



MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT  
GUARANTEE ACT, 2005

MASTER CIRCULAR-  
A GUIDE FOR  
PROGRAMME  
IMPLEMENTATION  
FY 2018-2019

**Department of Rural Development**  
**Ministry of Rural Development**



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## 1. Act and Schedule

1.1. The National Rural Employment Guarantee Act was notified in 2005. As per an amendment to the Act the words 'Mahatma Gandhi' were prefixed to National Rural Employment Guarantee Act. The Act covers the entire country with the exception of districts that have hundred percent urban population.

1.2. States have notified their respective Mahatma Gandhi NREGA Schemes, as per the requirement of the Act. The Scheme formulated by the State Government, should provide for the minimum features specified in Schedule I. Persons employed under any State Scheme made under the Act shall be entitled to minimum facilities listed in Schedule II of the Act. These State Schemes have to be consistent with the amendments made, from time to time, to the Act and its Schedules.

1.3. States are required to amend/ modify their Mahatma Gandhi NREG Schemes as per amendments made in the Schedule I & II from time to time.

## 2. Entitlements under Mahatma Gandhi NREGA

2.1 Mahatma Gandhi NREGA provides a number of legal entitlements to rural workers through a series of provisions in the law. While the Act makes provision for a hundred days work per rural household in a year, it is the strong legal framework of rights and entitlements that come together to make the hundred days of work per year possible. It is therefore essential that the implementation of Mahatma Gandhi NREGA is read, understood and implemented keeping the entitlements in view.

2.2 The Annual Master Circular for the FY 2018-19, like the earlier versions, is organised around the major entitlements of the workers and the mechanisms that enable the administration to implement the Act.

2.3 The Master Circular is a comprehensive document covering all aspects of Mahatma Gandhi NREGA implementation. However, Mahatma Gandhi NREGA, 2005 and the Schedule I and II as amended from time to time, should be referred to, as and when required.

### 3. Entitlement I - Right to a Job Card (JC)

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

#### Entitlement to the Worker

*“Para 1, Schedule II: The adult member of every household residing in any rural area and willing to do unskilled manual work may submit their names, age and the address of the household to the Gram Panchayat at the village level (hereafter in this Schedule referred to as the Gram Panchayat) in the jurisdiction of which they reside for registration of their household for issuance of a job card. Para 2, Schedule II: It shall be the duty of the Gram Panchayat, after making such enquiry as it deems fit, to issue a job card within 15 days from the date of such application”*

#### 3.1 Possession of Job Cards

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

#### 3.2 Regular updation of entries in the JCs

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

#### 3.3 Verification/ updation of Job Cards through campaigns

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

#### **For verification/ updation of a Job Card, the following may be looked into:**

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

#### 3.4 Cancellation of Job Cards

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

- i. The household has migrated permanently to the urban areas, or
- ii. It is proved to be a duplicate or



- iii. It has been registered based on forged documents (i.e. not issued by authorised personnel and/or issued to non-existent person).
- iv. A household migrates to a different Gram Panchayat

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

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

### 3.5 Fresh/ new Job Cards

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

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

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

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

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

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

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

### 3.7 Pro-active inclusion of SECC Vulnerable households

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

3.8 Violations of any of the above provisions will be considered as an offence under the Mahatma Gandhi NREGA, thereby attracting the provisions of Section 25 of the Act.

## 4. Entitlement II- Right to Demand and receive work within 15 days

### Entitlement to the Worker

*“Para 6, Schedule II: Every adult member of a registered household whose name appears in the job card shall be entitled to apply for unskilled manual work under the Scheme; and every such application shall be compulsorily registered, issued a dated receipt and which shall be entered in the IT System.*

*Para 11, Schedule I: Work shall be provided within 15 days, from the date of registration of the demand for work or the date from which work has been demanded in case of advance applications, whichever is later.”*

### 4.1 Demand for work

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

### 4.2 Allocation of work

- 4.2.1 The Programme Officer and implementing agencies must ensure that workers in need of employment under Mahatma Gandhi NREGA are provided work within 15 days of the receipt of the application or the date of demand, in case of advance application, whichever is later.
- 4.2.2 The mandate of the Act is to provide at least 100 days of wage employment in a financial year to every rural household whose adult member volunteers to do unskilled manual work. The Ministry mandates the provision of additional 50 days of wage employment (beyond the stipulated 100 days) per Scheduled Tribe Household in a forest area, provided that these households have no other private property except for the land rights provided under the FRA Act 2006.
- 4.2.3 In exercise of the provisions under Section 3 (4) of Mahatma Gandhi NREGA, the Central Government has decided to provide an additional 50 days of unskilled manual work in a financial year, over and above the 100 days assured to job card holders in such rural areas where drought or natural calamities (as per Ministry of Home Affairs) have been notified. The notification to provide additional 50 days of unskilled manual work over and above 100 days in drought or natural calamity notified rural areas, is issued by the Ministry of Rural Development as recommended by Ministry of Agriculture, Cooperation & Farmers Welfare.
- 4.2.4 As per the provisions of Para 9, Schedule I of the Mahatma Gandhi NREGA, State Governments must ensure that an adequate shelf of works is approved and made available in every Gram Panchayat of the State at all times to meet the demand for work of the job seekers, with or without prior registration of demand. Incomplete/ ongoing works should be given priority in allocation of work.

### 4.3 Multiple mechanisms for demand for work

- 4.3.1 State Governments are mandated to put in place multiple mechanisms by which rural households can submit applications for demand for work at the Gram Panchayat (Gram Panchayat), Block and District level.
- 4.3.2 The multiple channels to receive applications for work should necessarily include Programme Officer (Programme Officer), Gram Rozgar Sahayak, Panchayat Secretary/other officials in the Gram Panchayat, Sarpanch, Ward members, Anganwadi workers, Mates, SHGs / Village Organizations, village level revenue functionaries, Common Service Centres, Producers' Groups under DAY-NRLM and Mahatma Gandhi NREGA Labour Groups.
- 4.3.3 Registration of demand should necessarily include provisions through multiple modes. It shall be ensured that concerned functionaries are sensitised on these multiple channels and modes, and demand from any one of them is considered valid and honoured as per timeline of 15 days. The multiple modes include:
- a) Oral application, duly reduced to a written application of demand
  - b) Written application (through specified forms/Form 6/white paper)
  - c) Telephonic application (through the Interactive Voice Response System (IVRS)/Call Centres)
  - d) Through Kiosks set up by the State Governments
  - e) Online application (through the NREGASoft/or any other web medium duly notified by the appropriate government)
- 4.3.4 The demand can be registered at the Gram Panchayat office, Block office, during the Rozgar Diwas as well as at the worksite.
- 4.3.5 The Gram Panchayat or the Programme Officer, as the case may be, shall be bound to accept valid applications of work.
- 4.3.6 The State may facilitate registration of demand and allocation of work at worksite through biometric or MMS facility.
- 4.3.7 In addition, the Ministry may facilitate direct registration of application for demand for work through a national IVRS and the NREGASoft (worker module) amongst others.

### 4.4 Dated Receipt

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

### 4.5 Rozgar Diwas

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

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

- a. The District Programme Coordinator will ensure that Rozgar Diwas is organized according to a monthly schedule devised by the District Programme Coordinator or by

the State Government. This schedule will be shared with Ministry and will be in the public domain. Rozgar Diwas should be organised at the Gram Panchayat and/or Ward Level at least once a month.

- b. The Gram Panchayat President/designated Gram Panchayat level functionary will preside over the Rozgar Diwas. The GRS/ Mate/ SHG federation members will conduct and record the proceedings.
- c. The District Programme Coordinator will deploy link officers to conduct monitoring visits on the scheduled days for Rozgar Diwas. The minutes of the Rozgar Diwas will be available for public scrutiny and social audit, and data on relevant parameters will be entered in the NREGAssoft to correlate with persondays generation.
- d. The state will receive the reports on the conduct of the Rozgar Diwas. The State Government will review District reports on the capture of demand on a regular basis.

#### 4.6 E-muster Roll

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

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

4.7. Violations of any of the above provisions will be considered as an offence under the Mahatma Gandhi NREGA, thereby attracting the provisions of Section 25 of the Act.

## 5. Entitlement III- Right to Unemployment Allowance

### Entitlement to the Worker

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

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

### 5.1 Responsibility of the State Government

Accordingly, State Governments are required to:

- 5.1.1 Specify the rate of unemployment allowance payable, which will not be less than one-fourth of the wage rate for the first thirty days and not less than one-half of the wage rate for the remaining period of the financial year.
- 5.1.2 Frame Rules governing the procedure for payment of Unemployment Allowance.
- 5.1.3 Make necessary budgetary provision for payment of Unemployment Allowance.

### 5.2 Calculation and payment of Unemployment Allowance

- 5.2.1 NREGASoft has been enabled to calculate Unemployment Allowance based on the data entered by the implementing machinery. The detailed section on Mahatma Gandhi NREGA MIS in the present document may be referred to for further information. NREGASoft will check for cases of demand which have not resulted in provision of work within 15 days from the date of registration of demand or the date from which work has been demanded, whichever is later. The provision of work is evidenced by the date at which the muster roll is started.
- 5.2.2 Based on this data, the Unemployment Allowance will be calculated and placed in the log-in of the Programme Officer (Programme Officer) for/ her/his decision in the matter. The decision of the Programme Officer will be made available on the web reports of NREGASoft. The Programme Officer will ensure that all entries relating to Unemployment Allowance are made through NREGASoft only.
- 5.2.3 Following the process defined in the relevant rules framed by State Government, Unemployment Allowance shall be paid to the workers. The State Government, District Programme Co-ordinator (District Programme Coordinator) and Programme Officers will monitor this for each Gram Panchayat and also take all required remedial measures, like getting an adequate shelf of projects prepared in the Gram Panchayats. MIS Reports on payment of unemployment allowance and remedial measures taken will have to be part of the essential set of reports for monitoring at the State level.
- 5.2.4 The JC should contain the amount of Unemployment Allowance paid, if any. The Register - III (to be maintained at the Gram Panchayat) should contain requisite information of Unemployment Allowance paid to the workers.

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

The procedure should be kept very simple and may include:

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

### 5.4 Cessation of liability to pay Unemployment Allowance

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

- 5.4.1 The work is allocated by Gram Panchayat or Programme Officer with the instruction to report for work, either by himself/herself or to depute at least one adult member of his/her household; or
- 5.4.2 The period for which employment is sought comes to an end and no member of the household of the applicant had turned up for employment; or
- 5.4.3 The adult members of the household of the applicant have received in total at least one hundred days of work within the financial year; or
- 5.4.4 The household of the applicant has earned as much from the wages and Unemployment Allowance taken together as is equal to the wages for one hundred days of work during the financial year.

### 5.5 Cessation of claim to Unemployment Allowance

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

### 5.6 Automatic Payment of Unemployment Allowance

Failure to take decision and pay Unemployment Allowance during the prescribed time shall result in payment of due amount into the account of the worker.

### 5.7 Workers filing for unemployment allowance

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

5.8. Violations of any of the above provisions will be considered as an offence under the Mahatma Gandhi NREGA, thereby attracting the provisions of Section 25 of the Act.

## 6. Entitlement IV- Right to Plan and Prepare a Shelf of Projects

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

Entitlements to the Workers

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

*Para 7, Schedule (1), “There shall be a systematic, participatory planning exercise at each tier of Panchayat, conducted between August to February month of every year, as per a detailed methodology laid down by the State Government. All works to be executed by the Gram Panchayats shall be identified and placed before the Gram Sabha and such works which are to be executed by the intermediate Panchayats or other implementing agencies, shall be placed before the intermediate or District Panchayats, along with the expected outcomes”.*

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

- 6.1.1 Identification of Shelf of Projects and preparation of Labour Budget (LB) estimate is an essential annual work plan document that entails planning, approval, funding and project execution modalities. Since the Shelf of Works and LBs are prepared in accordance with the provisions under Sections 13 to 16 of the Mahatma Gandhi NREGA Act, the District Programme Coordinator has to ensure strict adherence to the principle of bottom-up approach from the stage of planning to approval of the selected shelf of projects by each Gram Sabha/Ward Sabha in the district. The District Programme Coordinator is also responsible for preparing in the month of December every year a labour budget for the next financial year containing the details of anticipated demand for unskilled manual work in the district.
- 6.1.2 The annual planning exercise for Mahatma Gandhi NREGA will be part of the Convergent Planning Exercise for the Ministry. The thrust is on planning for works related to Natural Resource Management (NRM), agriculture and allied activities and livelihood related works on individual's land leading to sustainable livelihoods as well as provisioning of livestock shelters for the individual households. The NRM related works under Mahatma Gandhi NREGA shall be taken up in convergence with Pradhan Mantri Krishi Sinchayee Yojana (PMKSY), Integrated Watershed Management Programme (IWMP) and Command Area and Water Management (CAD&WM) schemes for better outcomes of the water conservation and water harvesting measures. Technical inputs for planning shall be drawn from the technical resources available in the district under MGNREGS, CSO partners and other line department agencies. In case of planning for NRM works, the technical inputs will be drawn from the joint pool of technical personnel of IWMP in Watershed Cell cum Data Centre (WCDC), Mahatma Gandhi NREGA unit, Water Resource Department and the Agriculture Department. The technical inputs relating to Excavation, Renovation & Modernisation (ERM)/ water bodies may also be sought from Regional Office of Central Ground Water Commission (CWC).



- 6.1.3 The Self-Help Groups (SHGs) and producers' groups under DAY- NRLM will be closely involved in the planning especially in case of implementation of watershed projects under Mahatma Gandhi NREGS.
- 6.1.4 The Gram Panchayats while deliberating and finalizing prioritization of shelf of projects will keep Macro and Micro watersheds of 2500- 5000 hectares that often comprise 1-10 Gram Panchayats, in perspective. To facilitate evidence based scientific NRM planning process the recommended work plan on Watersheds/ Command Area approach as approved in the District Irrigation Plan will be sent to all the concerned Gram Panchayats for community validation and vetting. The final DPR, reflecting all community suggestions will then be recommended by all Gram Sabhas of all Gram Panchayats involved in the Watershed/ Command Area. The process of creating a community organization at the watershed level will also commence simultaneously so that a community led planning and implementation structure is in place well before financial resources are committed for the project.
- 6.1.5 The Gram Panchayat should also synchronize the shelf of projects with Gram Panchayat Development Plan (GPDP) so that all MGNREGS works are necessarily part of the GPDP.
- 6.1.6 Cluster Facilitation Teams of the MGNREGS and intensive block staff of DAY-NRLM should be actively involved in planning process, including in 2264 Blocks (93351 Gram Panchayats) identified under Mission Water Conservation.
- 6.1.7 Proceedings of each Gram Sabha/Ward Sabha in which the respective shelf of projects for the GP has been approved, have to be uploaded as an attachment to the respective LB in the MIS.
- 6.1.8 The State Government is also required to furnish a certificate to the effect that the provisions made in the Mahatma Gandhi NREGA for preparation of Shelf of Works and LB have been taken into account and a bottom-up approach has been adhered to in the preparation of Shelf of Work.
- 6.1.9 The labour Budget should comprise a month wise anticipated quantum of demand for work along with a plan that outlines the quantum and schedule of works to be provided to those who demand work.
- 6.1.10 Steps in the Labour Budget Preparation and Consolidation; The District Programme Coordinator will ensure estimation of anticipated demand for unskilled manual work in the district. The assessment of need for asset creation through Mahatma Gandhi NREGA is to be undertaken at the community level, by the Gram Panchayat through participatory processes. The outputs of these processes need to be consolidated at the Gram Panchayat level and presented before the Gram Sabha for approval.
- i. The plan must assign priorities to the various identified works.
  - ii. The sub steps in this are:
    - a. Estimation of Demand
    - b. Identification of Needs
    - c. Identification of Resource Envelope
    - d. Preparation of Draft Development Plan
    - e. Approval by the Gram Sabha/ Ward Sabha.
  - iii. The Role of the Gram Panchayat; The Gram Panchayat is to submit the annual plan approved by the Gram Sabha to the Programme Officer.
  - iv. The Role of the Programme Officer: The Programme Officer is to scrutinise the annual plans on the parameters of whether the works fall under the list of permissible works, and whether the overall wage material ratio is maintained. The Programme Officer then



consolidates the plans in the Block Plan and submits it to the Block Panchayat for approval.

- v. Role of the Block Panchayat/Intermediate Panchayat: The Block and the Intermediate Panchayats consider and approve the Labour Budget proposed by the Programme Officer. The Block/Intermediate Panchayat then submits the approved plan to the District Programme Coordinator.

6.1.11 **Role of District Programme Coordinator/ Collector:** The Block plans will be consolidated and approved at the district level. The district will be the synergizing unit for convergent planning under the leadership of the District Collector, wherein, the DPC/Collector should ensure that the Annual Action Plans relating to MGNREGS, IWMP and PMKSY are coordinated in such a way that with the convergence of the ongoing schemes in the area, a comprehensive project of village/ watershed/ command area, incorporating/integrating all the works/ activities required for the integrated development of the village/ watershed/ CAD approach is prepared. The DPC/ Collector will ensure that the NRM component of Labour Budget of MGNREGS is essentially made part of the District Irrigation Plan (DIP) in consultation with Central Ground Water Board (CGWB), National Remote Sensing Centre (NRSC), Central Water Commission (CWC), Water Resources and the Agriculture Departments. The consolidation of Block plans will be followed with an approval process. For approval at the district level, for all the works planned to be implemented by the Gram Panchayats, and other IAs, the 60:40 ratio in wage and labour must be maintained at the district level. District Programme Coordinator/ Collector should ensure that at least 60% of the works taken up at the district level, in terms of cost, shall be for creation of productive assets directly linked to agriculture and allied activities through development of land, water and trees. **The DPC/ Collector will further ensure that the planning for works is such that at least 65 % of expenditure under MGNREGS is on NRM works in FY 2018-19, in the identified 2264 Blocks under Mission Water Conservation (MWC) rural Blocks of the country. The MIS is being enabled to monitor the performance in these blocks.**

6.1.12 **Role of State Government:** Similar consolidation and approval process should also be undertaken at the State Level. The states/ UTs are advised to incorporate the advancement in space technology and remote sensing to take up GIS based planning.

6.1.13 **Role of Empowered Committee (EC) of the Ministry:** State Governments as well as the Governments of Union Territories should make efforts to present a realistic labour budget. The States and Union Territories are required to submit their Labour Budget proposal along with execution plans and strategies to the Empowered Committee of the Ministry by 20<sup>th</sup> February, every year. The EC role is to pragmatically consider the proposal and arrive at an indicative LB for the state/UT through review of the performance, the planning process adopted, appreciation of the initiatives and strategies of the state as well as factoring the requirement of the state in terms of poverty (on basis of deprivation figures of the state/ UT as per Socio Economic Caste Census, 2011), natural calamities like drought etc. The LB, thus arrived at is in no way a cap on actual performance. The States/UT can exceed their LB, if there is demand on ground.

## 6.2 Focus on vulnerable households

There should be special focus on vulnerable households while preparing estimates for anticipated demand, list of works on individual land, and list of other works that provide direct individual

benefits. The Convergent Planning Exercise shall make use of automatically included and deprived Households of SECC to ensure full coverage of poor and vulnerable households.

### 6.3 Gram Panchayats as custodian of shelf of works

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

### 6.4 Expected outcomes

The expected outcomes from executing each work will mandatorily be part of the estimate.

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

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

### 6.6 Convergence

Convergence at both the intra-departmental and inter-departmental level should be encouraged as per the State Convergence Plan. Works proposed after the Gram Sabha approval, based on the Convergence Plan may be included as Supplementary Work Plan at a later stage and the same needs to be approved at the Gram Panchayat/ Intermediate Panchayat/ District Panchayat level, before being included in the Shelf of Projects. The SEGF may receive funds channelized by the converging departments as listed out in the State Convergence Plan and allocate the same to the PIA, as applicable.

6.6.1 Integrated planning, by converging the resources available under five rural development schemes- Mahatma Gandhi NREGA, National Rural Livelihood Mission, Indira Awaas Yojana, National Social Assistance Programme, and the Deen Dayal Upadhyaya Grameen Kaushalya Yojana is encouraged.

6.6.2 The synergy of Deen Dayal Upadhyaya NRLM (DAY-NRLM) and Mahatma Gandhi NREGA programmes should be utilised by facilitating the farmers identified under Mahila Kisan Sashaktikaran Pariyojna (MKSP) and other sustainable agriculture based interventions taken up under DAY-NRLM to create and access these assets under Mahatma Gandhi NREGA. There are 33.06 lakh women farmers identified under MKSP. The majority of them are in Andhra Pradesh (1301107), Telangana (1022291), Kerala (339288), Bihar (135012), West Bengal (60790), Odisha (38620), Rajasthan (59824), Gujarat (24587), Karnataka (19000), Assam (14549), Maharashtra (108815), Chhattisgarh (26725), Jharkhand (66614), Madhya Pradesh (37166) etc and more and more women farmers are being added under the MKSP programme on a continuous basis. A concerted effort to facilitate these households (HHs) to access the following assets under Mahatma Gandhi NREGA. 1. Farm Ponds, dug wells and other water harvesting structures 2. Vermi/ NADEP compost pits. 3. Cattle sheds, Goat sheds, Poultry sheds, pig sty. The states need to identify the beneficiaries, map the existing Job card holder families, issue new Job Card to households that do not have JC but are willing to work under MGNREGS, facilitate

inclusion of work and demand in Annual Action Plan of the Labour Budget and allocation of works to the MKSP/DAY-NRLM women farmers with Job Cards.

