

Implementing MGNREGS Effectively: A Facilitators' Manual

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Abbreviations

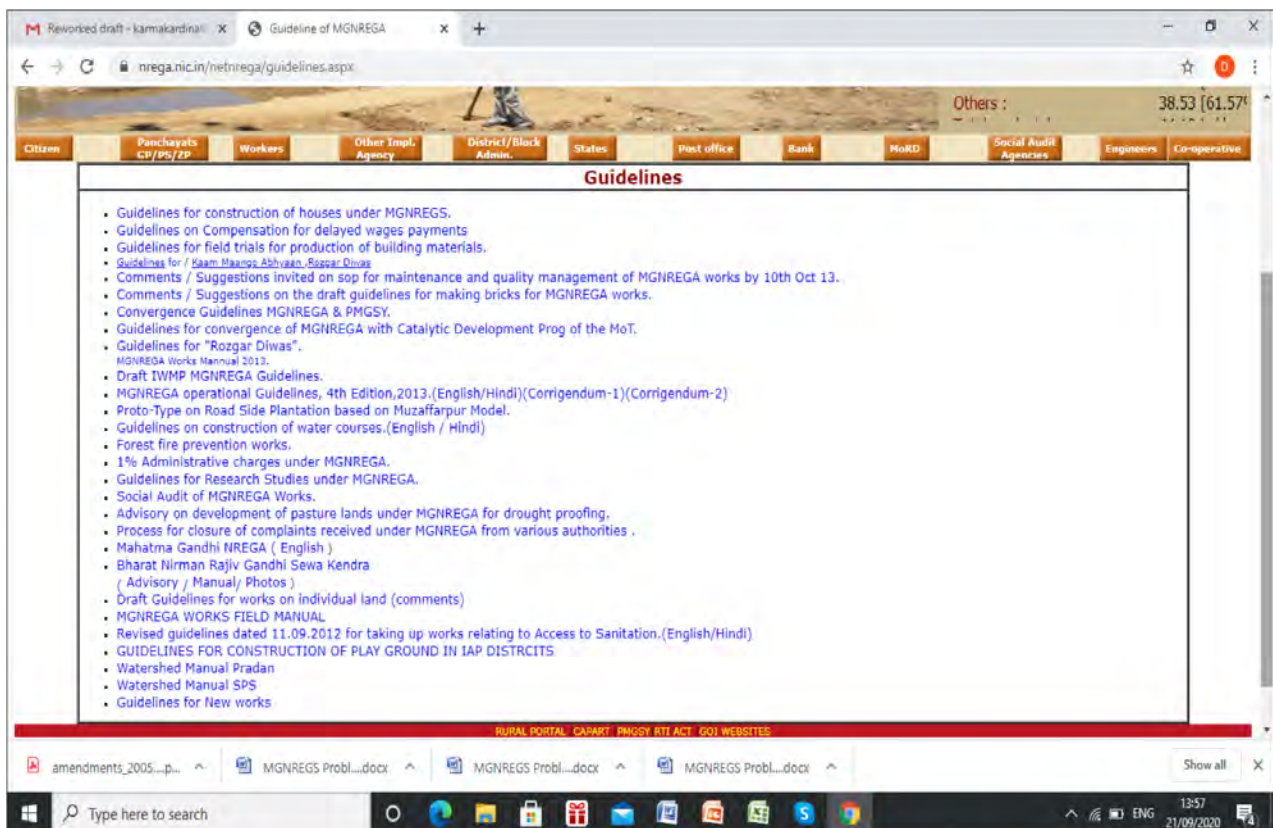
BDO	Block Development Officer
BTC	Bodoland Territorial Council
CRP	Community Resource Person
DPR	Detailed Project Report
FTO	Fund Transfer Order
FY	Financial Year
GOI	Government of India
GRS	Gram Rozgar Sewak/Sahayak
IBS	Individual Beneficiary Schemes
KAAC	Karbi Anglong Autonomous Territorial Council,
MIS	Management Information System
MGNREGA	The Mahatma Gandhi National Rural Employment Guarantee Act
MGNREGS	The Mahatma Gandhi National Rural Employment Guarantee Scheme
MKSP	Mahila Kisan Sashaktikaran Pariyojona
MR	Muster – Roll
NADEP	Narayan Deotao Pandharipande
NGO	Non-Government Organization
NRM	Natural Resource Management
PRADAN	Professional Assistance for Development Action
PRI	Panchayati Raj Institutions
RO	
SECURE	Software for Estimate Calculation Using Rural rates for Employment
SHG	Self Help Group
SOR	Schedule of Rates
TS	Technical Sanction
VO	Village Organization

1 Introduction

This manual is an effort to suggest ‘Do-How’s’ - the possible and potential interventions which might help the stakeholders to improve upon ongoing practices in facilitation / implementation of activities under MRNREGA. However, it is suggested to users of this manual to read the MASTER CIRCULAR -A GUIDE FOR PROGRAMME IMPLEMENTATION FY 2018-2019 (https://nrega.nic.in/Netnrega/WriteReaddata/Circulars/AMC_2018-19_nk_v3_21.03.18.pdf) .

Careful reading of this document will help anybody interested to work on MGNREGA. She/ he would be able to understand the provisions made under MGNREGA and processes involved in implementation of activities under MGNREGA. As it is expected that any planning and implementation of MGNREGA need to follow the guidelines provided in this master circular, this manual used this as primary reference material.

Guidelines are available in web site also (<https://nrega.nic.in/netnrega/guidelines.aspx>) .



This guideline helps to understand The Act and entitlements under Mahatma Gandhi NREGA (Right to a Job Card (JC), right to Demand and receive work

within 15 days, Right to and provision of Unemployment Allowance and how to calculate it, conditions when unemployment allowance is not applicable, right to plan and prepare shelf of projects, right to work site facilities, Right to time bound redress of grievances, right to conduct concurrent Social Audits and Social Audits of all Mahatma Gandhi NREGA expenditure).

It has also narrated / explained the processes to apply for job card, processes of demanding job/ work, how works are allocated, why one should get dated receipt of job application, what is Rozgar diwas, what is e-muster roll, how labour budget is prepared, roles of different tiers of PRI and administration in implementation of MGNREGA, processes of planning and execution. Norms of wage-material ratio, provisions of using machines, about estimates/design preparation and technical vetting, norms of production of building materials, procurement of materials for the project, numbers and types of activities qualifies under MGNREGA are also given there.

It also explains norms of allocation for activities related to natural resource management and agriculture; provisions / possibilities of intra and inter department convergence or convergence with other sources of funding, requirements for documentation and record keeping, it has also explained on line systems / MIS and process of geo-tagging. It also elaborated on each activity that could be included under MGNREGA.

There are many more important information and instructions which would make lot of sense to go through. It has detailed out elaborately each process and activities to be taken up / followed in implementation of MGNREGA.

The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) aims to guarantee the “Right to work” and ensure livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work.

The government has identified 260 different schemes for implementation under the MGNREGA. These schemes focus on enhancing natural resource management, and other manual and labor-intensive activities to promote sustainable livelihood. Schemes have been designed to develop / build common rural infrastructure as well as to build assets to support livelihoods (for example, Individual Beneficiary Schemes).

All are directed towards strengthening rural economy. Page 23 to 26 of MASTER CIRCULAR provided an elaborate table of all activities. With growing

emphasis on addressing the need for regeneration of natural resources and farm based livelihoods, this manual also deliberated primarily on those two. In page 26 of the same document, it talked about Works Focusing on Agriculture and Allied Activities.

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

With the thrust on development of livelihoods, works prioritised in the convergent planning process for individual beneficiaries will be given priority. The list of Mahatma Gandhi NREGA works directly linked to Agriculture and allied activities as per the Schedule-I of Mahatma Gandhi NREGA are as below” (page 26. MASTER CIRCULAR):

Category as per Schedule 1	Works
Category A: PUBLIC WORKS RELATING TO NATURAL RESOURCES MANAGEMENT	i. Water conservation and water harvesting structures to augment and improve groundwater like underground dykes, earthen dams, stop dams, check dams with special focus on recharging ground water including drinking water sources; ii. Watershed management works such as contour trenches, terracing, contour bunds, boulder checks, gabion structures and springshed development resulting in a comprehensive treatment of a watershed; iii. Micro and minor irrigation works and creation, renovation and maintenance of irrigation canals and drains; iv. Renovation of traditional water bodies including desilting of irrigation tanks and other water bodies; and conservation of old step wells/baolis; v. Afforestation, tree plantation and horticulture in common and forest lands, road margins, canal bunds, tank foreshores and coastal belts duly providing right to usufruct to the households covered in Paragraph 5; vi. Pasture Development; perennial grasses like Stylo etc. vii. Bamboo, Rubber and Coconut plantation. viii. Land development works in common land.

