

STUDY ON THE PROVISIONS OF NREGA AND ITS
IMPLEMENTATION IN MADHYA PRADESH

-With special reference to Seoni and Khandwa District

By

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1. A BACKGROUND

The experience with employment schemes like NREP, RLEGP, JRY, EAS and now Sampoorna Grameen Rozgar Yojana (SGRY) has been even worse than with the Maharashtra EGA. Funds can be reduced or increased at the whim of the Government in power. Work is often not given to those asking for it even if funds are lying unutilized, and workers cannot force the Government to give them work as no rights accrue from these schemes. In contrast, EGA provides rural labor with a right to employment enforceable through a court of law – something that cannot be taken away with a change of Government. This is the biggest advantage of EGA, as activists see it. Secondly, the funds under the Act cannot be used for any other purpose. And lastly, it also means that a large number of rural workers, instead of working for many different employers, work together at a single site, making them easier to organize.

1.1 History of the demand for an EGA type Act in other parts of India

The movement for EGA at the national and state levels was especially strong in the late 1980s and early 1990s. Amongst the national-level actions was a national seminar in Kolkata in 1989, a cycle rally with over 1000 cyclists from various parts of India to Delhi in 1989, a national convention at Delhi that was attended by the then Finance Minister Madhu Dandavate, and various campaigns in the states of Tamil Nadu, Andhra Pradesh, Orissa, West Bengal, Karnataka and Maharashtra. During that period, all Left and socialist unions also held a huge rally at Delhi demanding the Right to Work.

Secondly, the Supreme Court hearing on the right to food (*PUCL vs. Government of India and others, 2001*) has already focused attention on the huge stockpiling of food grains and the problems in utilizing these. The prevalence of “hunger amidst plenty” in India took a new turn in mid-2001, as the country’s food stocks reached unprecedented levels while hunger intensified in drought-affected areas and elsewhere. This situation prompted the *People’s Union for Civil Liberties (Rajasthan)* to approach the Supreme Court with a writ petition on the “right to food”. The legal basis of the petition is simple. Article 21 of the Constitution is a guarantee of the “right to life”, and imposes upon the state the duty to protect it. This right is fundamental. The Supreme Court has held in previous cases that the right to life includes the right to live with dignity and all that goes along with it, including the right to food. The petition argues, in essence, that the response to the drought situation by central and state governments constitutes a clear violation of this right. The bulk of the petition focuses on Rajasthan. The petition points out two aspects of the state’s negligence in providing food security. The first is the breakdown of the public distribution system (PDS). The other focus of the petition is the inadequacy of government relief works. Famine Codes operational in various states govern the provision of these works, and make them mandatory when drought is declared. Despite being required to give work to “every person who comes for work on a relief work”, the Rajasthan government has followed a policy of “labour ceilings”, which then restricted employment to less than 5 per cent of the drought affected population, by the government’s own statistics. Actual employment has been even lower, and failure to pay the legal minimum wage has been reported at many places. The petition concludes

with a request to the Supreme Court to intervene. Specifically, the petition asks the court to order the Government of Rajasthan to (a) provide immediate open-ended employment in drought-affected villages, (b) provide ‘gratuitous relief’ to persons unable to work, (c) raise the PDS entitlement per family and (d) provide subsidized food grain to all families. Finally, the petition requests the court to order the central government to supply free food grain for these programmes.

1.2 Response of the Government

The movement for EGA also began to have an impact on the Government. At the State level, both Tamil Nadu and Andhra Pradesh adopted pilot schemes in a few districts. At the Central level, a meeting of the National Development Council (NDC) in October 1990 endorsed the principle of making employment generation the central focus of development planning in order to achieve the goal of Right to Work for all. It was also suggested that legislation be adopted to provide an immediate work guarantee to the poorest people. This legislation and the schemes suggested were in line with the Maharashtra EGA. The National Development Council also set up a committee to examine the legal, operational, organizational and financial aspects of the approach and to give it a practical shape. Estimates were also made of the funds required for the scheme at the national level. The Central Government, however, fell soon afterwards, so the plan was shelved. On 31 July 1991, the National Commission on Rural Labour (NCRL) submitted its report and recommended that for the betterment of agricultural laborers, the Right to Work should be accepted as a Fundamental Right with certain qualifications and an Employment Guarantee Act should be enacted to implement this. A few years later, the Central Government adopted the Employment Assurance Scheme (EAS) as a limited way of providing guaranteed employment for 100 days, though it did not receive any statutory backing.

1.3 Need for Raising the Demand for an EGA Type Act Today

The demand for an EGA is particularly timely for several reasons. First, planners and policy-makers seem to think that “micro-credit” schemes are the ideal way of dealing with poverty and unemployment. This is in spite of consistent evidence that these schemes by-pass those who have labour as their only asset. Experience also shows that micro-credit can at best provide a small supplementary income to a few families and cannot deal with large-scale unemployment and poverty. It is important that the demand for employment guarantee be raised today to counter such thinking.

Initially, the case was brought against the Government of India, the Food Corporation of India (FCI), and six state governments, in the specific context of inadequate drought relief. Subsequently, the case was extended to the larger issue of chronic hunger, with all states and union territories as respondents.

Employment Guarantee Schemes where half the wages are paid in kind are a constructive way of dealing with these stocks. In addition, the Supreme Court has also given orders on

the Sampoorna Grameen Rozgar Yojana, providing some assurance of work. Thirdly, there is a crying need for employment in drought-affected areas, where rural labourers have been deprived of employment for long periods of time. Drought conditions have led to intensified hunger, poverty and unemployment in large parts of the country.

Finally, employment opportunities in the agricultural sector have shrunk over the last decade of economic reforms. With few jobs being generated in other sectors, unemployment is the most burning problem facing the rural poor.

Data emerging at the end of the nineties showed the dismal performance of the employment indicators over the decade. Annual growth of rural employment was around 0.5 per cent per annum between 1993-94 and 1999-00 as compared to 1.7 per cent per annum between 1983 and 1993-94. The daily status unemployment rate in rural areas increased from 5.63 per cent in 1993-94 to 7.21 per cent in 1999-00, (*A report by Dev, 2003*) Growth of agricultural employment which still accounts for more than 60 percent of overall employment declined in absolute terms over this period. Rural non-farm employment growth, where the large number of residual workers from agriculture transit, also showed slower employment growth (3.28 and 2.14 percent per annum during 1983-93 and 1994-2000 respectively). The overall employment growth in the economy dropped from 2.04 per cent during 1983-93 to 0.98 per cent per annum during 1994-2000. Ostensibly, the strong growth in the urban services sector failed to make up for the tardy employment growth elsewhere in the economy.

This is reflected as adjustments in food grain component and special component of Sampoorna Gramin Rozgar Yojana in the revised statement of the budget whereas the ex ante allocations (budget estimates) did not respond to the increased demand for employment.

The deceleration in employment growth was further reinforced by a sharp cutback in public spending on rural employment programmes since the mid-nineties. Dev (2002) notes the marked fall in the share of rural employment programmes in center's expenditure on social sector. As a percentage of GDP, expenditure on both rural wage employment programmes and special programmes for rural development, which includes the Traditional Self-Employment Programme, Integrated Rural Development Programme and its new incarnation Swarnajayanti Gram Swarozgar Yojana, declined since the mid-1990s. Central Allocation on rural wage employment programme came down from 0.40 percent of GDP in 1995-6 to 0.13 percent of GDP in 2000-1, and that on special programmes for rural development fell from 0.08 to 0.03 percent of GDP. Official justification for the cutback in public spending on these programmes was sought in the shift in accepted paradigm among the multilateral donors from traditional methods of addressing poverty through employment generation to basic needs intervention. Social sector expenditure would henceforth be directed towards basic provisioning of education, health, drinking water, while markets could take care of employment generation. Of course, the whole social sector would increasingly be treated as residual that would absorb shocks on behalf of fiscal disciplining.

The initial three years of NDA rule were some of the worst years to witness alarming declines in public outlay on rural employment programmes in absolute terms (see Table below). It was only in 2002-3 that the budgetary allocation (BE) on wage employment programmes returned to the 1998-9 level (crossed Rs 4,000 crore). The severe all-India drought in 2002-3 and the natural calamities affecting 12 states in 2003-4 forced a revision of the budget for this head by substantial amounts in both the years. This is reflected as adjustments in food grain component and special component of Sampoorna Gramin Rozgar Yojana in the revised statement of the budget whereas the ex ante allocations (budget estimates) did not respond to the increased demand for employment.

The case for a national employment guarantee programme, in the first instance for unskilled and semi-skilled labour in rural India, is so obvious that it should not require any justification. While employment programmes for the urban poor are also now on the agenda it is the neglect of the rural poor that is shameful.

The facts are striking in their baldness. The most recent country-wide statistics (National Sample Survey data for 1999-2000) show that unemployment rates are as high as 7.2% for rural males in the labour force and 7% for rural females. There was a worsening when compared to 1987-88 and 1993-94, two other years in which the NSS conducted its survey of employment. This is, of course, the broadest possible measure of unemployment, covering under-employment in the week previous to the survey, which is also the best measure in a society which does not offer universal unemployment security.

Other official statistics give a more detailed and equally distressing picture. The Rural Labour Enquiry revealed the fact that there was a small decline in the average number of days worked (in wage employment, self-employment and salary work) by men in rural labour households between 1993-94 and 1999-2000. The decline was much sharper in wage employment and among women. And between the two years, there was a rise in the number of days when men and women were not employed “due to want of work”: 30 days to 36 days for males and 25 days to 32 days for females. The long-term trend, as thrown up in the rural labour enquiries and national sample surveys since the mid-1970s, does show fluctuations rather than a steady deterioration in the employment opportunities of workers in rural India. What, however, is clear is that there has been no secular improvement in the availability of employment for the unskilled and semi-skilled – who usually constitute the poorest sections of Indian society.