### 6.7 Suggested timelines for planning

<b>Action to be Taken</b>	<b>Time</b>
Launch of Gram Panchayat level planning process and discussion of the planning process by Gram Sabha/Ward Sabha.	2 <sup>nd</sup> October
Special Gram Sabha for approval of the Gram Panchayat level annual action plan.	3 <sup>rd</sup> October to 30 <sup>th</sup> November
Submission of Gram Panchayat Level Plan to the Block Panchayat	By 5 <sup>th</sup> December
Approval of Block Level Consolidated Annual Plan by Block Panchayat and submission of the same to District Programme Coordinator/ Collector (The consolidated Labour Budget including all interventions proposed for the Block level should be approved by the Block Panchayat/Intermediate Panchayat)	By 20 <sup>th</sup> December
Presentation of Block Plans by Programme Officer before DPC in the suggestive format circulated by the Ministry and appraisal of same by the DPC.	By 19 <sup>th</sup> January
Presentation of District Annual Plan and LB to District Panchayat by the District Programme Coordinator/ Collector (all interventions proposed for the District should be approved at the District level)	By 20 <sup>th</sup> January
Approval of District Annual Plan by the District Panchayat and submission of the same to State Government. The DPC/ ADPC will present the plan before the State/ UT Government in the suggestive format circulated by the Ministry and the same will be appraised before collation into State Plan.	By 31 <sup>st</sup> of January
Submission of Labour Budget to the Central Government in the suggestive format circulated by the Ministry and the same will be appraised before collation into State Plan.	By 15 <sup>th</sup> February
Meetings of the Empowered Committee and finalisation of the LB	20 <sup>th</sup> February onwards
Communication of the LB to the States by Ministry and further by the states to Districts, Blocks, and Gram Panchayats	By 31 <sup>st</sup> March

6.8 Violations of any of the above provisions will be considered as an offence under the Mahatma Gandhi NREGA, thereby attracting the provisions of Section 25 of the Act.

## 7. Entitlement V- Right to obtain work within a radius of 5 km

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

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

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

Violations of any of the above provisions will be considered as an offence under the Mahatma Gandhi NREGA, thereby attracting the provisions of Section 25 of the Act.

### 7.1 Work Execution under Mahatma Gandhi NREGA

The mandate of the Act is to provide not less than one hundred days of unskilled manual work as guaranteed employment in a financial year to every household in rural areas as per demand, resulting in creation of productive assets of prescribed quality and durability, to strengthen the livelihood resource base of the poor.

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

#### 7.1.1 Implementing Agencies

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

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

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

#### 7.1.2 Wage Material Ratio

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

### 7.1.3 Use of Machines

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

S. No.	Name of work as per para 4. (1) of Schedule-1, MGNREGA	Name of Activity	Name of Machine(s) that can be used
1.	II. Category B: (i) Improving productivity of lands, dug wells	i) The excavation/ deepening of dug well	i) Pump set for dewatering, ii) Tractor mounted Compressor hammer for rocky strata, iii) Lifting device/ Chain pulley (motorised)
2.	IV. Category D: (ii) Road connectivity	i) Compaction of earthen embankment in 15 to 23 cm layers, at optimum moisture content	i) Power Roller ii) Trailer mounted water browser
		ii) Compaction of morum/ gravel in 15 to 20 cm layers at optimum moisture content	i) Static smooth wheeled roller of 8 - 20 ton weight. ii) Trailer mounted water browser
		iii) Mixing of cement concrete.	i) Mechanical Mixer
		iv) Compaction of cement concrete	i) Mechanical Vibrator
		v) Cutting of joint in Cement Concrete	i) Concrete joint cutter
3	IV. Category D: (v) Construction of building	i) RCC Footing, Column, Beam and Roof	i) Mechanical mixer and Mechanical vibrator.
4.	IV. Category D: (vii) Production of building materials	i) For compressing Compressed Stabilised Earthen Blocks (CSEB)	i) Machine for CSEB, such as Aurum Press, Cinvaram, Terstara, Mardini, TARA-Balram, etc.
		ii) For production of fly ash bricks/ blocks	ii) Pan mixer & Brick/ block making machine (Vibratory table/ Hydraulic press)
5.	I. Category A: (v) Afforestation, tree plantation in common and forest lands	i) Digging pits for plantation, which cannot be done manually in Usar areas, where there is Kankar pan and soil is alkaline with pH more than 8.5.	i) Mechanical Auger

The conditions for use of above mentioned machines are:

- a. Specific permission for use of machines listed above must be sought from competent authority and the operation of such machines should be duly recorded/ documented in each such case and be made part of the case record.
- b. The estimate of Mahatma Gandhi NREGA work should contain machine rate, as per the prevailing Schedule of Rates (SOR) of the line departments in the area.
- c. Such works must be specifically taken up for Social Audits. Details of use of machines and their estimated cost, as well as the purpose for which machines were used should be mandatorily displayed on the worksite display board in local language. In case instances of violation of instructions relating to use of machines are reported in Social Audit/ by NLM or as a complaint then no fund shall be allowed from Centre for such project.

In case the machines are required to be installed for repeated use in the operations, like production of building materials (CSEB, Fly Ash Bricks, Paver Blocks etc.), then they may be procured under Mahatma Gandhi NREGA and the same may be amortised and booked under material component. However, efforts must be made to procure such machines from sources other than Mahatma Gandhi NREGA as convergence support from the participating programme.

#### 7.1.4 Outcome Orientation of Works

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

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

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

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

#### 7.1.6 Production of building materials

For many works that are permitted under Mahatma Gandhi NREGA, bricks, tiles, paver blocks, etc. are used. The production of such building materials can provide employment to unskilled labour. The production of building material required in execution of Mahatma Gandhi NREGA works has been permitted as follows; such production will not be a 'standalone' activity i.e. building material production under Mahatma Gandhi NREGA shall be undertaken to be used for works under Mahatma Gandhi NREGA and is not to be sold in the open market.

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

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

- a.** The specifications in terms of quality, type etc., as also the quantity of goods and services (semi -skilled and skilled labour, excluding the services of mate) to be procured are clearly spelt out keeping in view the specific needs, to meet the basic needs of the implementing agencies, without including superfluous and non-essential features.
- b.** Offers should be invited following a fair, transparent and prescribed procedure;
- c.** The PIA should be satisfied that the selected offer adequately meets the requirements in all respects;
- d.** The PIA should satisfy itself that the price of the selected offer is reasonable and consistent with the quality required;
- e.** At each stage of procurement, the concerned PIA must place on record, in precise terms, the considerations which were taken into account while taking the procurement decision.



- f. The items/material proposed to be procured should strictly be for the permissible works under Mahatma Gandhi NREGA.
- g. All procurement made should be entered in the MIS for monitoring i.e. quantity procured, total amount spent, the work/scheme for which the material has been procured, date of delivery of material etc.
- h. While procuring material/items, principles indicated in the General Financial Rules should scrupulously be followed and all related records should be kept meticulously for scrutiny by any authority, or by the public.
- i. In case of individual beneficiaries, engaged in horticulture and plantation, the procurement of planting material will be made by the beneficiary from Government nurseries, private nurseries approved by the Government, at the rate fixed by the committee headed by the DPC.
- j. Materials required for the individual works on private lands such as farm ponds, dug wells, IHHLs etc. may be procured by the beneficiary households at the rates approved by the competent authority, from any vendor having registered GST number.

## 7.2 Types of Works

### 7.2.1 Restructuring of list of permissible works

The Schedule – I provides list of permissible works categorised into 4 parts. Based on the various works mentioned in the Schedule, the Management Information System (MIS) has listed 155 works that may be taken up under the Programme. This list has duplicate names in different categories and incomplete description of work names which often lead to confusions. To do away with such confusions, a restructuring of the work list has been done in the MIS of the Programme wherein the focus is on listing works on basis of the specific structure that is to be the outcome or on which the work/ task is to be carried out with further attributes like ownership and intended action to complete the work and type of activity as well as outcome and which can be further qualified based on material, technology used, purpose etc. The idea is to provide structured entry of details for ensuring complete description of work being taken up. Each work has maximum five description fields e.g. **Work** Name (mandatory), **beneficiary** i.e. individual/community or groups (mandatory), possible **actions** like construction or renovation or lining etc (Mandatory) and two more fields of qualifiers. which may describe the technology, material used, purpose or the aspects describing the type of structure for required for complete description of the work. The table of the restructured works is being given below:

Combination of three mandatory fields describe the categories and sub-categories of the works being taken like NRM/infrastructure/Agri and allied etc. The new structure of the permissible works will facilitate objective analysis of the outcomes.

The broad work list based on the above rationale is as under: -

S No	Work	Ownership	Actions	Qualifier 1 (Type)	Qualifier 2 (Type)
1	Building	Individuals Community Groups	Construction Repair and Maintenance	Agricultural produce storage Anganwadi Gram Panchayat/ Panchayat Bhavan Food grain Storage SHG/Federation / producer groups/ producer enterprises under DAY- NRLM Kitchen shed Houses (PMAY-G) Houses (State) Bharat Nirman Seva Kendra	

S No	Work	Ownership	Actions	Qualifier 1 (Type)	Qualifier 2 (Type)
2	Bund	Individuals Community	Construction Repair and Maintenance	Peripheral/farm/field contour graded	Earthen Pebble Stone
3	Canal	Individual Community	Construction Renovation Repair and Maintenance	Feeder distributary minor sub-minor water courses Field	
4	Channel	Community	Construction Renovation Repair and Maintenance	Diversion Flood	
5	Grasslands	Community	Development	Silvipasture	
6	Land	Individuals Community	Development Reclamation Shaping Levelling Drainage	Through chaur renovation Wasteland Fallow Land Saline / Alkaline Wasteland Waterlogged lands	
7	Workshed for Livelihood activity	Groups	Construction		
8	Check Dam	Individual Community	Construction Repair and Maintenance	Check/Anicut	Brushwood Earthen Boulder Cement Concrete
9	Compost Pit	Individual Community	Construction Repair and Maintenance		
10	Composting Structure	Individual Community	Construction Repair and Maintenance	Vermi NADEP Berkeley Compost Pit Compost Pit	
11	Crematorium	Community	Construction Repair and Maintenance		
12	Culvert	Community	Construction Repair and Maintenance		
13	Storm Water Drains	Community	Construction Repair and maintenance Desilting	Storm Water for coastal protection intermediate and Link Diversion	
14	Grey_Water_ Drain	Community	Construction Repair and maintenance	Open / Covered	
15	Dug wells	Individuals Community Groups	Construction	Irrigation	
16	Fish Drying Yards	Individuals Community	Construction Repair and maintenance		



17	Trees	Individuals Community Groups	Line Plantation Block Plantation Restoration Afforestation	Horticulture Farm Forestry Forestry Sericulture Bio drainage Shelter Belt Coastal Shelter Belt	Canal Boundary Road In Government building premises Along the coast Fields Wasteland
18	Gully Plug	Individuals Community	Construction Repair and maintenance	Earthen Stone boulder Brushwood	
19	Nursery	Individuals Community Group	Raising		
20	Mini Percolation tank	Individuals Community	Construction Repair and maintenance		
21	Pond	Individuals Community	Construction Repair and maintenance Renovation	Farm Stabilization Fisheries Community	
22	Recharge Pits	Individual Community	Construction Repair and Maintenance		
23	Road	Community	Construction Repair and Maintenance	Bitumen Top Gravel Road Inter-locking cement block/tiles WBM Metal (first coat) Metal (second coat) Mitti Murram Kharanja (brick/stone) Cement Concrete	Village internal roads Link Roads Farm Roads
24	Sand filter for well recharge	Individual Community Groups	Construction	Borewell Open well	
25	Livestock Shelter	Individuals Groups	Construction	Cattle Goat Piggery Poultry	
26	Soak Channel	Community	Construction		
27	Soak Pit	Individuals Community	Construction		
28	Spur	Individuals Community	Construction Repair and Maintenance Renovations	Wire crate (gabion) Stone Earthen	Holding Attracting Deflecting
29	Terrace	Individuals Community	Construction	Level Bench Terrace Upland Bench Terrace	
30	Toilets	Individuals Anganwadi School	Construction	Single Unit Multi toilet Unit	
31	Trench	Community	Construction	Staggered Trench Continuous Contour Trench Water Absorption Trench	

32	Infrastructure for Azola cultivation	Individuals Groups	Construction		
33	Infrastructure for Liquid Bio manure	Individuals Groups	Construction		
34	Underground Dykes	Community	Construction	Sub-surface Dyke	
35	Embankment	Community	Construction Strengthening	Flood protection	
36	Village /Rural Haat	Community			
37	Cyclone Shelter	Community			
38	Play field	Community			
39	Compound walls for government run schools	Community			LST_STC
40	Production of Building Material	Community			SWC
41	Storm Water drain for coastal protection	Community			
42	Stabilization Pond	Community			
43	Production of building material	Community			

Based on above combination of work, ownership and qualifiers, there are 260 combinations of works which are permissible under MGNREGA. Of this 181 works are related to Natural Resource Management of which 84 are related to water. 164 works are related to agriculture and allied activities. The MIS has been enabled to generate complete description of each possible work in terms of various combinations of above mentioned categories within the framework permissible works as per provisions of the Schedule-I.

### 7.2.2 Non- permissible Works

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

### 7.3 Works Focusing on Agriculture and Allied Activities

The Sub Para (2) of Paragraph 4 of Schedule 1, Mahatma Gandhi NREGA, lays down that; “Provided that the District Programme Coordinator shall ensure that at least 60% of the works to be taken up in a district in terms of cost, shall be for creation of productive assets directly linked to agriculture and allied activities through development of land, water and trees”. With the thrust on development of livelihoods, works prioritised in the convergent planning process for individual beneficiaries will be given priority.

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

Category as per Schedule 1 (1)	Works (2)
<b>I. Category A: PUBLIC WORKS RELATING TO NATURAL RESOURCES MANAGEMENT</b>	<ul style="list-style-type: none"> <li>i. Water conservation and water harvesting structures to augment and improve groundwater like underground dykes, earthen dams, stop dams, check dams with special focus on recharging ground water including drinking water sources;</li> <li>ii. Watershed management works such as contour trenches, terracing, contour bunds, boulder checks, gabion structures and springshed development resulting in a comprehensive treatment of a watershed;</li> <li>iii. Micro and minor irrigation works and creation, renovation and maintenance of irrigation canals and drains;</li> <li>iv. Renovation of traditional water bodies including desilting of irrigation tanks and other water bodies; and conservation of old step wells/baolis;</li> <li>v. Afforestation, tree plantation and horticulture in common and forest lands, road margins, canal bunds, tank foreshores and coastal belts duly providing right to usufruct to the households covered in Paragraph 5;</li> <li>vi. Pasture Development; perennial grasses like Stylo etc.</li> <li>vii. Bamboo, Rubber and Coconut plantation.</li> <li>viii. Land development works in common land.</li> </ul>
<b>II. Category B: COMMUNITY ASSETS OR INDIVIDUAL ASSETS</b>	<ul style="list-style-type: none"> <li>i. Improving productivity of lands of households specified in Paragraph 5 of Schedule – I through land development and by providing suitable infrastructure for irrigation including dug wells, farm ponds and other water harvesting structures.</li> <li>ii. Improving livelihoods through horticulture, sericulture plantation, other kinds of plantation and farm forestry;</li> <li>iii. Development of fallow/waste lands of households defined in Paragraph 5 of Schedule – I to bring it under cultivation;</li> <li>iv. Pasture Development; perennial grasses like Stylo, vetiver etc.;</li> <li>v. Bamboo, Rubber and Coconut Plantation</li> <li>vi. Creating infrastructure for promotion of livestock such as, poultry shelter (brooder house), goat shelter, piggery shelter, cattle shelter and fodder troughs for cattle;</li> <li>vii. Creating infrastructure for promotion of fisheries such as, fish drying yards, storage facilities, and promotion of fisheries in seasonal water bodies on public land;</li> <li>viii. Bio-fertilisers (NADEP, Vermi-composting etc.).</li> </ul>
<b>III. Category C: COMMON INFRASTRUCTURE INCLUDING FOR NRLM COMPLIANT SELF-HELP GROUPS</b>	<ul style="list-style-type: none"> <li>i. Works for promoting agricultural productivity by creating durable infrastructure required for bio-fertilizers (NADEP and Vermi-composting pits) and post-harvest facilities including pucca storage facilities for agricultural produce;</li> </ul>
<b>IV. Category D: RURAL INFRASTRUCTURE:</b>	(vi)Construction of Food Grain Storage Structures for implementing the provisions of The National Food Security Act (2013);

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

7.4.1 A convergence Framework for scientific planning and execution of water management works with the use of latest technology has been mandated in consultation with and agreement of the Ministry of Water Resources, River Development & Ganga Rejuvenation and the Ministry of Agriculture and Farmers' Welfare. The focus will be on 2264 Blocks identified under MWC.

7.4.2 In pursuance of Schedule-I of Mahatma Gandhi NREGA, 260 kinds of works/ activities have been identified as permissible works, of which 181 kinds of works relate to NRM alone and

out of the 181 NRM works, 84 are water related. 164 of the total works are related to Agri and Agri-Allied works.

- 7.4.3 The works taken up in MGNREGS should change from taking up individual, standalone works in a typical ‘relief works mode’ to an INRM perspective. Planned and systematic development of land and harnessing of rainwater following watershed principles should become the central focus of MGNREGS work across the country to sustainably enhance farm productivity and income of poor people. Even the works on private lands should be taken up following the principles of watershed management in an integrated manner.
- 7.4.4 Technological support shall be taken from National Remote Sensing Centre, ISRO for identification and planning of watersheds and monitoring of each activity undertaken and missed out (in earlier plans).
- 7.4.5 Central Ground Water Board, a storehouse of information related to groundwater resources and having technical expertise available at regional/ State level on designs and structures suitable/ required for water stressed blocks based on their geomorphological and climatic zone, should be consulted for planning, monitoring and execution of structures impacting ground water resource.
- 7.4.6 Watershed management works can be taken up independently under Mahatma Gandhi NREGA where there is no IWMP project sanctioned/proposed, subject to the conditions that:
- i. Watershed Management works will be taken up only after a comprehensive assessment of the entire watershed in the GP and shall address all issues of soil erosion, rain water retention and afforestation.
  - ii. Stand-alone works in the above category without a comprehensive water shed plan shall not be permitted.
  - iii. Efforts to complete structures in one working season will be made rather than carrying on works for many years.
  - iv. The comprehensive watershed plan shall be prepared in accordance with the concepts of ridge to valley treatment. It is recommended to use the satellite imagery for this planning work.
  - v. For selection of the appropriate sites and preparing the above plans, the Engineers/Technical Assistants and Mates of MGNREGS at Block and GP level would be trained and supported by the State Level Nodal Agency (SLNA) of IWMP and technical personnel of WCDC, the cost of which would be met by the Administrative cost of MGNREGS.
  - vi. Watershed works will preferably be taken up with cluster approach.
- 7.4.7 Watershed management works under MGNREGA in convergence with IWMP- wherever IWMP project is already sanctioned: It must be ensured that the material intensive works are taken up under IWMP, and all the other labour intensive NRM works are done under MGNREGS. Under no circumstance there shall be duplication or double counting of works. It shall be the responsibility of the Programme Officers of MGNREGS and IWMP to ensure this convergence and follow all non-negotiables and processes of MGNREGA.
- 7.4.8 Areas where DPR needs to be revisited due to inadequacy, the eDPRs of these watersheds should be used.
- 7.4.9 New IWMP projects-In all future IWMP projects where DPRs of IWMP will be prepared, the NRM activities to be taken up through convergence with MGNREGA need to be included and clearly indicated in the DPR in consultation with concerned officials of

MGNREGS, watershed committees and Gram Sabha. The technical resources of Watershed areas should be moved in these areas to prepare the DPRs. CSRs can be encouraged to provide technical resources for these areas so that good DPRs may be prepared and effective monitoring is done.

