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Government of India
Department of Rural Development
(MGNREGA Division)

Krishi Bhawan, New Delhi,
Dated: 30.03.2017

To

The Principal Secretary/Secretary
Deptt. of Rural Development /Panchayati Raj (Incharge MGNREGA)
(All States/UTs)

Sub: Master Circular (2017-18) on implementation of Mahatma Gandhi NREGA-reg.

I am enclosing herewith a copy of the "Master Circular (Financial Year 2017-18)-
Guidance for Programme Implementation" for your reference. It has also been made
available on nrega.nic.in

Mahatma Gandhi NREGA Act, 2005 and Schedule-I & II, as amended from time
to time, may be referred to, as and when required.

Since understanding of the programme by all functionaries is crucial to its
effective implementation, it is requested to get it translated into regional languages and
ensure wide dissemination at the earliest.

Encl. As above

Yours faithfully,

(Aparajita Sarangi)
Joint Secretary (MGNREGA)

30/3/17

Copy to:

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MAHATMA GANDHI NATIONAL EMPLOYMENT GUARANTEE ACT

MASTER CIRCULAR-
GUIDANCE FOR
PROGRAMME
IMPLEMENTATION
2017-2018

MARCH 2017

Ministry of Rural Development

Department of Rural Development

Table of Contents

1. ACT AND THE SCHEDULE	7	
2. TEN ENTITLEMENTS UNDER MAHATMA GANDHI NREGA	7	
3. Entitlement I - Right to a Job Card (JC).....	8	
3.1. Possession of Job Cards.....	8	
3.2 Regular updation of JCs.....	8	
3.3 Verification/ updation of Job Cards through campaigns	8	
3.4 Cancellation of Job Cards	8	
3.5. Fresh Job Cards	9	
3.6 Pro-actively reaching out to landless and manual casual labour household for covering them under MGNREGA:.....	9	
4. Entitlement II- Right to Demand and receive work within 15 days	10	
4.1	Demand for work	10
4.2. Multiple mechanisms for demand for work		10
4.3 Dated Receipt.....		11
4.4. Rozgar Diwas		11
4.5. Emphasis on Continuous Availability of Works.....		12
4.6. E-muster Roll.....		12
5. Entitlement III- Right to Unemployment Allowance	13	
5.1 Responsibility of the State Government.....	13	
5.2 Calculation and payment of Unemployment Allowance	13	
5.3 Suggested procedure to State Governments for payment of Unemployment Allowance.....	13	
5.4 Cessation of liability to pay Unemployment Allowance	14	
5.5 Cessation of claim to Unemployment Allowance	14	
5.6 Automatic Payment of Unemployment Allowance	14	
5.7. Workers filing for unemployment allowance	14	
6. Entitlement IV- Right To Plan And Prepare A Shelf Of Projects	15	
6.1. Preparation of Labour Budget and the Annual Convergent Planning Exercise	15	
6.2 Focus on vulnerable households:.....	17	
6.3 Gram Panchayats as custodian of shelf of works:	17	
6.4 Expected outcomes:.....	17	
6.5 Entry of Works into MIS and implementation of works as per decided priority:.....	17	
6.8 Convergence:	17	
6.9 Suggested timelines for planning:.....	18	
7. Entitlement V- Right to obtain work within a radius of 5 km	20	

7.1 Work Execution under Mahatma Gandhi NREGA.....	20
7.1.1 Implementing Agencies.....	20
7.1.2 Wage Material Ratio	20
7.1.3 Use of Machines.....	20
7.1.4 Outcome Orientation of Works.....	22
7.1.5 Production of building materials:.....	22
7.1.6 Procurement of Materials under Mahatma Gandhi NREGA:.....	22
7.2 Types of Works.....	23
7.2.1. Works Focusing on Agriculture and Allied Activities.....	23
7.2.2 Natural Resource Management Works - Mission Water Conservation (MWC)	24
7.2.3. Works requiring special focus:	26
7.2.3.6 Afforestation, Tree Plantation and Horticulture.....	27
7.2.3.7 Rural Infrastructure	31
7.2.3.8 Continuous availability of works	33
7.2.4 Quality Control & Maintenance of Works under Mahatma Gandhi NREGA	33
7.2.5 Barefoot Technicians	37
7.5.7 Convergence with National Rural Livelihood Mission under the Cluster Facilitation Team Strategy	40
8. Entitlement VI- Right to worksite facilities.....	43
9. Entitlement VII and VIII- Right to notified wage rate and right to receive wages within 15 days.....	44
10 Entitlement IX- Compensation for delay in payment of wages	46
11. Entitlement X: Right to time bound redress of grievances, right to conduct concurrent social audits and social audits of all Mahatma Gandhi NREGA expenditure	48
11.1Setting up of an Independent Social Audit Unit:	48
11.2 Concurrent Social Audits.....	52
11.3 Ombudsman.....	53
11.4 Grievance Redressal	53
11.5 Vigilance	53
11.6 Mandatory Pro-Active Disclosure	54
11.7. Minimum Principles of Transparency and Accountability	55
11.8 Record Keeping:	55
12. Information Education Communication (IEC) Activities.....	57
13. MIS (NREGASoft)	59
13.1 NREGASoft.....	59
13.2 e-Muster Roll.....	59
13.3. MIS Measurement Book	60

14. GeoMGNREGA – implementation of GIS under Mahatma Gandhi NREGA	61
15. Direct Benefit Transfer (DBT) and the Aadhaar Platform	64
15.5 DBT Strategy.....	65
15.6 Step by Step process of conversion of accounts into Aadhaar Based Payments (ABPS).....	65
16. Financing Mahatma Gandhi NREGA.....	68
16.1 Release of Funds	68
16.1.1 First Tranche.....	68
16.1.2 Second tranche.....	69
16.2 Administrative Expenses	70
16.3 Complaints and fund release	70
16.3.1 Standard Operating Procedure on Complaints	70
16.3.2 Establishing Complaint Cells in States.....	71
17. Skilling under Mahatma Gandhi NREGA: Project For Livelihoods In Full Employment (Project LIFE- Mahatma Gandhi NREGA)	72
17.5 Protocol for preparation and implementation of plan for Skilling for Self- Employment: ...	74
18. Partnership with Civil Society Organizations	77
19. Awards.....	78
20. RESEARCH Under MGNREGA	79

1. ACT AND THE 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. These State Schemes have to be consistent with the amendments made, from time to time, to the Act and its Schedules. 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.

