receipts on their behalf. The DPC may also introduce other means for registering demand.

- vii) Workers may also present themselves at the GP office or at the worksite to indicate willingness to work. This will be recorded by GRS in the prescribed application form and employment register.

Box No. 3.7

Registration through Kiosks and telephones

NREGASoft has a facility whereby, demand for work can be registered by kiosks (such as CSCs) etc. that State Government(s) may identify and this is fed directly in NREGASoft. In addition, provision must also be made, for workers to register applications for work through telephones including mobile phones and this should feed in directly into NREGASoft. The system must be made convenient to illiterate workers and should include Interactive Voice Response System (IVRS) and voice-enabled interactions. This option must automatically register the demand for work and keep date and time stamp of such demand. All such applications for work will be reported back by NREGASoft to the relevant GP without loss of time. DPCs and POs should ensure that such demands registered through kiosks/ telephones are duly taken note of by the GPs and applicant workers are provided employment following due processes.

- viii) Provision shall be made for advance work applications, that is, applications which may be submitted in advance of the date from which employment is sought. Provision shall also be made for submission of multiple applications by the same person provided that the corresponding periods for which employment is sought do not overlap. A single application may be given for a number of days in different periods during the year for which employment is required.
- ix) Joint work applications may also be submitted by several applicants, either on their own or by NGOs/entities authorized for the purpose by the DPC on their behalf.

Box No. 3.8

Dated receipt for work application

The Gram Panchayat or Programme Officer, as the case may be, shall be bound to accept valid applications for work and to issue a dated receipt to the applicant. Ideally, the Application Form for work should have a counterfoil receipt on which the date can be entered and the dated receipt can then be issued immediately upon the submission of the application for work. ***Refusal to accept work applications and provide dated receipts will be treated as a contravention under Section 25 of MGNREGA.***

- x) The details that must be included in dated receipt of work application are indicated in the **Annexure- 8**.
- xi) Applicants who are provided with work shall be so intimated by the GP, in writing, by means of a letter and by a public notice displayed at the office of the Gram Panchayat. If a worker has given a mobile number on which he/she would like to be informed, a SMS shall be sent at the address/mobile phone number given in the JC at the time of generation of e muster.
- xii) Information on new applications for work and the number of work-days demanded shall be conveyed at least once a week by the GP to the PO. At the same time, the GP shall specify how many of the applicants are being employed in that GP (and for how long), and how many cannot be employed, with reasons. The PO will ensure that employment is provided to such households (who cannot be employed within a particular GP) in neighbouring panchayat (s). NREGASoft will facilitate this process.

Box No. 3.9
Entry for application of work in NREGASoft

DPC and State Governments will ensure that the details for application of work are entered in NREGASoft MIS from the Gram Panchayat data entry page or from Block data entry page. To access the GP/Block data entry page following steps given below should be followed:

GP level

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

Block level

Home page → District/Block Admin → PO → Data entry → Select State → Data entry log in page → PO entry page → Application for work

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

- a. Job Card number
- b. Name of applicant
- c. Date of application
- d. Work demanded from
- e. No. of days of work demanded
- f. Mode of payment*
- g. Account number*
- h. Bank name/ Post Office*
- i. Branch code-IFSC code/ Post office code*
- j. Branch name/ Post office address*

*** items from (f) to (j) will be filled up if not already available in data base.**

3.3 EMPLOYMENT GUARANTEE DAY (ROZGAR DIWAS)

- i) Every GP should organise a Rozgar Diwas at least once every month. At this event the GP should pro-actively invite applications for work from potential workers for the current as well as subsequent quarters. Dated receipts will be issued to the applicants at this event. The 'Employment Guarantee Day' should be earmarked for processing work applications and related activities such as disclosure of information, allocation of work, payment of wages and payment of unemployment allowances.
- ii) However, these activities should not be restricted to 'Employment Guarantee Day'. In particular, applications for work should be accepted at any time.
- iii) The President of the Gram Panchayat and all staff appointed at the level of the GP (Gram Rozgar Sevak) to assist MGNREGS should be present on 'Employment Guarantee Day'.

3.4 TIMELY ALLOCATION OF WORK

- i) Schedule I, Para 10 of Mahatma Gandhi NREGA states that it shall be open to the PO and the GP to direct any person who has applied for employment to do work of any type permissible under the Act.

- ii) The information on work requested and work allotted is required to be mentioned in the JC and Employment Register also. Therefore, it is necessary that it should be recorded on the Job Card and the Employment Register. The State Government shall delineate clear coordination mechanisms so that data on work requested and allotted by the Programme Officer and the Gram Panchayat are properly maintained. Gram Panchayat and Block Officers should also share information on work allocated and works opened.

Box No. 3.10

Entry for allocation of work in NREGASoft

Allocation of work should be done by the Panchayat secretary using NREGASoft. This can be done from Gram Panchayat data entry page. To access the GP data entry page, following steps should be followed:

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

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

- a. *Work Code*
- b. *Work site distance from residence [more than 5 Km. / Less than 5 Km.]*
- c. *Details of applicant to whom work is allocated*
 - i. *Registration No.*
 - ii. *Household completed days*
 - iii. *Jobseeker name*
 - iv. *Work demand date [From..... To..... and No. of days]*
 - v. *Work allocation date [From..... To..... and No. of days]*
- d. *Generation of work allocation sheet (optional) [Yes/ No]*

Note: It is extremely important that workers are assigned first to ongoing works so that these can be completed in time and benefits thereof derived. Therefore, if there are incomplete works in the GP area, NREGASoft will, at the time of allocation of work, allow allocation only against such incomplete works.

- iii) The work entitlement of 100 days per household per year may be shared between different adult members of the same household. If several members of a household who share the same job card are employed simultaneously, they should be allowed to work on the same worksite. If unusual circumstances arise, whereby members of the same household have to be allocated work on different worksites, the GP should ensure that the JC is duly processed for all such worksites.
- iv) If some applicants have to be directed to report for work beyond 5 km. of their residence, the workers are required to be paid 10 per cent of the wage rate as extra wages to meet additional transportation and living expenses. In NREGASoft, wages payable are calculated on the basis of distance of the worksite from place of residence. It is therefore necessary to enter this information at the time of work allocation, otherwise, the workers may be paid less than their due. Women (especially single women) and older persons should be given preference to work on worksites nearer to their residence.
- v) Request for work would normally be made to the GP. The GP should first allocate the ongoing works. It may happen that the ongoing works do not have any potential to absorb labour, because the work has almost been completed but due to incomplete paper work the status reflected on NREGASoft is ongoing, in that case GP should complete the paper work and close it on NREGASoft. Incase there

is no ongoing work then GP should start a new work from the approved shelf of projects following the prioritization as decided by Gram Sabah of the GP. It may also happen that the GP is not able to provide employment due to insufficient approved shelf of projects, in that case the GP must inform the PO. The PO after verification may provide works in adjacent GPs, following the same principle viz. to offer ongoing works first and only if it is not possible to do so, on the approved shelf of projects following the prioritization decided by the Gram Sabha of the GP in whose jurisdiction the work lies. If for the works allocated, line departments are the Implementing Agencies, PO will ensure that the funds needed for that work are released to the concerned Implementing Agency. The PO will intimate the GP concerned about the work allotted so that the employment data is consolidated in the Employment Register at the GP.

- vi) NREGASoft tracks the gap between date from which work has been sought and the date from which work has been allocated and the date of opening of work. Based on these, the number of days for which unemployment allowance is due is calculated in NREGASoft. Following the process defined in relevant rules framed by the State Government, unemployment allowance shall be paid to the workers. The State Govt., DPCs and POs will monitor this (for each GP) and also take all required remedial measures including getting prepared an adequate shelf of projects in respective GP. **Reports on payment of unemployment allowance and remedial measures taken will have to be part of the essential set of reports for monitoring at the State level.**
- vii) If a request for employment is made to the PO and the PO allots work, he must inform the GP so that the employment data is consolidated in the Employment Register at the GP level and the applicant card holders are informed. The GP will also inform the PO of the employment allotments made. This information sharing should be done on a prescribed proforma on a weekly basis.
- viii) Applicants who are provided work shall be intimated by the GP/PO by means of a communication sent to them at the address given in the job card, and also by a public notice displayed at the offices of the GP and the PO.
- ix) The details that must be included in work allotment form are indicated in the **Annexure –9**.
- x) While providing employment, priority shall be given to women in such a way that at least one-third of the beneficiaries shall be women who have registered and requested for work under the Scheme (Mahatma Gandhi NREGA, Schedule II, para 6).
- xi) Schedule II, para 6 vests the PO with the responsibility of ensuring that every applicant is provided unskilled manual work. Thus, the overall responsibility of coordination and resource support to the GP and other Implementing Agencies will vest with the PO. To ensure that every applicant has work according to the legal entitlement, the PO shall have the power to supervise and direct the GP and the other Implementing Agencies to discharge their responsibilities. If any Implementing Agency fails to do so, the PO will ensure that the applicants for work are not aggrieved and make arrangements for their employment, while also reporting the matter to the DPC for appropriate action.

3.5 UNEMPLOYMENT ALLOWANCE

- i) If an applicant is not provided employment within fifteen days of receipt of his/her application seeking employment, he/she shall be entitled to a daily unemployment allowance. In the case of advance applications, employment should be provided from the date that employment has been sought, or within 15 days of the date of application, whichever is later. Else, unemployment allowance becomes due.
- ii) The unemployment allowance will be paid as per Section 7 of the Act. The allowance will not be less than one-fourth of the wage rate for the first thirty days and not less than one-half of the wage rate for the remaining period of the financial year.

- iii) State Govt shall :
 - a. Under section 7 (2) of Act, specify the rate of unemployment allowance payable and
 - b. Frame Rules governing the procedure for payment of unemployment allowance.
 - c. Make necessary budgetary provision for payment of unemployment allowance
- iv) The procedure to be prescribed by the State Govt. should be kept very simple. Procedure may include
 - a. Automatic generation of a payment order (requiring no separate sanction order) and payment of unemployment allowance from the SEGF or any other fund specified for this purpose on the basis of data in NREGASoft
 - b. Payment to be made no later than 15 days from when it becomes due or else the recipients shall be entitled to compensation based on the same principles as wage compensation under the Payment of Wages Act, 1936.
 - c. Unemployment allowances to be credited to Bank/ PO account as in the case of wage payments etc.
- v) In accordance with provisions in Section 8(2) of MGNREGA, every case of non-payment or delayed payment of unemployment allowance shall be reported in the Annual Report submitted by the DPC to the State Government along with the reasons for such non-payment or delayed payment.
- vi) Section 8(3) of MGNREGA states that the State Government shall take all measures to make the payment of unemployment allowance to the concerned household as expeditiously as possible.

Box No. 3.11

Entry of unemployment allowance in NREGASoft

In case the State Rules do not provide for automatic generation of payment order and payment thereof, details of unemployment allowance will need to be filled in NREGASoft from the Gram Panchayat data entry page/Block data entry page/District entry page.

To access the GP/Block/District data entry page following steps given below should be followed:

Home page → District/Block Admin → PO → Data entry → Select State → Data entry log in page → PO entry page → Unemployment allowance

The fields required for registering an entry in MIS for unemployment allowance are as below:

- a. Job Card
- b. Number of days work provided
- c. Individual ID
- d. Applicant name
- e. Applicant No.
- f. From (date)
- g. To (date)
- h. Unemployment allowance days due
- i. Unemployment allowance days paid

- vii) The liability of the State Government to pay unemployment allowance to a household during any financial year shall cease as soon as:

- a. The applicant is directed by the GP or the PO to report for work either by himself or depute at least one adult member of his household; or
- b. The period for which employment is sought comes to an end and no member of the household of the applicant had turned up for employment; or
- c. The adult members of the household of the applicant have received in total at least one hundred days of work within the financial year; or
- d. The household of the applicant has earned as much from the wages and unemployment allowance taken together which is equal to the wages for one hundred days of work during the financial year.

viii) An applicant who

- a. Does not accept the employment provided to his/her household; or
- b. Does not report for work within fifteen days of being notified by the Programme Officer or the implementing agency to report for the work; or
- c. Continuously remains absent from work, without obtaining a permission from the concerned implementing agency for a period of more than one week or remains absent for a total period of more than one week in any month.

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

4 Institutional Architecture and Human Resources

Provision of adequate human resources at all levels of programme implementation holds the key to success of Mahatma Gandhi NREGA. The PRIs need functionaries, especially at Gram Panchayats to perform to their fullest potential. As the principal implementer of MGNREGA, with adequate staff, these grass-root level democratic institutions would be capable to effectively implement the programme activities.

As per Section 18 of the MGNREGA, 2005 the State Governments are mandated to make available to the District Programme Coordinator and Programme Officers necessary staff and technical support as may be necessary for effective implementation of the scheme. Supporting staff could also be hired, on contractual basis, to provide professional services at the national as well as at the state level. The recruitment policy for the functionaries will be decided by the State Government.

Box No. 4.1

Professional Support for the implementation of MGNREGA

The professional support for MGNREGA need to be deployed at the following levels

a. Gram Panchayat b. Cluster/ Sub-district/ Block c. District d. State e. Centre

4.1 GRAM PANCHAYAT

At the GP level, the following dedicated personnel are required:

- i) *Gram Rozgar Sahayak* or Employment Guarantee Assistant
- ii) Mates or work site supervisors

The cost towards recruitment of GRS is the first charge on the administrative expenses under MGNREGA. Functions and responsibilities of the personnel required at GP level are explained below:

4.1.1 Gram Rozgar Sahayak or Employment Guarantee Assistant

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

Box No. 4.2

Deployment of Gram Rozgar Sahayak

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

iv) **The responsibilities of the GRS are as follows:**

- a. Overseeing the process of registration, distribution of job cards, provision of dated receipts against job applications, allocation of work to applicants etc.;
- b. Facilitating Gram Sabha meetings and social audits ;

- c. Recording attendance of labour every day either himself/ herself or through the mate in the prescribed Muster Rolls at the worksite;
 - d. 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;
 - e. Ensuring that all Mates attend worksites on time and take roll calls/ attendance in prescribed muster roll at worksite only.
 - f. Ensuring worksite facilities [as defined in para 7.11 of Chapter 7 of the Guidelines] and updating job cards of the workers regularly.
 - g. Maintaining all MGNREGS-related registers at the Gram Panchayat level, assist the Panchayat Secretary or any other official responsible for maintenance of MGNREGA accounts; and ensuring that these documents are conveniently available for public scrutiny.
- v) The GRS should be adequately trained in work-site management and measurement of works.
 - vi) The remuneration/ compensation to be paid to GRS can be based on fixed pay or on performance basis. Appropriate performance incentive-disincentive system needs to be worked out accordingly.

Box No. 4.3
Updating GRS status on MIS

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

4.1.2 Mates

A mate or worksite supervisor is required for each work-site. At least one mate should be present for every fifty workers. Selection criteria, remuneration, roles and responsibilities of mates are explained below:

- i) A mate should be literate and should have worked in MGNREGS for a reasonable period of time.
 - ii) Mates should be selected on the basis of well-publicised transparent criteria. While designing the selection criteria for mates, preference should be given to the most deserving families and priority should be given to women and differently-abled.
 - iii) Apart from recording attendance, mates are required to take initial measurement which is validated by Technical Assistant/ Junior Engineer . Mates, therefore, need to be trained for taking measurements correctly.
 - iv) Mates can function as certified barefoot engineers capable of taking initial measurements of works executed.
 - v) A person working as a mate should not be a worker on the same MGNREGS work site at the same point of time.
 - vi) The remuneration of mates should be based on person-days of his/her work, calculated at a wage rate equal to that of a semi-skilled labour and should be included in the cost estimate under the material component of the scheme.
- vii) Responsibilities of Mates are as follows.**
- a. Supervise work-sites.
 - b. Capture daily attendance in muster roll.
 - c. Give daily mark-outs to groups of labourers and record initial weekly measurements.
 - d. Facilitate applications for job-cards and submit them to the GP.

- e. Facilitate demand for work from individual workers or groups of labourers, submit them to GP and obtain dated receipt as acknowledgement.
 - f. Facilitate participatory identification of works in the GP.
 - g. Ensure there is no free-riding within his/her group of workers.
 - h. Submit filled-in muster rolls to GRS.
 - i. Ensure that the first aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being executed are available at the work site.
 - j. Help illiterate labourers in his/her group to learn to sign and to calculate wages earned.
 - k. Create awareness about rights and entitlements under the MGNREGA.
- viii) In a number of States, the worksite supervision (as detailed above) has been assigned to women SHGs. This facilitates increasing women participation in MGNREGA and at the same time, supports SHGs financially.
- ix) In addition to above, barefoot Engineers and Accountant-cum-Auditors may be trained from the community to do the first level of technical/accounting-cum-audit work.

4.2 CLUSTER OF GRAM PANCHAYATS/SUB-DISTRICT/BLOCK

Human resources at this level, led by the Programme Officer, will consist, inter alia of (i) Technical Assistant, (ii) Computer Operator-cum-Accounts Clerk, (iii) Voluntary Technical Corps and the (iv) Cluster Facilitation Team.

4.2.1 Technical Assistant

- i) The Technical Assistant (TA) will assist the GP in identifying and conducting measurement of works.
 - ii) 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.
 - iii) 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.
- iv) The following will be the important responsibilities of a TA:**
- a. Identification of works as per the Gram Sabha resolution on works.
 - b. Preparation of estimates for works 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 and GRSs on measurement and quality of works.
 - g. Building technical capacities of mates and GRSs.

Box No. 4.4
Updating status of TAs on MIS

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

4.2.2 Computer Operators-cum-Accounts Clerk

- i) The Computer Operator-cum-Accounts Clerk can operate at GP level or Block level depending on the location of Computer Centre.

- ii) He/she should assist the GP or PO exclusively in data entry work and maintenance of MGNREGS accounts.

Box No. 4.5

Three Computer Operators cum Accounts Clerk

State should ensure that at least three Computer Operators-cum- Accounts Clerk are deployed at the Block Computer Centre (one per cluster). The Computer Operator-cum-Accounts Clerk operating at GP level should report to GP and PO. The Computer Operator-cum-Accounts Clerk operating at Block level should report to PO.

iii) The important responsibilities of a Computer Operator-cum-Accounts Clerk are:

- a. Data entry and generation of job cards, work demand (registered), technical estimates, work commencement letters, etc.
- b. Generation of pay orders and preparing necessary cheques.
- c. Maintenance of Accounts, Registers, Files and other MGNREGS related documents.
- d. Generation of MIS and other review reports for Programme Officer

Box No. 4.6

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

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

4.2.3 Cluster Facilitation Teams

One of the impediments in implementation of MGNREGA has been lack of availability of staff at GP level with expertise in soil and moisture conservation measures, decentralized planning, community mobilization etc. While it may some take time to build a cadre of such professionals for all GPs, it is proposed to start building capacities in required areas of expertise following a cluster approach. States should establish Cluster Facilitation Teams (CFTs) for a cluster of GPs. To begin with, these teams could be established in those blocks that require a more intensive approach to be adopted for successfully meeting the objectives of MGNREGA. These areas would typically be pockets where the population of landless agriculture labourers, SCs, STs and other vulnerable groups is very high. Based on an objective criterion that the Ministry will decide, States will identify blocks for intensive interventions.

Each such identified block will mandatorily have at least three Cluster Facilitation Teams (CFT), each of which will serve a cluster of Gram Panchayats , being accountable to each GP within their own cluster. A cluster will cover around 15,000 JC or an area of about 15,000 ha., broadly corresponding to the boundaries of a milli-watershed and local aquifer. The CFT will comprise a fully dedicated, four-member professional support team for MGNREGA.

Box No. 4.7

Composition of CFT

The CFT will comprise of four specialists, one each for community mobilization, soil and moisture conservation, agriculture and allied activities and MIS & ICT. One among these four will be designated as the Assistant Programme Officer (APO)/team leader/ Coordinator. The CFT will work under the overall supervision of the PO but will also be jointly accountable to the GPs within their cluster.

The CFT will be located in one of the GPs of the cluster or at the PO's office at the block level. Qualification, role and responsibilities of CFT team members are explained below:

i) Qualifications

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

ii) Roles and Responsibilities

CFT will work with GPs for the following important activities:

- Mobilization and raising awareness among potential job seekers about their entitlements and procedures under MGNREGA;
- Surveying, planning, designing and costing of works;
- Facilitating smooth implementation of plans;
- Monitoring and measurement; and
- Payment, accounts and MIS keeping.

The major responsibilities of the CFT will be to:

- Facilitate preparation of the Annual Plan each year for every GP within the cluster resulting in a shelf of works and annual labour and material budget.
- Prepare plans for such components in consultation with the GPs where there are significant externalities beyond the boundaries of a single GP. The CFT would ensure GS approval for such Perspective Plans.
- Work with elected representatives and functionaries on all aspects of planning and implementation of MGNREGA including asset verification, measurement, payment, monitoring & evaluation, MIS maintenance and Social Audit.
- Train and provide technical guidance to elected representatives and functionaries such as Community Resource Persons (barefoot professionals), Gram Rozgar Sahayaks, GP members and GP Secretaries
- Conduct random checks of the measurements taken by the Technical Assistants.
- Do resource mapping, an assessment of quantitative and qualitative status of natural resources (topography, soil depth and quality, rainfall, water bodies, groundwater, vegetation)
- Asses the additional resources required.

4.2.4 Dedicated Engineer

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

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

To give a greater focus and to ensure adequate human and technical support at sub-district levels in the implementation of MGNREGA in the left-wing extremism affected districts where the Integrated Action Plan is in operation, the Central Government has proposed to the concerned State Governments to create a district cadre of staff deployed with panchayats and recruit one Panchayat Development Officer (PDO) and a Junior Engineer (JE-works) at the GP level. These PDOs and JE-works should belong to the District cadre and will be directly accountable to the GPs concerned.

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

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

4.3 BLOCK / INTERMEDIATE PANCHAYAT

4.3.1 Programme Officer

- i) Each Block, depending on the work load, may appoint a full-time dedicated Programme Officer (PO) for Mahatma Gandhi NREGA. The PO is the overall in-charge of all MGNREGS works in the Block.
- ii) The PO can be taken on deputation basis or recruited afresh. The PO will not be below the rank of a Block Development Officer (BDO).
- iii) The Programme Officer reports to DPC and Additional DPC of the district.
- iv) The responsibilities of PO have been detailed in para 2.2.1.

4.3.2 Block Resource Centre (BRC)

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

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

4.4 DISTRICT

4.4.1 Additional District Programme Coordinator

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

Box No. 4.8

The responsibilities of the Additional DPC

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

4.4.2 District Program Coordinator (DPC)

- i) The District Collector or Chief Executive Officer, Zilla Parishad is designated as District Programme Coordinator (DPC) for the implementation of MGNREGS. The DPC shall be responsible for the overall coordination and implementation of the Scheme in the District in accordance with the provisions of the Act and guidelines issued by the Government from time to time. The DPC shall establish an exclusive Employment Guarantee Scheme (EGS) unit at District level.
- ii) The important responsibilities of the DPC are listed in para 2.3.1.

4.4.3 District-level Technical Committee

A District-level Technical Committee (DTC) will be set up to guide the implementation of the Act.

Box No. 4.9
Composition of District level Technical Committee

The District Technical Committee must comprise of district officers from the relevant technical departments representatives of NGOs and the academic community. The Committee will examine GP and Block Development Plans on the basis of technical considerations and the district level development priorities.

Additionally, the functions of the Technical Committee will include:

- i) Examination of shelf of projects submitted by the PIAs and recommending the grant of technical sanction to the DPC;
- ii) Preparation of district specific schedule of rates for common tasks under MGNREGA;
- iii) Determination of rates, quality parameters and list of suppliers for the district for the material component. This list should be reviewed at least once in six months;
- iv) Revision of district specific SoR, if any, whenever there is a revision of wage and material rates;
- v) Assisting DPC in the suo motu revision of financial estimates for shelf of projects, upon a revision of wage and material rates
- vi) The DTC will lay down norms to ensure quality of assets being created under MGNREGA

State Governments may devise procedures to ensure that the DTC is active and contributes to DPC's role in implementing MGNREGS.

4.4.4 Voluntary Technical Corps (VTC)

VTCs may be set up at the Cluster and District level drawing specialist volunteers from educational/ academic institutions, civil society organizations and the citizens. These volunteers may be identified by the Gram Panchayats through a thorough search process and motivated to form Volunteer Technical Corps preferably at the Village Panchayat level and if that is not possible at the cluster or intermediate Panchayat level. The VTC should include experts in different areas of Natural Resource Management, Engineering, Social mobilization, accounting, mandatory audit and so on. Clear tasks should be assigned to the VTCs after building their capacity. Also their powers may be delineated to enable them to take up tasks like vetting of estimates, verification of measurements, examination of accounts, conduct of investigations, etc. The VTCs should work in partnership with the Cluster Facilitation Teams, Block Resource Centres and district level technical committees. DPCs may, be empowered to formally assign additional responsibilities to VTCs, in accordance with their capacity.

4.5 STATE

4.5.1 State Employment Guarantee Mission and Management Team

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

- i) SEGM will be headed by a senior Indian Administrative Service (IAS) officer (Secretary/Commissioner MGNREGS), who will be designated as Chief Executive Officer (CEO) of the Mission.
- ii) SEGM will also have a Chief Operating Officer (COO). The COO may be recruited from the open market.

- iii) SEGM will have adequate operational flexibility, including fixing of compensation at market rates so as to attract the best talent, and formulate a sensitive and impartial HR policy to recruit and retain a team of committed experts and accordingly, establish a professional State Management Team (SMT). The composition of such a SMT may change over time in response to the local and evolving needs. The following is an indicative list of fields where thematic experts may be required.
- a. Rights and entitlements;
 - b. Participatory planning process for livelihoods and convergence;
 - c. Natural Resource Management (NRM), livelihoods, Quality Standardization and Assurance;
 - d. Technical Works & Measurement;
 - e. Wage payment;
 - f. Information and communication technology (ICT);
 - g. MIS;
 - h. Strategy & Planning;
 - i. Monitoring & evaluation;
 - j. Social Inclusion;
 - k. Capacity building – Training of field staff at the block, cluster and GP;
 - l. Human resource management – Developing a sensitive human resource management policy for contract staff and/or permanent staff;
 - m. Social audit and grievance redressal;
 - n. Vigilance;
 - o. Knowledge Management and learning including research;
 - p. External communication.

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

4.6 CENTRE

4.6.1 National Management Team

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

- i) Programme Management
- ii) Human Resource Development and Capacity Building
- iii) Monitoring and Evaluation (M & E)
- iv) Information Technology (IT)
- v) Social Audit, Vigilance and Grievance Redressal

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

4.6.2 Programme Management Division

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

- i) Follow up on advisories issued by Ministry and coordination with States;
- ii) Follow up with State Government and flagging issues during review meetings;
- iii) Coordination with different Ministries for establishing linkages with MGNREGA outcomes;
- iv) Coordination with State team and district team;
- v) Sharing of good practice models;
- vi) Assess the wage employment requirement of each State and help the State to overcome impediments if any in providing work at the required scale.

4.6.3 Human Resource Development & Capacity Building Division

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

- i) To determine standards for human resources recruited for MGNREGA implementation;
- ii) To formulate recruitment processes, human resource policies, performance evaluation criteria and so on;
- iii) To assess gaps, (including region-specific gaps) in human resource deployment and availability and to work out short-term responses and medium-term and long-term mechanisms for ensuring a steady source of human resources for MGNREGA;
- iv) To widely promote a gender-sensitive, pro-poor and pro-active work culture down the line;
- v) To work out a system of certification for human resources, which all implementation structures have to comply with,
- vi) To identify and set standards for identifying training institutions across the country who can discharge the responsibilities of capacity building for MGNREGA (described in detail in Chapter 5);
- vii) To work out syllabi and structure for training courses and certification that MGNREGA personnel should go through;
- viii) To arrange for trainings of functionaries engaged in implementation of MGNREGA;
- ix) To network with professional and technical institutions, CSOs, subject matter specialists and experts to create the necessary human resource infrastructure for effective capacity building;
- x) To assess available training material and to ensure its wide dissemination across the country and to promote the production and dissemination of high quality resource material (print and electronic) for MGNREGA.

4.6.4 Monitoring and Evaluation Division (of NMT)

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

4.6.5 IT Division

The IT Division will have the responsibility to:

- i) Assess IT needs, in terms of both hardware and software, for providing a proper IT backbone for implementation of MGNREGA and come up with a blueprint for effective IT deployment which caters to the information needs vis-à-vis transparency, monitoring and grievance redressals;
- ii) Deploy the best possible expertise available in the country to advise it on effective IT deployments;

- iii) Ensure IT deployment across the country, conforming to the best standards;
- iv) Ensure that States are complying with the IT requirements of data returns and updation and assist States for achieving IT requirements under MGNREGA;
- v) Ensure that latest developments in IT which are potentially beneficial for use in the implementation of MGNREGA and its monitoring are screened, piloted, developed further and disseminated;
- vi) Pro-actively set up a coordination mechanism with other major IT-centred initiatives of the government such as the UIDAI;
- vii) Facilitate the training of MGNREGA personnel in the use of IT.

4.6.6 Social Audit, Vigilance and Grievance Redressal Division

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

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

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

4.6.7 Recruitment Policy

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

5 Capacity Building and Awareness Generation

Capacity building and technical support of State/District/Block level rural development functionaries/agencies and Panchayat Raj Institutions (PRIs) officials and awareness generation of potential and existing workers forms the most strategic aspect in effectively implementing rural development schemes, policies and plans of the government. Effective implementation of centrally sponsored rural development programmes like MGNREGA involves complex and multi-layered processes. Further, the recent amendments to MGNREGA 2005 has necessitated enhancement of capacity building of all stakeholders to achieve expected outcomes. The stakeholders need to fully internalize the new implementation architecture of the programme, the importance of social mobilisation, the procedural details involved as also the relevant technical issues.

Box No. 5.1 Training Model

A Cascading model as an interdependent chain, from national to State to District levels would be adopted to build the capacity of functionaries engaged in the implementation of MGNREGA

5.1 TRAINING ARRANGEMENTS

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

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

For this a cascading network of capacity building institutions needs to be created. States should assess requirements of funds for capacity building and consider earmarking funds for capacity building from the administrative expense head.

To build capacities of functionaries, each District needs to prepare a Training Action plan for each category of functionaries. At the State level, required Manuals should be prepared to enable Gram Panchayats to take appropriate measures especially those related to Integrated Watershed Management.

5.2 NETWORK OF CAPACITY BUILDING INSTITUTIONS

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

- i) act as a coordinating and facilitating agency between different State level resource centres.
- ii) help to define and refine, in coordination with State resource centres, training policy at both State and national levels and make training need assessments.
- iii) act as a clearing house for training material and resources and as a nodal centre actively involved in development and dissemination of training material, methods and resources.
- iv) identify and mobilize institutions which can play the role of training institutions for MGNREGA across the country.
- v) define training content and syllabi for different stakeholders.
- vi) draw up a national level training plan for different stages of MGNREGA implementation and for different stakeholders, factoring in State level training plans.
- vii) identify and induct capable Civil Society Organisations (CSOs) with proven track records, professional agencies, technical institutes and other institutions who can conduct MGNREGA training and support, in different States and with the active participation of the State level training and support organizations.
- viii) ensure that training requirements for MGNREGA are actually being fulfilled across the country as per the training plan.
- ix) monitor the quality of training imparted and make specific, relevant recommendations for improvement of the same.
- x) give clear recommendations and set clear deadlines to ensure compliance with the broadly agreed training road map.

5.2.2 State Level

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

5.2.3 The responsibility of the State Divisions would be to

- i) train district level MGNREGA training and support teams, who would be master trainers in this cascading model.
- ii) offer regular support services to the District teams.
- iii) act as an expert resource agency.
- iv) ensure training quality.
- v) organize exposure visits for Panchayati Raj Institutions (PRIs) and village communities.
- vi) help refine training material and
- vii) monitor the work of the district training units.

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

The unit can also be a CSO, provided one of high quality, with impeccable credentials and some experience of planning and execution or working on nature-based livelihoods is available. These CSOs will have to be selected through a rigorous screening process, as worked out jointly by the Central and State Government.

Box No. 5.2
Training and CSOs

At both the State and Central levels, CSOs with track record and experience may be invited to play this role. The State and Central level Divisions should further identify State level training organizations for different segments of the MGNREGA training requirements. These could be CSOs and technical resource agencies identified through a careful screening process. If CSOs are involved, the same CSO could also contribute to the resource agency in different States.

5.3 TRAINEES, THEIR TRAINERS AND SUGGESTED TRAINING MODULES

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

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

COURSE I (Upon Induction)

Suggested Training Modules for District Programme Coordinator (DPC), Additional DPC, Programme Officer, Additional Programme Officer

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

COURSE II

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

First Phase: At Training Centre with Field Outreach to Watersheds

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

Second Phase: On Location

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

Third Phase: At Training Centre

Day	Item
23	Review of Volume Estimation by Partners Volume Estimation and Preparation of Physical Treatment Plan
24	Introduction to Costing: Schedule of Rates Costing of Structures using Schedule of Rates
25 to 26	Costing of Structures using Schedule of Rates
27 to 28	Converting Physical Treatment Plan to Financial Plan and Budgeting
29	Labour Budgeting Logical Framework Analysis
30	Representation of treatment plan on topographical map Representation of treatment plan on cadastral map

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

COURSE III

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

- History of anti-poverty programmes in India with special reference to evolution of wage employment programmes.
- A Concept Presentation on Mahatma Gandhi NREGA. How Mahatma Gandhi NREGA is different from other Programmes/Schemes.
- Development potential of MGNREGS in the State with specific reference to poverty reduction, natural resources management and local economic development.
- Topics for Sensitization:
 - Rights-based development
 - Gender Justice
 - Social Justice
 - Eco-restoration
 - Good Governance
- Workers Rights under the Act.
- Registration for Work, Job Cards, Work Applications.

- IEC for raising awareness and conduct of Gram Sabha.
- What, Whom and How to generate awareness: various communication methods (local folk media, street plays, wall painting, posters) and periodic meeting with community and door to door visit; various motivational tools.
- Planning for Works.
- Execution of Work.
- Measurement of Work.
- Worksite facilities.
- Maintenance of records.

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

An important precondition to ensure effective implementation of MGNREGA is the creation of awareness among rural people and other stake holders, particularly MGNREGA workers in respect of the scheme provisions as well as their rights and entitlements. IEC activities should aim at facilitating dissemination of right based provisions of the act to ensure that the workers know their right to demand wage employment and exercise their right by applying for jobs as per their need.

5.4.1 Communication need

The basic communication needs of MGNREGA are common though they would require to be customized to suite local State-specific needs. Main objective of IEC strategy of MGNREGA is to ensure that the workers know their right to demand wage employment and exercise individual right by applying for jobs as per their need. But demand for employment under MGNREGA is affected by many extraneous and endogenous variables like

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

Understanding the existence of any or combination of these gaps, the States can take up the prioritization of key messages in their area, and develop creative messages accordingly.

5.4.2 Specific Actions

- i) All States should develop an IEC Plan on MGNREGA with focus on reaching out to the registered workers as well as other groups which could benefit from MGNREGA. The IEC plan should clearly indicate State, District, Block and local level activities. For preparing the IEC Plan, workshops can be held to clearly delineate timelines, target audience and key messages for each activity. Creative mix of interpersonal communication methods, mid media and mass media need to be evolved to disseminate the chosen

messages. The State Public Relations Department as well as publicity and extension units of different departments like Agriculture, Social Welfare, Education, and Health & Family Welfare of both State and Central Govt. should be actively involved in the planning as well as in implementation stages to achieve maximum spread of the key messages. Special communication strategies targeting women, small and marginal farmers, BPL families, scheduled tribes, scheduled castes and other extremely disadvantaged groups should be undertaken to ensure their greater participation in MGNREGA works. State units of Press Information Bureau, Directorate of Audio Video Publicity, Field Publicity Bureau, Song and Drama Division etc can be contacted and the services of these units can be pooled in for wider coverage of messages.

- ii) Civil Society Organisations (CSO) can play a major role in creating awareness about rights and entitlements as well as mobilizing workers. These CSOs can be engaged for support and strengthening of IEC activities to eventually ensure that wage seekers are able to secure their rights, entitlements, demand work and demand wage payments on time. (The selection of CSOs are to be done as per the State norms)
- iii) For awareness generation all State Governments will undertake intensive and regular IEC drives using different media to publicise the key messages and key provisions of MGNREGA to various stake holders. More intensive campaigns shall be done in migration prone areas in advance of and during migration months. It is very important to standardize the key messages across all media, including interpersonal communication methods to avoid confusion and to ensure clear understanding.
- iv) Studies show that interpersonal communication (IPC) methods are the most effective methods to create awareness among grass root level communities and induce behavior change among them, when compared to mass media and mid media methods. While planning IEC activities, State can earmark more activities with IPC methods. Mid media tools can be used for reinstating the messages and mass media shall be used only when needed, to disseminate general messages related to public at large. The budget allocation for mass media may not exceed more than 25% of the total IEC budget.
- v) Cost effective media interventions like puppet shows, folk dance and songs, street plays, focused group discussions, participatory games, wall writings, posters, notice boards etc. can be used for dissemination of messages in rural areas.
- vi) Youths need to be involved in the campaigns. Bharat Nirman Volunteers (BNV) can be catalysts for our campaigns at grass root level. (A write up on the Bhilwara model of involving BNVs for MGNREGA activities is available in MGNREGA website).
- vii) All efforts are to be taken to identify the communication need of each target group. But basic focus should be on workers, people's representatives, panchayat level officers, block level officers, district level officers and secondary stakeholders like public opinion leaders and media personnel.
- viii) State Governments may prepare an inventory of the best practices related with the implementation of MGNREGA and place it on the website for wide dissemination and share it with MoRD for compiling and bringing in necessary changes within the system to replicate such successful initiatives.

5.5 MODES OF COMMUNICATION

- i) **Project initiation meetings** must be held not only to discuss the details of work but also to explain them about the entitlements of the workers and the expected benefits of the work very clearly. While intensive communication should precede the introduction of the Act, communication is also an integral part of the implementation process, aimed at making this legislation a 'People's Act'. The effectiveness of the communication process will be evident in the extent to which people who need work under this Act register and apply for work. Other signs of successful communication include the active involvement of local communities at every stage; prompt grievance redressal, vigilant social audits by the Gram Sabhas, and wide use of the right to information.
- ii) **Use of help lines and rural common service centres** can be utilized for communication with various target groups.

- iii) **Wall Paintings:** One of the most effective and popular methods to raise awareness among the people is through wall painting which may be given utmost importance as tool for the dissemination of knowledge related with MGNREGA. Details of MGNREGS can be exhibited in all the offices of Panchayats and other offices which are frequently visited by the common people. Also, anganwadis and schools, fair price shops could be utilized for this purpose. Templates for wall writings will be shared by MoRD with the States whenever national level campaigns are realized.
- iv) **Door to door contact Programme:** Social mobilization and awareness generation should be carried out through door to door contact campaign.
- v) **Schools and colleges:** Activities like interactive sessions on MGNREGS and quiz competitions targeting schools and colleges would be useful.
- vi) **Village libraries:** These should be provided with copies of MGNREGS Guidelines, local labour budgets and performance data from time to time.
- vii) **Engagement of Bharat Nirman Volunteers and Nehru Yuva Kendra:** In the process of raising awareness and contacting people State Governments may engage volunteers of Nehru Yuva Kendra and Bharat Nirman Volunteers to mobilize Gram Sabhas and PRIs.
- viii) **Engagement of SHGs:** Members of SHGs, many of whom themselves may be beneficiaries of MGNREGA can be engaged for the mobilization of workers and to educate them on their rights and entitlements.