<p>II. Category B: COMMUNITY ASSETS OR INDIVIDUAL ASSETS</p>	<p>i. Improving productivity of lands of households specified in Paragraph 5 of Schedule – I through land development and by providing suitable infrastructure for irrigation including dug wells, farm ponds and other water harvesting structures.</p> <p>ii. Improving livelihoods through horticulture, sericulture plantation, other kinds of plantation and farm forestry;</p> <p>iii. Development of fallow/waste lands of households defined in Paragraph 5 of Schedule – I to bring it under cultivation;</p> <p>iv. Pasture Development; perennial grasses like Stylo, vetiver etc.;</p> <p>v. Bamboo, Rubber and Coconut Plantation</p> <p>vi. Creating infrastructure for promotion of livestock such as, poultry shelter (brooder house), goat shelter, piggery shelter, cattle shelter and fodder troughs for cattle;</p> <p>vii. Creating infrastructure for promotion of fisheries such as, fish drying yards, storage facilities, and promotion of fisheries in seasonal water bodies on public land;</p> <p>viii. Bio-fertilisers (NADEP, Vermi-composting etc.).</p>
<p>III. Category C: COMMON INFRASTRUCTURE INCLUDING FOR NRLM SELF-HELP GROUPS</p>	<p>i. Works for promoting agricultural productivity by creating durable infrastructure required for bio-fertilizers (NADEP and Vermi-composting pits) and post-harvest facilities including pucca storage facilities for agricultural produce;</p>
<p>IV. Category D: RURAL INFRASTRUCTURE</p>	<p>vi. Construction of Food Grain Storage Structures for implementing the provisions of The National Food Security Act (2013)</p>

(Source: MASTER CIRCULAR).

Going through this list and more so, if one refers to the guideline, one can see everything required to promote and strengthen natural resources and rural farm-based livelihoods could be taken up under MGNREGA. While this has happened in specific instances, a huge potential still remains to be tapped.

Here it would make sense to briefly talk about significance of IBS (Individual Beneficiary Schemes). The line between IBS and other activities to rejuvenate natural resources is very thin. Particularly in the case of water resource management, groundwater recharge, river rejuvenation or conservation of

forest, one cannot ignore the significance of promoting IBS (to meet people's demand for water and bio-mass adequately). Better the application of the idea of IBS to meet those demands from farmers'/villagers' own land, higher the possibility of restoring common property resources (e.g. Forest, groundwater, etc.).

For example, If MGNREGA issues directives to promote private woodlots, pressure on the local forest will reduce. If people are helped to meet their irrigation water requirement through on-farm rainwater harvesting, they will not require extracting groundwater. The water percolating through farm ponds (if every farmer adopts this) would get converted into groundwater, which is a common property resource. A stream cannot flow, leaving its basin dry and people hungry.

It has mentioned in the beginning that this manual is an effort to suggest 'Do-How's' - the possible and potential interventions which might help the stakeholders to improve upon ongoing practices. Following suggestions are being made based on experiences of people intensively involved in facilitation and implementation of MGNREGA.



2 Facilitating efficient planning and implementation of MGNREGA

2.1 Taking a long-term view

Agencies who created impact, in terms of sustainable natural resource management / or built meaningful assets of strengthening livelihood through implementation of activities under MGNREGA held a longer term view about the changes they wanted to make. Field bunding, land levelling, water harvesting, plantation and orchard development and such other natural resource management activities were taken up in an integrated manner to create hydrological connection across those activities in an area or to systematically augment the productivity (thereby carrying capacity) of its resources.

Comprehensive and integrated planning with a vision to enhance overall carrying capacity of an area or creating impact on base flow of a local stream (when activities are taken up on its catchment) was very much central to their planning process. Such integrated approach, for example, has been reflected in initiatives of Government of West Bengal (Ushar Mukti) and Chhattisgarh (Mega Watershed Project).

In a report, captioned as “the journey of a decade” published by Ministry of Rural Development, GOI, (nrega.nic.in/Circular_Archive/archive/RTP2016_English.pdf) , the objective of the Act as in the following:

- a) Providing no less than hundred days’ work as guaranteed wage employment in a financial year to every household in rural areas per demand resulting in creation of productive assets of prescribed quality;
- b) Strengthening rural livelihoods resource base of the poor;
- c) Proactively ensuring social inclusion and
- d) Strengthening Panchayati Raj Institutions

And in the MASTER CIRCULAR (in page 28) it is saying “The works taken up in MGNREGS should change from taking up individual, standalone works in a typical ‘relief works mode’ to an INRM perspective. Planned and systematic development of land and harnessing of rainwater

following watershed principles should become the central focus of MGNREGS work across the country to sustainably enhance farm productivity and income of poor people. Even the works on private lands should be taken up following the principles of watershed management in an integrated manner”.

To realise these objectives and standard of work, it demands implementing agencies to have a long-term view of the programme.

With commitment to long term engagement, Community / individuals, who worked as wage earners, could actually utilize their labour to create assets / infrastructures to strengthen their own livelihoods production systems. That reduced their dependence on common property resources, consequently paving the ways to restore and augment carrying capacity of natural resource and rejuvenating local ecosystems.

Suggestion that might help in having long term view:

- Carefully going through the Act and guidelines published by the Ministry of Rural Development
- Conduct orientation event for all the field level staff / stakeholders involved in the planning and implementation of MGNREGA where the spirit and objective of the Act and guidelines could be elaborated in simple local language.

2.2 Enhancing participation of farmers and Gram Panchayat functionaries in planning

Workers (who are often farmers / potential asset holders) are entitled to participate in planning to process to ask for what kind of activities would benefit them. In page 15 (of MASTER CIRCULAR) it explained Entitlement IV- Right to Plan and Prepare a Shelf of Projects. It said, “All workers have a right to participate in the Gram Sabha/Ward Sabha and decide the works and the order of priority to be taken up under Mahatma Gandhi NREGA for their Panchayat”.

It has been observed that people either do not attend the planning events or remain passive. Those who participate, also look for guidance to understand what provisions are the under the Act / MGNREGA and what could be possible / appropriate activities to strengthen the livelihood resource base.

At the same time, the Act says, “Entitlements to the Workers Section 16(1): The Gram Panchayat shall be responsible for identification of the projects in the Gram Panchayat area to be taken up under a Scheme as per the recommendations of the Gram Sabha and the Ward Sabha, and for executing and supervising such works.” Para 7, Schedule (1), “There shall be a systematic, participatory planning exercise at each tier of Panchayat, conducted between August to February month of every year.” (page 15, MASTER CIRCULAR)

Suggestions to enhance participation:

Exposure to good work found to be best way to address this need. If they get proper exposure before planning, their quality of participation improved. It is also important to facilitate exposures of functionaries of Gram Panchayat.

Some important do's:

- Establish contact with the implementing agency of that ‘good work’ and request them explaining elaborately the kind of help you need to conduct exposure.
- Visit the exposure site to be convinced that the exposure will be exciting for the visitors and help the visitors to open up their minds.
- If possible, invite them (implementing agency of the ‘good work’) to be a ‘partner’ of ‘your project’. Thereby offering ‘ownership and responsibility’ to play an important role.

Some important Don'ts:

- Taking people for exposure without visiting the site of exposure beforehand.
- Landing in community for exposure without adequate briefing to the community (who will provide exposure) about the visitors, purpose, time, dates and support required, and asking them if they need any fees for their service.
- Allowing visitors to roam around freely without ‘guide’.
- Changing time and date without approval from the village where exposure would be conducted.