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. TEN ENTITLEMENTS UNDER MAHATMA GANDHI NREGA

The Mahatma Gandhi NREGA provides a number of legal entitlements to rural workers through a series of provisions in the law. While in essence 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 these ten entitlements in view.

The Annual Master Circular for the FY 2017-18, like the earlier version, is organised around the ten major entitlements of the workers and the mechanisms that enable the administration to implement the Act.

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, may 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 receives work. The Job Card is a key document that records workers' entitlements under MGNREGA. It contains all the up to date details of work applied for and received, wages paid etc. For this reason it is extremely important that an updated Job Card be 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 the workers concerned 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 JCs

Regular updation of entries in the Job Card: 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. Aadhaar number (obtained after seeking consent of the worker), 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 only if the household has migrated permanently to the urban areas, or it is proved to be a duplicate or fake job card (i.e. not issued by authorised

personnel and/or issued to non-existent person). In case, a household migrates to a different Gram Panchayat, a new job card may be issued by the concerned Gram Panchayat, after due verification.

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 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.

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.

3.6 Pro-actively reaching out to landless and manual casual labour household for covering them under MGNREGA:

An effort will be made during the planning phase to ensure that households that are listed as automatically included or deprived as per the SECC are issued Job Cards on priority. There is a possibility that many households under landless and manual casual labour household category as per Socio Economic Caste Census (SECC), 2011, are not yet registered under the scheme, though willing to do so. 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.

3.7. 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.

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

Every rural household has a right to apply for 100 days of work. Every demand for work is required to be acknowledged by a dated receipt. All workers that have demanded for work are entitled to be provided with work within 15 days of them demanding it. 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.

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.
- 4.1.2 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.
- 4.1.3 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.
- 4.1.4 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 for drought is issued by the Ministry of Rural Development based on the notification of the State Government to this effect and as recommended by the Ministry of Agriculture, Co-operation and Farmer’s Welfare.

4.2. Multiple mechanisms for demand for work

- 4.2.1 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.
- 4.2.2 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 level revenue functionaries, Common Service Centres and Mahatma Gandhi NREGA Labour Groups.

- 4.2.3 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)
- 4.2.4 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.
- 4.2.5 The demand can be registered at the Gram Panchayat office, Block office, during the Rozgar Diwas as well as at the worksite.
- 4.2.6 The Gram Panchayat or the Programme Officer, as the case may be, shall be bound to accept valid applications of work.
- 4.2.7 The State may facilitate registration of demand and allocation of work at worksite through biometric or MMS facility.
- 4.2.8 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.

4.3 Dated Receipt

The demand for work must be followed by the issuance of a dated receipt, without fail. Non provision of dated receipt will be considered as an offence punishable under Section 25 of the Act.

4.4. 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.

4.4.1. **Roles and Responsibility 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.

4.5. Emphasis on Continuous Availability of Works

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. Emphasis must also be laid on completing ongoing and incomplete works. The incomplete works should be given first priority and it should be ensured that no technical sanction is issued without mentioning the estimated period of completion in it.

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. Some States like Tamil Nadu have operationalised a system where paper musters with unique number are used to open works, facilitating onsite registration of demand. 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 Exercise

- 6.1.1 Preparation of Labour Budget (LB) is an essential annual work plan document that entails planning, approval, funding and project execution modalities. Since the 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.
- 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. 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) 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 Cluster Facilitation Teams of the MGNREGS and Intensive Block clusters of DAY-NRLM should be actively involved in planning process, including in 2264 Blocks (93351 Gram Panchayats) identified under Mission Water Conservation.
- 6.1.6 Proceedings of each Gram Sabha/Ward Sabha in which the respective LB and shelf of projects for the GP has been approved, have to be uploaded as an attachment to the respective LB in the MIS.
- 6.1.7 The State Government is also required to furnish a certificate to the effect that the provisions made in the Mahatma Gandhi NREGA for preparation of LB have been taken into account and a bottom-up approach has been adhered to in the preparation of LB.
- 6.1.8 The labour Budget should comprise a month wise anticipated quantum of demand for work and a plan that outlines the quantum and schedule of works to be provided to those who demand work.
- 6.1.9 Steps in the Labour Budget Preparation and Consolidation; Estimation of anticipated demand and 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.
- 6.1.10 **Role of District Programme Coordinator/ Collector:** The Block plans will be consolidated and approved at the district level. The district will be the synergizing unit for convergent planning under the leadership of the District Collector, wherein, the DPC/ Collector should ensure that the Annual Action Plans relating to MGNREGS, IWMP and PMKSY are coordinated in such a way that with the convergence of the ongoing schemes in the area, a comprehensive project of village/ watershed/ command area, incorporating/ integrating all the works/ activities required for the integrated development of the village/

watershed/ CAD approach is prepared. The DPC/ Collector will ensure that the NRM component of Labour Budget of MGNREGS is essentially made part of the District Irrigation Plan (DIP) in consultation with Central Ground Water Board (CGWB), National Remote Sensing Centre (NRSC), Central Water Commission (CWC), Water Resources and the Agriculture Departments. The consolidation of Block plans will be followed with an approval process. For approval at the district level, for all the works planned to be implemented by the Gram Panchayats, and other IAs, the 60:40 ratio in wage and 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 2017-18, 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.**

6.1.11 **Role of State Government:** Similar consolidation and approval process should also be undertaken at the State Level.

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.

6.8 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, on the basis of 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.