6 Planning for Works and Preparation of Labour Budget

Chapter 3 describes the steps required for setting up systems to accurately record demand for work by wage-seekers. But before recording demand, one needs to make a prior assessment of the quantum of work likely to be demanded and also to ascertain the timing of such demand. Concomitantly, a shelf of projects¹ is to be prepared and prioritized to meet this demand. This matching of demand and supply of work is the process of planning under MGNREGA and this is to be achieved through the preparation of a Labour Budget (LB). The LB thus covers two aspects viz. assessment of quantum and timing of demand for work and preparation of a shelf of projects to meet demand for works within the time prescribed in the Act.

6.1 LABOUR BUDGET

6.1.1 A Labour Budget (LB) must, therefore, include

- i) Anticipated quantum of demand for work;
- ii) Precise timing of the demand for work, and also;
- iii) A plan that outlines the quantum and schedule of work to be provided to those who demand work.

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

6.1.2 Labour Budget (LB) entails planning, approval and funding under MGNREGA. Sub-section 6 of Section 14 of the MGNREGA mandates that the District Programme Coordinator (DPC) under MGNREGA shall prepare in the month of December every year, a labour budget for the next financial year containing the details of anticipated demand for unskilled manual work in the district and the plan for engagement of workers in the works covered under the programme.

6.1.3 It is mandated that LBs be prepared in accordance with the process prescribed in sections 13 to 16 of MGNREGA. This process is detailed in later parts of this chapter. The DPC has to ensure strict adherence to the principles of bottom-up approach from planning to approval of the selected shelf of projects by each of the Gram Sabhas (GSs) in the district.

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

- i) A survey of job card holders is to be mandatorily conducted in every Gram Panchayat (GP), in order to prepare a base line to assess the quantum and timing of demand for employment in the GP. The survey will elicit information on the seasonal demand for labour from each job card holder in the GP. Expert institutions may be empanelled separately in each State to finalise the framework and methodology for the pilots for the baseline survey and once the methodology is finalised, these institutions will train teams from each District to conduct the surveys. Leading Civil Society Organizations (CSOs) could also assist in this process. The State Rural Development Secretary and the DPCs will ensure that the pilots for baseline survey are done in FY 2012-13 so that the baseline surveys for all GPs are completed in FY 2013-14.

¹ As per Section 2(n), 'Project' means any work taken up under a Scheme for the purpose of providing employment to the applicants.

- ii) Reassessment of the base year LB/demand for work, on the basis of household survey should be done once every five years to account for changes in the local pattern of livelihoods and opportunities for work in production activities.
- iii) The baseline assessment will be a mandatory component of the development plan² of the GP and the District. Annual Labour budgets for the year 2014-15 will be approved only when the LB is formulated on the basis of a survey of job card holders as given above.

6.3 PREPARATION OF DEVELOPMENT PLAN AND SHELF OF PROJECTS

The projects to be taken up as part of the Labour Budget should emerge from an integrated plan for local development with focus on Natural Resource Management especially on a micro watershed basis so that sustainable livelihoods are created. The following steps are suggested for preparation of the Plan:-

Step 1 – Identification of needs

Needs of the people may be identified through consultations at the habitation level which have to be noted down in the order of priority. Also in large Village Panchayats, consultations may be held with different stakeholders like MGNREGS workers, SHGs, small and marginal farmers, Watershed Committees and agricultural labourers and their needs identified and prioritized. Special efforts should be taken to include the priorities suggested by SCs and STs.

In addition to consultations, participatory techniques like focus group discussions, transect walks, natural resource-cum-social mapping, participatory priority setting, etc. should be adopted.

This could be facilitated by either the Cluster Facilitation Teams or a Task Force set up for the purpose, consisting of elected members of the Village Panchayat officials, experts, representatives of Civil Society and Community Based Organizations as well as representatives of stakeholders. Such Task Force has to be trained properly for the planning process.

Step 2 – Identification of Resource Envelope

The Cluster Facilitation Team or Task Force as the case may be, in consultation with the Village Panchayat could identify the resources available locally from different Schemes like Integrated Watershed Management Programme, Rashtriya Krishi Vikas Yojana, Nirmal Bharat Abhiyaan, National Rural Drinking Water Programme, BRGF, ICDS etc. and the own resources of the Panchayat including grants of the Central and State Finance Commissions.

Step 3 – Preparation of Draft Development Plan

The Cluster Facilitation Team/Task Force would, in partnership with the elected Panchayat, prepare the Development Plan by matching the prioritized needs with the resources available. Those elements of the Development Plan which could be taken up under MGNREGS, would be noted separately as a shelf of projects to be included in the Labour Budget.

Step 4 – Approval of Gram Sabha

The draft Plan would be presented in the Gram Sabha and got approved by incorporating the suggestions of the Gram Sabha.

Step 5 – Plan finalization

The Plan including the MGNREGA component approved by Gram Sabha would be discussed in a special meeting of the Gram Panchayat without disturbing the priority of work decided by Gram Sabha.

² Development Plan is an Annual Plan for MGNREGA which is prepared by every GP after considering the recommendations of Gram Sabha and Ward Sabhas.

6.4 PRINCIPLES GOVERNING PREPARATION OF SHELF OF PROJECTS FOR LABOUR BUDGET

- i) All attempts should be made for convergence with other schemes, such as Integrated Watershed Management Programme (IWMP), Rashtriya Krishi Vikas Yojana (RKVY), Command Area Development and Water Management (CAD&WM), National Horticulture Mission (NHM) etc in order to attain sustainable livelihoods. Convergence with Nirmal Bharat Abhiyaan (NBA) and National Rural Drinking Water Programme (NRDWP) will help improve Human Development Indicators.
- ii) A paradigm shift from Relief Works approach to Integrated Natural Resource Management (INRM) approach is required in implementation of MGNREGS. The works taken up in MGNREGS should change from taking up individual, stand-alone works in a typical 'relief works mode' to an INRM perspective. Planned and systematic development of land and harnessing of rainwater following watershed principles should become the central focus of MGNREGS works across the country to sustainably enhance farm productivity and incomes of poor people.
- iii) The INRM shall include total quality management of natural resources with specific focus on in-situ rainwater harvesting to minimize rainwater run-off, bringing fallow lands into cultivation, putting common lands to productive use, developing the lands of SC/ST and small and marginal farmers(SMF) so as to enhance their productivity and strengthen livelihoods.
- iv) Individual works can be logically sequenced and packaged together on the principles of INRM, to form projects. Even works on private lands should be taken up following the principles of watershed management in an integrated manner. Systematic identification and implementation of projects is highly recommended as it leads to creation of sustainable and productive assets for the community.
- v) It is possible that some projects from the list recommended by GS do not finally get approved for some reason. Therefore, the list should contain enough number of projects so that the Shelf of Projects that emerges through this process is more than adequate to meet the projected demand for work for at least two years. A Shelf of Projects covering at least two years of implementation will enable (a) adequate time for required technical scrutiny before granting technical sanctions and (b) eliminate delays in providing employment because of lack of requisite approvals. In case a PIA's proposal is found technically inadequate or incorrect then a two year Shelf of Projects will provide adequate time to PIAs to make modifications and corrections for sanction and inclusion of their proposals in the Shelf of Projects. It must also be ensured that the GP adds new projects to the Shelf of Projects every year to replace the components that have been completed and prioritize the same with the approval of Gram Sabha.
- vi) The GP is the custodian of the Shelf of Projects and all PIAs working within the GP must report their plans to the GP, which should duly incorporate them into the Annual Plan for MGNREGA after the approval of the GS.
- vii) Since the GP is the custodian of the Shelf of Projects, all works to be taken up at inter GP level within a block or inter-block level within a district must also be ratified by each of the GPs concerned and appropriately reflected in their respective GP Annual Plans.
- viii) The order of priority of projects shall be determined by each GP in meetings of the GS and the Ward Sabha and will be reflected in the Annual Plan.

6.5 APPROVAL OF ANNUAL PLAN AND LABOUR BUDGET BY GRAM SABHA

- i) Annual Plans and LB are currently supposed to be presented by GP for approval of the GS on 2nd October each year. It is experienced that this date is far too late to enable completion of the consolidation process of LBs for all GPs in a State and submission of the same to the Central Government by 31st December (the date by which LBs for each State are required to be submitted to the Ministry). It has therefore been decided to advance the date to 15th August. Advancing the date for holding the GS on 15th of August would also help in preparation of a revised LB for the current year, if the need arises. This would help prevent distress migration of households because decisions on migration are normally taken during the monsoon season. In the absence of a timely work guarantee, many are likely to migrate after the harvest of the kharif crop. It is important, therefore, for the GP to inform potential workers of available employment and the timing of this employment well in advance of the kharif harvest.

The Programme Officer will ensure that (i) a GP-wise calendar of meetings of GS is drawn up well in time and (ii) meetings of GSs are held on 15th August for this purpose.

- ii) All implementing agencies including line departments, District Panchayat, Intermediate Panchayats etc. will send their list of projects to be included in the Shelf of Projects well before 15th August of each year to the respective GP. This will enable the GP to include these works in the plan to be presented to the GS in the meeting of the GS to be held for the purpose of approving the Annual Plan.
- iii) In the meeting of the GS, the plan presented by the GP will be discussed. If required, GPs will modify the plan to bring the same in conformity with the decision of the GS. The revised plan thus prepared will be approved by the GS in the form of a resolution. The priority in which the works have to be taken up must also be mentioned in the resolution of the GS.

6.6 CONSOLIDATION OF ANNUAL PLANS AND LABOUR BUDGETS AT BLOCK AND DISTRICT LEVEL

- i) Once approved by the GS, each GP will submit its Annual Plan and LB along with a copy of the resolution of the GS to the Programme Officer. The Programme Officer, will
 - a. Scrutinize the GP Annual Plans against the list of permissible works as specified in MGNREGA;
 - b. Check whether the wage material ratio for the list of works proposed for inclusion in the Annual Plan for the GP, meets the requirements of the Act and Schedule.
 - c. Collate all works within the Block and
 - d. Present the Block Plan before the Block Panchayat by 15th September.
- ii) The Block Panchayat will not reject a proposal received from the GP. If the proposal is not within the parameters of the Act or appears technically infeasible, the Programme Officer will record his/her observations on the proposal and then submit along with a consolidated statement of proposals to the Block Panchayat by the 15th of September. The Block Panchayat will not reject a work proposed by the GP if it is within the parameters of the Act. If it is outside the parameters of the Act, then it will be returned to the GP with a request to recast the proposal in accordance to the provisions of the MGNREGA.
- iii) The Block Panchayat will maintain the priority indicated by the GP while accepting the proposals of GPs for preparation and consolidation of a block level annual development plan.
- iv) The Block Panchayat will then submit the Block Annual Development Plan to the District Panchayat by 2nd October every year, failing which the plan submitted by PO will be deemed to be approved.
- v) The DPC will
 - a. Scrutinize the Block Annual Development plan of works against the list of permissible works as specified in MGNREGA;
 - b. Collate all works within the District into the District Annual Development Plan.
 - c. Ensure that the District Annual Development Plan has adequate number of schemes to meet work demand in all seasons in all panchayats.
 - d. Present District Annual Development Plan and District Labour Budget by 15th November before the District Panchayat.

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

- vi) After approval of Labour Budget by the District Panchayat, month-wise projections of (i) Number of Households to be provided employment, (ii) persondays to be generated, (iii) estimated expenditure on works and (iv) list of works to be undertaken would be disaggregated, GP-wise and sent to respective GPs for data entry. The data entry in the MIS should be completed by 15th December of each year. For making an entry in MIS following steps should be followed:

Home page → Panchayat (GP / PS / ZP) → Gram Panchayat → Data entry → Select State → Log in page → Select FY, District, Block, GP → enter username, password → data entry page → Labour Budget

Under Labour Budget, there will be separate links, one for labour projection and the other for works.

- **For Labour projection, following details, month-wise, are required to be entered in:**

- a. Projected demand (number of Households)
- b. Projected person-days required to be generated
- c. Projected expenditure (in lakh)

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

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

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

It is necessary to capture all physical and financial parameters such as (1) ownership of land (2) Details of the land on which the work is proposed (3) category and sub-category of work proposed (4) the dimension of the work proposed (volume, length and/or area or the numbers) (5) the outcomes in terms of the number of families that will be benefited or the area that would be benefitted upon completion of work (6) estimated generation of persondays and (7) estimated expenditure on wages and material. These fields have been provided in NREGASoft and should be necessarily filled in. The details required to be entered in are given in **APPENDIX-1**.

A unique work code for the entered work will be assigned by the system thereafter.

6.7 CONSEQUENCES OF NOT ENTERING WORK DETAILS IN MIS

- The work will not be available for allocation if it is not entered in MIS.
- As no muster roll can be issued against such work(s), no expenditure can be booked against it.

6.8 ADMINISTRATIVE AND TECHNICAL SANCTION OF WORKS APPROVED

All the works approved under District Annual Development Plan shall be accorded administrative sanctions by the DPC or as per norms set by State Government. In parallel, the DPC will coordinate the preparation of detailed technical estimates and sanctions. The project report for each approved work shall contain all details as may be specified in the technical / works manual of the State Government. It will also contain the expected outcomes such as person days of employment, specifications of the physical assets (e.g length of road, size of the reservoir etc) and enduring outcomes (e.g. area to be irrigated, villages/ population to be connected). Only works that are accorded administrative and technical sanctions will become available for allocation.

6.9 SUBMISSION OF LABOUR BUDGET TO MINISTRY OF RURAL DEVELOPMENT AND ITS SCRUTINY

The MIS entry made in regard to the LB at GP level will get aggregated at different levels. The aggregated LB at District level is required by the Ministry by 31st December each year in format as per **Annexure -10**. Therefore, it needs to be ensured that all data entry work for LB is completed in all respects by 31st December for all GP's in State. The LB entered in the MIS (as given in para 6.6 above) will be analysed by the Ministry and put up to the Empowered Committee chaired by Secretary, Ministry of Rural Development. The Empowered committee will discuss the projected LB with the Secretary of the Rural Development of the concerned State and a final LB for the State as a whole will be agreed to. The implication of this is that district/ Block/ GP wise LBs as prepared earlier and submitted to the Ministry are required to be revised by the State Government and communicated to respective districts/ blocks and GPs. The LB agreed to, disaggregated district and month wise shall be entered at the State/District level in the MIS appropriately. States are required to complete this exercise within 15 days from the date the decision regarding agreed to LB is conveyed to them.

6.10 TIMELINES FOR VARIOUS STEPS INVOLVED IN PREPARATION AND FINALIZATION OF LB

Date	Action to be taken
15th August	Gram Sabha to approve GP Annual Plan and submit to PO
15th September	PO submits consolidated GP Plans to Block Panchayat
2nd October	Block Panchayat to approve the Block Annual Plan and submit to DPC
15th November	DPC to present District Annual Plan and LB to District Panchayat
1st December	District Panchayat to approve District Annual Plan
15th December	DPC to ensure that shelf of projects for each GP is ready
31st December	Labour Budget is submitted to Central Govt.
January	Ministry scrutinizes the Labour Budget and requests for compliance for deficiencies, if any
February	Meetings of Empowered Committee are held and LB finalized
February, March	Agreed to LB communicated to States. States to feed data of Month wise and District wise breakup of "Agreed to" LB in MIS and communicate the same to Districts/ blocks GPs
Before 7th April	States to communicate OB, Center to release upfront / 1st Tranche.

6.11 CONSEQUENCES OF NOT ADHERING TO THE PROCESSES OR TIMELINES

The sequence of approvals laid down under the Act necessitates time bound coordination between different levels so that the spirit and intent of the Act is maintained especially in terms of retaining the works priorities. It is therefore legally imperative that there are no delays in the approval of the development plan at any level and equally necessary to ensure that the priorities of the GS are maintained. The absence of an approved Shelf of Projects affects the pace at which employment demand has to be met. Delay in finalizing the development plan will delay the discussion in proposed labour budget which in turn will affect fund release and flow of funds to the States/ districts as financial requirement of the State/ districts is assessed through the agreed to LB and 1st installment of central share/ upfront release is released to the State/ District, after adjustment of unspent balance at the close of previous financial year, as per the progress in the NREGASoft MIS.

7 Works and their Execution

7.1 PERMISSIBLE WORKS

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

7.1.2 In response to each of these demands, the Central Government has, vide notification dated 4th May 2012, amended provisions in Schedule I to include an additional list of permissible works under MGNREGA and has also issued separate work Guidelines for these works. **(APPENDIX- 2)**. The suggested technical specifications are only indicative and not mandatory. States may design structures as appropriate to the local situation and the costs may be estimated in conformity with such designs. Some of these works in the amended Schedule I, are new but many of them come within the category of works that were already permitted under MGNREGA. The list has been provided in response to demands from States for greater clarity on the precise works that could be taken up under the permissible categories of works.

7.1.3 Paragraph 1B of amended Schedule I provides that the focus of the Scheme shall be on the following works and the order of priority shall be determined by each Gram Panchayat (GP in meetings of the Gram Sabha(GS) and the Ward Sabha. The works included in para 1B are:

- i) water conservation and water harvesting including contour trenches, contour bunds, boulderchecks, gabion structures, underground dykes, earthen dams, stop dams and springshed development;
- ii) drought proofing including afforestation and tree plantation;
- iii) irrigation canals including micro and minor irrigation works;
- iv) provision of irrigation facility, dug out farm pond, horticulture, plantation, farm bunding and land development on land owned by households specified in paragraph 1C of Schedule I;
- v) renovation of traditional water bodies including desilting of tanks;
- vi) land development;
- vii) flood control and protection works including drainage in water logged areas including deepening and repairing of flood channels, chaur renovation, construction of storm water drains for coastal protection;
- viii) rural connectivity to provide all weather access, including culverts and roads within a village, wherever necessary;
- ix) construction of Bharat Nirman Rajiv Gandhi Sewa Kendra as Knowledge Resource Centre at the Block level and as Gram Panchayat Bhawan at the Gram Panchayat level;
- x) agriculture related works, such as, NADEP composting, vermi-composting, liquid bio-manures;
- xi) livestock related works, such as, poultry shelter, goat shelter, construction of pucca floor, urine tank and fodder trough for cattleshed, azolla as cattle-feed supplement;
- xii) fisheries related works, such as, fisheries in seasonal water bodies on public land;
- xiii) works in coastal areas, such as, fish drying yards, belt vegetation;
- xiv) rural drinking water related works, such as, soak pits, recharge pits;
- xv) rural sanitation related works, such as, individual household latrines, school toilet units, anganwadi toilets, solid and liquid waste management;
- xva) construction of anganwadi centres.

- xvb) construction of playfields
- xvi) any other work which may be notified by the Central Government in consultation with the State Government.

The scope of work/activities that can be taken up under MGNREGA under the broad categories listed above are given in the Guidelines for the new/additional works permitted under MGNREGA (**APPENDIX -2**). As one of the objectives of MGNREGA is creation of durable assets, recurring activities, such as filling and refilling etc. of compost pits, azolla pits etc. in above mentioned permissible works are not allowed under MGNREGA.

7.1.4 As per paragraph 1C of Schedule I all activities mentioned in items (iv), (x), (xi) and items (xiii) to (xv) of paragraph 1B of Schedule I shall be allowed on land or homestead owned by households belonging to the Scheduled Castes and the Scheduled Tribes or below poverty line families or the beneficiaries of land reforms or the beneficiaries under the Indira Awas Yojana of the Government of India or that of the small or marginal farmers as defined in the Agriculture Debt Waiver and Debt Relief Scheme, 2008, or the beneficiaries under the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 (2 of 2007).

Further, the works referred to in items (iv), (x), (xi) and items (xiii) to (xv) of paragraph 1B of Schedule I shall be taken up subject to the following condition, namely:

- (a) The households referred to in paragraph 1C of Schedule I shall have the job card; and
- (b) the beneficiaries shall work on the project undertaken on their land or homestead.

7.1.5 Work guidelines provide details about new works. While taking up works under MGNREGA, the following conditions must be followed:

- i) Only those works can be taken up which result in creation of durable assets and strengthen livelihood resources of the rural poor.
- ii) The order of priority of works will be determined within the GP and will be reflected in the Annual Plan ratified by the GS on 15th August.
- iii) The 60:40 ratio for wage and material costs should be maintained at GP level for all works to be taken up by GP and for works to be taken by all other agencies it should be maintained at the Block/ Intermediate Panchayat level.
- iv) No contractors and no labour-displacing machinery shall be used in execution of works.

7.2 INTRODUCING NEW CATEGORIES OF WORKS UNDER MGNREGA

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

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

- i) If the State Government believes that the current list of permissible works is not proving adequate to generate sufficient employment under the MGNREGA and it believes that (i) there are works that may not be currently permissible but would generate additional employment; and (ii) Since work lead to the creation of durable assets and strengthen the livelihood resource base of the rural poor, then the State Government should draw up a proposal to be sent to the Central Government for examination and approval.
- ii) The proposal of the State Government should contain the following:
 - a. Justification for the work.
 - b. Areas of the State where this work would be undertaken.
 - c. Numbers of people likely to be employed (employment potential).

- d. Nature of durable asset likely to be created.
- e. How this work will strengthen the livelihood base of the rural poor.
- f. Other benefits that may accrue such as continued employment opportunities, strengthening of the local economy and improving the quality of lives of people.
- iii) These proposals should also contain a model project which outlines:
 - a. The unit cost of each work.
 - b. The labour component of each work.
 - c. The material component of each work.
 - d. Skilled and semi-skilled component of each work.
 - e. The transparency and accountability mechanisms and how this project will comply with the transparency and accountability provision of the MGNREGA.
 - f. The expected final outcome (asset) that will be created.
 - g. The benefit to the livelihood base of the rural poor.
 - h. Any other benefit likely to accrue.
- iv) There should be an indication whether this will require convergence with any other scheme/ programme running in the State. If yes, then the nature of that convergence, how it would be achieved and the format in which accounts meeting the requirements of MGNREGA, would be maintained
- v) There should also be an account of how this work has functioned, in case there are any existing examples of this kind of work within the State (This could include such works having been taken up by individual Panchayats or NGOs).
- vi) This proposal will be examined by the Ministry, pilots maybe be sanctioned if necessary, to examine the feasibility and outcomes of such a proposal, ordinarily within 3 months, but no later than 6 months.
- vii) In case the work is to be added in the permissible works, the Ministry will formulate the requisite guidelines and send the approval to the concerned State Government.
- viii) In case it finds that this is a work of value, the Central Government may suggest that such works be approved for a larger number of States, or on an all India basis.
- ix) However, in case it is found that the outcome of the work has not been in conformity with the objectives of the MGNREGA, it may suggest amendments in the guidelines or suggest withdrawal of the approval of the work as a permissible work.

7.3 NEGATIVE LIST

7.3.1 Works like **boulder**, pebble or shrub removal, **silt** application and similar activities are not permissible as stand alone activities except when they are part of tasks in projects for converting uncultivable and barren / fallow lands into cultivable lands through one time land development and wherever land development is taken up, it may follow an area approach preferable a micro-watershed and not confined to a few individual holdings.

7.3.2 Normal agriculture operations such as land preparation, **ploughing**, sowing, weed removal, turning the soil, watering, harvesting, pruning and such similar operations are not permissible in MGNREGA.

7.3.3 Agriculture operations of any nature are not permitted to be taken up under MGNREGA for food grain crops, vegetables, floriculture etc. The material cost for these of inputs (seeds, fertilizers, pesticide) would also not be covered under MGNREGA.

7.3.4 Removal of weeds and watering may be considered for payment under MGNREGA only for forestry plantations and horticulture limited for a duration of 2-3 years. It is envisaged that at the end of this period, the horticulture plants would become fruit bearing and thereafter, weeding, watering etc would become a part of normal operations. Likewise, at the end of the 2-3 years, it is envisaged that the agro forestry plantation would attain sufficient height and should be able to survive with

protection from grazing to be provided by ditch cum mound bunds along the periphery or other forms of physical structures. The State Agriculture / Horticulture/ Forest department would prescribe norms in respect of the duration and persondays for which removal of weeds and watering etc for horticulture and forestry may be included as cost of MGNREGA work. However, these norms should be the same as applicable to works taken up under their own departmental programme either from state funds or as part of a CSS.

7.3.5 Expenditure on works in the negative list would not be admissible and will be recovered from person(s) responsible for approving and executing the work.

7.3.6 Pilots using MGNREGA funds should be taken up only upon approval of the Ministry and should be restricted to a few panchayats. Any decision on scaling up the pilots should also be taken only with due approval of the Ministry.

7.3.7 The maintenance of assets should generally be undertaken only for those works and assets that have been created under MGNREGA. In case MGNREGA funds are to be used to rehabilitate assets created from schemes other than MGNREGA, the full details of previous work done along with date, copy of estimate and measurement book should be placed as part of the MGNREGA work record before administrative approval is granted. It will be the duty of the agency that has executed these assets to provide all required details and documents to the GP . PO will ensure that an entry to this effect is made against each such work in the list of works placed before the GS. S/he will ensure that copies of documents are also made available to the DPC before administrative approval is accorded and details are made available to the implementing agency along with the work order.

7.3.8 MGNREGA funds cannot be used for land acquisition. Land belonging to all categories mentioned under paragraph 1C of Schedule 1 cannot be acquired for works under the MGNREGA. In case land is being donated for MGNREGA works, DPC should ensure donation is entirely voluntary and not under due pressure.

7.3.9 A major activity that has been widely undertaken under MGNREGA is the construction of wells. However, it has been observed that on many occasions, this has been done in an indiscriminate manner without reference to the prevailing hydro-geological conditions and the possible impact on the already receding, water table and water quality. Groundwater is a common pool resource. Extraction of groundwater through individual sources such as wells and tubewells can sometimes threaten the quantity (depth) and quality of the resource. **The following conditions are, therefore, being prescribed for undertaking digging of wells under MGNREGA:**

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

rock areas, diameters must be kept within 8m. For softer rock and alluvial areas, well diameter must be less than 6m.

7.3.10 States must seek clearance from the Ministry whenever there is any doubt about an activity being permissible or not under MGNREGA.

7.4 THE WAGE–MATERIAL RATIO AND PROCUREMENT OF MATERIAL

7.4.1 The ratio of wage costs to material costs should be no less than the minimum norm of 60:40 stipulated in the Act. The 60:40 ratio for wage and material costs should be maintained at GP level for all works to be taken up by GP and for works to be taken by all other agencies it should be maintained at the Block/ Intermediate Panchayat level.

7.4.2 Tools & Implements Expenditure: Centralised procurement of tools and implements for MGNREGA workers like crowbars, baskets, pickaxes etc. shall be avoided. Workers may be facilitated to bring their tools and implements for which appropriate sharpening charges may be paid. Alternatively, if the workers are unable to manage their own tools, these may be arranged by Panchayats/ SHGs etc. The cost of procurement (if any) and maintenance expenditure like sharpening of crowbars etc. shall be booked under material expenditure.

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

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

7.4.4 Within a week of a procurement decision having been taken, details of all material to be procured shall be displayed on notice boards of panchayats and other places frequented by stakeholders including MGNREGA workers. These details will also be displayed through wall paintings at prominent places in Panchayats. Details of all procurements made (quantity procured, total amount spent, the work for which the material was procured, date of delivery of material etc.) of should be posted in the MIS. The DPCs through the POs will ensure that these provisions are strictly adhered to. The State Government shall provide the required formats in which these details will be displayed at notice boards or as wall paintings.

7.5 CONSEQUENCES OF NOT ABIDING BY PRINCIPLES ENUNCIATED IN PARA 7.1, 7.3 AND 7.4

State Government shall take administrative/disciplinary action against officers responsible for (a) approving works not in the permissible list, (b) approving works in violation of the principles enunciated in para 7.2, (c) not adhering to the prescribed wage : material ratio and for (d) not following the procedure for procurement of tools and implements. Further, expenditure in violation of these principles will be disallowed and cannot

be met from MGNREGA funds and the State Government will be required to meet these expenses separately as this expenditure would be treated as a liability of the State Government in addition to the liability in accordance with the provision of Section 22 of the Act. NREGASoft will accordingly calculate the additional liability of the State Govt. on this account.

7.6 IMPLEMENTING AGENCIES

7.6.1 The GP is the single most important agency for executing MGNREGA works as Section 16 (5) of the Act mandates that at least fifty percent of the works in terms of cost under a scheme shall be allotted to GPs for implementation.

7.6.2 The other Project Implementing Agencies (PIA) can be line departments of the Central or State Government, District Panchayat, Panchayat at intermediate level, Gram Panchayat or any other 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.

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

7.6.3 GPs shall be the first choice for designating a PIA for any work. However, there may be instances when agencies other than the GP are required to be selected. The selection of the Implementing Agency, other than the GP, will be done by the DPC and will be based on technical expertise, capacity to handle work within the given time frame, proven track record for work, and the overall interests of beneficiaries. The selection of the Implementing Agency will have to be indicated in the Development Plan. DPC will also consider approving a panel of PIAs for each work to ensure that alternative options are available in the event where an agency fails to execute the work. This will ensure that works do not suffer because of an individual agency's failure, and that work seekers get employment on time.

7.6.4 The responsibility for opening works on time as in the labour budget and the Annual Plan will lie squarely with the PIAs. If any Implementing Agency (including a GP) is unable to open the works allotted, it will immediately inform the Programme Officer, who will entrust the work to another agency, chosen from a panel of agencies approved project-wise for that Block in the Development Plan for the District. If for any reason, the work proposed to be opened up on a given date is not started, the PO will direct the applicants to a work being executed by another Implementing Agency. The time for various activities must be fixed according to the needs of workers, particularly migrant workers.

7.6.5 In the event of GP being the PIA, the concerned line department will provide technical support to the GP in terms of (i) providing designs and estimates, (ii) quality parameters (iii) supervision of the works executed. No overhead charge will be given to any line department for this.

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

7.7 FORMULATION OF SCHEDULE OF RATES (SoRs)

7.7.1 Payments to workers based on work valued using outmoded SoRs, which were appropriate for a contractor-led, machine-based system of implementation, will lead to underpayment. In the absence of machines under MGNREGA, the application of these SoRs inevitably leads to underpayment. Therefore, there is a need to devise separate SoRs for activities that are done manually.

- 7.7.2** Another problem is that existing SoRs make inadequate provisions for variations in geology and climate, discriminate against women, tend to underpay workers by lumping various activities together and do not revise rates in line with increments in wage rates. This can also adversely affect quality of works and there is a tendency to leave works incomplete as actual costs exceed sanctions.
- 7.7.3** All works in MGNREGA should be clearly divided into tasks in such a way that nothing remains invisible and underpaid. Clubbing/bundling of separable tasks (e.g. digging and lifting) should be avoided.
- 7.7.4** A systematic revision of SoRs requires an estimation of the amount of work (a “Task”) a human being can perform in a given area in the prescribed period of time (9 hours including one hour of rest as per Schedule I). Carefully designed Work Time and Motion Studies (WT&MS) need to be undertaken for this.
- 7.7.5** This exercise has to be done in a transparent manner, by an agency which is independent of the nodal Department (for MGNREGA). The agency conducting the WT&MS should have adequate knowledge and capacity to carry out this complex task.
- 7.7.6** The WT&MS should also allow for regional variations in tasks, depending on the variable local conditions and the health and nutrition status of the population. In particular, they must reflect the productivity of mixed group of workers including both men and women, elderly workers and those who are physically challenged.
- 7.7.7** It needs to be borne in mind that the Task that a human being can perform in a given time is not dependent upon the source of funding for the scheme. Therefore, the quantum of task for MGNREGA cannot be different from the task in other government schemes.
- 7.7.8** There is a need to develop a simple and accessible template of SoRs, which could be used by the GPs, Gram Rozgar Sevaks and mates during execution of works. This template could be developed at two levels: one, with rates for the simple and often repeated tasks and the other with rates for more complicated tasks. The SoR for common tasks may be developed at the level of the district whereas the SoRs for the complex tasks may be developed for a group of districts within the same agro-climatic region. The template should also allow for regional variations and include special works to be taken up in the hills region, coastal regions, deserts, water-logged and flood-prone plains and saline areas.
- 7.7.9** MGNREGA wage rates, as defined in Section 6(1) of the Act have been indexed to Consumer Price Index (Agricultural Labour) (CPI-AL). This means that if SoRs are not revised in accordance with the wage rate, workers will be unable to get the stipulated wage under MGNREGA. States must index their SoRs to wage rate and notify the revised SoRs within two weeks of a revision of wage rates.
- 7.7.10** Whenever there is a revision in the SoR, the DPC must revise the approved estimates for projects in the Annual Plan which are yet to be started. This should be done on a suo moto basis by the DPC and the revised estimates conveyed to the project implementation authorities.
- 7.7.10** For projects which are under execution when the SoRs are revised, the DPC may conduct a survey re-estimating the value of the unfinished portion of works. The entire process of re-estimation must be done within a period of one month of the revision of SoRs.
- 7.7.12** Some States have moved to create district specific SoRs which enables them to take into account inter-regional and inter-district variations in conditions under which work is performed. States may adopt this practice only if other public funded schemes in a State follow district specific SoRs.
- 7.7.13** The SoRs are required to be entered in NREGASoft which could facilitate, preparation of work/ estimates and valuation of work done. The process to be followed for entering SoR in NREGASoft is as follows:

SCHEDULE OF RATES

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

- 1 Schedule of Rates (Type viz. State/District/Region)
 - 2 Labour, Material & H & L Charges Entry
 - 3 Lead & lift charges of earth work
 - 4 Conveyance Charges
- Click on hyperlink no. 1. i.e. **“Schedule of Rates (Type viz. State/District/Region)”** to select SOR Type (viz. State/District/Region). Select ‘State’ if same SOR is for whole state, ‘District’ if SOR is for a particular district and ‘Region’ for a group of district having same SORs.
 - Click on hyperlink no. 2. i.e. **“Labour, Material & H & L Charges Entry”** to define the rates for components (Labour, Material, Hire & Labour). Now select from combo the following:
 - “Select the schedule”
 - “Activity code” (Activity Name)
 - “Activity Unit”
 - **Labour component** → Labour Group → Labour Type → Quantity Required → Rate → Rate Unit.
 - **Material Component** → Material Group → Material Type → Quantity Required → Rate → Rate Unit.
 - **Hire and Labour Component** → H&L Type → Quantity Required → Rate → Rate Unit.
 - Sub activity details (If Any)
 - Click on hyperlink no. 3. i.e. **“Lead & lift charges of earth work”** to define the lead and lift rates. Select the schedule → Type of Soil
 - Click on hyperlink no. 4. i.e. **“Conveyance Charges”** to define the conveyance rates for different material groups. Select the schedule → Material Group → Material name → Unit → Loading Charges → Unloading charges → Royalty → Number of Slabs

7.8 WORK ESTIMATES

7.8.1 The work-estimates should be generated from the NREGSoft with the help of back-end standard template which is designed for each type of work. Following steps need to be followed for making data entry for preparation of work estimates through the system:

COST ESTIMATION

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

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

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

As of now, work estimates of the types of works above only, can be prepared through NREGASoft. However, the system has the potential to prepare the work estimates of all types of works permissible under MGNREGA. Appropriate screens for data entry can be provided as per the requirement of States. States are encouraged to use NREGASoft for preparation of work estimates as this would

reduce substantially, manual work in not only preparation of estimates but also valuation of work done. The software generated work-estimate, would be detailed and as per engineering standards.

7.8.3 The estimates so generated would have an abstract of materials so that quantity of material in the estimate can be easily compared with (i) the quantities booked in the Measurement Book (MB), (ii) quantities used in the work as evaluated by the person who checks the measurement and (iii) quantities as reported by local residents during social audit.

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

7.9 ISSUE OF MUSTER ROLL

7.9.1 Before starting a work, the GP shall inform the PO, so that the PO can issue the required muster rolls. If the PIA is other than GP, then the concerned GP will inform the same to the PO, who will issue work order to the concerned PIA along with the required muster rolls.

The muster rolls should be authorized by the PO and issued to GPs and other implementing agencies within three days from the date they declare their intent to start works. Only those musters that are signed/ certified by PO are considered authentic for generation of pay orders. Necessary steps should be taken to avoid fake musters.

7.9.2 A record of muster rolls issued by the Block & muster rolls received by the GP shall necessarily be maintained and strictly monitored. A detailed record of Muster Rolls will be maintained in the registers as per **Annexures -11,12 and 13**.

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

7.9.4 e-muster has preprinted names of workers who have demanded employment and are allocated a particular work. As demand for employment has already been entered in NREGASoft earlier (Please refer the Chapter 3: "Job Card, Demand For Work and Unemployment Allowances"), the names of the workers are pulled from the data entered in and printed in e-muster. For generating e-muster following details are required to be filled:

- i) Panchayat name
- ii) Work Code
- iii) Date from.....Date to.....
- iv) Worker category (unskilled or skilled/ semi-skilled)
- v) Number of workers in one muster roll

In the case of e-muster, Muster roll numbers are generated by the software and therefore, not required to be entered in the system. However, e-muster will also be required to be certified by the PO.

7.9.5 States that are unable to generate and use e-muster may continue to use paper muster rolls. In such cases, each muster roll should be uniquely identified and certified by PO.

Following steps are involved in issuance of paper muster roll through NREGASoft
Home page → District/Block admin → Programme Officer → Data entry → Select State → Login after selecting Financial Year, District and Block → Now under the panel “Data Entry of Programme Officer” click on link “Issue of Muster Roll”.

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

- a. Panchayat name
- b. Worker category (unskilled or skilled/semi-skilled)
- c. Muster roll no. (from & to)
- d. Work Code
- e. Date of issuance (by Programme Officer)
- f. Number of labour in muster roll
- g. Received by whom
- h. Date of the receipt.

7.9.6 Weekly muster rolls shall be adopted to ensure timely payment of wages to the MGNREGS labor.

7.9.7 The details that must be included in the muster roll are indicated in the **Annexure-14** In case of e-muster NREGASoft automatically generates the e-muster in the format prescribed in **Annexure -14** and in case of paper musters DPC/PO may ensure that format in **Annexure -14** is complied with.

7.9.8 Only numbered muster rolls will be maintained on the work site. No kachha Muster Roll (a document which is not authorized or issued by the PO) can be used at the worksite for recording attendance.

7.10 PROJECT INITIATION

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

- i) Project initiation meeting should be held with all the workers on the site and all the stakeholders should be invited to this meeting. In the meeting the workers should be explained the provisions of the Act, the system of payment of wages, SoR, information on worksite facilities and their entitlements in the event of their injury by accidents or death or injury or death of any child accompanying the worker. It should be explained that no discrimination on the basis of gender in payment of wages will be done only.
- ii) The standard output which is expected from workers to be entitled for payment of wage rate/day should be demonstrated in some form e.g. a sample pit.
- iii) Workers may be divided into small groups of 4-6 persons for easy execution, measurement of work and proper calculation of wages of the workers.
- iv) In case some workers have not opened Banks/Post Office accounts these may be opened by mobilizing the staff of the banks or the post offices at the worksite.
- v) The Citizen Information Board with MGNREGA logo must be set up containing essential information, details of work, estimates, rate at which each of these have been estimated, work status, quantities of materials that are to be used, basic dimensions of the work, person-days that will be generated, rate at which workers will be paid and amount of work to be done for this to be paid, expected benefit from the work etc. The details that must be displayed on the Citizen Information Board as indicated in the **Annexure-1** and at the public place in the GP as indicated in the **Annexure -2**.

7.11 WORK-SITE MANAGEMENT & ATTENDANCE

7.11.1 For helping the Gram Rozgar Sahayak in managing worksite facilities including taking attendance of the workers, a mate should be appointed. for each work. Preference in appointment of mates

should be given to women workers or differently abled persons who are adequately trained for performing the duties expected of mates.

7.11.2 No person below the age of 18 should be permitted to work on any Mahatma Gandhi NREGA project.

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

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

7.11.5 When a work is in progress, the workers engaged in that work will select from among themselves not less than five workers on a weekly rotational basis to verify and certify all the bills/vouchers of their worksite, at least once a week.

7.11.6 A copy of the sanctioned estimate and the work order must be available for public inspection at the worksite.

7.11.7 Attendance should be captured by mate/Gram Rozgar Sahayak only in the muster roll signed and authorized by the PO. Subsequent to the recording of attendance in paper muster or e-muster that contains the names of workers who have been allocated the work through NREGASoft, the recorded attendance must be entered in NREGASoft within 2 days of closure of muster. For this the procedure would be as given below.