Example: Panchmukhi Samvaay thought of facilitating planning in Raipur village of Tikamgarh block in Tikamgarh district of Madhya Pradesh under the catchment of Ur River, it first conducted exposure visit of villagers to good work (farm pond construction) done by



Bundelkhand Seva Samity in Anora village of Lalitpur district of Uttar Pradesh. It was experienced that villagers got excited, actively participated in planning. It was reflected in their planning for constructing 110 farm ponds in as many farmers field out of 130 odd families in the village within 3 days.

2.3 Generating/enhancing awareness on Natural resource degradation

“...260 combinations of works which are permissible under MGNREGA. Of this 181 works are related to Natural Resource Management of which 84 are related to water. 164 works are related to agriculture and allied activities.” And

“The Sub Para (2) of Paragraph 4 of Schedule 1, Mahatma Gandhi NREGA, lays down that; “Provided that the District Programme Coordinator shall ensure that at least 60% of the works to be taken up in a district in terms of cost, shall be for creation of productive assets directly linked to agriculture and allied activities through development of land, water and trees”. With the thrust on development of livelihoods, works prioritised in the convergent planning process for individual beneficiaries will be given priority”. (Page 26, MASTER CIRCULAR).

Rejuvenation of natural resources has been central to planning and implementation of activities under MGNREGA.

But often we passively/helplessly observe the ground water level in wells going down year after year, the pipes of bore-well going deeper, forest getting denuded, and streams getting dry early. MGNREGA provided ample opportunity to rejuvenate all those resources. People could certainly do something to restore their resources provided they are helped to understand the impact of their practices and what additional / new practices could be take up to stop depletion/ rejuvenation of their resources.

Suggestions to create awareness on natural resources:

- Farmers/Panchayat level functionaries are given systematic exposure and taken through simple arithmetic of calculating the demand and supply of each resource they utilize each day or month or year and helping them to imagine what might happen to the resources if they continue to exploit without taking care of those to rejuvenate.
- And then they are also helped to see provisions made under MGNREGA that could be used to restore their resources. When they find ways to address the problems they feel confident to take initiative.
- Helping them to identify what they can do as individuals and where they need to come together to address higher order challenges.

Example: On-farm water harvesting structure can help them partially solve their irrigation demand, but to take full advantage of that investment by augmenting local moisture regime, entire community needs to have their water bodies meet their water demand. That will stop draw down of the local water table and hand pumps won't go dry.

- Then they are helped to understand that they can demand for such activities under MGNREGA whereby they can earn wages and build their own irrigation sources and recharge ground water table.

For example: Farmers in Raipur village (Tikamgarh, as mentioned earlier) shared that their dug wells get dry and they often fail to provide the adequate irrigation during grain filling stage of wheat. When they were helped to quantify how much water is required to provide one irrigation, in terms of Acre-feet / hectare-meter / cubic

meter, they could participate in designing what size / volume of pond they need to construct to meet this irrigation demand.

Calculation is simple; 1 ha of land = 10,000 square meters, required irrigation depth/ irrigation is 5 cm or 0.05 meter. By multiplying these two figures we get $10000 * 0.05 = 500$ cubic meters. 1 ha = 2.5 acres. So, one-time irrigation for one acre of land would require 200 cubic meters of water. Now all these are rough estimate and it would vary from field to field depending upon quality of soil, local evaporation rate etc. However, this process helps the farmers to actively participate in planning process.

- Help the villagers to see and identify various resources they have in their village on a cadastral map. Help them to quantify (and qualify – in local terms) those.



For example: Generally available cadastral maps have scale that tells us 16 inches = 1 mile. Which means 16 inches on map is equal to 1600 meters on actual field. So, 1 inch = 100 meters. So, 1 square inch of area on map is equal to 100 m * 100 m or 10000 square meters on actual field. That is 1 hectare or about 2.5 acres.

- Help them to quantify their demand (daily, monthly and yearly) and then also help them to quantify the impact of their use / exploitation of those resources.

For example: If each family cut two trees (that took 10 years to grow) per week to meet their fuel-wood demand in a village of 100 families, per week this village will cut 200 trees and annually they

would require 200×52 or 10,400 trees. If tree density in forest is 1000 per hectare, this village actually consumes trees from 10 hectare of forest per year. That means, they would require 100 hectares of forest to meet their annual fuel- wood need assuming that each 10 hectares is gets undisturbed time for 10 years to grow again.

Similarly, one can help them calculate other demand/ needs also.

2.4 Helping people to see MGNREGA as a potential opportunity

Often farmers keep asking for dams, canal, and deep tube well to solve their irrigation demand. This could be because of their own experience / exposure or might also be so that someone has talked about construction of dam on a local river or distributing bore wells. They were not helped to have any details of those ideas. So, anyone comes from outside, they 'demand' those and do not show much interest to alternative ideas that might also address their needs.

Suggestion to address such issues:

- Listen to their demands carefully with respect. And ask for more data related to the same 'idea / demand'. Explore the possibility of happening that. Explore if any follow up has been done by them or by the proponent/s to make it happen. Explore how much time passed in between since the 'idea' was proposed. Also explore what is their level of confidence / belief that it is going to happen in some foreseeable time.
- One can further explore / conducting dialogues around merits and demerits of such demands and explaining the limitations of MGNREGA vis-à-vis those demands
- Share the details of alternative ideas, preferably with video and explain the possibility and feasibility of making it happen and what support 'you' can offer to make it happen and what support you might need from them to make it happen within a given time frame. This should actually end with a plan for exposure visit.
- Exposure to alternative ideas (as suggested earlier)

For example, when people (of Raipur village, Tikamgarh) saw that many farmers (in Anora village of Lalitpur) has constructed tank

on their own field, and they enjoy full access and control over that asset and are not dependent on others, they got excited to adopt similar practices / activities and came out of their demand for deep tube wells that cannot be taken up under MGNREGA / or that might deplete their resources in the long run.

2.5 Enhancing confidence of field staff to facilitate participatory planning

The Act says, “There shall be a systematic, participatory planning exercise at each tier of Panchayat,…”

It takes some time (for an ‘outsider’/ ‘person coming to facilitate planning’) to be with a community and unleash a participatory planning process and help community understand and articulate their actual needs. Often people remain silent or seek for solution from ‘outsider’. Often people perceive these ‘outsider’ as someone who will ‘give’ something. Many of us also have doubts in our mind about the ‘ability’ of the villagers to plan. All these affect quality of dialogue with community and do not help in facilitating a good planning process. Plans are made with minimum number activities planned for intervention on private lands particularly on farm lands that require intensive engagement with community / individual farmers.

Suggestions made under item ‘2.2 to 2.4’ above will also address to enhance confidence among field staff to facilitate participatory planning process.

2.6 Providing easy access to reference material about MGNREGA

People in many villages of our country have limited access to knowledge about MGNREGA. If people come to know about what all kinds of activities could be implemented for individual beneficiary/ for community that would certainly improve quality of participation and planning. MASTER CIRCULAR has provided elaborate list of activities that could be consulted to have knowledge about provisions made under MGNREGA.

Suggestion to create easy access knowledge:

- Producing leaf-lets / folders, wall writing/paintings.

- Grooming of community level volunteers / community resource persons (CRPs)
- Exposure (as mentioned earlier)
- Helping people to access knowledge directly from guidelines published by government. If required provide translated materials into simple local language.
- Showing villagers how to Google and download reference materials.

3 Adhering to time frame and processes for planning as per MASTER CIRCULAR

The Ministry of Rural Development, GOI, provided elaborate guidelines for MGNREGS plan preparation and consolidation.

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

Approval of District Annual Plan by the District Panchayat and submission of the same to State Government. The DPC/ ADPC will present the plan before the State/ UT Government in the suggestive format circulated by the Ministry and the same will be appraised before collation into State Plan.	By 31st of January
Submission of Labour Budget to the Central Government in the suggestive format circulated by the Ministry and the same will be appraised before collation into State Plan.	By 15th February
Meetings of the Empowered Committee and finalisation of the LB	20th February
onwards Communication of the LB to the States by Ministry and further by the states to Districts, Blocks, and Gram Panchayats	By 31st March

However, if required special planning events can be organized with approval from appropriate authority and amendments are made. By and large those guidelines are followed, but often, for various reasons, processes get diluted / truncated and that affect the quality of a community's participation leading to bad planning. The section bellow discusses about the process, practical problems and possible solutions for improvement of the same. The process is elaborated in steps as follows:

3.1 During planning stage

As per the guideline, minimum three Gram Sabha meetings are to be held to come up with plans (with adequate time in-between those to allow enough time for the villagers to come up with their plans). Concept seeding, plan preparation and plan consolidation are done successively in these three Gram Sabhas.