- 6.8.1 The Ministry has decided to encourage 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 Upadhaya Grameen Kaushalya Yojana.
- 6.8.2 The Ministry has decided to utilise the synergy of Deen Dayal Upadhaya NRLM (DAY-NRLM) and Mahatma Gandhi NREGA programmes, 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 34 lakh farmers identified under MKSP. The majority of them are in Andhra Pradesh (1396479), Telangana (1303041), Kerala (310535), Bihar (130773), West Bengal (58060), Odhisha (37547), Rajasthan (26641), Gujarat (32670), Karnataka (19000), Assam (12105), Maharashtra (5507), Chhattisgarh (3499), Jharkhand (26339), Madhya Pradesh (35087) etc. A concerted effort to facilitate these households (HHs) to get Vermi/ NADEP compost pits has to be made by the states. 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/NRLM farmers with Job Cards.

6.9 Suggested timelines for planning:

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

the suggestive format circulated by the Ministry and the same will be appraised before collation into State Plan.	
Meetings of the Empowered Committee and finalisation of the LB	20 th February onwards
Communication of the LB to the States by Ministry and further by the states to Districts, Blocks, and Gram Panchayats	By 31 st March

6.10 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 kilometers of the village where the applicant reside 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, Mahatma Gandhi NREGA	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 moorum/ 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 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.

7.1.6 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 TIN number.

7.2 Types of Works

7.2.1. 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)
I. Category A: PUBLIC WORKS RELATING TO NATURAL RESOURCES MANAGEMENT	<ul style="list-style-type: none"> (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; (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; (iii) Micro and minor irrigation works and creation, renovation and maintenance of irrigation canals and drains; (iv) Renovation of traditional water bodies including desilting of irrigation tanks and other water bodies; and conservation of old step wells/baolis; (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; (vi) Pasture Development; perennial grasses like Stylo etc. (vii) Bamboo, Rubber and Coconut plantation. (viii) Land development works in common land.
II. Category B: COMMUNITY ASSETS OR INDIVIDUAL ASSETS	<ul style="list-style-type: none"> 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. ii. Improving livelihoods through horticulture, sericulture plantation, other kinds of plantation and farm forestry; iii. Development of fallow/waste lands of households defined in Paragraph 5 of Schedule – I to bring it under cultivation; iv. Pasture Development ; perennial grasses like Stylo, vetiver etc.;

	<ul style="list-style-type: none"> v. Bamboo, Rubber and Coconut Plantation vi. Creating infrastructure for promotion of livestock such as, poultry shelter(brooder house), goat shelter, piggery shelter, cattle shelter and fodder troughs for cattle; 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; viii. Bio-fertilisers (NADEP, Vermi-composting etc.).
III. Category C: COMMON INFRASTRUCTURE INCLUDING FOR NRLM COMPLIANT SELF HELP GROUPS	<ul style="list-style-type: none"> 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;
IV. Category D: RURAL INFRASTRUCTURE:	(vi)Construction of Food Grain Storage Structures for implementing the provisions of The National Food Security Act (2013);

7.2.2 Natural Resource Management Works - Mission Water Conservation (MWC)

7.2.2.1 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. In upcoming years i.e. FY 2017-18 and onwards, focus will be given to the 2264 Blocks identified under MWC.

7.2.2.2 In pursuance of Schedule-I of Mahatma Gandhi NREGA, 155 kinds of works/ activities have been identified as permissible works, of which 100 kinds of works relate to NRM, alone and out of the 100 NRM works, 71 are water related. 44 number of works out of the 155 works are related to individual asset creation.

7.2.2.3 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.

7.2.2.4 Technological support shall be taken from National Remote Sensing Centre, ISRO for identification and planning of watersheds and monitoring of each and every activity undertaken and missed out (in earlier plans).

7.2.2.5 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.

7.2.2.6 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 personnels 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.

7.2.2.7 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.

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

7.2.2.9 **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.

7.2.2.10 **Priortising 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 leveling, 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.

7.2.2.11 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:

- a. **Bore wells and tube wells will NOT be considered as a permissible activity under MGNREGA, under any circumstances.**
- b. 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.
- c. 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.
- d. Only one member from one family can be the member of the group. He/she cannot be member of more than one group.
- e. A Group well should be registered as a Group Irrigation Well in revenue records.
- f. 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.
- g. It is advised that every dug well should be constructed with sand filter for recharge of wells.

7.2.3. Works requiring special focus:

7.2.3.1 During 2017-18, 5 lakh new **farm ponds** along with spill over farm ponds of earlier years and a large number of **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.**

7.2.3.2 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 upto 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.

7.2.3.3 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, houses being constructed under other Schemes, (such as housing schemes for Bidi Workers, for construction workers under the Construction Workers Welfare Fund) and schemes of the State Governments. 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. In villages under Mission Antyodaya, IHHL may be constructed from MGNREGS for households who do not have a toilet and have not been provided funds under SBM (G) for construction of IHHL. In all other Gram Panchayats MGNREGS funds would be utilized only for PMAY-G beneficiaries. No defunct toilets shall be taken up for construction of IHHLs under Mahatma Gandhi NREGA.

7.2.3.4 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.

7.2.3.5 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.

7.2.3.6 Afforestation, Tree Plantation and Horticulture

7.2.3.6.1 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).

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

7.2.3.6.3 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. **7.2.3.6.4 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. 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.

7.2.3.6.5 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.

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

7.2.3.6.7 **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.

7.2.3.6.8 **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.

7.2.3.6.9 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.

7.2.3.6.10 **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.

7.2.3.6.11 **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.

7.2.3.6.12 **Plantation of tree borne oilseeds:** To promote livelihood activities of the vulnerable sections, plantation of 11 major tree borne oilseeds (TBOs) is advised.

7.2.3.6.13 **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.

7.2.3.6.14 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.

7.2.3.6.15 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	Month	Schedule of Activities for tree plantation	Responsible Stakeholders
(1)	(2)	(3)	(4)
0 Year	April to July	Training programmes for the Officials of implementing agency/ volunteers/ Resource persons/beneficiaries, regarding Mahatma Gandhi NREGA operational guidelines/ planning process, convergence guidelines/ circulars/ to take up proper planning exercise for the preparation of work plan and labour budget.	Officials of Rural Development Department (RDD), PRIs/ Officials of concerned line department.
	August	Initiate Planning through Gram Sabha (IPPE), 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	PRIs and Officials of RDD and concerned line Departments,

		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.	
	Sept.to Dec.	Ratification by Gram Sabha, preparation of estimate and obtaining technical and administrative sanctions.	PRIs and Officials, PO, DPC
1 st 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	

7.2.3.6.16 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.