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

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

- 7.4.11 **Construction of Wells:** A major activity that has been widely undertaken under MGNREGA is the construction of wells. To ensure that extraction of ground water is done referencing to the prevailing hydro-geological conditions and without threatening the quantity (depth) and quality of the resource, following conditions are being prescribed for undertaking digging of wells under MGNREGA:
- i) Bore wells and tube wells will NOT be considered as a permissible activity under MGNREGA, under any circumstances.
  - ii) In areas which have been classified as critical or over exploited according to CGWB's latest assessment, only "group wells," with sand filters for recharge of wells, will be allowed where a group of farmers agrees to share the water from such a "group well". Each such group will comprise at least 3 farmers.
  - iii) There should be a formal agreement (on Stamp Paper) among farmers for water sharing from a group well. Verification of the agreement within this group will be through the GP.
  - iv) Only one member from one family can be the member of the group. He/she cannot be member of more than one group.
  - v) A Group well should be registered as a Group Irrigation Well in revenue records.
  - vi) In areas classified as "safe" by the CGWB, individual wells may be considered. Depth and diameter of such wells and well to well spacing must conform to the hydrogeology of the area. In hard rock areas, diameters must be kept within 8m. For softer rock and alluvial areas, well diameter must be less than 6m. It is advised that every dug well should be constructed with sand filter for recharge of wells.

## 7.5. Works requiring special focus

- 7.5.1 During 2018-19, a large number of **farm ponds** and **Vermi/ NADEP composting pits** should be targeted to be constructed across the country. **Reexcavation/ renovation of farm ponds cannot be undertaken on private lands since this is not a permissible activity under MGNREGA, 2005.**
- 7.5.2 **Construction of Aanganwadi Centres (AWC)** - AWC may be taken up under Mahatma Gandhi NREGA using appropriate labour intensive and cost-effective technologies and local building materials. Expenditure up to Rs. 5.00 lakh under Mahatma Gandhi NREGA is allowed and the balance cost as per the state specific estimate may be mobilised from the Integrated Child Development Services (ICDS) schemes of the Ministry of Women and Child Development, GoI and other schemes. AWC building should be of at least 600 sqft plinth area and the design should be in line with the guidelines of the Ministry of Women and Child Development.
- 7.5.3 **Construction of Individual Household Latrines (IHHLs) under Mahatma Gandhi NREGA:** In order to give impetus to the Swachh Bharat Mission (Gramin) to achieve a clean India by 2019, the scheme of IHHL construction under Mahatma Gandhi NREGA shall focus on construction of IHHLs in Pradhan Mantri Awas Yojna – Grameen (PMAY-G) houses, wherever required. The unit cost of IHHL under Mahatma Gandhi NREGA will be Rs.12, 000/- and design of IHHL will be as in SBM (G). It should be ensured, however, that in cases, where Mahatma Gandhi NREGA funds are being used for the construction of IHHLs, funding under SBM (G) is not used, to avoid duplication. Wherever toilets have been constructed under SBM or by the beneficiary, IHHL under MGNREGS for PMAY (G) houses cannot be provided. Any beneficiary in a Mission Antyodaya Gram Panchayat whose name figures in the SBM survey list and who has not been able to get a toilet on account of fund constraint, can be provided IHHL under MGNREGS, on priority. State governments should provide list of such beneficiaries for coverage under MGNREGS at the Gram Panchayat level. In all other Gram Panchayats MGNREGS funds would be utilized only for PMAY-G beneficiaries, wherever required. No defunct toilets shall be taken up for construction of IHHLs under Mahatma Gandhi NREGA.
- 7.5.4 **Construction of School toilets and Anganwadi toilets:** Moreover, School toilet units and Anganwadi toilets either independently or in convergence with schemes of other Government Departments as per prescribed norms can be taken up as per requirements in villages areas after approval of Gram Sabha.
- 7.5.5 **Construction of Houses, sanctioned under Pradhan Mantri Awas Yojana – Grameen (PMAY-G) or such other State or Central Government scheme under Mahatma Gandhi NREGA:** The total number of unskilled person days required for construction of a house of at least 20 sqm plinth area is 95-person days for North East, Hilly region and IAP districts, and 90-person days for other areas. This can be paid under Mahatma Gandhi NREGA, over and above the unit cost fixed for PMAY-G/ other housing scheme. The building material produced under Mahatma Gandhi NREGA for construction of houses may be availed free of cost, by the beneficiaries. **It is important to highlight that the benefits from MGNREGS in PMAY-G or State housing schemes as per Schedule-I, para 4 (1) II. (iv) should be extended only for households in Paragraph 5.**
- 7.5.6 **Pradhan Mantri Adarsh Gram Yojana (PMAGY)** was launched in year 2009-10 for the development of villages having a higher ratio (over 50%) of people belonging to Scheduled Caste, through convergence of Central and State schemes, and allocating funds on village to village basis. It was approved for implementation in 1000 villages in five States, namely, Rajasthan, Tamil Nadu, Assam, Himachal Pradesh and Bihar. Concerned States are advised

to take up individual land development works on the land holdings of SC families in the selected villages under Mahatma Gandhi NREGA on a priority basis. Proactive steps should be taken to register demand and provide work to needy SC households.

## 7.6 Afforestation, Tree Plantation and Horticulture

7.6.1 Afforestation, tree plantation and horticulture activities can be taken up under Mahatma Gandhi NREGA on common, forest and private lands (of households listed in para 5 of schedule – I) viz.

- i. Degraded Forest lands,
- ii. Waste lands
- iii. Public and community lands, pasture lands
- iv. Along riverside, canals and embankments
- v. Along PMGSY roads and other roads
- vi. Private lands (block plantation or on bunds of agricultural fields).

7.6.2 Plantation can be linear or block depending on the site requirements.

7.6.3 **Role of Forest departments:** The states/ UTs are required to prepare a framework for afforestation and tree plantation under Mahatma Gandhi NREGA of the state/ UT in consultation with the Forest department, aligned with the afforestation plan of the state/ UT. A certificate to this effect is to be submitted by the States/ UTs. Technical resources of Forest department must be utilised for facilitating PRIs in planning for works within the perspective of the state/ UT plan. It is desirable that the implementation of plantation/ afforestation works is carried out under overall technical supervision of Forest department. As far as possible, the Forest department may be encouraged to be the Project Implementation Agency for such works as well as for works.

7.6.4 **Selection of plant species:** Plant species should be selected as per agro-climatic conditions, market opportunities, forward linkages, income generation etc. Economically beneficial plants species should be listed with due consultation of experts from Horticulture department/ Forest department/ ICAR/ ICFRE/ Agriculture Universities/ KVKs etc. before the start of the planning process. Plantation of Tasar host plants Arjuna and Asana may also be considered in consultation with respective State Rural Livelihoods Missions. This list of plant species will facilitate informed choice for the identified vulnerable households (including usufruct rights beneficiaries) during the Labour budget (LB) planning exercise. The technical prescriptions for the finalized plants species also needs to be prepared before the estimate preparation.

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

7.6.6 Due permission of owner of the land/ concerned department should be taken before taking up plantation on their land.

7.6.7 **Usufruct benefits:** Wherever plantation is done on community lands, the usufruct benefits of these plants, preferably up to 200 trees, may be allocated to vulnerable households.

However, the usufruct benefit of the plantations on common and forest lands, preferably up to 200 trees, may also be allocated to vulnerable households as per extant laws.

- 7.6.8 **Procurement of planting materials:** Plants should be procured from:
- i. Nurseries raised under MGNREGS
  - ii. Forest/ Government nurseries,
  - iii. Government approved private nurseries at rate fixed by the committee headed by DPC.
- 7.6.9 Nurseries under MGNREGS: The self-help groups/ individuals can take up nursery works under MGNREGA. They should be properly trained for improving their skills in raising good quality nurseries.
- 7.6.10 **Protection of plantations:** For the protection of Block Plantations, live fencing should be preferred, supported with ditch cum bund and for protection of Individual plants, tree guards prepared from locally available plant material like Bamboo etc. should be preferred. For the protection of forests, creation of forest fire lines is not a permissible work under MGNREGA.
- 7.6.11 **Development of pasture lands:** For development of pasture lands under Mahatma Gandhi NREGA and for drought proofing, plantation of fodder trees or horticulture plants or a mix and perennial grasses of pines, stylo, etc. in consultation with the concerned technical Departments, suitable for the local soil and climate, with participation of Gram Sabha/Ward Sabha and SHGs is advised. For better germination of seeds, sowing in pellet (mixed with dung & black soil) after soil & moisture conservation works is also advised.
- 7.6.12 **Plantation of tree borne oilseeds:** To promote livelihood activities of the vulnerable sections, plantation of 11 major tree borne oilseeds (TBOs) is advised.
- 7.6.13 **Plantation of Tasar Host plants:** To promote Tasar based livelihoods activities with the vulnerable communities, plantation of Tasar host plants like Arjuna and Asana is advised. This plantation may be taken up in the areas where Tasar based livelihoods initiatives have been taken up under Mahila Kisan Sashaktikaran Pariyojana (MKSP) by the State Rural Livelihoods Missions.
- 7.6.13 **Roadside Plantation along PMGSY roads and other roads:** Roadside Tree Plantations under Mahatma Gandhi NREGA are to be taken up along PMGSY roads, on priority. Under such works, vulnerable household can be allocated up to 200 trees with appropriate maintenance period (based on species planted). Beyond the maintenance period the same household is to be provided rights to enjoy the usufruct benefits accruing from the allocated trees. Monthly payments are based on survival of plants and accomplishment of notified tasks. A road which is completed should be taken up for roadside tree plantation. While conducting roadside tree plantation under MGNREGS, for the sake of better road safety, the first and second row of plants should be planted with small to medium sized trees and the third row with tall and shade bearing trees. The distance for the first row of trees should be 0.5 m away from the toe of the embankment. The spacing between plant to plant for first and second row should be 4 to 6 m. and from row to row should be minimum 3 m. The number of planted rows depends on the availability of land in the Right-of-Way. If enough space is not available for three or more rows then two rows with first row (small and medium trees) and last row (tall and shade bearing trees) should be considered. In rural roads



generally, much space is not available and when space is only available for one row, then either small or medium sized trees or a mix of small, medium and tall trees may be considered. At this time the spacing needs to be carefully managed as the tall and shade bearing trees require much spacing and small and medium sized trees require less spacing so when a uniform spacing between 4 to 6 m spacing is maintained then between two tall trees either one or two small or medium sized tree needs to be accommodated.

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

### 7.6.15 Month wise Schedule of Activities for Tree Plantation

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

Year (1)	Month (2)	Schedule of Activities for tree plantation (3)	Responsible Stakeholders (4)
0 Year	April to July	Training programmes for the Officials of implementing agency/ volunteers/ Resource persons/beneficiaries, regarding Mahatma Gandhi NREGA operational guidelines/ planning process, convergence guidelines/ circulars/ to take up proper planning exercise for the preparation of work plan and labour budget.	Officials of Rural Development Department (RDD), PRIs/ Officials of concerned line department.
	August	Initiate Planning through Gram Sabha , Identification of suitable lands for conducting various types of plantations like roadside, canal side, tank foreshore, Institutional lands, Waste lands, barren lands, Degraded lands, etc. on Individual/ Common/Forest lands. Identification of beneficiaries for providing usufruct rights, estimating demand of species from beneficiaries (out of the recommended species as per agro-climatic condition), Working out for nursery preparation etc. Working out convergence possibilities with other schemes.	PRIs and Officials of RDD and concerned line Departments,
	Sept.to Dec.	Ratification by Gram Sabha, preparation of estimate and obtaining technical and administrative sanctions.	PRIs and Officials, PO, DPC
1 <sup>st</sup> year	Jan	Issue of Work Order	Programme Officer (PO)
		Surveying & clearing of the area	Beneficiary assisted by GRS/ Field Assistant and wage seekers
	Feb	Soil test of selected tree planting site. Land development – removal of boulders (if any), Construction of bunds, Digging of pits and trenches.	Beneficiary assisted by GRS/ Field Assistant and wage seekers

March	Digging of pits, Applying insecticides in the dug pit. Procurement of eco-friendly locally available material for fencing or live fencing or opting for social fencing.	Beneficiary assisted by GRS/ Field Assistant and wage seekers
April	Purchase of Farm Yard Manure (FYM), Fertilizers	Beneficiary assisted by GRS
May	Filling up of pits with FYM, and soil, onsite training to beneficiaries, on how to do plantation.	Line Department/ Officials of Rural Development Department
June	Transportation of plants and planting of saplings and live fencing, Watering, weeding and hoeing	Beneficiary assisted by GRS/ Field Assistant and wage seekers
July	Transportation of plants and planting of saplings and live fencing, Watering, weeding and hoeing	Beneficiary assisted by GRS/ Field Assistant and wage seekers
August	Transportation of plants and planting of saplings and live fencing, Watering, maintenance	Beneficiary with the support of GRS (Field Assistant) and wage seekers
Sept.	Weeding, hoeing and watering 4 times	Beneficiary assisted by GRS/ Field Assistant and wage seekers
Oct.	Weeding, hoeing and watering 4 times	Beneficiary assisted by GRS/ Field Assistant and wage seekers
Nov	Weeding, hoeing and watering 4 times	Beneficiary with the support of GRS (Field Assistant) and wage seekers
Dec.	Weeding, hoeing and maintenance	Beneficiary assisted by GRS/ Field Assistant and wage seekers

#### 7.6.16 Convergence activities relating to Afforestation, Plantation and Horticulture:

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

#### 7.7 Rural Infrastructure

The following significant instructions are noteworthy:

- a) **Use of Appropriate technologies:** The paragraph 13 (a) of schedule I of Mahatma Gandhi NREGA has mandated use of labour intensive and cost-effective technologies and local

materials in construction. Accordingly, the appropriate technologies for buildings under Mahatma Gandhi NREGA may be promoted, wherein, local building traditions/ other appropriate technologies are used so that the use of cement, sand and steel in construction is substantially reduced, without compromising the durability of the structure. Suitable building materials may be selected for each building and produced at/near to the construction site under Mahatma Gandhi NREGA. States may consider setting up of a Centre for Appropriate Technologies for design, technology and training for eco-friendly building technologies and preparation/ dissemination of IEC material to promote the same.

- b) **Gramin (Village) Haats:** Construction/upgradation of Village Haats infrastructure would help rural artisans and farmers connect to the market. Village Haats may be constructed at the existing place of marketing in the villages or blocks where weekly haats already exist. The land for the proposed village haats must be owned by the Gram Panchayat/ Government. The structure can be an open raised & covered platform with facilities like storage, drinking water, toilets, garbage pits, parking space etc. A model plan for the construction of new Haat is given in **Samarthya** Technical Manual. The MGNREGA officials may also co-ordinate with the State Rural Livelihoods Mission officials to identify possible locations and involvement of SHGs / producers' groups for development of the village haats.
- c) **Common Infrastructure for SHGs:** Common work sheds for livelihood activities of self-help groups/ producer groups under DAY-NRLM can be taken up under MGNREGA. These could include creation of productive infrastructure for processing, storage, marketing and value addition (one-time expenditure), storage sheds for custom hiring centres / tool banks, sheds for milk collection centres and sheds/storage units for Tasar interventions. Only the fixed cost and not the recurring expenditure for infrastructure creation should be met with MGNREGS funds.
- d) **Storage Godowns:** To augment the initiatives of Operation Green, which aims to promote farmer producers organisations (FPOs) and agri-logistics to limit the price fluctuations of onions, potatoes and tomatoes, storage godowns can be constructed at the block level under MGNREGS. Suitable amendments have been made vide notification dated 11<sup>th</sup> November 2013. To enable the SHGs / producer groups / producers' enterprises under DAY-NRLM to run their business without facing any difficulty in storage, grading etc. storage godowns may be constructed under MGNREGS.
- e) **Bharat Nirman Seva Kendra (BNSK):** BNSK to enable an efficient implementation of Mahatma Gandhi NREGA and to function as Knowledge Resource Centre may be constructed at GP level or Block level.
- f) **Construction of Kitchen Shed** may be taken up under Mahatma Gandhi NREGA in convergence with National Programme of Mid-Day Meal (NP-MDMS) of the Ministry of Human Resource Development. In addition to this, Dining hall of the size required to cater to the need of the students in the schools may also be constructed under Mahatma Gandhi NREGA.
- g) **Construction of playfields:** One play field in one village can be constructed under Mahatma Gandhi NREGA. The play field specifications will be for the games/ sports in line with Rajeev Gandhi Khel Abhiyan (RGKA), - Scheme of Ministry of Youth Affairs and Sports. State Governments, as per their convenience/ feasibility, may converge with RGKA or other Central/State initiatives. Fields for outdoor games may be constructed at Block level under RGKA in convergence with Mahatma Gandhi NREGA.
- h) **Construction of compound walls for Government run schools in the villages:** Compound walls of the Government run schools may be taken up under Mahatma Gandhi NREGA or in convergence with other schemes/ programmes, where it has not been constructed or provided for by the Ministry of Human Resource Development, Government of India.

- i) **All weather rural connectivity (built to non-PMGSY road standards):** Schedule-I of Mahatma Gandhi Employment Guarantee Act (Mahatma Gandhi NREGA) reads as: “Providing all-weather rural road connectivity to unconnected villages and to connect identified rural production centres to the existing pucca road network; and construction of pucca internal roads or streets including side drains and culverts within a village;”

The Ministry has standardised its specifications for all non-Pradhan Mantri Gram Sadak Yojna (non-PMGSY) roads to be taken up under MGNREGA programme. The focus shall be on:

- i. Single all-weather motorable connectivity to habitations not eligible under PMGSY, but at a standard that enables up-gradation to PMGSY standard in due course (either due to increase in population and/or because of higher traffic making the road eligible for such up-gradation).
- ii. Inter-habitation and link roads of socio – economic importance which are not included in PMGSY Core Network on account of being multiple links.
- iii. Under PMGSY, roads can be constructed only up-to an important location in the habitation which is normally Gram Panchayat (GP), Govt. School or community facility. The remaining part of the road and other streets within the habitation may be taken up under this programme including side drains.  
Farm net roads (habitation to field paths) motorable to enable easier transportation of bulk inputs and farm machinery to farms and farm produce from farms to market centres or storage godowns, including cross drainage structures (CDs) and side drains.

The guiding principles of the Scheme would be:

- i. All unconnected Habitations, which are less than 500 population (2001 Census) in plain areas and less than 250 population (2001 census) in Special Category States would be covered.
- ii. Only New Connectivity would be provided under this Scheme and not Upgradation.
- iii. This Scheme would cover only Village Roads (VR) and Other District Roads (ODR).
- iv. The P-Net Maps after due approval of Gram Sabha, would have to be approved by the District Planning Committee which approves the Shelf of the MGNREGA works.
- v. The priority gradation of the roads would be fixed by the Gram Sabha while the desired surface / standards of these roads (based on traffic and local conditions) will be fixed by the technical agency responsible for constructing the roads in consultation with SRRDA.
- vi. The roads leading to Sansad Adarsh Gram Yojna (SAGY) Villages, identified by the Hon’ble Member of Parliament, should be given highest priority.
- vii. The roads connecting two or more habitations may be unsealed (or thin sealed including gravel sealed).
- viii. Unsealed gravel roads may be provided with surface gravel of thickness 40-50 mm over and above the thicknesses of gravel base as indicated in the design charts.
- ix. Thin bituminous sealing of gravel roads in case of very poor subgrade (CBR 2) and traffic in T2 category and poor subgrade (CBR <4) and traffic in T3 category may be provided. Thin bituminous surfacing may be in the form of surface dressing or chip sealing.
- x. Roads within the habitations may be provided with Cement Concrete Block Pavements or Fly Ash Block Pavements or Stone Set Pavements with adequate drainage facilities.
- xi. Farm net roads and intra habitation roads would be executed by the concerned Gram Panchayat. Inter-habitation roads and link roads would be executed by Intermediate/District Panchayat or line Department. State Government may also make State specific implementation arrangements.
- xii. Routine maintenance and funding thereof, would be the responsibility of the Gram Panchayats. The Funds under 14th Finance Commission and other State Grants may be used for this purpose.
- xiii. Quality management procedures would be implemented by (District panchayat or technical department like PWD or RWD as decided by the State Government).

- xiv. Non-PMGSY rural road works that can be executed by the Panchayati Raj Institutions purely as a MGNREGS works are likely to be large in number, but smaller in size (less than 2 km in length) and spatially distributed. The nature of technical expertise required may not be of a higher order, but it is important to have a system of independent technical advice so as to ensure and assurance of uniformity of standard in practice, which is key to continue access to maintenance funding.
- xv. The State Governments may assign the work of construction and supervision of such roads to any of their agency. However, technical supervision and Standard Operating Procedure of PMGSY with regard to quality assurance and monitoring need to be clearly adhered to. Technical assistance of PMGSY, at the state level may be sought for this.

The standards must be strictly adhered to in FY 2018-19, to ensure durability. **Construction of road on the same stretch on which road construction has been carried out earlier will not be taken up under MGNREGS for at least 10 years in case of cement concrete (CC) road and for at least 5 years in case of gravel/ WBM roads.** The authority giving technical sanction (TS) shall verify and certify the same in TS document.