On October 2nd every year, village level panel / committee, PRI leaders, and villagers together, conduct 1st Gram Sabha for planning for the coming financial year. Traditionally in 1st Gram Sabha, concept sharing is done. It is a kind of awareness building on how to:

- Identify the problems of each revenue village
- Identifying schemes or activity which can help in solving the community's problem of the village leading to rejuvenation of the ecosystem of the village.
- Identifying needy families, and allotting schemes to satisfy livelihood need of the family

- Field visits to each village are made by Gram Panchayat Sarpanch/ President and Gram Rozgar Sahayak (GRS) after first Gram Sabha. The meeting is organized by PRI member with entire community of the same village to address the issues. Required mapping is done and documented on-site, and necessary schemes are marked. All the schemes are listed, and also marked in the map (must be on cadastral map) at the same time.

In 2nd Gram Sabha, land wise survey and verification is done (along with IBS- Individual Beneficiary Scheme) identification. All the plans collected after 1st Gram Sabha is streamlined after survey and verification process.

In 3rd Gram Sabha, the whole plan of hamlets is consolidated in each revenue village. A signed copy of the plan is kept to submit at Panchayat level.

Following case illustrates how the processes are compromised and what happens: This case is being discussed is of a village from Kamrup District, Assam.

During the 1st Gram Sabha, it was discussed amongst the PRI and community that some schemes have to be implemented. Those Schemes have been already present in the annual action plan of the previous financial year, but yet not implemented. No further significant discussion followed.

The 2nd Gram Sabha was not conducted.

In the 3rd Gram Sabha, PRI leaders announced some selected schemes in front of the community. The proposed list of schemes got signed by the villagers and hence considered as approval of villagers for further forwarding.

Although the Consolidated Plan submitted to Gram Panchayat was signed by the villagers, while in reality the villagers are not at all aware of what kind of schemes they signed got forwarded for further processing. Plan of needy families is not included which ultimately affects their livelihood.

Suggestion to address such issues:

This case reflects that such issues can be met only by following certain measures. Joint meeting with villagers, elected members, SHGs and

VOs, PRI leaders; all must come together to raise awareness about the MGNREGA. Details of all 260 schemes should be put forward amongst the community. Villagers need to be made aware about the process of conducting Gram Sabha. Furthermore, revenue village wise or hamlet wise (as the case might be) dates should be fixed for a field visit and awareness meeting to address the need of the community and design scheme for finalizing a comprehensive annual action plan.

Presence of NGO and their active facilitation (often Panchayat and Block administration are overburdened with other responsibilities) is required to meet these gaps.



3.2 During Plan submission and approval by Gram Panchayat

As per the guideline, the plans coming from different revenue villages are expected to be consolidated at the gram panchayat level. The executive committee of the gram panchayat verifies the consolidated plan of different revenue villages. After verification, the Sarpanch / President signs on the consolidated village plan.

A case, narrated below, throws light into the process actually followed. This is a case of Baghmara village, No.8 Dakshin Bongaon Gram panchayat, Bongaon block, District Kamrup rural, Assam

A comprehensive plan of Baghmara village was prepared by Grameen Sahara (a local NGO) in collaboration with KABIL. The plan submitted

during the final Gram Sabha was approved by the executive committee and submitted to block. Villagers were assured of the work, and transparency was maintained as a list of people getting IBS was also shared. During the process of implementation, it was found out that the entire annual action plan submitted to block did not match with the plan actually prepared and approved at the panchayat level. The plan got changed, but the signatures of the villagers remained same.

Suggestion to address such problems:

Such kind of problems must be addressed by building a healthy relationship between gram panchayat, PRI and community. NGOs can actually play a very meaningful role in building / cultivating this relationship. Transparency must be maintained between plan collection, submission, consolidation, and final submission to block. A 'received copy' must be taken on the finalized comprehensive plan after submission to gram panchayat. Such action will eliminate the chance of duplicity. The village representatives must engage with the block machineries i.e. MIS manager, block level engineer and BDO for knowing the progress of the action plan.

One needs to repeatedly appeal to the 'good self' of every stakeholder with an open mind. Once they understand that 'you' have no vested interest other than 'helping them to do good work', they would certainly respond. Till then one need to 'invest quality time with them'. She/ he need carefully read and understood the National guideline on MGNREGA. Should have knowledge who can do what (their administrative power and influence), should have patience to approach repeatedly for even a trivial task.

Some important do's:

- Even if 'you' observe that someone is not attending to her/ his task, keep 'your patience' and ask how 'you' could be of any help to her/ him.

Some important Don'ts:

- Blaming / abusing anybody for 'inaction' or reporting to higher authority and using power to force people to attend.
- Making a public statement 'talking outside' on something taken up by the administration for processing.

3.3 During Annual Action Plan preparation as per Labour Budget and Submit to Block

After plan submission at panchayat level, the plan's total budget is matched with an annual Labor budget of the financial year. Adding all schemes might not match the proposed labor budget, and hence schemes are prioritized. A consolidated list of prioritized scheme is prepared to match the annual Labour budget. The rest of the schemes are proposed to be included in the next financial year. The final action plan is approved by the executive committee of the Panchayat. The copy from panchayat is submitted to block.

The labour budget of the panchayat is decided by the number of active job cards of all the revenue villages under the panchayat. Following is the formula for the same:

Labour Budget= (No. of Job Cards * 100 days' employment as per MGNREGA * Daily wage rate of State as per MGNREGS guidelines) + 40% Labour Budget

Example: Given the number of Job Cards in one village is 50, daily wage rate of the State is Rs 213 per day. How can we calculate labour budget?

Total budget (100%) = Wage for labour (60%) + Non labour (40% for services hired, material purchased etc.). The calculation should proceed as follows:

Labour budget (in this case) = $50 \times 100 \times 213 = 10,65,000$ (this is 60% of total budget)

Hence total budget = $(10,65,000 / 60) \times 100 = 17,75,000$

So, budget for non-labour component = $17,75,000 - 10,65,000 = 7,10,000$

The government has defined the ratio of NRM and Non-NRM schemes to be 65% and 35% respectively. This ratio is expected to be maintained at the Block level.

Following is a case of how thoughtfully this ratio is maintained: This is case from Ambikanagar panchayat, Block Ranibandh, District Bankura, West Bengal.

Plan made from the village did not maintain the ratio of NRM (65%) and

non-NRM (35%) schemes. The numbers of non-NRM materials cost intensive schemes were comparatively higher than the NRM schemes. As a result, the budget of non NRM schemes was also higher than 40% of the overall budget.

The schemes proposed in action plan were cited as following example. There are four persons named Ramesh, Saeswar, Birendra, and Mukti who have proposed for a goat shed. If it is generally entered in the annual action plan, then the scheme names will be as follows (which raise the ratio of non-NRM schemes):

1. Construction of goat-sheds of Ramesh at Tuthasul village
2. Construction of goat-sheds of Saeswar at Tuthasul Nalbari
3. Construction of goat-sheds of Birendra at Tuthasul Amjuli
4. Construction of goat-sheds of Mukti at Tuthasul Jarabari

Intervention required:

The IBS of the same type can be clubbed together to form one scheme. The above schemes can be written as one single scheme e.g. construction of the goat shed of Ramesh, Saeswar, Birendra and Mukti at Tuthasul village. It reduces the number of non-NRM schemes, and helps maintain 65:35 ratios. Transportation cost of all 4 schemes also gets reduced. Less material cost can be adjusted for one clubbed scheme rather than 4 different schemes of the same type. Now, the number of the display board to be made is one for one clubbed scheme. Earlier it was four boards for four different schemes. Hence the materials cost is utilized efficiently for making only one board rather than 4 different boards.