7.2.3.7 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) Bharat Nirman Seva Kendra (BNSK):** BNSK to enable an efficient implementation of Mahatma Gandhi NREGA and to function as Knowledge Resource Center may be constructed at GP level or Block level.
- c) 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.
- d) 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.
- e) 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.

- f) **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 centers 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.
- iv. 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 centers 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.
- vi. 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.
- vii. The roads leading to Sansad Adarsh Gram Yojna (SAGY) Villages, identified by the Hon’ble Member of Parliament, should be given highest priority.
- viii. The roads connecting two or more habitations may be unsealed (or thin sealed including gravel sealed).
- ix. 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.
- x. 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.

xi. 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.

xii. 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.

xiii. 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.

xiv. Quality management procedures would be implemented by (District panchayat or technical department like PWD or RWD as decided by the State Government).

xv. 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.

xvi. 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 2017-18, 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.

7.2.3.8 Continuous availability of works: It should be ensured that works are available on continuous basis. There should be emphasis on completing on going and incomplete works. It should be ensured that no technical sanction is issued without mentioning the estimated period of completion and expected outcomes in it.

7.2.4 Quality Control & Maintenance of Works under Mahatma Gandhi NREGA

7.2.4.1 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.

7.2.4.2 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

7.2.4.3 **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.

7.2.4.4 **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.

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

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

- 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.
- 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.
- 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.
- 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 work file should be initiated by the Junior Engineer before start of the work with check list / content placed on the first page of the file.

Mahatma Gandhi NREGA Work File: Checklist/ Index

Sl. No.	Contents of the Case Record	Description	Page No.
1	Cover page of the Case Record	The cover page of the case record shall include following essential information on the work 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, photograph of the work site before start of the work. The cover page shall include the work code of the asset and date of geo tagging of the asset.	
2	Work Demand Form	The copy of the Form 6.	
3	Work Approval Form	Copy of the approval of the work (resolution of GP meeting with date and signature of members present in the meeting) mentioning the date of Gram Sabha, Work Code No in the GP shelf of project.	
4	Technical Estimate of the Work followed by Technical Sanction (to be tagged in the case record):	The technical estimate of the work shall include the following Abstract of estimate, Detailed estimate, Lead statement, Analysis of rate, Material statement, Labour abstract, Drawings, Survey data, Design. The technical estimate should also include the cost of citizen transparency board. The technical sanction by the authorised personnel shall be made duly signed by the technical officer prepared the estimate and the technical officer approved the estimate.	
5	Administrative Sanction by the delegated authority.	The copy of the administrative sanction by the competent authority.	
6	Work Order	The work order shall be issued by the competent authority with the mention of sanctioned amount including convergence amount (if any), timeline for implementation, estimated persondays, estimated material to be used, beneficiary details (in case of individual asset), date of technical and administrative approval etc.	
7	Personal and public notice to applicants to report at work	Copy of duly filled in Form 8 and Form 9	
8	Muster Roll	Copy of the Muster roll used for the work (both unskilled and semiskilled/ skilled) are to be kept for each muster period.	
9	Material Usage Sheet	The material usage sheet is to record the material used for work for each muster period.	

10	Work measurement and check measurement sheet	Measurement sheets shall be aligned with the muster period to calculate the volume of work done during a muster period. This shall also tally with the material usage for that muster period. This shall include a photograph of work under construction/ implementation.	
11	Material Procurement Sheet	The material procurement sheet shall include the date of quotations called, comparative statements, date and purchase order number, purchase invoice/ bills (duly certified with page number of the stock register, tax paid register etc.)	
12	Work Supervision Sheet	The work supervision sheet shall record the dates when the GP/ Block/ District officials visited to the worksite and also the physical and financial progress of the work done on the date of visit. This will enable to track the progress of work vis-à-vis estimated timeline.	
13	Material and Wage Payment FTO.	Copy of FTOs	
14	Work Completion Certificate	The work completion certificate is to Including photograph of work completion with the summery of unskilled/ semiskilled/ skilled workers worked, material used, key outcomes of the asset (for example areas irrigated for a check dam etc.). In case of individual asset, the beneficiaries shall give his/ her consent as regards to the completion of the work.	
15	Social Audit Form:	As per the Para 17 of Chapter IV of the Act, the Case Record shall be produced before the Gram Sabha for Social Audit. After completion of the Social Audit of the work, the date of social audit along with the minutes of the social audit shall be kept in the case record. The relevant information shall include Start and End date of work, persondays generated, issues related to payment of wages, beneficiary benefited, key outcomes of the work, processes followed etc.	

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.

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

7.2.4.5.2 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.

7.2.5 Barefoot Technicians

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

7.2.5.1 '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.

7.2.5.2 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.
- b. Shall have 10th 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

7.2.5.3 **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 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

7.2.5.4 **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.

7.2.5.5 **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.

7.2.5.6 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.

7.2.5.7 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

7.2.5.8 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.

7.2.5.9 Terms of Engagement:

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

7.2.5.10 Work entrusted to BFTs: The tasks of BFTs are fivefold.

1. 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.
2. 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.
3. 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.
4. 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.
5. Assist in maintenance of records and registers under MGNREGS.

7.2.5.11 **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).

7.2.6 Creation of 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.

7.5.7 **Convergence with National Rural Livelihood Mission under the Cluster Facilitation Team Strategy**

7.5.7.1 **Objective:** This project is to synergize the functioning of Mahatma Gandhi NREGA and National Rural Livelihood Mission (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.

7.5.7.2 **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.

7.5.7.3 **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.

