

**MAHATMA
GANDHI
NREGA**

**MASTER
CIRCULAR
2016-2017**



Mahatma Gandhi NREGA Act

The National Rural Employment Guarantee Act was notified in 2005

As per an amendment, 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.

Mahatma Gandhi NREG Scheme

States have notified their respective Mahatma Gandhi NREG Scheme.

These State Schemes have to be modified as and when amendments to the Act and its Schedules are made



Schedule I, as per Sec 4(3), describes the Minimum Features of the Scheme

Annual Master Circular

&

The Ten Entitlements Under Mahatma Gandhi NREGA

The Mahatma
Gandhi NREGA
provides a number
of legal
entitlements to
rural workers

The Annual Master
Circular for the FY
2016-17 is
organised along
**ten major
entitlements**

The Circular also
explain the
structures and
mechanisms that
enable the
administration to
implement the Act.



Entitlement I - Right to a Job Card

Right to a Job Card (Provision in the Act)

“Para 1, Schedule II:

The adult member of every household

- *residing in rural area*
- *willing to do unskilled manual work*

may submit their names, age and the address of the household to the GP 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, to issue a job card within 15 days from the date of such application”

Job Card

Every rural household is entitled to a Job Card

Containing the names and photographs of **all adult members** in the household

The Job Card contains all the up to date details of work applied for and received, wages paid etc.

They all can apply for, and receive work.

Possession of Job Cards

All the Job cards (JC) must remain in the custody of the workers concerned

If taken for updating, the JC must be returned immediately.

Job Cards of a worker found in the possession of any other person, without a valid reason, is an offence punishable under Section 25 of the Act.

District Programme Coordinator and the State Government should ensure that the job card remains in the possession of the job seekers only.

Cancellation of Job Cards

No JC should be cancelled on the ground of non-demand/non reporting for work.

JC can be cancelled...

If the household has migrated permanently to the urban areas



HH holding duplicate or fake job card

In case, a household migrates to a different GP, a new job card may be issued by the concerned Gram Panchayat.

In case a Gram Panchayat area is declared as urban, all Job Cards shall be considered as automatically cancelled.

Fresh Job Cards

Fresh job cards will be issued with the same unique number only in case the previously issued job card is not fit for further usage.

households that are listed as automatically included or deprived as per the SECC are issued Job Cards on a priority.

New names can be entered in the existing Job Cards as and when new members express to work as job seekers

Expenditure involved for printing of new job cards can be met from administrative expenditure within the ceiling of 6%.



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

Right to Demand and receive work within 15 days(Provision in the Act)

“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;
- 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.”

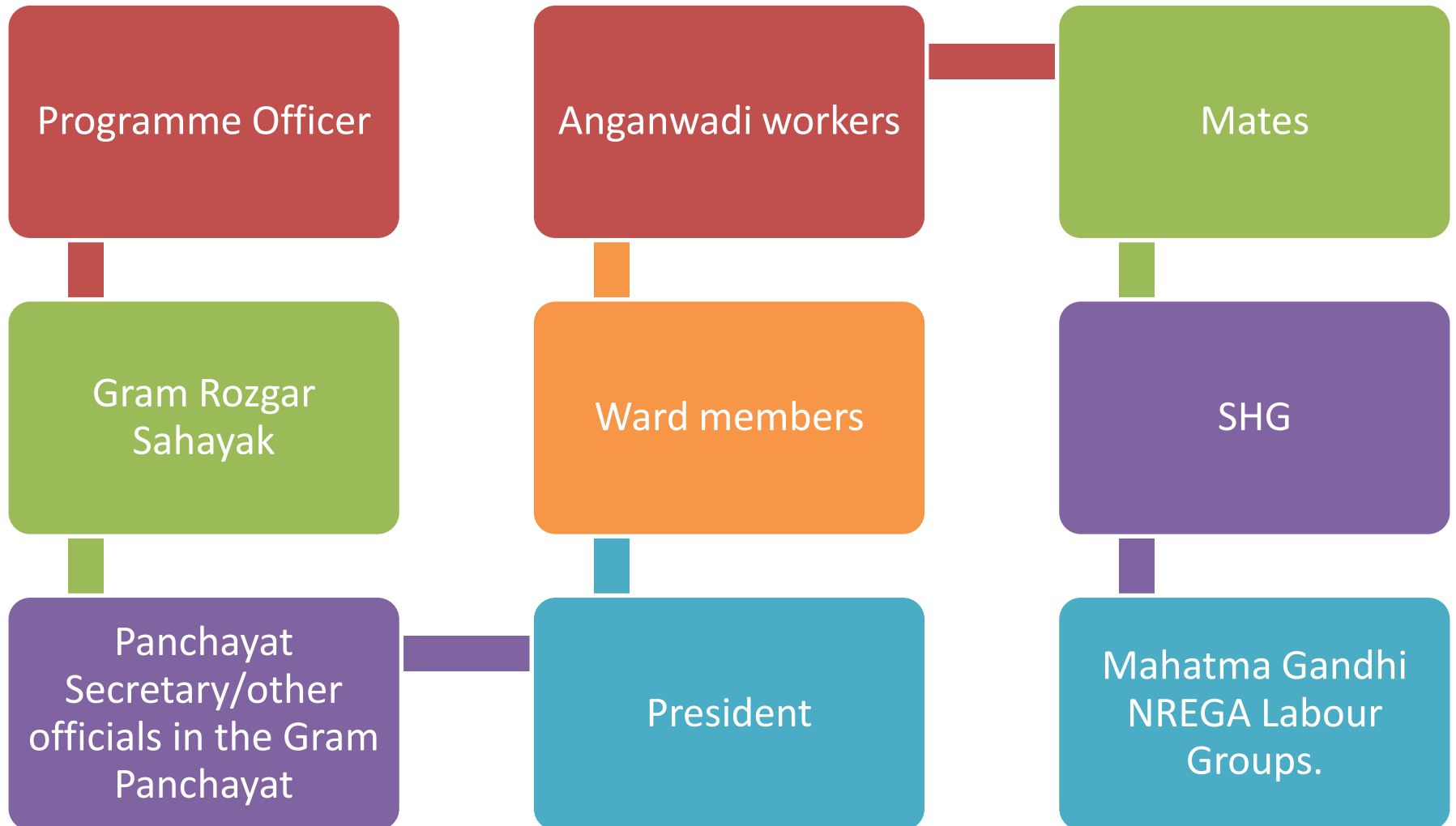
Right to Demand

- Every rural household has a right to apply for 100 days of work open on a continuous basis.
- The provision of additional 50 days per Scheduled Tribe Household in a forest area is allowed provided that they have land provided under the FRA Act 2006
- Further, an additional 50 days of work over and above the 100 days is provided in areas where drought or natural calamities (as defined by the Ministry of Home Affairs, Government of India from time to time) have been notified.
- Applications for work must be submitted for at least fourteen days of continuous work
- Multiple applications can also be submitted by the same person

Multiple mechanisms for demand for work

Households can submit applications for demand at the Gram/Block and District level

The multiple channels to receive applications for work are -



Demand for Job

Concerned functionaries to be sensitised on the multiple channels and modes,

&

demand from any one of them is considered valid

&

honoured as per timeline of 15 days.


REGISTRATION OF DEMAND THROUGH MULTIPLE MODES

- Oral application, duly reduced to a written application of demand
- Written application (through specified forms/Form 6/white paper)
- Telephonic application (through the Interactive Voice Response System (IVRS)/Call Centres)
- Through Kiosks set up by the State Governments
- Online application (through the NREGASoft/or any other web medium duly notified by the appropriate government)




Processes to be followed to register demand

On receipt of application for demand for work, the concerned Panchayat functionary shall issue a dated receipt acknowledging the same.




Application for demand received from any automated system shall result in an automatic generation of a dated receipt acknowledging the same.



The demand can be registered at the worksite also.



The State may facilitate registration of demand and allocation of work on worksite through biometric or MMS facility.



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

Dated Receipt

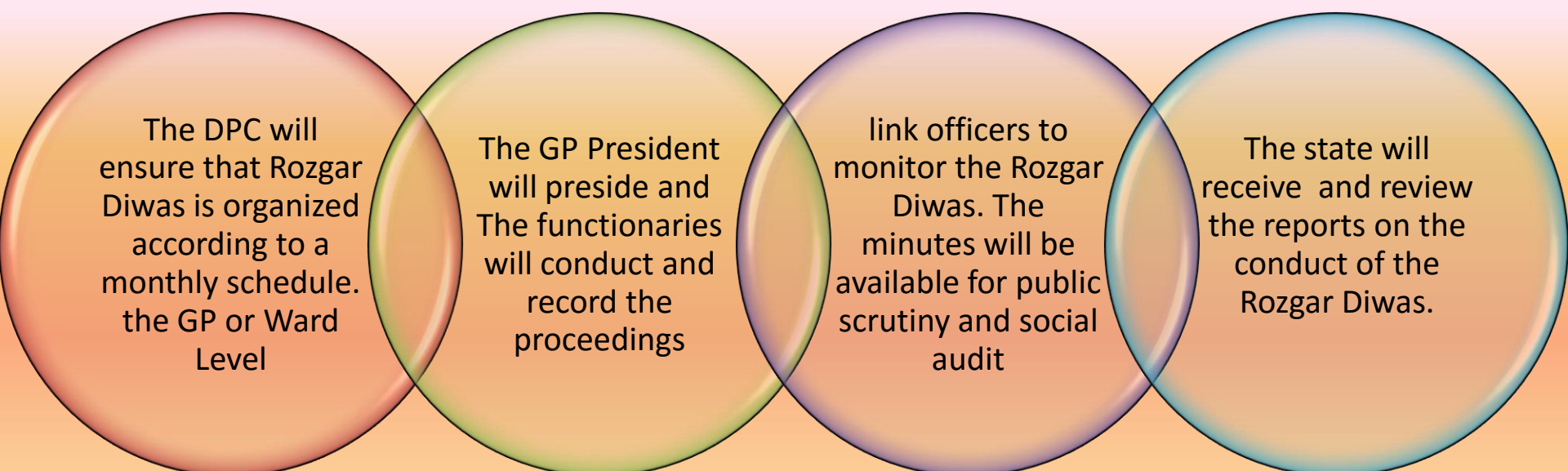
The demand for work must be followed by the issuance of a dated receipt, **without fail.**

Non provision of dated receipt will be considered as an offence punishable under Section 25 of the Act.

Gram Rozgar Diwas

Gram Rozgar Diwas should be organised as a means of demand registration and grievance redressal.

Roles and Responsibility for the conduct of the Rozgar Diwas are



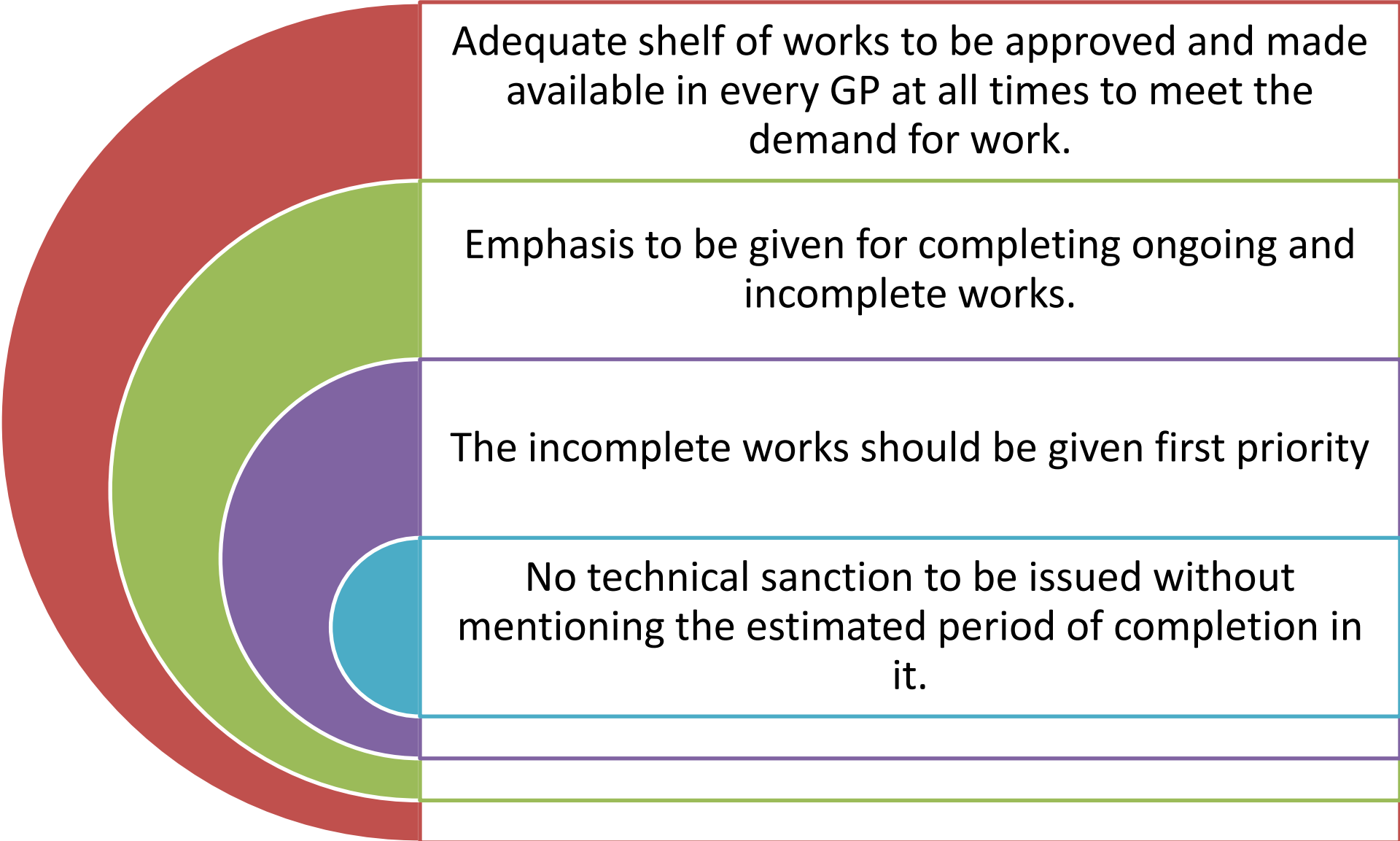
The DPC will ensure that Rozgar Diwas is organized according to a monthly schedule. the GP or Ward Level

The GP President will preside and The functionaries will conduct and record the proceedings

link officers to monitor the Rozgar Diwas. The minutes will be available for public scrutiny and social audit

The state will receive and review the reports on the conduct of the Rozgar Diwas.

Emphasis on Continuous Availability of Works



Adequate shelf of works to be approved and made available in every GP at all times to meet the demand for work.

Emphasis to be given for completing ongoing and incomplete works.

The incomplete works should be given first priority

No technical sanction to be issued without mentioning the estimated period of completion in it.

E-MUSTER ROLL

- ✘ e-musters has encountered connectivity issues.
- ✘ State Governments may permit issuance of paper musters, for specified blocks, after seeking prior approval of the Ministry.
- ✘ State Governments are encouraged to devise appropriate mechanisms that facilitate the registration of demand at worksites

Delegation of Powers

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.