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

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

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

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

- i. Work code
- ii. Muster roll No.
- iii. Date from
- iv. Date to
- v. Daily attendance
- vi. Work start date (one time)

Total number of days of attendance will be calculated by the software.

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

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

7.12 WORKSITE FACILITIES

- 7.12.1** Worksite facilities (Medical aid, drinking water and shade) are to be provided at the worksite.
- 7.12.2** The first aid box should be replenished as and when required and should not have medicines that have expired.
- 7.12.3** Provision of drinking water may require trolleys for fetching water from long distances.
- 7.12.4** In case the number of children below the age of six years accompanying the women working at any site are five or more, a crèche will need 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.
- 7.12.5** All expenditure on worksite facilities should be booked as part of administrative expenditure (not as part of work)

7.13 MEASUREMENT OF WORKS, CHECK MEASUREMENTS AND CALCULATION OF WAGES

- 7.13.1** All measurements of work done shall be recorded in the measurement book (MB) duly authorized and issued by competent authority.
- 7.13.2** Weekly measurement of works should be undertaken by measurement officers (Technical Assistants/ Overseers/ Junior Engineers). Measurement officers should ensure that all measurements are taken within 3 days after close of weekly muster. This is crucial for timely wage payments.
- 7.13.3** All measurements should be captured task-wise so that nothing remains invisible and underpaid.
- 7.13.4** Measurement recorded in MB need to be entered in NREGASoft to determine valuation of work done. The following entries are required to be made for this purpose:

Home page → Panchayat (GP/ PS/ ZP) → Gram Panchayat → Data entry → Select State → in Log page select Financial Year, District, Block and GP → enter the user name and password → Measurement book entry
(i) Measurement book no. (ii) Page no. (iii) Measurement date (iv) Select work (v) Measurement period

Activity component

- (i) Activity (ii) Length (iii) Width (iv) Height
Thereafter the quantity will be calculated by the system.
(v) Unit cost
The Total cost will thus get calculated by the system.
(vi) Labour component

Material component

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

- 7.13.5** Checking of measurement recorded by TA/ Overseer/ junior Engineer by an authority higher than the measurement officer is crucial for effective monitoring and ensuring quality of MGNREGS works. Appropriate check measurement norms have to be adopted by States to ensure creation of quality assets. However, these norms should in no way affect timely payments of wages.
- 7.13.6** A physically completed work can be closed only after the check measurement engineer has thoroughly examined the work and records.

- 7.13.7** In case of execution of works by line departments, the official from line department who has accorded technical sanction has to conduct check measurement after the work is completed.
- 7.13.8** Wages to be paid to workers shall be calculated on the basis of work out-turn. As the SoRs are required to be so worked out that when a group of workers work for the required duration, the out-turn would enable them to earn an amount equal to the prevailing notified wage rate under section 6(1) of the Act. Therefore, there would be no case when a worker would be required to be paid more than the notified wage rate. NREGAssoft prevents entry of an amount higher than the notified wage rate.

7.14 GENERATION OF PAY ORDER

- 7.14.1** States/ Districts that do not use e FMS (described in Chapter 8), will need to generate Pay orders. The equivalence of a Pay order in e FMS is a Fund Transfer Order (FTO) that the system generates upon feeding the requisite information. This is described in Chapter 8.
- 7.14.2** Pay orders can be generated through the software after weekly muster rolls & measurements recorded in Measurement Book are entered into NREGAssoft. In order to assure timely payment of wages to the labour, pay orders should be generated within 3 days after close of weekly muster. Pay Orders generated through NREGAssoft will have unique IDs and will be mapped to the muster roll numbers.
- 7.14.3** The Pay Order contains muster-wise wages earned by each worker. The pay order clearly indicates work details, muster details, wage seeker details, job card details, account details and amount earned by each wage-seeker.
- 7.14.4** Pay Orders are required to be authorized by GP or Program Officer and then submitted to the wage paying agency along with the pay-cheque/advice.

7.15 DISTRIBUTION OF PAY-SLIP

- 7.15.1** Individual Pay slips or wage slips communicate to each worker, the details of weekly wage payments like work ID, wage rate, number of days worked, amount earned by the worker during the week etc., thereby increasing transparency in the implementation of program. The details that are included in Pay Slip are indicated in the **Annexure- 15**.
- 7.15.2** Individual pay-slips shall be generated through NREGAssoft along with pay-orders.
- 7.15.3** Gram Rozgar Sevak along with mates are responsible for distribution of Pay slips amongst workers.

7.16 PROJECT COMPLETION REPORT (PCR)

- 7.16.1** On completion of every project, a Project Completion Report (PCR) should be prepared as per the prescribed format in the Works Register and the details entered therein should be verified by a senior officer. Summary details should also be made available to concerned ward, block and district panchayat member, MLA and MP.
- 7.16.2** Geo-tagged time-stamped photographs of the site before the start of work, at intermediate stage and of the work after its completion should be taken as a record of the work and attached to PCR and uploaded onto NREGAssoft.
- 7.16.3** PCR should be placed in the file pertaining to the work in the office of the Implementing Agency. This would serve as a record of verification of completion of work.

7.16.4 All executed works should be closed (or partially closed) upon completion. For closure of any work in NREGASoft, all muster and expenditure details are required to be filled in. However, as NREGASoft became fully functional only from FY 2010-11, PIAs may not have filled up all details for works started in 2009-10 or before. For such works, a facility of "Partial Closure" has been provided in NREGASoft.

7.16.5 Procedure for closure of works in NREGASoft.

i) Regular Closure

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

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

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

ii) Partial Closure

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

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

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

7.17 STRATEGY TO ADDRESS INCOMPLETE WORKS

A large number of MGNREGA works are left incomplete for several reasons. These causes need to be addressed and following measures are suggested:

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

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

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

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

7.17.5 The GP should first allocate works that are incomplete and have the required labour employment potential. State Governments are urged to issue necessary directions capping the number of works that can be opened up in any GP at a given time while there are incomplete works in the same GP. When allocation of work is done through NREGASoft, the system will throw up a list of such incomplete works so that these are allocated first.

8 Payment of Wages

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

8.1 PAYMENT AGENCIES: BANKS AND POST OFFICES

- i) For ensuring fairness and transparency in wage payments, wage disbursement agency should be different from the implementing agency.
- ii) Para 31 of Schedule II stipulates that payment of wages shall be made through individual or joint savings accounts of workers, unless exempted. Banks and post offices are well established institutions and can be reliable service providers for disbursement of wages.
- iii) With the objective of ensuring greater financial inclusion and increasing outreach of the banking sector, RBI had permitted banks to use intermediaries as BCs, to conduct banking business as agents of the banks at places other than the bank premises. Accordingly, States are advised to identify unserved areas where the BC model may be required and discuss with banks the possibility of extending the BC model in these areas as per extant guidelines.
- iv) The choice among different service providers (commercial/scheduled banks/RRBs/post offices/mobile banks) would depend on their relative density and quality of service delivery and this decision should be left to the account holders.
- v) On their own, the workers will face difficulties in opening Bank/ Post Office accounts. PO shall proactively help workers open Bank/ Post Office accounts.
- vi) Special awareness and outreach activities should be conducted to ensure that all wage-seekers (including women) are able to handle bank procedures, especially in areas where they are unfamiliar with the banking system.
- vii) As far as possible, individual accounts should be opened for every MGNREGS worker.
- viii) It should be noted that as per RBI circular dated 27.1.2011, MGNREGS Job Card, duly signed by an officer authorized by the State Government to do so, is an officially valid document for opening a bank account under the Know Your Customer (KYC) norms. Because of this, no further identity or address proof is required to open a bank account.
- ix) It helps if workers' accounts are held with the same Bank as the institutional account from which the payment is to be made, as this doesnot require interbank transfers or transfers between a bank and post office. However, interbank transfers or transfer between a bank and post office cannot be eliminated completely. In case inter-bank or transfers between Banks and Post Offices are involved, these should be simplified as much as possible.
- x) Full cooperation of the relevant banks/post-offices should be sought before engaging them, bearing in mind their own concerns such as shortage of staff.
- xi) The availability of cash, cash management system, availability of necessary staff etc are major concerns of Branch Post Offices (BPOs). A major problem faced by BPOs is that their cash and line limits are inadequate. Chief Post Master General (CPMGs) have been authorized to raise the cash and line limit for their BPOs so that they are not strapped for funds while making payments to MGNREGA workers. The DPCs and POs will in consultation with the post office staff at District/ Block levels, work out the required cash and line limits and inform the State Government. The State Government is required to take up this issue with CPMGs. *An optimal amount should be worked out which must be kept with the Head PO to avoid delays on account of clearance of cheques etc.*

- xii) Ministry of Rural Development has also advised that if the Gram Sabha so decides, Branch Post Office may be accommodated in BNRGSK / Panchayat Bhawans to facilitate timely payment of wages to MGNREGA workers through postal accounts.
- xiii) GPs should be given clear guidance on the procedures involved in Bank/ Post Office payments and disbursements.
- xiv) In order to avoid delays in clearance of cheques, online transfers from GP / Block accounts should be encouraged.
Issues such as delays in clearance of cheques or staff shortage in the bank branches or reluctance of bankers, rollout of the BCs, issues of disbursement, should be taken up by the DPC in meetings of District Level Coordination committee Meetings. Unresolved issues should be taken up by the State Govt. in the State Level Banker's Coordination Committee (SLBC) meetings. As payments through post office accounts are closely linked with banks, representatives of Postal Dept should also be invited to the meeting of SLBC.
- xv) Government has decided to progressively move towards Aadhaar Payment Bridge (APB) and Aadhaar Enabled Payment System (AEPS) using inter-operable micro ATMs for transferring all benefits including wages under MGNREGA. In this system each Aadhaar number will be linked to one account in which the wages and all other benefits will be credited. Disbursals will be made through BCs/ BPOs based on biometric authentication using a PoS machine. The PoS machines used for this purpose should be as per standards prescribed by UIDAI and Indian Banks' Association. The machine should be so enabled that the worker is in a position to access the details of the wage payments made and the amount standing to his/her credit by means of a mini statement.
- xvi) Payments through BCs/ Post Offices should follow standard norms and guidelines for wage payments, including payment of wages in a public place, reading aloud of Muster Roll details, collection of signatures/ thumbprints on acquittance and muster rolls, making entries into the passbooks of workers etc. In this process, the bank/post office should be assisted by the Panchayat Secretary and GRS.
- xvii) Acquittance of wage payments from workers should be collected by the disbursing agency and be submitted back to the corresponding paying authority, GP or Programme Officer. For this purpose more than one copy of acquittance may be collected. One copy of all acquittance related to all pay orders of a GP should be compulsorily maintained by the GP.
- xviii) As far as possible, the design of Bank Passbooks/ e-Passbooks should facilitate the monitoring of MGNREGS payments, e.g. Passbooks must also mention the Job Card number and entries therein may also include the Muster Roll number.
- xix) All details of wage payment through Bank/ Post Office must be recorded in the JC.

8.2 CASH PAYMENTS

- i) In Districts/Blocks/GPs, where the penetration and network of banks and post offices is weak, PIAs may disburse wages in cash. However, this may be resorted to only with prior intimation to the Ministry and approval of the State Govt. who will be responsible for ensuring the requisite security for this purpose.
- ii) Even if the PIA is other than the GP, the GP shall be responsible and accountable for disbursement of cash payments.
- iii) All cash disbursements shall be made in the presence of a Payment Committee to be constituted by the DPC by inviting nominations from concerned GP and PO. The Payment Committee should comprise of the following:
 - a. GP Head/Sarpanch or Traditional Tribal Head (or Mukhiya in Scheduled Areas)
 - b. GP member from the Ward where the works have been executed
 - c. 2 Women SHG members, (wherever applicable)
 - d. Atleast 3 MGNREGA workers from the GP, out of which atleast one should be a women and atleast one should be from SC/ST
 - e. School Headmaster/Teacher.

- iv) The day, place and time for making cash payments shall be widely publicized.
- v) Every effort must be made to video record the cash payment process.
- vi) A proper record of all cash payments made shall be maintained at GP level and should be available for social audit or public scrutiny.

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

8.3 TIMELY PAYMENTS OF WAGES

8.3.1 Timely payment of wages has emerged as one of the main challenges of Mahatma Gandhi NREGA over the last few years. According to Section 3(3) of MGNREGA, workers are entitled to being paid on a weekly basis, and in any case within a fortnight of the date on which work was done. Therefore, systemic solutions are required to ensure that wages are paid on time.

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

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

NEFT: The acronym 'NEFT' stands for National Electronic Funds Transfer. NEFT is a nation-wide payment system facilitating one-to-one funds transfer. Under this Scheme, individuals, firms and corporates can electronically transfer funds from any bank branch to any individual, firm or corporate having an account with any other bank branch in the country participating in the Scheme.

RTGS: The acronym 'RTGS' stands for Real Time Gross Settlement, which can be defined as the continuous (real-time) settlement of funds transfers individually on an order by order basis. 'Real Time' means the processing of instructions at the time they are received rather than at some later time. 'Gross Settlement' means the settlement of funds transfer instructions occurs individually (on an instruction by instruction basis). Considering that the funds settlement takes place in the books of the Reserve Bank of India, the payments are final and irrevocable.

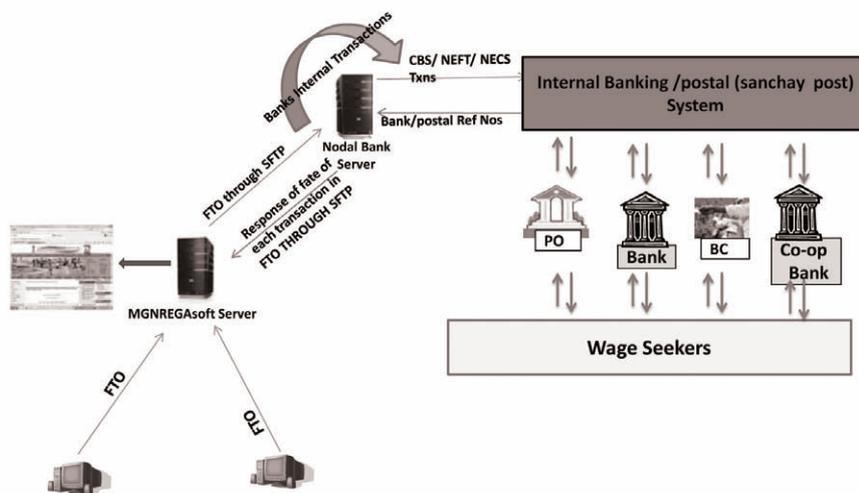
ECS: ECS is an electronic mode of payment / receipt for transactions that are repetitive in nature. Essentially, ECS facilitates bulk transfer of monies from one bank account to many bank accounts or vice versa.

8.4 ELECTRONIC FUND MANAGEMENT SYSTEM (e-FMS)

- i) A significant reason for delay of wage payments is non-availability of sufficient funds at district/block/GP level. Often it happens that while in some districts/blocks/GPs in a State, there is shortage of MGNREGS funds, in others there is surplus fund lying unutilised. Once the MGNREGS fund is allotted to a district/block/GP, it is very difficult to transfer funds across districts/blocks/GPs. Fund allocation, hence becomes an arduous task in implementation of MGNREGS.
- ii) To meet this challenge, the States must adopt an integrated fund management system called e-FMS (Electronic Fund Management System) which ensures that idle funds are not lying at any level. Under e-FMS, the MGNREGS fund is a centrally pooled fund maintained at the State level. All Project Implementing Agencies across the State, are the users of this centralized fund and have access to this pooled fund (with certain restrictions). PIAs make electronic transactions through the centralized fund, for the purpose of wage/material/administrative payments. (with certain ceilings). All electronic transfers are realized in a span of 24 hours. Based on this principle of Centralized fund & de-centralized utility, the e-FMS ensures timely availability of funds at all levels and transparent usage of MGNREGS funds. This improves efficiency of the program on the whole and also has a positive effect on timely payment of wages.

- iii) Another major cause of delay has been the time taken to credit workers' bank accounts, as this involves physical movement of cheques and wage lists from the GP/PIA to the bank after which banks are required to feed in details of the bank accounts of wage earners once again which is time consuming and clearly avoidable. In e-FMS, transfer of data files to banks takes place electronically and therefore banks are not required to feed in details of bank accounts of workers. This seamless way of data transfer in e-FMS reduces the time taken in crediting accounts of workers.
- iv) A similar solution can be used for transmitting data to Head Post Offices (HPOs) which will cut down the time required for documents to travel from Branch Post Offices (BPOs) to HPOs via Sub-Post Offices.
- v) As e-FMS is fully integrated with NREGASoft, data entered in once, is not required to be entered in again. Upon successful completion of transaction and updation of NREGASoft, the CPSMS portal will be populated by the Central Application. A mechanism for flow of data between NREGASoft and CPSMS is being worked out.
- vi) States are required to issue administrative instructions for giving effect to the following for deploying e-FMS:
 - a. to make all MGNREGS payments through a Central Account being operated at the State level/ District Level.
 - b. to generate all Payment Orders for payments from Bank/ Post Offices exclusively using NREGASoft.
 - c. to provide Internet connectivity and at least two operational Computers at every Block or at least one at the GP level (internet through USB modem may be used if a USB port has been provided).
 - d. to adopt Digital Signatures for approving the payments.
- vii) To use e-FMS, the following activities are to be undertaken by States:
 - a. Identification of Key Bank(s) by the State.
 - b. Signing up of an Agreement / MoU between the State and the Key Bank(s) to enable a seamless electronic payment mechanism.
 - c. Co-ordination with the selected Key Bank(s) for interfacing NREGASoft with the Bank's Core Banking System.
 - d. Updation /verification & Freezing of bank accounts of stake holders.
 - e. Identification of payment levels and signatories (makers and checkers) at these levels.
 - f. Issuance of Digital Signatures to all signatories.
 - g. Training the signatories on usage of Digital Signatures for approving the payments.
 - h. Positioning adequate technical manpower at State / District for handholding support and troubleshooting.

The following diagram explains the work flow of e-FMS



(for more details, please refer to the Users' Manual on eFMS which can be accessed from MGNREGA website)

8.5 PAYMENT SCHEDULE:

8.5.1 An ideal payment schedule that is based on e-FMS and leverages Core Banking Solutions (CBS) of banks and NEFT/RTGS/ECS platforms for payment/settlement is as follows:

Activity	Day-1	Day-2	Day-3	Day-4	Day-5	Day-6	Day-7	Day-8	Day-9	Day-10	Day-11	Day-12	Day-13
Executing works													
Making & Checking Measurement													
Data Entry in MIS													
Crediting the accounts of workers through eFMS													
Disbursement of wages by paying agency													

8.5.2 The Postal Department is also working on a solution that electronically connects all the BPO's/ SPO and HO's. However till the time, the post offices are on a networked platform, an interim arrangement has been made wherein, through the NEFT/RTGS/ECS platform, the amount required to be paid as wages to workers that hold accounts in post offices will be first credited to the Head Post Office through NEFT/RTGS/ECS. Thereafter using 'Sanchay Post', (Centralised system of Postal Department) the Head Post Office will credit the accounts of workers. At locations where Sub Post Office and Branch Post Office are internet connected, the credit details of workers will be available through Sanchay Post automatically.

8.5.3 A similar solution is deployed for co-operative Banks/RRB's that are using core banking.

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

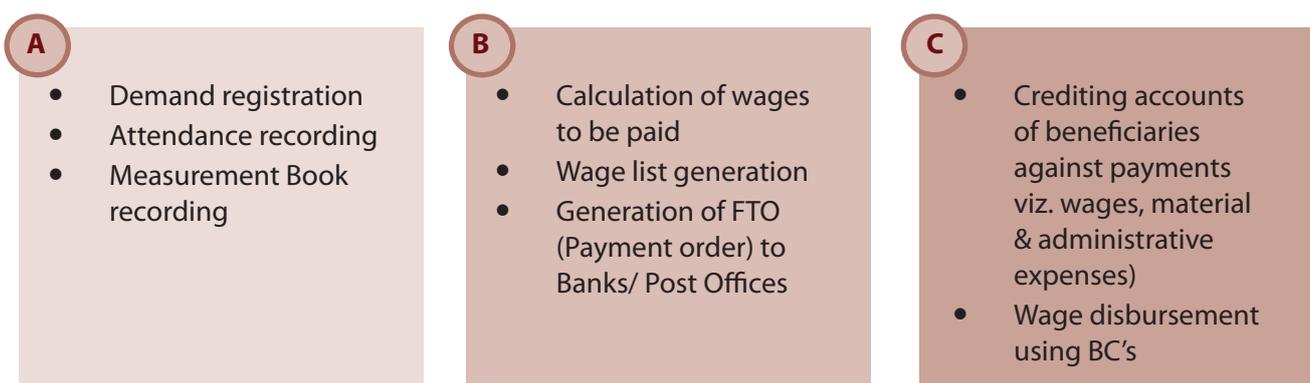
8.5.5 In such cases, even though the PIA will send the payment advise to banks in non-electronic form from GP/Block/District they must use the MIS for generating the wage list and send it to financial institutions along with pay order. Wage list and pay order should be sent as data file to financial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

Activity	Day-1	Day-2	Day-3	Day-4	Day-5	Day-6	Day-7	Day-8	Day-9	Day-10	Day-11	Day-12	Day-13	Day-14	Day-15
Executing works															
Making & Checking Measurement															
Data Entry at computer centre															
Pay Order generation & Preparation of cheques/payment advise															
Handing over cheques to SPO/ Banks															
Conveyance of Cash to paying agency at GP level															
Disbursement of wages by paying agency															

8.6 DEPLOYMENT OF ADEQUATE HUMAN RESOURCES

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

TRANSACTION GROUPS



8.7 TRANSACTION BASED MIS

i) Under MGNREGA broadly there are following three categories of transactions described in the diagram below:

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

Category B i.e. calculation of wages and sending the FTOs to Banks/ Post Offices is addressed through NREGASoft (e-FMS module).

Category C will be addressed by increasing the outreach of Banks/ Post office network (CBS) and is being resolved through roll out of BCs and improving postal network.

- ii) States must make use of real-time technologies to enable online updation of critical data at each stage of the MGNREGA workflow.
- iii) NREGASoft provides a facility to effectively track all stages in the payment cycle so that necessary remedial action can be taken expeditiously when these delays are noticed. For this, States must fully operationalize MIS (NREGASoft) for effective tracking of delays.
- iv) States need to urgently identify the connectivity and other infrastructural bottlenecks so that these can be removed.
- v) State Governments should undertake business process re-engineering of all activities starting from capturing attendance to the end-point payment of wages in order to improve efficiency of implementation of MGNREGS. States should do away with redundant processes/records which contribute to delay in payments.
- vi) The States should closely monitor all the critical activities: closure of muster roll, capturing measurements, generating FTOs (pay-order), issuance of cheque & pay-order to paying agency (only as interim solution), transfer of cash to sub-agency (Branch Post Office/ Business correspondent) and wage disbursement to workers.
- vii) Timelines for each activity should be clearly laid out against the concerned MGNREGS staff/agency responsible for meeting the timelines.
- viii) Non-adherence to stipulated timelines should be penalized and the States should levy penalties on MGNREGS staff or agency responsible for any delay in wage payments.

8.8 COMPENSATION FOR DELAY IN PAYMENT OF WAGES

- i) As per the provisions in para 30 of Schedule II, workers are entitled to compensation as per the provisions of the Payment of Wages Act, 1936 in the event of any delay in wage payments, Compensation costs have to be borne by respective State Government.
- ii) To ensure timely payments to the workers for the work done, State shall fix up maximum time limits for each completing process resulting in payment of wages to the wage seekers, in such a way that each wage seeker gets the wage payments for the work done in the week by the end of the subsequent week.
- iii) In case wages are paid beyond 15 days of work done, compensation as calculated under provisions of Payment of Wages Act, shall be paid along with wages without the worker having to file a claim for compensation. It is clarified that this will not affect the individual's rights and entitlements under the relevant Acts.
- iv) States must report into MIS separately, the compensation to be paid for delayed payments, so that this is added to wages for the purpose of determining the total amount payable to a worker.
- v) It is recommended that action under section 25 of the Act be taken against agencies/ officials responsible for causing the delay. Further, compensation required to be paid to the workers shall be recovered from the agency/ official responsible for the delay. The DPC will be responsible for invoking these provisions. Once approved by DPC the recoveries will be effected automatically in the salary pay order of the functionaries and commission pay orders of the paying agencies, if any.
- vi) A report in the MIS will clearly reflect the precise point where the delay has occurred. The PO will take a print of this report every month and list out names of officials who have been responsible for the delay. An amount equivalent to the compensation required to be paid to the workers for delayed payment shall be recovered from those responsible for causing the delay. This will act as a deterrent for laggard officers within the system.

8.9 SOCIAL SECURITY

- i) Mahatma Gandhi NREGA workers are covered under the Janashree Bima Yojana (JBY) implemented by Ministry of Finance. JBY provides life coverage and disability benefits to rural people.
- ii) Rashtriya Swasthya Bima Yojana (RSBY) has been extended to all Mahatma Gandhi NREGA workers/ beneficiaries who have worked for more than 15 days in the preceding financial year.
- iii) DPCs and POs are required to make workers aware of these schemes. For RSBY, a list of workers/ households that are entitled to this scheme is available in NREGASoft. This list should be downloaded and names of households that are already not covered under RSBY, be shared with the nodal department in the State Govt. that is implementing RSBY. DPCs and POs should also help in enrollment for RSBY whenever enrollment takes place in respective district/ block.
- iv) If workers are willing, then State Governments may consider dovetailing wage payments under MGNREGS with other social security arrangements. Such a social security cover should be purely voluntary. No such contributions from the wages received by the worker should be made without the consent of the worker concerned. In such cases, the relevant procedures shall be spelt out by the State Government and reviewed regularly by the State Council. The procedure should include provisions for transparent and accountable use of these social security funds and may contain provisions for matching grants from the State Government.

9 Strategy for Vulnerable Groups

9.1 SPECIAL CATEGORIES

The objective of enhancing the livelihood security of the poor households in rural areas of the country can be met only if special attention is focussed on vulnerable sections of the rural society.

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

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

9.1.1 Each State Government should formulate a specific plan to include these special categories in MGNREGA. The strategy has to be different for different special categories. In order to develop this plan, volunteers may be identified and trained to engage with the special categories to ascertain their needs and requirements. These volunteers could also handhold the vulnerable persons during the initial period to remove problems. Cutting-edge level officers at gram panchayat and block panchayat levels should be specially sensitized on the issues related to the special categories and the approach to be followed.

Field staff and MGNREGA workers should be specially sensitized about HIV positive persons that HIV is not spread by air, water, insects, including mosquitoes, saliva, tears, or sweat, by spitting, casual contact like shaking hands or sharing dishes etc. Therefore, to facilitate the main streaming of HIV positive persons, they must be allowed to participate in execution of MGNREGA works with other MGNREGA workers.

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

- i) Specific works identified for these groups
- ii) Provision within the MIS for tracking their coverage.

9.2 INTERVENTIONS NEEDED FOR VULNERABLE GROUPS

9.2.1 Identification: Since the disabled and vulnerable groups have specific needs, special efforts have to be made to include them in the programme and the POs may procure the services of State governments welfare Department / specialized resource agencies / CSOs working for the disabled/vulnerable. The resource agencies will be responsible for assisting the Gram Sabha in identifying and mobilising the disabled and vulnerable persons, and ensuring that they get their entitlements under the Act. The cost towards the resource agencies can be met from the administrative cost. The final list of such identified disabled people and vulnerable groups will be approved by the Gram Sabha.

- 9.2.2 Dedicated Officers:** Each State Government should designate one officer in each District as a Coordinator (Vulnerable Groups) who will exclusively look after the needs and requirements of the special categories and create enabling conditions for their inclusion in MGNREGA works. The Coordinator (Vulnerable Groups) shall necessarily be a person with prescribed educational qualification and experience of having worked with disabled persons and /or on disability issues. Qualified persons with disability may be encouraged.
- 9.2.3** The Coordinator (Vulnerable Groups) must undertake village level dissemination of information regarding the Scheme in order to encourage persons with disabilities as well as the other vulnerable groups for their active inclusion and protection of their right to work.
- 9.2.4** The MIS should register the vulnerable households under special categories and reports should be periodically reviewed and published to track the progress of MGNREGS implementation for the vulnerable groups.

9.3 DISABLED PERSONS

- 9.3.1** The disabled or differently-abled persons defined under the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995 (1 of 1996) as persons with disabilities, the severity of which is 40% and above would be considered as special category of vulnerable persons for the purposes of MGNREGA. The disabled persons as defined in the National Trust for Welfare of Persons with Autism Cerebral Palsy, Mental Retardation and Multiple Disabilities Act, 1999 (44 of 1999) are also to be considered as disabled for the purpose of inclusion in MGNREGA.
- 9.3.2** Since this category of people are differently-abled, special conditions have to be created to facilitate their inclusion in MGNREGA. It is estimated that around 5% of the population in rural areas will fall in the category of disabled and this group is one of the most deprived and vulnerable.
- 9.3.3 Identification of works:** Each State Government will identify specific works, which can be done by the disabled and vulnerable persons. In a village, different categories of persons with disabilities will be organized to come together as a fixed group to accomplish the works proposed for them under the Scheme, in a way that makes it possible for them to exercise their choice. On no grounds, should the disabled and vulnerable persons be paid lower wages as compared to other persons employed in MGNREGA works.
- 9.3.4 Mobilisation:** The Coordinator (Vulnerable Groups) can utilize the services of a facilitator/Mate from among the disabled to mobilize the disabled and vulnerable persons for MGNREGA work. This facilitator will be responsible among other things, for bringing all the disabled persons to the work site and will function as a mate. Efforts should be made to mobilize the disabled and vulnerable into groups. Arrangements should also be made to orient the persons with disability to the suitable job as and when necessary. However, no individual with disability would be denied work where efforts to form a 'group' does not succeed.
- 9.3.5 Works:** Depending upon the demand for the work by disabled person / special category persons, works could be opened specifically for the disabled and In case of large GPs with substantial population of disabled and vulnerable, separate works could be opened at the habitation level. The efforts should be to ensure that the special category persons are given work close to their place of residence so that they need not travel long distances for MGNREGA works.
- 9.3.6 Engaging disabled and vulnerable persons in other works:** The disabled persons should be given preference for appointment as mates for MGNREGA works and as workers for providing drinking water, to manage crèches etc. at the work sites.

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

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

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

9.4 PARTICULARLY VULNERABLE TRIBAL GROUPS (PVTGs)

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

9.4.2 Several PVTGs may not have been given MGNREGS Job Cards and those who have job cards may barely have worked under MGNREGS. Delays in payments and accessing these payments have added to the disadvantage of geographical remoteness of PVTGs. Typically the post offices/ banks are as far as 50km from PVTG habitations. Further, planning and opening of works under MGNREGS needs to be sensitive to seasonality of forest-based livelihoods of PVTGs which is different from agriculture-based livelihoods.

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

9.5 DE-NOTIFIED TRIBES AND NOMADIC TRIBES

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

9.6 WOMEN IN SPECIAL CIRCUMSTANCES

9.6.1 Widowed women, deserted women and destitute women are highly vulnerable and require special attention. The GP should identify such women and ensure that they are provided 100 days of work. Pregnant women and lactating mothers (at least upto 8 months before delivery and 10 months after

delivery) should also be treated as a special category. Special works which require less effort and are close to their house should be identified and implemented for them.

9.7 SENIOR CITIZENS ABOVE 65 YEARS OF AGE

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

9.8 INTERNALLY DISPLACED PERSONS

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

9.9 IDENTIFYING SUITABLE WORK FOR DIFFERENTLY ABLED PERSONS

An indicative list is summarised below:

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

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

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

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

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

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

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

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

- a. Assisting in looking after children
- b. Plantation

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

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

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

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

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

vii) Possible work for visually impaired people

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

1. Drinking water arrangements	2. Helping in looking after children
3. Plantation	4. Irrigation-digging canals
5. Filling earth	6. Dumping mud outside or in trolleys
7. Building construction- making concrete material	8. Shifting concrete and other materials from one place to the other
9. Carrying cement and bricks	10. Filling sand or pebbles in pans
11. Sprinkling water on newly built wall	12. Helping in pulling out the sludge from the well
13. Transferring the sludge to trolley	14. Digging out the sludge from the ponds
15. Putting the waste in pans	16. Transferring the filled up pans into trolley
17. Carrying stones	18. Setting stones in the right place
19. Land Levelling	20. Farm bunding
21. Digging pits in land for water conservation	22. Setting the excavated mud in a different place
23. Sprinkling water, putting pebbles	

b. Work which could be done by completely blind people

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

Other family members should also be employed on the site so that they realize that the handicapped person is not a burden but is instead a source of income for the family.

The handicapped person should be patiently trained. Proper training should be given on the way to do work as well as to measure the distance covered in terms of their footsteps.

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

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

ix) Work which could be done by mentally handicapped people

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

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

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

b. Work which could be done by a person who is mildly mentally challenged

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

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

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

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

10 Records

10.1 PROPER MAINTENANCE OF RECORDS

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

10.1.2 The computer based MIS will also capture the same information electronically. Therefore, most of the records prescribed can simply be downloaded and printed from NREGASoft and signed copies thereof may be maintained as records. This would cut down the time required for preparing accounts and also ensure accountability and transparency.

10.2 CUSTODIAN OF RECORDS

10.2.1 Panchayat Secretary, PO and DPC will be the custodian of all records at Gram Panchayat, Block and District level respectively. In respect of other implementing agencies nodal departments will be the custodian of all records.

10.3 DETAILS OF RECORD TO BE MAINTAINED

In order to facilitate systematic collection of information at various levels and for complete transparency and accountability, following records are to be maintained under Mahatma Gandhi NREGA.

10.3.1 *Tender/Contract Register*– This register will contain information on details of tender advertised or floated by Gram Panchayat/Block/District. Copy of tender's advertisement and copy of agencies/vendors applied will be maintained in a separate folder to verify the details. This Register and folder will be maintained at Gram Panchayat level by Panchayat Secretary, Block level by Programme Officer and district by DPC. A detailed record of tender/contract will be in the register as per **Annexure -16**.

10.3.2 *Material Procurement Register* – This register will contain information on details of material procured. This Register will be maintained at Gram Panchayat level by Panchayat Secretary, Block level by Programme Officer, district level by DPC and other implementing agencies. A detailed record of materials procurement will be in the register as per **Annexure -17**.

10.3.3 *e-muster roll issue folder/register* - This register/folder will contain a copy of printout from NREGASoft of e-muster rolls issued by the PO. Records for paper muster roll in exceptional and unavoidable circumstance will be maintained by PO in the register as per **Annexures -11**

10.3.4 *e-muster roll receipt folder/register for GPs*–This folder/register will contain a copy of printout from NREGASoft of e-muster received by GP. Records for paper muster roll in exceptional and unavoidable circumstance will be maintained by GP and other implementing agencies as per **Annexure-12 Annexure -13**. This folder/register is to be maintained by the GP and other implementing agencies which receive e-muster/paper muster from the PO.

10.3.5 *Job Card Application Register* – This Register will contain the name of the applicant, date of receipt of application and the details of job cards issued. It has the provision to record reasons/justification for non-issuance of job card (s), if there is any. This Register will be maintained at Gram Panchayat level by Panchayat Secretary and at Block level by Programme Officer. A detailed record of the job card application will be maintained in the register as per **Annexure -18**.

10.3.6 Employment Register - This register will contain information on details of application for work, allotment of work, performance of work and the wages or unemployment allowance paid to the worker. This Register will be maintained at Gram Panchayat level by Panchayat Secretary and at Block level by Programme Officer and other implementing agencies. A detailed record of the employment will be maintained in the register as per **Annexure -19**.

10.3.7 Works register- This Register contains details of each work such as serial number and priority in approved shelf of works, name and address of PIA, date on which work was triggered, its cost, location, completion date, expenditure incurred, date on which completion certificate was issued. This Register will be maintained at Gram Panchayat level by Panchayat Secretary and at Block level by Programme Officer and other implementing agencies. A detailed record of the works will be maintained in the register as per **Annexure-20**.

10.3.8 Assets Register –This Register contains details of the asset, its cost, location, current status, benefits derivable and the details of works. This Register will be maintained at Gram Panchayat level by Panchayat Secretary and at Block level by Programme Officer and other implementing agencies. A detailed record of the assets will be maintained in the register as per **Annexure-21**.

10.3.9 Complaint Register: This Register contains the date of receipt of the complaint, the details of the complainant, the action taken on the complaint, response of complainant on Action Taken Report (ATR), and the date of final disposal. This Register will be maintained at Gram Panchayat level by Panchayat Secretary, Block level by Programme Officer, District level by DPC and other implementing agencies. A detailed record of the complaints will be maintained in the register as per **Annexure -22**.

10.3.10 Financial Records

- i) Voucher Folder:** This folder contains details of all vouchers kept in a serial number. These have to be linked up to the corresponding entries in the cash book. Vouchers in respect of contingency expenses need to be separated from others and, accordingly, linked to cash book. This Register will be maintained at Gram Panchayat level by Panchayat Secretary, Block level by Programme Officer, District level by DPC and other implementing agencies.
- ii) Grant Register:** This register contains details of all entries of grants received from Centre and State. Information on amount received with date and source of funds be maintained and accordingly reflected in the cash book. This Register will be maintained at Gram Panchayat level by Panchayat Secretary, Block level by Programme Officer, District level by DPC and other implementing agencies.
- iii) Cash Book and Ledger:** All payments and receipts are to be recorded in detail.
- iv) Stock Register:** This register contains details of all the receipts and issues of the stock items under MGNREGA. The inward and outward movement of materials for a given period should be recorded to ensure an effective inventory control. This Register will be maintained at Gram Panchayat level by Panchayat Secretary, Block level by Programme Officer, District level by DPC and other implementing agencies.
- v) Monthly Receipt and Payment (expenditure) register:** This register contains all information relating to date-wise receipt of fund, expenditure, balance available with the implementing agency and the details about submission and pendency of utilisation certificate. This Register will be maintained at Gram Panchayat level by Panchayat Secretary, Block level by Programme Officer, District level by DPC and other implementing agencies.
- vi) Bank reconciliation statement folder:** This folder contains Bank reconciliation statements to reconcile the differences between the balances as per the bank column of the cash book and withdrawals/ receipts made from the dedicated MGNREGA bank account. The purpose is to check that all transactions relating to the bank are properly recorded by the implementing agency in its cash book/ledger.