7.5.7.4 **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.
- 7.5.7.5 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.
- 7.5.7.6 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 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. All SC/ST households to get at least 75 days work in a financial year by the third year with support of Programme Officer.
 - iv. Facilitate mechanisms with State Government to ensure that 100% of the wages are paid within 15 days from the date of closure of the muster roll.
- 7.5.7.7 Role of NRLM:** 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):
- i. Discussion of implementation of Mahatma Gandhi NREGA in SHG weekly meetings.
 - ii. Associate SHGs 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.
- 7.5.7.8 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.

7.5.7.9 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:

8.1.1. Medical aid

8.1.2. Drinking water

8.1.3 Shade

8.1.4 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.

8.1.5 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 BimaYojana 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 a 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 , PFMS And Ne-FMS
 - 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) / 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.

9.7.3 **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 21 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.

10 Entitlement IX- Compensation for delay in payment of wages

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.

- 10.1 The Schedule requires the States to divide the processes leading to determination and payment of wages into various stages viz.
 - a. Measurement of work;
 - b. Computerizing the muster rolls;
 - c. Computerizing of measurements;
 - d. Generation of wage lists; and
 - e. Uploading Fund Transfer Orders.
- 10.2 The State is further required to specify stage wise maximum time limits, along with the functionary or agency which is responsible for discharging the specific function.
- 10.3 The States may divide these processes into sub-processes and identify functionary/ agency along with time lines. These are to be notified to ensure accountability in payment of wages and to calculate culpability of various functionaries or agencies.
- 10.4 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).
- 10.5 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.
- 10.6 The exceptions when compensation is not payable are:
 - a. Compensation is not due.
 - b. Natural calamities.
- 10.7 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.
- 10.8 Failure to settle claims during the prescribed time shall result in payment of due amount into the account of the worker.

- 10.9 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.
- 10.10 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.
- 10.11 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.
- 10.13 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. Entitlement X: 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, pro-active 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.

11.1 Setting up of an Independent Social Audit Unit:

- 11.1.1 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.
- 11.1.2 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.
- 11.1.3 **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.

11.1.4 **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 bank accounts of the respective Social Audit Unit of the state.

11.1.5 **Special Financial Assistance:** The Ministry had decided to meet the costs of recruiting minimum core staff of the Social Audit Unit at the State and District Level through a Special Financial Assistance (applicable up till 2017), that is over and above the allocation of 0.5% of the total annual expenditure under Mahatma Gandhi NREGA for meeting the cost of conducting social audit of Mahatma Gandhi NREGA works. The Special Financial Assistance for Social Audits to States is being extended for a period of three years for FY 2017-18, 2018-19, 2019-20. This financial assistance will continue to be over and above the 0.5 percent allocation from the total annual expenditure of the state MGNREGA expenditure in one financial year.

11.1.6 **The norms for the costs of recruiting minimum core staff** under the revised Special Financial Assistance will be 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)

Minimum staff strength that will be supported by the Special Financial Assistance is as under:

State Social Audit Unit Structure allocation as per Revised SFA for Social Audits					
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
	Total	28	12	124	1193

The Special Financial Assistance will reimburse the cost of placing one District Resource Person for every Rs.30 Crore of expenditure in the District. The Special Financial Assistance lays down the minimum number of personnel to be employed by Social Audit Unit at the State and District Level and the minimum salary payable. State Governments are free to hire additional resource persons and pay higher salaries under its administrative funds.

11.1.7 **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:

- Chief Secretary or her/his nominee.
- Principal Secretary of the Department implementing Mahatma Gandhi NREGA.
- Representative of the Ministry not below the rank of Director/Deputy Secretary.
- 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.

11.1.8 **Trainings** – The 30-day certification course on 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.

- 11.1.9 **Payments to Social Audit Unit Resource Persons:** State Social Audit Units will be authorized to make payments directly into the bank accounts of its Resource Persons at the State, District, Block and Village Level. Payments to Social Audit Unit Resource Persons, at any level, shall not be dependent on gaining approvals from representatives of the implementing agencies.
- 11.1.10 **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.
- 11.1.11 **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.
- 11.1.12 **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.
- 11.1.13 **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.
- 11.1.14 Any request for copies of Mahatma Gandhi NREGA related documents has to be provided within 3 days and no information shall be withheld.
- 11.1.15 **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.
- 11.1.16 **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.
- 11.1.17 **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.

- 11.1.18 **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 given 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.
- 11.1.19 **Follow up:** The Implementing Agency is responsible for taking follow up action on the findings of the social audits in a time bound manner.
- 11.1.20 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.
- 11.1.21 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.
- 11.1.22 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.
- 11.1.23 **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.

11.2 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.

11.3 Ombudsman

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 16.01.2014, 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.

11.4 Grievance Redressal

State Government must formulate Grievance Redressal Rules and accordingly, put in place a mechanism for receiving grievances, acknowledging them with a dated receipt and ensure its redressal within 15 days while complying with provisions of Section 29, Schedule I, Mahatma Gandhi NREGA. The States must also ensure activating their toll free MGNREGA State helpline and communicate the details to the Ministry.

11.5 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.

11.5.1 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.

11.5.2 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.

11.5.3 **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.

11.6 Mandatory Pro-Active Disclosure

State Government 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 worksite, wall paintings, Gram Panchayat Notice Boards and the Mahatma Gandhi NREGA website as per the suggested formats given below:

11.6.1. List of Mahatma Gandhi NREGA Work Status for FY for each Revenue Village

S. No.	Name of Work	Work ID.	Amount Sanctioned			Amount Spent			Duration	Work Status Complete/ Incomplete
			Labour	Material	Total	Labour	Material	Total		
1	2	3	4	5	6	7	8	9	10	11

11.6.2. Expenditure details on materials for Mahatma Gandhi NREGA Works for F.Y for each Revenue Village

S. No.	Name of Works	Code No	Details of materials used												
			Total Cement			Total Bajari			Total Stone			Other Materials			Total Expenditure on Materials
			No of units used	Rate	Amount	No of units used	Rate	Amount	Trolls	Rate	Amount	No of units used	Rate	Amount	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16

11.6.3. Details of Mahatma Gandhi NREGA job cards for EACH WARD

S.No.	Name of Job Card holder	2014-15		2015-16		2016-17		2017-2018		2018-19	
		No. of Days	Amount	No. of Days	Amount	No. of Days	Amount	No. of Days	Amount	No. of Days	Amount
1	2	3	4	5	6	7	8	9	10	11	12

11.7. 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.