If those are not clubbed, the engineer has to prepare estimates for each IBS before scheme sanctioning. Clubbing four schemes into one scheme saves time of an engineer. Consecutively scheme when forwarded to the BDO for approval, he/she will sign on one paper rather than signing on four different papers. It saves time, lots of IBS can be prepared which will motivate the block and district machineries in the promotion of more IBS.

Some important do's:

- Understand the provisions made in the guideline carefully. Suggest ideas being within the guideline / norms. Seek solution from the

administration before making a suggestion. Seek permission and ‘sound’ your idea and seek opinion, even if you are sure that you are ‘right’.

Some important Don'ts:

- Dictating / prescribing / challenging someone's authority / power.

3.4 During Plan entry in online MGNREGS Portal and Priority list finalization

As per the guideline, after the annual action plan submission to block, plan must be uploaded in the online MGNREGS portal before 31st March of previous financial year.

The plan is uploaded with priority number so that during implementation, schemes are implemented as per priority. After an annual action plan entry is done, any person can go through the online portal of MGNREGA for viewing his/her plan.

Following is a case of how this norm is violated: This case from Village Tarani Reang para, Panchayat Pancharatan, Block Dumur Nagar, Tripura.

The Annual Action Plan was being prepared by the villagers where SeSTA, an NGO, supported the process. A pattern was observed in the block. All of the village level consolidated plans are submitted to panchayat, and all consolidated plan of all the villages reaches block office according to MGNREGA guidelines.

The entry should have been done on the whole plan, but only 2-3 common rural infrastructure schemes are uploaded. If someone from the community wants to see the plan, no plan can be seen online. There are loopholes in this situation. The community cannot see the scheme online and hence cannot demand for starting of the work.

Secondly, there is no guarantee in which priority the schemes will be implemented. Therefore, any PRI leader can demand for implementation of his/ her favorite scheme e.g. road or culvert at any time. It leads to changing of priority of schemes which was originally fixed. In this scenario, any influential person in PRI can alter the priorities to meet their vested interest.

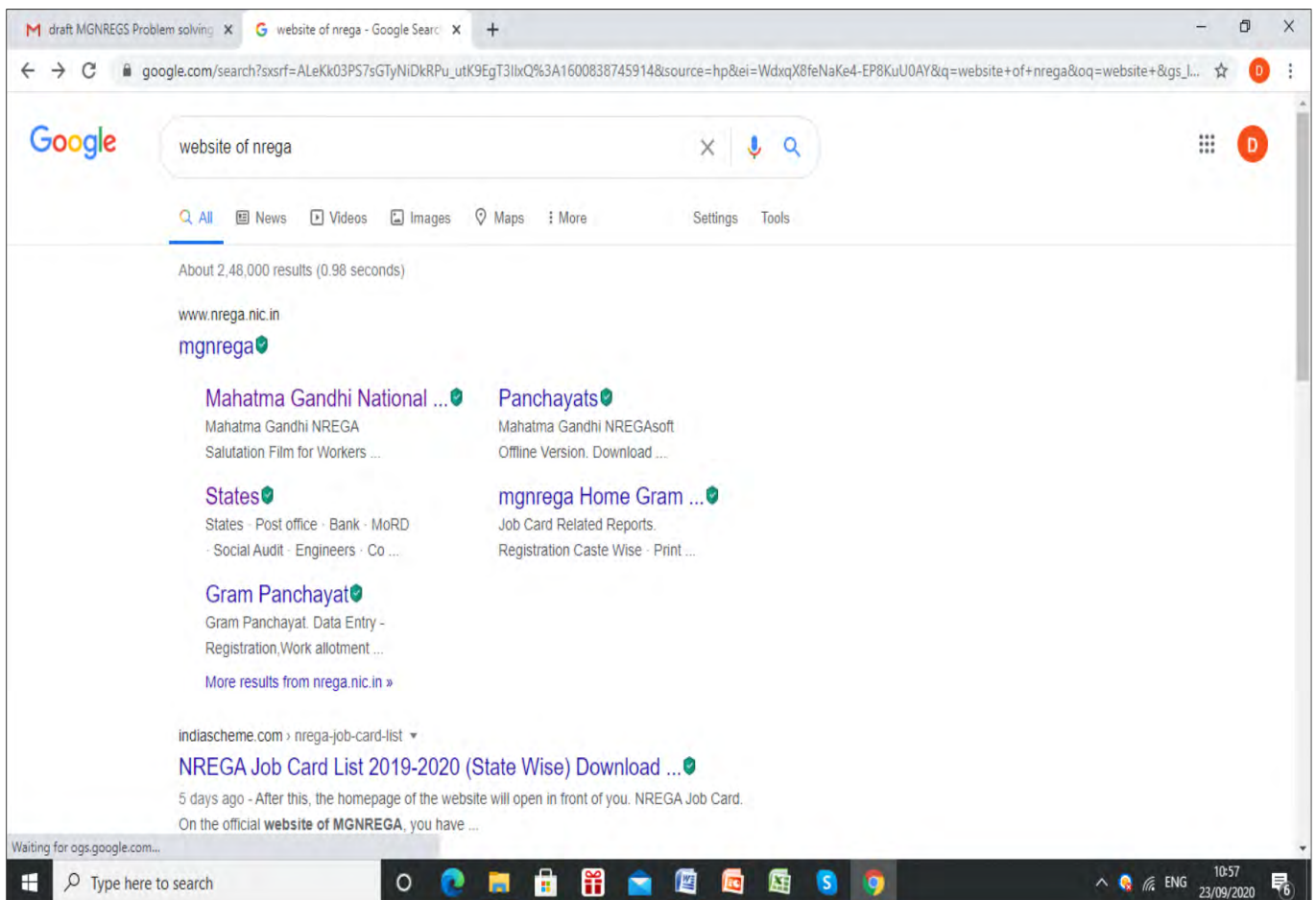
Intervention required: The stakeholders, particularly villager or NGOs (as facilitating agency) must keep a vigilant eye into the portal.

Annual Action Plan consolidation is done in Gram Panchayat, and in village level priority must be done before final submission to the Panchayat. A copy of the same must be kept with the village committee, SHG, VO that would give access to each family to refer to. Plan entry with priority list must be uploaded within 31st March of every financial year. The community can demand starting to work if the online plan is uploaded.

‘An aware and enabled community’ is the best solution of this problem. Ideally a facilitating agency should invest in the community to play this role. However, such leadership is often missing and takes time to build. Till then someone needs to be with the community to help them in addressing such challenges.

The process is being narrated below:

Step 1: Google by typing web site of NREGA



Or type in search bar “nrega.nic.in” (It is the official website of MGNREGS) to see the following on your screen:

Step 2: Go to the old version of nrega.nic.in (There is a side brown window at the top most corner, showed by a black circle above), you would see the following in your screen:

The screenshot shows the homepage of the Mahatma Gandhi National Rural Employment Guarantee Act 2005 website. The header includes the Government of India logo and the text "THE MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE ACT 2005". Below the header, there is a navigation bar with "Data Entry" and "FTO" buttons. The main content area features several service tiles: "ACTIVE WORKERS", "ASSETS CREATED TILL DATE", "PERSON DAYS GENERATED", "DBT TRANSACTIONS", "HOUSEHOLDS BENEFITTED", and "INDIVIDUAL CATEGORY WORKS". Below these tiles, there are circular icons for "At a Glance", "Geo MGNREGA", "e-Saksham", "DBT & Transparency", "Library", "Reports for MIS", and "Water Conservation Stories". A search bar is visible in the top right corner, circled in black.