SUMMARY OF RECORDS TO BE MAINTAINED

S. NO.	Name of Register	Level at which Register is to maintained
1	Tender/Contract Register	Gram Panchayat/ Block/District
2	Material Procurement Register	Gram Panchayat/ Block/District
3	Muster Roll Issue Register	Block
4	Muster Roll Receipt Register	Gram Panchayat/ Other implementing agencies
5	Tender/Contract Register	Gram Panchayat/ Block/District
6	Material Procurement Register	Gram Panchayat/ Block/District
7	Job Card Application Register	Gram Panchayat/ Block
8	Job Card Register	Gram Panchayat/ Block
9	Employment Register	Gram Panchayat/ Block/Other implementing agencies
10	Works Register	Gram Panchayat/ Block/other Implementing Agencies
11	Assets Register	Gram Panchayat/ Block/other Implementing Agencies
12	Complaint Register	Gram Panchayats/ Block/District /other Implementing Agencies
13	Monthly Allotment and Utilization Certificate Watch Register	Gram Panchayat/ Block/District/Other Implementing agencies
14	Financial Records	Gram Panchayat/ Block/District/Other Implementing agencies

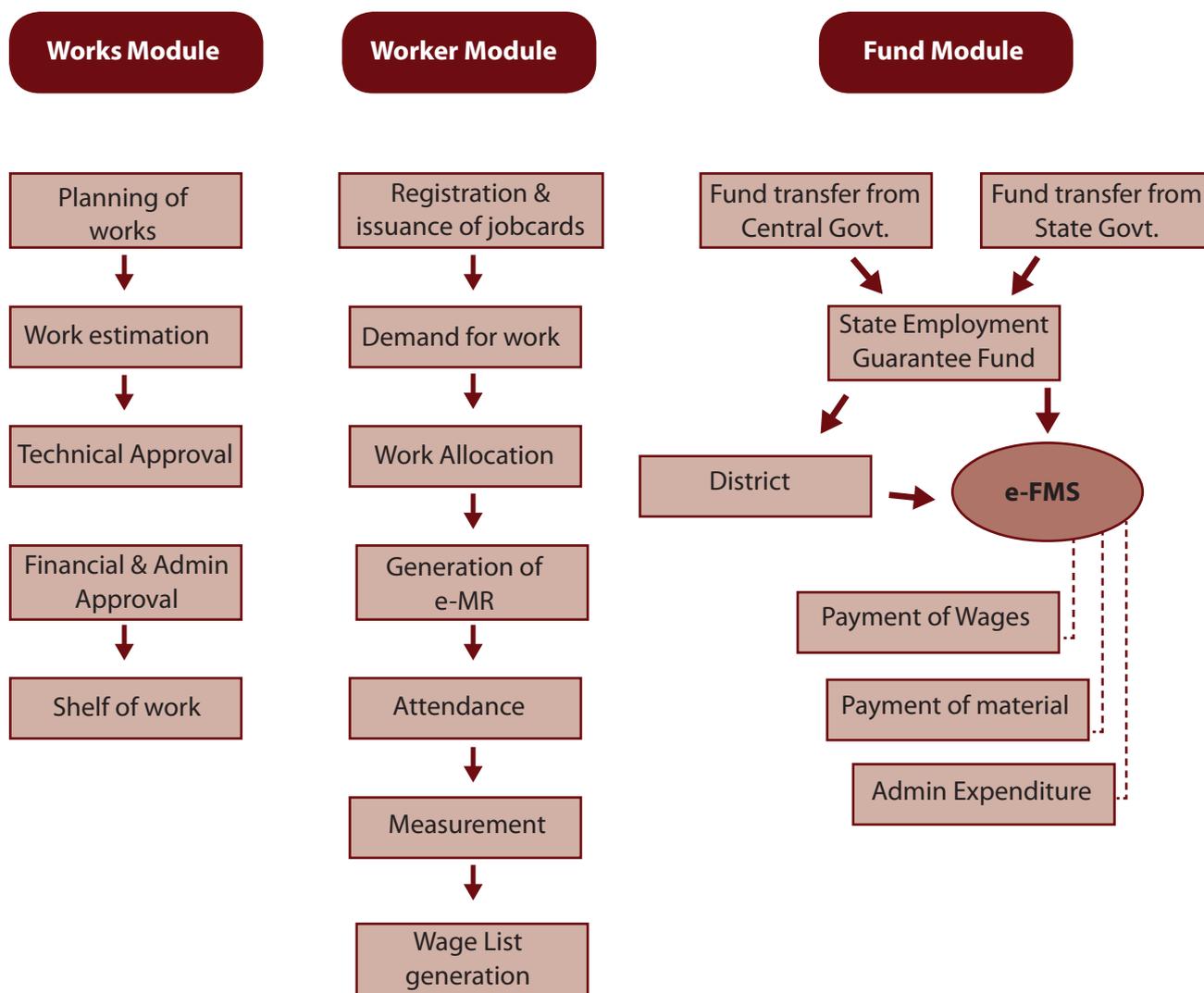
11 Management Information System (MIS)

- 11.1** Concurrent monitoring plays an important and crucial role in effectively deploying resources towards meeting the objectives of MGNREGA. A programme of the scale and architecture that MGNREGA is, can be effectively and conveniently monitored using Information and Communication Technology (ICT).
- 11.2** Transparency and Accountability are at the core of MGNREGA. Para 13 (a) of Schedule I of the Act also stipulates that all information relating to the implementation of the Act shall be pro-actively put in public domain.
- 11.3** Towards these two goals, the Central Government has developed a work flow based, web enabled application (known as NREGASoft) which is hosted at the portal accessible as <http://nrega.nic.in>. NREGASoft provides for recording of all transaction details of different processes in implementation of MGNREGA and putting the same in public domain. The advantages of managing implementation of MGNREGA through NREGASoft are:
- i) It enables capturing data in real-time (or near real time) from the field which helps in quick and easy analysis (which is also almost in real time). Based on the analysis, the system triggers alerts which provide opportunities to implementing and supervising authorities for timely corrective action.
 - ii) With a number of checks provided in NREGASoft, it becomes easier to comply with many of the conditions stipulated e.g. the system ensures that the cap of 100 days on the number of days a household can be given employment in a year, is not breached inadvertently.
 - iii) By putting transaction data in public domain, concurrent social audit is enabled. This also helps in meeting the norms of proactive disclosure.
 - iv) The paper work, time and effort involved in preparing reports required for a process intensive programme such as MGNREGA, aggregation of data originating at different levels etc. is substantially reduced.
 - v) It facilitates smooth and seamless exchange of information with external agencies such as banks and post offices that have a critical role in the implementation of MGNREGA.
- 11.4** The portal (<http://nrega.nic.in>) provides a single point access to the following stake holders :
- i) Citizens
 - ii) Workers
 - iii) Gram Panchayats, Block Panchayats, Zilla Panchayats
 - iv) Programme officers
 - v) District Programme Co-ordinators
 - vi) Implementing agencies other than PRIs
 - vii) State RD Departments
 - viii) Ministry of Rural Development, Government of India.
 - ix) Bank & Post Offices
 - x) Social Audit Agencies
 - xi) Engineers.

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

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

“Core Modules” (“work”, “worker”, “funds”, “e-FMS” and “Labour Budget”) capture details that enable booking of expenditure in NREGASoft. In these modules, basic data of workers, works proposed or taken up, assets created, funds received and utilized, details of FTOs & reconciliation of accounts and labour budget estimates are included. Use of these modules enables Ministry to examine a proposal for release of funds from the States. A graphic representation of the core modules is as below:



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

A brief description of Core and Essential Modules is given below:

- 11.4.1 Worker Management Module** of the software captures registration, demand for work, work allocation and attendance recording in muster rolls. The software also has the provision to enable payment of wages through bank/post office as it captures the bank/post office account number, bank/post office name, branch name for all the person who have demanded work. The module also has the facility to calculate unemployment allowance, if payable and also keeps track of number of days of employment of a family. This module is also known as People's Information System. It allows the Job card holder to access their own information and also register their demand for work.
- 11.4.2 Works Management Module** captures detailed information about the various works proposed or under taken under the scheme at various levels. It facilitates online approval of projects and keeps track of time taken for approval of project. Each project is provided a unique ID and status of work is maintained in the system.
- 11.4.3 Fund Management Module** captures the funds transferred from MoRD/States to Districts and then to Programme officers/Panchayats and expenditure incurred by various implementing agencies on labour, material and contingency. Hence it keeps track of all expenditure each and every paisa spent under the scheme.
- 11.4.4 eFMS Module** provides a platform for making e-payments to workers, staff and vendors (wages, material and administrative expenses) using the payment network of financial Institution (e.g. NEFT/ RTGS/ ECS/ Sanchay Post), thus addressing the issue of delay in payments to a larger extent and making the MIS real time transaction based.
- 11.4.5 Labour Budget** Module contains all required information for preparation of Labour Budget. It allows planning and preparing the labour budget for each Gram Panchayat. The module is so designed that it enables each GP to upload its labour budget which gets consolidated at every level from Block upto the State Level. It captures the details of the works to be taken up in next financial year along with the estimation of the household demanding the works, the persondays and cost.
- 11.4.6 Social Audit module** allows the Gram Panchayat to plan for the social audit and prepare social audit calendar. It has features to upload issues/ Grievances that rose during the Social Audit as well as the minutes of meetings. Observations of the documents verified during the Social Audit are also captured through this module.
- 11.4.7 Cost Estimation Module** makes detailed estimates of the works proposed or taken up under MGNREGA e.g. construction of Tank, Well, Sluice Gate, Earthen road, Cement concrete road etc. This module calculates quantity of work to be done and calculates the per unit rate as per Schedule of Rates (SOR) for each sub activity of a work. This further helps engineers to fill the Measurement book and calculate wage per day for a particular muster roll.
- 11.4.8 Grievance redressal system** allows a worker/citizen to lodge complaint and trace the subsequent response.
- 11.4.9 Staffing Position Module** captures name and contact details of all the officials, planning and implementing agencies from Gram Panchayat to Ministry of Rural Development involved in MGNREGA, thus strengthening communication and co-ordination among them.
- 11.4.10 Knowledge network/ Solution exchange** provides a common platform to all stakeholders to exchange their views, pose queries to other stakeholder/experts and get responses, exhibit their best practices.

11.5 DATA ENTRY CHECKS

NREGASoft has certain inbuilt checks that facilitate compliance with basic framework of the Act and guidelines there under. Some of the major data checks in MIS are as below:

- i) Only adults (age 18 and above) can register under MGNREGA.
- ii) The system does not allow allocation of employment for more than 100 days in a year to a household. (however this check can be relaxed if a State is so willing)
- iii) Work allocation cannot be done without demand.
- iv) E-MR can be generated after work allocation only
- v) HHs is eligible for unemployment allowances if employment has not been provided after 15 days of demand.
- vi) MR will be issued for a period within FY only and cannot spill over to next year.
- vii) Two or more MRs of a work can either be for same period or for disjoint period only.
- viii) Payment date cannot be entered if atleast equal amount of funds are not available with paying authority.
- ix) Fund transferred from one level should first be received by the other level for further fund utilization or transfer to other levels.
- x) Work will be treated as approved only after technical and administrative sanction has been done and all details are entered in MIS.
- xi) Measurement Book can be filled only for those activities which are included in technical estimate of work and approved by appropriate authority.
- xii) Only that material can be booked for a work in bill/ vouchers which is entered in technical estimate of work.
- xiii) No expenditure can be booked against a work after it is shown as completed in MIS.
- xiv) Jobcard number of the owner of the private land or homestead on which work is taken-up, must be entered along with work details.
- xv) Wage paid cannot be more than MGNREGA notified wage rate.
- xvi) A worker cannot be provided employment on different works for same period.

11.6 ALERTS

The software generates alerts for the implementing agencies informing them of important transaction, various apparent irregularities etc. It also messages funds released which enables them to follow up for prompt crediting of their accounts. Some of the important alerts that require intervention of implementing agencies/ supervising authorities are given below. It is the responsibility of DPCs and POs to look at these alerts and take necessary corrective action expeditiously.

* JOB CARDS

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

* DEMAND

- Unemployment Allowance due

*** WORK**

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

*** LABOUR MATERIAL RATIO VIOLATION**

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

*** FUNDS**

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

*** MUSTER ROLL**

- Muster Roll Vs MB Book
- No. of Muster rolls that are not included in the wagelist
- Bank/Post Office wise delayed payment

Further, the system is capable of generating any other alert that may be defined by a State/ District.

11.7 REPORTS

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

*** JOB CARDS**

- Jobcard
- Category, Gender Wise Household Registered Under MGNREGA
- Total No. of Aadhaar Nos. entered in MGNREGA data base
- BPL Families Registered, Applicants with A/C No., Photos Uploaded
- Category, BPL Family, RSBY, Small Marginal Farmer Status

*** DEMAND FOR WORK**

- Work Demand Pattern during the year

*** MUSTER ROLL AND WAGELIST**

- Muster Rolls issued Vs Muster Roll filled
- E-Muster Roll and Wagelist Report

*** MEASUREMENT BOOK**

- Muster Roll Vs MB Book

*** EMPLOYMENT PROVIDED**

- Employment Status
- Employment Provided (Period wise)
- Households who have completed 100 days
- Persons engaged in work category "irrigation facilities to SC/ST BPL families"

- Employment provided to disabled persons
- Gender wise wage analysis of employment provided on work
- SC ST Employment Status
- Household who have worked for at least 15 days in MGNREGA

*** WORKS**

- Works under different category/status
- Work Status
- Work Execution Level Analysis
- Spill Over Works
- No of works Under Convergence

*** ASSETS**

- Assets Created

*** BNRGSK**

- Bharat Nirman Rajeev Gandhi Sewa Kendra
- BNRGSK Additional information

*** LABOUR MATERIAL RATIO VIOLATION**

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

*** PHOTO**

- Status of Photos of Work Uploaded in MIS

*** RELEASES**

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

*** FUND AVAILABILITY**

- Available funds at each level

*** EXPENDITURE**

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

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

- * **RECONCILIATION OF ACCOUNTS**
 - Day wise Squaring of EFMS Account

- * **WORKER'S ACCOUNTS**
 - Status of Accounts' details frozen
 - Bank/State wise no. of accounts of MGNREGA
 - Joint Accounts Detail
 - Account Opened and Amount Disbursed through Bank/Post Office in MGNREGA

- * **BANKS**
 - State wise no. of Banks of MGNREGA

- * **LABOUR BUDGET**
 - Demand Projection & Labour Budget Analysis
 - Data available for Labour Budget

- * **APPROVED LABOUR BUDGET**
 - Approved Labour Budget
 - Disaggregated information on labour budget

- * **SOCIAL AUDIT**
 - Social Audit Calendar
 - Social Audit Reports

- * **DATA STATUS**
 - Post-Office Master Data Entry Report
 - ICT Infrastructure Details
 - Availability of MGNREGA data on MGNREGA soft MIS
 - Data sent and upload status
 - Data Pending for upload

11.8 OFFLINE AND ONLINE VERSIONS

11.8.1 Ideally, capturing data at source and feeding the same in the system in an online mode should be the objective of any ICT application. For example, in the case of MGNREGA, if muster attendance is recorded on a device and uploaded on to the system at the worksite itself, several advantages accrue. However, sometimes, due to lack of availability of computing device and/ or connectivity at the worksite, it may not be possible to feed the data at source. Therefore, the attendance is first recorded on printed musters, which has to be brought to a place where a device is available and fed in the system.

11.8.2 As regards the mode for feeding, there are two options (i) online (default mode) and (ii) offline mode. In online mode, the machine on which data is being fed is connected to NREGASoft and therefore, the data entered in resides instantaneously in the database. However, keeping in view inadequate and unreliable connectivity options, an offline version of NREGASoft has also been developed and deployed. For using the offline version, NREGASoft is to be downloaded on the machine from a point where internet is available. This version (offline version) is complete in itself. Its a standalone system and all reports can be generated and viewed. Data entry is done in the offline version. A backup of the incremental data is taken and uploaded on NREGASoft where it is synchronised with the centralised data base and database is updated. **Online feeding of data is the better of the two options and is therefore the default option. Offline feeding is an exception and will be permitted by the Ministry only if reliable internet connectivity is not available at the block level.**

11.8.3 Many a times, the incremental data when uploaded, does not reflect in the Central database. There are several reasons for this, important ones being:

- i) There are locations (Villages/ GPs) in the incremental data that do not exist in the master database.
- ii) Some tables violate the primary key restrictions e.g. the duplicate Job card number, etc.
- iii) Some tables violates consistency column restrictions e.g blank worker name or head of household name.
- iv) Overlapping demand period.

11.8.4 To take care of the above, States need to take the following precautions in data entry:

- i) Use the latest version of NREGASoft offline system.
- ii) State MIS Nodal Officer may update master tables as and when required by offline locations.
- iii) Share the updated masters with data entry locations.

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

11.9 GENERAL

- As data entry should preferably be done at the level where the event/transaction takes place and since most of the data is generated at GP level, it would be necessary to equip GPs with computers and internet connections. States have been authorised to book the expenditure on this account in the administrative expenditure head. Recurring charges for use of internet including data cards etc can also be booked in the same head. If for some reasons, computers can not be made available at GP level, the PO's office should have computers in required numbers.
- As the entire data is put in the public domain and is viewable over the Internet through the URL: <http://mgnrega.nic.in>, States must devise a mechanism to ensure integrity of the data being entered.
- The MIS structure and platform is defined by Ministry of Rural Development so as to make the MIS scalable and interoperable with other modules, IT innovations, schemes, department, etc. States are therefore advised that if they need to deploy any other application to suit their particular requirements, the same must integrate seamlessly with NREGASoft.
- All data is stored in a central data base in data centre/s. Synchronized copies of the full database can be made available at the State level for off line use when required by States/ Districts/ Blocks and Gram Panchayat.
- Uploading data and downloading of data in the form of reports or using web services to/from the central data base is accomplished from the State/District/Block/GP level. Data transmission between Block and District and State in some cases is also achieved through physical movement of digital media where online transmission is not possible.
- All modules are so designed that the data is drillable from State down to the level of GP.

11.10 ROAD AHEAD

Ministry is developing a frame work to accomplish the following:

- i) Biometric based demand registration and attendance recording using handheld devices/kiosks.
- ii) Using GPS applications for recording location of works.
- iii) Developing a GIS interface to enable evidence based monitoring.
- iv) Use of social media and mobile technology for more effective implementation of MGNREGA.

These applications, when developed, will be shared with the states.

12 Financing MGNREGA

12.1 BASIC PRINCIPLES

12.1.1 The MGNREGA is a demand driven wage employment programme. Releases of Central Share of funds are based on the projection of labour demand in the agreed-to (between Central Government and State Government) Labour Budget (LB). The central releases are, thus, based on District/State specific anticipated labour demand proposals rather than on predetermined budget allocations.

Box 12.1

Methodology for arriving at LB Estimate

The LB estimate under MGNREGA is based on the amount of total cost (viz. cost towards wage, material and administrative costs) to be incurred while generating a person-day wage employment. The 60:40 ratio for wage and material costs should be maintained at GP level for all works to be taken up by GP and for works to be taken by all other agencies it should be maintained at the Block/ Intermediate Panchayat level. Thus, expenditure per person-day generation of wage employment shall have wage and material costs in the proportion of 60:40. For example, if the cost of the project is Rs. 100, the wage expenditure is at least Rs. 60 and the material expenditure is at most Rs. 40. Further, a maximum of Rs. 6 can be utilized towards Administrative expenses over and above the wage and material expenses.

12.1.2 Central share of funds under MGNREGA are normally released in two tranches. While the release of 1st tranche (including upfront money) of central share is based on proportionate fund requirement as per the agreed to LB to take care of requirement for the first six months of the financial year subject to a maximum of 50 per cent of the total fund required for a whole year, the release of 2nd tranche is based on (i) unspent balances and (ii) actual performance against the agreed to LB during the year.

12.2 LB APPROVAL PROCESS

- i) The LB preparation process is described in detail in **Chapter 6**.
- ii) LBs should be submitted to the Government of India latest by December 31st each year for the subsequent financial year. State Secretaries in charge of Rural Development should ensure timely submission of LBs for all districts in their States, to avoid delay in fund release. For this, it is important that the States/districts follow timelines as prescribed in **Para 6.10**.
- iii) LBs received online will be examined in the Ministry and issues, if any, will be communicated to the State for clarification/review. The States will respond to the issues raised so that the LB approval process is initiated.
- iv) An Empowered Committee, under the chairmanship of Secretary, Ministry of Rural Development, will assess and approve the State specific LBs in consultation with the State Secretaries in charge of Rural Development. The Empowered Committee will arrive at a decision on the person-days to be sanctioned based on expected employment generation.
- v) Since LB is an estimation and MGNREGA is a demand driven programme, the States/UTs may, based on actual performance, any time during the year, come back to the Ministry requesting revision of their existing LB. The procedure prescribed for preparation of LB shall also apply for preparation of revised LB.

12.3 STATE EMPLOYMENT GUARANTEE FUND

12.3.1 Sub-section 1 of Section 21 of MGNREGA provides for the establishment of State Employment Guarantee Fund (SEGF) (also referred to as “State Fund”) for the purpose of implementation of the scheme in an implementing State. In exercise of the powers conferred under clause (e) of sub-section (2) of Section 32 of MGNREGA 2005, the State Governments need to notify Employment Guarantee Fund Rules proposing constitution of an SEGF and indicating a comprehensive framework to effectively manage the receipt, transfer and utilisation of financial resources under MGNREGA through this SEGF. The States are also required to design mechanisms within the SEGF rules to ensure transparency, efficiency and accountability. The SEGF should have an in-built capacity to track the usage of funds down to the GPs. The central share of MGNREGA funds are released to SEGF for onward allocation of funds to the districts/Panchayats/Programme Implementing Agencies (PIAs) of the respective State. The SEGF is expended and administered as per State Government notified fund governance rules in accordance with the provisions of MGNREGA. The salient features of the SEGF are explained in Box 13.2.

Box 12.2 Salient Features of SEGF

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

12.3.2 The State Government should be responsible for ensuring efficient fund management not only at the State level, but also at the district/GP/ PIA level. Funds from SEGF will be released to the districts/GPs/PIAs only if the fund recipient agencies fulfill the pre-conditions as prescribed by the Central Government.

12.4 ONLINE SUBMISSION OF PROPOSALS FOR RELEASE OF FUNDS

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

12.4.2 The Ministry has provided a facility in NREGAsoft for submission of online proposals for release of central share of funds under MGNREGA. Online submission of financial proposal is a part of fund management module inbuilt into this NREGAsoft. While the release of 1st tranche of central share under MGNREGA is based on proportionate fund requirement as per the agreed to Labour Budget (LB), the 2nd tranche relies on estimated amount needed to finance the remaining period. Online submission process has been customised accordingly, to examine online fund release requests from States.

12.4.3 NREGAsoft enables the Ministry to examine through the system, various physical and financial performance parameters from the data entered by States/Districts. Alerts are automatically sent to States/Districts for non-compliance or part compliance of mandatory prerequisites and documents.

12.4.4 The important features of the online submission of financial proposals for release of central share under MGNREGA into the SEGF constituted under section 21 of the ACT are as follows:

1st Tranche

- Once LB of a State is examined and agreed to by the Ministry and State Government, the State Government shall prepare district-wise and month-wise projections of the labour demand. NREGASoft will estimate the requirement of funds under MGNREGA based on this information.
- The 1st tranche is estimated on the basis of funds required for initial six months of a FY or 50 per cent of agreed to LB for the State, whichever is lower, less the opening balance as per MIS.
- As MIS reports form the basis of fund release, it is necessary that all expenditure is entered in NREGASoft. Expenditure not entered in NREGASoft will result in larger opening balance than what is available and the 1st tranche would be lower by an equivalent amount.
- Details of works proposed in the agreed to LB need to be entered into the software and should be from the approved shelf of projects.
- 1st tranche is released to the State Fund subject to submission of the following certificate/documents:
 - A certificate to the effect that accounts for all the districts of the State for the FY before last have been examined and settled.
 - A certificate on settlement of all audit paras under MGNREGA.
 - Detailed Action Taken Report on the complaints forwarded to the State.
 - A certificate indicating satisfactory compliance of Ministry's clarifications/suggestions/advice/ observations issued from time to time on the implementation of MGNREGA in the State/Districts.
 - No misutilisation /unrelated expenditure and misappropriation of funds are noticed during the year.
 - A detailed checklist on pre-requisites/ documents for release of 1st tranche of Central share to SEGF is at **Annexure -23**.
 - A checklist on prerequisites/ documents for release of 1st tranche of Central and State share to districts is at **Annexure -24**.
- 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 eFMS fund for payments, this would not be required as all implementing agencies would draw from the centralized fund.
- If the State Govt. 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 Govt. would remain high which impact adversely, 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.
- All funds available in SEGF need not be transferred to Districts/ Panchayats. A reserve should be kept at the State level so that additional funds can be released from the reserve, to Districts/ Panchayats when required.
- State Governments should also redeploy funds by withdrawing them from entities that are unlikely to utilize these funds in near future and giving these funds to entities that require.

2nd Tranche

- The three core modules in the MIS are to generate three distinct reports viz. physical, financial and works. Thus, as soon as 50 per cent expenditure level is reached by a particular district, the software will automatically send an alert to the district on documents and prerequisites needed for release of 2nd tranche under MGNREGA. It will list the requirements for the 2nd tranche to enable the District Programme Coordinator (DPC) to comply with all necessary documentation and to fulfill prerequisites before the district reaches 60 per cent expenditure level.

- On complete compliance of prerequisites and achievement of 60 per cent expenditure level, the proposal will get submitted automatically to the State headquarters. The State will, accordingly, accept the proposal online. After due examination, the State would process for release of funds to the district from the reserves of State Fund after assessing the requirement of funds based on actual performance including committed liabilities.
- If the prerequisites for fund release are not fully met, the proposal will not get submitted and in such cases, deficiencies in the proposal will be listed out by the software. Accordingly, the DPCs would be alerted for timely compliance of all the listed deficiencies for the proposal to be submitted to the State for availing 2nd/subsequent tranches from the State Fund.
- Software has the provision of generating Utilisation Certificates (UCs). A signed copy of the UCs so generated shall be made available with the State headquarters by all the implementing districts. The prescribed format for UCs are at **Annexure -25** and **Annexure -26**.
- If the district achieves 60 per cent expenditure level after 30th day of September in a FY, the district needs to submit Audit Report (AR) of the previous FY to the State in addition to the compliance of all prerequisites under MGNREGA. The software has in-built provisions to capture details of the ARs.
- The State will submit a consolidated proposal for 2nd tranche, to the Ministry, only after utilising 60 per cent of total available fund with the State as a whole and compliance of the prerequisites as laid down under MGNREGA. The software will, as in the case of districts, generate alerts and list out deficiencies in the fund release proposal of the State by auto-analysing data submitted by the districts.
- A certificate stating that no programme fund has been diverted during the FY is required to be given. It should also be certified that there has been no embezzlement or misappropriation of funds under MGNREGA and in cases where this has happened adequate steps have been taken to punish the guilty and recover the embezzled or misappropriated amount.
- In case, State becomes eligible for release of 2nd tranche after 30th September in a FY, the State will submit a certificate stating that ARs and UCs from all the districts in the State have been received and found to be in order in all respects.
- If there are pending liabilities at the close of the previous financial year, the same should be reflected as liability in the balance sheet of the Audit Report of the previous financial year.
- A certificate stating that all pending audit observations by the auditor have been complied with should be provided along with the fund release proposal.
- The Check list on prerequisites/documents for release of 2nd Tranche of Central share is at **Annexure -27**.
- A checklist on prerequisites/ documents for release of 2nd tranche of Central and State share to districts is at **Annexure-28**.

Box 12.3
The Fund Flow Process

- Before the beginning of each financial year; on or before 31st December, all States/UTs shall present their annual work plan and LB to the Ministry of Rural Development.
- The Ministry of Rural Development will, in consultation with concerned State Government examine the proposals (LB) received from the States and review the performance of the States and UTs with respect to the implementation of the Act and estimate the persondays that the State is likely to need for next financial year. Based on this agreed to LB, an estimate of the amount required by the State for the next FY will be made.

- As soon as the LB of a State is agreed to, States need to revise (if required) their month-wise and district-wise projected labour demand and the consequent fund requirement for the FY as a whole based on prevailing notified wage rate.
- Any advance shall be adjusted after finalisation and approval of LB.
- Upfront/1st Tranche of Central share, calculated on the basis of projected requirement of funds for the first six months of the financial year (or 50% of the projected requirement for the whole year) after taking into account the unspent balance as at the beginning of the financial year, is released to SEGF.
- Funds to the Final Implementing Agencies shall be released on the basis of their requirement and unspent balances available with them.
- Fund transfers from the Ministry to States/districts/GPs should be entered in NREGAssoft on a real time basis to track the flow of funds at each level.
- Proposal for release of 2nd and subsequent installments may be submitted by State Governments on utilizing at least 60% of the available funds in a given financial year. The Ministry will release the 2nd and subsequent tranches subject to compliance of prerequisites that may be laid down from time to time.

12.4.5 Details of steps followed for fund transfer to different levels of MGNREGA implementation through MIS are described in **Box No. 12.4 to 12.6.**

Box 12.4

Steps for Fund Transfer at National and State Level

- **National level**
 - o Fund sanctioned from Centre to State (SEGF)/ District
- **State Level**
 - o **Receive State Fund** : Home page → Click to State → Click on Data Entry of State Page → Login Page → Click Receive State Fund

Through “receive State fund option” State can receive the following funds:

- Fund received from Center
- Release of last year but received during the year
- Miscellaneous receipts
- o **Release State Share**: Home page → Click to State → Click on Data Entry of State Page → Login Page → Click Release State Share

Release State share option has following fields:

- Financial Year, Amount, Sanction Date and Sanction Number

- o **Fund Transfer from State**: Home page → Click to State → Click on Data Entry of State Page → Login Page → Click Fund Transfer from State

Through Fund Transfer from State option State can transfer fund to

- District, Implementing Agency, POs at Block level, Gram Panchayat and e-FMS Account

Box 12.5
Steps for Fund Transfer at District and Block Level

- **District Level**

- o **Receive Fund:** Home page → Click to State → Click to District → Click on Data Entry of District Page → Login Page → Click Receive Fund

Through Receive Fund option District can receive the following funds:

- Fund Received from Center
- Fund Received from State
- Release of Last Year but received during the year
- Miscellaneous Receipts
- Opening Balance
- Revolving Fund from State

Fund Transfer from DPC: Home page → Click to State → Click to District → Click on Data Entry of District Page → Login Page → Click Fund Transfer from DPC

Through Fund Transfer from DPC option District can transfer funds to

- Zila Panchayat, Implementing Agency, POs at Block level and Gram Panchayat

- **Block Level**

- o **Receive Fund:** Home page → Click to District/ Block Admin Tab → Click on Programme Officer → Click on Data Entry → Select State → Login Page → Click Receive Fund

Through Receive Fund option PO can receive the following funds:

- Fund Received from State
- Fund Received from DPC
- Release of Last Year but received during the year
- Miscellaneous Receipts
- Opening Balance

- o **Fund Transfer from PO:** Home page → Click to District/ Block Admin Tab → Click on Programme Officer → Click on Data Entry → Select State → Login Page → Click Transfer from PO

Through Fund Transfer from PO option, PO can transfer fund to

- Panchayat Samiti, Implementing Agency, Gram Panchayat and Administrative Expenditure

Box 12.6
Steps for Fund Transfer at GP Level

- **GP Level**

- o **Receive Fund:** Home page → Click to Panchayat GP/ PS/ ZP Tab → Click on Gram Panchayat → Click on Data Entry → Select State → Login Page → Click Receive Fund

Through Receive Fund option GP can receive the following funds:

- Fund Received from State
- Fund Received from DPC
- Fund Received from PO
- Release of Last Year but received during the year
- Miscellaneous Receipts
- Opening Balance

12.5 ADMINISTRATIVE EXPENDITURE

12.5.1 As per the provision of Section 18 of the Act, the State Government is required to make available, to the District Programme Coordinator and the Programme Officers, necessary staff and technical support as may be necessary for effective implementation of the Scheme.

12.5.2 To enable the States/UTs for augmenting human resources and developing capacity for critical activities Central Government provides upto 6% of the total expenditure on MGNREGA in a FY as administrative expenses. This Central financial assistance is provided to States/UTs under section 22 (1) (c) State governments are advised to supplement this, if required, for effective implementation of the Provisions of MGNREGA the 6 per cent cap on administrative expenses shall operate at the State level. At least two-thirds of this 6% should be spent at the block-level and below. Panchayats, in accordance with their needs and requirements may utilize the administrative expenses for approved activities.

12.5.3 Detailed subheads under the broad heads of administration expenditure have been defined in NREGAssoft and administrative expenditure should be booked accordingly. These subheads should be tracked and monitored to identify exceptions and limit the administrative expenditure to 6%.

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

12.5.5 The permissible activities under administrative expenditure are

- i) **Training:** Development of training modules and materials, organisation of training programmes for officials, PRIs and Village Monitoring Committee members, training need assessment, impact assessment of training programmes, exposure visits etc.
- ii) **Information Education Communication (IEC) activities:** Preparation and dissemination of IEC material, community mobilisation, use of media and local cultural forms, house hold contact programmes etc.
- iii) **MIS:** Collection of data and its e-processing, report generation and transmission.
- iv) **Quality Management:** Deployment of quality monitors at State, District and Block level and associated expenses of training for quality.

- v) **Setting up of grievance redressal system:** Setting up of help lines, recruitment of ombudsmen and disposal of grievances.
- vi) **Professional/technical services:** Hiring or engaging professional services for smooth operation of IEC, Training, MIS, monitoring and supervision and grievance redressal system.
- vii) **Operational expenses:** Office expenses related to the implementation of MGNREGA and stationery pertaining to computational processes/MIS, transportation and conveyance charges.
- viii) **ICT facilities in GPs:** Provision of latest ICT facilities in the Bharat Nirman Rajiv Gandhi Sewa Kendras (BNRGSK) at GP level.
- ix) **Additional Staff deployment:** Expenses incurred on additional dedicated staff to MGNREGA in key functional areas of the scheme and at the GP/Block/District levels as per guidelines issued by the Ministry of Rural Development from time to time.
- x) **Social Audits:** Expenditure incurred towards organising social audits.
- xi) **Worksite Facilities:** Charges towards worksite facilities viz. drinking water, aaya, shade for children and periods of rest and first aid box with adequate material for emergency treatment for minor injury and health hazards in connection with the works performed under the Act.
- xii) **Evaluation and Research:** Conduct of relevant studies including evaluation studies and action research.
- xiii) **Contingency Expenditure:** The following activities can be booked under the contingency expenditure head:
 - a. **Ex-gratia Payment:** Payment made to an MGNREGA worker in case of death or permanent disability due to accident while working under the programme.
 - b. **Medical Treatment:** Charges towards medical treatment to a worker in case of personal injury during the course of his/her employment under the scheme.
 - c. **Hospitalisation:** Expenditure towards hospitalisation viz. accommodation, treatment, medicines and payment of daily allowance not less than half of the wage rate, in case hospitalisation of an injured worker becomes necessary for a person who gets injured during the course of his/her employment on MGNREGA works.

12.5.6 Expenses not allowed under administrative costs

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

- i) Purchase of vehicles and repair of old vehicles.
- ii) Civil works.
- iii) Salaries/ remuneration of functionaries already engaged by the Government/ PRIs/ any other implementing agency.
- iv) Material procurement for works.

12.6 STANDARD OPERATING PROCEDURE (SOP) FOR STOPPAGE OF FUNDS UNDER SECTION 27(2) OF MGNREGA

12.6.1 As per the provisions in Section 27(2) of MGNREGA, the Central Government may, on receipt of any complaint regarding lack of effective implementation of the provisions of the Act or regarding the improper utilization of funds granted under this Act, order an investigation into the complaint and if necessary, shall order stoppage of release of funds to the scheme if no appropriate remedial measures are instituted for proper implementation within a reasonable period of time as defined by the Central Government. In accordance with the principles governing statutory powers granted by Parliament to Government, such powers are to be exercised in a consistent way in keeping with the basic objective of the Act, which in this case is to provide for enhancement of livelihood security.

12.6.2 Ministry of Rural Development receives large number of complaints from Members of Parliament, other public representatives, NGOs and the general public regarding violation of Guidelines for implementation of MGNREGS. The complaints received in the Ministry are broadly on the following issues:

- i) Non-involvement of Gram Sabha in selection of works
- ii) Non-issuance of Job Cards
- iii) Denial of application for registration
- iv) Non-availability of work site facilities like crèche, drinking water, first aid box etc.
- v) Non-payment of Unemployment Allowance
- vi) Not providing works within the time frame
- vii) Social audits not being conducted
- viii) Delay in payment of wages under MGNREGA
- ix) Irregularities in selection of beneficiaries
- x) Delay in completion of projects
- xi) Financial irregularities
- xii) Purchase of material without following prescribed procedure
- xiii) Embezzlement /Misappropriation of funds
- xiv) Use of Machinery
- xv) Involvement of contractors
- xvi) Forging of muster rolls
- xvii) Execution of inadmissible works.

12.6.3 As the Schemes are implemented by respective State Governments/UT Administrations, the action on complaints also primarily needs to be taken by them only. However, it has been observed that in many cases, State Governments do not take timely remedial action. The Ministry of Rural Development has formulated a Standard Operating Procedure (SOP) for application of the provisions of Section 27 (2) read with the provisions relating to accountability given in Section 23 of the Act, in the manner given below:

12.6.4 MGNREGA division in the Ministry will look into all complaints received in the Ministry and categorise into (A) Petitions (B) Grievances/Complaints regarding procedural violation of Guidelines (C) Complaints relating to effective implementation of the Act and (D) Complaints involving financial irregularities. The categorization will be broadly based on the following (The list of allegations referred in paragraphs next is only indicative and not exhaustive. Allegations which are not listed above will be categorized appropriately by MGNREGA Division):

- i) **Petitions:** General/ non-specific statements on the implementation of the Scheme and general observations/suggestions on the improvement in the Scheme will come under this category. These would include (1) increasing the number of days of works (2) increasing the wage rate (3) inclusion of new category of works (4) convergence with other programmes (5) general statement like corruption at all levels in the district/block/village etc.

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

- ii) **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. or random cases of the nature where lack of management capacity appears to be the major cause.

Grievances/Complaints on violation of Guidelines will be referred to respective State Government by the Ministry within 15 days of receipt. The State Government will have the complaint enquired into by deputing a field investigating team.

The State Government will be required to send an Action Taken Report (ATR) within three months' time of receipt of the complaint. The ATR should include the action taken on the current case and also the systematic changes that the State proposed to carry out so that such grievances do not recur.

- iii) Complaints relating to effective implementation of the Act:** In this category, will be included complaints relating to large scale and prolonged deviation from the main provisions of the Act including (1) non-involvement of Gram Sabha in the selection of works, (2) not conducting Social Audits, (3) delay in payment of wages, (4) non-availability of work site facilities like crèche, drinking water, first aid etc (5) non-issuance of job cards, (6) denial of application for registration (7) non-payment of unemployment allowance, (8) not providing works within the time frame, (9) non-maintenance of records, (10) use of machinery (11) involvement of contractors etc.
- iv) Complaints on financial irregularities:** Any allegation relating to possible or actual loss to the exchequer and where criminal intent is involved will come under this category. These include (1) purchase of materials without following the financial procedures, with the intention of causing wrongful loss to the scheme or wrongful gain to another party, (2) embezzlement of funds/misappropriation of funds, fudging of financial records including duplication of muster rolls, bogus entries, etc.

The cases under complaints on financial irregularities will also be referred to State Governments to furnish their views within 15 days. However, in case of serious nature of complaints, where criminal intent is involved and immediate action is necessitated and if the Division finds prima facie case exists, then, with the approval of Secretary (RD) or Additional Secretary (RD), a Central team with one officer of the Ministry (preferably Dir/DS level and above and not necessarily from MGNREGA Division) along with an Institutional National Level Monitor (NLM) will be constituted (within 15 days of receiving such complaint) for enquiring into the allegation(s) and submitting a field investigating report to the Ministry within a period of one month. The field investigation report of NLMs/Central Team, after examination in the Ministry, will be immediately shared with the State Government / SEGC and they shall submit the ATR to the Ministry within a period of 30 days.

12.6.5 Extension of time for submission of ATRs

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

JS (RE)/ JS(RE & PC)	-	Member
CCA	-	Member
Concerned Director in the division	-	Convener

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

12.6.6 Receipt and Review of Action Taken report

The same committee will review the ATRs received from the States. The Convener will place before the committee, gist of the complaint, the ATR, findings of NLMs / Central team if any and the action taken by the State thereon. The Committee will look into enquiry report and ATR and satisfy itself about appropriateness of the action taken on the complaints. The Committee may also invite the concerned State/district Officers to present its case before the Committee, if need be in case of category (iv) involving misappropriation/ embezzlement or financial irregularities.

12.6.7 Action expected from States for a satisfactory ATR

In case of complaints given in para 13.6.4 (ii) and 13.6.4 (iii), it is expected that the State Government would have issued necessary instructions/ guidelines to correct the deficiency observed. The Ministry may ask the State Government to intimate the effectiveness of the guidelines. In addition, appropriate administrative action should be taken against those found to be violating the provisions of the Act / Guidelines.