- 11.7.1 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.
- 11.7.2 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.
- 11.7.3 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*.
- 11.7.4 There may be a need to specially empower and facilitate certain marginalized groups to access information.
- 11.7.5 In all cases of pro-active disclosure or collective monitoring, there is an inherent need for facilitation by external agencies/individuals/groups.
- 11.7.6 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.
- 11.7.7 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.
- 11.7.8 Relevant information must be appropriately displayed at the level of the village, Gram Panchayat, Block/Intermediate Panchayat and the District.
- 11.7.9 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.
- 11.7.10 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.
- 11.7.11 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.

11.8 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.

11.9 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.

12. Information Education Communication (IEC) Activities

- 12.1 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.
- 12.2 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).
- 12.3 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.
- 12.4 The States are required to prepare their State IEC plans every year, and send reports at regular intervals to the Ministry.
- 12.5 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.
- 12.6 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.
- 12.7 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.

12.8 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.

12.9

12.10 The Ministry is coming up with a book titled '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.

13. MIS (NREGASoft)

13.1 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 15th April of the next financial year).

13.2 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 roll 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.

13.3. 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.

13.3.1 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.

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

14. 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 1.70 Cr. Asset IDs have been generated, of which more than 90 lakh 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 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.

15. Direct Benefit Transfer (DBT) and the Aadhaar Platform

- 15.1 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.
- 15.2 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.
- 15.3 In pursuance of the provisions of Section 7 of the Aadhaar (Targetted 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.
- 15.4 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.

15.5 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.

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

15.6.1 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 also communicated to the District Programme Coordinators.

15.6.1.1At 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.

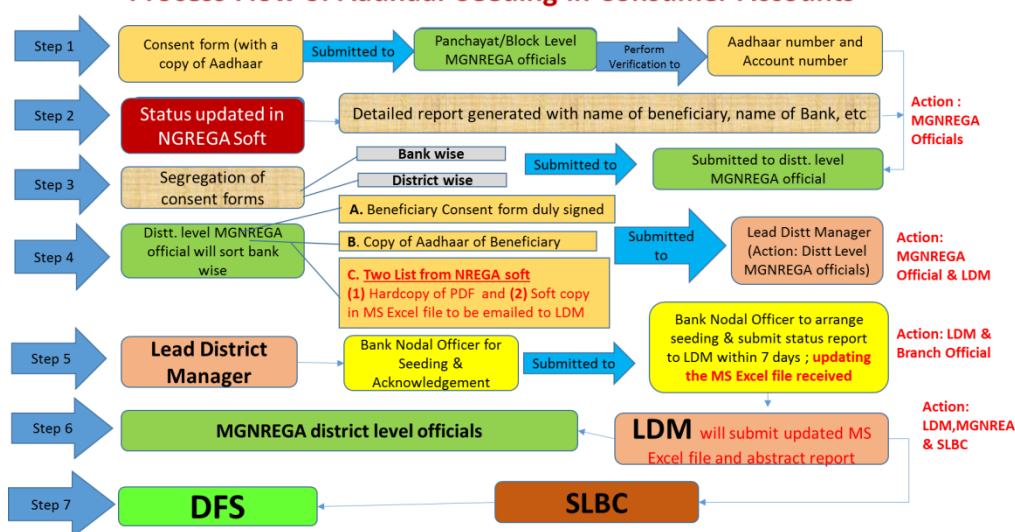
15.6.1.2At the Block level, the Block Development Officers/ Programme Officers (BDOs/ Programme Officers) will be the Charge Officers for this drive. The District Programme Coordinator will be responsible for training the BDOs in conducting the drive.

15.6.1.3BDOs / Programme Officers shall entrust the work of collection of Aadhaar numbers to the Gram Rozgar Sewak concerned.

15.6.1.4A 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 be after seeking consent of the workers and in line with the order of the Honourable Supreme Court.

- 15.6.1.5** 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.
- 15.6.1.6** 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.
- 15.6.1.7** 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.
- 15.6.1.8** The Gram Rozgar Sewak shall be mandated to do this task in a satisfactory manner.
- 15.6.1.9** 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.
- 15.6.1.10 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.
- 15.6.2 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.
- 15.6.3 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.
- 15.6.4 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

Process Flow of Aadhaar Seeding in Consumer Accounts



15.6.5 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.

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

15.7.1 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.

15.7.2 Rejected records are sent to the Programme Officer automatically with a request to re-check the details on the field.

15.7.3 All confirmed records having consent of the workers are sent to banks

15.7.4 Banks seed and place the data on NPCI mapper.

15.7.5 After a Mapper check, the accounts which are mapped with Aadhaar in bank database are converted to APB system.

16. Financing Mahatma Gandhi NREGA

16.1 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 on the basis of 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, 2017.

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.

16.1.1 First Tranche

1st Tranche is released to States/Districts in the month of April. The quantum of first instalment of the first tranche is 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 2017-18. 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 upto 30th September, the same would be considered based on performance during the period from April to the date of submission of the proposal and funds would be released accordingly.

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 on the basis of 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 1st 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.

16.1.2 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).

16.2 Administrative Expenses

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

16.3 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:

16.3.1 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.

16.3.2 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.

16.3.3 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.

17. Skilling under Mahatma Gandhi NREGA: Project For Livelihoods In Full Employment (Project LIFE- Mahatma Gandhi NREGA)

- 17.1 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 Anyoday – NRLM (DAY-NRLM) and Entrepreneur Development Programmes of Rural Self Employment Training Institutes (RSETI).
- 17.2 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.
- 17.3 This project will be implemented as per the following strategy:
- 17.3.1 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 NRLM, and DDU-GKY.
- 17.3.2 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.
- 17.3.3 The information on the NREGASoft shall be the basis of identification of candidates. Information regarding willingness to be skilled, skilling requirement / preference for skilling, existing skill set of the target youth, shall be collected through regular surveys etc.
- 17.3.4 Registration/ Survey shall be carried for 3 broad categories viz.
- I. Skilling for Wages;
 - II. Skilling for Self-Employment; and
 - III. Livelihood Upgradation.
- 17.3.5 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.
- I. List of Youths interested in Skilling for wages,
 - II. List of Youths interested in Skilling for Self –Employment, and
 - III. List of HHs interested in Livelihood upgradation.
- 17.3.6 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.
- 17.3.7 One survey has already been conducted, and information collected through this survey was the basis of State Skilling Plans. States may carry out more survey or utilise option of concurrent registration of willing youth through camps, etc.
- 17.3.8 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.