### 7.8 Promotion of Aquaculture

For promotion of aquaculture MGNREGS ponds can be adopted for synergizing their use in fisheries development in the Blue Revolution. It is proposed to use MGNREGS ponds both for fish seed rearing and table fish production depending on the size and depth of the pond, water holding capacity, water retention period etc. Following parameters need to be followed for taking up these kinds of works –

- i. In case of excavation / renovation / modification of ponds under MGNREGS, all prescribed norms and processes as per the MGNREG Act 2005, and its Schedules as well as AMC will be followed.
- ii. Under no circumstances the input cost of fingerlings, manures etc will be met from MGNREGS.
- iii. Re-excavation / renovation of individual farm ponds are not a permissible activity under MGNREGS.
- iv. The maintenance of community assets (ponds on public lands in this case) is allowed under MGNREGS.
- v. The maintenance of all individual assets, including farm ponds on individual land) is not allowed under MGNREGS, If an individual farm pond has been excavated under MGNREGS and the same has to be renovated for the purpose of aquaculture / fisheries, the cost of renovation will be borne by the beneficiary or through any other source other than MGNREGS. However, the renovation/ customization of water bodies / ponds on public lands can be taken up for aquaculture / fisheries under MGNREGS.

### 7.9 Solid Waste Management (SWM) under MGNREGS

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

- i. SWM works should be economically viable and sustainable.
- ii. They should be user friendly and should not have any detrimental effects upon human health or to the environment.

- iii. It should be in project mode, for each GP or cluster of habitations, and should take into account sustainable sources of income through involvement of community. The guidelines of SBM(G) provides that SLWM can be taken up by the Gram Panchayat (GP) with financial assistance capped for a GP on the basis of number of households to enable all GPs to implement sustainable SLWM projects viz. maximum of Rs.7 lakh for a GP having up to 150 households, Rs.12 lakh up to 300 households, Rs.15 lakh up to 500 households and Rs.20 lakh for GPs having more than 500 households. Funding for SLWM project under SBM(G) is provided by the Central and State Government in the ratio of 60:40. SLWM projects can be made financially viable by dovetailing funds from other programmes and sources of funding like MGNREGS, Funding from programmes of other Ministries and departments may also be converged. It is clear that SWM can be taken up from SBM funds and that MGNREGS is one of the many possible sources for supporting SLWM efforts of the GP/ community. The Solid Waste Management work for the GP will become self-sustainable by: -
- a) collecting collection charges from households, shops, hut, government institutions,
  - b) sale of recyclable / reusable waste items and sale of compost / vermi-compost.
- iv. The DPR of the SWM should covers in depth analysis of total waste generated from households, shops, schools, ICDS, hut, marriage halls etc, distance from the SWM unit, transportation and segregation, organic and inorganic (i/c recyclable) waste. The land requirement for compost pits, vermi-compost shed, segregation shed, tri-cycle parking space, cleaning & drying of waste, recycle waste shed, office-cum godown and other staff facilities should be incorporated. The space requirement for SWM unit and landfill area may vary from place to place depending upon the number of HHs and other criteria. The land for all these activities may be provided by the concerned Gram Panchayat.
- v. **Only permissible activities/ works that are non-repetitive, durable and tangible in nature shall be taken up under MGNREGS for promoting solid waste management.**
- vi. All the durable assets like vermi-compost unit, segregation unit, tri-cycle shed, office room & store room, toilets, bathroom may be funded from MGNREGS.
- vii. The funds from SBM-G/ 14th Finance may be utilized for providing e-rickshaw / push cart for door to door collection, brooms, baskets, spades, safety kits, gloves, vaccinations of workers, buckets etc including payments of wages to sanitary workers, maintenance of e-rickshaws.
- viii. The training and exposure of sanitary workers, supervisors, IEC (advertisements and awareness) initiatives may be conducted from DAY-NRLM/ CSR or funds other than MGNREGS.
- ix. **The recurring expenditures like wages to sanitary workers (waste collectors and segregators), supervisors and office accessories may be funded from any of the above listed sources, other than MGNREGS.**

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

#### 7.10 Continuous availability of works

It should be ensured that works are available on continuous basis to the wage seekers and there is emphasis on completion of ongoing and incomplete works. Without undermining the entitlement of wage seekers, the GP should first allocate works that are incomplete and have the required labour employment potential before opening new works. In order to facilitate States/UTs to expedite the process of works completion an enabling circular was issues on 09.02.18 which can be referred to.

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

## 7.11 Quality Control & Maintenance of Works under Mahatma Gandhi NREGA

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

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

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

Typical units of expected economy, durability and outcome/ productivity of Mahatma Gandhi NREGA asset is as given below for reference:

S. No.	Mahatma Gandhi NREGA works	Economy	Durability	Outcome/ Productivity
(1)	(2)	(3)	(4)	(5)
1	Water conservation & water harvesting works	Cost of construction per unit of storage of water/ unit area benefited	i)Pucca work 15 -25 years ii)Kachha work-5-10 years	Number of wells recharged/ area brought under irrigation/increase in production and increase in Ground Water Table.
2	Afforestation & tree plantation	Cost per unit area/ plant till the tree is grown up (3-4 years)	Afforestation trees, 15-25 years	Benefit per tree till its total age i.e. 20-25 years.
3	Irrigation canal including micro and minor irrigation	Cost per unit area brought under irrigation	15-25 years	Increase in productivity in a year by taking number of crops in a year
4	a) Irrigation facility/ horticulture/ plantation/ b) farm bunding/ land development	Cost per unit area brought under irrigation/ plant till it is productive/ unit area developed	a)15-25 years b)10-15 years	Area covered under irrigation/ plantation/ land development/ Increase in productivity in a year by taking number of crops in a year
5	Renovation/ repair of traditional water bodies including desilting of tanks	Cost per unit increase in storage capacity of water/ cum silt removed	10-15 years	increase in storage capacity of water and Ground Water Table
6	Land development	Cost per unit area developed	15-25 years	Area developed/ increase in productivity per annum
7	Flood control & Flood protection works	Cost per unit area developed	10-15 years	Area developed/ increase in productivity per annum
8	Rural connectivity (a) CC roads (b) Gravel/ WBM road	Cost per Km. length of connectivity	(a)10-15 years (b) 5-10 years	Number of villagers & villages benefitted
9	Building works	Cost per unit covered area	45-60 years	Number of villagers & villages benefitted

10	Agriculture related works (bio-fertilizers)	Cost per unit capacity of producing manure at a time	5-10 years	Capacity to produce kg. of compost/ manure per annum
11	Livestock related works (shelters)	Cost per unit covered area	10-15 years	Number of poultry/goat/ cattle benefitted
12	Fishery related works	Cost per unit fish produced per annum	5-10 years	Quintals of fish produced per annum
13	Works in coastal areas a) fish drying yards b) belt vegetation	a) Cost per unit covered area b) Cost per unit covered area/ number of plants	a)10-15 years b)15-25 years	a) Quintals of fish can be dried per annum b) area benefitted
14	Rural drinking water related works such as soak pits, recharge pits	Cost per unit cum water recharged/ earth excavated	3-5 years	Area benefitted/ quantity of water recharged
15	Rural sanitation related works	Cost per unit toilet/ solid liquid waste management	10-15 years	Number of persons benefitted

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

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

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

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

- a. At the worksite for supervision, there shall be a ‘mate’ for every 50 workers. Semi-skilled wages shall be paid to the mate and the mate shall be given tasks such as: giving mark out, taking measurement, maintaining the measurement book and updating the Job Cards with details for each worker for the quantum of work done and wages received. At least 50% of the worksite supervisors (mates) should be women, preferably from among the members of Self Help Groups (SHGs).
- b. For every 2,500 active JCs, there shall be a ‘Technical Assistant’ for measuring and recording of measurement in the MB every week or soon after the closure of muster, whichever is earlier.



- c. If the State Government so decides, the services of a Barefoot Technician (BFT) from a worker household may be utilised. The BFT will extend support to Technical Assistant/ Junior Engineer.
- d. The cost of payment to the technical personnel including the mates TAs and BFTs shall be part of the material component.
- e. There shall be a 'Junior Engineer' at the block level/Gram Panchayat level, who shall be authorised to issue technical sanction of all Mahatma Gandhi NREGA works, do check measurements recorded in the M-book.
- f. A Case Record/ Work File should be initiated by the Junior Engineer before start of the work.

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

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

Sl. No.	Documents to be placed in the Case Record/ Work File	Description of the document
1	Cover Page	The Case Record/ Work File is to be bound in a hard paper cover to organise the relevant documents related to the project/ work. The cover of the Case Record/ Work File should be used to keep summary information about the project/ work viz Name of the work, location (Village, GP, Block, District, State, GPS Location), Work Category, Work Start Date, Estimated timeline for completion of work, Work End Date, Estimated Cost (Mentioning Convergence Fund, in any), Actual Expenditure, Date of Social Audit. PIA details, the work code of the asset and date of geo tagging of the asset
2	Checklist of Documents	The first page in the Case Record/ Work File is the page of contents, which includes the checklist of documents to be kept inside the Case Record/ Work File. All the documents are to be properly sorted with reference to the relevant page numbers. This will be the reference point for all documents in the Case Record/ Work File.
3	Copy of the Annual Action Plan/ Shelf of Projects	The copy of the approved list highlighting the work (for which the Case Record/ Work File is being opened) along with a copy of the Gram Sabha resolution should be kept in the Case Record/ Work File for reference.
4	Copy of Technical Estimate and Design	A model technical estimate will include the cover page of the estimate having the abstract of the cost estimate indicating the total estimate, labour estimate, material estimate and expected days for completion of the work; the project report/ feasibility report of the project/ work with respect to physical, economic, social and environmental feasibility of the work including the process of work implementation and expected benefits to community/ individual beneficiary; detailed estimate with detailed description and calculation of the quantity of work in terms of dimension and cost of each item of work based on analysis of rate; analysis of rate giving calculation of cost of each item of a project/ work, about the prevailing Schedule of Rates (SoRs) of the State, the amount of royalty to be paid; Lead and Lift Statement: The lead statement reflects the unit cost of each material showing the lead, source of procurement, basic cost, carriage cost and royalty cost. Beyond an acceptable lead/ lift distance/ height, the lead and lift statement also shows the additional labour required for transporting materials/ earth excavation. f. Material statement: The material statement includes the quantity and types of materials required for construction of the project/ work based on the approved rate under the SoRs.

		<p>g. Labour abstract: The labour abstract is the projection of labour requirement for implementation of the project/ work. It provides the number and categories of labour required for the project/ work, such as skilled, semi-skilled and unskilled labour. This should be in an optimum combination of all types of labour to avoid over or under employment of the labour.</p> <p>h. Drawings and Design: Prior to the preparation of technical estimate, a design of the project/ work should be done to calculate dimensions of each item of work. The dimensions of each item of work are transformed into engineering drawing, which is a graphical language that communicates the ideas and information from the designer to implementer. This will ensure the structural stability of the asset.</p> <p>i. Survey data: This is the primary and secondary data collected for the preparation of the technical estimate, based on which the design and drawing of the project/ work will be prepared. This should be annexed to the technical estimate to validate the calculations made for the preparation of the technical estimate. Besides, the location of the asset should also be indicated in a map with adjoining/nearby structures. The technical estimate should also include the cost of standardized Citizen Information Board.</p>
5	Technical Sanction	The Technical Sanction is an appraisal and approval of the estimated cost of the project/ work. This includes estimated cost of both labour and material component of the project/ work. The technical approval is accorded by the Technical Staff such as Junior Engineer, Assistant Engineer, Executive Engineer, Superintendent Engineer, etc. The technical sanction should also include the total estimated volume of work, labour and material component in reference to the Schedule of Rate (SoR).
6	Administrative/ Financial Sanction	<p>The administrative sanction is the approval of work by the competent authority, adhering to the prevailing financial rules of the State. For administrative sanction following documents are prerequisite and should be kept in the Case Record/ Work File.</p> <p>a. Copy of the Resolution of Gram Sabha, where the project has been sanctioned.</p> <p>b. Copy of approved shelf of projects by the delegated authority.</p> <p>c. Copy of approved technical estimate of the work.</p>
7	Convergence Funds/Inputs, if any	Convergence from other schemes or departments includes assistance as part of work execution to enhance durability or post completion for livelihood support, as the case may be. In respect of the project/work, in which funds are dovetailed from other schemes to meet the cost of an identifiable part of the project, a complete project proposal including all project activities and budget will be a part of Case Record/Work File.
8	Demand Application Form	In adherence to the provisions under the Act, two application forms are prepared to be used by the MGNREGA wage seekers to apply for employment under MGNREGA. These application forms are different for the individual households and group of workers applying together. The copies of the application form received from the households will be maintained in the Case Record/ Work File.
9	Work Allocation Form	On receipt of application for employment from the MGNREGA workers, the PO will allocate work to these workers within 15 days from the date of receipt of the application. The work allocation notice includes the details of the project such as its location, name of the work, number of days of employment to be provided etc.
10	Copy of filled e-Muster Rolls	<p>The e-MR with proper serial number are to be maintained at the worksite for recording of attendance of the workers. No kachha MR (a document which is not authorized or issued by the PO) can be used at the worksite for recording attendance. The copies of the filled in e-Muster Rolls for each muster period of the work, duly verified and certified by the competent authority should be placed within the Case Record/ Work File. In case of any State maintaining paper Muster Roll, the copies of these Muster Rolls should be kept within the Case Record/ Work File.</p> <p>The recording of attendance of the semi-skilled and skilled workers are done in a paper muster roll. The payment to the semi-skilled and skilled workers</p>

		are to be made based on the measurement of the outturn of work, as per SoRs and to be billed separately for payment under material component.
11	Copy of Measurement Book	Each work is measured by an authorized technical person to calculate the volume of work done. Based on the volume of work done, the expenditure towards labour and material are calculated. The measurement should be done for each muster period within a project/ work. All measurement of work done should be recorded in measurement book (MB) by the technical person, duly authorised and issued by competent authority. The measurement should be taken within 3 days from the closure of the MR. Appropriate check measurement norms should be adopted by States to ensure that the output and quality of works are done as per the technical and financial estimate. In case of execution of works by the line departments, the official from the line department who has accorded technical sanction should conduct check measurement after the work is completed. The photocopies of the filled in pages of the Measurement Book/ print copy of the e-MB (from MIS) pertaining to a particular muster period should be kept inside the Case Record/ Work File.
12	Material Procurement Document and Usage	The quantity of materials required for a project/ work should be part of the technical estimate of the work. The procurement of materials is to be made by authorised person, adhering to the prevailing procurement/ financial guidelines of the State. The procurement processes at each stage of procurement should be documented and kept in the Case Record/ Work File. These documents are quotation call notice, copy of quotation received, comparative statement, approval of rate, purchase order etc. The payment to the contractors/ suppliers of the material should be made against a valid tax bill and quantity of work calculated in the Measurement Book.
13	Copy of Wage List	The Wage List is generated after the measurement of work for a particular muster period for payment of wages. The copy of the wage list should be kept in the Case Record/ Work File.
14	Copies of Wage and Material Payment FTOs	The copies of FTOs generated for wage and material payment for each muster period of the work needs to be kept in the Case Record/ Work File. This would enable the implementing officials to know the issues pertaining to the wage and material payments made under the work.
15	Material Vouchers and Bills	For payment to the suppliers/ contractors, who have supplied required materials for the work, bills have to be prepared, indicating the quantity of materials used, per unit price and total amount payable. For the preparation of the bill, material supply vouchers are to be submitted by the suppliers/ contractors. The copies of these vouchers and bills should be kept within the Case Record/ Work File.
16	Copies of Receipts of Royalty Paid	Copies of receipts of the royalties paid to Government (for example tax paid to the local revenue authority for collection of sand, stone etc.) should be kept inside the Case Record/ Work File. These costs are to be included in the technical estimate of the project/ work.
17	Photograph of the Project/ Work at three stages- before, during and after	For proper verification and validation of the project/ work implemented, photograph of the project/ work should be taken in three stages. First photograph should be taken before initiation of work, second should be taken during the implementation and the final photograph should be taken after the completion of the work. Each photograph should be taken from the same angle and land mark with the date printed over it. While taking the photograph it should also be ensured that the Citizen Information Board for the project/ work is also included in the photograph.
18	Work Completion Certificate	After the completion of the project/ work the GRS/ Mate/ any other official should submit a work completion certificate to the Programme Officer duly certified by the Technical Personnel. The work completion certificate includes the basic information about the work, its code, actual work start and end date, actual expenditure on wage and material components, date of social audit when the asset was audited.
19	Muster Roll Movement Slip	Timely payment of Wages within 15 days of closure of Muster Roll is an entitlement of MGNREGA workers. Muster Roll Movement Slip will track the process from generation of muster roll to the final payment with the

		specific dates and the Official/Officer responsible. This will enable to track and highlight the process which delays the wage payments.
20	Geo-tagged photograph of the Asset (at least one stage)	Ministry has mandated geo tagging of all MGNREGA assets at three stages. Beginning of the work, mid-way and on work completion. At least one Geo-tagged photograph of the MGNREGA asset has to be attached in Case Record/Work File.
21	Copy of Social Audit Report of the work	Social Audit of works undertaken under MGNREGA are mandatory. Currently Social Audits are conducted at the Gram Panchayat for all the works implemented under MGNREGA for a particular period. The report of Social Audit, if conducted needs to be placed in the Case Record/ Work File pertaining to the work for which the Case Record/ Work File is prepared.
22	Other State Specific Documents	

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

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

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

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

## 7.12 Convergence with National Rural Livelihood Mission under the Cluster Facilitation Team Strategy

**7.12.1 Objective:** This project is to synergize the functioning of Mahatma Gandhi NREGA and DAY-National Rural Livelihood Mission (DAY-NRLM) to substantially enhance the quality of assets being created in the Mahatma Gandhi NREGA with the assistance of Civil Society Organisations/Community Based Organisations and thereby address the issue of rural livelihoods with sharper focus.

**7.12.2 Selection of Blocks:** Cluster Facilitation Teams (CFT) are to be placed in backward blocks selected by State Governments as per the following criteria; poor human development indicators, tribal areas, high population of SCs, poor connectivity or having active presence of Civil Society Organisation (CSO) or Community Based Organisation (CBO). State governments may undertake this project in backward blocks with prior approval of the Ministry.

**7.12.3 Selection of Civil Society Organisation:** State Government will select a Civil Society Organisation or Community Based Organisation with demonstrated experience in Mahatma Gandhi NREGA to undertake this project in the selected backward blocks. Preference may be given to existing partners in Integrated Watershed Management Programme (IWMP) and

Mahila Kisan Sashaktikaran Pariyojana (MKSP). State Government may sign a Memorandum of Understanding with the concerned organisation at the start of the project.

**7.12.4 Composition and coverage:**

- a. Each block should preferably be allotted to one Civil Society Organisation/Community Based Organisation.
- b. The Civil Society Organisation/Community Based Organisation will place 3 Cluster Facilitation Teams in each block.
- c. All Gram Panchayats in selected blocks must be covered by Cluster Facilitation Teams.
- d. Each Cluster Facilitation Team will consist of at least three members and will cover roughly one third of population of the block measured in terms of number of Gram Panchayats.
- e. Each Cluster Facilitation Team will have expertise in soil and moisture conservation, agriculture and allied/livelihood activities, community mobilisation and expertise in preparing estimates, doing measurements and assessing quality of assets.

**7.12.5 Activities:** The Cluster Facilitation Team will function like a technical secretariat to the Gram Panchayat and interface with community institutions. The Cluster Facilitation Team will mobilize the community, prepare plans and estimates for the Gram Panchayat and provide technical support for worksite management but the actual execution of work will remain with Mahatma Gandhi NREGA personnel. The detailed standard operating procedure on the expected activities of the Cluster Facilitation Team stands as is.

**7.12.6 Deliverables:** The Cluster Facilitation Team has four deliverables over a three-year period;

- i. Preparation of an integrated watershed plan for the whole Gram Panchayat through community participation. The State Government should incorporate the same in the shelf of projects of Mahatma Gandhi NREGA following the due process laid in the Act.
- ii. Capacity Building of all Mahatma Gandhi NREGA and DAY-NRLM functionaries, Mahatma Gandhi NREGA workers and representatives of Panchayati Raj Institutions on their role and rights in Mahatma Gandhi NREGA, through appropriate training programmes carried out with the support of State Government.
- iii. Expenditure on NRM work shall be taken up to 65%.
- iv. Good Governance initiatives shall be ensured.
- v. Work completion rate should be improved.

**7.12.7 Role of DAY-NRLM:** DAY-NRLM will facilitate in operationalizing this convergence through the State Rural Livelihood Missions and the Civil Society Organisations already working under Mahila Kisan Sashaktikaran Pariyojana (MKSP). NRLM may support Cluster Facilitation Teams to facilitate the following elements of convergence with Mahatma Gandhi NREGA and Self-Help Groups (SHG) / producer groups under DAY-NRLM:

- i. Discussion of implementation of Mahatma Gandhi NREGA in SHG weekly meetings.
- ii. Associate SHGs / producer groups in the planning process and ensure their participation in the Gram Sabha.
- iii. Identify members of SHGs without Job Cards and facilitate their applications for job cards and Mahatma Gandhi NREGA work if desired.
- iv. Encourage SHGs to file applications for demand for work.