With regard to the complaints relating to financial irregularities, generally, the following action should have been completed for an acceptable ATR:

For employees:

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

Elected officials:

- i) Proceedings for disqualification/ termination / recovery should have been initiated under the State PR Act and
- ii) Recovery should have been ordered by issue of a formal recovery certificate or a written order if, following a due process, recovery is due.

It is expected that proceedings initiated as above will progress to their logical conclusion with all due speed and progress in this regard will also be reviewed by the Committee in the manner given in para 12.6.6. The Committee may seek periodic ATRs in this regard.

12.6.8 Consequences of not submitting satisfactory or timely ATRs

If the State fails to respond with a satisfactory ATR or within the specified time period, the Committee may recommend remedial action including stoppage of funds under Section 27(2) of the Act. Where the matter is of a serious nature, it could recommend CBI enquiry. Entrusting investigation to CBI would require consent of the State Government concerned under Section 6 of the Delhi Special Police Establishment (DPSE) Act, 1946. Hence, the State Government concerned would be requested to accord their consent on such proposed investigation under Section 6 of DPSE Act, 1946, within four weeks of issue of such request. The State Government may also initiate a CBI enquiry on its own behalf and keep the Ministry informed.

The decision of the Ministry on the ATR will be communicated to the State along with the course of remedial action to be taken by the State Government immediately. The State Government shall take appropriate action on the matter and submit to the Ministry the Compliance Report within three weeks. The Compliance Report received from the State Government will again be placed before the Committee. If the Committee feels that the action taken by the State is satisfactory, then the Committee may recommend for release of full amount due to the State/district. In case of unsatisfactory compliance of the recommendations/action, the Committee may continue to recommend stoppage of funds till a satisfactory 'cure' is commenced.

In case ATRs are not received timely or are not satisfactory an Institutional NLM(s) may be deputed with the approval of Additional Secretary / Secretary, Ministry of Rural Development to enquire into the matter and submitting a report to the Ministry within a period of one month.

In case of financial loss, the quantum of loss shall be treated as additional State liability (in addition to the due share as per Section 22). Upon recovery of embezzled/ misappropriated amounts, the same will be deposited in SEGF (or in the MGNREGA fund at district level if the State has no SEGF) and States' liability accordingly adjusted.

12.6.9 Use of a common software

A software will be prepared by NIC, MoRD to ensure effective monitoring and quick disposal of the complaints in Category (B), (C) and (D). The software will support uploading the complaints and generating unique complaint number to the complainant for knowing the status of their complaint. The complaints will be categorized State/UT wise and each State/UT will be given user name and password to access the complaints and upload the enquiry report/ATR. The system will generate reminder to the State/UT in case the report is not uploaded on time.

12.6.10 Establishing Complaint Cells in States

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

12.6.11 Provisions of Para 36 of Schedule II to apply

Notwithstanding the detailed procedure listed above the deals with the procedure for handling complaints received in the Ministry and referred to the States for necessary action, provision of para 36 of Schedule II of the Act will be applicable to the complaints received directly by the PO / DPC or State Government.

12.7 FINANCIAL AUDIT OF MGNREGA ACCOUNTS

12.7.1 MGNREGA accounts at the district level and those of the SEGF are to be audited by CA/ CA firms annually, who are expected to do a check of the receipts and payment statements of the GPs. The GP accounts are normally internally audited by officials at the Block level and later by the Local Fund Auditors (nomenclature varies from State to State). In some cases, there is considerable time lag between closure of accounts and audit by Local Fund Auditors and not every GP may be audited by the Local Fund Auditor every year. The status of the MGNREGA accounts being maintained by GPs also varies in quality across States.

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

12.7.3 Scope of certification

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

- a. Cash book
 - b. Receipt and Payment Statement
 - c. Bank & Post office reconciliation statements
 - d. Utilisation certificate(s) issued if any
- ii) In addition to these, the CA will examine the following registers prescribed for MGNREGA
- a. Cash book
 - b. Receipt and Payment Statement
 - c. Muster roll receipt Register
 - d. Job Card Issue Register
 - e. Employment Register
 - f. Works Register
 - g. Asset Register
 - h. Monthly Allotment and Utilization Watch Register

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

12.7.4 CA will

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

An indicative check list for this purpose is annexed (**Annexure -29**)

12.7.5 Visit to GP by CAs

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

12.7.6 Selection Procedure & Certification fees

The CAs to be entrusted this work will be selected by the State Governments from the list of CAs empanelled with C&AG/ State AGs. The remuneration for certification of accounts of GPs will be fixed by MoRD in consultation with the office of C&AG. The same will be borne from the 6 % administrative cost.

12.7.7 Compilation and Reporting of the certified Accounts

- i) The CA will submit to the PO, a report for each GP visited, enclosing a certificate in the format annexed (**Annexure -30**) to this circular within 15 days of completion of certification of accounts of the GP. The report should contain the records verified, discrepancies noticed if any, adequacy of documentation and findings on the items listed in the check list.
- ii) In addition, a consolidated summary for all GPs taken up for certification and assigned to the CA within a district, will be submitted to the DPC within 15 days of completion of certification for all such GPs. In the consolidated summary the CA firm will indicate the GPs visited including the dates of the visit. In this report, issues which require immediate attention of the DPC should be highlighted. In addition adverse observations and suggestion for improvement will also be indicated in the report.

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

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

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

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

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

13 Transparency and Accountability

Social Audit, Vigilance and Grievance Redressal

13.1 SOCIAL AUDIT: INTRODUCTION

13.1.1 An innovative feature of the Mahatma Gandhi NREGA is that it has institutionalized 'Social Audit' as a means of continuous public vigilance (Mahatma Gandhi NREGA, Section 17). Social Audit has the following dimensions:

- i) As a continuous and ongoing process, involving public vigilance and verification of quantity and quality of works at different stages of implementation; and
- ii) A process is to be conducted in every Gram Panchayat (GP) at least once in six months, involving a mandatory review of all aspects.

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

13.1.3 Social Audit is an effective means for ensuring transparency, participation, consultation and accountability under MGNREGA. The process of Social Audit combines people's participation and monitoring with the requirements of the audit discipline.

13.1.4 Since the agency implementing the Scheme cannot itself audit the Scheme, therefore, it is necessary to promote people's participation in the audit along with support provided by an independent social audit organisation that facilitates the process.

13.1.5 The Social Audit process is not a fault finding, but a fact finding process. The work of the Auditor is only to 'investigate' by cross-verifying facts and details in the records from the labourers and cross-verifying works at site. The "Auditors" must not view themselves as "Prosecutors".

13.2 SOCIAL AUDIT FACILITATION

13.2.1 Rule 4 of Audit of Schemes Rules, 2011 stipulates that each State Government shall identify or establish an independent organization, "Social Audit Unit" (SAU) to facilitate conduct of the Social Audit of MGNREGS works. This Social Audit Unit may be either a Society or a Directorate, independent of the implementing departments/agencies. The Director/chief executive officer of the society/directorate shall be a person who has worked in the social sector for the rights of the people for at least 15 years. The work may also be outsourced to an outside agency preferably an NGO which is not involved in the planning and implementation of the Scheme but possesses adequate experience of having worked in rights and entitlement based programmes. A suggested structure for a fully functional directorate is given in **Annexure-31**.

13.2.2 Social Audit Unit shall identify appropriate number of State Resource Persons (SRP), District Resource Persons (DRP), Block Resource Persons (BRP) and Village Resource Persons (VRP), to facilitate the Gram Sabha in conducting social audit.

13.2.3 The Social Audit Unit shall have Quality Monitors to facilitate evaluation of asset quality during the social audit. This will ensure durability of assets and their intended usefulness.

13.3 SOCIAL AUDIT PROCESS

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

- 13.3.2** The labourers and the village community shall be informed about the Gram Sabha conducting social audit by the resource persons as well as the Programme Officer to ensure full participation.
- 13.3.3** The Social Audit Unit shall be provided by the Programme Officer (PO), at least 15 days before the date of Social Audit Gram Sabha meeting, all the required information and records of all implementing agencies such as Job Card register, employment register, work register, GS resolution, copies of the sanctions (administrative or technical or financial), work estimates, work commencement order, muster roll issue and receipt register, muster rolls, wage payment acquaintance, materials – bills and vouchers (for each work), measurement books (for each work), asset register, action taken report on previous social audits, grievance or complaints register, any other documents to conduct the social audit properly.
- 13.3.4** For facilitating conduct of social audit by Gram Sabha, the resource persons deployed by Social Audit Unit, along with primary stakeholders shall verify the following:
- i) The Muster Rolls, entry and payments made in the specified time period, by contacting the wage seekers whose names are entered in such muster rolls.
 - ii) The work site and assessing the quantity with reference to records.
 - iii) Physical status of the assets, asset quality and customer satisfaction in usefulness of assets (including works taken up on individual beneficiary lands)
 - iv) The cash book, bank statements and other financial records to verify the correctness and reliability of financial reporting.
 - v) The invoices, bills, vouchers or other related records used for procurement of materials to testify such procurement was as per the estimate, and was as per procedure laid down.
 - vi) Any other payment made by the implementing agency from the funds of the scheme.
 - vii) That the wall painting showing details of money paid to all job card holders have been done using the prescribed format and the details contained therein are a true reflection of the records as they obtain in www.nrega.nic.in and at the block and panchayat office.
- 13.3.5** To conduct the social audit process, a Gram Sabha shall be convened to discuss the findings of the verification exercise and also to review the compliance on transparency and accountability, fulfillment of the rights and entitlements of labourers and proper utilisation of funds. The Gram Sabha shall be convened in a neutral public space and in any case not in the hamlet/village of the head of the panchayat. The meeting shall be chaired by an elderly villager who is not a part of Panchayat or any implementing agency. Decisions and resolutions will be put to voting. However, dissenting opinion must be recorded in the minutes. Action Taken Reports on the previous Social Audit must be read out at the beginning of the meeting. All the officials responsible for implementation must be present in the meeting to answer queries from the members of the Gram Sabha.
- 13.3.6** The District Programme Coordinator or his authorized representative shall supervise the Gram Sabha meeting for its smooth conduct.
- 13.3.7** All elected members of Panchayats and staff involved in implementing the schemes under the Act (including the staff of the Civil Society Organisations, the SHGs, and disbursing agencies) shall be present at the Gram Sabha and respond to queries.
- 13.3.8** The action taken report relating to the previous social audit shall be read out at the beginning of the meeting of each social audit Gram Sabha.
- 13.3.9** The Gram Sabha shall provide a platform to all villagers to seek and obtain further information and responses from all involved in the implementation of the scheme. It will also provide a platform to any person who has any contribution to make and relevant information to present.

- 13.3.10** During the Social Audit all issues must be recorded in writing and evidence should be gathered for all issues raised.
- 13.3.11** The entire proceeding of the Social Audit Gram sabha shall be video recorded, compressed using latest compression techniques (to reduce space occupied by it) and uploaded on website, www.nrega.nic.in without editing. The video recording will also be stored in the custody of District Programme Coordinator.
- 13.3.12** The social audit reports shall be prepared in local language by the Social Audit Unit. The Social Audit Reports must be counter-signed by the chairperson of that particular social audit Gram Sabha. A copy of the report must be displayed on the notice board of the Gram Panchayat for at least seven days.
- 13.3.13** All social audit reports will contain a list of grievances that require redressal and a separate list of social audit findings that require criminal investigation. While the criminal cases should go to the requisite authority for filing of FIRs, all grievances should be registered with the designated authority at the District level and Block level for disposal and action.
- 13.3.14** The Action Taken Report on the issues raised in the Gram Sabha shall be given to the Social Audit Unit and to the individual whose grievance has been recorded in the report.
- 13.3.15** The State shall provide a platform at Intermediate Panchayat level for Pradhan/Sarpanch and members of Gram Panchayat to discuss issues related to implementation of MGNREGA. Similar, platform shall be provided at the District level for Pramukh and members of Block Panchayat. To ensure that such meetings are held at regular interval the State Government shall lay down the periodicity of such meeting. Such meetings at the Block and District level shall be moderated by official designated by DPC. Report of the meeting shall be submitted by designated official to State Employment Guarantee Council (SEGC).

13.4 ROLES AND RESPONSIBILITIES OF FUNCTIONARIES IN CONDUCT OF SOCIAL AUDIT

- 13.4.1** Programme Officer (PO): The Programme Officer shall ensure that all the required information and records of all implementing agencies such as Job Card register, employment register, work register, Gram Sabha minutes, copies of the sanctions (administrative or technical or financial), work estimates, work commencement order, muster roll issue and receipt register, muster rolls, wage payment acquaintance, materials – bills and vouchers (for each work), measurement books (for each work), asset register, action taken report on previous social audits, grievance or complaints register, any other documents that the Social Audit Unit requires to conduct the social audit are properly collated in the requisite formats; and provided along with photocopies to the Social Audit Unit for facilitating conduct of social audit at least fifteen days in advance of the scheduled date of meeting of the GS.
- 13.4.2** District Programme Coordinator (DPC): Every District Programme Coordinator or any official on his behalf, shall:
- i) Ensure that all records for conduct of social audit are furnished to the Social Audit Unit by implementing agencies through the Programme Officer.
 - ii) Ensure that time bound corrective action is taken on the social audit report.
 - iii) Take steps to recover the amount embezzled or improperly utilized and issue receipts or acknowledgements for amount so recovered.
 - iv) Pay wages found to be misappropriated, within seven days of the recovery of such amount, to the wage seekers.

- v) Maintain a separate bank account for amounts recovered during the social audit process.
- vi) Ensure that the appropriate action (including initiating criminal and civil proceedings or termination of services) is initiated against individual or class of individuals or persons who misutilized or embezzled the amount meant for the schemes under the Act.

13.4.3 Social Audit Unit (SAU)

- i) The Social Audit Unit shall be responsible for building capacities of Gram Sabha for conducting social audit by identifying, training and deploying suitable resource persons at village, block, district and State level drawing from primary stakeholders and other civil society organisations having knowledge and experience of working for the rights of the people. The Social Audit Unit will create awareness amongst the labourers about their rights and entitlements under the Act, and facilitate verification of records with primary stakeholders and work sites.
- ii) Trained resource persons should be identified to facilitate the process of Social Audit. These trained resource persons in turn train the village community in carrying out the verification process. The resource persons can be drawn from primary stakeholders, civil society organizations, Bharat Nirman Volunteers (BNV), who have knowledge and experience of working for the rights of the people.
- iii) Bharat Nirman Volunteers ,who are literate youths selected from villages and look after a cluster of habitations in ensuring the entitlements, could be used as village resource persons in conducting social audit.
- iv) The trained resource persons deployed for facilitating social audit in a Panchayat shall not be residents of the same Panchayats.
- v) The Social Audit Unit shall be responsible to prepare social audit reporting formats, resource material, guidelines and manuals for the social audit process.
- vi) The Social Audit teams shall conduct door-to-door visits to meet beneficiaries of the MGNREGS under Audit and share relevant information with them. These teams shall also visit project sites and physically verify whether completed projects match information contained in the records of implementing agencies.
- vii) The Social Audit Unit shall be responsible to host the social audit reports including action taken reports in the public domain.
- viii) The Social Audit Unit shall facilitate smooth conduct of social audit by Gram Sabhas for reading out and finalising decisions after due discussions.
- ix) The implementing agency shall at no time interfere with the conduct of social audit.
- x) The implementing agency of the scheme shall provide requisite information to the Programme Officer for making it available to Social Audit Unit at least fifteen days prior to the date of commencement of the social audit.

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

13.4.5 State Employment Guarantee Council (SEGC): 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.

13.4.6 Central Government: The costs of establishing the Social Audit Unit and conducting social audit shall be met from the grants given by Central Government towards administrative expenses for implementation of schemes.

13.4.7 Central Employment Guarantee Council (CEGC): Central Employment Guarantee Council shall monitor implementation of MGNREG Audit of Scheme Rules, 2011 and action taken on social audit reports and report the same in the Annual Report to be laid before the Parliament.

13.5 AUDIT OF ACCOUNTS

- 13.5.1** The audit of the accounts of a scheme under the Act for each district as well as of the State Employment Guarantee Fund shall, for each year be carried by the Director, Local Fund Audit or equivalent authority or by Chartered Accountants.
- 13.5.2** The Director, Local Fund Audit, or equivalent authority, or the Chartered Accountant, as the case may be, shall submit accounts of the scheme together with the audit report thereon to the State Government.
- 13.5.3** The accounts of the schemes of every State Government as certified together with the audit report thereon shall be forwarded to the Comptroller and Auditor General of India and the Central Government by the State Government. The Audited Accounts/ Statement of expenditure are to be laid by the State Government before the State Legislature. Once the audited accounts are laid by the State Government before the State Legislature, the same should also be made available as public document on MGNREGA website.
- 13.5.4** The Comptroller and Auditor General (CAG) of India, or any person appointed by him in this behalf, shall have the right to conduct audit of the accounts of schemes at such intervals as he may deem fit.
- 13.5.5** The Comptroller and Auditor General (CAG) of India shall use social audit's findings as an input.
- 13.5.6** The Chief Controller of Accounts (CCA), Ministry of Rural Development, Government of India shall have the right to conduct internal audit of MGNREGA account.

13.6 VIGILANCE

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

13.6.2 State Level Vigilance Cell

At the State level, a Vigilance Cell consisting of a Chief Vigilance Officer (CVO) will be set up. The CVO may be a senior government officer or a retired officer supported by at least two senior officials (serving or retired), one Civil Engineer and an Auditor.

i) Functions of State Vigilance Cell

- a. Receive complaints about the implementation of MGNREGS in writing or orally or through mobile, telephone or the internet and get it verified either directly or through the District level Vigilance Cell depending on the seriousness of the complaint.
- b. Conduct regular field visits to detect irregularities.
- c. Take suo-moto action on reports appearing in the media.
- d. Review the inspection system, transparency arrangements and functioning of the field and district level vigilance system.
- e. Initiate recoveries of amounts through the Public Accountants Act in the case of officials and Revenue Recovery Act in the case of others.
- f. Recommend initiation of disciplinary action against the officials found guilty and frame charges if the reply to the initial memo is unsatisfactory.
- g. Recommend to the District Vigilance Cell to file an FIR before the police in cases where criminal action needs to be initiated.
- h. Develop a plan of action for the functioning of the vigilance mechanisms in respect of MGNREGS.

- i. Send an annual report to State Employment Guarantee Council with suggestions on controlling irregularities and malfeasance.
- ii) **In order to enable the vigilance system to function effectively, the State Government may take the following actions:**
 - a. Empower the Vigilance Cell to initiate disciplinary action, frame charges and then transfer to the disciplinary authority concerned.
 - b. Empower the Vigilance Cell to monitor follow up action in respect of recoveries, disciplinary action; criminal proceedings for which the authorities concerned have to be formally directed to send periodical status reports to the Vigilance Cell concerned.
 - c. Undertake such types of cases for which mandatorily criminal proceedings have to be initiated.
 - d. Empower the Vigilance Cell to effectively recover dues

13.6.3 District Vigilance Cell

- i) At the district level, a Vigilance Cell will be set up. The cell will be headed by a district level officer and supported by an Engineer and an Auditor (of appropriate seniority). Engineer and Auditor may also be hired/appointed on contract.
- ii) Functions of District Vigilance Cell:
 - a. The District Vigilance Cell will carry out the directions of the State Vigilance Cell.
 - b. Perform inspections on its own and take follow up actions for recovery, disciplinary action and filing of criminal cases in respect of non-officials and officials whose disciplinary authority is at the district level.
 - c. Oversee the inspection schedule of officials, the observance of transparency provisions at the district level and below and the functioning of Vigilance and Monitoring Committees at the local level.
 - d. Where action has to be taken by the State Vigilance Cell, the District Vigilance Cell would send proper reports to it. It will also send an annual report to the State Vigilance Cell.

13.6.4 Local level: Vigilance and Monitoring Committee (VMC)

- i) At the local level, Vigilance and Monitoring Committee should be assigned a definite and reasonable service area. Ideally, it should consist of about ten members half of whom shall be women with representation for Scheduled Castes and Scheduled Tribes in proportion to their population. Members of the Vigilance and Monitoring Committee may be identified from among local school teachers, anganwadi workers, Self-Help Group members, Social Audit volunteers, members of various Community Based Organisations, user groups, youth clubs etc.
- ii) The Vigilance and Monitoring Committee team should be appointed/nominated/elected by the Gram Sabha for a period of 6 months but not exceeding one year. The State Government may consider providing an honorarium to the members of the Vigilance and Monitoring Committee for the period of time that they are required to give every month.
- iii) The Vigilance and Monitoring Committee should act as a forum for concurrent social audit.
- iv) The Vigilance and Monitoring Committee's report should be placed at the next meeting of the Gram Sabha in the Panchayat where work has been executed.
- v) The Vigilance and Monitoring Committee will make its report public and have it uploaded on the website through the Information and Facilitation Centers.
- vi) The Vigilance and Monitoring Committee should be provided an Action Taken Report from the Programme Officer and a copy of the order from the designated grievance redressal authority at the Block and District level, on its complaints.

- vii) Functions of Vigilance and Monitoring Committee:
- a. Visit work sites and interact with workers.
 - b. Verify records and onsite facilities.
 - c. Assess quality of materials and cost.
 - d. Provide end-of-work report on its satisfactory completion including a qualitative assessment of the nature of the work and its usefulness.

13.7 TRANSPARENCY AND PROACTIVE DISCLOSURE

13.7.1 To ensure transparency in the implementation of a rights-based programme like Mahatma Gandhi NREGS, following shall be the procedure:

- i. Dissemination of information on different aspects in the implementation of MGNREGS shall be proactively carried out with special focus on realization of workers' rights, expenditures on different items and on the assets created. This will be a regular item in the meeting agenda of Gram Sabhas.
- ii. The information about works shall be displayed in the local language proforma given in **Annexure -1** at the worksite and in the proforma given in **Annexure -2** at a public place in the Gram Panchayat.
- iii. One volunteer may be identified each from Self-Help Groups, formed under National Rural Livelihood Mission and from Community Based Organisation, for different programmes for training to disseminate information on the implementation of MGNREGS in his/her respective group and among disadvantaged groups like the Scheduled Castes and the Scheduled Tribes.
- iv. Bharat Nirman Volunteers (BNV) may also be engaged in the dissemination of information related to implementation of MGNREGA.
- v. All educational institutions in rural areas of the level of high schools and above may also be provided with relevant information on different aspects of MGNREGS including its implementation.
- vi. Proactive disclosures may also be made to youth clubs, mahila groups and local Civil Society Organisations.
- vii. All village libraries and reading rooms may be given the requisite information on a regular basis.
- viii. At Gram Panchayat level Secretary and Employment Guarantee Assistant (Rojgar Sahayak), at Intermediate Panchayat level Programme Officer and at District Panchayat level District Programme Coordinator shall be responsible for ensuring transparency in implementation of MGNREGA including full compliance to the provisions of the Right to Information Act, 2005.

13.8 THE RIGHT TO INFORMATION ACT

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

The information as available in the Management Information System (MIS) i.e. NREGASoft shall be painted on the walls of buildings in the Gram Panchayat. The information painted will include number of days of work provided and payments made to every Job Card holder in a year, list of works sanctioned, expenditure on labour and material component, quantity of various material items and rates at which these were procured. This system (Janata Information System) will ensure access of MIS information to villagers who cannot access the internet.

13.8.2 Requests for copies of Mahatma Gandhi NREGS-related documents submitted under Mahatma Gandhi NREGA shall be complied with within three days. No information shall be withheld by invoking Clause 8 of the RTI Act. All Mahatma Gandhi NREGA-related information is in the public domain.

- 13.8.3** Key documents related to Mahatma Gandhi NREGA should be proactively placed in public domain, without waiting for anyone to 'apply' for them. A list of such key documents(number of days of work provided and payments made to every Job Card holder in a year, list of works sanctioned, expenditure on labour and material component, quantity of various material items and rates at which these were procured.) should be prepared by the State Employment Guarantee Council, and updated from time to time.
- 13.8.4** Public access to key records and key information should be ensured at all levels. Updated data on demand received, registration, number of job cards issued, list of people who have demanded and been given/not given employment, funds received and spent, payments made, works sanctioned and works started, cost of works and details of expenditure on it, duration of work, person-days generated, reports of local committees, and copies of Muster Rolls should be made public in a pre-designated format outside all offices of all agencies involved in implementing Mahatma Gandhi NREGS, and should also be placed by the Gram Panchayat before the GS once in every quarter.
- 13.8.5** People should know who to apply to for seeking information and for gaining access to records. There should be broad time limits for giving such information. The names and contact addresses of such key persons should be made known to the public. Fees charged for copies of Mahatma Gandhi NREGA-related documents should not exceed photocopying costs.
- 13.8.6** Whenever feasible, key documents should be made available on the Internet.
- 13.8.7** Mahatma Gandhi NREGS-related accounts of each Gram Panchayat shall be proactively displayed and updated twice a year. Summary accounts should be displayed through various means, including painting on walls at the Panchayat Bhawan, postings on notice boards and publication in Annual Reports available at cost price.
- 13.8.8** Report Cards on local works, employment and funds shall be pasted by the Gram Panchayat on its premises or other prominent public places like schools, community centres, and by the Programme Officer at the Intermediate Panchayat/Programme Officer's office, and for the whole District by the District Programme Coordinator at the District Programme Coordinator /District Panchayat office.

13.9 TRANSPARENCY AT THE WORKSITES

13.9.1 At the worksite proactive disclosure shall be through following

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

13.9.2 Work site file shall be maintained for each work with following details and shall be accessible to all residents of the Gram Panchayat, members of Vigilance and Monitoring Committee, visiting officials and elected representatives etc.:

- i) Details about the work
- ii) Details of administrative and technical sanction
- iii) Period of work and generation of man-days expected
- iv) Details of workers and wages paid
- v) Initiation meetings
- vi) Labour amenities provided
- vii) Materials used item-wise indicating source, unit cost, total cost etc.

- viii) Grievances raised by workers
- ix) Entries by Inspecting Officers, Report of the Vigilance and Monitoring Committee
- x) The work site file should be attested by at least five workers.

13.9.3 The photographs of worksite (at least three stages-before, during and after completion of work) shall be uploaded on the Ministry's website (www.nrega.nic.in). As far as possible these photographs shall be georeferenced.

13.10 PROACTIVE DISCLOSURE BY GRAM SABHA

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

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

13.11 ANNUAL REPORTS

13.11.1 The Central Employment Guarantee Council shall prepare an Annual Report on the implementation of the Act. This Report will be laid before Parliament by the Central Government.

13.11.2 Every State Employment Guarantee Council shall prepare an Annual Report for the State Legislature.

13.11.3 The Annual Reports should be placed before the State Legislatures by 31st December of the succeeding year.

13.11.4 The District Programme Coordinator, the Programme Officer and the Gram Panchayat implementing the Scheme shall prepare annually a report containing the facts and figures, achievements relating to the implementation of the Scheme within his jurisdiction and a copy of the same shall be made available to the public on demand and on payment of such fee as may be specified.

13.12 CITIZENS' CHARTER

13.12.1 Citizens' Charter shall cover all aspects of the duties of Panchayats and officials under the Act. It should describe the specific steps involved in implementing the provisions of the Act, and lay down the minimum service levels mandated by these provisions on the Panchayats and the officers concerned.

13.13 GRIEVANCE REDRESSAL

13.13.1 In compliance with Section 19 of MGNREGA, the State Governments shall, by rules, determine appropriate grievance redressal mechanisms at the Block level and the district level for dealing with any complaint by any person in respect of implementation of the Scheme and lay down the procedure for disposal of such complaints. A legislation dealing with delivery of public services, processes within MGNREGA should be mandatorily covered in the ambit of such legislation. The time lines for redressal of grievances should be consistent with the provisions of "Public Service Delivery Act" of the State, if any. If such an act does not exist, the timelines should be incorporated in the Grievance Redressal Rules. In formulating Grievance Redressal Rules, the following measures may be incorporated and in case Rules have been formulated, these measures may be included:

- i) Multiple modes to be provided to the complainant for registering a complaint with the Programme Officer, and will include written complaints and complaints made through telephone help lines. All such complaints must be duly acknowledged with a dated receipt.
- ii) Complaint boxes at conspicuous places in the offices of the Programme Officers and District Programme Coordinators must be installed to facilitate submission of complaints. The complaint boxes shall be opened on a fixed date every week in front of an official (not related directly with programme implementation) designated by District Programme Coordinator, who will record and publish a list of all complaints received. This date will be considered the date of receipt of complaints for purpose of this Act and the list can serve as a receipt, a copy of which should be given at minimal charge for this purpose
- iii) Complaints shall be entered in the complaint register and disposed within the statutory time limit.
- iv) The complainants must also be informed of the action taken in writing through registered post with acknowledgement card. It shall contain a feed back form for complainant to record his satisfaction or dissatisfaction. Information regarding appeal facility available and the procedure for same should also be enclosed. If no communication is received within a month of receipt of Action Taken Report the file may be closed.
- v) Monitoring of disposal of the complaint must be done at the next higher level every month.
- vi) A system of appeal must be considered.
- vii) Appeal against the Gram Panchayat will be made to the Programme Officer. Appeal against the Programme Officer will be made to the District Programme Coordinator.
- viii) Appeal against the District Programme Coordinator may be with an appropriate authority designated by the State Government.
- ix) A State level Officer must be designated to monitor the disposal of complaints.
- x) State wide publicity must be made for grievance redressal at all levels.
- xi) Monthly Reports on complaints received and disposed must be sent from Gram Panchayat to Programme Officer to District Programme Coordinator to State to Government of India. This should be placed on the website.

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

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

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

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

13.13.6 The person registering the grievance is to be given a receipt with number and date so that he/she can follow up the status of disposal of his/her grievance from a counter in the office of the Programme Officer and over the Internet using the receipt number.

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

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

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

13.13.10 Failure to dispose of a complaint in 7 days will be considered a contravention of the Act by the Programme Officer, punishable under Section 25. Whoever contravenes the provisions of this Act shall on conviction be liable to a fine which may extend to Rs.1000.

SOP in respect of complaints received in the Ministry and transmitted to the State Govt. for action

13.14 OMBUDSMAN

13.14.1 In keeping with the principles of transparency and accountability, the State Government will establish the office of Ombudsman in all districts for expeditious redressal of grievances regarding implementation of MGNREG Scheme. Depending on requirement, the States may initially appoint one Ombudsman for two districts and watch the workload.

Salient features of Ombudsman System

- i) Appointment by the State Government on recommendation of Selection Committee comprising Chief Secretary of the State (Chairperson), Representative of Union Ministry of Rural Development, eminent Civil Society Person nominated by Union Ministry of Rural Development and Secretary of Department dealing with Mahatma Gandhi NREGA (Member Convener).
 - The Selection Committee shall prepare a panel of suitable persons who shall be considered for appointment as Ombudsman. The panel of names suggested will be put up in the public domain and comments/suggestions will be invited.
 - No person who is a member of a political party shall be considered for appointment as Ombudsman.
- ii) **Qualification-** Persons of eminent standing and impeccable integrity up to 65 years of age with at least twenty years of experience in public administration, law, academics, social work or management will be eligible.
- iii. **Tenure-** Two years extendable by one year on satisfactory performance or upto 65 years of age, whichever is earlier. There shall be no reappointment.
- iv) **Autonomy-** Ombudsman will be independent of State and Central Government.
- v) **Location of Office -** At District Headquarters, there will be not more than three Ombudsman in every District. Technical and administrative support will be provided by the District Rural Development Agency or any other body specified by the State Government, in this behalf in whose premises the office of ombudsman shall be located.

13.14.2 Powers

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

13.14.3 Duties

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

13.14.4 Complaint pertaining to any one or more of the following issues alleging irregularities in the implementation of the MGNREGA Scheme may be filed with the Ombudsman

- i) Gram sabha(procedural and substantive issues)
- ii) Registration of households and issue of job cards
- iii) Custody of job cards.
- iv) Demand for work
- v) Issue of dated acknowledgement receipt against submission of application for work.
- vi) Payment of wages.
- vii) Payment of unemployment allowance.
- viii) Discrimination on the basis of gender/caste/religion.
- ix) Worksite facilities.
- x) Measurement of work.
- xi) Quality of work
- xii) Use of labour displacing machines
- xiii) Engagement of contractors
- xiv. Operation of accounts in the bank or post offices
- xv) Registration and disposal of complaints.
- xvi) Verification of muster rolls
- xvii) Inspection of documents
- xviii) Use of funds
- xix) Release of funds
- xx) Social audit
- xxi) Maintenance of record
- xxii) State Department dealing with Mahatma Gandhi NREGA may include any other ground on which a complaint may be filed with the Ombudsman.

13.14.4 Proceedings to be summary in nature

The Ombudsman shall not be bound by any legal rules of evidence and may follow such procedure that appears to him to be fair and proper. The proceedings before the Ombudsman shall be summary in nature.

13.14.5 Disposal of Complaints

On receipt of complaint, Ombudsman will issue notice to Mahatma Gandhi NREGA Authority for appearance and making submissions. Where facts are admitted, case will be disposed by passing appropriate direction and if not admitted, Ombudsman will pass an award. The 'award' passed shall be a speaking order consisting of the following components:

- i) Details of the parties of the case.
- ii) Brief facts of the case.
- iii) Issues for consideration.
- iv) Findings against issues along with reasons.
- v) Direction to the concerned MGNREGA Authority such as performance of its obligations
 - like expediting delayed matters, giving reasons for decisions and issuing apology to complainants, taking of disciplinary and punitive action against erring persons, etc.
 - except imposition of penalties under the MGNREG Act.
 - a. Costs, if any.
 - b. Costs may be imposed in case of false, malicious and vexatious complaints.
 - c. In cases of corruption, Ombudsman will forward the matter to competent authority to sanction criminal prosecution of the persons involved in the case.

14 Quality Management of MGNREGA Works

14.1 NEED FOR QUALITY MANAGEMENT OF MGNREGA WORKS

An important objective of the MGNREGA is creation of durable assets and strengthening the livelihood resource base of the rural poor. As substantial amounts (around Rs 40,000 cr every year) are being spent through MGNREGA, if implemented effectively, the programme has the potential to transform rural areas by creating durable assets that would not only enhance the livelihood security of rural poor but also result in substantial infrastructural development in rural areas. It is therefore, of utmost importance to ensure good quality and durability of assets being created under MGNREGA. An effective Quality Management mechanism can help achieve this objective. As the number of works taken up under MGNREGA is very large, designing an appropriate Quality Management mechanism poses a serious challenge. While external monitors may be engaged for independent monitoring, the system has to largely rely on internal staff for actual delivery of quality.

14.2 OBJECTIVES OF QUALITY MANAGEMENT

The Objectives of Quality Management is two folds:

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

14.3 QUALITY MANAGEMENT: SPECIFIC REFERENCE TO MGNREGA

Although, there are numerous processes (and sub-processes within these) in the implementation of MGNREGA such as demand registration, planning for works, works execution, payment of wages etc, the scope of this chapter is limited to quality aspects of activities relating to works execution. This includes; project selection, site selection, survey, project design estimates, work execution, supervision etc. The objectives listed in Para 2 above will be read in the context of the activities given above.

14.4 QUALITY MANAGEMENT HAS THREE DISTINCT ASPECTS

- i) Quality control at site;
- ii) Quality supervision; and
- iii) Quality monitoring.

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

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

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

14.5 INTERNAL MANAGEMENT: HR DEVELOPMENT, TRAINING AND CAPACITY BUILDING OF WORK FORCE

To ensure that the project design, selection of materials and the workmanship are of the requisite quality, people involved in these decisions have to be appropriately trained and equipped. Suitable training

programmes covering the following aspects need to be designed by SIRDs. Trainings could be in the form of classroom trainings and on worksite.

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

- MGNREGA and its process
- Selection of work sites
- Preparation of shelf of projects
- Planning, designing, layout and execution of works.

ii) Capacity building of field staff on work sites by senior technical staff would include:

- Visit to work sites with detailed record and concerned field technical staff
- Observation/ discussion/ solution suggested on work site, so that asset created is economical, durable and productive
- After visiting work sites prepare detailed visit report and share with concerned officials and peers for compliance.
- Follow up compliance of the report.

14.6 INTERNAL QUALITY MANAGEMENT: SUPERVISION

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

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

***Note 1:** The State Government will specify norms for each of the activities listed above. The norms will be a function of (i) estimated cost of work (ii) category of work and (iii) the activity and would include, apart from the designation of the authority responsible for carrying out the activity, the authority for supervision. Frequency for inspection will also constitute a part of norms.

***Note 2:** The competent authority will issue technical sanction after ensuring that the proposal for Technical Sanction has technical note, required survey sheet, design, drawing and detailed estimate and is technically sound.

Each visit to a site will be followed by a detailed note of inspection in a format given at **Annexure-32, 33 and 35**. The inspection note will also be uploaded in NREGASoft and will be available for public viewing along with other work details. The gist of visit reports will also be presented to SEGC.

14.7 QUALITY MONITORING BY EXTERNAL MONITORS

Quality monitoring by external monitors will comprise of two parts: (i) The National level Monitors (NLMs) empanelled by the Ministry and (ii) State Quality Monitoring Unit comprising of a State Quality Monitors (SQM) for each district in the State and a Nodal Officer of the rank of at least Superintending Engineers, at the State level. A Nodal Officer of the rank of at least Superintending Engineer to be designated as Director (QM), will coordinate the work of all SQMs in the State. The Director (QM) should be independent of implementation machinery. The inspection/ measurement and analysis of works w.r.t. technical aspects will be done by engaging separate SQM for each district. A model inspection format is at **Annexure -34 and Annexure -35**

14.8 EMPANELMENT OF STATE QUALITY MONITORS

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

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

- State Quality Monitors selected will be given one day intensive orientation/training at State/ district level. During the training, the concept of quality monitoring and how to fill up the format developed for monitoring will be explained in detail. Director (QM) will prepare the training content.
- No SQM will be allotted her/his home district.
- Visit schedule of the SQM will be sent to the District Programme Coordinator in advance who will ensure availability of index map, relevant records, concerned technical personnel, Gram Rozgar Sahayak and beneficiaries at the worksite at given time.

14.9 FUNCTIONS OF SQMs

- Prepare a visit plan, based on the list of works/ sites finalised by Director (QM), required to be visited by the SQM.
- Visit the site for inspection on the appointed date.
- Prepare visit report work wise, the framework/chapter-plan/core tables and format for which would be made available by Director (QM). This report should include immediate counter measures required to be taken to rectify/ correct deficiencies identified as a result of the inspection.
- At the end of every three months period, a consolidated report for the district shall be prepared by the SQM and submitted to State Government through Director (QM). This report should include measures to be taken to prevent recurrence of deviations in planning, designing, selection of worksites and execution of works and supervision thereof. This would be in the nature of long term measures and would include areas identified for training. This report will also contain a deployment strategy for the suggested measures. A summary of the report shall also be made by the SQM bringing out the Action Points.

- The Director (QM) shall take corrective measures through the DPC and shall publish the SQM-wise list of works visited and Action Points emerging on the NREGA website.
- The Director (QM) shall monitor the corrective action and shall upload the action taken status quarterly till such time that action is complete.
- Action taken by the State Government on the reports and suggestions of SQMs will be reviewed by the SEGC and will also be a part of the agenda item for discussion for labour budget.

14.10 QUALITY GRADING OF WORKS

14.10.1 Different aspects of work design and execution will be graded objectively by the SQMs, for each work visited by them in the following particulars. A typical format for quality monitoring by External Quality Monitors is at **Annexure-34 and 35**.

Sl.No.	PARTICULAR	QUALITY GRADING S/U/RI	SUGGESTIONS FOR IMPROVEMENT
1	Site Selection		
2	Estimate preparation		
3	Quality of material procured		
4	Quality of work execution		
5	Measurement		
6	Utility of Assets		
7	Any other issues		
8	Overall Quality Grading		

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

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

14.10.3 State Governments will undertake appropriate capacity building measures to gradually eliminate "U" and "RI" categories. If despite adequate measures, the works associated with any individual continue to get graded as "U" or "RI", the State Government will take action against the delinquent officer. Failure to do so will attract provisions of Section 27(2) of MGNREGA for which the process has been described in **Para 12.6 of Chapter 12**.