Entitlement III- Right to Unemployment Allowance

Right to Unemployment Allowance

A worker is not provided employment within 15 days of applying for work

Entitled to receive a daily unemployment allowance not less than one fourth of the wage rate for the first thirty days during the financial year

Not less than one half of the wage rate for the remaining period of the financial year.

Responsibility of the State Government

Specify the rate payable, not less than $\frac{1}{4}$ of the wage rate for the first 30 days and not less than $\frac{1}{2}$ wage rate for the remaining period of the financial year.

Frame Rules governing the procedure for payment

Make necessary budgetary provision for meeting the Unemployment Allowance.

Suggested procedure to State Governments for payment of Unemployment Allowance

Automatic generation of a payment order (requiring no separate sanction order) and payment of Unemployment Allowance (SEGF or any other fund specified).

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.

Otherwise recipients shall be entitled to compensation based on the same principles as Compensation for Delayed Payment of Wages.

Unemployment Allowances to be credited to Bank/ Post Office account, as in the case of wage payments etc

The liability of the State Government shall cease as soon as:

The work is allocated by Gram Panchayat or Programme Officer

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;

The adult members of the household of the applicant have received in total at least one hundred days of work within the financial year

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

Cessation of claim to Unemployment Allowance

An applicant who does not accept the employment provided to her/his household

Does not report for work within fifteen days of being notified by the GP

Continuously remains absent from work without obtaining permission from the GP for a period of more than one week

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

Shall be eligible to seek employment under the Scheme at any time.

Automatic Payment of Unemployment Allowance

Failure to take decision and make payment within 15 days of falling due shall result in automatic payment (as calculated by the NREGASoft) into the account of the worker.

A separate account maintained at the Ministry for this purpose shall be debited.

This shall be deemed as advance release of Central share and the consolidated amount shall be deducted from the next release of central share to the State.

Workers filing for unemployment allowance

- Wage seekers can also apply for the Unemployment Allowance at the Gram Panchayat or Block Office.
- Violations of any of the provisions on Unemployment Allowance will be considered as an offence under the Mahatma Gandhi NREGA, thereby attracting the provisions of Section 25 of the Act.



Entitlement IV- Right to plan and prepare a shelf of projects

All workers have a right to participate in the Gram Sabha and decide the works and the order of priority to be taken up.

Preparation of Labour Budget and the Annual Convergent Planning Exercise

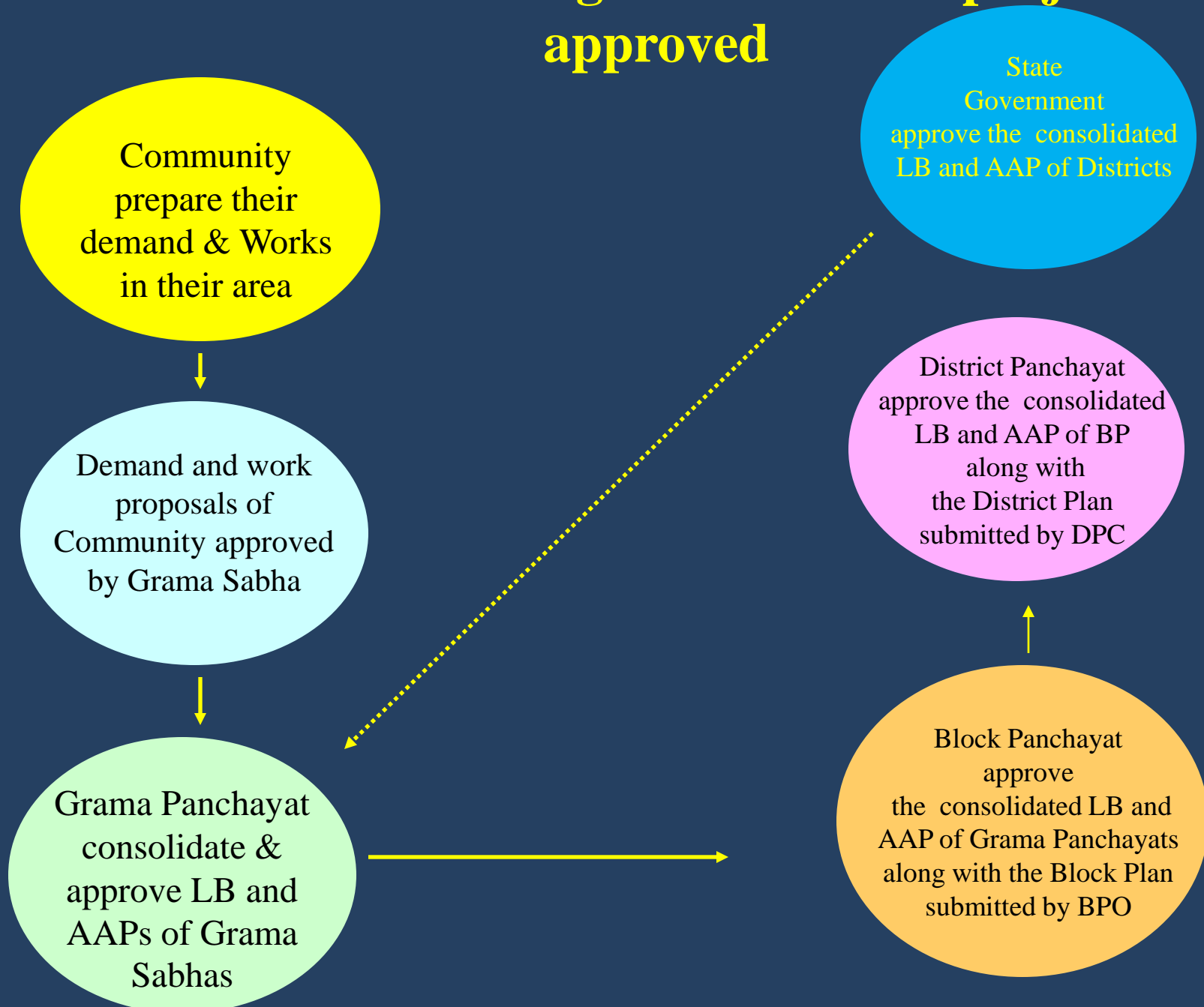
The DPC has to ensure strict adherence to the principle of bottom-up approach in planning by Gram Sabha.

The State Government to furnish a certificate that the mandatory provisions for preparation of LB have been taken into account and a bottom-up approach has been adhered.

As a Convergent Planning Exercise, thrust will be on linking Mahatma Gandhi NREGA to creation of sustainable livelihoods

Proceedings of each Gram Sabha approving the LB and shelf of projects to be uploaded as an attachment in the MIS.

How the Labour Budget and Shelf of projects are approved



Variations in the Master Circular

The wage material ratio for the works planned by the agencies other than GPs shall be calculated by taking the entire District as a unit.

DPC should ensure that at least 60% of the works at the district level, in terms of cost, shall be for creation of productive assets directly linked to agriculture

There should be special focus on vulnerable households by taking up works on individual land that provide direct individual benefits.

Gram Panchayat level shelf of projects should be **at least two times** the anticipated demand for employment

The expected outcomes from executing each work should be a part of the estimate.

Works will be entered on the MIS and implemented as per the order of priority decided in the Gram Panchayat/Intermediate Panchayat/District Panchayat

CONVERGENCE PROJECTS

- Convergence, both intra/inter dept. 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 block/Intermediate/District Panchayat level, before being included in the Shelf of Projects.



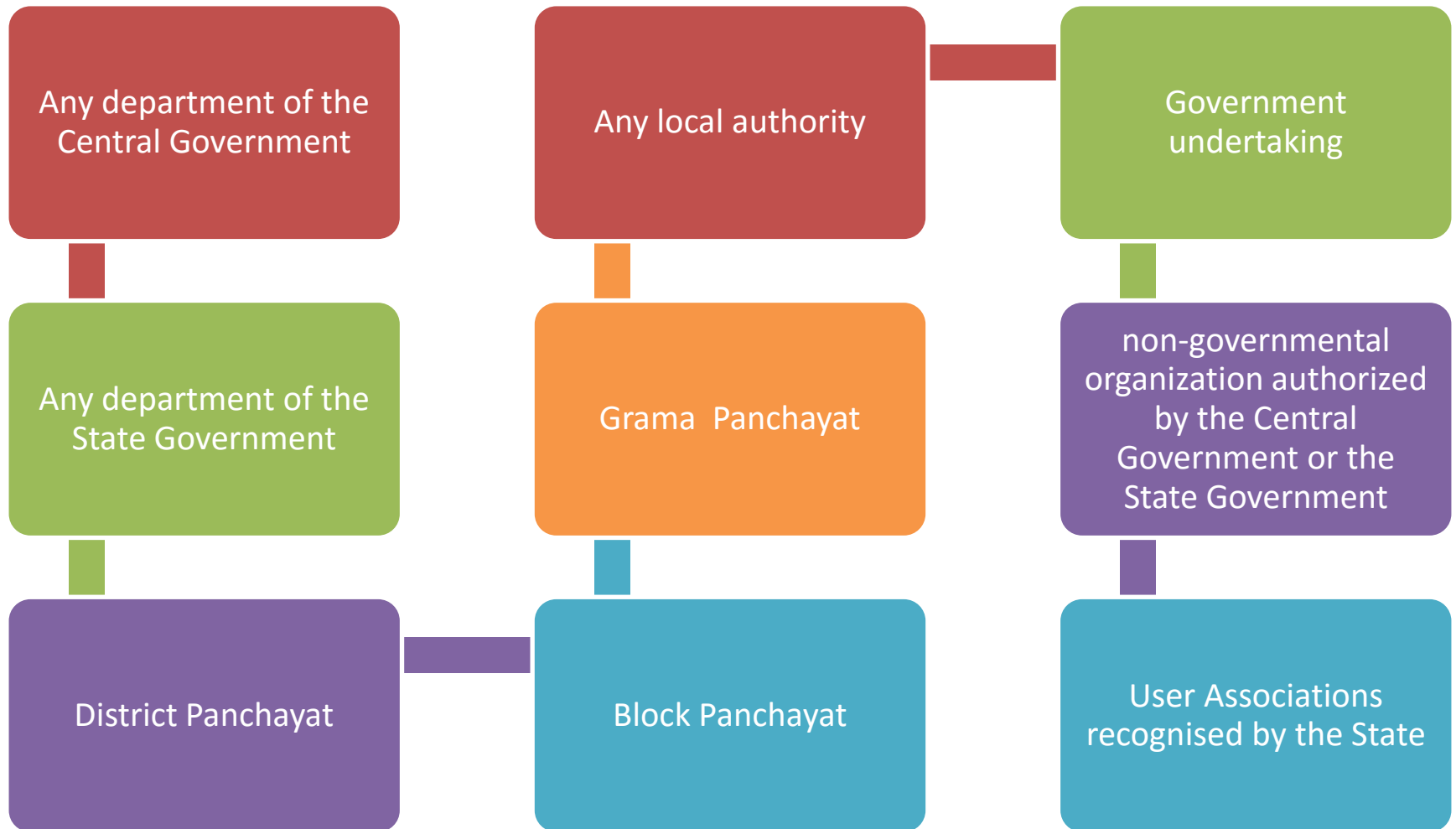
Suggested Time Lines for IPPE & Non IPPE Blocks

Action to be Taken	Time
Launch of GP level planning process and discussion of the planning process by Gram Sabha.	15 th August to 2 nd October
Special Gram Sabha for approval of the GP level annual action plan.	2 nd October to 30 th December
Submission of Gram Panchayat Level Plan to the Block Panchayat	5 th December
Approval of Block Level Consolidated Annual Plan by Block Panchayat and submission of the same to District Programme Coordinator	20 th December
Presentation of District Annual Plan and LB to District Panchayat by the District Programme Coordinator	20 th January
Approval of District Annual Plan by the District Panchayat and submission of the same to State Government	31 st of January
Submission of Labour Budget to the Central Government	15 th February
Meetings of the Empowered Committee and finalisation of the LB	February onwards
Communication of the LB to the States by Ministry and further by the states to Districts, Blocks, and Gram Panchayats	31 st March
Communication of Opening Balance by states, Release of upfront / 1 st Tranche by the Centre	7 th April



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

Implementing Agencies



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).

Suggested list of machines which can be used

ACTIVITY	MACHINE(s) THAT CAN BE USED
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)
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
IV. Category D: (v) Construction of building	
i) RCC Footing, Column, Beam and Roof	i) Mechanical mixer and Mechanical vibrator.
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)
I. Category A: (v) Afforestation, tree plantation in common and forest lands	
i) Digging pits for plantation, which cannot be done manually .	i) Mechanical Auger

The conditions for use of machines



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.

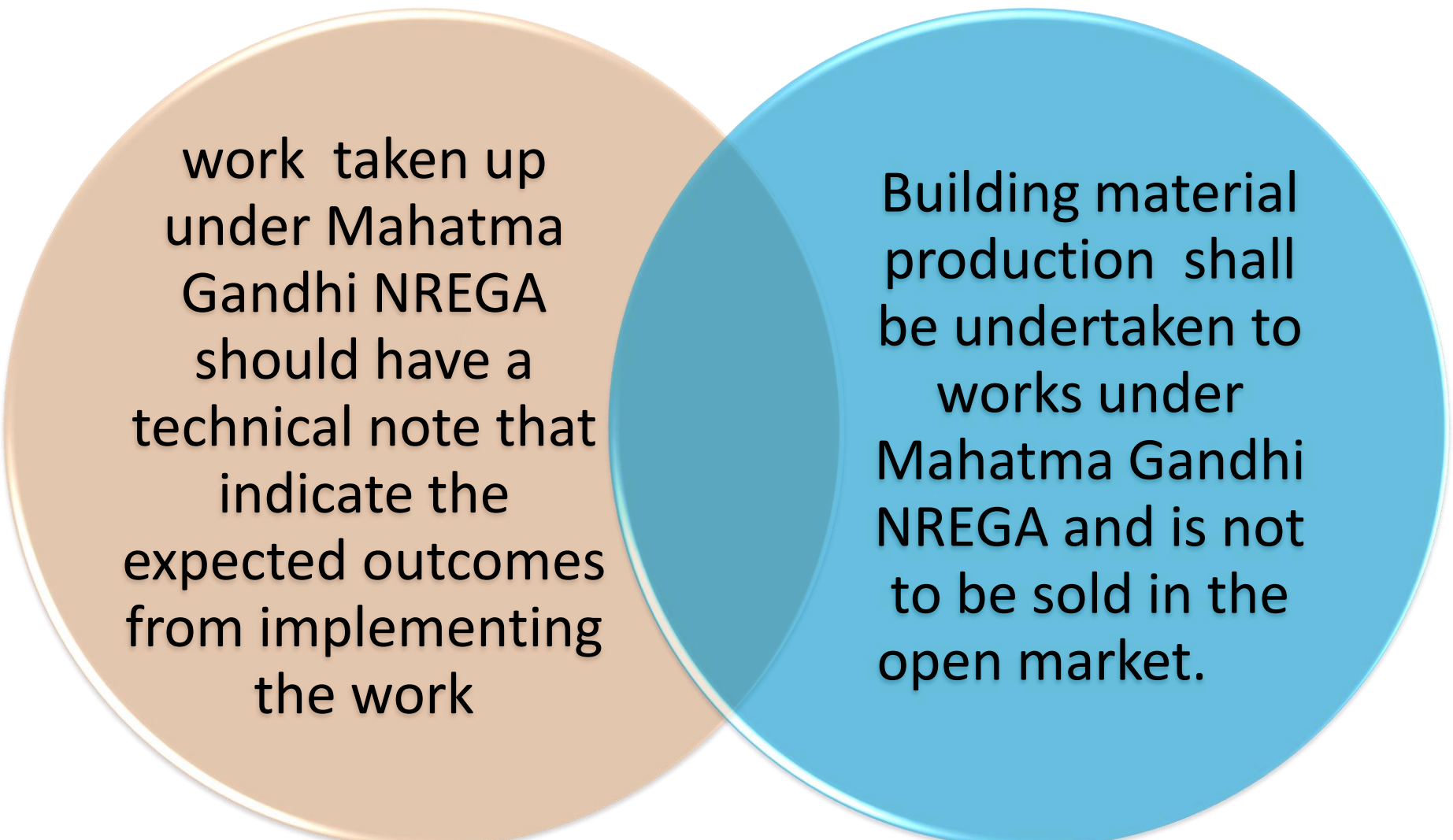


Such works must be specifically taken up for Social Audits. Details of use of should be mandatorily displayed on the worksite in local language.