#### **7.12.8 Project period and funding:**

- i. The financial support provided by Ministry will be Rs. 28 lakhs per year per block for a three-year period. The cost break up is as follows; remuneration @ Rs.21.6 lakh, other expenses such as travel @ Rs. 4.3 lakhs and miscellaneous @ Rs. 2.1 lakh. The internal allocation of this budget within budget heads will be left to the Civil Society Organisation/Community Based Organisation, subject to the proviso that at least 9 people are employed by the Civil Society Organisation/Community Based Organisation in the block.
- ii. The funds would be released in two tranches per year. Initial 50% of the project cost will be released by the Ministry to the States in April on submission of Provisional Utilisation Certificate (UC), year-wise and date-wise operationalisation of CFT and progress report on execution of deliverables. Funds for the remaining period would be released on receipt of UC for the current year with 60% of utilisation of funds released, year-wise and date-wise operationalisation of CFT and progress report on execution of deliverables
- iii. All sanction orders of funds received and transferred to Civil Society Organisations by the State Government are to be publicly disclosed on a separate Cluster Facilitation Team Project tab on the state Mahatma Gandhi NREGA website.

#### **7.12.9 Monitoring Structure:**

- i. Civil Society Organisation/Community Based Organisation along with Programme Officer will prepare an Annual Action Plan for each block for each year. The same is to be submitted to the State Government and the Ministry at the beginning of the financial year.
- ii. Block Co-ordination Committees, District level steering committees and State level steering committees are to be formed with representatives from CSOs and concerned officials.
- iii. Ministry will review the project on a quarterly basis based on Annual Action Plan and project deliverables.

## 8. Entitlement VI- Right to worksite facilities

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

8.1. Workers are entitled to the following facilities at Mahatma Gandhi NREGA worksite:

- i. Medical aid
- ii. Drinking water
- iii. Shade
- iv. Crèche: If children below the age of five years are present at the worksite, a person shall be engaged on the work to look after them.

8.2 Para 25 to 28 of the Schedule II state the entitlements of the workers in case of injuries, accidents and death.

1. *Para 25, Schedule II- ‘If any personal injury is caused to any person employed under the Scheme by accident arising out of and in the course of his employment, he shall be entitled to free of charge, such medical treatment as is required.’*
2. *Para 26, Schedule II, ‘Where hospitalization of the injured worker is necessary, that State Government shall arrange for such hospitalization including accommodation, treatment, medicines and payment of daily allowance not less than half of the wage rate required to be paid had the injured been engaged in the work.’*
3. *Para 27, Schedule II, ‘If a person employed under a Scheme dies or becomes permanently disabled by accident arising out of and in the course of employment, he shall be paid by the implementing agency an ex gratia payment as per entitlements under the Aam Aadmi Bima Yojana or as may be notified by the Central Government, and the amount shall be paid to the legal heirs of the deceased or the disabled, as the case may be.’*
4. *Para 28, Schedule II, ‘If any personal injury is caused by accident to a child accompanying person who is employed under a Scheme, such person shall be entitled to, free of charge, such medical treatment for the child as may be specified in Scheme and in case of death or disablement, through an ex gratia payment as may be determined by the State Government.’*

Violations of any of the above provisions will be considered as an offence under the Mahatma Gandhi NREGA, thereby attracting the provisions of Section 25 of the Act.

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

### **Entitlement to the Worker**

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

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

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

*Section 3 (2) of Mahatma Gandhi NREGA provides that the disbursement of daily wages shall be made on a weekly basis, or in any case not later than a fortnight after the date on which such work is done. All delay in payment of wages beyond 15 days after closure of muster roll shall attract a penalty as per Para 29 of Schedule II of the Act.*

- 9.1 Central Government will follow Section 6 (1) of the Act and notify wage rates for each financial year. States may notify a higher wage rate and pay the difference in amount from funds made available at their level.
- 9.2 Accounts of Mahatma Gandhi NREGA wage earners may be opened in post office/bank, as per the convenience of workers and wages shall be credited into the post office/bank account as the case may be.
- 9.3 No cash payment of wages shall be made unless specifically allowed by the Government of India.
- 9.4 Wherever functioning Banking/Business Correspondents (BC) are deployed by Banks, wage disbursement should be made by the banking network operated by these BCs.
- 9.5 The State Government shall link the wages with the quantity of work done. It shall be paid according to the rural schedule of rates fixed after time and motion studies for different types of work and different seasons, and revised periodically. A separate Schedule of rates shall be finalised for women, the elderly, people with disabilities and people with debilitating ailments, so as to improve their participation through productive work.
- 9.6 The schedule of rates of wages for various unskilled labourers shall be fixed so that an adult person who has worked for eight hours, including an hour of rest, will earn a wage equal to the stipulated wage rate. The working hours of an adult worker shall be flexible, but shall not spread over more than twelve hours on any day. Services of the semi-skilled workers other than mates and skilled workers may be procured by the Project Implementing Agencies by following transparent processes. Wages payable to such workers will also be decided by the Project Implementing Agencies.
- 9.7 Enabling Structures: Payment Systems Under Mahatma Gandhi NREGA: E-FMS and Ne-FMS, through PFMS.
- 9.7.1 **Electronic Fund Management System (e-FMS):** e-FMS provides a platform for making e-payments to Mahatma Gandhi NREGA workers, staff and vendors (wages, material and administrative expenses) using the payment network of financial Institutions e.g. NEFT/ RTGS/ Electronic Cash Transfer (ECS)/Aadhaar Based Payment System (APBS) / NACH/ Sanchaya Post. This reduces delay in payments.



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

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

9.7.2.1 Registration of Accounts of Implementing agencies on PFMS

- Registration of Implementing agencies accounts on PFMS under correct scheme code is mandatory for the purpose of release of funds to State/UTs. There are two scheme codes for MGNREGS on PFMS namely MGNREGA-Central Share- 9219 & MGNREGA- State Component-9178.
- The National Electronic Fund Management account (Ne-FMS) needs to be registered under MGNREGA-CS-9219 and e-FMS account, SEGF account, Social Audit Unit account and accounts below the level of State needs to be registered under MGNREGA-State Component-9178.
- The accounts registered are approved by one level above the level at which they are registered. The Gram Panchayat accounts registered on PFMS by G.P. login will be approved by Block; Block account registered on PFMS by Block login will be approved by District and so on.

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

- Letter from the Registration level mentioning the details of the account and purpose/usage of the account.
- Screen shot of the accounts registered on PFMS specifying the details of the Unique Agency Code.
- Cancelled cheque /Pass book copy or Bank letter mentioning the details of the accounts to be approved on PFMS.

At the time of beginning of PFMS, accounts were registered on PFMS (earlier known as CPSMS) either with incomplete details, wrong details or under wrong scheme codes. Such accounts need to be un-mapped and only relevant accounts under correct scheme codes need to be registered.

Un-mapping of accounts: The un-mapping request should be emailed to the Ministry along with formal request letter and details of accounts in the following excel format: -

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

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

- a. Wage Component: The wage component of Mahatma Gandhi NREGA, which is entirely the responsibility of the Central Government, will be operated as a central sector scheme.

Funds under this component will be released, following the Direct Benefit Transfer (DBT) protocol. It will move notionally through the State Employment Guarantee Fund (SEGF) window to the worker accounts, based on FTOs generated by States' implementing agencies in accordance with the procedures to be prescribed by the Ministry.

- b. Material and administrative components: This will continue to be operated as a centrally sponsored scheme, to be released to the State Consolidated Fund.

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

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

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

9.8.2 The compensation is to be paid after due verification. Every Programme Officer shall, within 15 days from the date that the delay compensation becomes due, decide whether the compensation that has been calculated by the NREGASoft is payable or not. The compensation shall be met from the State Employment Guarantee Fund (SEGF) upfront. This can be recovered from the functionaries/ agencies responsible for the delay.

9.8.3 The exceptions when compensation is not payable are:

- a. Compensation is not due.
- b. Natural calamities.

9.8.3 The Programme Officer will ensure that compensation claims are settled during the prescribed time, i.e. within 15 days of compensation being due, and such claims will not be allowed to be accumulated without any decision of acceptance or rejection. In all cases of rejection, the Programme Officer shall give detailed reason(s) for rejection on NREGASoft and maintain record of the same, in her/ his office for future verification. All cases approved for payment of compensation shall be done in the same manner as payment of wages. District Programme Coordinator will monitor this regularly.

9.8.4 Failure to settle claims during the prescribed time shall result in payment of due amount into the account of the worker.

9.8.5 The State Government (District Programme Coordinator and Programme Officer in particular) shall be responsible for operationalising the system for payment of compensation for delayed wage payments. The details are to be uploaded on NREGASoft so that the liability of each functionary/ agency can be determined in case of a delayed payment.

9.8.6 Accounting for Compensation paid: For accounting for the compensation paid, a separate account within SEGF shall be maintained and reflected in the MIS under e-FMS. The District Programme Coordinator and Programme Officer shall follow the extant recovery procedures to recover the compensation amount so paid under the system from the

functionaries/ agencies responsible for such delay in payment of wages. The amount so recovered shall be reimbursed into SEGF.

- 9.8.7 Measures to ensure timely payment of Wages: Timely payment of wages has emerged as one of the main challenges of Mahatma Gandhi NREGA over the last few years. Therefore, systematic solutions are required to ensure that wages are paid on time. Efforts will continuously be made by the Central Government to ensure adequate number of servers for the States. The States will ensure:
- a. Timely submission of Labour Budget, which in turn will affect fund release and flow of funds to the States/ districts
  - b. Universalisation of e-FMS for booking all types of expenditure (viz. wages, material and admin)
  - c. Identification of issues relating to internet connectivity and other infrastructural bottlenecks and accordingly working out a strategy to remove the bottlenecks in a specified timeframe.
  - d. Deployment of adequate technical personnel/ Bare Foot Technicians so that measurements are taken at the worksite by the authorized personnel within three days of closure of the muster roll.

9.9 Violations of any of the above provisions will be considered as an offence under the Mahatma Gandhi NREGA, thereby attracting the provisions of Section 25 of the Act.

## 10. Entitlement IX: Right to time bound redress of grievances, right to conduct concurrent Social Audits and Social Audits of all Mahatma Gandhi NREGA expenditure

Workers are entitled to register a grievance related to the implementation of Mahatma Gandhi NREGA in the Gram Panchayat, Block and the District Level and receive a dated acknowledgement of the same. Workers have a right to get their grievances redressed by the authorities concerned within 15 days of the grievance being registered.

The Mahatma Gandhi NREGA gives citizens the right to Social Audit of all works and expenditures. This includes complete access to all records, an MIS that provides real time information online, proactive disclosure through wall writings and facilitation of the social audit through independent Social Audit Units.

Entitlement to the Worker

*Section 17(1) of the Mahatma Gandhi NREGA, 2005 mandates the monitoring of the works within the Gram Panchayat by the Gram Sabha and the conduct of regular social audits of all the projects under the scheme, taken by the Gram Panchayat. The Act mandates that the Gram Panchayat shall 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 Gram Sabha for the purpose of conducting the social audit.”*

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

### 10.1 Setting up of an Independent Social Audit Unit:

- 10.1.1 State Governments have to identify and/or establish independent Social Audit Units (SAU), to facilitate Gram Sabha/ Ward Sabha in conducting social audits of works taken up under Mahatma Gandhi NREGA within the Gram Panchayat. To this effect, State Governments are mandated to set up independent societies tasked with the exclusive responsibility of conducting social audits under Mahatma Gandhi NREGA.
- 10.1.2 Every Independent Social Audit Unit shall be headed by a Governing Body which will be responsible for overseeing the performance of the Unit on a periodic basis and provide advice and direction to the Unit as and when needed. The following shall be the minimum composition of the Governing Body:
  - a. Principal Accountant General, C&AG
  - b. Principal Secretary, Department of Rural Development/Panchayati Raj
  - c. Director, Social Audit Unit
  - d. 3 representatives from Civil Society Organisations, Academic and Training Institutions, working in the State or outside, having long standing experience in working with issues related to transparency and public accountability.
  - e. Other special invitees from Departments that are undertaking social audits in their programmes. It shall be ensured that the Principal Secretary, Department of Rural Development/Panchayati Raj does not chair the Governing Body to ensure independence of the Social Audit Unit from the implementing agency.
- 10.1.3 **Special Social Audit:** In areas where social audits have not been conducted in the manner prescribed by the Rules due to social audit teams facing violence, non-cooperation, intimidation from officials/non-officials and the same is communicated to the Ministry in

writing, the Ministry would conduct a Special Social Audit of the Gram Panchayat concerned within a stipulated time period in partnership with a reputed organization.

10.1.4 **Financial independence:** The state allocation of 0.5% (i.e 1/12 parts of admin charge) to the Social Audit Unit will be released directly from the Ministry to the the respective Social Audit Unit of the state.

10.1.5 **The suggestive norms for the costs of recruiting minimum core staff** are as under:

Social Audit Unit- State Level

Major Heads	Remuneration/Cost per month
Director	Rs.60000
Social Development Specialist	Rs.40000
Social Audit Experts	Rs.20000
Travel Allowance	10% of remuneration
Office Expenses	Rs.10000
Training/Orientation	Rs.1000 per month (12 days a year)

Social Audit Unit- District Level

Major Heads	Remuneration/Cost per month
Travel Allowance	Rs.5000 per month
Training/Orientation	Rs.500 per month (12 days a year)

Suggested core staff strength for SAU is as under:

<b>Suggestive Structure for State Social Audit Units</b>					
S.no	Name of the State	Director	Social Development Specialist	Social Audit Expert/SRP	District Resource Persons
1	Andhra Pradesh	1	1	2	119
2	Arunachal Pradesh	1	NA	3	NA
3	Assam	1	1	5	13
4	Bihar	1	1	7	61
5	Chhattisgarh	1	1	5	69
6	Gujarat	1	NA	5	7
7	Haryana	1	NA	4	4
8	Himachal Pradesh	1	NA	2	15
9	Jammu And Kashmir	1	NA	4	14
10	Jharkhand	1	1	5	23
11	Karnataka	1	1	6	70
12	Kerala	1	1	3	48
13	Madhya Pradesh	1	NA	10	82
14	Maharashtra	1	NA	6	38
15	Manipur	1	NA	2	4
16	Meghalaya	1	NA	1	8
17	Mizoram	1	NA	1	5
18	Nagaland	1	NA	2	24

19	Odisha	1	NA	6	32
20	Punjab	1	NA	4	3
21	Rajasthan	1	1	6	79
22	Sikkim	1	NA	1	1
23	Tamil Nadu	1	1	6	134
24	Telangana	1	1	6	65
25	Tripura	1	NA	1	37
26	Uttar Pradesh	1	1	15	103
27	Uttarakhand	1	NA	2	7
28	West Bengal	1	1	4	128
	<b>Total</b>	<b>28</b>	<b>12</b>	<b>124</b>	<b>1193</b>

State Governments are free to hire additional resource persons and pay higher salaries from its own administrative funds.

10.1.6 **Selection:** The Social Audit Resource Persons at the State and District Level shall be drawn from people with experience in the conduct of social audits and have been working in the social sector. The following committee will be notified for selecting the final candidates from a shortlist of potential candidates prepared by the Social Audit Unit:

- a. Chief Secretary or her/his nominee.
- b. Principal Secretary of the Department implementing Mahatma Gandhi NREGA.
- c. Director, Social Audit Unit (Member-Convenor)
- d. Representative of the Ministry not below the rank of Director/Deputy Secretary.
- e. Representative of a Civil Society Organization having experience of working for the rights and entitlements of rural people. States may consider nominating the Civil Society Organisation representative in their Ombudsman Selection Committee to participate in the same.
- f. BRP: The state Social Audit Unit, if required, may engage Block Resources Persons by framing guidelines for the same. The guidelines may be uploaded in the public domain by the SAU.
- g.

10.1.7 **Trainings** – The 30-day Certificate Course on Social Accountability and Social Audits is a mandatory requisite for all State and District level resource persons. Lead Course Coordinators certified by TISS shall conduct the trainings in SIRDs. All states must communicate to the Ministry about the completion of their training batches with details of resource persons trained in the capacity building initiative.

10.1.8 **Payments to Social Audit Unit Resource Persons:** State Social Audit Units will be authorized to make payments directly into the back accounts of its Resource Persons at the State, District, Block and Village Level. Payments to Social Audit Unit Resource Persons, at any level, shall not be dependent on gaining approvals from representatives of the implementing agencies.

10.1.9 **Calendar:** The Social Audit Unit is required to frame an annual calendar at the beginning of the year to indicate the roll out of social audits in at least 50% of the Gram Panchayats in consonance with the rules in a year. The Social Audit Calendar once formed is to be complied with strictly, and communicated to all District Programme Coordinators in advance. The Calendar should be pro-actively disclosed in the public domain.

- 10.1.10 **Auditing Standards** - The Ministry has introduced Auditing Standards, based on recommendations of the C&AG and Joint Task Force for Social Audits, in order to strengthen the process of social audits and ensure the compliance of Audit of Scheme Rules, 2011. The Ministry has advised all states / UTs to adopt the Auditing Standards for the functioning of social audit units and conducting Social Audits.
- 10.1.11 **Deployment of Village Social Audit Resource Persons:** Village Social Audit Resource Persons deployed for facilitating social audit in a Panchayat shall not be residents of the same Panchayat. It is mandatory for the state/ UTs to engage community cadre of village social auditors drawn from women members of SHG for an effective community accountability framework. These village social auditors will be imparted training for 4 days on basis of specific manual developed by MoRD with assistance from TISS.
- 10.1.12 **Provision of Records:** The Programme Officer shall ensure that all the required information and records of implementing agencies as detailed below 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 Gram Sabha/Ward Sabha conducting the Social Audit. The following records are mandatorily to be Shared: the 7 Registers; Voucher Folder; Cash Book and Ledger; Stock register; Bank Reconciliation Statement Folder; Administrative sanction; Work Estimate, Technical sanction; Work commencement order; Measurement Book; Wage List; Work Completion Certificate; Audit Report; Labour Budget.(Refer: Annexure 2 regarding Access and Availability of Records in Auditing Standards for Social Audits)
- 10.1.13 Any request for copies of Mahatma Gandhi NREGA related documents has to be provided within 3 days and no information shall be withheld.
- 10.1.14 **Verification:** The resource persons deployed by the Social Audit Unit to facilitate the Gram Sabha/ Ward Sabha in conducting social audits are required to conduct a 100% verification of entries made against all job card holders of the Gram Panchayat and Mahatma Gandhi NREGA worksites.
- 10.1.15 **Gram Sabha/Ward Sabha:** A Gram Sabha/Ward Sabha must be convened to discuss the findings of the social audit verification exercise and also to review the compliance on transparency and accountability, fulfilment of the rights and entitlements of labourers and proper utilization of funds.
- 10.1.16 **Social Audit Reports:** Social Audit Reports must be prepared in the local language and displayed on the notice board of the Gram Panchayat. Social Audit Reports must be hosted in the public domain by the Social Audit Unit within 48 hours of the Social Audit being completed. State Social Audit Units are instructed to use the National MIS on Social Audit developed by National Informatics Centre to download reports required for verification during social audits and enter findings of the same. The Social Audit Unit shall ensure that Social Audit Gram Sabha reports are uploaded on the MIS within 2 days of the Gram Sabha.
- 10.1.17 **Registration of grievances arising out of social audits:** For every violation of the right of an Mahatma Gandhi NREGA worker identified in the social audit process, the Social Audit Unit should file a written grievance to be submitted to the Programme Officer and the Ombudsman during the Gram Sabha/Ward Sabha, while ensuring that the complainant is give a dated receipt. For every instance of financial irregularity found during a social audit, the Social Audit Unit must file a written complaint to the District Programme Coordinator for registration of a FIR. For every instance of a violation of record maintenance protocol and transparency norms identified the Social Audit Unit should file a written complaint with the Programme Officer/District Programme Coordinator and get a dated receipt for the same.

- 10.1.18 **Follow up:** The Implementing Agency is responsible for taking follow up action on the findings of the social audits in a time bound manner.
- 10.1.19 Social Audit Reports once approved by the Gram Sabha/Ward Sabha are required to be submitted to the District Programme Coordinator and the Social Audit Unit of the State within 24 hours of the completion of the Social Audit Gram Sabha/Ward Sabha.
- 10.1.20 Within a month of the Gram Sabha/Ward Sabha, the Programme Officer should submit the Action Taken Report (ATR) to the Social Audit Unit. 15 days before the subsequent social audit, the resource person facilitating the social audit should get a copy of the ATR from the implementing agency as well as report from the resource person who conducted the audit the previous time. During field visits, the Social Audit Unit should verify whether action as specified in the ATR has indeed been taken. At the start of the Social Audit Gram Sabha/Ward Sabha, the ATR of the previous report and findings from field verification should first be presented before the social audit report of the current social audit.
- 10.1.21 The Additional Chief Secretary/ Principal Secretary/ Secretary, Department of Rural Development/ Panchayati Raj shall conduct a monthly review of Social Audit wherein irregularities identified in the social audit reports and status of progress on action taken by the implementing agencies on redressing the same shall be reviewed.
- 10.1.22 **Reporting:** State Social Audits Units are required to submit Quarterly Reports to the Principal Accountant Generals of the States in a prescribed format that has to be adhered strictly. The format includes information on the Status of Social Audit Unit and its functionaries, the Expenditure incurred by the Social Audit Unit in the reporting quarter and the status of the schedule and conduct of the social audits as per Calendar in the reporting quarter.