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

14.11 COST OF QUALITY MANAGEMENT

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

15 Framework for Convergence between MGNREGA and Other Programmes

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

15.1 MODES OF CONVERGENCE

15.1.1 Convergence is an evolving process and therefore, while broad principles can be laid down by the Central Government, the actual contours of convergence will be determined by (i) the objective of convergence and (ii) the nature and quantum of resources available for convergence. However, the following paragraphs describe different modes of convergence that can help meet the objectives of MGNREGA in different ways:

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

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

15.2 POSSIBLE SCHEMES FOR CONVERGENCE

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

15.2.1 Some illustrations of existing arrangements for convergence between MGNREGA and other schemes are shown in **Annexure. 36**

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

15.3 OPERATIONALISING CONVERGENCE

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

15.3.1.1 Planning

15.3.1.2 Works execution

15.3.1.3 Management (Institutional Arrangement)

15.3.1.1 Planning

- i) Guidelines on decentralised planning envisage preparation of a District Perspective Plan, which identifies the needs and gap in the Districts in all the sectors. The district perspective plan is a multiyear plan for different departmental projects. Similarly, para 16(4) of the MGNREG Act stipulates that every Gram Panchayat shall, after considering the recommendations of the Gram Sabha and the Ward Sabhas, prepare a development plan and maintain a shelf of possible works to be taken up under the Scheme as and when demand for work arises.
- ii) The projects that are identified for convergence with MGNREGA should be discussed in the Gram Sabhas located in the project area. Activities/structures/tasks identified for execution under MGNREGA should be included in the annual shelf of works for MGNREGA and will be part of the labour budget. If the source of funding is more than one i.e., other than MGNREGA then both departments will prepare a composite project clearly defining activities with source of funding. The parent department of the converging programme should provide necessary technical expertise to the Gram Sabha so that convergence takes place in a complementary manner and the activities are dovetailed into a well-linked programme.
- iii) MGNREGA component of the work taken under convergence should be implemented by Gram Panchayat or other implementing agency, as prescribed in the Act. Other implementing agency should follow the norms prescribed in the respective programme guideline.

- iv) The convergence projects should be comprehensive enough to ensure time bound execution. The provisions in MGNREGA stipulate that the 60:40 ratio for wage and material costs should be maintained at GP level for all works to be taken up by GP and for works to be taken by all other agencies it should be maintained at the Block/ Intermediate Panchayat level. Therefore, works to be taken up under MGNREGA should be identified in such a manner that this condition is met.
- v) DPC/PO should share the list of works completed/ taken up work with concerned department so that they can indicate appropriate activities/technologies for each work for value addition during planning process.

15.3.1.2 Work Execution

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

- i) Completed
- ii) Ongoing

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

- a. At the district level, the overall head for the convergence project is the District collector/DDO/ CEO ZP. S/he oversees the planning and implementation of these projects.
- b. For effective implementation of convergence, it would be necessary to ensure that works to be taken up from MGNREGA for convergence with other schemes, are given the required priority by the Gram Sabhas

15.3.1.3 Management (Institutional Arrangements)

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

- e. **Village level:** A Village Resource Group (VRG) may be constituted comprising the technical assistants appointed under MGNREGA, the work mates, the Gram Rozgar Sahayak and any field level technical staff engaged in implementing the programmes identified for convergence. At the Village level, the VRG will facilitate the planning process with the support of BRG.

15.4 MODALITIES FOR CONVERGENCE

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

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

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

15.4.3 If the mode of convergence, is as given in para 1(d) above, funds from the converging programme will be pooled with MGNREGA funds. As certain processes in MGNREGA are legally mandated, hence funds from other programmes for the works permissible under MGNREGA can be pooled in with MGNREGA funds and the reverse is not to be permitted.

15.5 COST NORMS

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

15.6 MAINTENANCE OF ACCOUNTS IN CONVERGENCE PROJECTS

Works for which funds are not pooled, both the schemes will maintain separate accounts for the project and will have separate project IDs. In respect of the project, in which funds are dovetailed from other schemes to meet the cost of an identifiable part of the project, a complete project proposal including all project activities and budget should be prepared. For the MGNREGA component of the project, a breakup of wage material component should be provided. To avoid duplication in reporting, MGNREGA and other schemes should use the same cost sheet and project ID for their project approval and reporting. Similarly, assets created may be shown in respective assets registers with required explanatory notes.

15.6.1 The arrangements with regard to accounts is summarised in table below:

SL.No	Mode of Convergence	Requirement for Accounts
1	As listed in Para 1 (a) above	As there are two independent projects so both can maintain separate accounts for identified activities
2	As listed in Para 1 (b) above	Same as above
3	As listed in Para 1 (c) above	Same as above
4	As listed in Para 1 (d)	To avoid duplication in reporting, MGNREGA and other schemes should use the same cost sheet and project ID for their project approval and reporting.

15.7 MIS ENTRY OF CONVERGENCE PROJECTS

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

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

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

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

- i) Technical Sanction No. and date
- ii) Estimated time for completion of work
- iii) Average number of labour required per day
- iv) Expected persondays
- v) Technical sanction amount
- vi) Estimates cost as per technical details
 - Unskilled labour only MGNREGA
 - Material details from MGNREGA and other converging schemes
- vii) Financial sanction details
 - Financial/administrative sanction No. and date
 - Scheme wise financial sanctioned amount.

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

15.8 MONITORING AND EVALUATION

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

15.9 POST PROJECT MANAGEMENT

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

15.10 CONVERGENCE AND MGNREGA

15.10.1 Guideline for taking up work related to access to Sanitation

For the construction of sanitation facilities, a detail guideline has been issued by Ministry of Rural Development. Copy of the guidelines is that **Appendix 3**. As per the guideline State may use up to Rs. 4500 per IHHL from MGNREGA. Preference should be given for meeting the wage component of unskilled labour from this. After providing for the maximum possible amount under this component, the State may use there maining portion for skilled/ semi skilled labour, remuneration of mates and for material as required. Whenever material is procured under MGNREGA component, it shall be done by the Gram Panchayat following the guidelines governing procurement.

15.10.2 IWMP and MGNREGA convergence

The DPR for the watershed project should be prepared as per IWMP Schemes guideline, with due regards to the technical considerations and should be comprehensive enough to ensure time bound execution. The DPR prepared needs to be divided into Sub DPRs Panchayat wise. The sub DPR needs to be further divided into two parts: one where the execution responsibility lies with the Panchayat as a MGNREGA work, consisting therefore of atleast 60% unskilled labour component, the balance part (the second part) would be executed by the line department.

15.10.3 Convergence with other Schemes

The Ministry has developed and disseminated convergence guidelines for different Schemes and specific programmes viz., Indian Council of Agricultural Research, National Afforestation Programme and other schemes of the Ministry of Forest & Environment, Schemes of the Ministry of Water Resources, PMGSY (Department of Rural Development), SGSY (Department of Rural Development), Watershed Development Programmes (Department of Land Resources, Ministry of Rural Development), Ministry of Agriculture and Fisheries and schemes of Ministry of Agriculture and the Nirmal Bharat Abhiyan (NBA) (Total Sanitation Campaign) of the Ministry of Drinking Water and Sanitation.

16 Organising the Workers

In order to access the entitlements provided for in MGNREGS, there is a critical need that the wage seekers are made aware of the details of the scheme. To attain this, it is essential to organize them into labour groups, thereby providing a platform for articulating the collective voice and demand of the wage seekers. Also the workers when organized into groups could give powerful demand-side pull for improving the performance of MGNREGS. Further, they can facilitate collective action for common good.

OBJECTIVES OF THE LABOUR GROUP

The following are the objectives of organizing MGNREGS workers.

1. Raising of demand for work and ensuring that it is provided on time, during the period required.
2. Improve planning for local employment to maximize work from existing sources and then adding on the MGNREGS entitlement of 100 days to fill gaps.
3. Collectively accessing different work opportunities in and around the village.
4. Improving work site environment and facilities.
5. Interacting with MGNREGS functionaries and sorting out different issues especially in getting grievances redressed.
6. Ensuring that all the process and providers of MGNREGS are adhered to and the entitlements are provided.
7. Bringing about a culture of mutual help while carrying out different tasks related to their work.
8. Building awareness on different developmental and legal entitlements and developing capacity to access them.
9. Enabling raising of the collective voice of the poor in various local participatory fora especially the Grama Sabha.
10. Inducing a process of skill-development so that over a period of time the workers can move out of manual labour into semiskilled and skilled work.
11. Developing social capital and the capacity for local public action.
12. Strengthening in Social Audit.

ELIGIBILITY

Only workers who have put in 10 days of work during the previous year would be made eligible to be a member.

ORGANIZATION

1. A federated organization is suggested with a Neighbourhood Group based on affinity consisting of 15 to 30 families as the basic unit.
2. The Neighbourhood Groups may be federated into a registered labour society at the Village Panchayat level or even for a group of Village Panchayats depending on the size.
3. Also on the basis of number of workers there could be an intermediate level of organization.
4. At each level there could be volunteers to look after tasks like labour budget planning, identification of non-MGNREGS works, identification and accessing of developmental entitlements, identification and accessing of non-developmental entitlements, organizational and financial matters etc.

5. The MGNREGS staff would facilitate the formations and functioning of the Groups with Programme Officers being the nodal persons.
6. There shall be a computerized data base of all Labour Groups and their functionary.
7. A capacity building programme needs to be designed for the Labour Groups.

FUNCTIONS OF LABOUR GROUPS

1. Ensure that the entitlements of MGNREGA are accessed in letter and spirit.
2. Ensure that the quality of work is to the desired level.
3. Motivate every worker to put in her best effort.
4. Guard against malpractices and bring to the notice of authorities any malpractices.
5. Collectively take up grievances.

RIGHTS OF THE LABOUR GROUP

Labour groups shall have the following rights.

1. To get the details of work and measurements in a language understood by them.
2. To verify all records related to MGNREGS
3. To take up individual and collective grievances
4. To seek and obtain written information on matters related to MGNREGS and also written response to doubts related to the scheme.
5. To be trained regularly not only on the implementation of MGNREGS but also to acquire skills.
6. To collect membership fee not exceeding Rs.100 per year.

OBLIGATIONS

1. To act democratically and inclusively without any discrimination in terms of caste, religion, gender, class etc.
2. To meeting frequently but at least once a month
3. To maintain accounts in the manner prescribed.
4. To keep records as prescribed
5. To function transparently
6. To ensure cooperation among members and to sort out conflicts.

17 Partnerships with Civil Society

Section 2(g) of MGNREGA 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 authorised by the Central Government or the State Government to undertake the implementation of any work taken up under a Scheme. ”

17.1 MGNREGA AND CIVIL SOCIETY ORGANIZATIONS

17.1.1 Civil Society Organizations (CSOs) selected on the basis of merit, following a transparent process may be engaged.

Box No. 17.1 MGNREGA and CSOs

CSOs may be engaged in the following areas:

- a. in awareness-building, mobilization, support and strengthening capacities of wage-seekers and creating an interface between implementation structure and wage-seekers so that they are able to secure their rights, demand work and demand payment for work on time.
- b. in training and support for institutions at Central, State, District, Block and Sub-block levels.
- c. as implementation support teams for GPs at cluster level, especially to provide technical support.
- d. in transparency process relating to vigilance and social audit.
- e. in monitoring and evaluation, taking up action-research to develop new models.

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

Box No. 17.2 Identification of eligible CSOs for engagement under MGNREGA

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

17.1.3 The table below provides an illustrative matrix of possible roles that CSOs can play after which each role is elaborated in some detail.

	National	State	District	Block	Cluster of GPs
Resource Agency	*	*			
Training and support		*	*	*	
Implementation facilitation and Support Teams				*	*
Mobilization of wage-seekers				*	*
Monitoring				*	*
Vigilance, social audit		*	*	*	*

17.2 RESOURCE AGENCY

17.2.1 Resource agencies at the National level and State will be identified through a transparent screening process. Identified resource agencies at the National and State levels may be assigned the following roles and responsibilities:

- i) Support in framing and reviewing MGNREGA guidelines.
- ii) Assessment of Needs for Human Resources and Review.
- iii) Provide support teams at the State, District and Block level for different aspects of program implementation.
- iv) Capacity Building Plan:
 - a. Identification of Training Institutions and Resource Persons
 - b. Number of training programmes for different levels
 - c. Content and duration of training
 - d. Sourcing and Production of Training Material
 - e. Certification Systems
- v) Developing of Monitoring and Evaluation Systems:
 - a. Identifying indicators and parameters on which the programme will be monitored a cross different levels of implementation.
 - b. Identifying the management systems that are required to respond to this monitoring.
 - c. Identifying IT needs to make this monitoring possible.

17.2.2 Selection Criteria for CSOs to become part of Resource Agency Pool at the National and State level

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

Organisations of eminence should be invited to join the National level Resource Agency. A high level search committee should be appointed to nominate members to this resource pool.

17.3 TRAINING AND SUPPORT ORGANISATION

17.3.1 Such organizations will operate at the National and State levels with the following roles and responsibilities

- i) Impart training to district level training units.
- ii) Provide backs topping support to district level teams and implementation partners.

- iii) Organise exposure for district, block and cluster level implementing partners, village communities, PRIs, wage seeker associations etc.
- iv) Develop location specific training material for MGNREGA.
- v) Customise training content and frame work to State's needs.
- vi) Provide feed back to State and national level resource agencies on required changes in training content, training material and training strategy.

17.3.2 Selection Criteria for CSOs to become Training and Support Organisation

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

17.4 IMPLEMENTATION FACILITATION AND SUPPORT TEAMS

17.4.1 CSOs may be engaged to provide the critical support structure that PRIs require to effectively implement MGNREGA. While PRIs will remain the implementing agency of schemes under MGNREGA, CSOs will provide support to PRIs to fulfill a range of objectives including:

- i) Developing a thorough understanding of the baseline situation with respect to MGNREGA implementation, wage payments to workers, asset creation, worksite facilities, work demand, workers perceptions and so on
- ii) Capacity building and exposure of local stakeholders and officials, PRI leadership, village communities, barefoot mobilizers and engineers
- iii) Supporting PRIs and Gram Sabhas in developing plans and shelf of works
- iv) Testing out innovative ideas that are potentially scalable and will have an impact on the policies and processes of MGNREGA.

17.4.2 Selection Criteria for CSOs to become Planning and Implementation

Facilitation and Support Organisations

- i) The CSO should have sound financial and organizational systems in place for discharging their responsibilities under the project.
- ii) These must be organisations with an established track-record and demonstrated experience of about 3 to 5 years in working on participatory planning approaches on a watershed/NRM basis.
- iii) The partner CSO should have presence in the State/District to work in the selected area/location, adequate and qualified human resources.
- iv) The partner CSO must also enjoy the confidence of the GPs in their area. This may be reflected in a resolution of the GPs (which they intend to work with under this scheme).

17.5 MOBILIZATION, VIGILANCE, MONITORING AND SOCIAL AUDIT

17.5.1 These potential roles have been taken together since their character is broadly the same. However, social audit can also be thought of as a role which can be discharged at the Central and State levels. This role has been discussed separately in the chapter on social audit.

17.5.2 CSO involvement could be enlisted with the following objectives

- i) Generating awareness among the people about the Act, Guidelines, and process of implementation
- ii) Capacity building of village communities and PRIs on their entitlements.
- iii) Documentation of status of implementation of the schemes pertaining to MGNREGA.
- iv) Strengthening people's organisations to facilitate people's rights.
- v) Ensuring transparency through participatory monitoring and social audits.

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

Identification of CSOs will be carried out through a very careful and transparent screening process. The following criteria will guide the screening process:

- i) CSO should have sound financial and organizational systems in place for discharging their responsibilities.
- ii) CSOs must have an established track record and demonstrated experience and capacity of mobilizing the people.
- iii) CSOs must have formed and facilitated active SHGs, UGs, SIGs, Federations of women/workers farmers, etc.
- iv) The partner CSOs must have presence in the State/District to work in the selected area/location and have qualified human resources.

17.6 INTERFACE WITH IMPLEMENTATION ARCHITECTURE

17.6.1 To enable CSOs discharge the responsibilities assigned to them an institutional arrangement should be developed at all levels.

17.6.2 Such arrangement would list accountability and responsibilities between the government and CSOs. This would take care of several issues and apprehensions faced by CSOs in the discharge of their responsibilities, especially in difficult terrain like LWE affected areas.

17.7 ROLE OF LOCAL COMMUNITY BASED ORGANISATION

Community Based Organisations (CBO) involved in grass-roots work such as SHGs, watershed committees, water user groups and the like may be actively involved in different processes related to MGNREGS. Some of the activities for which CBOs may be engaged are listed below:

- i) Creating awareness about the programme and mobilize needy workers to raise demand for work.
- ii) Supporting PRIs in micro level planning and convergence with other schemes/programme.
- iii) Helping to identify mates for organizing works under the programme.
- iv) Providing support services like lending implements and setting up the on-site facilities as envisaged in the Act.
- v) Providing suitable volunteers to be trained as barefoot engineers or barefoot auditors.
- vi) Providing skilled labour or persons who could be trained as skilled workers.
- vii) Facilitating Social Audit especially by providing volunteers.
- viii) Community-based monitoring of the programme.
- ix) Coordinating registering of grievances and follow up their redressal as a people's collective.

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

18 Strengthening Panchayats

An important goal of MGNREGA is to deepen democracy at the grassroots, and bring about greater transparency, responsiveness and accountability in local governance. MGNREGA provides a powerful, legal entitlement and opportunity to realise the objectives of the 73rd Amendment of the Constitution.

The Act formally declares the Panchayats at the three levels as “principal authorities for planning and implementation of the Schemes made under this Act” and this provision is backed up by substantial guaranteed resources.

It may be noted that Panchayats are more than instruments for implementation of the Act; they have an intrinsic value in realising the expected outcome of enhanced livelihood security for the poor. It is necessary to consciously strive to strengthen Panchayats to perform their roles and responsibilities as indicated in **Chapter 2** efficiently and effectively. Considering the paramount importance of this, the key points are summarised in this Chapter even if some of them have been dealt with in other Chapters of these Guidelines.

They are:

1. States may issue detailed instructions to enable Panchayats at different levels to perform the roles and responsibilities assigned to them under the Act and in these Guidelines. This can be done in the form of a Hand Book which can easily be understood and used by the elected representatives and officials.
2. The additional workload due to the implementation of MGNREGA on the different tiers of Panchayat may be got formally assessed through a Work Study. Accordingly staffing support should be provided to the Panchayats by creating permanent positions or through outsourcing. The State may ensure that atleast one Gram Rozgar Sahayak is deployed in every GP except in GPs where demand for work under MGNREGA is almost non-existent. Depending upon their workload, technical support in the form of a Technical Assistant or Engineer may be provided to all individual Village Panchayats or a cluster. The Staff provided to Panchayats under MGNREGS would work under the superintendence and control of the Panchayat concerned, including disciplinary powers.
3. In order to supplement the full time / contract staff, Cluster Facilitation Teams and Voluntary Technical Corps should be provided for a groups of Village Panchayats. They are visualised as technical support systems of the Village Panchayats and have to perform their tasks accordingly and not act as parallel centres.
4. To provide additional support, Community Resource Persons, both on the technical as well as on the accounting and audit side may be attached to Village Panchayats. They may be drawn from the SHGs and suitably trained and assigned necessary powers and responsibilities
5. The 6% provisions for administrative cost should be apportioned to the Panchayats according to the need to meet additional expenditure due to staffing, procuring stationery and so on.
6. The State should work out a formal partnership between the Village Panchayats and the network of SHGs emerging as part of NRLM with focus on the following:
 - Awareness generation
 - Mobilising workers
 - Participatory planning for work
 - Organising work by providing mates
 - Providing Community Resource Persons
 - Performing community-based monitoring

State may issue detailed guidelines on actualising each element of this partnership.

7. The Labour Groups formed under MGNREGS should work in association with the Village Panchayats and Intermediate Panchayats.
8. The process of decentralised planning should be integrated with the preparation of the Labour Budget to ensure that local priorities are taken into account even while generating employment for the workers. States may issue detailed instructions by on expanding the methodology outlined in **Chapter 6**. by adapting the methodology laid down in BRGF Guidelines.
9. There is need to harmonise the processes and procedures of MGNREGS with those prescribed under the State Panchayati Raj Acts. Detailed operating systems may be laid down covering, among other things, the following aspects:
 - According different types of sanctions
 - Maintenance of records and registers
 - Procurement
 - Accounting,
 - Transparency and disclosures
 - Auditing
10. Progress of MGNREGS should be reviewed once in a month by each level of Panchayat.
11. A Help Desk may be set up in SIRDs with helplines to provide facility to Panchayats to get information on different aspects of the Scheme and to clarify doubts.
12. A formal grievance redressal system may be put in place at the District level for the Panchayats.
13. Monthly meetings of Village Panchayats may be organised at the level of the Programme Officer and of the Intermediate and District Panchayats at the level of the DPC to review progress and sort out problems.
14. Social-audit like sessions may be organised by the Programme Officer once in a year to which all the elected representatives of Village Panchayats and Intermediate Panchayats are invited. Similar session may be organised by the DPC to which all elected heads of Intermediate Panchayats and elected members of the District Panchayats are invited. These sessions would conduct detailed assessment of the performance of the roles and responsibilities of the Programme Officer and DPC respectively following broadly the methodology of Social Audit of the scheme. A consolidated report of these sessions may be prepared for the District and upload in the website by 1st of September every year.
15. As indicated in **Chapter 5** SIRDs may prepare a Training Plan to cover all elected representatives and heads of the three tier Panchayats. This Plan should ensure that immediately after the elections, there is total coverage of all elected representatives within three months, and thereafter thematic refresher courses are to be held according to need every year.

In order to implement these guidelines in a systematic and state-specific manner, it is necessary that each State may develop comprehensive action plan for strengthening Panchayats using MGNREGS and publish it.

APPENDIX

APPENDIX 1

NOTE ON PARAMETERS OF WORKS UNDER DIFFERENT CATEGORY OF WORKS

S. No.	COLUMN	TO BE MENTIONED
1.	Column No. (2)	OWNERSHIP OF LAND: i.e. Panchayat (P) / Government (G)/ Forest (F)/ Individual (IL), if individual then name of beneficiary with his father's name and category of beneficiary i.e. SC/ST/ BPL/ Beneficiary of LAND REFORM/ IAY/OTHER TRADITIONAL FOREST DWELLERS/SF/MF)
2.	Column No. (3)	KHASRA NUMBER: on which work is being carried out.
3.	Column No. (4)	CATEGORY OF WORKS: There are 16 categories of works i.e. (i) water conservation & water harvesting; (ii) drought proofing including afforestation and tree plantation; (iii) irrigation canals including micro and minor irrigation; (iv) provision of irrigation facility, dug out farm pond, horticulture, plantation, farm bunding and land development; (v) renovation of traditional water bodies including desilting of tanks; (vi) land development; (vii) flood control; (viii) rural connectivity; (ix) construction of BNRGSK; (x) agriculture related works; (xi) livestock related works; (xii) fisheries related works; (xiii) works in coastal areas; (xiv) rural drinking water related works; (xv) rural sanitation related works; (xvi) any other work notified by the GOI
4.	Column No. (5)	Name of works which can be carried out under different categories, as given in column No. 4.
5.	Column No. (6)	Ownership of the land on which work can be carried out i.e. PUBLIC LAND (PL)/ INDIVIDUAL LAND (IL)
6.	Column No. (7-I)	Estimated Physical Quantity of working MKS (meter-kilogram- second) units.
7.	Column No. (7-II)	Estimated unskilled person days to be generated.
8.	Column No. (7-III)	Estimated output from the work in MKS (meter-kilogram- second) units.
9.	Column No. (8-I)	Estimated cost on wages i.e. on unskilled labour.
10.	Column No. (8-II)	Estimated cost on material including, cost on material, skilled and semiskilled labour, and on mate.

DETAILED PARAMETERS OF WORKS TO BE CAPTURED UNDER DIFFERENT CATEGORY OF WORKS PERMITTED UNDER MGNREGA

Sl. No.	OWNERSHIP OF LAND	KHASRA NO.	CATEGORY OF WORKS	NAME OF WORK	LAND ON WHICH WORK CAN BE CARRIED OUT PUBLIC LAND (PL)/ INDIVIDUAL LAND (IL)	PHYSICAL PARAMETERS (7)			FINANCIAL PARAMETER (in lakh) (8)	
						Estimated physical quantity of work (Unit in Cum/ Sqm./Km.) (7-I)	Estimated unskilled man days (in No.) (7-II)	Estimated outcome (7-III)	On wages (8-I)	On material (8-II)
(1)		(3)	(4)	(5)	(6)	(7-I)	(7-II)	(7-III)	(8-I)	(8-II)
1.			Water conservation & water harvesting							
1a.				CONTINUOUS CONTOUR TRENCHES/ FURROWS, STAGGERED TRENCHES, BOX TRENCHES	PL	Cum of earth work		Will benefit Ha. area		
1b.				SUNKEN PONDS	PL	Cum of earth work		Will create Cum. storage capacity		
1e.				GULLY PLUGS	PL & IL under land development	Cum of earth work		Will bring Ha. area under cultivation		

(1)	(2)	(3)	(4)	(5)	(6)	(7-I)	(7-II)	(7-III)	(8-I)	(8-II)
1f.				BOULDER CHECK	do	Cum. of dry stone masonry		Will benefit Ha. area		
1g.				GABION STRUCTURES	PL	Cum. of dry stone masonry with gabion		do		
1h.				PONDS, TANKS, PERCOLATION TANKS ETC	PL	Cum. of earth work		Will create Cum. storage capacity		
1i.				UNDERGROUND DYKE	PL	Cum. of earth refill		Will benefit Ha. area		
1j.				EARTHEN DAM	PL	Cum. of earth work		Will create Cum. storage capacity		
				SPRINGSHEDED DEVELOPMENT a) Staggered trenches b) Plantation	PL & IL under land development	(a) Cum. of earth work (b) No. of plants planted		Will develop Ha. area		
1k.				CHECK DAM, ANICUT, STOP DAM	PL	Cum. of masonry work		Will create Cum. storage capacity & will benefit Ha. area		
1l.				ARTIFICIAL RECHARGE OF WELL THROUGH SAND FILTER	PL & IL under irrigation facility	Cum size of pit with filter		Will recharge Cum. run off water to well		

(1)	(2)	(3)	(4)	(5)	(6)	(7-I)	(7-II)	(7-III)	(8-I)	(8-II)
2.			Drought proofing including afforestation and tree plantation							
2a.				NURSERY RAISING	PL & IL under plantation	No. of saplings raised		Will produce No. of plants		
2b.				ECO RESTORATION OF FOREST	PL	No. of plants planted and Ha. area covered		Will cover Ha. area		
2c.				AFFORESTATION- TO COVER DEGRADED FOREST & BARREN LAND UNDER AFFORESTATION	PL	do		do		
2d.				GRASS LAND DEVELOPMENT & SILVIPASTURE	PL	do		do		
2e.				ROAD/CANAL SIDE PLANTATION,	PL	No. of plants planted & Km. length covered		Will protect Km. road/ canal		
2f.				BLOCK PLANTATION	PL			Will cover Ha. area		
3.			Irrigation canals including micro and minor irrigation			No. of plants planted in Ha. area				
3a.			a) Irrigation canals	CONSTRUCTION OF CANAL, DISTRIBUTORY & MINOR	PL			Will bring Ha. under command		

(1)	(2)	(3)	(4)	(5)	(6)	(7-I)	(7-II)	(7-III)	(8-I)	(8-II)
3b.				LINING OF CANALS	do	Cum. of lining & Km. length covered		Will create Ha. additional irrigated area		
3c.				REHABILITATION OF MINORS, SUB MINORS	PL	Cum. of earth work / masonry & Km. length covered		do		
3d.			b) Minor irrigation works	COMMUNITY WELL FOR IRRIGATION	PL	M. Dia. and M depth & Cum. lining		Will irrigate Ha. area		
3e.				LIFT IRRIGATION	PL	Cum. masonry work		do		
4.			Provision of irrigation facility, horticulture, plantation and land development on individual land provision of irrigation facility		PL	Cum. of earth work		will create Cum. storage capacity		
4a.				CONSTRUCTION OF WATER COURSES/ FIELD CHANNEL	IL	Sq.m. Cross section and Km. length		Will benefit Ha area		
4b.				LINING OF WATER COURSES/ FIELD CHANNEL	do	do		do		
4c.				DUGWELL	do	M. Dia. and M depth & Cum. lining		Will irrigate Ha area		
4d.				DUG OUT FARM POND/ DIGGI/TANKA	do	Cum. earth work/ masonry		Will store Cum. water		

(1)	(2)	(3)	(4)	(5)	(6)	(7-I)	(7-II)	(7-III)	(8-I)	(8-II)
4e.			Horticulture plantation							
				HORTICULTURE PLANTATION	do	No. of plants & in Ha area		Ha area under plantation		
			Plantation							
4f.				BOUNDARY PLANTATION	IL	No. of plants & in M. Length		Will protect Ha. area		
4g.				BLOCK PLANTATION	do	No. of plants & in Ha area		Will cover Ha area		
4h.				SERICULTURE (Land development and mulberry plantation)	IL, under land development & plantation	No. of plants & in Ha. area.		Will develop Ha. area		
			Land development							
4i.				CONSTRUCTION OF CONTOUR/ GRADED BUND/ FARM BUNDING	IL	Sqm. Average C.S. & M length		Will benefit Ha area		
4j.				LAND LEVELING & SHAPING	do	Cum. earth cutting & Ha. area leveled.		Ha. area will be leveled		
4k.				RECLAMATION OF SALINE/ ALKALINE LAND	do	Ha. area		Will reclaim Ha. area		

(1)	(2)	(3)	(4)	(5)	(6)	(7-I)	(7-II)	(7-III)	(8-I)	(8-II)
4l.			Horticulture plantation	Construction of drainage channels	do	Sqm. Av. C.S. & M.		Will benefit Ha. area		
4m.				SOIL COVER ON WASTE LAND by transporting silt from nearby tank	do	length		% Increase in production		
4n.			Plantation	DEVELOPMENT OF WASTE/FALLOW LAND	do	Cum. soil & in Ha. area		Ha. area will come under cultivation		
5.			Renovation of traditional water bodies including desilting of tanks			Cum. soil work & in Ha. area				
5a.				DESILTING OF TANKS, TALAB AND PONDS AND OTHER TRADITIONAL WATER BODIES	PL			Increase in Cum. storage capacity		
5b.				REPAIR, RENOVATION AND RESTORATION OF TANKS, TALAB, PONDS, CHECK DAM, ESCAPE, WEIRS AND CONTROL STRUCTURES	PL	Cum. earth work		Will irrigate Ha. additional area		
6.			Land development			As per technical estimate/sanction				
6a.				RECLAMATION OF SALT AFFECTED LAND for production measures like tree plantation/ silviculture	PL & IL under land development	Quantity of activity carried out		Ha. area will come under production		

(1)	(2)	(3)	(4)	(5)	(6)	(7-I)	(7-II)	(7-III)	(8-I)	(8-II)
6b.				DEVELOPMENT OF WASTE LAND	do	do		do		
7.			Flood control							
7a.				DIVERSION CHANNEL	do	Cum. of earth work & Km. length		Will protect Ha. area		
7b.				DIVERSION WEIR	PL	Cum. masonry		do		
7c.				PERIPHERAL/ CROSS BUND	PL & IL under land development	Cum. of earth work & Km. length		do		
7d.				DRAINAGE IN WATER LOGGED AREAS	PL & IL under land development	do		do		
7e.				DEEPENING AND REPAIR OF FLOOD CHANNELS	PL & IL under land development	Cum. of earth work & m. length		Will benefit Ha. area		
7f.				CHAUR RENOVATION	PL	Cum. of mud excavated & m. length of embankment.		do		
7g.				CONSTRUCTION OF STORM WATER DRAINS FOR COASTAL PROTECTION	PL	Cum. of earth work/ Cum. of RR masonry & m. length		do		
7h.				CONSTRUCTION OF INTERMEDIATE AND LINK DRAINS	PL	Cum. of earth work & m. length		do		

(1)	(2)	(3)	(4)	(5)	(6)	(7-I)	(7-II)	(7-III)	(8-I)	(8-II)
7i.					PL	Cum. of earth work & Cum. masonry & m. length		do		
8.			Rural connectivity							
8a.				MITTI MURRAM ROAD	PL	Cum. of earth work & Cum. murram & Km. length		No. of villagers will be benefited		
8b.				GRAVEL ROAD	PL	Cum. of earth work & Cum. gravel		do		
8c.				WBM ROAD	PL	& Km. length		do		
8d.				C.C. ROAD	PL	do		do		
8e.				INTER LOCKING CEMENT BLOCK ROAD	PL	Cum. of earth work & Cum. cement concrete & Km. length		do		
8f.				BRICK KHARANJA	PL	Cum. of earth work & Sqm. brick area & Km. length		do		

(1)	(2)	(3)	(4)	(5)	(6)	(7-I)	(7-II)	(7-III)	(8-I)	(8-II)
8g.				STONE KHARANJA	PL	Cum. of earth work & Cum. C.C.& Sqm. Stone area & Km. length		do		
8h.				CROSS DRAINAGE	PL	As per estimate		do		
9.			BNRGSK							
9a.				NEW CONSTRUCTION	PI	Sqm. plinth area constructed		do		
9b.				EXTENSION OF PANCHAYAT BHAWAN	PL	Sqm. plinth area extended		do		
10.			Agriculture related works							
10a.				NADEP COMPOSTING	IL	Cum. size.		Will produce tone of manure/year		
10b.				VERMI COMPOSTING	IL	Cum. size		do		
10c.				LIQUID BIO-MANURES: SANJEEVAK OR AMRIT PANI	IL	Cum. size		Will produce liter manure/ Yr.		
11.			Livestock related works	BRICK KHARANJA						
11a.				POULTRY SHELTER	IL	Sqm. area		Number of birds will be kept		
11b.				GOAT SHELTER	IL	Sqm. area		Number of goat will be under shelter & will produce –tone manure		

(1)	(2)	(3)	(4)	(5)	(6)	(7-I)	(7-II)	(7-III)	(8-I)	(8-II)
11c.				CATTLE SHED	IL	Sqm. area		Number of cattle will be under shed		
11d.				AZOLLA AS CATTLE- FEED SUPPLEMENT	IL	Cum. size		Will produce tone/ liter manure/ AmritPani		
12.			Fisheries related works							
12a.				FISHERIES IN SEASONAL WATER BODIES ON PUBLIC LAND a) Excavation of pond b) Fish drying platform	PL	a) Cum. of earth work b) Sqm. platform		Will harvest Kg. of Azolla / day		
13.			Works in coastal areas					Will produce tone fish / year		
13a.				FISH DRYING YARDS	PL & IL	Sqm. platform		Will dry tone fish / year		
13b.				BELT VEGETATION	PL & IL under plantation	No. of plants & in Km. length		Will protect Ha. area		
14.			Rural drinking water related works							
14a.				SOAK PITS	PI & IL	Cum. size (specification as per NRDWP)		Will recharge Cum. water / Yr		
14b.				RECHARGE PITS (FOR POINT RECHARGE)	PL & IL	RECHARGE PITS (FOR POINT RECHARGE)		do		

(1)	(2)	(3)	(4)	(5)	(6)	(7-I)	(7-II)	(7-III)	(8-I)	(8-II)
14c				DUG WELLS	PL	(specification as per NRDWP)		Will benefit families		
15.										
15a.	Rural sanitation related works		INDIVIDUAL HOUSEHOLD LATRINES (IHHL) (Specification as per TSC)	IL	As per TSC specification			Will benefit No. family members		
15b.			SCHOOL TOILET UNITS	PL	As per TSC specification			Will benefit No. children		
15c.			ANGANWADI TOILETS	PL	do			do		
15d.			SOLID AND LIQUID WASTE MANAGEMENT (SLWM) a) Compost pit b) Drainage channel c) Soakage channel/ pit d) Stabilization ond	PL	a) Cum. of earth work b) Cum. of earth work & m. length c) do d) Cum. of earth work			Will benefit No. villagers		
16.	Any other work approved by MORD		Units to be specified when approved							

APPENDIX 2

GUIDELINES FOR THE NEW / ADDITIONAL WORKS PERMITTED UNDER MGNREGA

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

The MGNREGA Schedule I & II have been amended accordingly.

While implementing these works, the following should be adhered to:

1. All works shall be approved by the Gram Sabha and the Gram Panchayat and shall be part of the Annual Shelf of Projects.
2. The unit costs included in the works below are indicative and project costs for each work will be estimated depending on the Schedule of Rates (SoR's) prevalent in the respective region/area of work.
3. All activities mentioned in items (iv), (x), and (xi) and items (xiii) to (xv) of paragraph 1B of Schedule I of the Act, shall be allowed on land or homestead owned by households belonging to the Scheduled Castes and Scheduled Tribes or below poverty line families or the beneficiaries of land reforms or the beneficiaries under the Indira Awas Yojana of the Government of India or that of the small or marginal farmers as defined in the Agriculture Debt Waiver and Debt Relief Scheme, 2008, or the beneficiaries under the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 (2 of 2007). Activities mentioned in items (xiii) and (xiv) shall be allowed on public land and on the land of households eligible under MGNREGA for work on private land. IHHL mentioned in items (xv) shall be allowed on the land of households eligible under MGNREGA for work on private land. Rest activities mentioned in items (xv) shall be carried out on public land.
4. For works to be taken up on private land and homestead, the individual land owner shall be a job card holder and also work in the project.
5. It should be ensured that the total material cost (including wages of skilled, and semi-skilled workers and mate) of all works in the Annual Shelf of Projects (including the works suggested under Para IC of Schedule I taken up in a Gram Panchayat/Block Panchayat, in a Financial Year, should not exceed 40 %.
6. Only those components of admissible works that lead to creation of durable assets may be taken up under MGNREGA. Items of expenditure that are recurring in nature and/or do not lead to creation of durable assets, are not permitted under MGNREGA.

A. WATERSHED RELATED WORKS

1. CONTOUR TRENCH

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

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

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

2. CONTOUR BUND

Contour bunds are a simple and low-cost method of checking the velocity of runoff in the ridge area of any watershed. A contour bund is a bund constructed along a contour line. A contour line is an imaginary line which joins together points of the same elevation. Making a bund along a line that is at the same level increases the chances of containing runoff for a longer period of time within the bund. Like contour trenches, bunds also collect the rainwater that falls in the ridge area. This way the soil moisture profile in the area adjacent to the bund is improved. Along with the water, eroded fertile topsoil also gets deposited in the bund. It is, therefore, important to combine contour bunds with appropriate vegetative measures.

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

For a contour bund of height 0.6m, base width of 2.0m and a cross-sectional area of 0.66 sq.m. the unit cost comes to around Rs. 14,000 per hectare. In terms of running length, the cost comes to about Rs. 42 per running meter. The unskilled labour: material cost comes to 85:15.

3. BOULDER CHECK

Boulder checks are loose rock dams made on small drainage lines or seasonal streams which have very small catchment area of less than 50 ha. The main aim of constructing loose boulder checks is to reduce the velocity of water flowing through the drainage line. By reducing the velocity of runoff, boulder checks help in reducing soil erosion; trapping silt which slows the rate of siltation in water harvesting structures in the lower reaches of the watershed; creating a hydraulic head locally which enhances infiltration of surface runoff into the groundwater system; and increasing the duration of flow in the drainage line. Therefore, the capacity of the water harvesting structures created downstream on the drainage line is utilised more fully as they get many more refills.