In case machines are required for repeated use in the operations, then they may be procured under Mahatma Gandhi NREGA and the costs will be 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

Outcomes in works & Production of building materials



work taken up under Mahatma Gandhi NREGA should have a technical note that indicate the expected outcomes from implementing the work

Building material production shall be undertaken to works under Mahatma Gandhi NREGA and is not to be sold in the open market.

Procedure for making public procurement

The specifications in terms of quality, type etc., as also the quantity of goods and services to be clearly spelt out .

Offers should be invited following a fair, transparent and prescribed procedure;

The GPs should be satisfied that the selected offer adequately meets the requirements in all respects;

While procuring materials, Financial Rules should be followed and all related records should be kept for scrutiny

All procurement made should be entered in the MIS for monitoring

The items/material proposed to be procured should strictly be for the permissible works under Mahatma Gandhi NREGA.

Individual beneficiaries, engaged in horticulture and plantation, will procure planting materials from Government nurseries, private nurseries approved by the Government, at the rate fixed by the committee headed by the DPC.

Materials for the individual works on private lands may be procured by the beneficiary at the rates approved by the authority, from any vendor having TIN number.

Works directly linked to Agriculture and allied activities

<p>Public Works Relating To Natural Resources Management</p>	<p style="text-align: center;">All works in Category A plus</p> <p>(i) Pasture Development; perennial grasses like Stylo etc. (ii) Bamboo and Rubber and Coconut plantation.</p>
<p>Community Assets Or Individual Assets</p>	<p style="text-align: center;">All works in Category B except housing plus</p> <p>i. Pasture Development ; perennial grasses like Stylo, vetiver etc in private land ii. Bamboo and Rubber, Coconut Plantation in private land iii. Bio-fertilisers (NADEP, Vermi-composting etc.) in private land</p>
<p>NRLM Compliant Self Help Groups</p>	<p>Works for promoting agricultural productivity by creating durable infrastructure required for bio-fertilizers(NADEP and Vermi-composting pits) and post-harvest facilities including pucca storage facilities for agricultural produce;</p>
<p>Rural Infrastructure:</p>	<p>Construction of Food Grain Storage Structures for</p>

Works requiring special focus 2016 17

At least 5 lakh farm ponds/dug wells on private lands

10 lakh Vermi/NADEP composting pits.

Construction of Aangan Wadi Centres (AWC)

Construction of Individual Household Latrines (IHHLs)

Construction of Houses

Pradhan Mantri Krishi Sinchai Yojana

Pradhan Mantri Adarsh Gram Yojana (PMAGY)
(development of villages having a higher ratio (over 50%) of SC)

Watershed Development



Watershed management works with project approach can be taken up where there is no IWMP project.



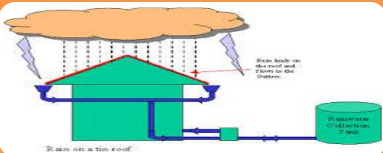
Farm ponds, Dug wells, Vermi-composting and NADEP interventions must be taken on a large scale



Structures like earthen plug & gabion in upper & middle reaches of the drainage line and construction of drop spillway & earthen dams in middle & lower reaches of the drainage line should be constructed



Construction of permanent and durable water harvesting structures may be taken up in drought prone areas.



Special focus for recharging ground water sources, Roof Top Rain water harvesting structures etc.



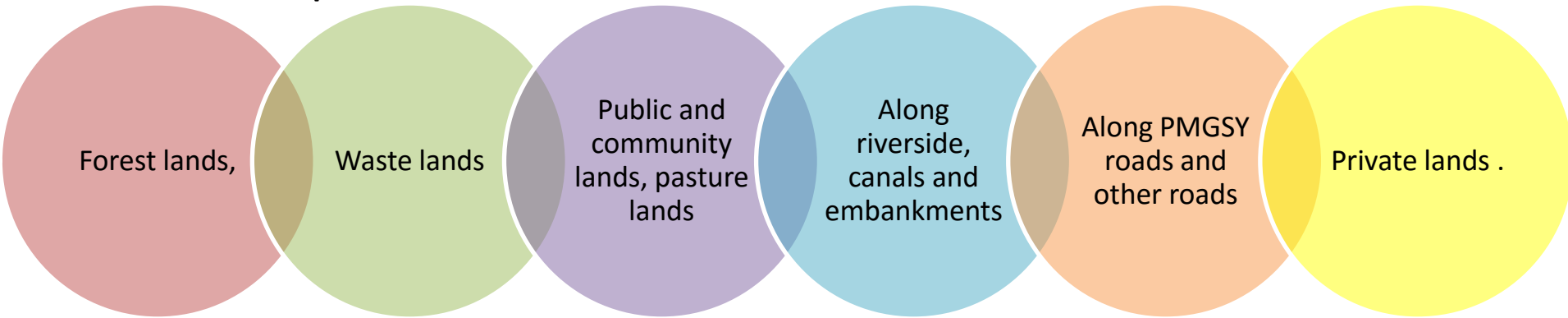
Renovation and repair of traditional water bodies in every Panchayat area may be taken up.

Command Area Development

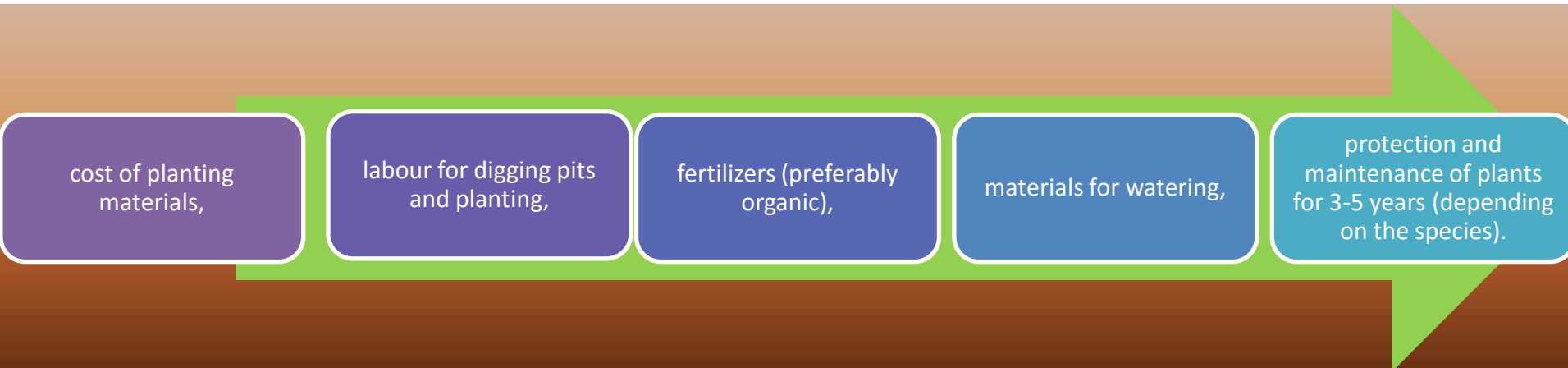
- Maintenance and rehabilitation of canal/ drains under Mahatma Gandhi NREGA
- Should be considered in consultation with the Irrigation Department.
- Only cases where maintenance requirement is established, but could not be addressed as a part of the regular maintenance work, can be considered under Mahatma Gandhi NREGA
- This may include de silting, 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.

Afforestation, Tree Plantation and Horticulture

Afforestation, tree plantation and horticulture activities can be taken up under Mahatma Gandhi NREGA on



The plantation works may cover



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

Plantation done on community lands – Usufructs , preferably up to 200 trees, may be allocated to para 5 households.

Procurement of planting materials

- Plants should be procured from:
 - Nurseries raised under MGNREGA
 - Forest/ Government nurseries,
 - Government approved private nurseries at rate fixed by the committee headed by DPC.
- For the protection of Block Plantations, **live fencing should be preferred**, tree guards prepared from locally available plant material like Bamboo etc. should be preferred.
- For development of pasture lands under Mahatma Gandhi NREGA and for drought proofing, **plantation of fodder trees and perennial grass of the indigenous species, suitable for the local soil and climate is advised.**
- To promote livelihood activities of the vulnerable sections by taking up the **plantation of 11 major tree borne oilseeds (TBOs)** is advised.

Roadside Plantation along PMGSY roads

A typical “Year wise schedule of Activities for tree plantation

First Year	Training, Planning, Ratification by Gram Sabha, Issue of Work Order, Surveying & clearing of the area, Soil test of selected tree planting site. Land development & Digging of pits, Applying insecticides and fencing/live fencing.
Second year	Purchase of Farm Yard Manure (FYM), Fertilizers, Filling up of pits with FYM, Transportation of plants and planting of saplings and live fencing, Watering, weeding and hoeing

Convergence activities relating to Afforestation, Plantation and Horticulture

- Coconut Plantation – Area Extension Programme & Rejuvenation and Replanting.
- Rubber Plantation: Plantation works may be funded from Mahatma Gandhi NREGA. Converging partner(s) can provide handholding support to cultivators through capacity building, facilitate value addition and provide a strong marketing network.
- Convergence relating to Afforestation may be taken up with National Afforestation Programme (NAP) and Green India Mission (GIM) of the MoEF & Climate Change. Where plantation has been done in common lands, the entire usufruct from the trees will be assigned to the vulnerable sections.

Rural Infrastructure

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.

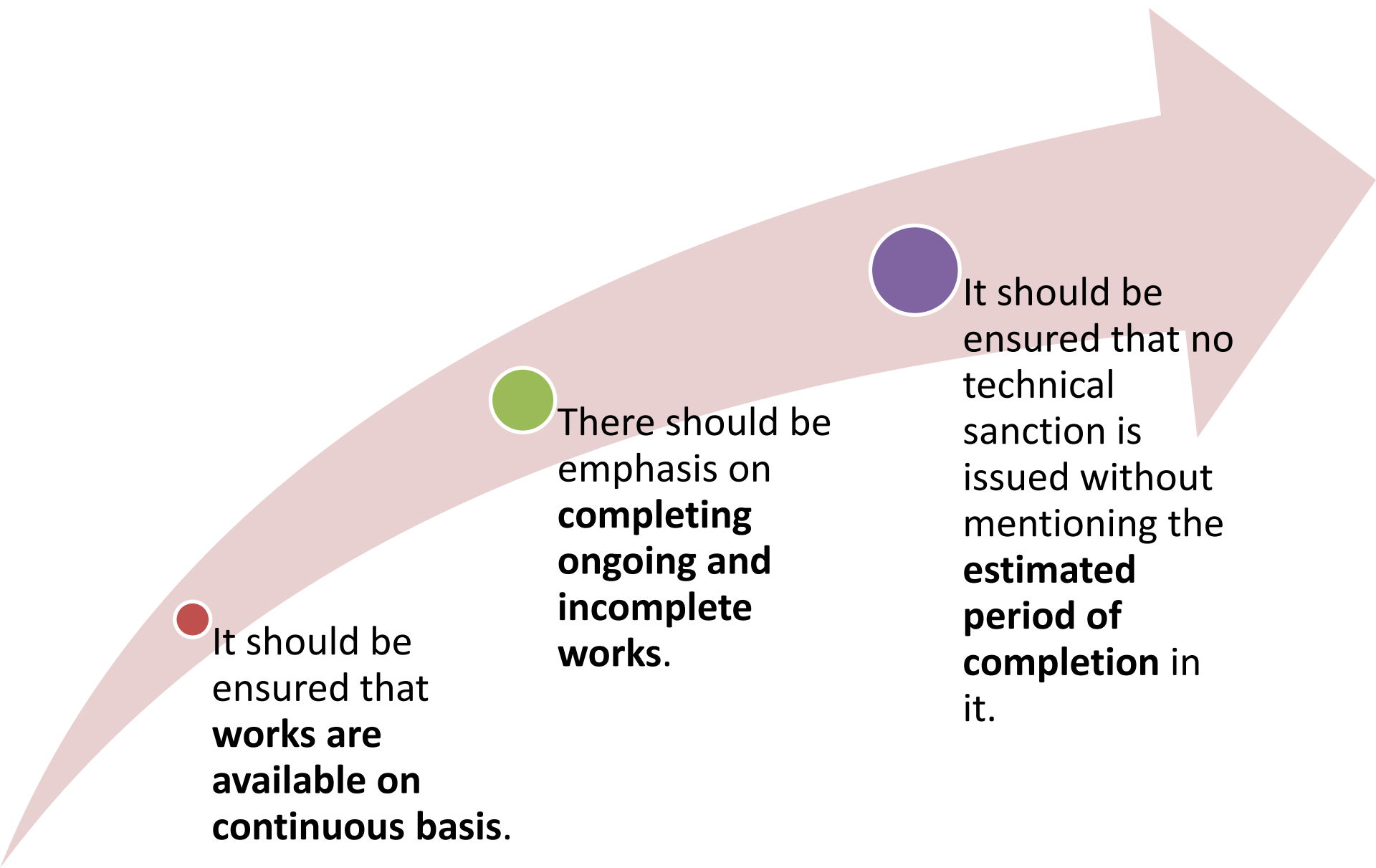
Bharat Nirman Seva Kendra (BNSK) to enable an efficient implementation of Mahatma Gandhi NREGA and to function as Knowledge Resource Centre may be constructed at GP level or Block level.

Construction of **Kitchen Shed and Dining hall** may also be constructed

One **play field** in one village can be constructed. The specifications will be for the games/ sports in line with Rajeev Gandhi Khel Abhiyan (RGKA)

The rural **road connectivity will be usable in all-weather**, only when the required technical inputs are given & compaction at optimum moisture content with power roller are carried out.