The National Rural Employment Guarantee Act has emerged as a step towards the right to work as an aspect of the Fundamental Right to live with dignity Article 21 of the Indian Constitution ensures Right to life as a fundamental Right, which according to Supreme Court includes the Right to live with Human Dignity. Right to work is included in Directive Principle of State Policy under Articles 39 (A) and 41 which says that the state shall direct its policies towards securing right to adequate means of livelihood and make effective provisions for securing right to work to its citizens.

For the first time since independence, the Government of India is genuinely trying to provide an employment guarantee to its people. It is a shame for our country that even

after sixty years of independence, there is still lack of basic necessities – education, health, water, food & work.

It is well known that during the second & third five year plans, there was a condition of famine in India as a result of which Green Revolution was launched, which brought modern machines in the field of agriculture leading to decrease in labour force. When there was a decrease in the demand of work force in agriculture sector on which most of the people were dependent, the problem of unemployment arose and the need for more employment generation emerged as a challenge. The rural poor were forced to look for work outside their own farms to make ends meet.

Government of India had implemented a series of wage employment programmes right from 1960s, such as NREP [National Rural Employment Program], JRY [Jawahar Rozgar Yojna], SGRY [Sampurna Gram Rozgar Yojna], etc. Though there were some improvement due to them, but still there were some major weaknesses. They are as follows:

1. The programmes had a limited impact in terms of generation of man-days employment per worker.
2. They had limited impact in terms of production of durable quality assets.
3. There was poor maintenance of assets.
4. Planning component of program had been weak in terms of selection & sequencing of assets.

Thus these programmes could not reduce poverty level in sustainable manner, nor could they expand the labour absorbing capacity of the mainstream economy.

Hence, a wage employment programme with a legal guarantee of work seemed necessary which could remove many of the weaknesses. It will give legal right to the poor to demand and work. This guarantee will also result in reducing delay in starting work & such delays if any occurred could be challenged in court of law. Also it will reduce distressed migration.

Also, the Tenth five-year plan observed that the growth rate of employment had slowed down in nineties. Though the annual average rate of growth of GDP was higher in nineties, than in eighties, the rate of growth of employment had been much lower in nineties. The plan document observed that with a higher rate of growth during the plan period (i.e. 8% per year) and an alternative strategy for employment generation, it may be possible to absorb the additions to the labour force and reduce the backlog by half at the end of tenth plan. Considering the fact that 8% of growth per year may not be feasible & therefore the employment coefficient also may not move, as desired there will be huge burden of unemployed in the economy. There will be a significant number of poor who will not be absorbed in the mainstream economy even at the end of tenth plan. Thus there was an urgent need to support to enable them to come out of poverty & increase their coping strategies.

The Common Minimum Programme (CMP) of the United Programme Alliance (UPA) announced that UPA government will enact a National Employment Guarantee Act to provide a legal guarantee for at least hundred days of employment to begin with on asset creating public work programme every year at minimum wages for at least one able bodied person in every rural & urban poor & lower middle class household. The UPA Government had already prepared a draft bill on National Rural Employment Guarantee Act 2004 as a first step towards implementing the employment guarantee. [Providing Employment Guarantee In India : Some Critical Issues – Indira Hirway]

Finally when congress came into power, National Advisory Council make a draft under Smt. Sonia Gandhi & the law made with some limitations among which the major one was that ,it was restricted only to rural areas.

The NREGA was passed with unanimous consent as a law for securing the livelihood of the people in rural areas by generating 100 days of employment in a financial year to a rural household. The Act was notified on 7th September 2005. Honourable Prime Minister Dr. Manmohan Singh formally launched the NREGA on 2nd February 2006 from the state of Andhra Pradesh, District Anantpur, Gram panchayat bandla palli. 200 districts have been identified for implementation of NREG Act in the first phase. Notification for implementation of the act with effect from 2nd February 2006 has been issued in respect of 183 districts. The act itself is only one step towards the goal of the right to work for are citizens of the country.

Even through it is limited in its reach & its scope, it is a welcome legislation that if implemented properly will allow a family who registers for work under the act to earn a floor level of Six Thousand Rupees a year which will definitely provide some relief in the period of acute distress.

Present proposal for providing employment guarantee in rural areas has arisen in context of widespread distress & shrinking growth of employment in rural India & the urgent need to give priority to rural employment.

The role model for NREGA 2005 can be said as the Employment guarantee Scheme of Maharashtra where the law was made in 1978, when it was felt that Right to Live is a Fundamental Right & for living employment is necessary.

2. PROVISIONS UNDER NREGA:

1. Provide to every household one hundred days of unskilled manual work. *(The Gazette of India- Chapter II- Para3.1)*
2. Every person who has done the work shall be entitled to receive wages at the wage rate for each day of work. *(The Gazette of India- Chapter II- Para3.2)*
3. Disbursement of daily wage shall be made on a weekly basis or in any case not later than a fortnight after the date on which work was done. *(The Gazette of India- Chapter II- Para3.3)*

2.1 Condition for providing guaranteed employment & wage rates:

1. Every state govt. shall make a scheme within six months from date of commencement of the Act. *(The Gazette of India- Chapter III- Para4.1)*
2. State govt. shall publish a summary of scheme in at least two local newspapers. *(The Gazette of India- Chapter III- Para4.2)*
3. The Central govt. may specify the wage rate for the purpose of this act.
 - a) Different rates of wages may be specified for different areas.
 - b) Wage rate shall not be less than sixty rupees /day *(The Gazette of India- Chapter III- Para6.1)*
4. Until such time, minimum wage fixed by state govt. shall be considered as the wage rate applicable to that area. *(The Gazette of India- Chapter III- Para6.2)*

2.2 Payment of Unemployment allowance:

1. If an applicant is not provided employment within 15 days of receipt of his application, he shall be entitled for unemployment allowance. *(The Gazette of India- Chapter III- Para7.1)*
2. The rate shall be one fourth of wage rate for first 30 days & half of the wage rate for remaining period. *(The Gazette of India- Chapter III- Para7.2)*
3. The unemployment allowance shall be sanctioned & disbursed by the programme officer or such local authority. *(The Gazette of India- Chapter III- Para7.4)*
4. If the implementing agency send a letter to Gram Panchayat to provide the applicant job elsewhere, but it could not do the same within 4 days. *(Pt. No. 7)*
5. Implementing agency does not provide applicant with work even though he has shown his presence within 7 days of letter issued by Gram Panchayat. *(Pt. No. 8)*
6. The liability of state govt. to pay unemployment allowance shall as soon as:
 - a. The applicant is directed by Gram Panchayat or Programme Officer to report for work, either himself or depute at least one adult member of his household.
 - b. The period for which employment is sought comes to an end.
 - c. Applicants have received in total at least hundred days of work
 - d. The household of the applicant has earned as much from the wages & unemployment allowance taken together which is equal to wage for hundred days of work. *(The Gazette of India- Chapter III- Para7.3)*

The state Govt. shall take all measures to make the payment of unemployment allowance. *(The Gazette of India- Chapter III- Para8.3)*

2.3 Cases in which unemployment allowance is not paid.

- i. Natural disasters such as flood, famine, etc. *(M.P. Government G.R. No. 648-649, Pt. No.10)*
- ii. If applicant does not turn up for work within seven days of being informed or remains absent from work for more than one week without informing Implementation Officer. *(Pt. No. 11)*
- iii. If the applicant is in job and still demands for the above or accepts it he will not be eligible for the same for next six months. *(Pt. No. 12).*
- iv. Applicant who does not accept the employment provided to his household under a scheme. *(The Gazette of India- Chapter III- Para9.1)*
- v. Does not report for work within fifteen days of being notified by programme officer or the implementing agency. *(The Gazette of India- Chapter III- Para9.2)*

2.4 Processes.

- i. The application will be given to Programme Officer. *(M.P. Government G.R. No. 648-649, Pt. No. 13)*
- ii. The receipt of application for job needs to be added with this application. *(Pt. No. 14)*
- iii. If the allowance is demanded on the refusal of work on the worksite directed, there should be a copy of letter from the implementing agency with the application. *(Pt. No. 14)*
- iv. The unemployment allowance will be given in front of 2 witnesses and the signature of all the three will be taken. *(Pt. No. 16)*
- v. The Programme Officer will give in written to the District Programme Coordinator why the unemployment allowance is being given. *(Pt. No. 17)*
The total amount of unemployment allowance will not be more than the minimum wage of 100 days. *(Pt. No. 4)*

2.5 Other Provisions Related to Wages:

1. Under no circumstances shall the laborers be paid less than the wages rates. *(The Gazette of India- Schedule I- Para 6)*
2. The wages shall be paid according to the schedule of rate fixed by the state Govt. for different kind of work. *(The Gazette of India- Schedule I- Para 7)*
3. The schedule of rates of wages shall be so fixed that a person working for seven hours wage rates. *(The Gazette of India- Schedule I- Para 8)*
4. The cost of material component of projects including wages of stalled & some skilled workers taken up under scheme shall not exceed 405 of total project cost. *(The Gazette of India- Schedule I- Para 9)*

2.6 Miscellaneous:

1. The scheme shall not permit engaging any contractor for implementation of project. (*The Gazette of India- Schedule I- Para 12*)
2. As far as practicable, a task shall be performed by using manual labour & not machines. (*Para 11*)
3. There shall be adequate provision for ensuring transparency & accountability.
4. Provision for regular inspection & supervision should be there. (*Para 13*)
5. The District Programme Coordinator, Programme officer & Gram Panchayat shall prepare annually a report containing facts & figures & achievements relating to implementation of the scheme. (*Para 14*)
6. All accounts & records relating to scheme be made available for public scrutiny. (*Para 15*)
7. A copy of the muster rolls of each scheme or project shall be make available in the officer of gram panchayat & the programme officer for inspection by any person after paying fees specified in the scheme. (*Para 17*)
8. Work taken up under this scheme shall be in rural areas. (*Para 3*)

2.7 Conditions:

1. The adult member
 - a) Should reside in rural area.
 - b) Should be willing to do unskilled manual work. (*The Gazette of India- Schedule II- Para 1*)
2. It is the duty of gram panchayat to register the household & issue a job card containing such details of adult member of a household affixing their photo graphs. (*Para 2*)
1. Every adult member of registered household whose name is in job card shall be entitled to apply for unskilled manual work. (*Para 3*)
2. The programme officer shall ensure that every application shall be provided unskilled manual work.