## 10.2 Concurrent Social Audits

Concurrent social audit shall be done for all works every month. For this purpose, self-help groups, village social auditors, Village Monitoring Committees (VMC) and other village level organisations (VO) will have the right to inspect all records of works done and expenditure made in the Gram Panchayat on a fixed day of the week. Copies of records, where needed, will be provided by the Programme Officer at a nominal cost. Every Gram Sabha will select a Village Monitoring Committee (VMC) consisting of 5 Mahatma Gandhi NREGA workers. The VMC shall consist of women workers under Mahatma Gandhi NREGA, workers from SC/ST households, and those households who are automatically included/report a deprivation as per the Socio Economic Caste Census. Where Self-Help group women meet the criteria of eligibility of VMCs, as detailed above, they may be deemed VMCs for the Gram Panchayat after being duly approved by the Gram Sabha. VMC may visit each active worksite once a month. Members of the VMC will be paid a day's wage, upto one day's wage for every week, to carry out the task of inspection. The VMC shall conduct a concurrent social audit of all active works of the Gram Panchayat and will monitor whether due norms are being complied with at the worksite in terms of processes, and records to be maintained. They will also monitor whether worker entitlements are being provided as per the Act. The VMC shall sign its report and submit the same to the Programme Officer.

## 10.3 Ombudsperson

Section 30 of Schedule I of the Mahatma Gandhi NREGA mandates that there shall be an Ombudsperson for each District for receiving grievances, enquiring into and passing awards as per Guidelines. Central Government norms for process of appointment; application, tenure and termination; autonomy; remuneration; powers and responsibilities; procedure for redress of



grievances and action to be taken on the Report of the Ombudsman have been detailed in Ministry's Guidelines on Ombudsman dated 28<sup>th</sup> August 2017, which stands as is.

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

#### 10.4 Grievance Redressal

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

#### 10.5 Vigilance

All States are mandated to 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.

- 10.5.1 The State Government must set up a State Vigilance Cell consisting of a Chief Vigilance Officer who shall be entrusted with the responsibility of receiving complaints, verifying complaints and conducting regular field visits. The State Vigilance Cell will be authorized to initiate recoveries of amounts through the Public Accountants Act in the case of officials and Revenue Recovery Act in the case of others; recommend initiation of disciplinary action against the officials found guilty and recommend to the District Vigilance Cell to file a FIR before the police in cases where criminal action needs to be initiated. The Chief Vigilance Officer shall be responsible for sending an annual report to State Employment Guarantee Council with suggestions on controlling irregularities and malfeasance.
- 10.5.2 A District Vigilance Cell must be set up and should be headed by district level officer and supported by an Engineer and an Auditor to carry out functions as per directions of the State Vigilance Cell. The District Vigilance Cell shall perform inspections on its own and take follow up actions for recovery, disciplinary action and filing of criminal cases in respect of non-officials and officials whose disciplinary authority is at the district level.
- 10.5.3 **Vigilance and Monitoring Committees (VMC)** must be set up in each Gram Panchayat consisting of 5 persons, with adequate representation from Scheduled Castes and Scheduled Tribe households, half of whom shall be women. The members of the VMC may be identified from teachers, AW workers, SHG members, SA Resource Persons, user groups, youth clubs, Civil Society Organisations etc. The VMC shall necessarily be appointed/nominated/elected by the Gram Sabha for a period of at least 6 months. The functions of the VMC shall include visiting work sites; interacting with workers; verifying records; verifying onsite facilities; assessing quality of works; assessing cost; end to end reporting on work; qualitative assessment of nature of work. The VMC may check all works

and its evaluation report will be recorded in the Works Register and submitted to Gram Sabha during the Social Audit. Reports of the VMC must be treated as public documents and shall be made available at the Gram Panchayat on demand.

#### 10.6 Mandatory Pro-Active Disclosure

State Governments are requested to ensure proactive disclosure of information and records to all common people and stakeholders using a 'Janata Information System' consisting of disclosures at the worksites, through CIB, Gram Panchayat Notice Boards and the Mahatma Gandhi NREGA website. The Ministry has issued suggestive framework for Citizen Information Board which the states are required to adhere too for each work.

#### 10.7 Minimum Principles of Transparency and Accountability

The Ministry has notified the minimum principles of transparency and accountability to be adhered to in all stages of implementation of the Act.

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

10.7.11 Whereas focus must be on using as far as possible culturally appropriate modes of communication, especially traditional modes with which the local people are familiar, the advantages promised by new and emerging technologies must also not be ignored. Of special relevance are mobile phones and social media which have effectively permeated rural households and promise an innovative, reliable and quick method of simultaneously communicating with a large number of people.

#### 10.8 Record Keeping:

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

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

The 7 Registers are:-

1. REGISTER – I REGISTER FOR JOB CARD (APPLICATION, REGISTRATION, JOB CARD ISSUE) AND HOUSEHOLD EMPLOYMENT REPORTS
2. REGISTER – II GRAM SABHA REGISTER
3. REGISTER – III DEMAND FOR WORK, ALLOCATION OF WORK AND PAYMENT OF WAGES REGISTER
4. REGISTER – IV WORK REGISTER
5. REGISTER – V FIXED ASSET REGISTER
6. REGISTER – VI COMPLAINT REGISTER
7. REGISTER – VII MATERIAL REGISTER

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

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

10.9 Violations of any of the above provisions will be considered as an offence under the Mahatma Gandhi NREGA, thereby attracting the provisions of Section 25 of the Act.

## 11. Information Education Communication (IEC) Activities

- 11.1 IEC is critical for enabling all the 10 entitlements under Mahatma Gandhi NREGA. The administration and the implementing agency must enable mechanisms to create awareness about the entitlements of the workers and the access to the entitlements.
- 11.2 Expenditure for IEC activities taken up by the States/Districts can be met from the funds earmarked for administrative expenses (6% of the state funds).
- 11.3 As per the National IEC Strategy for Mahatma Gandhi NREGA, the suggested key messages of Mahatma Gandhi NREGA, which need to be disseminated to various target groups are:
- i. Mahatma Gandhi NREGA guarantees hundred days of wage employment in a financial year, to a rural household whose adult members volunteer to do unskilled manual work.
  - ii. Individual beneficiary oriented works can be taken up on the lands of Scheduled Castes and Scheduled Tribes, small or marginal farmers or beneficiaries of land reforms or beneficiaries under the Indira Awaas Yojana of the Government of India.
  - iii. Within 15 days of submitting the application or from the day work is demanded, wage employment must be provided to the applicant.
  - iv. Workers have the right to get unemployment allowance in case employment is not provided within fifteen days of submitting the application or from the date when work is sought.
  - v. Wages must be paid within fifteen days of work done.
  - vi. Permissible works which can be taken up by the Gram Panchayats.
  - vii. Mahatma Gandhi NREGA focuses on the economic and social empowerment of women.
  - viii. Mahatma Gandhi NREGA provides “Green” and “Decent” work.
  - ix. Social Audit of Mahatma Gandhi NREGA works is mandatory, which ensures accountability and transparency.
  - x. Mahatma Gandhi NREGA works address the climate change vulnerability and protect the farmers from such risks and conserve natural resources.
  - xi. The Gram Sabha/Ward Sabha is the principal forum for wage seekers to raise their voices and make demands. It is the Gram Sabha/Ward Sabha and the Gram Panchayat which approves the shelf of works for the Gram Panchayat under Mahatma Gandhi NREGA and affixes their priority.
- 11.4 The States are required to prepare their State IEC plans every year, and send reports at regular intervals to the Ministry.
- 11.5 Uniformity in messaging needs to be ensured for better results. At the National, State, or Village level, a standardised message should be disseminated, based on the core of the programme.
- 11.6 State IEC Nodal officers are to be nominated by the States to look after IEC activities of Mahatma Gandhi NREGA in the State. The name and details of State IEC Nodal officers need to be conveyed to the Ministry. For professional implementation of IEC activities, States are free to appoint Communication Officers with experience in development communication.
- 11.7 For effective IEC strategy the states need to integrate various non-negotiables like Social Audit, Rozgar Diwas, Citizen Information Boards, wall writing and Job Cards as IEC tools through which rural community can be made better aware of their rights and entitlements, and can be a part of monitoring as well as grievance redressal. Key messages on the Scheme may be disseminated through these platforms. Citizen Information Boards, Wall Writings and Job cards should become the prime medium for information dissemination. Job card apart from recording of entitlements, may be an important IEC tool to create awareness by incorporating relevant information package like salient features of the scheme, rights and entitlements of the enrolled worker, etc.

11.8 Using news media for disseminating good practices and information about the Scheme has been a focus of the Ministry. In the National IEC Strategy for Mahatma Gandhi NREGA, a media advocacy strategy has been incorporated. States are to conduct State level and District level orientation of journalists.

11.9 The Ministry has come up with two volumes of SANKALAN which is a compilation of Innovations, Successes and Learnings along the Way', a compilation of 101 such stories from across the country achieved through the MGNREGA programme. The intention is to document and disseminate these learnings from the ground. This will be a regular feature with districts who are expected to submit at least 5 success stories/ innovations/ learning with proper documentation.

**11.10 Library in MIS:** A library has been provided for in the Management Information System of the MGNREGA. It will have 3 Sections viz.

**Section-I**

- **Important Documents/ Publications**
  - Acts
  - Guidelines/ Circulars
  - Rules/ Frameworks
- **Training related documents:**
  - Works related
  - MGNREGA Soft SOPs/ User Manuals
  - BFT Training Modules
  - Social Audit VRP module
  - Social Audit 30 days training module
  - GeoMGNREGA
- **Best Practices**
  - Pdf version
  - Convergence
  - Thematic pages
- **Research Studies**

**Section-II:**

Video Documentaries

Videos by States

**Section-III:**

Important Presentations

The States may also upload in relevant section after approval by the Ministry.

## 12. MIS (NREGASoft)

### 12.1 NREGASoft

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

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

#### **a) Barefoot Technicians Module:**

Guidelines for identification, training, deployment and payment of Barefoot Technicians are detailed in Section 16.1. NREGASoft provisions have been enabled to capture following details related to barefoot and paying remuneration to BFT into their account directly:

- i. The BFT module manages identification of the MGNREGA worker as BFT for training by State DBA.
- ii. Creation of batches for BFT trainings and allocation of BFT in batches by State DBA.
- iii. Results of BFT certification assessment by State DBA.
- iv. Mapping of BFT with Gram Panchayat and Technical Assistants by Program Officer (PO).
- v. Registration of BFT under the staff module by Program Officer (PO).
- vi. Processing of BFT payments through State DBA and PO logins.
- vii. BFT contract extension provision has also been enabled at State DBA.
- viii. BFT related reports are also made available in the public domain (<http://nrega.nic.in>).

#### **b) Saksham (District Technical Resource Team (DTRT) and Block Technical Resource Team (BTRT)) Module:**

Technical Resource Team at District and Block are to be trained under SAKSHAM to improve quality and effectiveness of NRM Works. The “Saksham Module” has been deployed and enabled in NREGASoft to capture Status of District Technical Resource Team (DTRT) and Block Technical Resource Team (BTRT) training programme along with the details of the participants in real time. The “Saksham” Module is available at State DBA and DPC login. The module facilitates updating the information regarding batches, participants and mapping of participants with batches. Report is also available to monitor data entry of DTRT/BTRT.

The MIS user manual for the Saksham trainings has also been shared by the Ministry with all States/ UTs.

#### **c) Staff Registration Module:**

In the MIS (NREGASoft) staff registration module has been enabled to capture the details of the staff working under MGNREGA. It has provision for registration/ verification and updation of staff details.

All states / UTs are advised to regularly register /update and verify the staff details using the State DBA/ DPC login. The MIS user manual for the staff registration has also been shared by the Ministry with all States/ UTs.

Staff report has been made available inside every login i.e. State DBA, District, Block and Panchayat which display details of staff registered along with the status of staff verification.

**d) Role Based User Access to NREGASoft:**

To further strengthen and bring in accountability in the data entry process under NREGASoft, functionality of user based logins has been developed and deployed. After the staff has been registered and verified, staff needs to be mapped with the respective roles to enable them to make entries in to the NREGASoft using their login credentials.

In NREGASoft, it is mandatory to register login users of Gram Panchayats, Program Officers, Blocks, Zilla Panchayats, Implementing Agencies, District Program Coordinator (DPC) and State DBA, using 'Staff Registration' module.

To make a smooth transit to user based logins, States / UTs are advised to register /update, verify the staff details and map the roles (If required from State DBA/ DPC login).

**e) Social Audit including SHG-VRPs:**

The Mahatma Gandhi NREGA gives citizens the right to Social Audit of all works and expenditures. This includes complete access to all records. MIS (NREGASoft) enables access to real time information through online portal <http://nrega.nic.in>.

The Ministry after consultation with the states have streamlined the social audit module to create a simpler, efficient and inclusive way of uploading information and tracking the progress of action taken on issues raised during social audits.

Dedicated login has been enabled in the NREGASoft for registered SAU Member. The new process of uploading information from a social audit module enable for following:

- Upload Social Audit Calendar.
- Download Social Audit Reports for SA calendar period.
- Register Social Audit Unit Members (Director, SRP, DRP, BRP)
- Login by registered SAU Member
- Uploading of Information as per the formats
  - o Social Audit Basic Information
  - o GP Checklist
- Data entry of all issues and forward issues for corrective action
- View, response and close the issues.

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

Earlier, the reports and the issues emanating from the social audits were submitted to the implementing agency for further necessary action. There was an evident gap in the information link between the Social Audit Unit and the implementing agency as there were no standardized formats. This endeavour of the Ministry resolves the issue of providing information in varied formats; the new formats will enable the SAUs to provide information in standardized formats to the implementing agency.



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

The Status tracking reports will be enabled the implementing agency and the SAU to monitor the progress on issues raised in social audits. There are new elements such as picture of a Gram Sabha to be uploaded and a simple interface to fill in details of the social audits conducted. The Social Audit module will further assist the SAUs and the implementing agency to conduct social audits effectively and provide information that would help in closing gaps to ensure compliance of Audit of Scheme Rules 2011 and the Auditing Standards.

#### SHG-Village Resource Persons (SHG-VRPs)

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

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

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

#### **f) NREGASoft Change Management System:**

There are regular communications from the States/ UTs on issues being faced in the NREGASoft, request for new modules or reports or modifications in the existing reports/ modules.

The NREGASoft change management system has been further streamlined. After the receipt of the change request, it is recorded in the Change Request Form (CRF) for necessary approvals in the Ministry. Only after the approvals, the request of the states/ UTs is implemented in the NREGASoft.

This helps in tracking and monitoring the change requests done in the NREGASoft.

### 12.3 e-Muster Roll

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

- a. e-Muster rolls are muster rolls that can be generated using the NREGASoft with pre-printed name of the workers allocated to a worksite. They have a unique MIS generated muster roll number.
- b. Before starting a work, the Gram Panchayat shall inform the Programme Officer, so that the Programme Officer can issue the required e-muster rolls.
- c. If the Programme Implementing Authority is other than Gram Panchayat, then the concerned Gram Panchayat will inform the same to the Programme Officer, who will issue work order to the concerned Project Implementing Agency along with the required muster rolls.
- d. In case the Line Department has notified a Programme Officer i.e. Programme Officer (LD) for the department, same function shall be performed by the concerned Officer.
- e. The State Government may by order direct that all or any of the functions of a Programme Officer shall be discharged by the Gram Panchayat or any other local authority.
- f. The e-muster rolls should be authorized by the Programme Officer/ Programme Officer (LD) and issued to Gram Panchayats/ other implementing agencies, within three days from the date



when the PIAs declare their intent to start the works. Only those musters that are signed/ certified by the competent authority are considered authentic for generation of pay orders (FTO). Necessary steps should be taken to avoid fake musters. A record of muster rolls issued shall necessarily be maintained and strictly monitored. In the case of e-muster, Muster roll numbers are generated by the software and therefore, are not required to be entered in the system.

- g. For generating e-muster, following details are required to be filled:
  - i. Panchayat Name
  - ii. Work Code
  - iii. Date from and to
  - iv. Worker Category (unskilled or skilled/semi-skilled)
  - v. Number of workers in one muster roll
- h. As per the current provision in the MIS, Gram Panchayat may print the certified/ issued e-MR by the Programme Officer using the respective log-in passwords in the NREGASoft.
- i. Consistent with the instructions issued in 2.2.6, paper musters can be issued with prior approval of the competent authority.

#### 12.4 MIS Measurement Book

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

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

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

The total cost will be calculated by the system.
- B. Labour Component
- C. Material Component
  - i. Material name
  - ii. Quantity
  - iii. Unit price
  - iv. Total (calculated automatically)
  - v. The Mate name, Engineer Name and Engineer Designation

Thereafter the quantity will be calculated by the system.

12.4.2. States are advised to make the MB entry in MIS mandatory.

### 13. GeoMGNREGA – GIS implementation under Mahatma Gandhi NREGA

Creation of durable assets and strengthening of rural livelihood base is an important objective under the Mahatma Gandhi NREGA. On an average, 30 Lakh works/ assets are completed annually, across the country. So, far more than 2.9 Cr. Asset IDs have been generated, of which more than 2.30 crore have been geotagged.

With an objective to improving the transparency and to enhance the visibility of the programme, the Ministry has started implementation of Geographic Information System (GIS) for implementation of Mahatma Gandhi NREGA in partnership with National Remote Sensing Centre (NRSC) of Indian Space Research Organisation (ISRO) through systematic creation of database on assets using technological interventions like mobile based geo-tagging and a GIS based information system for online recording and monitoring. The GIS data and maps will also be used for analysis and planning for works under MGNREGA. The National level geospatial framework is being implemented with geospatial information compatible to industry. The BHUVAN geoportal of NRSC has been customized for this purpose. The database is accessible to the Ministry and States for monitoring and database creation, respectively.

The location of each asset is to be geotagged along with two photographs. Standard web based mechanism has been put in place to consume assets data pulled from the NREGASoft. Operating procedure has been established to enable a smooth exchange of data as services between NREGASoft and Bhuvan geoportal, while ensuring data integrity and security.

The process flow for geotagging of asset, uploading of two photographs of each asset, and display of relevant data on Bhuvan Web- GIS along with assigned responsibilities is as follows: -

- Automatic generation/ assigning of Asset ID on NREGASoft by completing work and marking it as Primary asset by Programme Officer/ Gram Panchayat/ PIA. In case of works completed earlier there is a separate module to mark it as asset and generate the Asset ID. An asset may have one or multiple (secondary) completed works associated with it. The Asset ID of primary asset will be used for referring to these associated works. It is imperative to understand the differentiation between asset and works.
- Information on Asset ID residing on NREGASoft, along with work details is pulled by Bhuvan Platform on regular interval on daily basis.
- Geotagging of completed assets through Bhuvan Mobile Platform using Android-based mobile app developed exclusively for Mahatma Gandhi NREGA for field-level data capturing, as well as asset visualization capabilities & report generation tools. This includes capturing of GPS location of the asset, along with photographs by MGNREGA Spatial Enumerators (MSEs). The Gram Rozgar Sahayaks (GRSs), Technical Assistants (TAs) or any other functionary at Gram Panchayat (GP) level are to be designated as MSE to carry out the above-mentioned responsibilities. There can be one MSE for one GP, multiple MSEs for one GP and one MSE for multiple GPs. The MSEs are to be registered on the mobile application and authorized by GAS, accordingly.
- Moderation/ validation by GIS Asset Supervisor (GAS). GIS Asset Supervisors (GASs) are Programme Officers or other officials at the block-level, who are to be designated as GAS. They are responsible for validation of data or information captured by the MSEs. The GAS is to be registered on Bhuvan portal and authorized by SGNO. They must ensure that all the geotags uploaded by MSEs of GPs of the block is moderated within 48 hours of the upload.
- Moderated and approved data is pushed to Bhuvan Web GIS where it is displayed on Bhuvan Web Platform in public domain.

- An official at district level is to be designated as District GIS Nodal Officers (DGNOs) with the responsibility to monitor the implementation of GeoMGNREGA and to ensure the quality of geotagging in their respective districts. The DGNOs have to be registered on Bhuvan portal.
- An official at state level is to be designated as State GIS Nodal Officers (SGNOs) with the responsibility to coordinate the implementation of GeoMGNREGA in the states. The name and details of SGNO need to be conveyed to the Ministry. The SGNOs have to be registered on Bhuvan portal.
- Centre for Geoinformatics Application in Rural Development (CGARD) of National Institute of Rural Development & Panchayati Raj (NIRD&PR) is responsible for training & capacity building of programme officials & field functionaries through the State Institutes of Rural Development (SIRDs) so that functionaries are able to carry out their duties, effectively.