Continuous availability of works

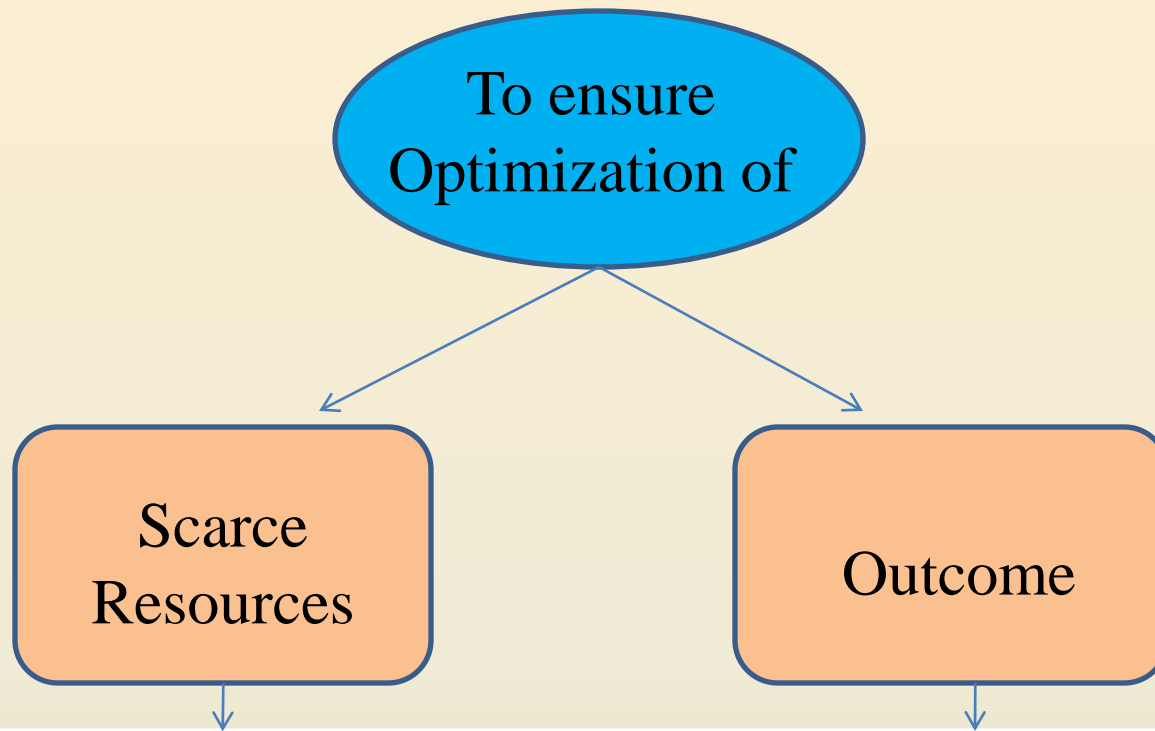


It should be ensured that **works are available on continuous basis.**

There should be emphasis on **completing ongoing and incomplete works.**

It should be ensured that no technical sanction is issued without mentioning the **estimated period of completion** in it.

Quality Control & Maintenance of Works under Mahatma Gandhi NREGA



Quality management is to be 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**.

Productivity/Outcome

The productivity/ outcome should be strictly monitored by measuring the 'expected' outcomes, before any work is placed before the Gram 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

S. NO.	MAHATMA GANDHI NREGA WORKS	ECONOMY	DURABILITY	OUTCOME/ PRODUCTIVITY
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

Typical units of expected economy, durability and outcome/ productivity - II

S. NO.	MAHATMA GANDHI NREGA WORKS	ECONOMY	DURABILITY	OUTCOME/ PRODUCTIVITY
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

Typical units of expected economy, durability and outcome/ productivity - III

S. NO.	MAHATMA GANDHI NREGA WORKS	ECONOMY	DURABILITY	OUTCOME/ PRODUCTIVITY
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

Maintenance of Assets

Assets after creation will remain durable only when they are maintained

Maintenance of rural public assets created under Mahatma Gandhi NREGA is a permitted activity.

Funds can be used to rehabilitate assets created from schemes other than MGNREGA, such as **one time rehabilitation/ renovation of canals/ drains/ Water harvesting structures, etc.**

In such cases, 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.

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.



Provision of Mates for Ensuring Quality of Works

There shall be a 'mate' for every 50 workers. The mate shall be paid from work charge and be given tasks such as:



Giving mark out

Taking measurement

maintaining the measurement book

Updating the Job Cards with details for each worker of quantum of work done and wages received.

Provision of Core Staff for Ensuring Quality of Works



For every 5 Gram Panchayats or 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 suitable persons are not available or if the State Government so decides, a Barefoot Technician (BFT) from a worker household may be utilised. The BFT shall be authorised to discharge the same functions as the Technical Assistant.

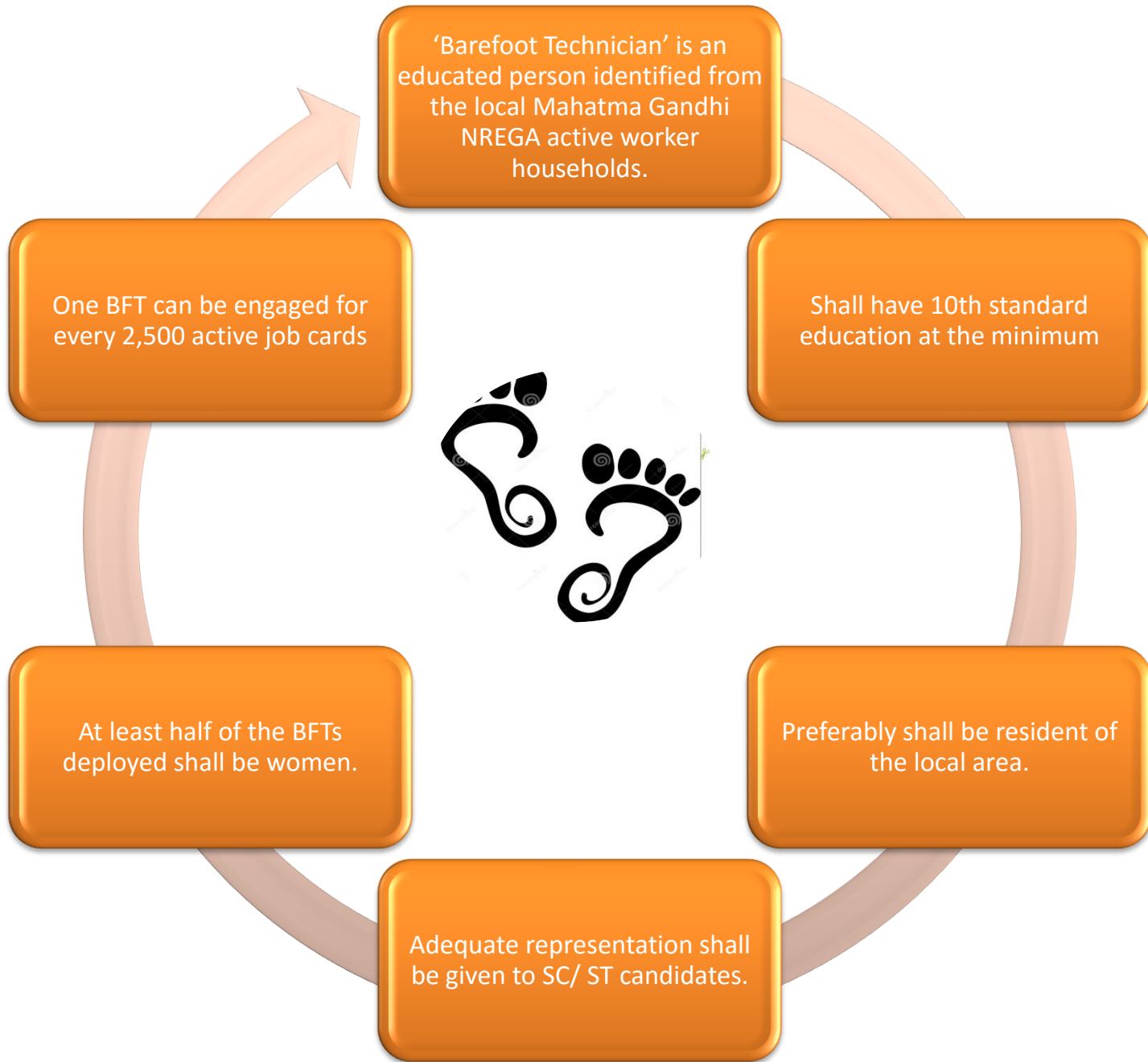


The cost of payment to the technical personnel including the mates and TAs/BFTs shall be part of the material component.



The appointment of core staff cannot be deferred on grounds of insufficient fund. All payments shall be made only after measuring the value of work done; and after check measurement by the Junior Engineer in the manner prescribed by the State Government.

Barefoot Technicians



BFT Training

The candidates identified shall be sponsored for a training for 3 months in the SIRD's/any other institutions with the support of the Ministry.

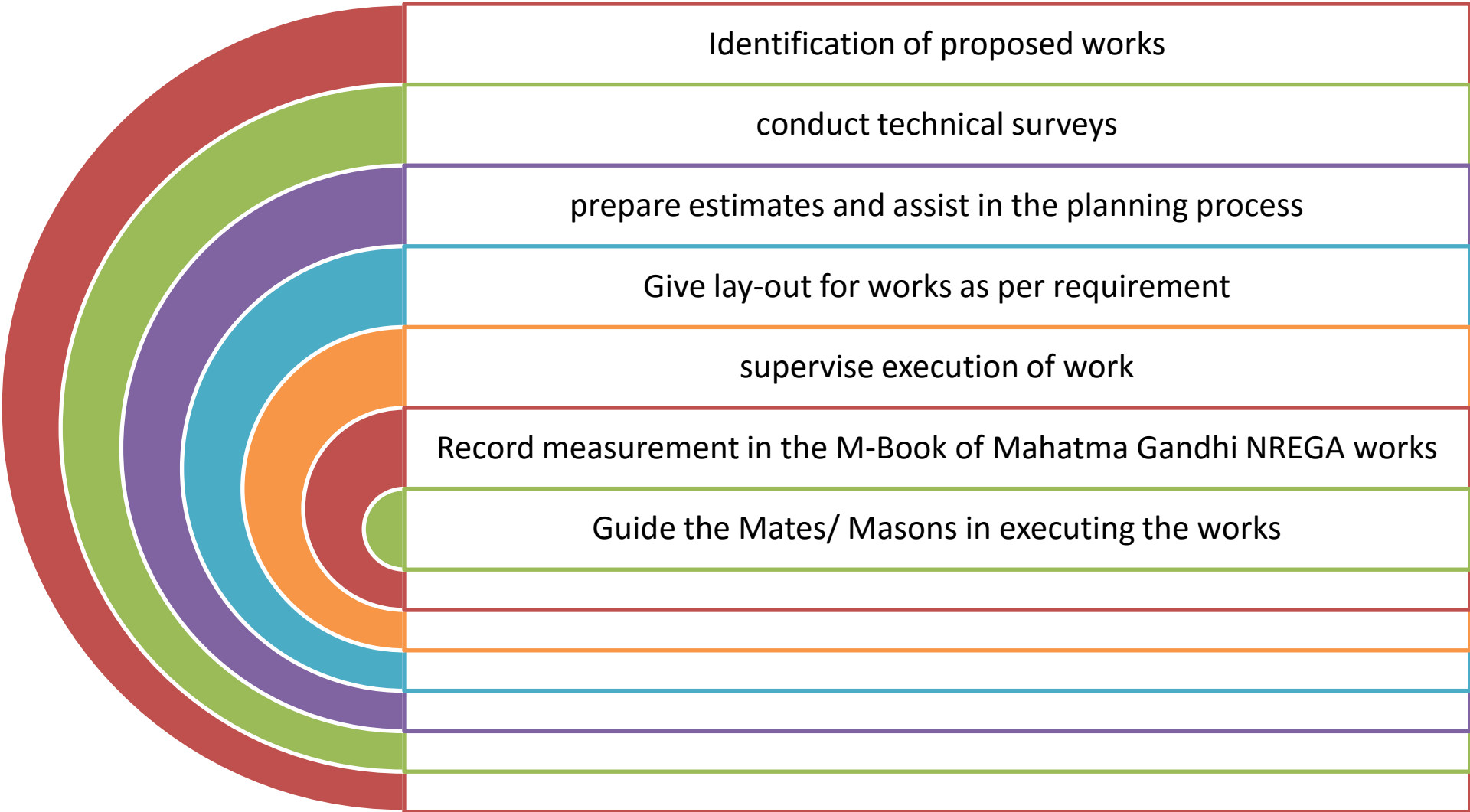
State Government to nominate trainers

Central Government will bear the cost of the training as per DDU-GKY norms and place funds with SIRDs

DDU-GKY will assist in providing certification of all candidates upon completion of training

On successful completion of the training, the candidates shall be designated as 'BFT' for the identified area by the Programme Officer.

Work entrusted to BFTs



The Barefoot Technician will be paid as skilled workers from the provision of the material component of the Work.

Creation of State Technical Resource Team (STRT), District Technical Resource Team (DTRT) and Block Technical Resource Team (BTRT)

Develop a cadre of identified technical experts in the subject matter of Mahatma Gandhi NREGA implementation.

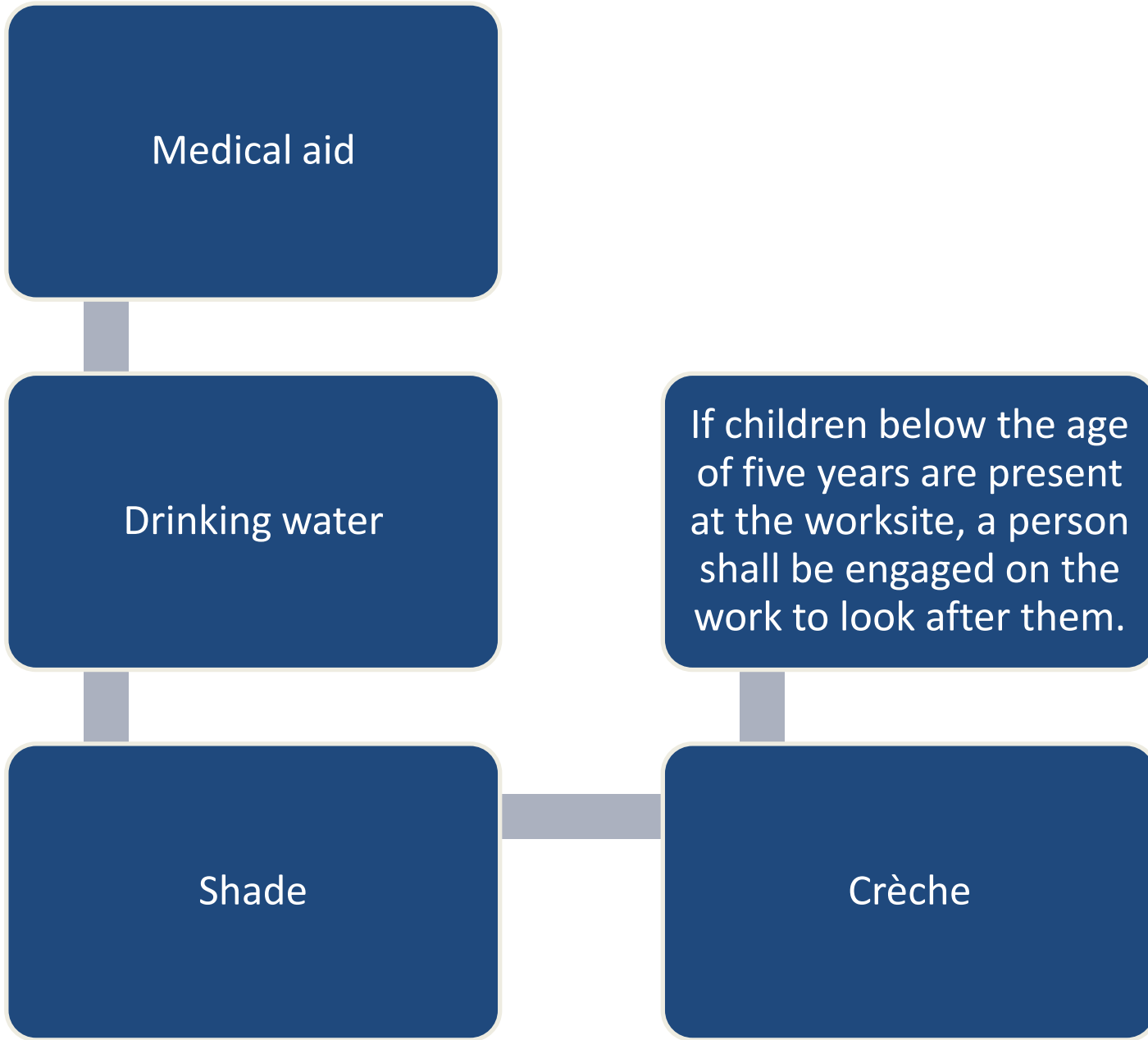
The States are required to create the DTRTs and BTRTs and impart training through STRTs as per the Action Plan prepared.