Priority shall be given to women in such a way that at least one third of the beneficiaries shall be women who have registered. (*Para 6*)
3. Application for work may be submitted in writing either to Gram Panchayat or to Programme officer as specified in scheme. (*Para 9*)
4. They are bound to accept valid application and issue a dated receipt to applicant group application can be submitted. (*Para 10*)
5. Applicants who are provided with work shall be told in writing by sending letter on the address given in job card. (*Para 11*)
6. Employment shall be provided within a radius of five kilometers of the applicants' village. (*Para 12*)
7. A new work can be started if
 - a) At least 50 laborers become available.
 - b) The laborers cannot be absorbed in other work. (*Para 13*)

8. In case employment is outside radius, it must be within the block. The laborers shall be paid 10% of the wage rate as extra wage for transportation and living change. *(Para14)*
9. A period of employment shall be at least 14 days continuously with not more than six days in a week. *(Para15)*
10. Provision shall be made in the scheme for advance applications, i.e. applications submitted in advance of the date from which employment is sought. *(Para18)*
11. Provision shall be made for submission of multiple applications by the same person, but the periods for which employment is sought do not overlap. *(Para 19)*
12. A list of persons who are provided with the work shall be displayed on the notice of gram panchayat and at the office of programme officer. *(Para22)*
13. If any personal injury is caused to any person employed, he shall be entitled to free medical treatment as admissible under scheme. *(Para 24)*
14. Where Hospitalization of injured worker is necessary, the state Govt. shall arrange for it including of daily allowance not less than half of the wage rate. *(Para25)*
15. If the person dies, he shall be paid by the implementing agency a compensation of Rs. Twenty five thousand or such amount as may be notified by Central Govt. *(Para 26)*
16. The facility of safe drinking water, shade for children & periods of rest, first aid box for emergency treatments shall be provided at the worksite. *(Para 27)*
17. In case the numbers of children below six years accompanying the women at work are five or more, one woman can be deputed to look after them. *(Para28)*
18. A wage under this scheme may be paid in cash or in kind provided that at least 1/4th of the wage will be paid in cash only. *(Para 31)*
19. In case the payment of wages is not made within the period specified under scheme, the laborers shall be entitled to receive payment of compensation. *(Para 30)*
20. If any person's injury is caused by accident to a child accompanying any worker such person shall get free medical treatment for the child. *(Para33)*
21. There shall be no discrimination on the ground of gender & the provision of equal remuneration act 1976. *(Para 34)*

2.8 Focus of the scheme:

1. Water conservation & water harvesting
2. Drought proofing.
3. Irrigation canals.
4. Provision of irrigation facility to land owned by SC/ST.
5. Renovation of traditional water bodies.
6. Land development.
7. Flood control & protection work including drainage in water logged areas.
8. Rural connectivity to provide all weather access.
9. Any other work which may be notified by central Govt. in consultation with state Govt.

(The Gazette of India- Schedule I- Para 1)

2.9 Essential Documents

- a. Registration/ job card registers
- b. Application Register.
- c. Job Register.
- d. Material register
- e. Muster Rolls (with the signature of Programme Officer).
- f. Complaints register.
- g. Unemployment Allowance Register.
- h. Payments register.
- i. Social audit register.
- j. Inspections register at work site.

(M.P. Government G.R. No. 496, dated 12.01.06, Pt. No. 7)

3. PROCESSES AND SYSTEMS

3.1 Role and Responsibilities:

3.1.1. Village Level:

a. Gram Sabha

- i. Selection of work to be done under REGS.
- ii. Monitor the execution of works within Gram Panchayat. (*The Gazette of India- Chapter IV- Para 17.1*)
- iii. Conduct regular social audits of all projects under the scheme. (*Para17.2*)
- iv. Gram Panchayat shall make available all relevant documents including 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 social audit. (*Para17.3*)
- v. Provide a stage where all information about the scheme could be provided to villagers. (*NREGA Guidelines- Chapter 2, pt.2.2.1-क*)
- vi. Checking up of all the applications that come for registration. (*NREGA Guidelines- Chapter 2, pt.2.2.1-क*)
- vii. Complete cooperation and participation in the implementation of scheme. (*NREGA Guidelines- Chapter 2, pt.2.2.1-क*)

b. Gram Panchayat

- i. Identification of projects to be taken under a scheme as per the recommendations of Gram Sabha. (*Para16.1*)
- ii. Prepare a development plan and maintain a shelf of possible works to be taken up under the scheme. (*Para16.3*)
- iii. Forward its proposals for the development projects to the Programme Officer for scrutiny and preliminary approval. (*Para16.4*)
- iv. 50% of work in terms of its cost under a scheme will be implemented through Gram Panchayat. (*Para16.5*)
- v. Allocate employment opportunities among the applicants and ask them to report for work. (*Para16.7*)
- vi. Gram panchayat shall prepare & maintain registers, vouchers & other document containing particulars of job cards, pass books, name, address of the head & adult member of the household. (*The Gazette of India- Schedule II- Para20*)
- vii. It shall send such list of households to concerned programme officer. (*Para21*)
- viii. If the Gram panchayat finds that a person has registered furnishing false information it may direct the program officer to shuck off his name from register and the application to return job card.
- ix. Application will be given an opportunity of being heard in the presence of two independent persons. (*Para23*)
- x. Registration of families. (*NREGA Guidelines- Chapter 2, pt.2.2.1-ख*)
- xi. Issuing job cards. (*NREGA Guidelines- Chapter 2, pt.2.2.1-ख*)

3.1.2. Block Level:

At Intermediate level the state Government shall appoint a person who is not below the rank of Block Development officer as Programme Officer. He shall prepare a plan for block under his jurisdiction by consolidating the project proposals prepared by Gram panchayat. He functions under the direction, control and superintendence of the district programme coordinator.

The functions of Programme Officer include:

- i. Monitoring of projects taken up by Gram panchayat and other implementing agencies. *(Para15.5-a)*
- ii. Sanctioning and ensuring the payment of unemployment allowance to the eligible households. *(Para15.5-b)*
- iii. Ensuring prompt and fair payment of wages to all laborers. *(Para15.5-c)*
- iv. Ensure that regular social audits of all the workers within the jurisdiction of Gram panchayat are carried out by Gram Sabha. *(Para 15.5-d)*
- v. Dealing with all complaints that arise in connection with implementation of schemes within the block. *(Para15.5-e)*
- vi. Maintain a balance between demand for employment and opportunities available at block level. *(Para15.3)*
- vii. Protecting the right of the laborers under EGS.
- viii. Ensure that applicant should get employment within 15 days.

3.1.3. District level:

The CEO of district panchayat or the collector of district or any other district level officer of appropriate rank is designated as district programme coordinator. He shall be responsible for the implementation of the scheme in district in accordance with provisions of this act.

Functions of district programme coordinator.

- i. To assist the District Panchayat in discharging its functions. *(Para14.3-a)*
- ii. To consolidate the plans prepared by the block and project proposals received from other implementing agencies. *(Para14.3-b)*
- iii. To accord necessary sanction and administrative clearance wherever necessary. *(Para14.3-c)*
- iv. To coordinate with Programme Officers functioning within his jurisdictions. *(Para14.3-d)*
- v. To review, monitor and supervise the performance of the Programme Officers. *(Para14.3-f)*
- vi. Conduct periodic inspections of the works in progress. *(Para14.3-g)*
- vii. Redress the grievances of the applicants. *(Para14.3-h)*

Function of panchayat at district level:

- i. To finalize and approve block wise shelf of projects taken up under a programme. *(Para13.2-a)*
- ii. To supervise and monitor the projects taken up at block and district level. *(Para13.2-b)*

3.1.4. State level:

Every state shall constitute a state council known as State Employment Guarantee Council with a chairperson. The number of official members is determined by State Government and 15 non-official members are nominated by it from PRIs, Organization of workers, and disadvantaged groups. Among the nonofficial members 1/3rd shall be women and 1/3rd shall be of Schedule Castes, Schedule Tribes and Other Backward Castes.

The terms and conditions subject to which the chairpersons and members are appointed, the time, place and procedures of meeting will be prescribed by State Government.