- 17.3.9 Where SRLM is not the vertical for Skills, the State Nodal Skills Mission (SNSM) shall prepare the plan for Skilling for Wages category and plan for other 2 categories viz. Skilling for Self -Employment and Livelihood up gradation shall be prepared by the SRLM.
- 17.3.10 The SRLMs/ State Nodal Skill Missions shall assess the PIAs already grounded. The PIAs for Skilling for Wage Employment projects shall obtain Permanent Registration Number (PRN) from DDU-GKY website (<http://ddugky.gov.in>). SRLM/ SNSM shall allocate Gram Panchayats to these PIAs for training, along with the lists of persons who have opted for Skilling for wages. Gram Panchayat saturation model may be adopted.
- 17.3.11 RSETI shall be used extensively for Skilling for Self-Employment, though States can use other agencies also. The financial cost shall be Rs.200 per beneficiary/ day. Course curriculum (and duration) as developed by National Institute of Development (NIRD), Hyderabad/ NAR, Bengaluru shall be the standard to be followed.
- 17.3.12 SRLM shall make Individual Household Livelihood Plans for youth or households desiring Livelihood Upgradation, by upgrading the land assets and training them in strategies for maximising incomes from the land through the integrated farming strategy of Mahila Kisan Sashaktikaran Pariyojana (MKSP) and Community Based Sustainable Agriculture (CMSA) initiatives of NRLM etc.
- 17.3.13 The State Skilling Plans shall be rolling plans based on:
- I. Infrastructures available for such Skilling activities
 - II. Technical resources
 - III. Financial allocations under separate heads that can be converged.
- 17.4 The State are required to adhere to the following Protocols for implementation of Project LIFE – Mahatma Gandhi NREGA:
- 17.4.1 The result of the registration/ survey regarding the youth that have opted for Skilling for Wages can be seen under Table R.22.5 at nrega.nic.in.
- 17.4.2 The SRLMs/ SNSMs shall follow DDU-GKY guidelines for skilling the identified youth.
- 17.4.3 Training centres need to have quality infrastructures. The rural candidates may be taken to training centres that need not be in rural areas.
- 17.4.4 A copy of the formal communication (list of candidates willing to undertake Skilling for Wage employment) sent by Mahatma Gandhi NREGA Commissioner to SRLM/ SNSM in the State shall be uploaded on the NREGASoft.
- 17.4.5 SRLM/ SNSM, in turn, shall formally communicate the list of candidates for specific Panchayats to the Project Implementation Agencies (PIAs). The SRLMs/ State Nodal Skill Missions shall assess the PIAs already on ground. The PIAs for Skilling for Wage Employment projects shall obtain Permanent Registration Number (PRN) from DDU-GKY website (<http://ddugky.gov.in>). SRLM/ SNSM shall allocate Gram Panchayats to these PIAs for training, along with the lists of persons who have opted for Skilling for wages. Gram Panchayat saturation model may be adopted.
- 17.4.6 PIAs shall commence mobilisation of candidates through counselling, assessing aptitude and interest of each candidate in the list given and select him/her for training course, accordingly. The youth may change his options based on assessment and counselling. This information will be given to SRLM/SNSM. The State may restrict skilling to one member per HH.
- 17.4.7 SRLM shall enter the name of the PIAs, Project Sanction numbers and the selected trade against the name of each candidate in the NREGASoft and share the same with the Mahatma Gandhi NREGA Commissioner.

- 17.4.8 SRLM shall record the completion of training and subsequent placements in jobs after duly obtaining the information from the PIA and enter the same against each of these candidates who have been selected.
- 17.4.9 For every placement completed by the PIA, Mahatma Gandhi NREGA Commissioner shall release the Project training cost to SRLM/SNSM out of its allocated budget.
- 17.4.10 In this entire exercise, SECC TIN number shall be made the point of reference for every candidate.

17.5 Protocol for preparation and implementation of plan for Skilling for Self-Employment:

- 17.5.1 Entrepreneurship Development Programme (EDP) wise options for the State can be seen under Table R.22.5 at nrega.nic.in.
- 17.5.2 RSETIs and their resources and resources of any other agency/ agencies identified by the State should be used to train all the registered/ surveyed youth willing to be skilled for self-employment. . The States may use other agencies also for Self-Employment trainings.
- 17.5.3 These youth shall be further provided credit linkages by Banks for setting up their Enterprise.
- 17.5.4 The SRLMs after receiving the list from Mahatma Gandhi NREGA Commissioner shall share the list, in turn, with the RSETIs (district wise)/ or any other agency/ agencies identified by the State. The SRLM in association with RSETI/ other agencies shall work out a plan for counselling and training for the entire district in consultation with district Officials of SRLM and Mahatma Gandhi NREGA. The Programme Officers (Mahatma Gandhi NREGA) shall ensure that these candidates are mobilized for counselling with all relevant documents (such as Job card, KYC documents) for subsequent training.
- 17.5.5 Candidates, who have undergone training earlier, shall not be eligible for training.
- 17.5.6 The District officials in consultation with RSETIs shall assess the training requirements of the candidates keeping in view the available potential/absorption capacity in the area.
- 17.5.7 The list of candidates to be trained in this FY and next FY shall be jointly finalised by District officials of SRLM, Mahatma Gandhi NREGA and RSETI, along with type/ name of trade/ activity.
- 17.6 The roll out plan or Skilling for Self- Employment should be prepared accordingly, keeping the following parameters in view viz:
 - 17.6.1 There is no upper ceiling/limit on the number of candidates who can be trained by RSETIs in a year.
 - 17.6.2 If the number of candidates in a district is less for a trade/activity for a training programme, they can be adjusted/ accommodated in the existing batches of RSETI at Block/District to meet their training requirements.
 - 17.6.3 If the number of candidates to be trained within the district is close to the annual capacity of the Training Centre, then the district will prepare a plan based on trades for block wise batching etc. The candidates of Project LIFE- Mahatma Gandhi NREGA may be prioritised within the regular training plan or a batch specific to them may be started.
 - 17.6.4 The resources for the Training Centre may accordingly be augmented based on additional requirement, if any, in consultation with State Directors for RSETIs and Banks.
 - 17.6.5 If the number of candidates is too large to be catered by the Training Centre at the district, then the excess candidates may be accommodated in the training Centres in adjoining districts, if they have scope for accommodating these candidates. This will require facilitation by State Directors of RSETI who will coordinate the plan of each district centres.