The Ministry will release funds, calculated as per the same, through NIRD&PR.



Entitlement VI- Right to worksite facilities

Facilities available to the workers



Welfare



In case of personal injury to any person by any accident arising out of and in the course of employment, shall be entitled to medical treatment as required, free of cost.

Where hospitalisation is necessary, the State Government shall arrange it including accommodation, treatment, medicines and payment of daily allowance which is not less than half of the wage rate.

If a person employed dies or becomes permanently disabled by accident arising out of and in the course of employment, he or his legal heirs shall be paid an *ex gratia* as per entitlements under the Aam Aadmi Bima Yojana or as may be notified by the Central Government.

If any personal injury is caused by accident to a child accompanying a person who is employed under the Scheme, such person shall be entitled to medical treatment free of cost

In case of death or disablement of a child due to accident, *ex gratia* shall be paid to the legal guardians as determined by the State Government



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

Notified wage rate

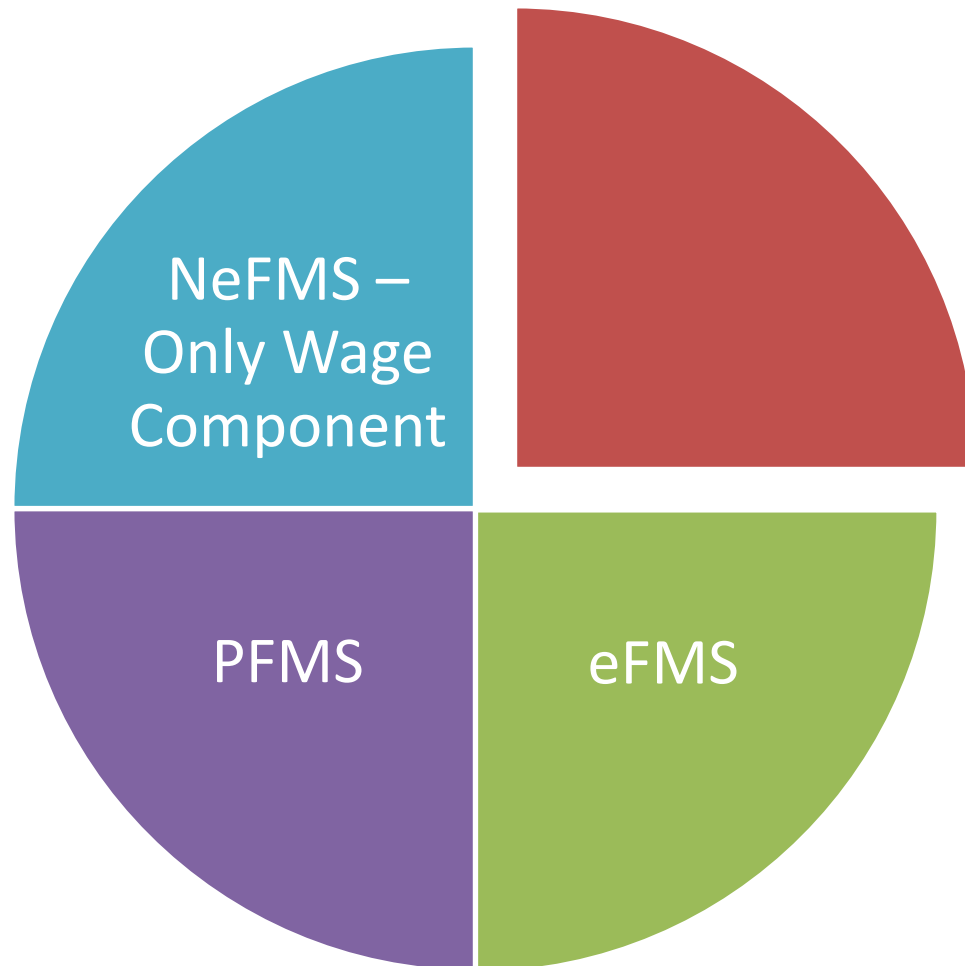
Central Government will follow Section 6 (1) of the Act and notify wage rates for each financial year.

States may notify a higher wage rate and pay the difference in amount from funds made available at their level.

The State Government shall link the wages with the quantity of work done according to the rural SoR 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.

Payment Systems Under Mahatma Gandhi NREGA



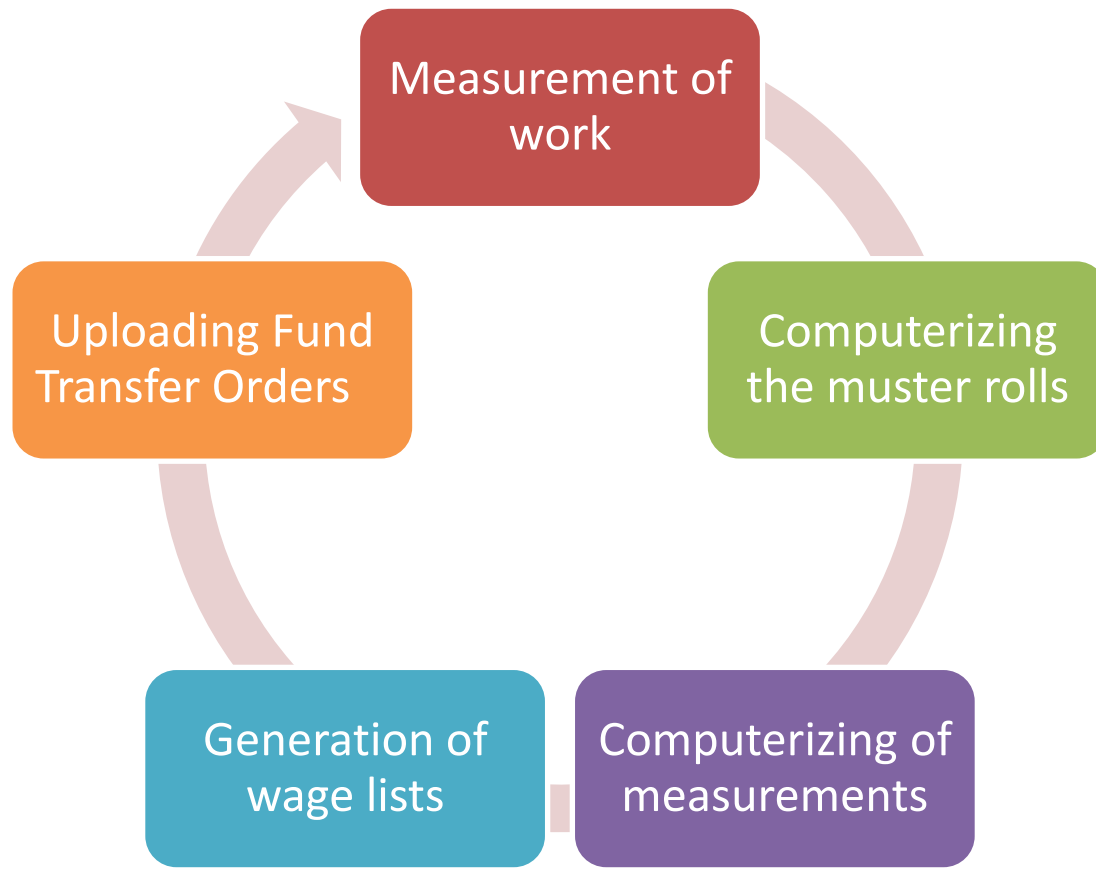


Entitlement IX- Compensation for delay
in payment of wages

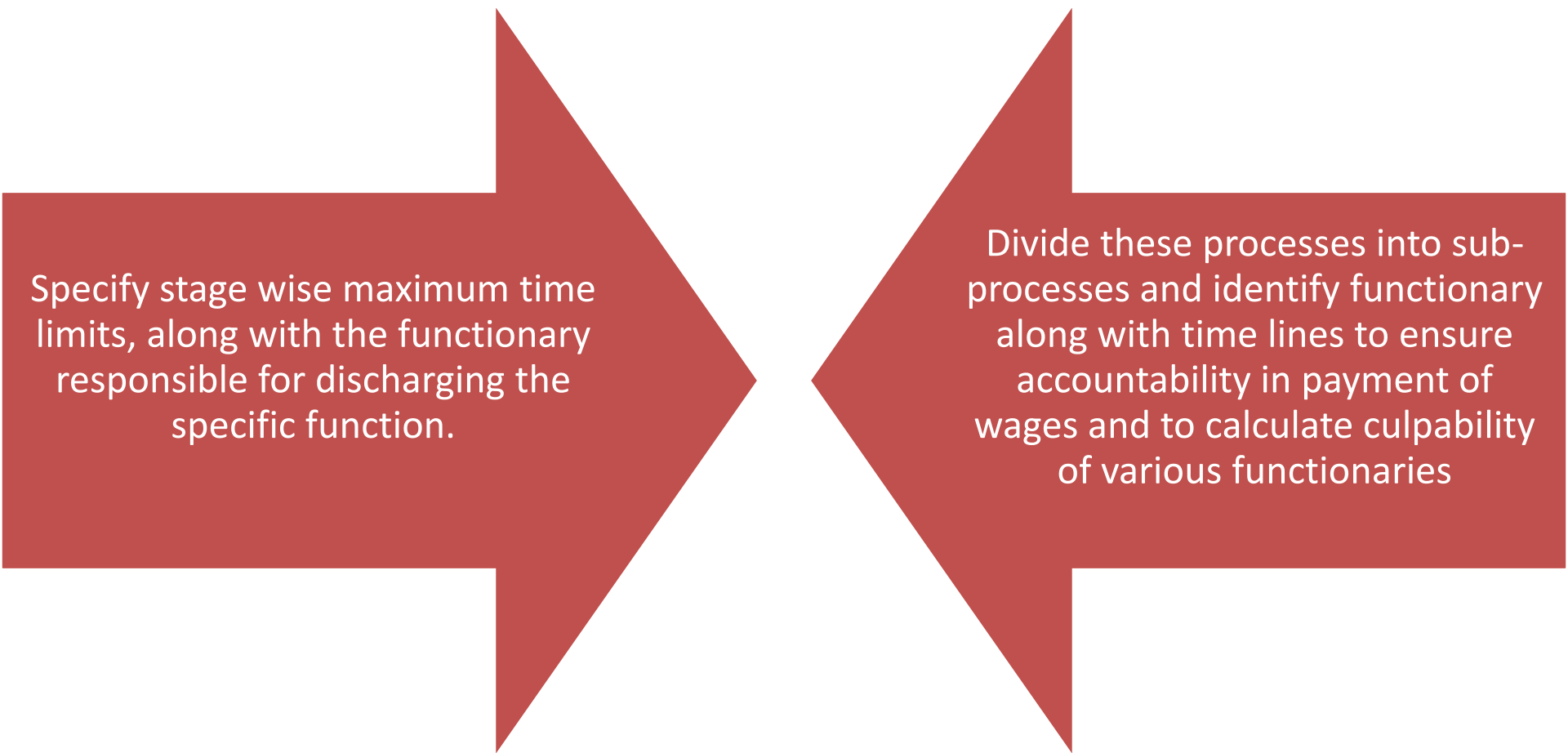
Delay Compensation

Para 29 of Schedule II of the Mahatma Gandhi NREGA - 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

processes leading to determination and payment of wages



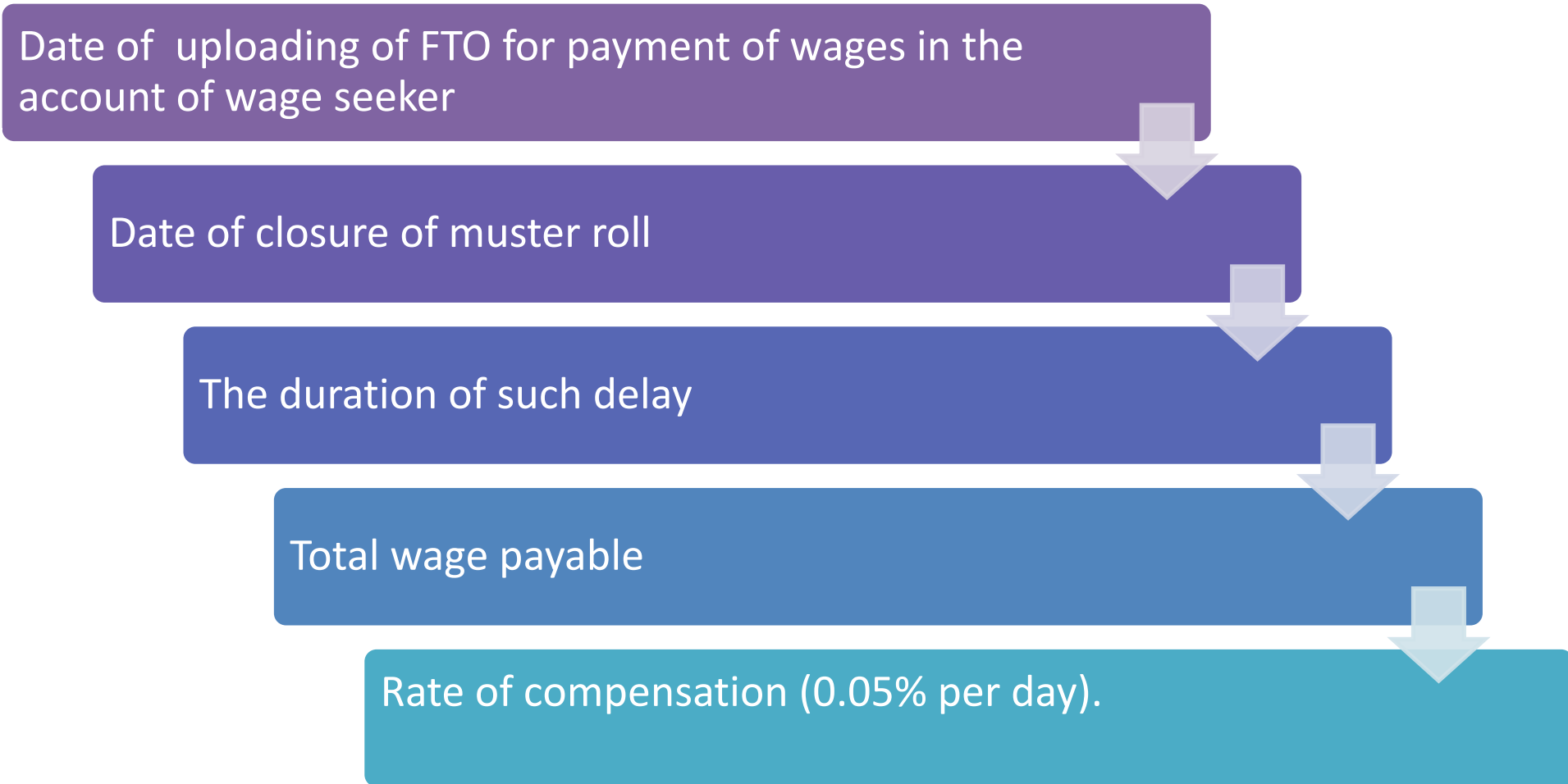
DCS and responsibility of States



Specify stage wise maximum time limits, along with the functionary responsible for discharging the specific function.