The duties and functions of state council:

- i. Advising the State Government on all matters concerning the scheme. *(Para12.3-a)*
- ii. Determining the referred work. *(Para12.3-b)*
- iii. Reviewing the monitoring and redressal mechanism from time to time and recommending improvements. *(Para12.3-c)*
- iv. Promoting the widest possible dissemination of information about this act and schemes. *(Para12.3-d)*
- v. Monitoring the implementation of this act and schemes in the state. *(Para12.3-e)*
- vi. Preparing the annual report to be laid before the state legislature by the state Government. *(Para12.3-f)*

3.1.5. Central level:

There shall be a Central Employment Guarantee Council to discharge the functions and perform the duties assigned to it. The head quarter is at Delhi. It consists of following members appointed by Central Government:

- a. Chairperson
- b. Number of representatives of Central Ministry including the planning Commission, determined by Central Government.
- c. Determined number of representatives of State Government.
- d. Maximum 15 non official members representing PRIs, Organization of workers and disadvantaged groups which includes:
 - i. 2 chairperson of District Panchayat by a rotation for a period of one year.
 - ii. 1/3rd members will be women.
 - iii. 1/3rd will be from Schedule Tribes, Schedule Castes and Other Backward Castes.

- e. Representatives of state.
- f. A member secretary not below the rank of joint secretary to the Government of India. (Para10.3)

The functions of Central Council are:

- i. Establish a central monitoring and evaluation system. (Para11.1-a)
- ii. Advise the Central Government on all matters concerning the implementation of this act. (Para11.1-b)
- iii. Review the monitoring and redressal mechanism from time to time and recommend improvements required. (Para11.1-c)
- iv. Promote the widest possible dissemination of information about the scheme. (Para11.1-d)
- v. Monitoring the implementation of this act. (Para11.1-e)
- vi. Preparation of annual reports. (Para11.1-f)

3.2 Demand for Employment:

3.2.1 Registration: (NREGA Guidelines- Chapter 4)

- i. Application for registration can be given on a plain paper to the gram panchayat. Application should include the names of all adult members of a family who are ready to do unskilled manual labour, including their age sex, caste, etc. state Government can also provide a printed form for application. (pt. 4.2.1)
- ii. Orally request can also be made for registration in front of panchayat. (pt. 4.2.2.)
- iii. The applications will be checked and it will be made sure that the applicant is the resident of that area and is an adult. (pt. 4.2.3.)
- iv. Before the implementation of the scheme there will be a meeting at gram sabha and all the provisions will be discussed. (pt. 4.2.4.)
- v. In no way should the inspection of application should take more than 15 days. (pt. 4.2.7.)
- vi. The description given in application will be listed in Registration register at Gram Panchayat. (pt. 4.2.8.)
- vii. Each Registered family will get a unique registration number which will be according to the BPL survey of 2003. (pt. 4.2.9.)
- viii. A meeting at Gram Sabha will be called for registered laborers. (pt. 4.2.11.)
- ix. If it is found that the description given by any applicant is wrong his application will be cancelled and their names will be listed out Gram Sabha. (pt. 4.2.12.)

3.2.2 Job Cards: (NREGA Guidelines- Chapter 4)

- i. Every registered family will be given a job card from Gram panchayat. (pt. 4.3.1)
- ii. The job card has to be issued within 15 days of getting application. (pt. 4.3.2)
- iii. Job card should contain the photo of all adult members who have applied. (pt. 4.3.3)
- iv. One copy of job card will be kept in Gram panchayat. (pt. 4.3.4)

- v. Job card is made for 5 years at a stretch. Between this period name of adult members can be added or removed from it. *(pt. 4.3.5)*
- vi. The list of people added or removed will be read out in Gram Sabha. *(pt. 4.3.6)*
- vii. State Employment Guarantee Council will decide the Performa of job card. *(pt. 4.3.7)*
- viii. If the original job card gets lost or tampered the bearer can demand for a duplicate one. *(pt. 4.3.10)*
- ix. If a person is not being issued the job card he can complain to the Programme Officer. If he has complaint from the Programme Officer he can directly complain at Block or District level. All such complaints should be resolved within 15 days. *(pt. 4.3.11)*
- x. Every member included in the job card is entitled for doing unskilled manual labour. *(M.P. Government G.R. No. 612, Pt. No.2)*
- xi. A job card will be like a passbook whose first page will include all the personal details of the applicant and the rest pages will be blank and will be filled up including the details of working days or unemployment allowance paid. *(M.P. Government G.R. No. 612, Pt. No. 3,4)*

3.2.3 Application for Work: *(NREGA Guidelines- Chapter 4)*

- i. Application for work will be normally submitted in Gram Panchayat. Along with it according to the provisions of the Act (*Schedule II, Para 9*), application can also be submitted to the Programme Officer. However this alternative should only be used when all the other options are closed. *(pt. 4.4.1)*
- ii. Application can be given on a plain paper in writing. The following informations should be included:
 - a. Registration number of Job Card.
 - b. Date from which applicant wants to come for work.
 - c. For how many days does he/she need the work. *(pt. 4.4.2)*
- iii. One application is enough for many days in different phase. Applicants can also give application jointly. *(pt. 4.4.3)*
- iv. The applicant must get a receipt of his application on which the date of submission of application should be mentioned. *(pt. 4.4.4)*
- v. The Gram Panchayat will inform the Programme Officer at least once every week about the new applications. It will also tell how many new applicants have joined the work under Panchayat, (for how many days) and how many are working under 'other works'. *(pt. 4.4.5)*

3.3 Flow of Funds:

- i. National Employment Guarantee Fund will be established by Central Government for the purpose of this act. *(The Gazette of India- Chapter V- Para 20.1)*
- ii. The Central Government shall meet the cost of the following:
 - a. Amount required for payment of wages for unskilled manual work.
 - b. Up to 3/4th of the material cost of the scheme.

- c. Some percentage of total cost (as decided by central Government) towards administrative expenses which includes salary and allowances of Programme Officers and his supporting staff, administrative expenses of Central council, and other items decided by Central Government.

(Para 22.1)

- iii. State Employment Guarantee Fund will be established by State Government for the purpose of implementation of the scheme. *(Para21.1)*
 - iv. The State Government shall meet the cost of the following:
 - a. The cost of Unemployment Allowance to be paid under the scheme.
 - b. 1/4th of material cost of the scheme.
 - c. The administrative expenses of the state council.
- (Para22.2)*
- v. The District Programme Coordinator and all implementing agencies shall be responsible for the proper utilization and management of funds. *(Para23.1)*
 - vi. The State Government may prescribe the manner of maintaining proper books and accounts of employment of laborers and the expenditure incurred in connection with the implementation of the provisions of this act. *(Para23.2)*
 - vii. All payment of wages in cash and unemployment allowance shall be made directly to the person concerned and in the presence of witnesses from the community on pre announced date. *(Para23.4)*
 - viii. If any dispute or complaint arises concerning the implementation of the scheme by Gram panchayat, the matter shall be referred to Programme Officer. *(Para23.5)*
 - ix. The Programme Officer shall enter every complaint in a register and shall solve them within 15 days of its receiving. *(Para23.6)*
 - x. The Central Government may in consultation with the Comptroller and Auditor General of India prescribe appropriate arrangements for audit of the accounts of the schemes at all levels. *(Para24.1)*

3.4 Monitoring and Evaluation: *(NREGA Guidelines- Chapter8)*

- i. Gram Sabha will monitor all the activities undertaken at village level and also ensure that all the applicants get employment. *(pt. 8.1.1)*
- ii. Gram Panchayat will monitor activities undertaken by other implementing agencies. It will also ensure the availability of muster rolls and timely payment of wages. *(pt. 8.1.2)*
- iii. Intermediate Panchayat and Programme Officer will monitor the registration and employment of the applicant, payment of unemployment allowance, social audit timely payment of wages and progress and quality of work.
The Programme Officer will send a copy of all the reports to District Programme Coordinator who will further forward it to State and Central Government. *(pt. 8.1.3)*
- iv. The District Panchayat and District Programme Coordinator will also monitor the above-mentioned activities. *(pt. 8.1.4)*
- v. The State Government will monitor the quality of implementation at district level according to guidelines issued by State Rural Employment Guarantee Scheme and State Employment Guarantee Council. *(pt. 8.1.5)*

3.4.1 Monitoring Techniques:

- i. Auditing at Central State and District level should be done by outside monitors. With the permission of central council National Quality Monitors can be appointed at national level. Similarly State Quality Monitors and District Quality Monitors can be appointed. *(pt. 8.2.1)*
- ii. To make the monitoring easy the rural development ministry shall develop a monitoring information system. *(pt. 8.2.2)*
- iii. For continuous evaluation time-to-time field visits should be organized. *(pt. 8.2.3)*

3.4.2 Evaluation techniques:

- i. There should be provision for regular evaluation and sample surveys. *(pt. 8.3.1)*
- ii. State Employment Guarantee Council should conduct district wise. Studies at different blocks can be conducted by District Programme Coordinator or the responsibility could be given to other departments. *(pt. 8.3.2)*
- iii. State Employment Guarantee Council (SEGC) should take help from reputed research institutes. All evaluation departments should be approved by SEGC. *(pt. 8.3.3)*
- iv. SEGC will prepare a guideline for evaluation. *(pt. 8.3.4)*

4 SOCIAL AUDIT AND TRANSPARENCY

- I. To ensure accountability and transparency at each stage of implementation, the act/scheme prescribes taking Social Audit Process by involving local people in implementation and its monitoring and evaluation. Following are the processes/provisions which would ensure transparency/accountability at all the stages of implementation and would take care of the pre emphasized problems. In the context of NREGA the process of social audit should include public vigilance and verification of the following 11 stages of implementation:

a. Registration of families.