Step 3: Click on “States” and you would see the following on your screen:

The screenshot shows the "States" page of the Mahatma Gandhi National Rural Employment Guarantee Act 2005 website. The header includes the Government of India logo and the text "The Mahatma Gandhi National Rural Employment Guarantee Act 2005". Below the header, there is a navigation bar with "Act 2005", "Guidelines", "Districts", "DMU Report", "Circular", "Tour Observations", "Monthly Communication", "Aadhaar Camps Calendar Report", "Bank", "Engineers", "CEGC", "Reference Center", "Library", "Contacts", and "Site Map". The main content area features a large image of people working in a field, with a text box stating: "The Mahatma Gandhi National Rural Employment Guarantee Act aims at enhancing the livelihood security of people in rural areas by guaranteeing hundred days of wage-employment in a financial year to a rural household whose adult members volunteer to do unskilled manual work." Below the image, there is a navigation bar with "Citizen", "Panchayats CP/PS/ZP", "Workers", "Other Impl. Agency", "District/Block Admin.", "Public Data Portal", "Project Unnati", "States", "Post office", "E-Saksham", "GeoMGNREGA", "Convergence", "MoRD", "Social Audit", "KIOSK", "Co-operative", and "CSO". The "States" link is circled in black. Below the navigation bar, there is a "What's New" section with a list of updates, a "Transparency & Accountability" section with a list of updates, and a "GeoMGNREGA" section with a list of updates. The main content area also features several service tiles: "At a Glance", "MIS Reports", "Individual Asset", and "MWC".

Steps 4: Select the State from the list of the states in above to which your village belongs to see the following on your screen:

The screenshot shows the homepage of the Mahatma Gandhi National Rural Employment Guarantee Act 2005 website. The header includes the logo of India and the text "The Mahatma Gandhi National Rural Employment Guarantee Act 2005, Ministry of Rural Development, Government of India". Below the header is a navigation menu with options like "Act 2005", "Guidelines", "Districts", "DMU Report", "Circular", "CECC", "Reference Center", "Contacts", and "Site Map". A large banner image shows people working in a field. To the right of the banner is a quote: "The Mahatma Gandhi National Rural Employment Guarantee Act aims at enhancing the livelihood security of people in rural areas by guaranteeing hundred days of wage-employment in a financial year to a rural household whose adult members volunteer to do unskilled manual work." Below the banner is a table of states, with "States" selected in the navigation menu. The table lists states in three columns: ANDHRA PRADESH, BIHAR, HARYANA, JHARKHAND, MADHYA PRADESH, MEGHALAYA, ODISHA, SIKKIM, UTTAR PRADESH, ANDHRAH AND NICOBAR, GOA, ARUNACHAL PRADESH, CHHATTISGARH, HIMACHAL PRADESH, KARNATAKA, MAHARASHTRA, MIZORAM, PUNJAB, TAMIL NADU, UTTARAKHAND, DADRA & NAGAR HAVELI, LAKSHADWEEP, ASSAM, GUJARAT, JAMMU AND KASHMIR, KERALA, HANIPUR, NAGALAND, RAJASTHAN, TRIPURA, WEST BENGAL, DAHAR & DIU, and PUDUCHERRY.

Step 5: Click on "District" (On the left hand side of table above, you have to select the district where you want to see)

The screenshot shows the "District" selection screen for Chhattisgarh. The header is the same as in the previous screenshot. The "Districts" menu item is selected in the navigation menu. The page title is "Mahatma Gandhi National Rural Employment Guarantee Act 2005". The main content area shows a list of districts for Chhattisgarh on the left, including BALOD, BALODA BAZAR, BALRAMPUR, BASTAR, BEMETARA, BILASPUR, DANTEWADA, DHAHTARI, DURG, GARIYABAND, JANJGIR-CHAMPA, JASHPUR, KANKER, KAWARDHA, KONDAGAON, KORBA, KOREA, MAHASAMUND, MUNGELI, RAIGARH, RAIPUR, and RAJNAGAR. The "State: CHHATTISGARH" is selected. The "Generation of FTO by Accountant Approve FTO to Bank by State nodal Officer Move FTO to PFMS for Payment" is displayed. The "MIS Report" section shows a table of statistics for the state of Chhattisgarh as of 21-09-2020:

State : CHHATTISGARH	As on 21-09-2020
Total No. of Districts	28
Total No. of Blocks	146
Total No. of GPs	11,679
Job Card	
Total No. of JobCards issued[In Lakhs]	41.79
Total No. of	

The "MIS Report" section also shows a table of statistics for the state of Chhattisgarh as of 21-09-2020:

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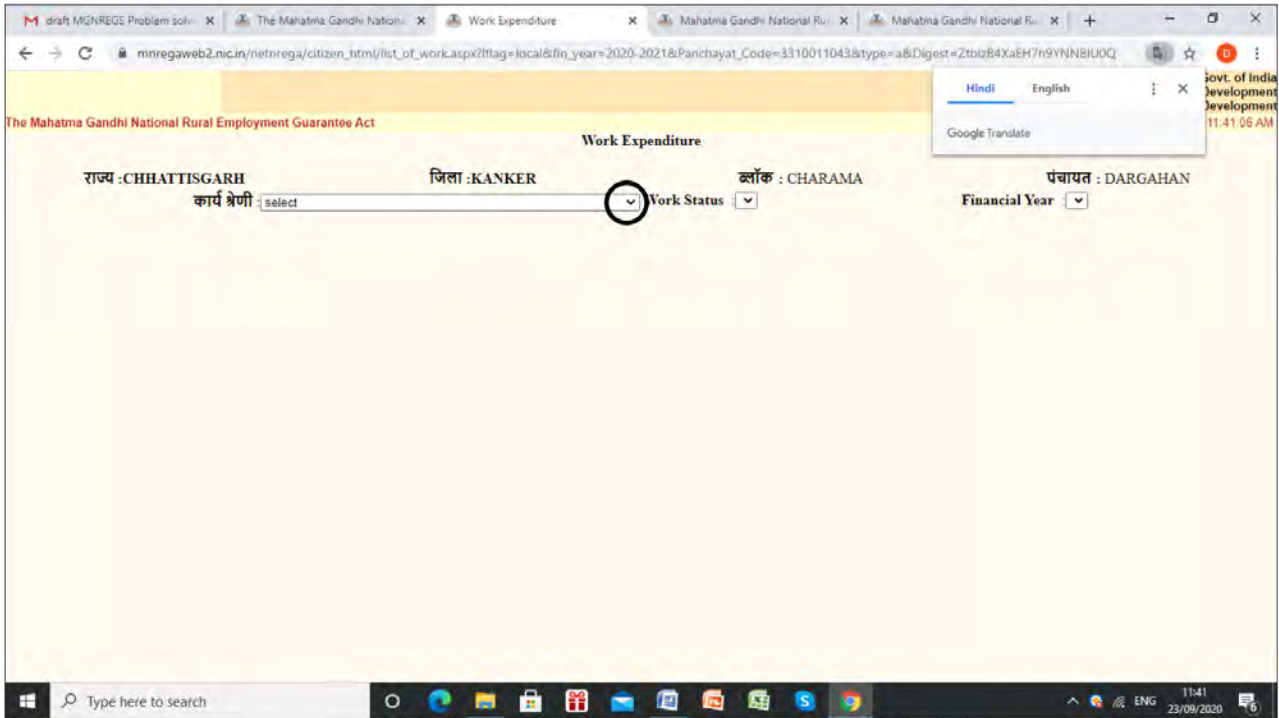
Step 6: Click on “Block” (On the left hand side of the page, select the block where you want to see your desired panchayats as in the left most column (in blue) of following table.

The screenshot shows the MGNREGS portal interface. On the left, a list of Panchayats is displayed, with 'Abhanpur' circled in black. The main content area is divided into several sections: 'REPORTS', 'Accounts::Append(EFMS)', and 'Employment'. The 'REPORTS' section includes 'MGNREGA STAFFING POSITION', 'REPORTS OF PROGRAMME OFFICER', and 'REGISTERS'. The 'Accounts::Append(EFMS)' section includes 'DSC', 'FTO', 'WORKERS ACCOUNT', and 'BANK'. The 'Employment' section includes 'Jobcard', 'Demand For Work', 'Musterroll Appeal/Wagelist', and 'Employment Provided'. The browser address bar shows the URL: https://mnrweb2.nic.in/netnrega/Progofficer/PolIndexFrame.aspx?flag_debited=R&flag=local&District_Code=3310&district_name=KANKER&state_name=CHHATTISGARH&state_co...