- 17.6.6 If the number of candidates is too large to be catered by the Training Centre at the district or in adjoining districts, then in such cases, the Banks are advised to go for a Block level RSETI structure. They may recruit Faculty, Office Assistants on contract basis. The Panchayat Bhawan at Block/ Gram Panchayat level may be used as premises for training. The District Programme Coordinator and Programme Officers shall ensure extension of these premises for the specified use to the Banks. Banks may get in touch with the same to assess their suitability for undertaking training and firm up their arrangements for training the beneficiaries. In absence or inadequacy of such buildings, the Banks may take other suitable premises on hire for completing the task of training the sponsored candidates. This arrangement is purely project related infrastructure and shall be continued till reaching saturation at the block level, for Project LIFE – Mahatma Gandhi NREGA candidates. The number of block level RSETIs required, staffing, premises etc. are to be decided by the Sponsor Bank based in consultation with CEO SRLM and National Director, RSETI, based on the number of candidates to be trained.
- 17.6.7 Wherever Start-up Village Entrepreneurship Programme (SVEP) is under implementation, efforts shall be made to dovetail Project LIFE - Mahatma Gandhi NREGA beneficiaries under SVEP.
- 17.6.8 The RSETIs, after receiving the finalised list of candidates with KYC documents, shall take steps to impart training in the identified trade through proper planning in such a way that the planned numbers of candidates are trained as per the roll out plan, within the time frame.
- 17.6.9 RSETIs will form batches and share the details with SRLM, through State Directors. The RSETIs shall upload the same on the NREGASoft. CEO, SRLM shall share this list with Commissioner, Mahatma Gandhi NREGA. The Commissioner, Mahatma Gandhi NREGA shall ensure mobilization of candidates for training as per batches formed, through Programme Officer/ GRS.
- 17.6.10 The SRLMs shall reimburse the claims based on certified statement/ declaration given by RSETI. No other documents/vouchers, verification need be insisted.
- 17.6.11 RSETIs shall facilitate the opening of accounts of the beneficiaries under PMJDY on the first day of training. Before the completion of the training, loan application from interested trainee shall be obtained. The Director shall facilitate preparation of project reports and send it to the concerned Bank branch for sanction. The Directors shall closely follow up the matter till the loan is disbursed besides reviewing the disposal of pending loan applications in BLBC/DCC/DLRAC/DLRC meetings. A time bound monitoring framework for disposal of applications may be set in place. “Credit Camp Approach” to dispose of loan applications of RSETI trained candidates may be adopted.
- 17.7 Protocol for preparation and implementation of plan for Livelihood upgradation
- 17.7.1 The Livelihood intervention wise options for the State can be seen under Table R.22.5 at nrega.nic.in.
- 17.7.2 A copy of the formal communication (sharing the list of candidates) sent by Mahatma Gandhi NREGA Commissioner to SRLM shall be uploaded on the NREGASoft.
- 17.7.3 SRLMs would prepare Household Level Plans (HLPs) for all these HHs. The HHs in NRLM intensive Blocks may be prioritised. The IPPE 2 resources must ensure that HLPs for all such HHs in NRLM intensive/ partner Blocks are prepared and uploaded on the NREGASoft.

- 17.7.4 The IPPE survey report that shall be part of Block Planning Team (BPT) member kit will be used as secondary data as well as for capturing the suitable asset that can be provided to these HHs from list of permissible individual assets under Mahatma Gandhi NREGA.
- 17.7.5 SRLM shall, accordingly, through training and hand holding ensure implementation of each HLP.
- 17.7.6 SRLM funds shall be used for trainings and hand holding expenses.
- 17.7.7 Individual assets permissible under Mahatma Gandhi NREGA shall be allocated on priority basis to such HHs that has been trained once this information is entered on the NREGASoft by the SRLM. SRLM shall ensure proper linkages for assets that can be accessed from other line departments based on the HLP of the HH.
- 17.7.8 Each willing HHs shall be taken up for Livelihood upgradation with roll out of SRLM across the State.

18. 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.

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

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

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

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

18.1.4 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.

18.2 Identification of eligible Civil Society Organisations may be done by the State Programme Coordinator (SPC)/Commissioner, Mahatma Gandhi NREGA, as the case may be. 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.

18.3 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.

18.4 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:

18.4.1 Supporting the micro-level planning for the Panchayati Raj Institutions in planning processes, including Mission Antyodaya.

18.4.2 Facilitating the Social Audit process by assisting in the identification of Village Social Auditors and working as volunteers.

18.4.3 Concurrent community monitoring on work site as well as through the active participation in the Gram Panchayat functioning.

18.4.4 Facilitating the organisation of Labour Groups to coordinate the registration of demand and redressal of grievances as people’s collective.

19. Awards

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

State awards	District awards	Gram Panchayat awards	Financial Inclusion awards
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.

19.2 The process of application and criteria for selection are:

19.2.1 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.

19.2.2 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.

19.2.3 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.

19.3 The overall framework and scheme for awards is uploaded on the Mahatma Gandhi NREGA website: nrega.nic.in.

20. 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.

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.