### **The way forward**

1. Ensuring geotagging of all new and old assets created since inception. This may be done in phases.
  - a. States/UTs should ensure that whatever work is completed with effect from 01/04/2017 must be geotagged within 30 days of completion of work.
  - b. Works already completed under MGNREGA should be geotagged in a sequential manner enabling financial year wise priority from 2016-2017, 2015-2016, 2014-2015 and backwards till FY 2006-2007.
2. Ensuring the quality of geotags is as important as the task, itself. This may be ensured in two ways. First is to ensure quality of Photographs of all assets and the second is to ensure proper 'description' of the asset.
  - a. Quality of Photograph:
    - Quality of photograph affects the possibility and perspective of assessment of the asset. It should be ensured that the photographs must have certain level of quality, which will help in further assessment of the assets. Following points should be followed while taking photographs of assets created under MGNREGA: -
    - Direction and Angle: The direction and angle of photograph should be such that entire asset or maximum portion of the asset is visible in the photograph.
    - Orientation of photograph: Similar orientation for similar assets. For example: Photographs should be taken, along the length in case of linear structures, like roads, water channel etc.
    - Photographs should not be taken against the sun. Position of the sun should always be on the back of the person taking photograph of the asset.
    - Clear/Haze free photographs: All MSEs (MGNREGA Spatial Enumerators) should avoid taking photographs in fog and rains to ensure high quality images.
    - Linking citizen information display boards with the Photograph: At least one picture of the asset should have picture of the citizen information display board along with the asset.
  - b. Asset Name and Description:
 

The asset detail should be maintained at GP level in Fixed Asset Register (FAR). Description of the asset is essential as it solely describes the asset type, quality and descriptive location of the asset. It also helps the MSE to identify the asset to be geotagged. There should be no mismatch in description of photograph and the asset created.
  - c. Accuracy of geotags: Accuracy of the geotag must be less than or equal to 10 metres.
  - d. Roles and responsibilities:

- District GIS Nodal Officer (DGNO) and State GIS Nodal Officer (SGNO) should monitor quality of geotags under Mahatma Gandhi NREGA for their respective districts and states.
- Ministry of Rural Development will do random check regularly to monitor the quality of geotags.

### 3. GeoMGNREGA Phase-II:

GeoMGNREGA Phase – II has been rolled out in 31 States/UTs w.e.f. 1st November 2017, where in geotagging is carried out at three stages viz.:

- Before initiation of work;
- during the work and
- after completion of work

for all those works commencing in FY 2017-18 onwards.

Following are the processes to be adopted in NREGASoft for smooth implementation of GeoMGNREGA Phase-II: -

- Stage 1 geotagging (before the Start of Work): It has to be carried out on works with technical and administrative sanctions that have the Detailed Project Report (DPR) frozen in NREGASoft.
- Stage 2 geotagging (during the Work): Once 30% of the estimated cost of the work is booked as expenditure, then the said work will be available for Stage 2 geotagging on GeoMGNREGA Bhuvan Mobile Application. However, if 60% of the estimated cost is booked as expenditure in NREGASoft and Stage-2 geotag has not been carried out, then no further expenditure on the work can be booked, till 2<sup>nd</sup> stage is not geotagged.
- Stage 3 geotagging (After completion of work): Once the work is completed and closed at NREGASoft, it is available for Stage 3 geotagging.

### Exemptions under GeoMGNREGA Phase-II

- Works with sanction amount less than or equal to INR 50,000: Certain works taken up under MGNREGS are completed within 1 muster roll cycle i.e. between 7-15 days, wherein complete expenditure is booked at one go. In such cases implementing Stage-2 (During the work) geotagging, with a check on NREGASoft delayed the progress of works. Also, it results in similar pictures captured in stage2 and stage 3 and this may wrong depiction of information in the public domain.

The Stage-2 (During the Work) check on NREGASoft is removed for works having sanction amount less than or equal to INR 50,000. However, Stage-2 geotag must be captured by the MGNREGA Spatial Enumerator (MSE) during the work. The work will be available in the Bhuvan GeoMGNREGA mobile app for Stage-2 geotagging, once Stage 1 Geotag is received at NREGASoft.

### 3. Geotagging of PMAY(G) works

When MGNREGA Spatial Enumerator (MSE) goes to capture the Stage 1 geotag (Before the start of Work), along the pictures in the field, he/she finds that a sizable portion of the house is already constructed in most of the cases. This may result in wrong depiction of information in the public domain. Further, under PMAY (G) geotagging is also taking place.

Therefore, to avoid duplication of efforts, PMAY(G) are exempt from geotagging under GeoMGNREGA Phase-II in all the three stages.

#### **4. Janmanrega – the Citizen Centric Mobile Application**

Citizen awareness is the key to efficient, effective and transparent execution of any scheme. The Ministry launched ‘Janmanrega’ - a Citizen-Centric Mobile Application (CCMA) on 19th of June 2017. The application has been developed in collaboration with National Informatics Centre (NIC) and National Remote Sensing Centre (NRSC, Hyderabad).

The Android App is available for download from [nrega.nic.in/netnrega/Janmanrega.htm](http://nrega.nic.in/netnrega/Janmanrega.htm)

It may also be downloaded as from (More+ Tab: <http://rural.nic.in>) or from Google Play at <https://play.google.com/store/apps/details?id=nic.hp.ccmgnrega> The application is available in English, Hindi, Bengali, Gujarati, Kannada, Malayalam, Marathi, Odia, Punjabi, Tamil, Telugu and Urdu.

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

Pre-User Registration:

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

Post User Registration:

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

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

A video on the app is made available at: <https://www.youtube.com/watch?v=s9IWUDif-kA&feature=youtu.be>. The States and Union Territories (UTs) are required to popularize the app through its mention in Job Cards (JCs), Citizen Information Boards (CIBs), Wall Writings and Websites. MGNREGS Functionaries, such as Gram Rozgar Sahayaks (GRSs) and MGNREGA Spatial Enumerators (MSEs) should be well versed in its use and should be involved to carry out mass campaigns and demonstration sessions of the app in Gram Sabhas and other village congregations.

5. GeoMGNREGA platform should be used by States/UTs for the purpose of planning of works on a particular site to avoid duplication of works while preparing labour budget. DGNO/DPC (District Programme Coordinator) will ensure 100% adherence to the guidelines issued under GeoMGNREGA.

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

- 14.1 Under Mahatma Gandhi NREGA Direct Benefit Transfer, all payments to the workers are to be credited into the accounts of the workers in the Bank/ Post Offices, unless exempted by the Ministry in special circumstances. The credit may either happen using the banks/ Post office account details or using the Aadhaar number of the beneficiary with which the account may be linked.
- 14.2 The account details of the workers are being updated regularly in the MIS by the States, but in order to make Aadhaar Based Payments (ABP), there is a need for Aadhaar seeding and its mapping at National Payments Corporation of India (NPCI) mapper by the banks. The use of Aadhaar will be strictly in accordance with the order given by the Honourable Supreme Court.
- 14.3 In pursuance of the provisions of Section 7 of the Aadhaar (Targeted Delivery of Financial and other Subsidies, Benefits and Services Act, 2016 (18 of 2016), the Central Government in the Ministry of Rural Development has notified on 3rd January, 2017 that any individual registered under the Mahatma Gandhi NREGA who is not yet enrolled for Aadhaar shall have to apply for Aadhaar enrolment by the date notified by the Ministry, and, in case, she or he is entitled to obtain Aadhaar as per the provisions of section 3 of the said Act, such individuals may visit any Aadhaar enrolment centre to get enrolled for Aadhaar. Till the time Aadhaar is assigned to the individual, she or he shall be allowed to work under the Mahatma Gandhi NREG Act, 2005 subject to the production of the following documents, namely: -
- a. Job Card issued under Mahatma Gandhi NREGA;
  - b. (i) if he has enrolled, his Aadhaar Enrolment ID slip; or  
(ii) a copy of his request made for Aadhaar enrolment.
  - c. (i) the voter identity card issued by the Election Commission of India; or  
(ii) ration card; or  
(iii) the driving licence issued by the Licencing Authority under the Motor Vehicles Act, 1988; or  
(iv) the certificate of identity having photo of such member issued by a Gazetted Officer or a Tehsildar on an official letter head; or  
(v) the Kisan passbook with photo; or  
(vi) any other document specified by the State Government. Provided further that the aforesaid documents shall be checked by an officer specifically designated by the State Government.
- 14.4 In order to provide convenient and hassle-free entitlements to the registered workers under the provisions of the said Act, the Department of Rural Development or Panchayati Raj (In-charge Mahatma Gandhi NREGA) shall make all the required arrangements including the following, namely: —
- a. Wide publicity through media and individual notices shall be given to applicants or beneficiaries to make them aware of requirement of Aadhaar to work under Mahatma Gandhi NREGA. They may be advised to get themselves enrolled at the nearest enrolment centres available in their areas. The list of locally available enrolment centres shall be made available to them.
  - b. In case, the beneficiaries are not able to enrol due to non-availability of enrolment centres in the vicinity, the Department of Rural Development or Panchayati Raj (In-charge MGNREGA) of States Government or Union Territory Administrations is required to

create enrolment facilities at the convenient locations and the applicants or beneficiaries may be requested to register their request for enrolment by giving their names with other details, such as, Job card number, address, Bank Account details, mobile number, etc., on a portal and such requests may also be registered with the Gram Panchayat or Block Office.

- c. Aadhar Number is not mandatory for the beneficiaries to get Mahatma Gandhi NREGA entitlements. Before the beneficiary gives her/his consent and shares her/his Aadhaar number to the field functionaries, the benefits of (1) Aadhaar Enrolment (2) seeding in programme and bank database and (3) getting Aadhaar Based Payments(ABP) must be explained to the Mahatma Gandhi NREGA beneficiaries.

#### 14.5 DBT Strategy

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

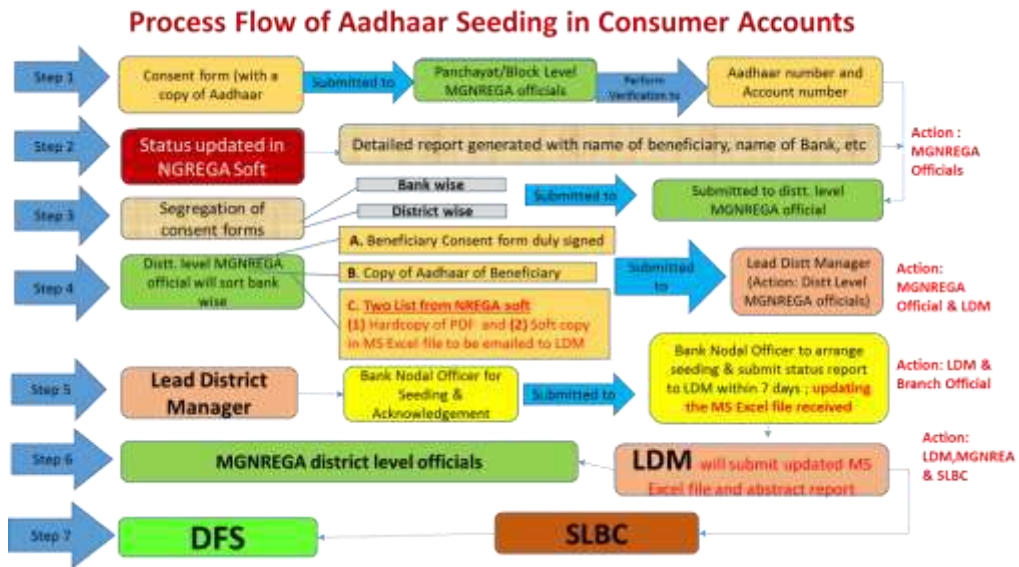
- i. Getting the Mahatma Gandhi NREGA workers enrolled under Aadhaar: Seeding of Aadhaar numbers for all active workers in the Mahatma Gandhi NREGA MIS (NREGASoft).
- ii. Manual verification of all Aadhaar numbers that failed demographic authentication with the UID data by Programme Officer.
- iii. Verification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

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

- 14.6.1 **Aadhaar seeding in the NREGASoft database:** Opportunity should be provided to all workers to voluntarily enrol under Aadhaar. A drive may be undertaken to ensure all Active workers are contacted, consent is sought and thereafter, they are enrolled under Aadhaar (if not yet done). The Aadhaar numbers of all active workers, thus enrolled must be seeded in the database. The computer operators in the Block/ Gram Panchayat Office shall be mandated to do the data entry after due verification of the accompanying details. The progress of data entry will be displayed on daily basis on the website and communicated to the District Programme Coordinators.
- 14.6.2 At the District level, the drive shall be led by the District Programme Coordinators. The State Government shall hold an orientation session with all the District Programme Coordinators to explain the task expected of them.
- 14.6.3 At the Block level, the Block Development Officers/ Programme Officers (BDOs/ Programme Officers) will be the Charge Officers for this drive. The District Programme Coordinator will be responsible for training the BDOs in conducting the drive.
- 14.6.4 BDOs / Programme Officers shall entrust the work of collection of Aadhaar numbers to the Gram Rozgar Sewak concerned.
- 14.6.5 A village-wise report is available on NREGASoft listing the names of active workers whose Aadhaar numbers have not been captured in the database. BDOs will ensure that this is printed and available with the Gram Rozgar Sewak. **This whole process will take place after seeking consent of the workers and in line with the order of the Honourable Supreme Court.**

- 14.6.6 At the Gram Panchayat level, the Gram Rozgar Sewak shall be the person to collect the Aadhaar numbers from the workers who have given their consent.
- 14.6.7 There shall be an orientation and training workshop for the Gram Rozgar Sewaks at the Block level to take up this work. During the workshop, Gram Rozgar Sewaks shall be explained the task and shall also be provided with the list of active workers whose Aadhaar numbers are not available in the database.
- 14.6.8 Gram Rozgar Sewak shall collect the Aadhaar number along with a Xerox copy of the Aadhaar letter or Aadhaar card for comparing at the Block level before data entry.
- 14.6.9 The Gram Rozgar Sewak shall be mandated to do this task in a satisfactory manner.
- 14.6.10 Every weekend, the Gram Rozgar Sewaks shall report back to the Block office along with a list of Aadhaar numbers collected during the week. These meetings shall be held weekly, till saturation is achieved.
- 14.6.11 **Manual Verification in Case of Authentication Failure by The Programme Officers:** Ministry does demographic authentication of the Aadhaar data which is seeded in NREGASoft using the Authentication User Agency-Authentication Service Agency appointed by UIDAI and ensures that Aadhaar numbers entered are correct. Wherever the records seeded with Aadhaar numbers fail the demographic authentication, they need to be manually checked for inaccuracies by the Programme Officer or some other senior functionary. This can also be done by physically checking with the workers' Aadhaar letters. There is a report in the MIS for cases waiting/ pending for verification. A list of such numbers is provided in each Programme Officer's login. Programme Officers shall be mandated to complete this verification for active workers. This task may be done on a regular basis.
- 14.6.12 **Account Freezing Drive:** All bank accounts where the payments are being made shall be verified with the Banks/Post Offices and confirmed in the online database by the Programme Officers, without which no payment can be made. The list of all such accounts that need to be confirmed (frozen) is placed in the Programme Officer's log-in, and can be printed Bank/Post office wise.
- 14.6.13 **Updating Consent Form Details in MIS:** Each Programme Officer shall ensure that the consent details shared by the Mahatma Gandhi NREGA workers is updated in the NREGASoft.
- 14.6.14 **Standard Operating Procedure (SOP) for expediting Aadhaar seeding in Bank Accounts:** To expedite Aadhaar seeding and ABP conversion, the SOP has been worked out. This incorporates the process flow for obtaining, submitting and updating Aadhaar seeding consent forms of MGNREGA workers and the seeding of their Aadhaar number in their bank accounts. The Programme Officer will share details at the district level to the DPC and the DPC will hand over the following to the Lead District Managers (LDMs) for ABPS conversion: -
- a. Beneficiary Consent form duly signed
  - b. Copy of Aadhaar of Beneficiary
  - c. Two List from NREGA soft (a) Hardcopy of PDF and (b) Soft copy in MS Excel file to be emailed to LDM





14.6.15 **Aadhaar Payment Bridge System (APBS)** - The APBS works only with the bank accounts which are on Core Banking System (CBS) platform. Under this system, all transfers into accounts are electronic and near real time based on the Aadhaar number of the worker seeded into the bank account of the said worker and mapped on the NPCI mapper. As and when a pay order is released, the NREGASoft shares the files with PFMS; PFMS, in turn, shares the file with the States Sponsor Banks. Then the States Sponsor Bank processes these payments through NPCI, debits the account and credits the beneficiary account. PFMS, then, sends a response file to NREGASoft. All this is supposed to be done in T+1 days' timeframe for the Bank/ Post offices which are on core banking system. It has the capacity to eliminate delays and bring transparency into the payment process.

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

- a) Once the Aadhaar number is seeded in the database, the server automatically checks it with UID database within a period of 7 days, and segregates the confirmed records and the rejected records.
- b) Rejected records are sent to the Programme Officer automatically with a request to re-check the details on the field.
- c) All confirmed records having consent of the workers are sent to banks
- d) Banks seed and place the data on NPCI mapper.
- e) After a Mapper check, the accounts which are mapped with Aadhaar in bank database are converted to APB system.

## 15. Financing Mahatma Gandhi NREGA

### 15.1 Release of Funds

Section 22 of the Mahatma Gandhi NREGA provides the framework for the funding pattern under Mahatma Gandhi NREGA. Funds are released to the States/UTs normally in two tranches with more than one instalment in one tranche based on agreed to Labour Budget (LB), opening balance, pending liabilities of the previous year, if any, and overall performance. The first instalment of first tranche will to be released to the States/UTs in 1st half of April, 2018.

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

#### 15.1.1 First Tranche

1st Tranche is released to States/Districts in the month of April. The quantum of first instalment of the first tranche will calculated based on-

- (a) The number of persondays projected by States/UTs in the first three months i.e. April, May and June in the Labour Budget for FY 2018-19. However, it will be well within 50% of total persondays agreed to in the Labour Budget for the year.
- (b) Adjustment of unspent balance available with the States/UTs.
- (c) Pending liability, which will include excess State share (as per the MIS).
- (d) The States would have released the entire State share (cumulative).

The first tranche is released after adjusting unspent balance available with the districts/States and considering the pending liabilities, if any. If the states require additional funds for implementation of MGNREGA up to 30<sup>th</sup> September, the same would be considered based on performance during the period from April to the date of submission of the proposal and funds would be released accordingly.

#### Steps to release of first tranche

- a. Once Labour Budget of a State is examined and agreed to by the Ministry and State Government, the State Government shall prepare district-wise and month-wise projections of the labour demand. NREGA Soft will estimate the requirement of funds under Mahatma Gandhi NREGA based on this information.
- b. The 1st tranche is estimated based on funds required for initial six months of a financial year (FY) or 50 per cent of the Labour Budget for the State/UT, whichever is lower, minus the opening balance of the State/UT as per MIS. Pending liability shall be also considered.
- c. As MIS reports form the basis of fund release, it is necessary that all expenditure is entered in the NREGASoft. Expenditure not entered in the NREGASoft will result in larger opening balance than what is available and the 1st tranche would be lower by an equivalent amount.
- d. Details of works proposed in the Labour Budget need to be entered into the software and should be from amongst the approved shelf of projects.
- e. Requisition for release of 1<sup>st</sup> tranche should be accompanied with modified checklist A and B.

- f. 1st tranche is released to the State Fund subject to submission of the following certificate/documents:
  - i. A certificate to the effect that accounts for all the districts of the State for the FY before 2014 have been examined and settled.
  - ii. A certificate on settlement of all audit paras under Mahatma Gandhi NREGA.
  - iii. Detailed Action Taken Report on the complaints forwarded to the State.
  - iv. A certificate indicating satisfactory compliance of Ministry's clarifications/suggestions/ advice/ observations issued from time to time on the implementation of Mahatma Gandhi NREGA in the State/Districts.
  - v. No mis-utilisation / misappropriation of funds has been noticed, during the year.
- g. After receipt of Central share and the matching State share in the State fund, based on an assessment of requirement and availability of funds with districts, funds would be transferred to districts/ Panchayats by the State from the State Fund. However, if the State is using one centralized e-FMS fund for payments, this would not be required as all implementing agencies would draw from the centralized fund.
- h. If the State Government is required to transfer funds to Districts/ Panchayats, due care has to be taken while doing so. If funds in excess of the requirements are released to these entities, the unspent balances with the State Government would remain high, which would adversely affect the release of 2nd tranche, as 60% of the available funds within a State are required to be spent before the proposal for 2nd tranche is processed.