The unit cost of a loose boulder check of 7m length, maximum height of 1m, upstream and downstream slopes 1:1 and 3:1 and top width of 0.5m comes to around Rs. 4000. In the case boulders are available within 200 meters lead; the unskilled labour cost would be 100% of the total cost.

4. FARM BUNDING

Farm bunds are constructed on agricultural land with the aim of arresting soil erosion and improving the soil moisture profile. Ideally, bunds on farms should be made on the contour line. However, farmers do not easily accept this as it creates several problems. Contour bunds divide the field into irregular sections. In such a situation, it becomes inconvenient to maneuver bullocks for operations such as ploughing and line-sowing. Due to these difficulties, what is normally practiced in the name of farm bunding is bunding along the field boundaries. However, bunding along the field boundaries should be restricted to only field boundaries falling across the field slope and with waste weir at suitable locations for safe disposal of excess run-off water. Bunds along the slopes are not very useful for arresting soil erosion or conserving moisture. By dividing the field into several units, bunds control the volume and velocity of runoff in each such unit. The water in the field and the soil it is carrying are stopped at each bund. Thus, by not allowing water a long stretch of free flow, bunds break the momentum of water. Bunding improves and stabilises the soil moisture profile.

For a standard farm bund of height 0.6m, base width 1.7m and cross section area of 0.57 sq.m. the unit cost comes to around Rs. 8000 per hectare. In terms of running length, the cost comes to around Rs. 40 per running meter. The unskilled labour: material cost is 85:15. This activity is only for those households eligible under MGNREGA for work on private land.

5. GABION STRUCTURES

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

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

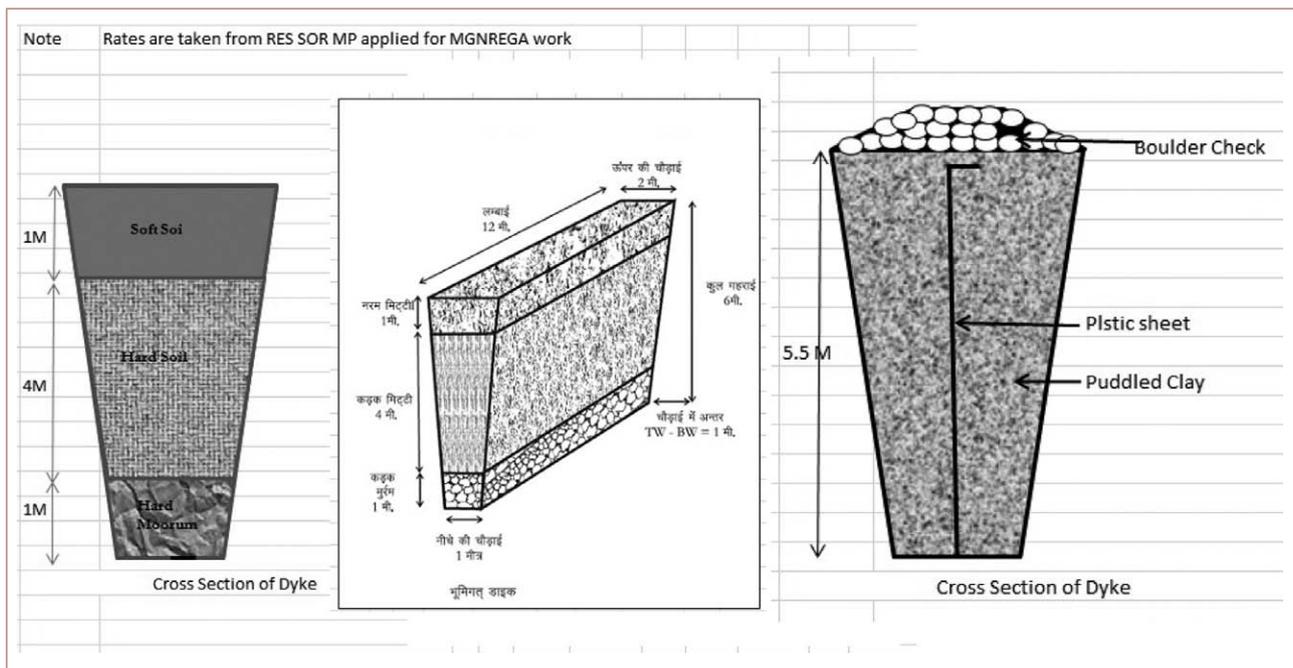
The cost of a gabion structure of 2 m height, 1m top width and 12 m length works out to about Rs. 45000. The unskilled labour: material ratio is 30:70.

6. UNDERGROUND DYKE

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

The cost of an underground dyke of 12m length, 6m maximum depth and 2m top width works out to around Rs.48000. The unskilled labour: material ratio is 70:30.

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



7. EARTHEN DAM

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

The cost of an earthen dam of 65 m length, maximum height of 4.65 m, upstream and downstream slopes of 2:1 and 2.5:1 and a top width of 2m works out to around Rs. 2.6 lakhs. In general the unit cost works out to Rs. 20-30 per cum. of water stored. The unskilled labour: material ratio is 95:5.

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

8. DUGOUT FARM PONDS

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

The cost of a DOP of 25m* 20m* 2m dimensions (1000 cubic metre storage capacity) works out to be around Rs. 1, 00,000. In general the unit cost works out to Rs. 50-60 per cum. of water stored. The unskilled labour cost is 100% of the total cost.

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

9. STOP DAM

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

For a stop dam with a catchment area of 1000 hectares, length of 20m, maximum height of 2.7m, top width of 1.5m and side slopes of 1:1, the cost works out to around Rs. 5 lakhs. In general the unit cost works out to Rs. 90-100 per cum. of water stored. Stop dams are masonry dams either using bricks or stone. Where hard stones (compact basalt or granite) are available in sufficient quantity, it is good to use random rubble stone masonry. Also used are pre-fabricated metal sheets of 1.5 mm thickness for the gates of stop dams. The unskilled labour: material ratio works out to 25:75.

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

B. WATERSHED RELATED WORKS IN MOUNTAIN REGIONS

10. SPRING SHED DEVELOPMENT

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

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

C. AGRICULTURE RELATED WORKS

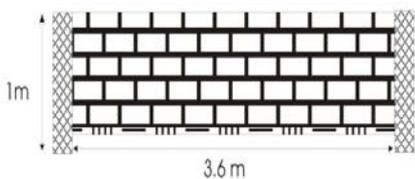
11. NADEP COMPOSTING

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

NADEP composting involves the construction of a 3.6m*1.5m* 1.0m compost trough, which can produce 1 tonne of composted manure in each cycle. This manure is sufficient to cover 0.25 hectare of agricultural land. The NADEP pit is usually constructed with a lattice brick wall to ensure proper aeration. Inside this trough a series of layers of agricultural waste, dung and soil are successively heaped upon each other. About 100-110 kg of agricultural waste is first placed on the ground in a layer which is about 6 inches high. 4 kg of dung mixed in 125-150 litres of water is applied on top of this layer (the quantity of water used varies with the seasonal temperature, more water being necessary in the summer months). On top of the second layer, cleaned and sifted soil (roughly half the weight of the agricultural waste used, i.e. 50-55 kg) free of stones, glass etc. is spread, on which a little water is also sprinkled. In this manner successive layers are heaped to a height of about 1.5 ft. above the top of the trough. After this the top of the pile is sealed with a 3 inch plastering of soil mixed with dung (400-500 kg). Within 2-3 months dark brown, friable, soft and moist compost, free of all foul odour is ready. It has been generally estimated that by the NADEP method, one head of cattle produces 80 tonnes of manure in a year. The nutrient status of this manure is Nitrogen 0.5-1.5%, Phosphorous 0.5-0.9% and Potassium 1.2-1.4%.

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

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

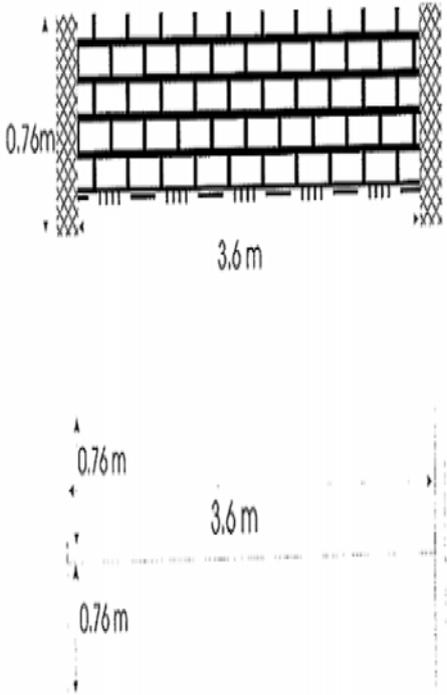
TYPICAL DRAWING		TYPICAL ESTIMATE									
<p style="text-align: center;">Nadep Compost Pit</p>  <p style="text-align: center;">3.6 m</p>  <p style="text-align: center;">3.6 m</p> <p style="text-align: center;">1.5 m</p> <p style="text-align: center;">Plan</p>		Cost estimate of Nadep compost Pit Size									
		Sno	TR No.	Particular	No.	L	W	H/D	Unit	Qty	Rate
1	301 (b)	Excavation for foundation in Hard soil									
		Long Wall	2	4.4	0.3	0.3	Cum	0.792			
		Short Wall	2	1.5	0.3	0.3	Cum	0.27			
		Total					Cum	1.062	67.8	72.0	
2	407	Boulder laying in foundation									
		Long Wall	2	4.4	0.3	0.1	Cum	0.264			
		Short Wall	2	1.5	0.3	0.1	Cum	0.09			
		Total					Cum	0.354	358.5	126.9	
3	605 (h)	Brick Masonry in 1:4 Cement mortar up to Ground level									
		Long Wall	2	4	0.2	0.2	Cum	0.32			
		Short Wall	2	1.5	0.2	0.2	Cum	0.12			
5		Brick Masonry in 1:4 Cement mortar above Ground									
		Long Wall	2	4	0.2	1	Cum	1.6			
		Short Wall	2	1.5	0.2	1	Cum	0.6			
		Total Brick Masonry						2.64			
		Deduction for Aeration 10 % of Masonry work						-0.264			
		Net Masonry work						2.904	2509.2	7286.7	
1007 (b)		Plastering at top in 1:4 Cement motor									
		Long Wall	2	4	0.2		Sqm	1.6			
		Short Wall	2	1.5	0.2		Sqm	0.6			
		Total Plastering					Sqm	2.2	89.8	197.6	
		Cost of Nadep compost								7683	
								Labour	1849.0	24%	
								Material	5834.2	76%	
Rates are Taken from SoR RES, MGNREGA Dewas District MP Applied from July 2011											

12. VERMI-COMPOSTING

Vermi-composting uses earthworms to turn organic wastes into very high quality compost. In ideal conditions worms can produce at least their own weight of organic matter in a day. The micro-organisms in the worm casts promote healthy plant growth. Usually, a twin pit model is used for vermi-composting, with the pit size of 3.6m* 1.5m* 0.76 mand with a dividing wall in the middle. Vermi-composts are best suited for intensive application in kitchen gardens and small vegetable plots. One vermi-compost pit produces 0.15 tonne of compost, which is sufficient for enhancing productivity of 0.25 hectare (2500 sq.m.).

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

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

TYPICAL DRAWING		TYPICAL ESTIMATE									
<p style="text-align: center;">Vermi Compost Pit</p>  <p style="text-align: center;">Plan</p>		Cost estimate of Vermicompost Pit (Twin-Pit Model)									
		Sno	TR No.	Particular	No.	L	W	H/D	Unit	Qty	Rate
		1	301 (b)	Excavation for foundation in Hard soil							
				Long Wall	3	4.4	0.3	0.3 Cum	1.188		
				Short Wall	2	1.5	0.3	0.3 Cum	0.27		
				Total				Cum	1.458	67.8	98.9
		2	407	Boulder laying in foundation							
				Long Wall	3	4.4	0.3	0.1 Cum	0.396		
				Short Wall	2	1.5	0.3	0.1 Cum	0.09		
				Total				Cum	0.486	358.5	174.2
		3	605 (h)	Brick Masonry in 1:4 Cement mortar up to Ground level							
				Long Wall	3	4	0.2	0.2 Cum	0.48		
				Short Wall	2	1.5	0.2	0.2 Cum	0.12		
		5		Brick Masonry in 1:4 Cement mortar above Ground							
				Long Wall	3	4	0.2	0.76 Cum	1.824		
				Short Wall	2	1.5	0.2	0.76 Cum	0.456		
				Total Brick Masonary					2.88	2509.2	7226.5
		6	1007 (b)	Plastering at in Side and top in 1:4 Cement mortar							
				Long Wall	2	4	0.96	Sqm	7.68		
				Short Wall	2	1.5	0.96	Sqm	2.88		
				Total Plastering				Sqm	10.56	89.8	948.3
		7	413 (a)	PCC 1:2:4 CM for Flooring	2	3.6	0.76	0.05 Cum	0.2736	2507.5	686.1
				Cost of Vermicompost Pit							9134
								Labour	2363.1	26%	
								Material	6770.8	74%	
Rates are Taken from SoR RES. MGNREGA Dewas District MP Applied from July 2011											

13. LIQUID BIO-MANURES: SANJEEVAK OR AMRIT PAANI

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

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

D. LIVESTOCK RELATED WORKS

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

14. POULTRY SHELTER

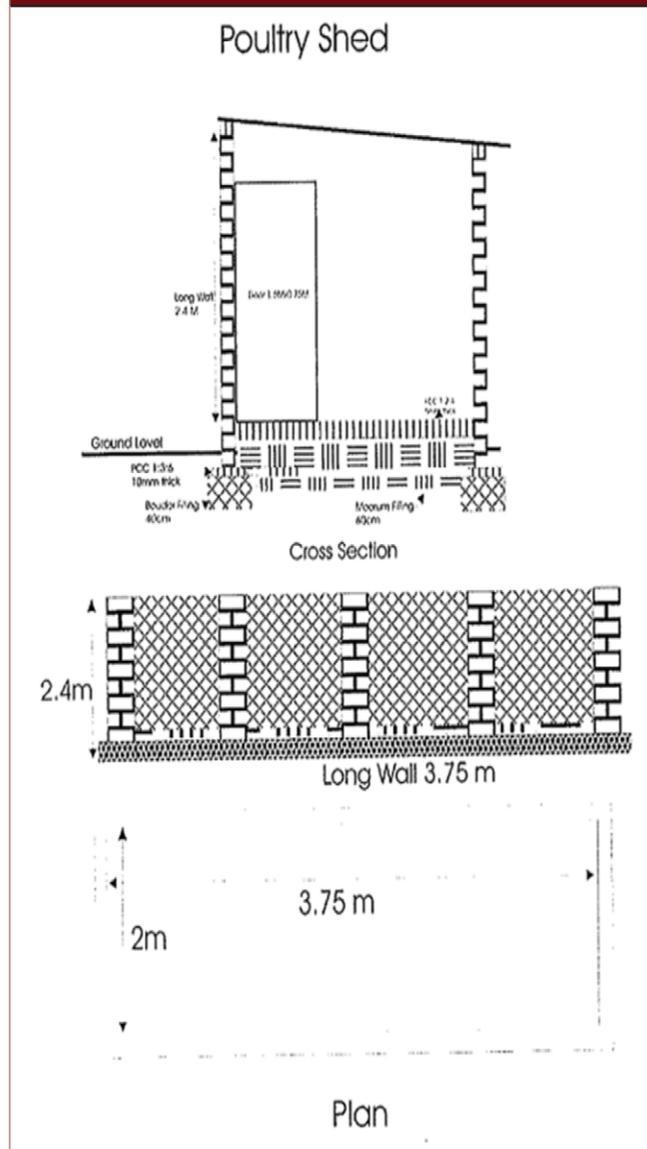
Backyard poultry helps in supplementing income as well as for providing much needed nutritional inputs for rural households. Poultry birds suffer from very poor shelter infrastructure available in villages leading to their poor health and frequent illnesses. High mortality amongst bird's results in high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

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

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

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

TYPICAL DRAWING



TYPICAL ESTIMATE

Cost Estimate for Poultry Shed for 100 Birds										
no	Tr. No.	Detail	No.	L	W	H/D	Qty	Unit	Rate	Amount
1		Excavation in Hard Soil For Foundation								
		Long Wall	2	4.25	1	0.5	4.3			
		Short Wall	2	2	1	0.5	2.0			
		Floor	1	3.75	2	0.3	2.3			
	2502 (b)	Total Excavation in Hard Soil						8.5 Cum	67.8	576
2		Excavation in Hard Moorum for Foundation								
		Long Wall	2	4.25	1	0.5	4.3			
		Short Wall	2	2	1	0.5	2.0			
	2502 (c)	Total Excavation in Hard Moorum						6.3 Cum	100	625
4		Boulder filling for foundation								
		Long Wall	2	4.25	1	0.6	5.1			
		Short Wall	2	2	1	0.6	2.4			
	404	Total Boulder filling for foundation						7.5 Cum	277.6	2082
5		PCC for Foundation in 1:3:6								
		Long Wall	2	4.25	0.3	0.1	0.3			
		Short Wall	2	2	0.3	0.1	0.1			
	413 (b)	Total PCC for Foundation in 1:3:6						0.4 Cum	1943.2	729
6		Brick Masonry in 1:4 up To DPC Level								
		Long Wall	2	3.95	0.2	0.3	0.5			
		Short Wall	2	2	0.2	0.3	0.2			
	605 (h)	Total Brick Masonry in 1:4 up To DPC Level						0.7 Cum	2509.2	1792
7		DCC for Wall in 1:3:6								
		Long Wall	2	3.95	0.2	0.05	0.08			
		Short Wall	2	2	0.2	0.05	0.04			
	413 (b)	Total DCC for Wall in 1:3:6						0.1 Cum	1943.2	231
8		Brick Masonry in 1:4 for superstructure								
		Short Wall	2	2	0.2	2.2	1.8			
		Pillar for long wall	8	0.3	0.3	2.2	1.6			
		Deduction for Door	1	2	1	0.2	-0.4			
	606	Total Brick Masonry in 1:4 for superstructure						2.9 Cum	2620.7	7715
9	1268	Flooring with 2nd grade bricks with Packing in 1.6 CM								
		Floor	1	3.75	2		7.5			
	413 (a)	Total						7.5 Sqm	210.2	1577
10		Plastering 10 mm thick in 1:4 CM								
		Long Wall	32	0.3	2.2		21.1			
		Short Wall	2	2	2.2		8.8			
		Deduction for Door	1	2	1		-2.0			
	1005 (b)	Total Plastering 10 mm thick in 1:4 CM						27.9 Sqm	66.3	1851
11		Ventilator 1M x 2M						8 No.	1000	8000
12		Door 2Mx1M								2000
		Provision for GI Roofing Sheet 0.63 mm thick With complete fitting and Fabrication								
13	1101	Angle for Roof support	1	4	2.7		10.8	Sqm	411.6	4445
14		65mmx65mmx6mm						93.96 Kg		
		50mmx50mmx5mm						22.8 Kg		
		Total						116.76 Kg	52.6	6142
		Total Cost								37765
		Rates are Taken from SoR RES, MGNREGA Dewas District MP Applied from July 2011								
		Labour							7006	19%
		Material							30759	81%

15. GOAT SHELTER

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

A 7.5 sq m. shelter (length 3.75 m and width 2 m) would be suitable for 10 goats. The 4 walls will be raised to an average height of 2.20 metres. The walls will be of brick masonry using 1:4 cement mortar. The roof will be supported by a steel truss. The roof will have galvanised iron corrugated sheets. The floor will be of hard moorum.

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

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

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

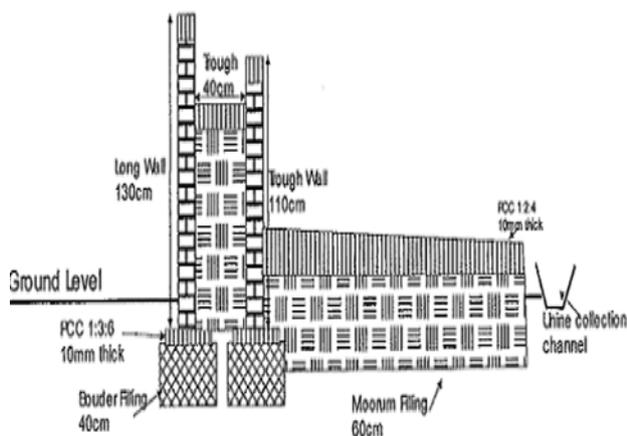
Usually, cattle are kept in sheds with kutcha floor. The place where cattle rest often gets messy with cow dung, cattle urine and water. In particular, during rainy seasons the kutcha floor becomes unhealthy and causes several infectious diseases for the cattle. Also, cattle urine and cow dung are important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

The area of the cattle shed floor for 6 heads of cattle is 26.95 sq.m. (7.7mx3.5m). For constructing the cattle shed floor in cement concrete, a 1 cum fodder trough (7.7mx 0.4m x0.65m) and a cattle urine collection tank of 250 litres, the cost works out to around Rs. 35,000 per unit. The unskilled labour: material ratio is 30:70.

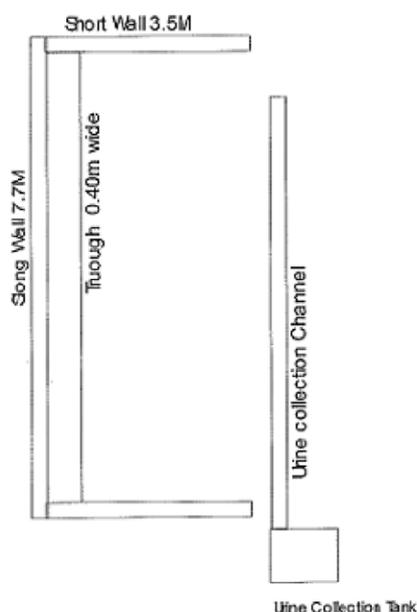
Selection will be made only from those households eligible under MGNREGA for work on private land.

TYPICAL DRAWING

Cross Section Drawing for cattle shed



Layout of Cattle shed



TYPICAL ESTIMATE

Cost Estimate for Cattle shed for 6 cattle											
Sno	Tr. No.	Detail	No.	L	W	H/D	Qty	Unit	Rate	Amount	
Excavation in Hard Soil for Foundation											
1		Long Wall-1	1	8	1	0.5	4				
		Long Wall-2	1	8	1	0.2	1.6				
		Short Wall	2	3.5	1	0.5	3.5				
		Floor	1	7.3	3	0.3	6.57				
301 (b)		Total Excavation in Hard Soil					15.67	Cum	67.8	1062	
Excavation in Hard Moorum for Foundation											
2		Long Wall-1	1	8	1	0.5	4				
		Short Wall	2	3.5	1	0.5	3.5				
301 (c)		Total Excavation in Hard Moorum					7.5	Cum	100	750	
Moorum filling for foundation											
3		Floor	1	7.3	3	0.6	13.14				
402		Total Moorum filling for foundation					13.14	Cum	121.5	1597	
Boulder filling for foundation											
4		Long Wall-1	1	8	1	0.6	4.8				
		Short Wall	2	3.5	1	0.6	4.2				
404		Total Boulder filling for foundation					9	Cum	277.6	2498	
PCC for Foundation in 1:3:6											
5		Long Wall-1	1	7.7	0.4	0.1	0.308				
		Long Wall-2	1	7.7	0.4	0.1	0.308				
		Short Wall	2	3.5	0.4	0.1	0.28				
413 (b)		Total PCC for Foundation in 1:3:6					0.896	Cum	1943.2	1741	
Brick Masonry in 1:4 up To DPC Level											
6		Long Wall-1	1	7.7	0.2	0.7	1.078				
		Long Wall-2	1	7.7	0.2	0.7	1.078				
		Short Wall	2	3.5	0.2	0.7	0.98				
605 (h)		Total Brick Masonry in 1:4 up To DPC Level					3.136	Cum	2509.2	7869	
DCC for Wall in 1:3:6											
7		Long Wall-1	1	7.7	0.2	0.05	0.077				
		Long Wall-2	1	7.7	0.2	0.05	0.077				
		Short Wall	2	3.5	0.2	0.05	0.07				
413 (b)		Total DCC for Wall in 1:3:6					0.224	Cum	1943.2	435	
Brick Masonry in 1:4 for superstructure											
8		Long Wall-1	1	7.7	0.2	1.3	2.002				
		Short Wall	2	0.3	0.2	0.75	0.09				
		Truff	1	7.7	0.2	0.65	1.001				
606		Total Brick Masonry in 1:4 for superstructure					3.093	Cum	2620.7	8106	
PCC in 1:2:4											
9		Floor	1	7.7	3.5	0.1	2.695				
		Top of Truff	1	7.7	0.2	0.1	0.154				
413 (a)		Total PCC in 1:2:4					2.849	Cum	2507.9	7145	
Plastering 20 mm thick in 1:4 CM											
10		Long Wall-1	1	7.7	1		7.7				
		Short Wall	2	0.3	1		0.6				
		Truff	1	7.7	1		7.7				
1009 (b)		Total Plastering 20 mm thick in 1:4 CM					16	Sqm	140.4	2246	
13		Urine Collection Tank 250 Lit								1250	
14		Provision of 100 mm dia Half cut PVC pipe for Urine collection								500	
		Total Cost								35200	
		Rates are Taken from SoR RES, MGNREGA Dewas District MP Applied from July 2011									
								Labour	11352	32%	

17. AZOLLA AS CATTLE-FEED SUPPLEMENT

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

Azolla can be grown in artificial water bodies made preferably under shade. A pit of the size of 2m x 2m x 0.2 m is dug as a first step. The bottom of the pit is covered with plastic gunnies. About 10-15 kg of sieved fertile soil is uniformly spread over this plastic sheet. Slurry (made of 2 kg cow dung and 30 gm of super phosphate in 10 litres of water) is poured on to this sheet. More water is poured to make the water level reach about 10 cm. About 500 gm-1 kg of fresh and pure culture of Azolla is introduced in the pit. Azolla will rapidly grow and fill the pit within 10 - 15 days. About 500 - 600 gm of Azolla can be harvested daily thereafter.

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

E. FISHERIES RELATED WORKS

18. FISHERIES IN SEASONAL WATER BODIES ON PUBLIC LAND

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

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

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

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

F. WORKS IN COASTAL AREAS

19. FISH DRYING YARDS

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

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

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

20. BELT VEGETATION

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

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

21. CONSTRUCTION OF STORM WATER DRAINS FOR COASTAL PROTECTION

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

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

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

G. RURAL DRINKING WATER RELATED WORKS

22. SOAK PITS

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

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

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

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

23. RECHARGE PITS (FOR POINT RECHARGE)

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

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

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

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

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

H. RURAL SANITATION RELATED WORKS

24. INDIVIDUAL HOUSEHOLD LATRINES (IHHL)

The unit cost of this work is Rs.9900. Under the Nirmal Bharat Abhiyan/ Total Sanitation Campaign (TSC), the Government contribution is Rs.4500 and the beneficiary contribution is Rs. 900.

State may use up to Rs. 4500 per IHHL from MGNREGA. Preference should be given for meeting the wage component of unskilled labour from this. After providing for the maximum possible amount under this component, the State may use the remaining portion for skilled/ semi skilled labour, the remuneration of mates and for material as required. Whenever material is procured under MGNREGA component, it shall be done by the Gram Panchayat following the guidelines governing procurement.

The cost incurred in providing skilled labour, semi skilled and mate will be booked under material component as per the provision of the MGNREGA and will be apportioned to the individual units under construction, accordingly.

It will be ensured that the total material cost (including wages of skilled, semiskilled and the mate) of all works including IHHL in a Gram Panchayat, in a financial year does not exceed 40 %.

Selection will be made only from those households, which are eligible under MGNREGA for work on private land and who have not yet been covered for IHHLs under the Total Sanitation Campaign (TSC).

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

Detailed Guidelines for this work have been issued separately and uploaded on website.

25. SCHOOL TOILET UNITS

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

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

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

26. ANGANWADI TOILETS

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

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

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

27. SOLID AND LIQUID WASTE MANAGEMENT (SLWM)

Effective solid and liquid waste management leads to multiple benefits:

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

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

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

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

I. Solid Waste Management

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

II. Liquid Waste Management

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

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

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

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

I. FLOOD MANAGEMENT RELATED WORKS

28. DEEPENING AND REPAIR OF FLOOD CHANNELS

A major shift in the 12th Plan strategy of flood management is the renewed focus on reviving local drainages. In many flood-prone villages, drainages are in a state of disrepair or have become silted up or have been encroached upon. These channels play a crucial role in directing flood waters out of the village. Both field channels (connecting farms to the main channel) and the main channel(s) of the village need to be repaired and deepened. The unit cost of deepening the main channels is around Rs.180 per metre. The unskilled labour: material ratio is 100:0 The unit cost of deepening the field channels is around Rs.30 per metre. The unskilled labour: material ratio is 100:0

29. CHAUR RENOVATION

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

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

J. IRRIGATION COMMAND RELATED WORKS

30. REHABILITATION OF MINORS, SUB-MINORS AND FIELD CHANNELS

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

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

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

APPENDIX-3

GUIDELINES FOR PLANNING, EXECUTION AND MONITORING OF WORKS RELATING TO ACCESS TO SANITATION FACILITIES

Instructions Under Schedule 1 Para 1B (Xv) Of Mahatma Gandhi Nrega

1. CONTEXT

- 1.1** Ministry of Rural Development, Government of India had vide notification no. S.O. 2265(E) & S.O. 2266(E) dated 30th September, 2011, expanded the scope of works under schedule 1 Para 1 (ix) to include Access to Sanitation facilities and issued operational guidelines for these works. These guidelines were reviewed and revised last on 07.06.2012. Based on the requests and feedback in the joint meeting of State Principal Secretaries/ Secretaries in charge MGNREGA and Nirmal Bharat Abhiyan held on 29th August, 2012, it has been decided to further revise some of the provisions made in the guidelines dated 07.06.2012.
- 1.2** In super session of the guidelines issued earlier and last on 7th June 2012, the revised guidelines as follows will be applicable.

2. OBJECTIVES

The objectives for including access to sanitation facilities are as follows:

- a) Improve the quality of life of the rural people and thereby strengthen the base of rural livelihood.
- b) To create durable assets in rural areas and improve the infrastructure at village level.
- c) Accelerate sanitation coverage in rural areas by providing privacy and dignity to women.

3. ACTIVITIES THAT CAN BE UNDERTAKEN UNDER MGNREGA IN ACCORDANCE WITH THESE GUIDELINES

- a) Construction of Individual Household Latrines (IHHL) as per instructions/ guidelines of "Nirmal Bharat Abhiyan" administered by Ministry of Drinking Water and Sanitation (MoDWS). Assistance from MGNREGA for IHHL will however, be limited to provisions in Para 7 below.
- b) Construction of Anganwadi Toilet unit and School Toilet Unit as Institutional Projects.
- c) Solid and Liquid Waste Management (SLWM) works in proposed or completed Nirmal Grams.

4. DESIGNS/SPECIFICATIONS

- a) The designs/ specifications would adhere to instruction/guidelines issued by Ministry of Drinking Water & Sanitation, GOI. Local design variation depending on the geo-climatic conditions and construction material will also follow instructions/ guidelines of Ministry of Drinking Water & Sanitation, GOI.
- b) If a beneficiary chooses to make IHHL of a superior design/ bigger dimensions, same will also be accepted. However, payment from MGNREGA will be restricted to provisions given at Para 7 of these guidelines.

5. NON-NEGOTIABLES IN WORK EXECUTION

- a) Only Job Card holders will be employed for the unskilled part of work. For IHHL, it is necessary that the beneficiary also works on his/her IHHL. If the beneficiary does not hold a job card, he/she should apply for one.

However, this condition will be relaxed in the cases of physically handicapped and women headed households, (a) if there are no other adult members in the households (for both the categories) and (b) in the case of women headed households, the age of the head of the household is more than 60 years.

- b) Muster Rolls will be maintained on the worksite, with copies in the Gram Panchayat. All data will also be in public domain and will be entered on www.nrega.nic.in
- c) Wage payments will be done only through banks/ post office accounts unless exempted by MoRD.
- d) No contractor and machine will be deployed for construction of toilet units.
- e) Record of employment generated will be maintained separately.
- f) In case of IHHL, the individual household beneficiary shall be a household eligible under MGNREGA for work on private land/homestead.
- g) The District Water & Sanitation Mission will communicate to Gram Panchayats (GPs) the approved NBA/ Total Sanitation Campaign (TSC) plan for their respective GPs. The plan will include the total number of Individual Household Latrines (IHHLs) approved for the GP. The GPs will, following approval of the Gram Sabhas, finalise the list of individual beneficiaries within the given numbers and will also include this as part of approved shelf of projects under MGNREGA.
- h) Toilets under 3 (a) and 3 (b) above may be taken up under MGNREGA, only if these have not already been constructed under TSC/NBA.
- i) The entire IHHL unit will be treated as a MGNREGA project for the purposes of:
- (a) Giving a unique work ID
 - (b) Entry in Works & Asset register
 - (c) Social Audit by Gram Sabha
 - (d) Evaluation by Vigilance and Monitoring Committee.
- j) Each GP will maintain a complete list of all IHHLs, School Toilets and Anganwadi Toilets whether completed by as works in MGNREGA or otherwise. In the asset register, the breakup of the assistance/ incentive utilised from NBA/TSC, State incentive, beneficiary's own contribution and the expenditure from MGNREGA should be shown separately.

6. CONFORMITY TO MAHATMA GANDHI NREGA PROCESSES IN PLANNING AND EXECUTION

6.1 PLANNING

- a) A combined list of all the eligible beneficiaries from a village/ ward or Gram Panchayat desirous of constructing IHHLs may be prepared. This list will be put up in the Gram Sabha for approval and inclusion in shelf of projects. A combined AS/FS will be issued for all IHHLs that are approved by Gram Sabha.
- b) Sanctions for each of the Institutional Projects and SLWM works will be accorded individually.

6.2 ESTIMATES

- a) After the works are given AS/ FS, the Technical Assistant/ Junior Engineer concerned of the Panchayat/ Line department will prepare estimates of the works as per drawing/design/ specification for sanitation facilities and prevailing SoR for MGNREGA works in the area.

- b) Estimates of IHHL will be based on type design of Ministry of Drinking Water and Sanitation (MoDWS) and combined Technical Sanction (TS) will be issued as per the combined Administrative Sanction and Financial Sanction (AS & FS).
- c) The TS for these works will be issued by the concerned as per norms/ power delegated for MGNREGA works.

6.3 EXECUTION

- a) The GP concerned will be the Implementing Agency.
- b) On receipt of a request from the GP, the PO will issue muster rolls.
- c) Every IHHL, School Toilet Unit, Anganwadi Toilet, and SLWM project will be treated as independent work and muster roll issued accordingly.
- d) The format for these musters may be modified so as to manage this work efficiently. However, minimum features as prescribed in the Schedules of MGNREGA will need to be incorporated.
- e) A mate may be deployed for every 15-25 IHHL's (depending upon the Geographical spread of the IHHL's) proposed to be taken up in a Gram Panchayat at one time, in addition to institutional toilets proposed for construction and falling in his area. The designated mate will be responsible for the following:
 - i. Maintain muster for all the IHHL's/ Institutional Projects in the GP/Village/locality assigned to him/her.
 - ii. Record attendance for skilled and unskilled labour.
 - iii. Ensure that the construction is, at the least, as per the design specified by the MoDWS and will certify to that effect.
 - iv. Upon completion of assigned IHHL to him/her, the mate will sign the muster roll for attendance and for the quantity of work done and hand it over to the Junior Engineer/Technical Assistant for further processing.
 - v. The TA/J.En would then proceed to record the MB for all such units.
- f) The work of IHHL will be completed as per the provisions in Para 7, below, under the head, MODE OF EXPENDITURE. For sanitation facilities other than IHHL, the work will be completed as per prevailing SoRs.
- g) For sanitation facilities other than IHHL, the measurement of the work will be made weekly by the concerned TA/ J.En as per the norms under MAHATMAGANDHI NREGA. The entries of measurement with assessment of work will be entered in measurement book as well in the muster roll. For IHHL, the measurement of the work will be made on completion of unit.
- h) In the construction of IHHL, Anganwadi Toilet and School Toilet unit, the GP with the help of NBA/ TSC team will ensure that all activities and supply of material are planned and executed in such a way that there is continuity in execution and completion of work.

7. MODE OF EXPENDITURE

7.1 For the construction of sanitation facilities, expenditure for the following activities will be met from funds under MAHATMAGANDHI NREGA as per MAHATMAGANDHI NREGA process:

- a) State may use up to Rs. 4500 per IHHL from MGNREGA. Preference should be given for meeting the wage component of unskilled labour from this. After providing for the maximum possible amount under this component, the State may use the remaining portion for skilled/ semi skilled labour, the remuneration of mates and for material as required. Whenever material is procured under MGNREGA component, it shall be done by the Gram Panchayat following the guidelines governing procurement.

- b) The cost incurred in providing skilled labour, semi skilled and mate will be booked under material component as per the provision of the MGNREGA and will be apportioned to the individual units under construction, accordingly.
- c) It will be ensured that the total material cost (including wages of skilled, semiskilled and the mate) of all works including IHHL in a Gram Panchayat, in a financial year does not exceed 40%.

7.2 Remaining activities required to be carried out for construction of IHHL will be funded from programme under NBA/ TSC utilizing incentive provided by MoDWS/State Government or beneficiaries' own contribution. For this purpose, District Water Sanitation Mission (DWSM) shall release the funds, both central and state share to the Gram Panchayats concerned for carrying out the works as identified so as to ensure availability of funds for payment of incentive to the identified beneficiaries for construction of IHHL.

7.3 The payment of material purchased under MGNREGA and unskilled and skilled labour worked under MAHATMA GANDHI NREGA will be made only after measurement is taken, assessment of work made with respect to estimate/ task and duly entered in Muster roll and Measurement Book by the TA/ J.En

8. MONITORING AND REPORT

Progress of construction of sanitation facilities under MAHATMA GANDHI NREGS shall be the responsibility of the District Programme Coordinator (DPC) and the agency implementing NBA/ TSC as mentioned in the respective guidelines. The construction of all sanitation facilities under MAHATMA GANDHI NREGS will be subject to social audit as per the MAHATMA GANDHI NREGA and NBA/ TSC regulation/guidelines. Appropriate monitoring mechanism shall be adopted for reporting of IHHL constructed and expenditure incurred through convergence using funds from both NBA/ TSC and MGNREGS by developing suitable format in online reporting system of MGNREGS and IMIS of NBA/ TSC so as to avoid duplicate and dual reporting of the physical and financial progress. The reporting shall be through district implementing agency compiling Gram Panchayat-wise data on monthly basis.

ANNEXURE

ANNEXURE -1

MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE ACT DETAILS OF WORK

Name of Work :	Village/G.P.:
Details (Location- Khasra No.: From A to B*):	
Project (Yojna) :	Year :
Executing Agency :	Schedule of Rates (SoRs):
Sanctioned Amount :	Material Labour Ratio:
Date of Start :	Completion Date:

- 2 House No.:
- 3 Name of Village:
- 4 Name of Gram Panchayat:
- 5 Name of Block:
- 6 Name of Head of Household:
- 7 Relation with head of household:
- 8 Name of Father/ Husband:
- 9 Whether physically disabled:
- 10 Category (SC/ ST/OBC/Others):
- 11 Whether the Household belongs to Minority community:
- 12 Whether IAY beneficiary:
- 13 Whether land reform beneficiary:
- 14 Whether Small Farmer or Marginal Farmer:
- 15 Whether beneficiaries under the Scheduled Tribes and other Traditional Forest Dwellers:
- 16 Whether BPL Family:
- 17 Whether RSBY beneficiary:
- 18 Whether Aam admi BimaYojana (AABY) beneficiary:
- 19 Date of registration:
- 20 Elector's Photo Identification Card No.:
- 21 Family ID as per Household Survey BPL/
Socio-Economic Caste Census (SECC):
- 22 Bank/Post Office account number (if s/he has opened one):
- 23 AADHAR No (if any):
- 24 Mobile number on which the household would like to be informed through SMS alerts (optional):

I/We certify that the particulars given above are correct -----

Note:

The Application for registration will be available at free of cost at the Gram Panchayat to workers willing to work under MGNREGA.