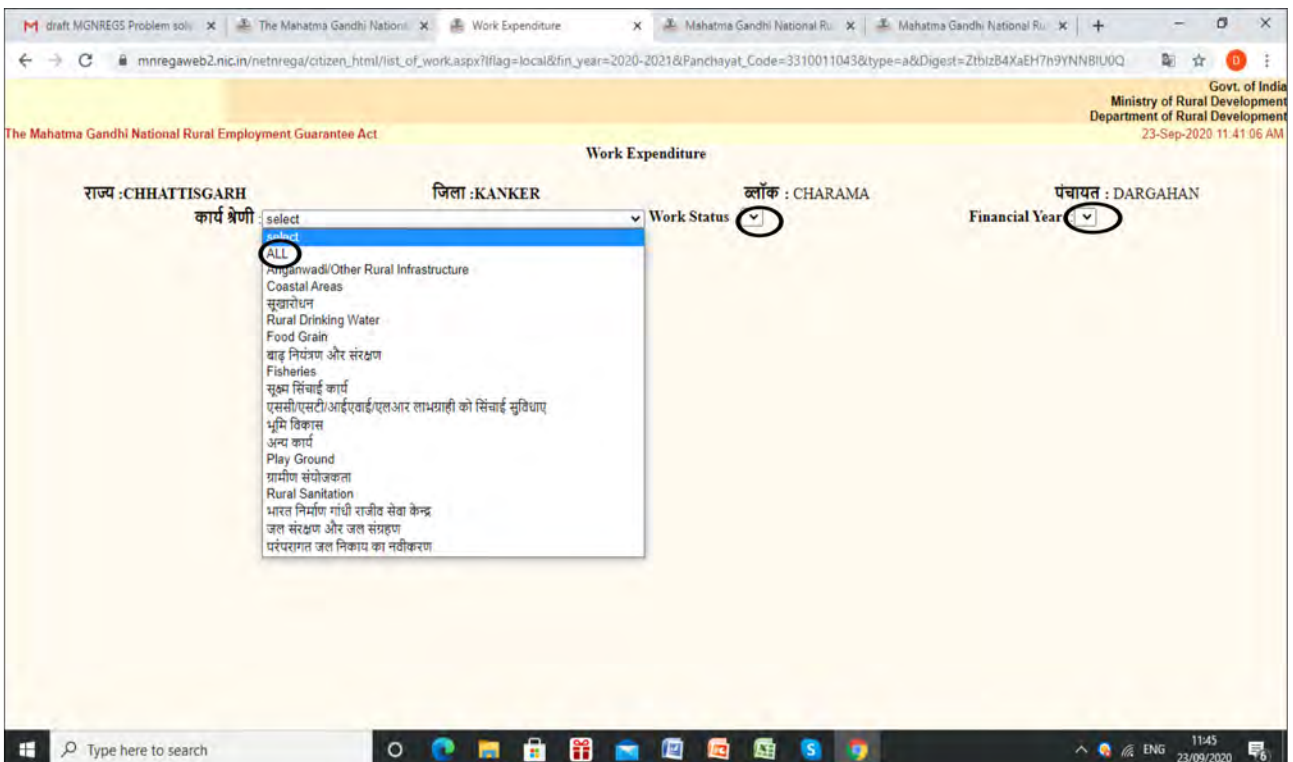
Step 7: Click on your desired Panchayat (On the left hand side, shown within the black circle in the table above). Select your desired panchayat as in the following)

The screenshot shows the 'Gram Panchayat Reports' page for the State of Chhattisgarh, District of Kanker, and Block of Narharpur. The Panchayat selected is Abhanpur. The page displays several report categories: 'R1 Job Card/Registration', 'R2 Demand, Allocation & Musterroll', 'R4 Irregularities/ Analysis', 'R5 IPPE', and 'R6 Registers'. The 'R5 IPPE' category is circled in black, and its sub-items are listed: '1. Application Register' and '2. List of work'. The browser address bar shows the URL: https://mnrweb2.nic.in/netnrega/IndexFrame.aspx?flag=local&District_Code=3310&district_name=KANKER&state_name=CHHATTISGARH&state_Code=33&block_name=NARHARPUR...

Step 8: Multiple Options will display from R1 to R5 highlighted in blue above. Out of which one can select R5 i.e. IPPE. Select the option “List of Work” under R5 (please see within black circle in above table). After selecting list of work, a new page will be displayed:



click on the downward arrow on the right side of the horizontal bar (shown by black circle above) above to see the drop down menu of all the activities as in the following:



Step 10: Three options will display. Select 'ALL' in 1st option. Select "ALL" in 2nd option (work status). Select "select the Financial year" you want to see (all three are shown with black circle). It will open the online MGNREGA action plan of the particular panchayat.

S No.	Work Name(Work Code)	Work Status	Financial Year	Work Category	Priority	Asset Id
1	naji dabri naraman work (3310013002/IF/1111298870)	New	2018-2019	Works on Individuals Land (Category IV)	1	
2	निजी डबरी सह बोर्ड निर्माण कार्य पतिराम जुगू तक स्वी क्र 153 एमबी क्र 530 (3310013002/IF/1111338046)	Completed	2018-2019	Works on Individuals Land (Category IV)		153 33001808101
3	निजी डबरी सह बोर्ड निर्माण कार्य अंगद गौकरण तक स्वी क्र 154 एमबी क्र 531 (3310013002/IF/1111338048)	Completed	2018-2019	Works on Individuals Land (Category IV)		154 33001836328
4	सुअर शेड निर्माण कार्य रामजीलाल द्रगारू तक स्वी क्र 462 एमबी क्र 760 (3310013002/IF/1111343852)	Completed	2018-2019	Works on Individuals Land (Category IV)		462 33002393574
5	मूर्गी शेड निर्माण कार्य सातिकराम छोलतलसिंह तक स्वी क्रमांक-459/एम बी क्रमांक-758 (3310013002/IF/1111343853)	Completed	2018-2019	Works on Individuals Land (Category IV)		758 33002393576
6	मूर्गी शेड निर्माण कार्य छेदुराम लक्ष्मण तक स्वी क्रमांक-460/एम बी क्रमांक-759 (3310013002/IF/1111343854)	Completed	2018-2019	Works on Individuals Land (Category IV)		460 33002393580
7	सुअर शेड निर्माण कार्य हिसाराम मेहतर तक स्वी क्र 463 एमबी क्र 761 (3310013002/IF/1111343855)	Completed	2018-2019	Works on Individuals Land (Category IV)		463 33002393578
8	बकरी शेड निर्माण कार्य धरमन रतौसिंग तक स्वी क्र 465 एमबी क्र 762 (3310013002/IF/1111343874)	Approved	2018-2019	Works on Individuals Land (Category IV)		465
9	बकरी शेड निर्माण कार्य बोरहन बालसिंग तक स्वी क्रमांक-466/एम बी क्रमांक-763 (3310013002/IF/1111343876)	Approved	2018-2019	Works on Individuals Land (Category IV)		466
10	निजी डबरी निर्माण कार्य नारायण ब्रजलाल तक स्वी क्र 1823 एमबी क्र 1159		2018-2019	Works on Individuals Land		1823 33002393581

4 Scope for facilitation in Post Planning Phase

4.1 During Field verification by Gram Rozgar Sahayak (GRS) and Revenue Officer

Field verification process is followed by the plan projection process. The field verification is carried by Gram Rozgar Sahayak and Revenue officer. Both have distinctive roles.

The Gram Rozgar Sahayak's responsibility is to cross check whether the land is empty and ready for scheme implementation. If the land is not ready for scheme implementation, GRS will guide the beneficiary/contractor for choosing the right area. GRS clicks a photo of the suitable land without/with the beneficiary. In case of community rural infrastructure only photo of the site is taken, while the site photo of IBS is clicked along with the beneficiary. The GRS submits the image to the block level engineer.

The revenue officer checks for the authenticity of proposed land's paper work. RO verifies land number, plot number, and ownership of

the land of the same individual, and hence submits report to Block level engineer.

A case is being shared below for better understanding of how things might go wrong. This is a case of Raipur village, Raorai G.P., Block Tikamgarh, District Tikamgarh, Madhya Pradesh. The Ur River Rejuvenation project was going to be implemented by MGNREGS with the help of the villagers. This project was supported by 5 different stakeholders, which was named as “Panchmukhi Samvaay”.