Probable Problems:

- Lack of concerned officer.
- Non registration of eligible candidates.
- Incomplete list of adults of a family.
- Registration of fake individuals/families.
- Demanding money for registration

PROVISIONS

- i. There will be complete transparency and people will have the facility to verify the entries.
- ii. Initial registrations will be done in Gram Sabhas especially called for this purpose.
- iii. Gram Panchayat will conduct a survey to make a list of all eligible candidates.
- iv. This will help in checking the ineligible candidates.
- v. The following list will be read out in Gram Sabha:
 - All the registered households
 - All the adult members of registered household
- vi. The lower portion of the form which is being used for registration will be given as receipt.
- vii. If any form is incomplete it is the duty of concerned officer to get it completed.
- viii. If any objection is raised regarding the registration of any family, it should be sorted out.
- ix. However no family will be deprived of registration without giving them a chance of clarification.
- x. The final list of registered families will be put up in a public place.
- xi. The process of registration will be carried out even after initial registration.

b. Distribution of Job Cards.

Probable problems:

- Delay in Job Cards.
- Issuing false Job Cards.
- Issuing Job Cards to following ineligible candidates:
 - Non Resident
 - Minor
- Not issuing Job Cards.
- Demanding money for Job Cards

PROVISIONS:

- i. Every eligible applicant should get the job card within a month from the date of registration
- ii. The list of job card holders will be revised every month and if any wrong information is found it will be send to Gram Panchayat for inspection.
- iii. A copy of all job cards should be kept in Gram Panchayat so that anybody could check them anytime.
- iv. It has to be clearly mentioned in job cards that it is free of cost.

c. Receipt of work applications.

Probable problems:

- Non Acceptance of job application by concerned officials.
- Wrong or no date on job application.
- Rejecting incomplete applications

PROVISIONS:

- i. The applicant can give application by hand or send it by post
- ii. The applicant must get a signed and dated receipt of application.
- iii. A register containing all the details of applications should be kept in office.
- iv. If any application is incomplete it is the duty of concerned officer to get it completed. No application will be canceled only on the basis that it is incomplete.
- v. There should be a format of application so that if someone is applying orally, it could e filled by concerned officer.

d. Preparation of shelf of projects and selection of sites.

Probable problems.

- Selection of unnecessary works.
- Selecting such works which are for private benefits.
- Lack of people's consent for that work.
- Selecting wrong worksite.

PROVISIONS:

- i. It is the responsibility of Gram Sabha to make a list of works to be undertaken in this scheme.
- ii. The Gram Sabha Should also check the list of work according to priority of work.
- iii. The list should be displayed publicly so that all could see it.

e. Development and approval of technical estimates and issuance of work order.

Probable problems

- Preparing wrong Technical Estimates.
- Including unnecessary expenses in Technical Estimation.
- Demanding high rates and more material than needed.
- Unclear orders about work which create confusions.

PROVISIONS:

- i. There should be contribution of local people in technical estimation.
- ii. The technical estimation should be put before Gram Sabha for its consent.
- iii. The format of technical estimation should be simple.
- iv. The format of work order should also be very simple.
- v. The formats should be displayed publicly so that all could see it and get all the information about it.

f. Allotment of work to individuals.

Probable problems

- Providing work to someone before his turn
- Partiality in allotment of work regarding type and place.
- Non completion of seats reserved for women.
- Not informing the applicants and then declaring them absent.
- Demanding money for job.

PROVISIONS:

- i. A register related to allotment of work should be kept on Gram Panchayat office so that people could themselves see what kind of work they have got.
- ii. It should be ensured that when new work is being allotted, the common mass should know about it.
- iii. A particular day, time and place should be fixed to give information about REGS.
- iv. On the same day the people should be told what all works have already been allotted. Along with that names of applicants, date of application, place of work and other important things should also be told.

h. Implementation and supervision of work.

Probable problems

- Registering the name of fake laborers.
- Registering fake works.
- Works not according to decided terms and conditions.
- Providing less or low quality materials.

PROVISIONS:

- i. There should be a meeting related to description of work plan and the other related aspect of work.
- ii. The following points related to payment of wages should be clarified:
 - How much wage will be paid?
 - What will be the process of deciding wages?
 - The work of every laborer will be measured separately but if they agree common measurement could also be done.
- iii. There should be a board at every work site giving all the details of the work.
- iv. People have the right to look attendance register.
- v. Every week 5 laborers should check the related bills and receipts.
- vi. There should be a daily material register which should be checked by 5 laborers daily.
- vii. Every work and measurement of work of every laborer should be mentioned in daily register which should be available publicly.
- viii. The monitoring committee should regular check the work according to the checklist.

i. Payment of wages.

Probable problems

- Non payment of wages.
- Late payment of wages.
- Payment to wrong persons.
- Payment on the name of laborers who are absent.
- Payments for non existent projects.
- Non payment of minimum wages.

PROVISIONS:

- i. Payment of wages should be done publicly.
- ii. The name and amount of wage to be paid should be read out loudly.
- iii. Before reading out, the list should be displayed publicly so that all could see it.
- iv. The arrangement of wage payment should be done through post office or other financial institution.

j. Payment of unemployment allowance.

Probable problems

- Not providing unemployment allowance by accusing the individual for being absent despite calling.
- Late payment of Unemployment Allowance.
- Payment on the name of laborers who are absent.
- Demanding money for having Unemployment Allowance

PROVISIONS:

- i. Payment of unemployment allowance should be done publicly.
- ii. The list of allotment of work should be announced weekly.
- iii. The name and amount to be paid should be read out loudly.
- iv. Before reading out, the list should be displayed publicly so that all could see it.
- v. A list of all those who have to be given unemployment allowance should be prepared weekly in Gram Sabha.

k. Evaluation of work.

Probable problems

- Wrong valuation of work.
- Not collecting all the information related to work at one place.
- Issuing false 'completion certificate'.
- Work not done according to pre decided terms.
- Making the information complex.

PROVISIONS:

- i. A meeting should be called to verify if all the orders have been followed to bring quality in work.

- ii. Complete statistics will be presented in a simple form. 'Completion Certificate' will not be issued until all the queries are solved.
- iii. Along with the meeting the importance of the project will also be put forward in social audit forum of Gram Sabha.
- iv. There should be a public hearing regarding questions related to personal rights.

I. Mandatory social audit in the Gram Sabha. (Social Audit Forum)

Probable problems.

- Non availability of informations due to not following the guidelines related to transparency.
- Inability to provide any clarification related to any question that is aroused.
- Non participation of people.
- Failure in grievance redressal system.
- Lack of opportunity to express ones views at personal or Gram Sabha level.

PROVISIONS:

- i. There should be a public hearing regarding questions related to personal rights which could be termed as Social Audit Forum.

(Operational Guidelines-NREGA; 11.2.1)

II. Others:

- a. If the gram Panchayat wants to make any changes they should be put before Gram Sabha for its consent. After that only changes will be made. *(M.P. Government G.R. No. 824 dated 20.01.06, Pt. No. 3.1)*
- b. Gram Panchayat is solely responsible for implementation of all the work at village level. *(Pt. No. 3.4)*
- c. For the work up to 5-lakh payments will be done after technical evaluation. *(Pt. No. 3.5)*
- d. According to the guidelines of Government an evaluation committee of villagers will be made before starting the work who will ensure progress and quality of work. *(Pt. No. 3.6)*
- e. The Implementing Agency will orient the Evaluation Committee about the nature of work, time limit and criteria to measure development. *(Pt. No. 3.8)*
- f. The chief implementing officer, District/ Block Panchayat and Panchayat Secretary will ensure formation of Evaluation Committee at each level. *(Pt. No. 4.1)*
- g. For technical assistance and guidance an engineer will be appointed.
- h. All the sub engineers appointed under block Panchayat have been given one Gram Panchayat each. *(Pt. No. 4.2)*
- i. It will be the duty of sub engineer to visit the concerned Gram Panchayat at least twice a week. If the Gram Panchayat asks for any guidance it will be provided by him in written. *(Pt. No. 4.3).*

5. REDRESSAL OF VARIOUS PROBLEMS UNDER VARIOUS PROVISIONS

5.1. Process of registration

a. Families which were not included in 2003 BPL survey

- i. Such families will give an application in Gram Panchayat. New families will be given registration number according to the directions by the Ministry of Rural Development. *(M.P. Government G.R. No. 606 dated 16.01.06, Pt. No. 7)*

b. Division of family within the period of 100 days of employment

- i. In such case Gram Panchayat will issue another job card after making complete enquiries. Such job cards will be issued keeping in mind the total number of working days by each member of previous family. All enquiries have to be done within a week. *(M.P. Government G.R. No. 606 dated 16.01.06, Pt. No. 9)*

5.2. Issuing job cards

a. Problems Related to Changes in job cards.

- i. There will be provision of adding or removing name in job card.
- ii. The head of the family will inform any change in address or number of adult family members to Gram Panchayat which after inspection will make such changes.
- iii. All such corrections will also be included in the registration register.
- iv. It is essential to read out all corrections made in Gram Sabha.
- v. A copy of the corrected list will be sent to Programme officer.

(M.P. Government G.R. No. 612, Pt. No. 6)

b. In case of loss of job card

- i. The card holder will have to submit an application with Rs. 10 to the Gram Panchayat. *(M.P. Government G.R. No. 612, Pt. No. 7)*
- ii. After making complete enquiry only the duplicate job card will be issued by the Gram Panchayat.
- iii. All the previous details will be filled in duplicate job cards by the implementing agencies.
- iv. On each page of duplicate job cards the word “duplicate” will be printed in bold letters. *(M.P. Government G.R. No. 612, Pt. No. 8)*

c. In case of any objection

- i. The objection will be raised in front of Sarpanch at Gram Panchayat who will solve it. *(M.P. Government G.R. No. 612, Pt. No. 9)*
- ii. If dissatisfied the application could be given to District Collector. His decision will be last and final. *(M.P. Government G.R. No. 612, Pt. No. 10)*

5.3. Application for job

a. Non acceptance of application by concerned officers/ Canceling the incomplete application/ Not paying attention towards oral application.