#### 15.1.2 Second tranche

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

#### Steps to release of Second Tranche

- a. The State will submit a consolidated proposal for 2nd tranche along with modified checklist A, B and C, to the Ministry, only after utilizing 60 per cent of total fund available with the State as a whole and compliance of the prerequisites as laid down under Mahatma Gandhi NREGA.
- b. A certificate stating that no programme fund has been diverted during the FY is required to be given. It should also be certified that there has been no embezzlement or misappropriation of funds under Mahatma Gandhi NREGA and in cases where this has happened; adequate steps have been taken to punish the guilty and recover the embezzled or misappropriated amount.
- c. In case State becomes eligible for release of 2nd tranche after 30th September in a FY, the State will submit a certificate stating that Audit Reports (AR) and Utilisation Certificates (UCs) from all the districts in the State have been received and found to be in order in all respects. A consolidated Audit Report will also be submitted with the proposal.
- d. If there are pending liabilities at the end of the previous financial year, the same should be reflected as liability in the balance sheet of the Audit Report of the previous financial year.
- e. Advance State share or loans taken by the State may also be reflected as pending liability in the Utilisation Certificate attached to the proposal.
- f. A certificate stating that all pending audit observations by the auditor have been complied with should be provided along with the fund release proposal.

- g. The Check list on prerequisites/documents for release of 2nd Tranche of Central share (Annexure -27 of the Operational Guidelines, 2013).

## 15.2 Administrative Expenses

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

## 15.3 Complaints and fund release

Section 27(2) of Mahatma Gandhi NREGA, states that, ‘the Central Government may, on receipt of any complaint regarding 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.’

A Standard Operating Procedure (SOP) for application of the provisions of Section 27 (2) read with the provisions relating to accountability given in Section 23 of the Act, is enforced in the manner given below:

### 15.3.1 Standard Operating Procedure on Complaints

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

- A. **Petitions** - General/ non-specific statements on the implementation of the Scheme and general observations/suggestions on the improvement in the Scheme will come under this category. These would include:
- i. increasing the number of days of works
  - ii. increasing the wage rate
  - iii. inclusion of new category of works etc.
- B. **Grievances/Complaints regarding procedural violation of Guidelines** - Irregularities, which are born out of deficiencies like lack of capacity building, shortage of staff, lack of planning etc. will come under this category. These include allegations where no criminal intent is involved, such as delay in completion of works, etc.
- C. **Complaints relating to ineffective implementation of the Act** - In this category, will be included complaints relating to large scale and prolonged deviation from the main provisions of the Act including:
- i. Non-involvement of Gram Sabha/Ward Sabha in the selection of works
  - ii. Not conducting Social Audits
  - iii. Delay in payment of wages,
- D. **Complaints involving financial irregularities** - Any allegation relating to possible or actual loss to the exchequer and where criminal intent is involved will come under this category. These include:
- i. Purchase of materials without following applicable financial procedures with the intention of causing wrongful loss to the scheme or wrongful gain to another party
  - ii. Embezzlement of funds/misappropriation of funds, fudging of financial records including duplication of muster rolls, bogus entries, etc.

### Action

- I. Cases pertaining to category (A) may not be referred to the State Government and the Ministry will take the required action in accordance with the provisions of the Act, Rules and accepted policy of the Government.

- II. Cases pertaining to category (2) and category (3) will be referred to the State Government within 15 days of the receipt of the same. The concerned State Government will be asked to submit its detailed Action Taken Report based the result of a spot inquiry within three months of the receipt of reference from the Government of India.
- III. Cases pertaining to category (4) will also be submitted to the State Government within 15 days with the request to submit its Action Taken Report within three months from the date of the receipt of the complaints. However, the Ministry as per the seriousness of the complaints may reduce the period of three months to the time it considers appropriate for submission of Action Taken Report. Alternatively, it may consider the complaint fit to be enquired by a central team, internal audit cell, National Level Monitor or any third party. In all such cases where financial irregularities are established, following measures shall be invariably ensured
  - i. Recovery of embezzled fund/, mis-appropriated sum etc.
  - ii. FIR against those found guilty,
  - iii. Departmental proceedings against those found guilty.
  - iv. For Elected officials: (a) Proceedings for disqualification/ termination / recovery should have been initiated under the State Panchayati Raj Act or any other relevant State Act and (b) Recovery should have been ordered by issue of a formal recovery certificate or a written order, if following a due process, recovery is due.
- IV. In cases pertaining to category (4) where State Government fails to act on directives of the Government of India, a decision may be taken by the Government of India with the approval of Secretary (RD) for appropriate remedial action including stoppage of funds under Section 27(2) of the Act.

### 15.3.2 Establishing Complaint Cells in States

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

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

- a. Prompt initiation of criminal proceedings against acts of violence, intimidation and coercive action as well as registration of separate criminal cases regarding misappropriation of Government money and other issues of corruption.
  - b. That adequate security is provided to the complainant/whistle blower and their family members as well as members of the special audit/social audit team by the District Administration.
  - c. That a special social audit is conducted by a team from State Government in the Block/Mandal concerned and based on its findings, appropriate steps are initiated to ensure immediate financial recoveries.
- 15.3.3 Notwithstanding the detailed procedure listed above, that deals with the procedure for handling complaints received in the Ministry and referred to the States for necessary action, provision of Para 29 of Schedule I of the Act will be applicable to the complaints received directly by the Programme Officer/ District Programme Coordinator or State Government.

## 16. Skilling and Capacity Building under Mahatma Gandhi NREGA

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

### 16.1 Barefoot Technicians

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

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

16.1.2 GRSs should be also be formally trained as barefoot technicians to carry out essential engineering functions including those related to water supply and sanitation. They should function as TA of the GP and their work should be supervised by a qualified technical person at the cluster/Intermediate level. This arrangement is recommended for Panchayats or a cluster of Panchayats with population less than 20,000.

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

- a. Shall be from an 'active' (should have worked in the last two years) worker household/ Mate/Supervisor/GRS.
- b. Shall have 10<sup>th</sup> standard education at the minimum

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

#### 16.1.4 Identification:

a. **Identification of cluster of GPs:**

The Programme Officer shall be authorized to identify the areas requiring services of a BFT, which shall be done keeping in view the scope stated above

b. **Identification of BFTs for training:**

Subsequent to the identification of area, selection may be done in the following manner.

- i. The state Government shall adopt appropriate methodology to popularise the project among MGNREGA households.
- ii. All active job card households in the block shall be listed in descending order of the number of days worked in MGNREGA during the **current** year.
- iii. All willing and eligible candidates from the active worker HHs will be shortlisted for appearing in the screening test. The Mate/ Supervisors/ GRS will be considered for the screening test even if they have not worked as an unskilled MGNREGA worker in current year.



- iv. Short listing of candidates: At least 3 times of the BFT target for appearing at the Screening test.
- v. Conduct proper Screening test for assessing the candidate's mathematical ability and reasoning skills.
- vi. Candidates scoring 40% and above in the screening test may be short listed for training.
- vii. In case, enough number of candidates are not able to achieve 40% of marks, new members from the list prepared based on the number of days of work in MGNREGS, will be used for further shortlisting and subsequent screening.
- viii. Adequate representation of SC/ST/Woman candidates is to be ensured

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

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

- a. State Government to nominate trainers as per following criteria;
  - Education: Bachelor of Engineering/ Bachelor of Technology/ Diploma in Civil Engineering OR Agriculture Engineering OR Water Resource engineering OR Water shed management etc.
  - Experience in Training: Adequate experience in imparting training (at least 2 years)
  - Well conversant with MGNREGA works and preferably having experience of implementing MGNREGA works
  - Nominations from SIRD's/any other institution may be considered.
- b. Ministry to facilitate Training of Trainers on customised module.
- c. Administration of screening test to select candidates by SIRD/any other institution as decided by the State Government.
- d. Delivery of 90-day training led by at least two trainers at SIRD/any other institution as decided by the State Government as per customised module.
- e. Central Government will bear the cost of the training as per DDU-GKY norms and place funds with SIRDS.
- f. BFTs will be provided stipend of Rs.150/- per day for the entire 90 days duration.

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

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

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

- i. BFT Certificate issued by NSDC-ASCI conforming to the NSQF Level-04

- ii. 10th Pass Certificate
- iii. MGNREGA Job card of the HH

#### **16.1.9 Reporting and Monitoring:**

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

#### **16.1.10 Terms of Engagement:**

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

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

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

**16.1.12 Payment:** The payment of remuneration to BFTs shall be decided by the State Government as deemed appropriate. As the BFTs are skilled persons, the payment should be as skilled labour and should be met from the material component of work. The payment process will be same as in case of Technical Assistants (TAs).

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

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

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

- i) The Project shall identify the youth in families dependent mostly on Mahatma Gandhi NREGA for their livelihood, skill them/ improve their livelihood asset base in convergence with DAY-NRLM, and DDU-GKY.



- ii) Youth, in age group of 18 to 35 years (45 years in case of Women, Particularly Vulnerable Tribal Groups, Persons with disabilities, Transgender, Scheduled Castes/ Scheduled Tribes and other Special Groups), from the rural HHs whose members have completed at least 15 days of work under Mahatma Gandhi NREGA in FY 14-15, FY 15-16 or FY 16-17, shall be eligible for livelihood interventions. Priority shall be given to HHs that completed 100 days of work under Mahatma Gandhi NREGA in previous FY.

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

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

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

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

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

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

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

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

**16.4 Training Need Assessment and Preparation of Annual Capacity Building Plan:** There are around 4.30 lakh functionaries directly involved in implementation of MGNREGS at district, block and Gram Panchayat level. Capacity building of such functionaries based on a scientific assessment of actual requirement of the functionaries based on their job charts along with their

perceived task and role is the key to preparation of an effective capacity building plan. The Job Charts of the key functionaries has been revised and has been included as a separate chapter. The Ministry has decided to carry out a comprehensive TNA of all functionaries across states/ UTs, based on a survey form that has been developed in consultation with the States/ UTs.

**Survey form:** The survey form has been deployed on the NREGASoft, with link to access the same, within login of each registered functionary with provision for tracking who has completed the form and who has not. States/ UTs are required to ensure filling of the form by the functionaries by 15th May 2018. This will be analysed with support from National Institute of Rural Development and Panchayati Raj, Hyderabad and the conclusions will be shared with the states so that the States/ UTs.

**Annual Capacity Building Plan for MGNREGA:** Based on the conclusions the states/ UTs are required to prepare their State Capacity Building Plans. The States/ UTs will share their plan by 15<sup>th</sup> June 2018 and they will be examined and consolidated into the Annual Capacity Building Plan for the MGNREGA Division of the Ministry.

**Training modules:** NIRD will develop the training modules based on TNA findings/ conclusions through further consultations with stakeholders. The modules may be ready by 15th July 2018.

**Training Calendar:** Once State Capacity Plans and Annual Capacity Building Plan of the PD (MGNREGA) is ready the NIRD will prepare the training Calendars.

**Trainings by NIRD&PR:** Training by NIRD&PR is to be restricted to raising of trained State Team of Trainers. Further trainings in cascading mode is to be carried out through SIRDs/ ETC. The NIRD&PR will continue monitoring of training by SIRDs/ ETCs for district level trainings and below.

**Feedback mechanism:** NIRD will develop a feedback mechanism and submit analytical reports, quarterly to the Ministry after trainings starts. These feedbacks shall be basis of short TNA and development of training modules for FY 2019-20, onwards.

## 17. Partnership with Civil Society Organizations

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

- 17.1 The role of Civil Society Organisations (CSOs) is facilitating and supporting the administration in implementing Mahatma Gandhi NREGA through the following activities:
  - 17.1.1 Awareness building, demand registration, organisation of Gram Rozgar Diwas, mobilization support and strengthening of the capacity of workers.
  - 17.1.2 Training and support for capacity building at the National, State, District, Block and sub-block levels.
  - 17.1.3 Facilitating the approval of the shelf of projects in Gram Sabha/Ward Sabha at the Gram Panchayat.
  - 17.1.4 Ministry has directed that the engagement of Civil Society Organisations in actual implementation of the Act and making them directly responsible to generate persondays is undesirable. It was advised that Civil Society Organisation/NGOs should remain in a facilitating role.
- 17.2 Civil Society Organisation/NGOs involved in facilitating role should have signed up in the NGO-partnership (NGO-PS) Portal of the Niti Aayog with all self-declared details and should have obtained a Unique ID. This Unique ID should be mandatorily quoted in proposals by the NGO. All registered NGOs should update their data base in the Portal every year.
- 17.3 Among the registered NGOs, the State Programme Coordinator (SPC)/Commissioner, Mahatma Gandhi NREGA may identify the eligible ones for engagement. The framework of the partnership must clearly detail out area of operation, deliverables, timelines and financial arrangements. The State Programme Coordinator (SPC)/Commissioner, Mahatma Gandhi NREGA is responsible for creating an enabling environment for a collaborative engagement with the Civil Society Organisation.
- 17.4 The interface of Civil Society Organisation with the implementation architecture is critical to enable the Civil Society Organisation’s discharge their responsibilities at all levels. Such an engagement should list the accountability of both the administration and the Civil Society Organisation.
- 17.5 Community based organisations (CBO) and village organisations (VO) such as SHG, watershed committees etc. are critical to the implementation of Mahatma Gandhi NREGA at grassroots level. The activities that CBOs may be engaged in are:
  - 17.5.1 Supporting the micro-level planning for the Panchayati Raj Institutions in planning processes, including Mission Antyodaya.
  - 17.5.2 Facilitating the Social Audit process by assisting in the identification of Village Social Auditors and working as volunteers.
  - 17.5.3 Concurrent community monitoring on work site as well as through the active participation in the Gram Panchayat functioning.
  - 17.5.4 Facilitating the organisation of Labour Groups to coordinate the registration of demand and redressal of grievances as people’s collective.

## 18. Awards

18.1 Mahatma Gandhi NREGA Annual Awards are presented at ‘Mahatma Gandhi NREGA Sannelan’ on 2nd February, which is commemorated as Mahatma Gandhi NREGA Diwas. The following awards are given:

<b>State awards</b>	<b>District awards</b>	<b>Gram Panchayat awards</b>	<b>Financial Inclusion awards</b>
1. Sustainable livelihoods through convergence 2. Transparency and accountability 3. Social Inclusion	Effective initiatives/innovation in Mahatma Gandhi NREGA administration: 1. District Programme Coordinator 2. Programme Officer	1. Best performing Gram Panchayat/Sarpanch	Excellence in Mahatma Gandhi NREGA Administration (Financial Inclusion) given to the Department of Posts and Banks.

18.2 The process of application and criteria for selection are:

18.2.1 The State Governments initiate the process of inviting nominations for State and District awards through the State Screening Committee, and forward the duly recommended nominations for the consideration of the Award Committee constituted by the Ministry.

18.2.2 For the award for financial inclusion, the Department of Posts forwards nominations of their staff, along with citations duly recommended for consideration by the Ministry.

18.2.3 For the award of best performing Gram Panchayat, the screening and recommendations of names of Gram Panchayats are based on the field verification done by the Ministry of Panchayati Raj.

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

## 19. Research under MGNREGA

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

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

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

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

## 20. Key Functionaries and their Roles

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. The professional support for MGNREGA need to be deployed across Gram Panchayat, Block, District, State and Central level.

### 20.1 Gram Panchayat Level

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

- i) Creating awareness by organizing periodic Employment Days (Rozgar Diwas);
- ii) Ensuring that all vulnerable households are surveyed to seek their willingness to work under MGNREGA;
- iii) Overseeing the process of registration, distribution of job cards, provision of dated receipts against job applications, allocation of work to applicants etc.;
- iv) Facilitating Gram Sabha meetings and social audits;
- v) Ensuring Integrated Natural Resource Management practice in planning and execution of works;
- vi) Recording attendance of labour every day either himself/ herself or through the mate in the prescribed Muster Rolls at the worksite;
- vii) Timely submission of filled Muster Rolls for processing the payments;
- viii) 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;
- ix) Ensuring that all Mates attend worksites on time and take roll calls/ attendance in prescribed muster roll at worksite only;
- x) Ensuring worksite facilities [as defined in para 7.11 of Chapter 7 of the Guidelines] and updating job cards of the workers regularly;
- xi) Maintaining all MGNREGS-related documents like 7 registers, Case records at the Gram Panchayat level, and ensuring that these documents are conveniently available for public scrutiny. The worker's Job Card should also be regularly updated;
- xii) Ensure worksite facilities like Medical aid, drinking water and shade. In case the number of children below the age of six years accompanying the women working at any site 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;
- xiii) Facilitating geo-tagging of assets created under MGNREGS;

### 20.2 Technical Assistant

The Technical Assistant (TA) will assist the GP in identifying and conducting measurement of works. The TA should be appointed for a cluster of villages, depending on the potential labour demand. TA will report to the GP, CFT and PO. The TA should be a generalist with an understanding of the MGNREGA processes and be well versed with various MGNREGS works. He/she should be trained in estimating and measuring works pertaining to watershed development, natural resource management, agriculture, horticulture and so on.

The following will be the important responsibilities of a TA:

- i) Identification of works as per the Gram Sabha resolution on works.
- ii) Preparation of estimates for works in standard prescribed templates.
- iii) Capturing measurements on a weekly basis for all the works taken up within three days after muster rolls are closed.
- iv) Be responsible for work quality.
- v) Maintenance of measurement books.
- vi) Mentoring mates and GRSs on measurement and quality of works.
- vii) Building technical capacities of mates and GRSs.

### 20.3 Block Level

Programme Officer not below the rank of the Block Development Officer should be appointed at the Block level. The Programme Officer will be a full-time dedicated officer, and acts as a coordinator for Mahatma Gandhi NREGS (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) Identification and planning of works; facilitating in the planning, feasibility, site selection and execution of natural resource management works.
- v) Monitoring and supervising implementation of works taken up by GPs and other implementing agencies within the Block
- vi) Ensuring prompt and fair payment of wages to all labourers and payment of unemployment allowance in case employment is not provided on time
- vii) Maintaining proper accounts of the resources received, released and utilized
- viii) Redressing grievances within the Block. The PO shall enter every complaint in a complaint register and issue dated and numbered acknowledgement. Complaints that fall within the jurisdiction of the PO, shall be disposed of by the PO else referred to concerned authority after preliminary enquiry within seven days under intimation to the complainant.
- ix) Registration of MGNREGA Special Enumerators and moderation of photographs for geo tagging.
- x) Ensuring all the required information and records of all implementing agencies such as 7 Registers, GS resolution, Case Records, action taken report on previous social audits, grievance or complaints register are regularly updated.
- xi) Ensuring conduct of social audits and following up on required actions.
- xii) Ensuring any other documents that the Social Audit Unit (SAU) requires to conduct the social audit processes are properly collated in the requisite formats; and provided along with photocopies to the SAU for facilitating conduct of social audit at least fifteen days in advance of the scheduled date of meeting of the GS.
- xiii) Liaison with Banks and Post Offices for opening up of new accounts, Aadhaar seeding and making regular and timely payments to labour.
- xiv) Organise formal monthly meetings with civil society organizations (CSOs) involved in facilitating MGNREGS implementation in the block

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.

#### 20.4 District Level

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

- i) Assist the DP in discharging its functions
- ii) Receive the Block Panchayat plans and consolidate them along with project proposals received from other implementing agencies for inclusion in the District Plan for approval by the DPs
- iii) Accord timely sanction to shelf of projects
- iv) Ensure that any new 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) The DPC will ensure that the Natural Resource Management component of Labour Budget of MGNRGS is essentially made part of the District Irrigation Plan (DIP).
- vi) Identify possible avenues for convergence with other schemes to ensure better outcomes.
- vii) Ensure timely processing of FTOs for payments.
- viii) Ensure wage-seekers are provided work as per their entitlements under this Act.
- ix) Review, monitor and supervise the performance of the POs and all implementing agencies in relation to MGNREGA works
- x) Conduct and cause to be conducted periodic inspection of the works in progress and verification of Muster Rolls
- xi) Ensure that First Information Report(FIR) is filed in every case in which there is prima facie, evidence of misappropriation or financial irregularity.
- xii) Appoint Project Implementation Agencies (PIAs) throughout the district, keeping in mind that for at least 50% of value of works, the PIAs need to be GPs
- xiii) Carry out responsibilities as given in Schedule II related to grievance redressal
- xiv) Coordinate an Information Education and Communication (IEC) campaign for MGNREGA within the district
- xv) Develop annual plans for training and capacity building of various stakeholders within the district
- xvi) Submit periodic progress and updates to the State Government
- xvii) Ensure that social audits are done in all GPs once in six months and ensure follow up action on social audit reports
- xviii) Ensure that all transactions including issue of JCs, recording of applications for work, allocation of work, generation of wage slips and Fund Transfer Orders (FTOs), entries relating to work performed, delayed payment of wages, and unemployment allowance are made through NREGASoft only.
- xix) Ensure that all entries relating to works such as details of the shelf of works, GPS coordinates, status of implementation, photographs of works at three different stages, geo tagging of completed assets are entered in NREGASoft/Bhuvan at every required stage. Information regarding completion of work should be entered in as soon as possible but in any case, no later than 2 months from the time of physical completion.
- xx) Ensure that all required entries in NREGASoft are made by all concerned officials including the line departments, in the district.