Divide these processes into sub-processes and identify functionary along with time lines to ensure accountability in payment of wages and to calculate culpability of various functionaries

Provision to automatically calculate the total compensation payable in the MIS



The compensation payable in each case is displayed automatically in the MIS and updated daily.

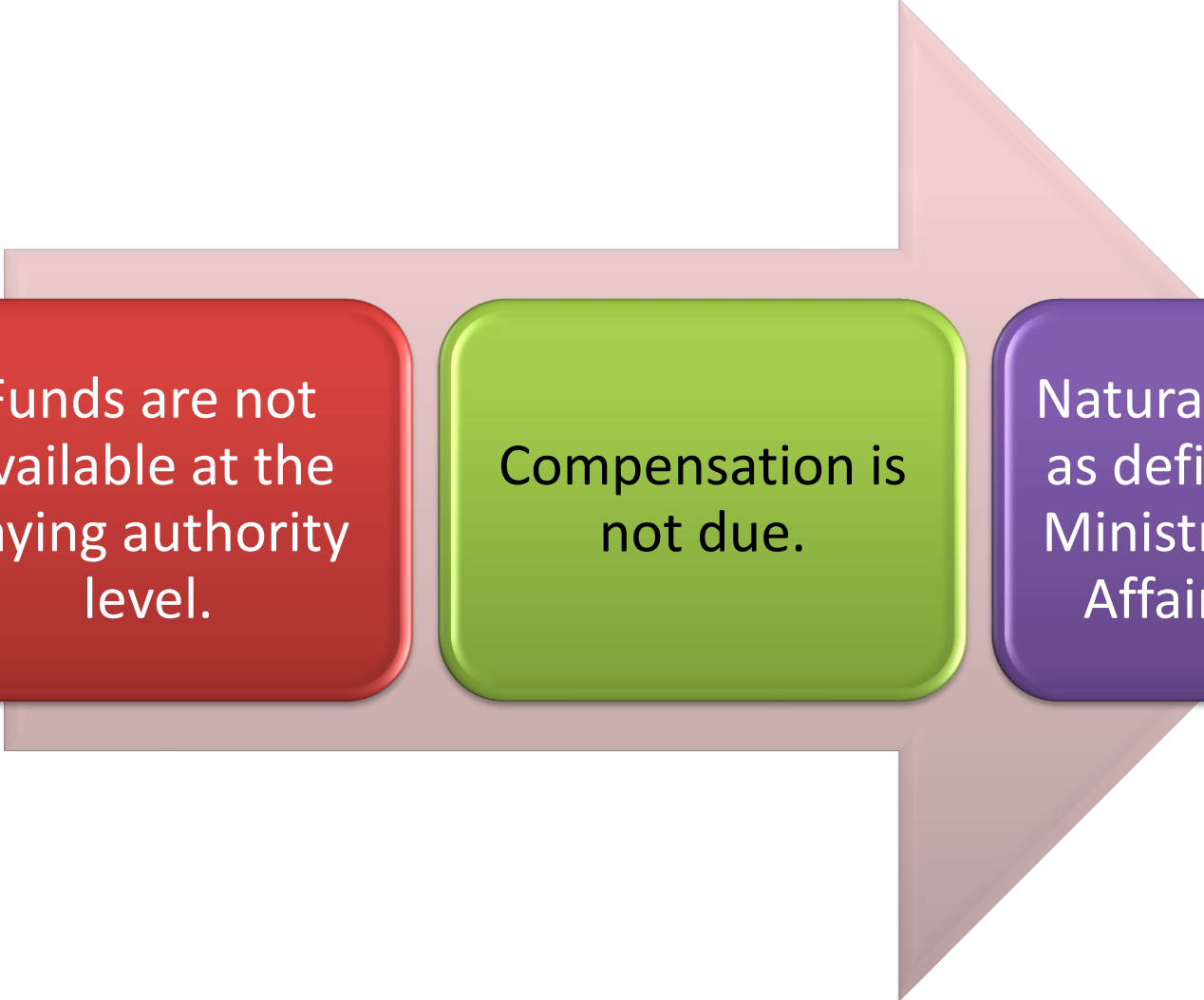
Verification & Payment of Compensation

Every Programme Officer shall, within 15 days from the date that the delay compensation becomes due, decide whether the compensation that has been automatically 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.

Exceptions when compensation is not payable



Funds are not available at the paying authority level.

Compensation is not due.

Natural calamities as defined by the Ministry of Home Affairs (MHA).

Claim settlement

The Programme Officer will ensure that compensation claims are settled during the prescribed time

In cases of rejection, the PO shall give detailed reason(s) for rejection on NREGASoft and maintain record of the same

Payment of compensation shall be routed through eFMS

Failure to settle claim


Failure to settle claims during the prescribed time shall result in automatic payment of due amount (as calculated by the NREGASoft) into the account of the worker.

A separate account maintained at Ministry for this purpose shall be debited. This shall be deemed as advance release of Central share and the consolidated amount shall be deducted from the next release of central share to the State.

A separate report in MIS shall give details of all such payments.

Detailed instructions in this regard will be issued by the Ministry.

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.

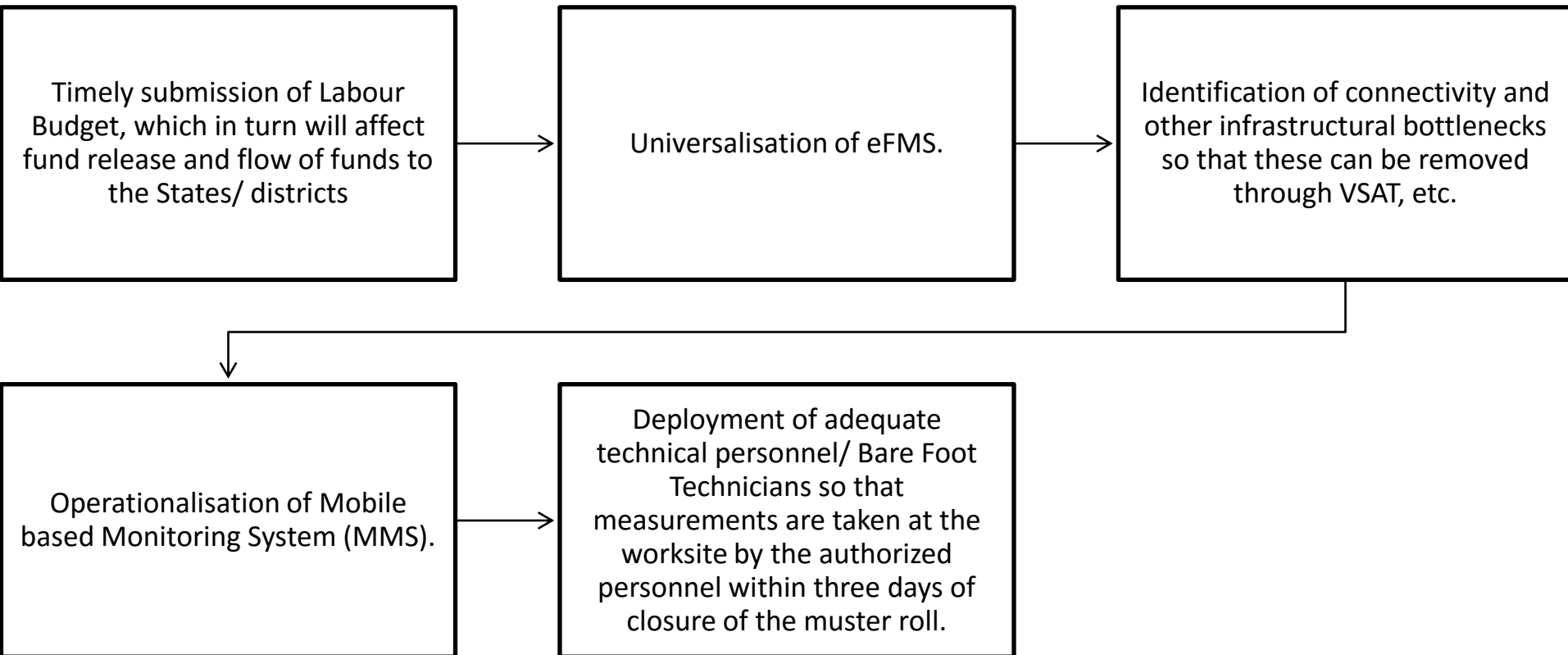



The details are to be uploaded on NREGASoft so that the liability of each functionary can be determined in case of a delayed payment.

Accounting for Compensation paid

- For accounting for the compensation paid, a separate account within SEGF shall be maintained and reflected in the MIS under eFMS including those paid automatically.
- 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 responsible for such delay in payment of wages.
- The amount so recovered shall be reimbursed into this account.

Measures to ensure timely payment of Wages





Entitlement IX and X: Right to time bound redress of grievances, right to conduct concurrent social audit and social audit of all Mahatma Gandhi NREGA expenditure

Setting up of an Independent Social Audit Unit (SAU)

- Every Independent SAU shall be headed by a Governing Body
- Responsible for overseeing the performance of the Unit on a periodic basis and provide advice and direction to the Unit as and when needed
- minimum composition of the Governing Body ...

Principal Accountant General, C&AG

Principal Secretary, Department of Rural Development/Panchayati Raj

Director, Social Audit Unit

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.

Other special invitees from Departments that are undertaking social audits in their programmes

Principal Secretary, Department of Rural Development should not chair the Governing Body to ensure independence of the Social Audit Unit

Special Social Audit



There can be cases where social audits are not conducted due to violence, non-cooperation, intimidation from officials/non-officials.

The matter may be communicated to the Ministry in writing



The Ministry would conduct a Special Social Audit of that area within a stipulated time period in partnership with a reputed organization.

FINANCIAL INDEPENDENCE

- ◉ State Governments are directed to allocate up to 0.5% of the total annual expenditure in the States for social audit
- ◉ The State Government must transfer the 0.5% allocation of total annual expenditure directly to the independent bank account of the Social Audit Unit.
- ◉ The Ministry will 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%

Social Audit 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.

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.
- The criteria for identification of Village Social Audit Resource Persons and their key functions are mandated in the National Manual on Social Audit.

Should be above 18 years old

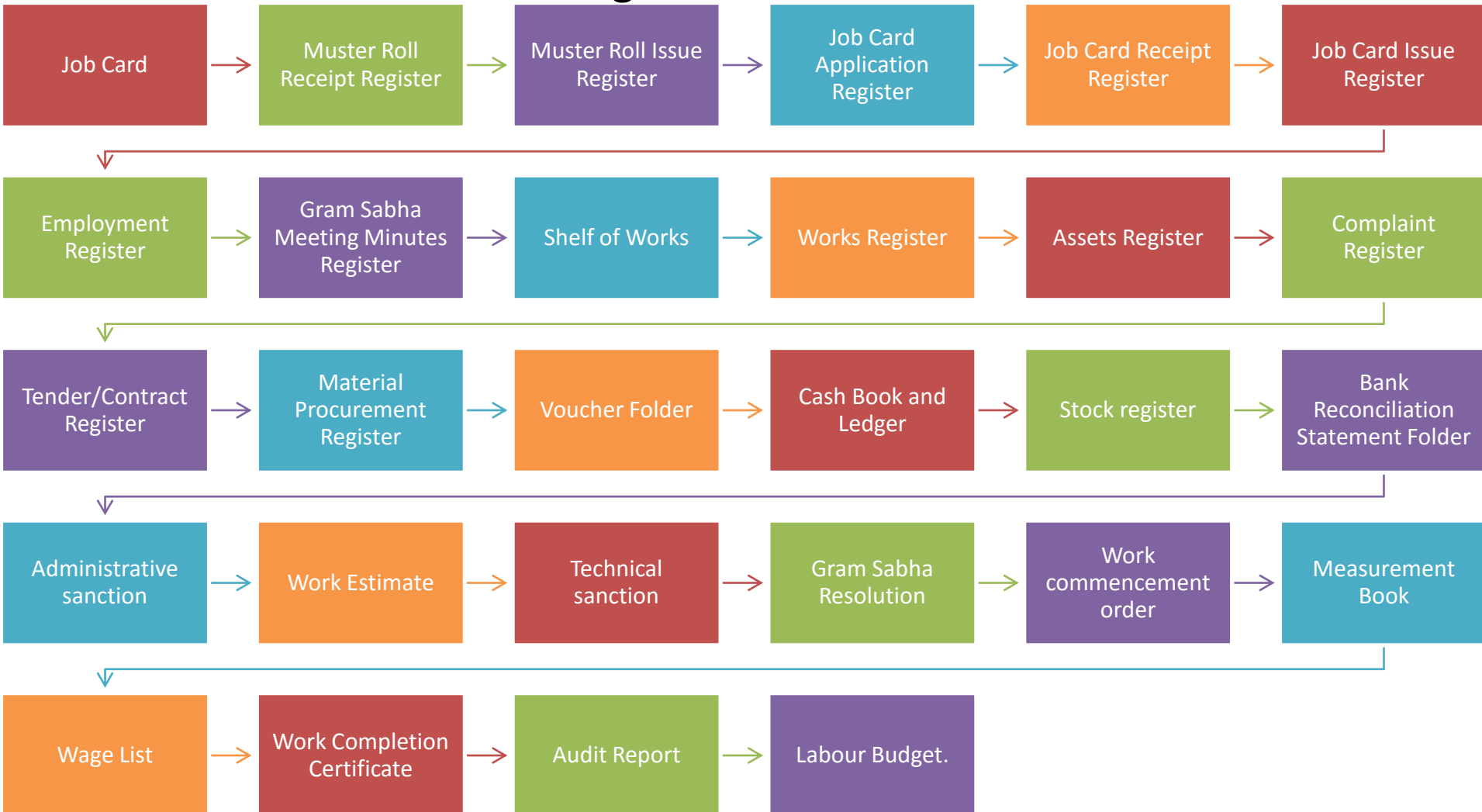
Should be semi-literate

Should have worked in MGNREGS or have family members who have worked under MGNREGS

Should not be related to PRI representatives, mates and other officials of implementing agencies

Provision of Records

The PO shall ensure that the records as detailed below are provided to the SAU for social audit at least fifteen days in advance of the date of meeting of the Gram Sabha



Mandatory provisions under Social Audit

Any request for copies of Mahatma Gandhi NREGA related documents has to be provided within 3 days and no information shall be withheld.