- i. If any application is incomplete it is the duty of concerned officer to get it completed. No application will be canceled only on the basis that it is incomplete. *(NREGA Guidelines- Chapter 11, Chart 1.4.-4)*

b. Holiday

- i. Work will be provided for minimum 14 days at a stretch and there will be six working days in a week. *(M.P. Government G.R. No. 656, dated 17.01.06, Pt. No. 7)*

c. Essentials

- i. It has to be ensured that one third of total beneficiaries have to be women. *(M.P. Government G.R. No. 656, dated 17.01.06, Pt. No. 8)*
- ii. This has also to be ensured that the job should be provided within 15 days of demand for job. *(M.P. Government G.R. No. 656, dated 17.01.06, Pt. No. 8)*
- iii. If the gram panchayat is not able to provide the job, it will forward the application to Programme Officer within 3 days and send a copy of application to District Programme Coordinator. *(M.P. Government G.R. No. 656, dated 17.01.06, Pt. No. 9)*
- iv. Then it will be the duty of Programme Officer to ensure work within 15 days to the applicant. *(M.P. Government G.R. No. 656, dated 17.01.06, Pt. No. 10)*

5.4. Availability of work

a. If number of applicant laborers is less.

- i. In such case other job card holders can also be included in the work even if they have not applied. *(M.P. Government G.R., Pt. No. 7)*

b. Distance.

- i. The work has to be provided within 5 kms. of the address of the applicant and if it is not possible the Gram Panchayat will inform to the Programme Officer.
- ii. The Programme Officer will inform the applicant to be present at nearest available site. *(M.P. Government G.R., Pt. No. 6)*

c. In case applicant is not satisfied with his work.

- i. In such case or in case the implementing agency feels it is not possible to take work from the applicant, the appeal will be send to Programme Officer who will direct the applicant to go to some other site. *(M.P. Government G.R., Pt. No. 7)*

d. For Old Age, Women and Disabled

- i. It has to be ensured that they are provided work within 5 kms.
- ii. The disabled person will be provided according to their ability and qualification. *(M.P. Government G.R., Pt. No. 6)*

e. Providing job to anyone who applies, before his/her turn

The work will be strictly provided on “first come first serve” basis. *(M.P. Government G.R., Pt. No. 1)*

f. Essentials

- ii. Since the Gram Panchayat is the major agency of making job cards available the other implementing agencies are bound to obey its directions. *(M.P. Government G.R., Pt. No. 5)*
- iii. If the Implementing Officer finds that it wont be possible to provide the laborers with work after a particular period of time he will send a reports including the number of laborers and date of completion of work , 15 days before to Gram Panchayat/ Programme Officer/ District Programme Coordinator. *(M.P. Government G.R., Pt. No. 8)*
- iv. If Programme Officer is able to provide work, he will inform the laborers, within 7 days of receiving report or else will compulsorily inform the District Programme Coordinator within 3 days. *(M.P. Government G.R., Pt. No. 7,8)*
- v. List of all those provided with jobs will be put up at the notice board of Gram Panchayat. *(M.P. Government G.R., Pt. No. 13)*

5.5. Unemployment allowance

a. In case of Non Payment

- i. If the programme officer is not in a position to disburse the unemployment allowance in time he shall report it to District Programme Coordinator & display notice on the notice board. (*The Gazette of India- Chapter III- Para8.1*)
- ii. Further it shall be reported in the annual report by District Program Coordinator to state Govt. (*The Gazette of India- Chapter III- Para8.2*)

5.6. Problem of complaints

a. Whom to address

- i. At block level Programme Officer and at the District level, Additional District Programme Coordinator will hear the complaints.
- ii. At village level the complaints will be solved by public hearing method by the Programme Officer.
- iii. People can complain at any level. (*M.P. Government G.R. No. 650, dated 17.01.06,*)

5.7 Payment of wages

a. Problem of late payment/non payment of wages.

- i. The date and place of payment of wages should be fixed so that there is no confusion. (*NREGA Guidelines- Chapter 11, Chart 1.8.*)

b. Problem of less payment/ payment to wrong person

- i. The names of those who are to get the wage and the amount given will be read aloud so that even the illiterate could know how much they are getting and any wrong person do not get wage.
- ii. Each laborer should be individually told about the units of work so that they could know how much they are going to get.
- iii. The list of those who are going to get the wages should also be put up in any public place. (*NREGA Guidelines- Chapter 11, Chart 1.8.*)

6. IMPLEMENTATION STATUS OF NREGA

National Rural Employment Guarantee Scheme was implemented in Madhya Pradesh on 2nd February 2006 in 18 most backward districts. The core objective of the scheme is to provide 100 days of guaranteed employment to the rural households. The scheme framed according to the provisions of the National Rural Employment Guarantee Act is a means to provide right to work to the wage earners as their legal entitlements. It is the only act that relates to the rights of unskilled laborers. It is a historical act that has come into existence through a strong social and political pressure exerted by NGOs and other civil society groups. The key objective of the act is not only to provide work and reduce unemployment, but also to curb the migration and provide guaranteed employment at the doorsteps. This would enable people not only to feed themselves and their families, but also to achieve a minimum standard of living. It is a tool for empowerment for rural laborers, guaranteed employment can give them economic security, strengthen their bargaining power, and help them to organize themselves. It is going to prove as a boon if implemented properly according to the provisions.

To know about the ground realities regarding the scheme few villages were visited in Seoni and Khandwa districts.

SEONI:

Date of visit: 9th June to 13th June

Villages visited:

Name	Dungaria	Dargada	Mohgaon	Bhondki	Katangi
Population	995	669	504	145	551

KHANDWA

Date of visit: 24th June to 28th June

Villages visited:

Name	Dabhia	Langoti	Jhirpa	Bhagpura
Population	1467	1159	1306	955

The conditions under NREGS that were seen were as follows:

1. REGISTRATION:

In all the villages that were visited the registration procedure had been completed and all the families were registered in both Seoni and Khandwa.

The process was initiated by the Panchayat only. At Seoni, though at Dungaria and Dargada Gram Sabha was held, the people of Bhondki and Katangi said that they did not have any Gram Sabha from past many years but it was revealed by the Social Worker working there that their registration has been done by the Sarpanch and Secretary themselves.

At Khandwa also, the registrations are done but people have least knowledge about it. Thus at the very first stage it was noticed that there were flaws. The process has not been followed as per the provisions and most of the people were found to be ignorant.

2. JOB CARDS:

2.1. Job Card Distribution

In the visited villages of Seoni district, the work of job card distribution has not yet been completed. Among the two villages under Dungaria Panchayat, i.e. Dungaria and Dundai, though all the job cards were distributed in Dungaria, in Dundai out of 295 only 84 job cards were distributed. When the reason was asked, the Secretary Tukaram Maskole said that the people are not interested, though they have been told to come and collect the job cards, but they did not come. When some people who had not collected their Job Cards were asked about it they said that they don't need it so why should they take, also some of them very carelessly said that they are 'not getting time' to go and collect the Job Cards and if it is so essential the Secretary should give them in hand. At Dargada panchayat the job cards were not yet distributed, in both the villages, Dargada and Mohgaon. When the Secretary was asked he carelessly said that when work has started job cards will also be distributed. This clearly shows the negligence of implementing agencies and violation of the provisions as they clearly states that the job cards have to be distributed within a month of registration. Even people are not concerned with it since they do not know its importance. They are just happy doing work. However in the villages of Ghatkohka Panchayat, i.e. Bhondki and Katangi all job cards were distributed. In Khandwa district job cards have been distributed in all the villages that were visited. The job cards were distributed door to door and no information was given to the people while distributing it, except that they will have to bring it while coming to work.

2.2 Photographs in job cards:

Where as no complaint in this regard came from the villagers of Seoni, as the photographs were taken free of cost as per the provisions and were pasted in job cards, the conditions of Khandwa was worse. In every village nearly Rs. 25-30 was taken from each family for the photo. At Jhirpa even Rs.50 was taken for it. People even did not know that the photograph was free of cost. Those who couldn't pay did not get photographed. People did not know from where the photographer came. When the Sarpanch of Langoti village, Sh. Chandulal was asked about it, he very indifferently said that since this was the responsibility of District, he does not know anything about it. On one hand whereas it was seen that the people are so ignorant, on the other hand when the matter was put to Additional Programme Officer (Block), Mr. N.L. Awasthi, he said that

the people are impatient and they are calling private photographers, so they have to pay. The information from Additional Programme Coordinator (District) was even more shocking as he said that since they have not yet found anyone suitable for the contract, no photographer has yet been hired and sent to villages, so it must be a private photographer. This, on one side shows how the ignorance of villagers is being misused on the other side

2.3. Filling of Job Cards:

Different conditions were seen in this regard.

SEONI:

In Dungaria Panchayat the job cards were updated and regularly filled. The job cards were filled at the time of payments, whereas in Dargada since they were not yet distributed so there was no question of filling. The people are also not concerned due to lack of awareness. The secretary is also least bothered about it and said that the job cards will be filled when they will distribute them and there is no need to take strain over it. At Bhondki and Katangi, though they were distributed but since payments had not been done so they had not been filled.