14. Details of the applicants of the Household willing to work:

Sl. No.	Name	Father's/ Husband's Name	Male/ Female	Age on Date of Registration	P.O./Bank A/C No. including name of the Branch (if any)	Insurance Policy No.	Electors Photo Identity Card No. (EPIC No.)	AADHAR No. (if any)

15. Address:

16. Date of Registration:

Photograph(s) of members
of Household willing to
work, duly attested by
Sarpanch and Panchayat
Secretary

**Signature/Thumb
Impressions of applicants**

**Seal & Signature of
Registering Authority**

ANNEXURE - 6

APPLICATION FORM FOR WORK

(See Section 3(1) and Paragraph 9 of Schedule II of MGNREG Act, 2005)

To,
Sarpanch
Gram Panchayat:.....
Block:.....
District:.....

To,
The Programme Officer
Block:.....
District:.....

Date:

Application Code:.....
(To be filled by Office)

SUBJECT: APPLICATION FOR WORK

Sir/Madam,

I hereby submit my application for work under Section 3(1) and Paragraph 9 of Schedule-II of Mahatma Gandhi National Rural Employment Guarantee Act. The details of my request and the period for which work is required are:

Sl. No	Name of the Applicant with Father's or Husband's Name	Address	Job Card Number	Period(s) from which employment is needed		Requirement of Creche (Yes/No)
				From	To	

I am willing to work for at least 14 continuous days in the work allotted to me.

Signature/ LTI Thumb Impression of the Applicant.....

.....

ACKNOWLEDGEMENT RECEIPT (for office use only)

Received application for work from Sri s/o / w/o
..... of village whose Job Card No is on date
..... (dd/mm/yy).

Date :

Signature of Sarpanch / Programme Officer

Note:

1. Application for work to be submitted to Gram Panchayat/Programme Officer.
2. A worker having a job card may apply for work on work-site.

ANNEXURE - 7

APPLICATION FORM FOR WORK

(See Section 3(1) and Paragraph 9 of Schedule II of MGNREG Act, 2005)

To,
Sarpanch
Gram Panchayat:
Block:
District:
Date:

To,
The Programme Officer
Block:
District:

Application Code:
(To be filled by Office)

SUBJECT: JOINT APPLICATION FOR WORK

Sir/Madam,

We the following applicants submit our joint application for work under Section 3(1) and Paragraph 9 of Schedule –II of Mahatma Gandhi National Rural Employment Guarantee Act. The details of our request and the period for which work is required are:

Sl. No.	Name of Applicant with Father's/ Husband's name	Address	Job Card Number	Periods from which employment is needed		Requirement of Creche (Yes/ No)	Signature or LTI of Applicant
				From	To		

We are willing to work for at least 14 continuous days in the work allotted to us.

Note:

1. Application for work to be submitted to Gram Panchayat/Programme Officer.
2. A worker having a job card may apply for work on work-site.

ANNEXURE - 8

DATED RECEIPT OF WORK APPLICATION

(See Paragraph 10 of Schedule-II of MGNREG Act, 2005)

(For issue to every individual applicant separately by the Gram Panchayat/Programme Officer in case of joint applications for work)

To

Shri/Smt:

Job Card No.:

Village:.....

GramPanchayat:

Block:

District:

Sir/Madam,

This is to acknowledge the receipt of application for work dated (dd/mm/yyyy) under Paragraph 10 of Schedule-II of MGNREG Act, 2005 from you. The application code is

- 2 This is to promise that you will be provided employment at the latest by(date), that is, within 15 days of the date of submitting this application or from the date when work is sought.
- 3 In the event of failure to provide you employment as in paragraph 2 above, you will be given a daily unemployment allowance as per the Act.



Signature of the Authorized Officer

Name.....

Designation.....

Date.....

Note:

Dated receipt will be issued by Gram RozgarSahayak.

ANNEXURE – 9

(See Paragraph 11 of Schedule-II of Mahatma Gandhi NREG Act, 2005)

WORK ALL OTMENT FORM

Letter No.:

Date:

To

Shri/Smt:

Job Card No.:

Village:.....

Gram Panchayat:

Block:

District:

SUBJECT: INFORMATION REGARDING THE ALLOTMENT OF WORK

With reference to your work application of (date) bearing application code no, you are hereby notified under paragraph 11 of Schedule-II of Mahatma Gandhi NREG Act to report for work to(project name)

(a) on(date of seeking work, in case of advance application), or

(b) within 15 days of the date of application

Strike out (a) or (b) whichever is not applicable)

..... (location) at.....(village),.....(Gram Panchayat),(Block),(District).

The implementing agency of the project is

- 1 You are also informed that in the case you fail to report to work within 15 days of the receipt of this letter, you shall not be eligible to claim the unemployment allowance for a period of three months as per Section 9 of the Mahatma Gandhi NREG Act. However, you shall be eligible to seek employment at any time.
- 2 You are also informed that you shall be paid wages every week, or in any case not later than a fortnight after the date on which work is done as per Section 3(3) of the Mahatma Gandhi NREG Act.

Signature of the Authorized Person*

Name..... Designation..... Date.....

*Authorised person may be either the Sarpanch or Programme officer or any other person authorised on their behalf

Number.....

Date:

Copy forwarded to the Authorised Person(Gram Panchayat)/ Programme Officer.....

(Block), for information and necessary action.

Signature of the Authorized Person.....

Name:

Designation:

Date:

Office Stamp

ANNEXURE - 10

LABOUR BUDGET FORMAT

Sl. No	Month	Projection of HHs to be provided employment in the next financial year		Projected person days to be generated in the next financial year		Projected wage expenditure in the next financial year	Projected material expenditure in the next financial year.
		Projected	Agreed to	Projected	Agreed to		
		Projected	Agreed to	Projected	Agreed to		
1	April						
2	May						
3	June						
4	July						
5	August						
6	September						
7	October						
8	November						
9	December						
10	January						
11	February						
12	March						
	Total						

District

State

ANNEXURE – 14

MUSTER ROLL FORMAT

Sl. No. of Muster Roll	Measurement Book (Page No.)	Description of Work	Sanction Order No							Sanction Date (dd/mm/yy)			
SI.N.	Name of Worker	Job Card Registration No.	Sex (Male/Female)	Savings Account No. (Bank or Post Office, if any)	Day 1*	Day 2*	Day 3*	Day 4*	Day 5*	Day 6*	Day 7*	Amount paid or credited to Bank PO, A/C	Signature/ LTI of Payee
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Total Amount Paid in Rs													
	Mode of Payment	Number		Total of the Day									
	Post Office A/C			Signature of person recording attendance									
	Bank A/C			Signature of inspecting Authority									
	Business Correspondent												
	Cash												
	Total												

*To mark attendance Workers may put their signature or LTI below the days' column.

(Contd.)

No. of Differently abled Person

Signature and Seal of Sarpanch
Date

Prepared by	Verified by
Name	Name
Designation	Designation
Date	Date
Signature	Signature

Note:

1. Programme Officer shall issue the Muster Roll.
2. Numbered Muster Rolls will be maintained on the work site.

ANNEXURE – 15

PAY SLIP FORMAT

1. Name of Worker.
2. Address.
3. Job Card No.
4. Description of the Project where the worker has performed the work.
5. Muster Roll I.D.
6. Credited amount Rs.....
(in words.....
.....)
7. Work done by you during the period from.....(Date) to (Date)
8. Pay Order No.....Dated.....

You are requested to please collect the amount personally or through an authorised representative from(name of the Bank Branch) on.....
.....(Date) on production of this wage slip.

Thanking you, Yours faithfully,

(Name & Designation of authorised Person with contact details)

ANNEXURE - 17

MATERIAL PROCUREMENT REGISTER

(To be maintained at GP/Block/District level/other implementing agencies)

S. No.	Description of procured material	Date of procurement	Quantity	Name of vendor

ANNEXURE – 20

FORMAT FOR WORKS REGISTER

Work ID	Name of Work	Village	Gram Panchayat	Location of Work (Khasra No./ Plot No.)	Priority in approved shelf of works	Implementing Agency	Sanction Order No and Date		Date of Start	Date of Completion	IDs of muster roll used	Expenditure			Date of completion of Social Audit	Date of issuance of completion certificate
							AS & FS	TS				Expenditure on wage	Expenditure on material	Total		
1		3	4	5		6	7	8	9	10	11	12	13	14	15	16

AS & FS: Administrative Sanction and Financial Sanction
 TS: Technical Sanction

ANNEXURE – 21

FORMAT FOR ASSET REGISTER

Work ID	Name of Work	Village	Gram Panchayat	Location of Work (Khasra No./ Plot No.)	Implementing Agency	Sanction Order No and Date		Date of Start	Date of Completion	IDs of muster roll used	Expenditure			Date of completion of Social Audit	Date of issuance of completion certificate	Condition of the work (Post-project)	Benefits derivable in terms of description of capacity in area (Square meters), volume (cubic meter), length (meters), numbers etc.	Current status (useful/partly derelict/derelict)
						AS & FS	TS				Expenditure on wage	Expenditure on material	Total					
1		3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19

AS & FS: Administrative Sanction and Financial Sanction
 TS: Technical Sanction

ANNEXURE - 23

CHECK LIST ON PREREQUISITES/DOCUMENTS FOR RELEASE OF 1ST TRANCHE

(For Release of Funds to State with State Employment Guarantee Fund)

Sl. No.	Indicator	Response	Remarks
1	Has the State Submitted month-wise and district-wise break up of anticipated labour demand as per the agreed to LB?		
2	Has the State submitted a consolidated/District-wise Opening Balance (OB) figure as on the 1st day of April of the FY?		
3	Is the OB of the current FY consistent with the Closing Balance (CB) of the previous FY as reflected in MIS?		
4	Has the State examined the Utilisation Certificates (UCs) and Audit Reports (ARs) submitted by Districts for the FY before last and thereafter forwarded the proposal of the district concerned to MORD for release of 1st instalment?		
4.1	Have the Accounts for the FY (SEGF + Districts) before last been settled? If yes, is a certificate to the effect that 'UC/ARs for the Year before last from all the districts have been received, examined and found to be in order' submitted with the demand for release of 1st tranche of central share.		
4.2	Has the State submitted Audit Report of SEGF for the FY before last?		
4.3	Are there any audit para/observations (CAG/Internal Audit/CA Audit) pending for action by the district?		
5	Has the State share during the previous FY been released in full to the district?		
6	Has the MIS expenditure reporting reached 100% level?		
7	Was there any diversion of funds from the MGNREGA account during the previous FY or during earlier years? If so, provide a status on recoupment of such sums.		
8	Was there any embezzlement/misappropriation of MGNREGA funds during the previous FY or in earlier years? If so, action taken in this matter need to be submitted.		
9	Are the certificates on non-diversion and non-embezzlement of programme funds furnished?		
10	Is there any complaints/VIP references pending against the District for resolution? If so, a status note on number of complaints/references pending and duration of pendency should be provided.		
11	If yes, whether details of action proposed/taken so far complaint-wise have been furnished?		
12	Is there any issue or findings by National Level Monitor (NLM) pending against the District for resolution? If so, a status note should be provided.		
13	Are the social audits regularly (at least twice in a FY) being held? Please indicate number of social audit so far conducted.		
14	Are the findings of such social audits uploaded on to the MIS and Action taken within the stipulated period (3 months)?		
15	Were there any specific conditions mentioned in the Sanction order while releasing the last installment of central share?		
16	If yes, whether these conditions were complied with and details submitted with the proposal?		

ANNEXURE- 24

CHECK LIST ON PREREQUISITES/DOCUMENTS FOR RELEASE OF 1ST TRANCHE

(For Release of funds to the District from State Employment Guarantee Fund)

Sl. No.	Indicator	Response	Remarks
1	Has the district Submitted month-wise break up of anticipated labour demand as per the agreed to LB?		
2	Has the district submitted a consolidated/GP and other Programme Implementation Agency (PIA)-wise Opening Balance (OB) figure as on the 1st day of April of the FY?		
3	Is the OB of the current FY consistent with the Closing Balance (CB) of the previous FY as reflected in MIS?		
4	Has the district examined the Utilisation Certificate (UC) and Audit Report (AR) for the FY before last and thereafter forwarded the proposal to the State for release of 1st instalment?		
4.1	Have the Accounts of the district for the FY before last been settled?		
4.2	Are there any audit para/observations (CAG/Internal Audit/CA Audit) pending for action by the district?		
5	Has the MIS expenditure reporting reached 100% level?		
5.1	If no, the current status of MIS reporting should be provided.		
6	Was there any diversion of funds from the MGNREGA account during the previous FY or during earlier years? If so, whether the district has provided a status on recoupment of such sums.		
7	Was there any embezzlement/misappropriation of MGNREGA funds during the previous FY or in earlier years? If so, whether the district has submitted action taken report in this matter.		
8	Are the certificates on non-diversion and non-embezzlement of programme funds furnished?		
9	Is there any complaints/VIP references pending against the District for resolution? If so, a status note on number of complaints/references pending and duration of pendency should be provided.		
10	If yes, whether details of action proposed/taken so far complaint-wise have been furnished?		
11	Is there any issue or findings by National Level Monitor (NLM) pending against the District for resolution? If so, a status note should be provided.		
12	Are the social audits regularly (at least twice in a FY) being held? Please indicate number of social audit so far conducted.		
13	Are the findings of such social audits uploaded on to the MIS and Action taken within the stipulated period (3 months)?		
14	Were there any specific conditions mentioned in the Sanction order while releasing the last installment to the district from SEGF?		
15	If yes, whether these conditions were complied with and details submitted with the proposal?		

ANNEXURE - 25

UTILISATION CERTIFICATE FOR THE YEAR.....UNDER MGNREGA

State District..... 1. Unspent Balance of the Previous Year.....	Certified that a sum of Rs..... (Rupees.....only) was received by the State/ District.....as Grants-in-Aid during..... from the Govt. of India vide Ministry of Rural Development Letter No. dated.....and Rs.from the State Government vide Letter No..... Dated..... Further a sum of Rs..... (Rupees.....only) being unspent balance of the previous year..... was allowed to be brought forward for utilization during the current year..... The miscellaneous receipt of the agency during the year was Rs.....lakh.															
<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr style="background-color: #800000; color: white;"> <th style="width: 70%;">Scheme/ Programme</th> <th style="width: 30%;">Balance (Rs in lakh)</th> </tr> </thead> <tbody> <tr> <td>MGNREGA</td> <td></td> </tr> <tr> <td>Others*</td> <td></td> </tr> <tr> <td>Total</td> <td></td> </tr> <tr style="background-color: #f2f2f2;"> <td colspan="2">*Specify the scheme</td> </tr> </tbody> </table>	Scheme/ Programme	Balance (Rs in lakh)	MGNREGA		Others*		Total		*Specify the scheme		It is also certified that out of the above mentioned total funds of Rs.....(Rupees.....only) a sum of Rs.....(Rupees..... only) has been utilized by the State/ District during..... for the purpose for which it was sanctioned.					
Scheme/ Programme	Balance (Rs in lakh)															
MGNREGA																
Others*																
Total																
*Specify the scheme																
2. Grant received during the Year Rs.....lakh.	The expenditure on wages and materials (including semi-skilled and skilled labour) are Rs (Rupees.....only) and Rs..... (Rupees.....only), respectively. Further Rs..... (Rupees.....only) has been utilised on Administrative Contingency permissible under the MGNREGA.															
<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr style="background-color: #800000; color: white;"> <th colspan="3" style="text-align: right;">(Rs in lakh)</th> </tr> <tr style="background-color: #800000; color: white;"> <th style="width: 30%;">Letter No. & Date</th> <th style="width: 30%;">Centre</th> <th style="width: 40%;">State</th> </tr> </thead> <tbody> <tr> <td>i)</td> <td></td> <td></td> </tr> <tr> <td>ii)</td> <td></td> <td></td> </tr> <tr> <td>iii)</td> <td></td> <td></td> </tr> </tbody> </table>	(Rs in lakh)			Letter No. & Date	Centre	State	i)			ii)			iii)			It is further certified that the unspent balance of Rs.....(Rupees.....only) remaining at the end of the (month) year will be utilised for the programme during the remaining period of current year / next year.
(Rs in lakh)																
Letter No. & Date	Centre	State														
i)																
ii)																
iii)																
3) Miscellaneous receipts of the Agency, if any, under MGNREGA Rs.Lakh.																
<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr style="background-color: #800000; color: white;"> <th style="width: 70%;">Source of Misc. Receipt</th> <th style="width: 30%;">Amount Received (Rs in lakh)</th> </tr> </thead> <tbody> <tr> <td>Bank Interest</td> <td></td> </tr> <tr> <td>Excess State Share</td> <td></td> </tr> <tr> <td>Recovery of funds</td> <td></td> </tr> <tr> <td>Others*</td> <td></td> </tr> <tr> <td>Total</td> <td></td> </tr> <tr style="background-color: #f2f2f2;"> <td colspan="2">*Specify the source</td> </tr> </tbody> </table>	Source of Misc. Receipt	Amount Received (Rs in lakh)	Bank Interest		Excess State Share		Recovery of funds		Others*		Total		*Specify the source			
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Bank Interest																
Excess State Share																
Recovery of funds																
Others*																
Total																
*Specify the source																
4) Total funds available: (1+2+3) Rs.Lakh																

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

Kind of checks exercised:

- (i) The Agency's statement of Accounts for the yearduly audited by the Chartered Accountant have been obtained and sanctioned.
- (ii) The Utilisation Certificates and Audit/Inspection Reports for the prescribed year of the district have been obtained and duly scrutinized.
- (iii) It has been ensured that the physical and financial performance under MGNREGA has been according to the requirement, as prescribed in the guidelines issued by Government of India/ State Government.

- (iv) Certified that muster rolls in all works under MGNREGA have been maintained correctly.
- (v) Certified that only permissible items of works under Schedule I of MGNREG Act have been taken up.
- (vi) Certified that wages as per the notified wage rates have been paid under MGNREGA.
- (vii) The utilization of the aforesaid fund resulted into the following:

a) Physical output:

- (i) No. of Mandays Generated :.....(In lakhs)
- (ii) No. of Mandays Generated for which payment (wage+material) are to be made:(in lakh)
- (iii) No. of households provided employment:

b) Outcomes:

- (i) Works and activities

Works/Activities	No. of Works	
	Completed	In Progress
Water conservation and water harvesting		
Agriculture related works		
Livestock related works		
Drought proofing		
Fisheries related works		
Works in coastal areas		
Rural drinking water related works		
Rural sanitation related works		
Micro irrigation works		
Provision of irrigation facility to land owned by SCs and the STs or BPL families or to beneficiaries of land reforms or to the beneficiaries under the IAY of the Government of India or that of the small farmers or marginal farmers as defined in the Agriculture Debt waiver & debt relief schemes or beneficiaries under the Scheduled Tribes & other traditional forest dwellers (recognition of forest right) Act 2006		
Renovation of traditional water bodies		
Land development		
Flood control and protection		
Rural connectivity		
Bharat Nirman Rajiv Gandhi Sewa Kendra (BNRGSK)		
Any other activity(approved by MRD)		
Total		

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

Dated:

Note: *Strike out whichever is not applicable.*

Signature:
Name.....
Office Stamp of the District Programme
Coordinator of the concerned District

ANNEXURE - 26

FORMAT FOR STATE / DISTRICT TO CLAIM CENTRAL FUNDS UNDER MGNREGA

Name of State/ District with full address:

SECTION-A-FINANCIAL

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

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

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

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

SECTION-B (PHYSICAL PROGRESS)

1 No. of households issued Job Cards _____

SCs	STs	Others	Total

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

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

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

5 No. of Man-days generated -----(in lakhs)

(Signature and stamp of the District Programme Co-ordinator)

ANNEXURE - 27

CHECK LIST ON PREREQUISITES/DOCUMENTS FOR RELEASE OF 2ND TRANCHE

(For Release of Funds to State with State Employment Guarantee Fund)

Sl. No.	Indicator	Response	Remarks
1	Is the expenditure in the current Financial Year (FY) more than 60 % of Total Available Fund?		
2	Is the updated physical progress incorporating employment generated (person days) and number of House Hold covered provided with the proposal?		
3	Has the updated financial progress report been submitted?		
4	Has the consolidated Utilisation Certificate (UC) for the current FY (provisional updated) been furnished in the prescribed format (Annex. 25)?		
4.1	If yes, does it have information on actual expenditure, administrative expenditure, expenditure on material, no. of person days generated and households covered?		
4.2	Is a consolidated UC for previous FY furnished with this proposal?		
4.3	Has the State Govt. examined the UCs and Audit Reports (ARs) received from all the districts before sending the proposal to the Ministry seeking release of funds?		
4.4	If yes, is a certificate to the effect that 'UCs/ARs for the year ...(previous FY) from all the districts have been received, examined and found to be in order' submitted with this proposal?		
4.5	Whether AR indicates balances with the Districts and other Implementing Agencies and the same has been included in the CB in the UC?		
4.6	Are Opening Balance (OB) and Closing Balance (CB) in UC and Monthly Progress Report (MPR)/MIS for the previous FY consistent with each other?		
4.7	Has the AR for the SEGF for the previous year been submitted with the proposal for release of 2nd installment ?		
4.8	Is OB in UC for the previous FY consistent with CB in UC for the FY of before last?		
4.9	Is the cost per person-day employment generation equal or less than the upper cap cost as agreed to in the Labour Budget?		
5	Are there any Audit Para/ observations pending for action by the State/District?		
6	Has the MoRD ever advised the State/District to conduct a special internal audit?		
6.1	If yes, whether such audit has been conducted and report submitted?		
7	Is wage and material ratio maintained within the prescribed ratio of 60:40 at the GP level?		
8	Has any household been provided employment more than 100 days?		

9	If yes, is the excess expenditure (i.e. excess wage payments, material and administrative expenses) estimated and recouped to the MGNREGA account by the State?		
10	Are the wages equal to the notified wage rate paid to MGNREGA workers?		
10.1	If the wages are being paid in excess of the notified wage rate, is the excess expenditure has been estimated and recouped to MGNREGA account.		
11	Is the wage payment consistent with the approved working hours under MGNREGA?		
12	Has the State Share in the current FY been released in full to Districts?		
12.1	If yes, whether proof (certificate from bank where MGNREGA a/c is maintained) of such transfer of State share is submitted with the proposal?		
13	Has the State received funds other than central share and State share?		
13.1	If yes, are the sources of such funds mentioned in the UCs & ARs?		
14	Was there any diversion of funds from the MGNREGA account during the current year or during earlier years? If so, provide a status on recoupment of such sums.		
15	Was there any embezzlement/misappropriation of MGNREGA funds during the current FY or in earlier years? If so, action taken in this matter need to be submitted.		
16	Are the certificates on non-diversion and non-embezzlement of programme funds furnished?		
17	Has the MIS expenditure reporting reached 100% level?		
18	Is there any complaints/VIP references pending against the State/District for resolution? If so, a status note on number of complaints/references pending and duration of pendency should be provided.		
18.1	If yes, whether details of action proposed/taken so far complaint-wise have been furnished?		
19	Is there any issue or findings by National Level Monitor (NLM) pending against the State/District for resolution? If so, a status note should be provided.		
20	Are the social audits regularly (at least twice in a FY) being held? Please indicate number of social audit so far conducted.		
20.1	Are the findings of such social audits uploaded on to the MIS and Action taken within the stipulated period (3 months)?		
21	Are ombudsmen instituted in all the districts?		
22	Were there any specific conditions mentioned in the Sanction order while releasing the 1st Tranche of Central Share?		
22.1	If yes, whether these conditions were complied with and details submitted with the proposal?		

ANNEXURE - 28

CHECK LIST ON PREREQUISITES/DOCUMENTS FOR RELEASE OF 2ND TRANCHE

(For Release of funds to the District from State Employment Guarantee Fund)

Sl. No.	Indicator	Response	Remarks
1	Is the expenditure in the current Financial Year (FY) more than 60 % of Total Available Fund?		
2	Is the updated physical progress incorporating employment generated (person days) and number of House Hold covered provided with the proposal?		
3	Has the updated financial progress report been submitted?		
4	Has the consolidated Utilisation Certificate (UC) for the current FY (provisional updated) been furnished in the prescribed format (Annex. 25)?		
4.1	If yes, does it have information on actual expenditure, administrative expenditure, expenditure on material, no. of person days generated and households covered?		
4.2	Is a consolidated UC for previous FY furnished with this proposal?		
4.3	Has the District examined the UC and Audit Report (AR) before sending the proposal to the State seeking release of funds?		
4.4	Whether AR indicates balances with the GPs and other Programme Implementing Agencies (PIAs) and the same has been included in the CB in the UC?		
4.5	Are Opening Balance (OB) and Closing Balance (CB) in UC and Monthly Progress Report (MPR)/MIS for the previous FY consistent with each other?		
4.6	Has the AR for the district for the previous year been submitted with the proposal for release of 2nd installment?		
4.7	Is OB in UC for the previous FY consistent with CB in UC for the FY of before last?		
4.8	Is the cost per person-day employment generation equal or less than the upper cap cost as agreed to in the Labour Budget?		
5	Are there any Audit Para/ observations(CAG/Internal Audit/CA Audit) pending for action by the District?		
6	Has the MoRD ever advised the District to conduct a special internal audit?		
6.1	If yes, whether such audit has been conducted and report submitted?		
7	Is wage and material ratio maintained within the prescribed ratio of 60:40 at GP level?		
8	Has any household been provided employment more than 100 days?		
9	If yes, is the excess expenditure (i.e. excess wage payments, material and administrative expenses) estimated and recouped to the MGNREGA account by the district?		
10	Are the wages equal to the notified wage rate paid to MGNREGA workers?		

10.1	If the wages are being paid in excess of the notified wage rate, is the excess expenditure has been estimated and submitted to the State for recoupment to the MGNREGA account.		
11	Is the wage payment consistent with the approved working hours under MGNREGA?		
12	Was there any diversion of funds from the MGNREGA account during the current year or during earlier years? If so, whether the district has provided a status on recoupment of such sums.		
13	Was there any embezzlement/misappropriation of MGNREGA funds during the current FY or in earlier years? If so, actions taken in this matter need to be submitted.		
14	Are the certificates on non-diversion and non-embezzlement of programme funds furnished by the district?		
15	Has the MIS expenditure reporting reached 100% level?		
15.1	If no, what is the current level of MIS reporting?		
16	Is there any complaints/VIP references pending against the District for resolution? If so, a status note on number of complaints/references pending and duration of pendency should be provided for review at the State level.		
16.1	If yes, whether details of action proposed/taken so far complaint-wise have been furnished?		
17	Is there any issue or findings by National Level Monitor (NLM) pending against the District for resolution? If so, a status note should be provided.		
18	Are the social audits regularly (at least twice in a FY) being held? Please indicate number of social audit so far conducted.		
18.1	Are the findings of such social audits uploaded on to the MIS and Action taken within the stipulated period (3 months)?		
19	Were there any specific conditions mentioned in the Sanction order while releasing the 1st Tranche to the district?		
19.1	If yes, whether these conditions were complied with and details submitted with the proposal?		

ANNEXURE - 29

CHECK LIST FOR AUDIT OF MGNREGA ACCOUNTS of GP

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

Signed

CA

ANNEXURE - 30

CERTIFICATE FOR MGNREGA ACCOUNTS OF GP

Name of the GP
Block

District and State
Date visited

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

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

Sl. No	Description	Date	Amount

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

Register	Quality of maintenance			Remarks
	Excellent	Good	Poor	

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

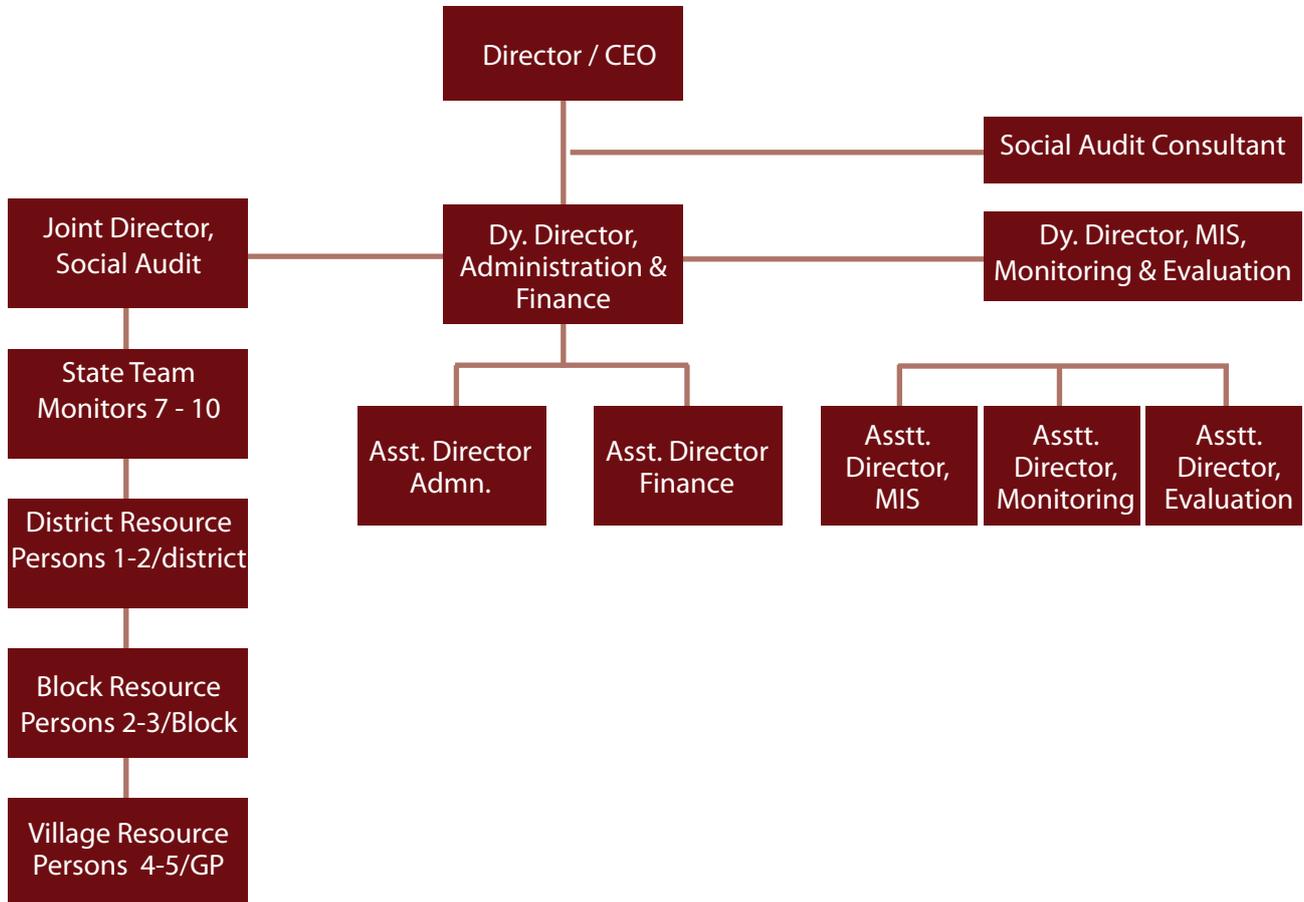
Or

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

Sl.No.	Name of Work	Expenditure incurred	Remarks

ANNEXURE-31

A FULLY FUNCTIONAL SOCIETY/DIRECTORATE FOR SOCIAL AUDIT WOULD HAVE A STRUCTURE SHOWN BELOW



ANNEXURE-32

TYPICAL FORMAT FOR QUALITY INSPECTION OF MGNREGA WORKS

(For Internal Quality Supervisors)

(1) Supervision by: Date of Quality supervision:

(2) Location of Work & Khasra No.: Village: Block: District:

.....(3) Name of beneficiary:

(4) Implementing Agency:

S. No. (1)	CATEGORY OF WORK/ NAME OF WORK/ Started on-/ Completed on-/ In progress (2)	PHYSICAL DETAIL OF WORK in MKS (3)	DEVIATION FROM M/B, IF YES, HOW MUCH (4)	QUALITY ASPECT OF WORK TO BE EXAMINED (5)	STATUS YES/NO & is OK/ Not OK (6)	INSTRUCTIONS FOR IMPROVEMENT (7)	LAST INSPECTED/ MONITORED ON DATED (8)	WHETHER LAST INSTRUCTION COMPLIED (9)
	TO BE FILLED AS PER Annexure 35	TO BE FILLED AS PER Annexure 35		TO BE FILLED AS PER Annexure 35				

(5) AS & FS No./ Dated/ Amount (Rs. in lakh)-----

(6) **TS No./ Dated/ Amount (Rs. in lakh)**-----

(7) Expenditure made so far (Rs in lakh) -----

(8) Work executed with- **Manual labour / Machine**

(9) Percentage of completed work on the date of monitoring --- %

(10) Information Display Board with details at work site-- **Yes/No**

(11) Overall Quality of work **S/U/RI**

(12) Present condition of work **S/U/RI**

(13) Any complaint/irregularity in respect of wage payment--- **Yes/No**

If yes, details-----

(14) Any other important information-----

(15) Views of Beneficiary /Community on utility of Asset -----

(16) Overall comment of the supervisor.....

(SIGNATURE OF SUPERVISOR)

ANNEXURE-33

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

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

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

2. STATUS OF THE MAINTENANCE OF MEASUREMENT BOOK:

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

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

OVERALL MAINTENANCE OF M/R & M/B-----
S/U/RI

(SIGNATURE OF SUPERVISOR/QUALITY MONITOR)

ANNEXURE-34

FORMAT FOR QUALITY MONITORING OF MAHATMA GANDHI NREGA WORKS

(For external Quality Monitors)

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

S. No. (1)	CATEGORY OF WORK/ NAME OF WORK/ Started on--/ Completed on-/ In progress (2)	PHYSICAL DETAIL OF WORK in MKS (3)	QUALITY ASPECT OF WORK TO BE EXAMINED (4)	YES/NO& is OK/ Not OK (5)	SUGGESTIONS FOR IMPROVEMENT (6)
	TO BE FILLED AS PER ANNEXURE-35	TO BE FILLED AS PER ANNEXURE-35	TO BE FILLED AS PER ANNEXURE-35		

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

(SIGNATURE OF QUALITY MONITOR)

ANNEXURE - 35

S.NO. (1)	CATEGORY OF WORKS/ NAME OF WORK/ Started on-- / Completed on----/ In progress (2)	PHYSICAL DETAIL OF WORK (3)	QUALITY ASPECT OF WORK TO BE EXAMINED (4)
(i)	Water conservation & water harvesting; -contour trenches -contour bunds - boulder checks -gabion structure -underground dykes -earthen dam -stop dam -spring shed development	L ---, B--- height/ depth---- (in meter) Storage capacity----- (in cu. meter)	1. Required survey made-
			2. Hydrological and Hydraulic design w.r.t. Catchment made- 2.1 If yes is it OK
			3. Structural Design made- 3.1 If yes is it OK
			4. Construction of bund with leaving berm, clod breaking and designed side slope made-
			5. Inlet and outlet constructed 5.1 If yes is it OK
(ii)	Drought proofing (including afforestation and tree plantation);	Area in ha.....	1. Selection of species, as per demand of beneficiary/ agroclimatical Zone-
			2. Survivability -----
			3. Growth of plants is satisfactory
			4. Arrangement for maintenance- 4.1 If yes, how
(iii)	Irrigation canals including micro and minor irrigation works;	1. Length in K.M.-- 2. Command declared in ----ha. 3. Actual area irrigated in -----ha	1. Required survey made / L-Section prepared- 1.1 If yes is it OK
			2. Hydraulic and structural design made- 2.1 If yes is it OK
(iv)	-Irrigation facility, - dug out farm pond - horticulture, - plantation, - farm bunding, -land Development (On the land of Individual)	Beneficiary— 1. SC/ST/BPL/IAY/Land reform/ 2. Name of beneficiary-----	Irrigation facility: 1. Required survey made / L-Section prepared-
			2. Type of irrigation facility
			3. Hydraulic and structural design made- 3.1 If yes is it OK-

			<p>Horticulture & Plantation:</p> <p>1. Selection of species, as per demand of beneficiary/ agroclimatical Zone-</p> <p>2. Survivability -----</p> <p>3. Arrangement for maintenance-</p> <p>3.1 If yes how -----</p> <p>Land development:</p> <p>1. Required topographical survey made-</p> <p>2. Design before execution made-</p> <p>2.1 If yes is it OK-</p>
(v)	Renovation of traditional water bodies including de silting of tanks;	L ---, B--- height/ depth---- (in meter)	<p>1. Hydrological and Hydraulic design w.r.t. Catchment made-</p> <p>1.1 If yes is it OK</p> <p>2. Structural Design made</p> <p>2.1 If yes is it OK</p> <p>3. Construction of bund with leaving berm, clod breaking and designed side slope made.</p> <p>4. Increase in Storage capacity</p>
(vi)	Land Development;	Area in ha developed.....	<p>1. Required topographical survey made-</p> <p>2. Design before execution made-</p> <p>2.1 If yes is it OK</p>
(vii)	Flood control and protection works including drainage in water logged areas; deepening and repairing of flood channels, chaur renovation, construction of storm water drains for coastal protection	Area in ha benefited..... & -----cum. earth work	<p>1. Hydrological and Hydraulic design w.r.t. Catchment made-</p> <p>1.1 If yes is it OK</p> <p>2. Structural Design made-</p> <p>2.1 If yes is it OK</p> <p>3. Construction of bund with leaving berm, clod breaking and designed side slope made-</p>
(vii)	Rural connectivity to provide all -weather access;	L ---, B--- height/ Average Depth----- (in meter)	1. Layout with boundary pillar given-

ANNEXURE- 36

SOME EXISTING MODES OF CONVERGENCE

Sl. NO	Sector	Work under MGNREGA	Works from resources of other line depts.
1	Horticulture	<ul style="list-style-type: none"> • Pits • Trenches along the boundary • Watering 	<ul style="list-style-type: none"> • Saplings/ Seedlings for plantation • Fertilizer • Pesticide (Horticulture & forestry dept)
2	Fisheries	<ul style="list-style-type: none"> • Construction of tanks • Desilting of old tanks 	<ul style="list-style-type: none"> • Fingerlings • Manure • Artificial feedings • Purchase of Net (Fisheries dept)
3	Sericulture	<ul style="list-style-type: none"> • Field preparation • Planting • Weeding • Watering 	<ul style="list-style-type: none"> • Application of fertilizer & pesticide • Technical assistance • Drip irrigation • Rearing house (Sericulture & Irrigation dept)
4	TSC	<ul style="list-style-type: none"> • Digging for the creation of leach pits 	<ul style="list-style-type: none"> • Brick work • Pot (Sanitation dept)
5	Field channels & water course	<ul style="list-style-type: none"> • Earth work 	<ul style="list-style-type: none"> • Construction of permanent structure (Water resource & Agriculture dept)
6	Road	<ul style="list-style-type: none"> • Earth work • Watering & rolling 	<ul style="list-style-type: none"> • Interlinking and culvert • Base course, Surface course & gravel road (BRGF, PMGSY)
7	Diary	<ul style="list-style-type: none"> • Land Development • Fodder • Fencing 	<ul style="list-style-type: none"> • Provision of Water for cattle • Plantation • Food supplement and check by vet doctor (Diary and Animal husbandry dept)
8	Forestry	<ul style="list-style-type: none"> • Contour trench • Pits • Fencing • Watering 	<ul style="list-style-type: none"> • Nursery development • Sapling • Fertilizer • Pesticide (Forestry dept)
9	Agriculture	<ul style="list-style-type: none"> • Land development • Field ponds 	<ul style="list-style-type: none"> • Seeds • Tool and equipment for agriculture • Fertiliser • Technical inputs (Agriculture Dept)



**Ministry of Rural Development
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