The resource persons are required to conduct 100% verification of entries made against all job card holders and worksites.

A Gram Sabha must be convened to discuss the findings of the social audit and also to review the compliance on transparency and accountability, fulfilment of the entitlements of the labourers and utilization of funds.

Social Audit Reports must be prepared in the local language and displayed on the notice board of the GP

Social Audit Reports must be hosted in the public domain by the Social Audit Unit within 48 hours of the Social Audit being completed.

SAU to use the National MIS on Social Audit to download reports required for verification during social audits and enter findings of the same.

Mandatory provisions under Social Audit - II



For every violation of right detected, the SAU should file a written grievance to PO and the Ombudsman with a dated receipt to the complainant.



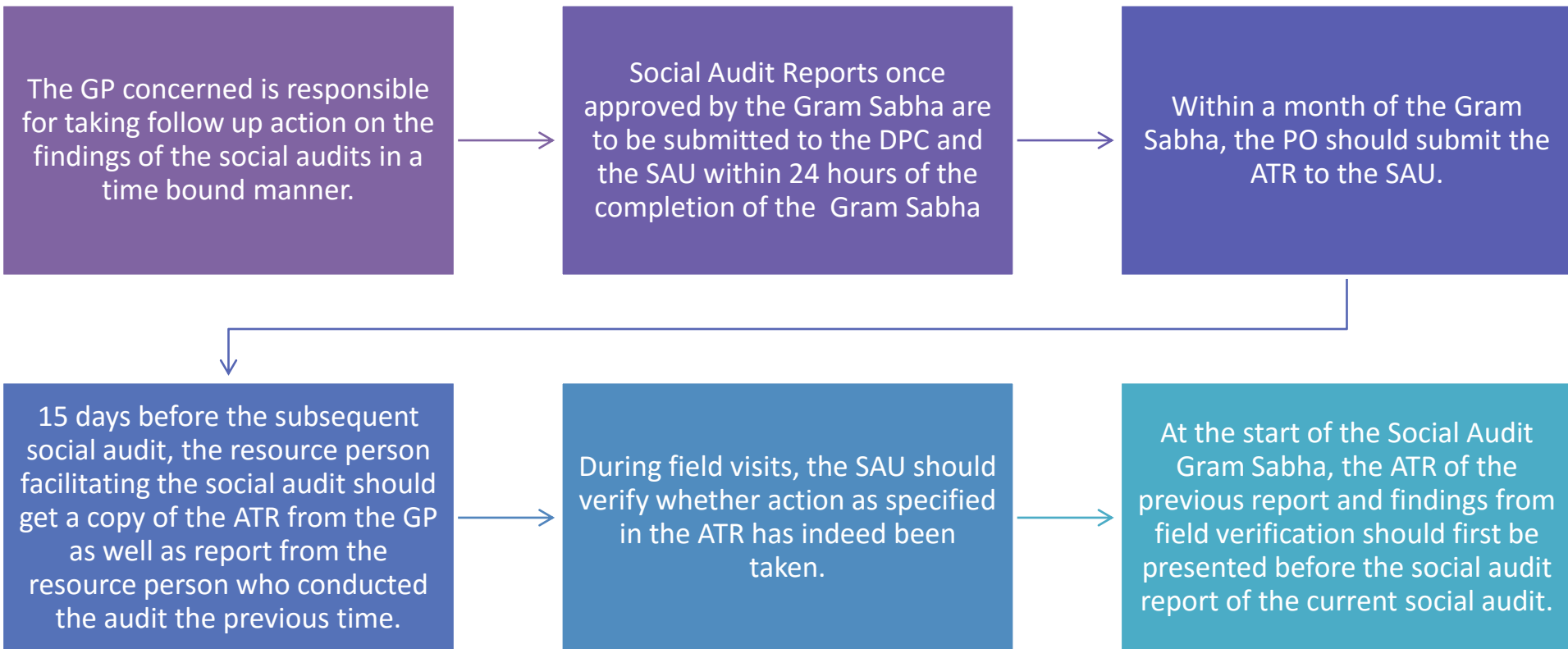
For every instance of financial irregularity found the SAU must file a written complaint to the DPC for registration of a FIR.



For every instance of a violation of record maintenance protocol and transparency norms, the SAU should file a written complaint with the PO/DPC and get a dated receipt for the same.



Mandatory provisions under Social Audit - III



Mandatory provisions under Social Audit - IV

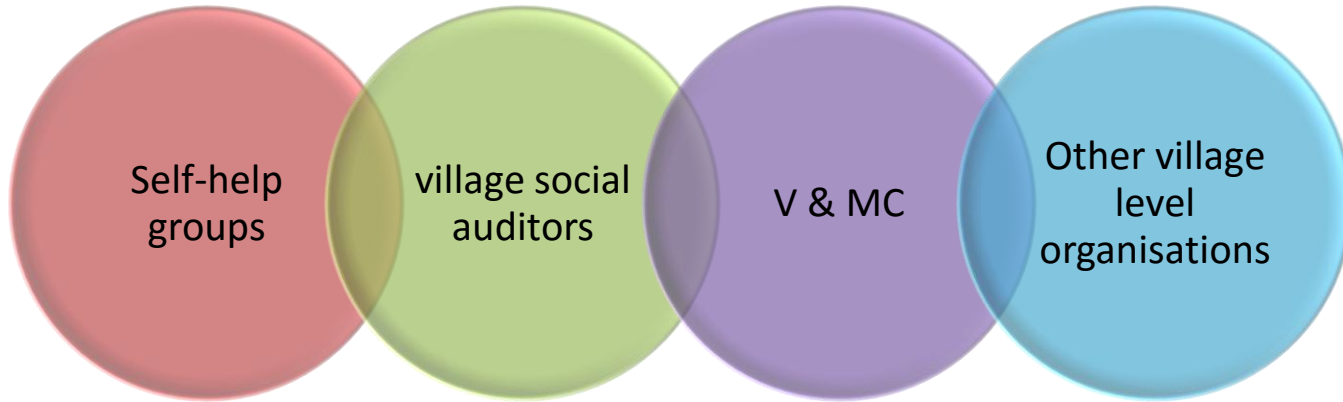
The Secretary, LSGD shall conduct a monthly review of social audit conducted.

State SAUs are required to submit Quarterly Reports to the Principal AG in prescribed format.

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.

Concurrent Social Audits

Concurrent social audit shall be done
for all works every month by



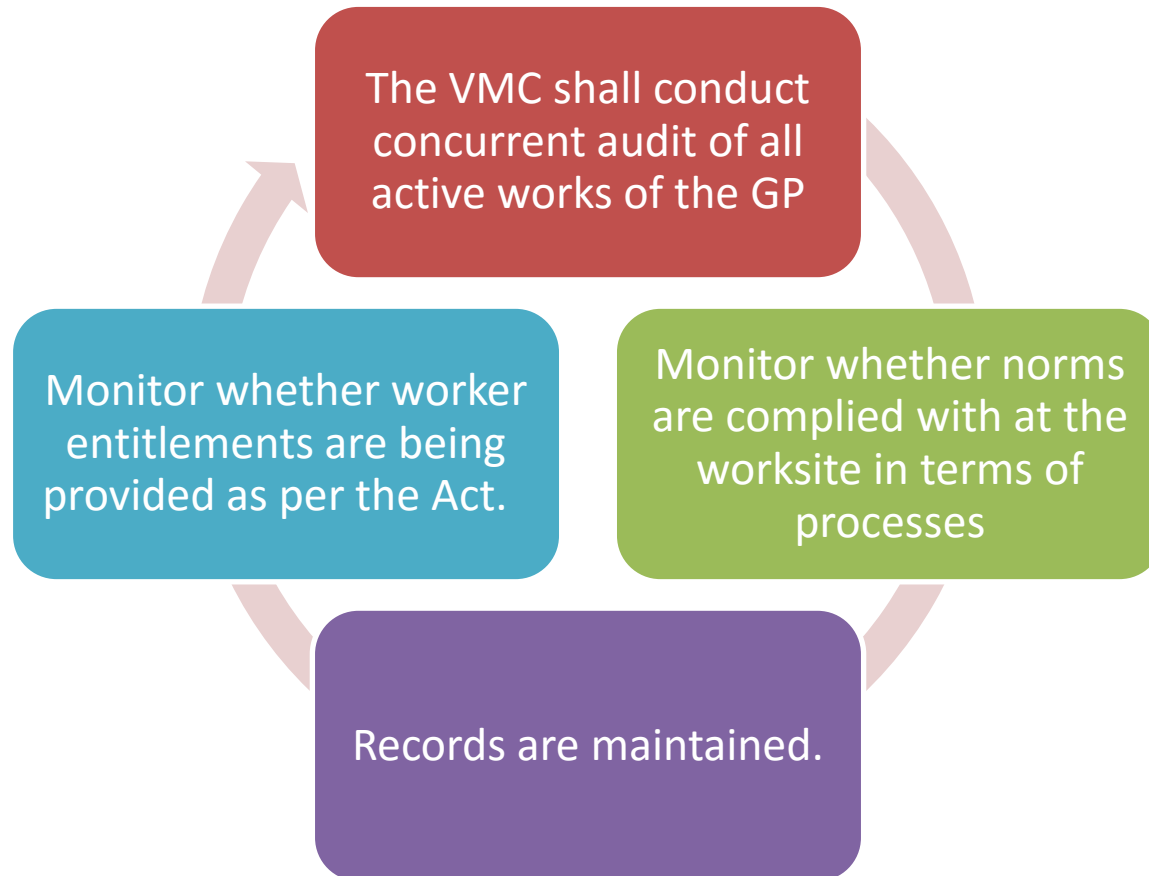
inspect all records of works done and expenditure made in the GP on a fixed day of the week

Copies of records will be provided by the PO at a nominal cost.

Every Gram Sabha will select a V & MC consisting of 5 workers including women workers, workers from SC/ST households, and those households who are automatically included/report a deprivation as per the SECC.

Concurrent Social Audits

Members of the VMC will be paid a day's wage, up to one day's wage for every week, to carry out the task of inspection.

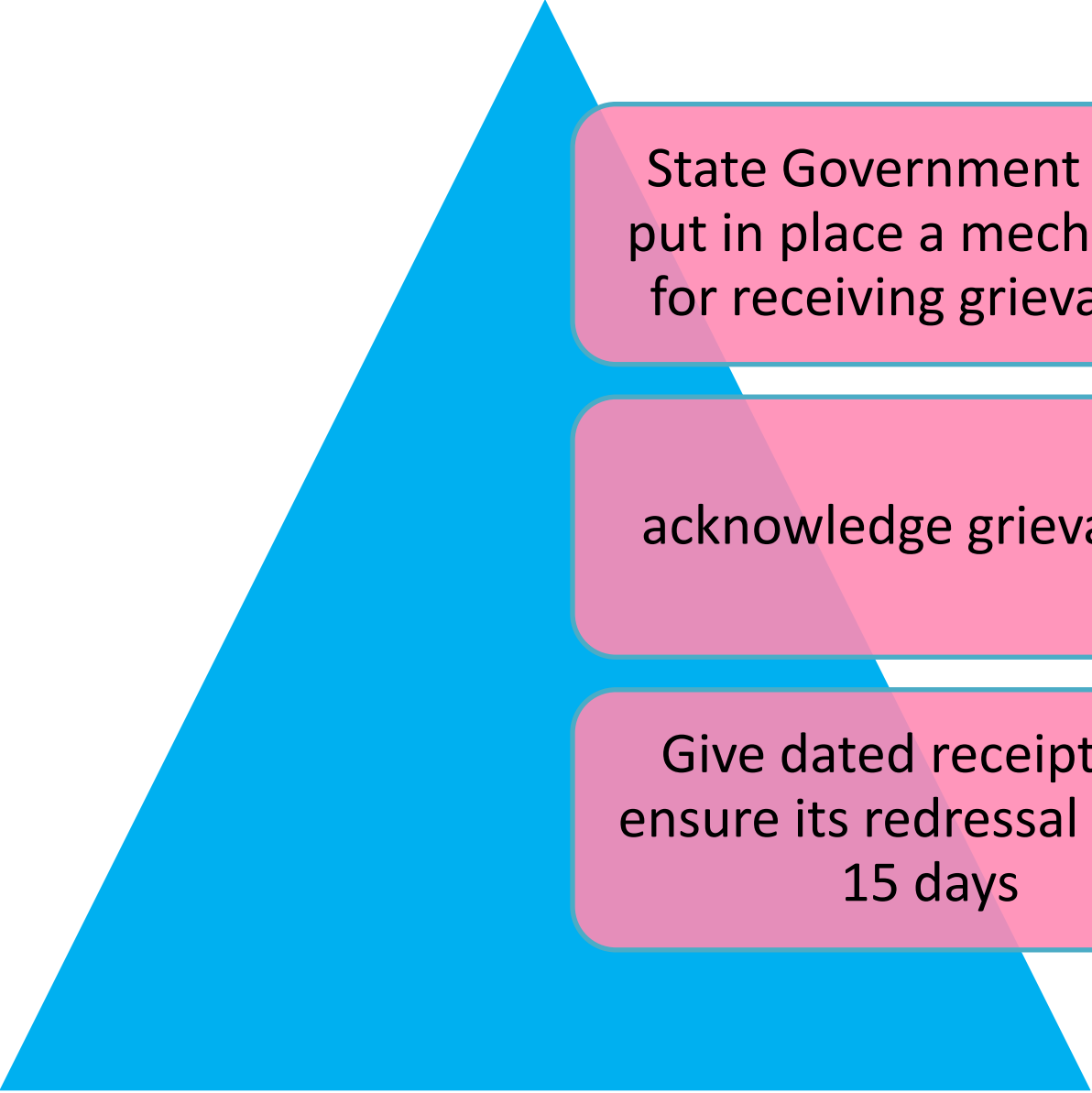


Ombudsman

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.

Grievance Redressal



State Government must put in place a mechanism for receiving grievances

acknowledge grievances

Give dated receipt and ensure its redressal within 15 days

Vigilance

There should be a three-tier vigilance mechanism.



To detect irregularities, follow up and ensure that the guilty are punished and recoveries of misspent funds duly made.

The State Government must set up a State Vigilance Cell having a Chief Vigilance Officer entrusted with the duty to receive complaints, verify and conduct regular field visits.

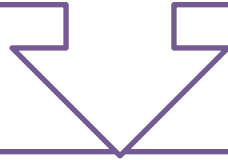
The Chief Vigilance Officer shall send an annual report to SEGC with suggestions on controlling irregularities .

The State Vigilance Cell will initiate recoveries through the Public Accountants Act in the case of officials and Revenue Recovery Act in the case of others

Recommend disciplinary action against 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.

District Vigilance Cell

District Vigilance Cell to be set up headed by a district level officer



The cell to be 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.

Vigilance and Monitoring Committees (VMC)

VMC must be set up in each Gram Panchayat (Ward) consisting of 5 persons.

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.

Vigilance and Monitoring Committees (VMC)

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.