KHANDWA:

Though the job cards were filled, some faults were seen. It was observed that there was confusion in filling of job cards. There was confusion whether job cards have to be filled on daily basis or weekly or at the time of payment. This clearly shows lack of training among the Sarpanch and Secretary. There were also faults in filling of job cards, for example, at Langoti, in the job cards of a laborer there was a difference in the number of days and the amount of wages that was paid, like the work was shown from 14th to 17th April, but only 3 days were shown and the payment was also made of three days. The person did not know about it as he was illiterate

Special case of Mirikheda Village, Namapura panchayat, Khalwa Block-Khandwa.

A very shocking case came into notice, when a villager of Mirikheda village, Shiv, brought 5-6 job cards of the villagers of that village. All the job cards were duly filled but as he told all the entries in the job cards were false. The following things came into light:

- 1. The work that was mentioned, i.e. of 'puliya building' had been done last year so it definitely could not be under NREGS.*
- 2. The name of the village where the work is mentioned, i.e. Shahpura does not exist in Khalwa Block; it is in different block, 30 km. away.*
- 3. Even if the work is considered no traveling allowance has been given.*
- 4. The dates are also manipulated, for example in the Mangilal Bhau the first entry is from 4th May to 6th May and the seventh entry is from 27th April to 2nd May.*
- 5. Same person has been shown doing different work at different places in same period of time as seen in the job cards of Mangilal Bhau, Mirabai Mangilal is shown doing work on 4th to 6th May at Manpura and again from 4th to 9th May at Shahpura.*
- 6. The minors have also been shown doing work, as the 17 years old son of Mangilal, kamalchand's name was also there.*

7. In the job cards of Lakshman Dhannu, whereas the date of work has been shown from 23rd to 29th April, total numbers of days are shown only 5.

8. The wage rates are also shown different for same period in different columns. This clearly shows how the provisions under NREGS are being misused. As Shiv told a contractor collected the job cards of all the villagers, filled them and returned them. The money that has been mentioned has not even been given to laborers. On one hand the Government is claiming that there is no chance of corruption under this act, on the other hand the occurrence of corruption is quite clear from this incident. This again shows the exploitation of illiterate and ignorant laborers for the benefit of others.

परिवार क्रमांक - 4/2
 1 परिवार के मुखिया का नाम - मांगीलाल
 2 पिता/पति का नाम - भाउ
 3 पता - मीरीखेड़ा नामापुर
 4 लिंग (स्त्री/पुरुष) - पु
 5 जाति - अजजा
 6 पंजीयन के समय आयु - 57
 7 पंजीयन की तिथि - 28.12.05
 8 पंजीयन क्रमांक - 11

परिवार के सदस्यों का विवरण

स.क्र.	नाम	लिंग	आयु	मुखिया से संबंध
1.	मांगीलाल भाउ	पु	57	स्वयं
2.	मीरा	म	47	पत्नी
3.	कमलधंद	पु	17	पुत्र
4.	पार्वती	म	11	पुत्री
5.	प्रकाश	पु	5	पुत्र
6.				
7.				
8.				
9.				
10.				

पंजीयन अधिकारी/सरपंच के हस्ताक्षर एवं मुद्रा

पंजीकरण अधिकारी/सरपंच के हस्ताक्षर एवं मुद्रा

नोट- परिवार के अंतिम सदस्य के विवरण के नीचे लाल रंग में परिवार के सदस्यों के हस्ताक्षर एवं मुद्रा अंकित की जाते।

मध्यप्रदेश ग्रामीण रोजगार गारंटी योजना
विभिन्न योजनाओं के तहत प्रदत्त रोजगार एवं मजदूरी भुगतान का विवरण

वित्तीय वर्ष 2005-06

संलग्न क्र.	मजदूरी करने वाले सदस्य का नाम	रोजगार हेतु आवेदन की तिथि	तिथियाँ जिन दिनों कार्य किया गया	कुल कार्य दिवस	कार्य का नाम	योजना का नाम	क्रियान्वयन एजेंसी का नाम	मजदूरी भुगतान की गई		कुल राशि	मस्टर रोल क्रमांक	क्रियान्वयन एजेंसी द्वारा प्रधिकृत अधिकारी/पर्यवेक्षक के हस्ताक्षर
								नगद	खाद्यान्न			
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
1	जयशंकर		29/4/05	5	मजदूरी	गामगा	गामगा	294	-	294	3455	
2	जयशंकर		30/4/05	5	मजदूरी	गामगा	गामगा	294	-	294	4641	
3	जयशंकर											
4	जयशंकर											
5	जयशंकर											
6	जयशंकर											
7	जयशंकर											
8	जयशंकर											
9	जयशंकर											
10	जयशंकर											

नोट :- 1. एक वित्तीय वर्ष में 100 दिवस का रोजगार प्राप्त होने के उपरान्त स्थान स्वीकार क्रियान्वयन एजेंसी मार्फत / विभाग - अन्य द्वारा हस्ताक्षर पर मुद्रा अंकित की जायेगी।
2. कोई भी पंजीयन रिक्त नहीं छोड़ी जायेगी।
3. प्रत्येक साह के उपरान्त साह के अंत में उपलब्ध कराये गये रोजगार का गारंटीय दर्ताका जमाये।
4. परिवार के प्रत्येक सदस्य को प्रकृष्ट पृथक-पृथक की जायेगी।

JOB CARDS OF MANGILAL BHAU AND LAKSHMAN DHANNU

3. APPLICATIONS FOR JOB:

At Seoni, applications have not been taken for work. The Sarpanch and Secretaries have not taken any interest in taking applications. The Sarpanch and Secretaries of both Dungaria and Dargada Panchayat very indifferently said that once work has started, what is the need of taking applications, if people are working. Since the people also do not know the importance of giving application they are also least bothered about it. At Bhondki, though due to the intervention of a social worker, some villagers tried to give application, but the Sarpanch refused to take them. The applications were still with the villagers. Even when the Additional Programme Coordinator was told about it he also said that if the people are working there is no need of taking applications. This again shows lack of training and carelessness as it is clearly mentioned in the provisions that applications have to be taken either on a plain paper or in a given format by the implementing agency.

Such an attitude puts a question mark over the success of the scheme. The simple logic is that it is a “demand driven” scheme, thus until and unless people do not understand the importance of creating demand, there can be no success. Also, firstly flow of fund will be less and secondly the scheme will also come to an end.

AT Bhondki village under Ghatkohka Panchayat, Seoni, an old widow of 82 years, Salkobai, who has her own job cards wanted to work but was refused by the sarpanch on the pretext that she was too old to work, and to a great extent this was also true. While talking to her it was also revealed that she did not get the old age pension which

is being given by the Government. Even at this stage she is compelled to seek for work. This is a clear cut violation of the social security schemes of the Government. NREGA definitely does not mean that all social security measures are lapsed. At her age Salkobai should be getting the pension rather than looking for job.

At Khandwa though due to the intervention of the NGO, Spandan Samaj Seva Samiti, a collective application of 50 people have been given at Dabhia and Langoti, but other than that no application was given or taken there or in any other panchayat. In Bhagpura village, the Sarpanch even refused to give work to the people, leave apart taking applications.

4. IMPLEMENTATION OF WORK:

4.1. Nature of work:

The act mentions that the work has to be decided by the people in Gram Panchayat. But nowhere was it seen. Every where the work has been started by the sarpanch and secretary. However at Dungaria Panchayat a gram sabha was called and the people were told about the work that was to be started, but definitely consent was not taken from them before deciding the work. At Katangi and Bhondki, people had known about the work through 'munadi' and had no participation in deciding the work.

In all the villages that were visited Seoni district, the work of road construction was going on. At Dungaria Panchayat single work was there for both the villages, whereas separate work has started for Dargada and Mohgaon. A strange condition was seen at Mohgaon, where a work of road construction had started two months before but was stopped after few days without any reason and a different work was started. In Ghatkohka Panchayat also, single work is going on for 4 villages, in Katangi village.

In Khandwa district the work had stopped in all the villages either due to lack of fund or due to rain. As it was told by the people of Dabhia village, the work started in the month of April, went on for 15 days but was stopped since fund did not come, and even after passing of two months, the payment for those two weeks had not been done. The Secretary told that the cheque had not cleared since then.

At all the places the work of road construction is going on. However it can be seen that this is rather against the major objectives of NREGA. One of the basic objectives of the act is to create durable assets in the villages and the 'kuccha roads' that are being built are in no way durable, until and unless there is a future plan to make them concrete, but since no concrete-cement work is allowed under this act there is almost no chance for it. Such roads will get washed away in the monsoon. Though as people of few villages like Dargada, Katangi said that they needed the road as before the path was very bad. But then such roads will have to be built every year and which will mean that no other work could be taken under in coming years. This clearly shows lack of planning and peoples' participation. However there are other works which could be put to priority like water conservation, Irrigation canals, Renovation of traditional water bodies, etc which will be durable and add benefit to the village property.

4.2. Date of Starting of Work and Payment of Wages

In all the three panchayats visited under Seoni district work had started quite late. For example in Dungaria work started in the last week of April. When the reason was asked, the Sarpanch and Secretary said that the funds came at that time so they couldn't start work earlier. Same was the condition at Dargada. At Katangi work had started from 1st June only. Regarding payment of wages, nowhere the wages were paid after 7 days. The wages at Dungaria and Dargada panchayat were paid in 15 days and were being paid at old rates, i.e. Rs. 58.64. When the reason was asked the sarpanch told the sub engineer came for valuation only in 15 days and they could not pay without valuation so such delay occurs and regarding the wages they said that they did not get written orders and since they have got them now, the next payment will be made according to new wages i.e. Rs. 61.37 and the arrears will also be paid. At Katangi since the work had started from 1st June only no payments had yet been made even after 12 days. The workers at the site even did not know what the wages are and when will they get the payment. They were under the impression that they will get the payment after the completion of work.