Mandatory Pro-Active Disclosure

- Proactive disclosure of information and records to be ensured
- At the worksite, through wall paintings, Gram Panchayat Notice Boards and the Mahatma Gandhi NREGA website

List of Mahatma Gandhi NREGA Work Status for F.Y for each GP Ward

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

List of Mahatma Gandhi NREGA Work Status for F.Y for each GP Ward

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

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

Minimum Principles of Transparency and Accountability

Concepts like transparency and accountability must be framed in a universal and inclusive processes so that every individual or group knows their right to monitor a programme and help to claim their rights.

There must be equal and open access of information to all citizens

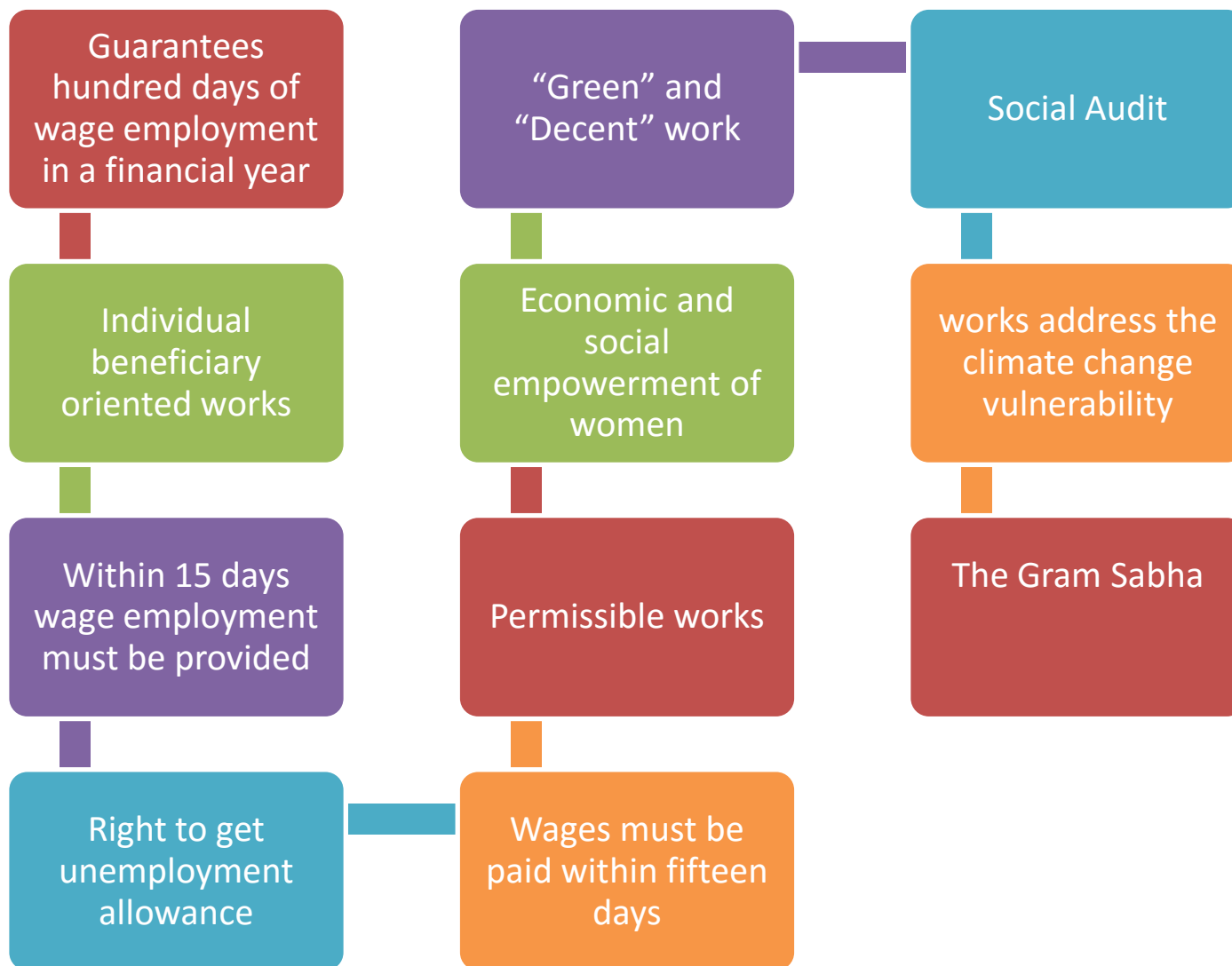
Specially to empower and facilitate certain marginalized groups to access information.

Information must be authenticated, updated with reasonable periodicity, and put across in a manner and format that is easy to understand.

As far as possible, all decision making should be done in public in the full view of all interested stakeholders

Information Education Communication (IEC) Activities

key messages suggested as part of the National IEC Strategy



IEC Activities

The States are required to prepare their State IEC plans every year

State IEC Nodal officers are to be nominated by the States

The Mahatma Gandhi NREGA Division of the MoRD has created a FB page. States to consider creating similar pages and update these pages with details and photographs of activities

Rozgar Diwas and Social Audit

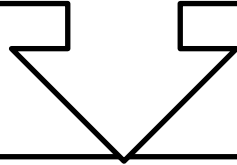
States may declare Rozgar Diwas, and conduct the diwas as per the yearly schedule prepared and as per the guidelines issued by the Ministry.

States are to conduct State level and District level orientation of journalists.

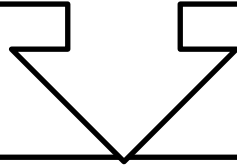
photo-document various activities and share the photographs with the Ministry of Rural Development in formats prescribed

E Musters

The e-muster rolls should be authorized by the Programme Officer and issued to Gram Panchayats, within three days from the date when the GP declare their intent to start the works.



Only those musters that are signed by the competent authority are considered authentic for generation of pay orders (FTO).



A record of muster rolls issued shall necessarily be maintained and strictly monitored.

E MR

As per the current provision in the MIS, Gram Panchayat may print the PO certified e-MR using the respective log-in passwords in the NREGASoft.

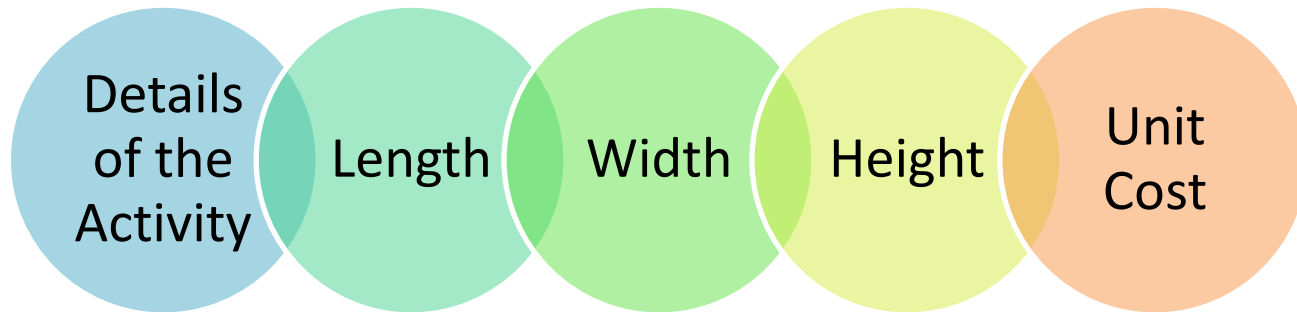
Only in exceptional and unavoidable circumstances, paper musters can be issued with prior approval of the competent authority.

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.

MIS Measurement Book

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



Material Component

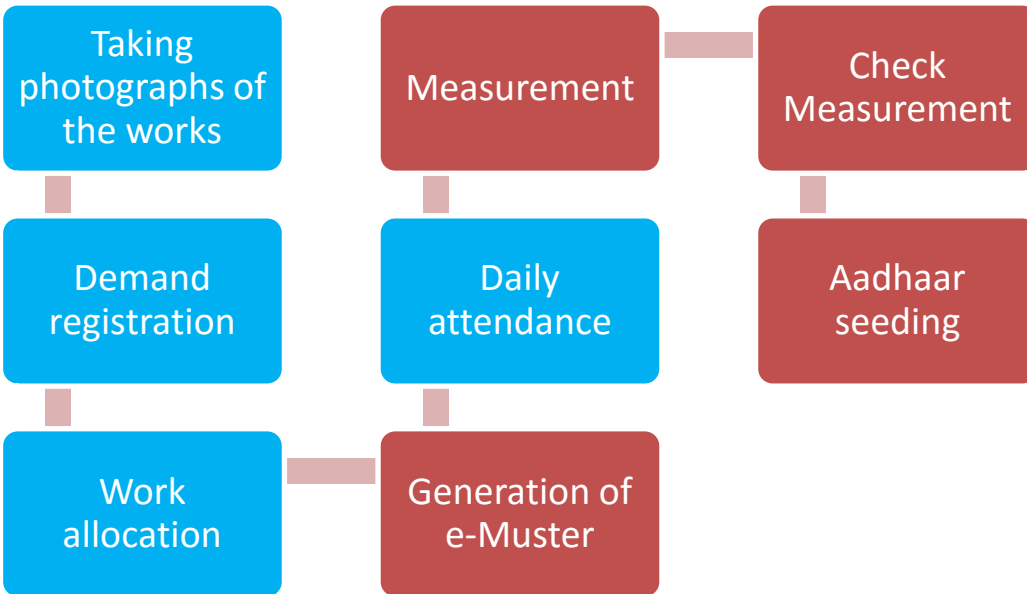
Material name

Quantity
Unit price
Total (calculated automatically)

The Mate name, Engineer Name and Engineer Designation

ICT MMS

Modules



Objectives



States have been advised to implement the above blue core modules in the first phase

Once the location is declared as MMS location and the date of implementation has been entered in the NREGASoft, the data entry from the online version of the NREGASoft will be disabled for the four core modules or the modules selected in addition to these four.

Management of Complaints

Petitions- General/ non-specific statements



may not be referred to the State Government

Grievances/Complaints regarding procedural violation of Guidelines- lack of capacity building, shortage of staff, lack of planning etc..



referred to the State Government and ATR within 3 months

Complaints relating to ineffective implementation of the Act -Non-involvement of Gram Sabha in the selection of works, Not conducting Social Audits ,DeLay in payment of wages etc



referred to the State Government and ATR within 3 months

Complaints involving financial irregularities



referred to the State Government and ATR within 3 months. May also sent a Team/NLM for enquiry

Skilling under Mahatma Gandhi NREGA: LIFE

- The Project shall identify the youth in families depending on Mahatma Gandhi NREGA for their livelihood, skill them/ improve their livelihood asset base in convergence with NRLM, and DDU-GKY.
- 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 HHs whose members have completed at least 15 days of work under Mahatma Gandhi NREGA in the previous FY
- Priority shall be given to HHs completed 100 days of work

Role of Mahatma Gandhi NREGA

Survey shall be conducted to identify the needs on

Skilling for Wages

Livelihood Up gradation

Skilling for Self-
Employment

Survey shall be the responsibility of Mahatma Gandhi NREGA Commissioners and they officially should share the result of the Survey with the State Rural Livelihood Mission (SRLM) in form of the three lists



LIFE and Kudumbasree

Skilling for Wages –
DDU GKY

Skilling for Self
Employment – SRLM

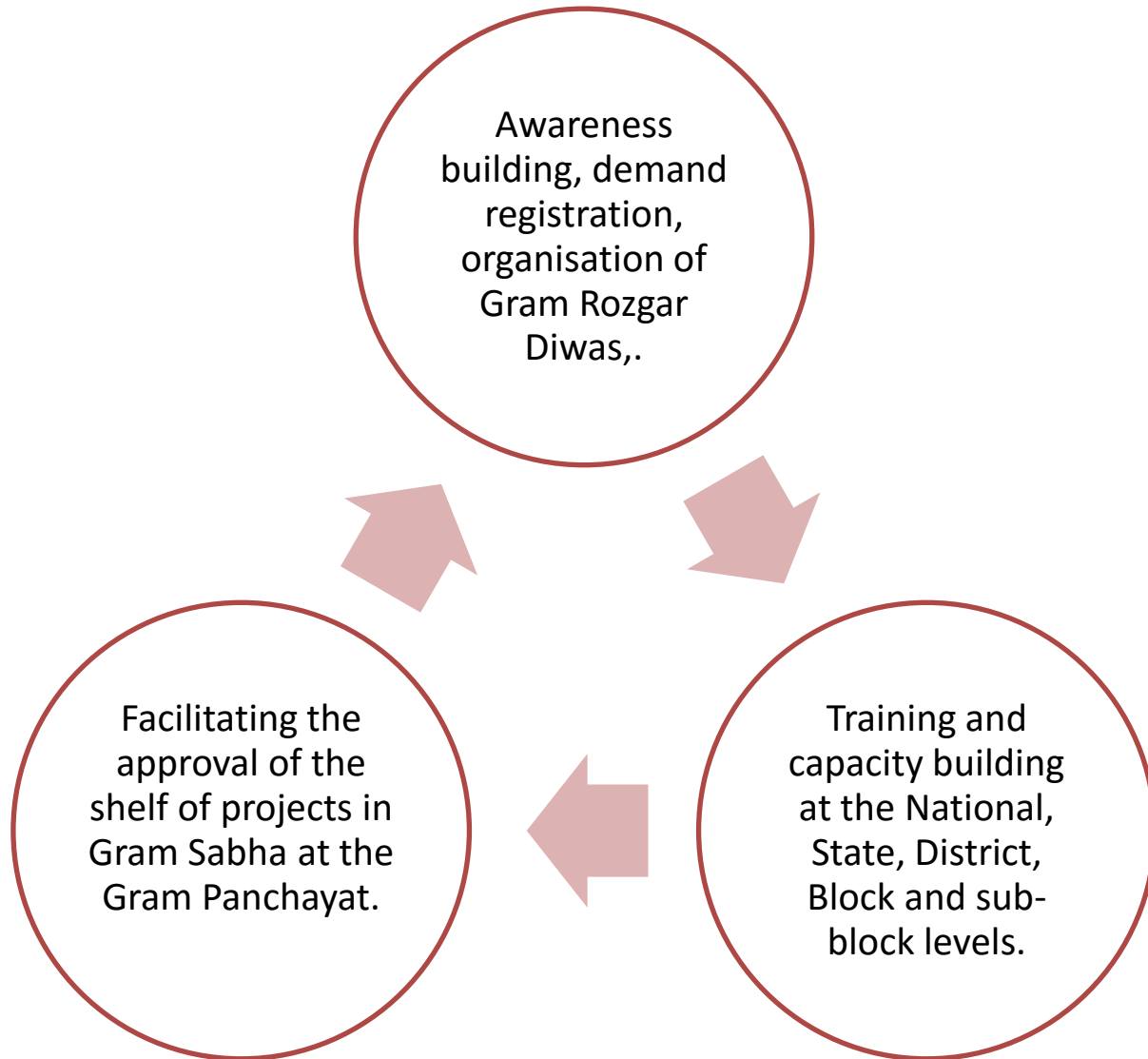
Livelihood Up
gradation - RSETI

In the State, all the above schemes are implemented by
Kudumbasree

list of candidates willing to undertake Skilling shall be uploaded on
the NREGASoft

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.

Partnership with Civil Society Organizations



Community based organisations

Facilitating
organisation
of Labour
Groups



Supporting
IPPE



Facilitating
Social Audit



Concurrent
community
monitoring



Awards

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