However the people were found to be happy with the wages. A widow Santrabai, 45 years of Dargada Panchayat having four children is very happy doing work under this scheme. Earlier she used to work as a laborer in other big farmers' farm and got only Rs. 25-30 per day, which was hardly enough for her family but now not only she could make her ends meet but also could do a little saving. This clearly shows to what extent the scheme can benefit the poor.

As stated above work was not going on in Khandwa. At Dabhia Panchayat the payment of wages were being done on the date of visit, after two months. No compensation was made to them. When the Secretary was asked about the reason he said that there is no such provision. This again shows the negligence and lack of knowledge and training as the provision of providing compensation is clearly mentioned in the Act. The payment was being done at old rates only. At Langoti, Bagda and Bhagpura also payments were done at old rates. The reason was same as that in Seoni. But when it was asked about the arrears they refused saying they did not know about it.

4.3. Worksite Facilities:

In the villages of both the districts, only water facility was available, neither crèche nor first aid facility was available. In Seoni, there was a confusion regarding the concept of Jhoolaghar among the Sarpanch and Secretary of Dungaria Panchayat as they thought they have to put some swings for the children and did not have fund for that. However the Secretary of Dargada panchayat said that he had no knowledge of any such provision and if it is there, he will try to provide it further. In Khandwa the Sarpanch of Langoti village said that the need of 'jhoolaghar' was not felt.

However no explanation was there for non availability of first aid facility.

4.4. Attendance and Muster Rolls:

Attendance Registers were being filled at all the sites in Seoni, except in Dungaria Panchayat, where attendance was taken directly in muster roll. At Dargada however a laborer expressed her doubt that even if the secretary writes anybody's name and takes money on his/her name, how they will know about it and since they do not have job cards it could also be not crosschecked. This shows that the people are somewhat concerned. Muster rolls were available on site only at Dungaria Panchayat and were duly filled. However they were not available on other two sites.

At Khandwa though the work has stopped but the people in all four villages said that attendance was being taken at work site. Muster rolls could be seen only at Dabhia as the payments were being made. They were duly updated. Nowhere else muster rolls could be seen.

5. MIGRATION

The condition of migration was good at neither of the Districts, however some improvements could be seen at Seoni where though migration had not been completely checked, but definitely had come to a halt. In Dungaria as the work had started late, so those who had to go had gone. Similar were the conditions at Dargada but there some laborers had not migrated or had come back as the work had started in their village. Those workers said that they were really happy to get work in their own village as now they will not have to go out. They also expressed that if they will continue getting work in their own village, they will not migrate and hoped that from next year more people will stay back.

For example a laborer Anar Singh of Dargada village used to go to Nagpur every year in search of work with his wife, leaving his four children at home and making some provisions for them. He could not take them since his eldest daughter was disabled. He was constantly worried about them. In city the wages were also less and needs were more. Now when he had got in his own village, he was very happy. According to him the wages were sufficient and as he was at home, expenses were also less. He was very positive about the scheme and said that if he continues to get work every year during this period, he will never go out. His children were also happy.

In Katangi and Bhondki also though majority had left, a few stayed back, but their view was not as positive as that of Dargada as they said if work is going on here they are working here and if work will stop they will again go back to cities. This shows that they do not understand the importance and value of this scheme as they are totally ignorant. They are not at all aware that this is the scheme for them and they will get work if they demands for it.

Contrary to the views of Anar Singh, Babulal of Katangi village was not so positive. Though he was happy to get work in his village but he says once the work completes here he will again move to city.

However it could be said that if the work goes on regularly and the scheme is implemented properly the cases of migration will definitely come to an end.

Whereas at Seoni the situations were found somewhat better, the conditions of Khandwa were no good. As there is no work, even after 5 months of the scheme, the flow of migration has not decreased. The villagers of all the four villages had migrated to Harda and Hoshangabad to work in the farms of big farmers. At present since it was the time of sowing, they have returned back. While talking to the folks of Jhirpa village, it was known that after such hard work, they hardly got a few sacks of food grains and Rs. 10-15 per day which is not even enough for six months. They said that they would have been happy if they got work in their own village. Migration even costs over their lives as they go in tractors which is always overloaded. Such as a case happened, when on 30th April 2006 a tractor trolley carrying about 3 dozen labors overturned on its way to Jhirpa village in Khandwa block. The men folk jumped out but the women succumbed to major injuries. This was the time when NREGS had already come into force, but work had stopped. This is just because, laborers are not aware that work is their legal right and can be accessed by mere demand in their own village.

The views of the administration in this regard were more horrifying and heart rendering. Both the Additional Programme Officer (Block) and Additional Programme Coordinator (District) called migration 'a tradition' and said it could not stop since 'chaitra' is a festive season and laborers go out to 'enjoy'. They also said that people earn more during migration, say nearly Rs. 80-100 per day which was 10 times more than what people actually told. Such an unsympathetic and callous attitude of administration again puts a question mark over the serious implementation and success of this scheme.

5. ATTITUDE OF PEOPLE AND AWARENESS AMONG THEM

People have not formed much opinion about the scheme; as they are not much aware about the scheme, save that they will get 100 days employment under it. The people of the village in Seoni though showed some enthusiasm. When the laborers of Dargada and Dungaria Panchayat were asked whether they needed the road that is being constructed, they said they definitely needed it and were happy that it was being constructed by them. They also accepted that the Gram Sabha had taken place before the starting of work and they had come to know about the work in it, though the work had not started with their consent. The Sarpanch and Secretary said that since they did not know about it, they decided about the work but from next time they will definitely decide the work in Gram Sabha. However the people of Katangi and Bhondki village of Ghatkohka Panchayat seemed to be altogether ignorant. They had come to know about the work through 'munadi' and had come to work. They did not even know about wages, leave apart other things about the scheme. They just went to work. The people even said that they did not have any Gram Sabha from past many years. The attitude of big farmers seemed to be negative as one farmer at worksite of Dungaria remarked that "*agar sarkaar ke paas paisa jyada ho gaya hai to aise hi baant de, majduron se kaam karwane ki kya jarurat hai.*" Other farmers also gave the opinion that the work was not necessary. Such attitude shows their frustration as if the work continues; they will not be able to get cheap labor.

In the villages of Khandwa, the people are a bit aware about the scheme due to the efforts of the NGO, Spandan Samaj Seva Samiti which is working there. But since there is no

work, there is no positive attitude towards it. They take it as another scheme which has been started by the Government and is not going to be successful like other schemes. When at Dabha it was asked from people, whether work was beneficiary for them, they said “*pehle kaam to shuru ho...*” At Jhirpa the people don’t even believe that work will ever start for them. The people of Langoti and Bagda also felt that the Scheme will drop out in a few days.

6. FUNDS:

At Seoni, the Sarpanchs of Dungaria and Dargada Panchayat said that Rs.1.25 lakhs and Rs. 1.5 lakhs have come to their accounts, respectively but did not come in time. It came in mid April so the work started by that time. The work will go according to the funds. Once the fund gets finished they will also stop the work until next fund comes.

However at Khandwa the situations are different. There is being delay in flow of money. For example as it has been stated earlier, at Dabhiya Panchayat the wages for the work done in April was being paid in June and the reason was that cheque was not getting cleared. At Block level, Mr. N.L.Avasthi, the Additional Programme Officer said that they are not transferring the money directly to the account of Sarpanch. When the Sarpanch or Secretary of any village starts the work, and come and tell about the amount needed, they provide a cheque. The problems in cheque clearance arise because the accounts are in different banks so it takes nearly one month and this can’t be helped.

7. OTHERS:

- * The Sarpanch and Secretary are not fully aware about the provisions under the scheme. Though the administration claims that the trainings have been provided, but it seems that it is not sufficient and a more intensive training is needed.
- * People are all together ignorant about the importance of the scheme.
- * The format of application is not proper; there is no column for dated receipt
- * In the job card the column of work (from-to) and number of days have not been properly bifurcated as per the proposed format by the state. There is no provision for specimen signature/ thumb impression of the head of the family.
- * Regarding job card entries, the date of application is not being filled and the first page has been left blank everywhere. Thus it is hard to calculate days within which employment has to be provided.

CONCLUSION:

REGS is a very good step from the Government to reduce unemployment, but if the conditions will go like this and there will be so many drawbacks in implementation, it is

not going to sustain. An intensive training and a change in attitude of Sarpanch and secretary is very necessary as well as it is also important to generate awareness among the villagers. If there will be no social awareness and labour empowerment it will be restricted only to papers. It is a demand driven act which has a legal force behind it. It is quite distinguished form other employment schemes over which one can do nothing if they are not carried out. It legally empowers the worker to drag the Government to court in case of failing to provide the employment guarantee or the assured provisions. Hence it is very necessary that they should be completely aware about it. Their realization will be the key to success of this scheme.

The conditions that are observed above give a horrifying picture of future. If the conditions will not improve, the scheme is going to be a failure. For the purpose of generating awareness, large scale advertisements, through street plays, puppet shows, meetings, etc is very essential. Since most of the people in villages are illiterate, merely writing on wall will not do. NGOs can play a massive role in this regard. They can work to empower the workers so that they could know about their rights under this act, and also secure them.