Observing (and after understanding from the villagers) the condition of water level in open dug wells, discharge reduction in bore wells (indicating condition of ground water) and growing demand for irrigation, it was thought until and unless alternative provision is made to meet irrigation demand it would not be impossible to rejuvenate base flow in local streams (those forms the network of tributaries to Ur River). So, it was proposed to construct farm ponds, as many as possible, as IBS (Individual Beneficiary Schemes) under MGNREGA so that the people can store surface water rather than depending ground water or lifting water from streams. Raorai G.P village level plan was consolidated and submitted by panchayat to block for online entry.

After online entry, all the plans reflected in the online MGNREGA website. The Revenue Officer (RO) visited the sites for land verification of the beneficiaries. RO reported that most of the beneficiary's land belonged to forest department or government or was not on the name farmers.

Based on this report, engineer (at block) stopped working on estimate preparation. Staff from Kabil (and Panchmukhi Samvaay) examined the situation, and requested block administration to conduct a joint field level survey again involving villagers, NGO and revenue officer. After doing field survey, it was found that most of the land under private ownership.

Intervention required: Such problems can be addressed if Block Revenue Officer (or his representative, could be local Patwari) could be invited to a village during Annual action plan preparation. They crosscheck the land of the individual beneficiary, then and there and help the villagers to rectify their plans. It will provide two significant benefits:

1. Chance of cancellation proposed plans go down. Otherwise at later stages during documentation (in MIS entry) faulty cases get rejected, which ultimately takes time leading to delay of the scheme for the next year.
2. Cross verification at the initial stage of planning will actually help in correction of the ownership. It will help prevent wrong entry in online website.

Some important do's:

- Always take the community leaders/ representative while visit government offices and request them to approach the officials first. 'Your' role is of assisting them.
- Generate, document and keep data ready for reference at any moment and for anybody's reference (particularly while meeting government officials).

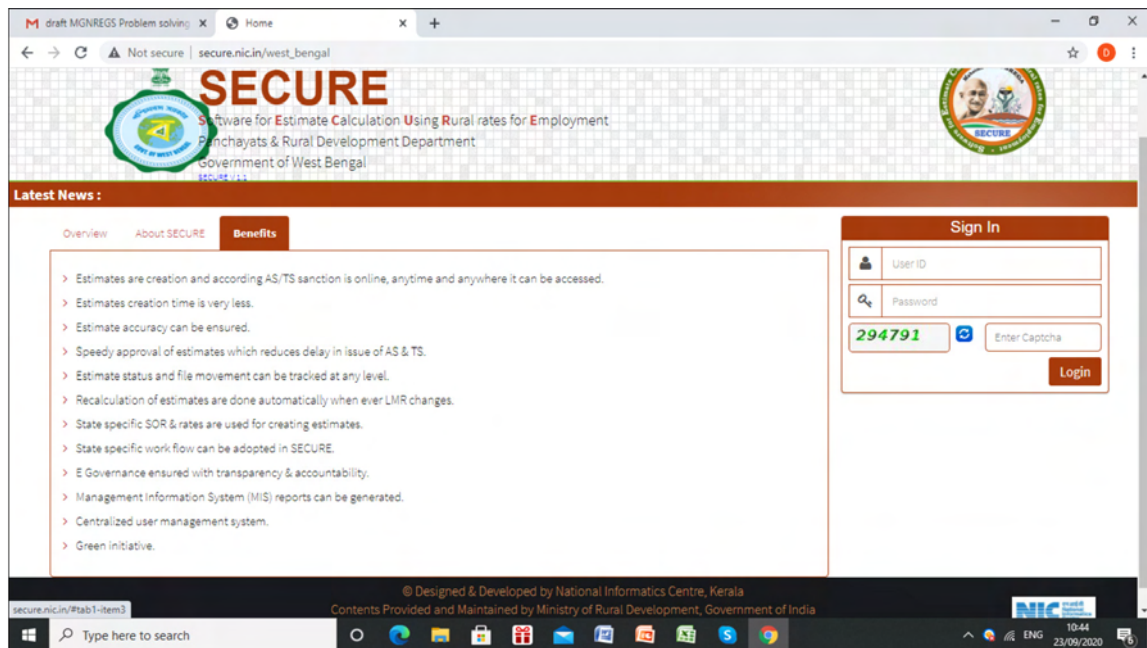
Some important Don'ts:

- Missing an appointment and commitment to supply data/ document as and when required.

4.2 During Estimate Preparation

After field verification, the next step is the preparation of an estimate. Software for Estimate Calculation Using Rural rates for Employment (SECURE; website: secure.nic.in) is the online estimate preparation and sanctioning website which is accessible (password protected) by Block level engineers, program officer, Junior Engineer, Executive Engineer, Gram Panchayat Sarpanch, and Program Director, DRDA. If one enters dimensions of one scheme in SECURE, the scheme gets prepared with financial estimates as per schedule of rates.

The screenshot shows the SECURE website interface. The main heading is "SECURE Software for Estimate Calculation Using Rural rates for Employment Panchayats & Rural Development Department Government of West Bengal". Below this, there is a "Latest News" section with a tab for "About SECURE". The text under this tab describes the system's workflow, mentioning that work names and codes are received from Mahatma Gandhi NREGA MIS, and that estimates are generated based on AS/TS data. A "Sign In" form is visible on the right side, with fields for "User ID", "Password", and "Enter Captcha" (with a captcha image showing "575614"). A "Login" button is located below the captcha field. The footer of the page contains the text: "© Designed & Developed by National Informatics Centre, Kerala Contents Provided and Maintained by Ministry of Rural Development, Government of India".



The option of “freeze template” exists for model estimate. Freeze template indicates the ready-made scheme whose estimate is already prepared. The option can be selected, and scheme gets prepared with design and financial estimates. Rather than repeating the process of designing for the same type of scheme, model estimates can help a lot to save time.

Here is a case narrating what could happen during estimate preparation: This case from Udalguri District of Assam.

Estimate preparation of pig sty and farm pond for the financial year 2019-20 was started in block. Block started preparation of estimate for a pig sty (as IBS) with the support of Kabil. Appropriate dimensions were put up in SECURE by block level engineers, but the financial amount was not matching the sanctioned amount. Wrong calculation of financial amount was done because materials schedule of rate was not defined by the state. Estimates of Pig sties from 9 Panchayats remained pending because the state wanted to implement more labour intensive work and hence did not put other SOR (Schedule of Rates) online. Data from financial year 2016-17 to 2020-21, show lots of payments for materials found pending.

Putting SOR online would lead the Block level engineers for making estimates of common rural infrastructure schemes. That would speed up implementation of more materials oriented work. Staff from KABIL got engaged with state MGNREGS cell and facilitated updating of

online SOR. NGO facilitated the state government to issue a circular that it would be applicable for particular schemes where IBS was also included.

There were model estimates for pig sty and farm ponds (as IBS), but there was no freeze template made for those of the state. Hence every scheme measurement had to be put manually and the same work had to be repeated for every scheme. Making one estimate of pig sty takes about half an hour by Block level engineer, and hence it takes several days to complete the estimate for several Panchayats at Block level.

Interventions required: Such issues can be solved if actual rate is defined throughout the year, but circular should be issued explaining the type of schemes to be implemented quarter wise. Schemes can be categorized and distributed quarterly across the year. Seasonal differences need to be considered in distributing the schemes.

A particular scheme could be best implemented in an appropriate season. 260 schemes should be classified and put in the 4 quarters. For example, in Quarter 1: Earthwork excavation related IBS; in Quarter 2: Plantation, pig Sty, drainage line, and other common rural infrastructure schemes; in Quarter 3: Common rural infrastructure schemes; in Quarter 4: Earthwork excavation related IBS. Such instructions will guide better planning for implementation.

The option of “Freeze Template” is also fixed from the state. The templates should be prepared before the estimate making process of the financial year. ‘Freeze templates’ can help to save time. For example, ‘Freeze template’ takes less than five minutes to prepare estimate of a scheme which otherwise require more than half an hour in case of IBS pig sty.

Who can play this role?

These are the roles and responsibility of the Government officials. However, when problems occur in field higher offices often remain underreported / takes time to respond. NGOs, having the knowledge and expertise need to approach the right officers and brief them about the difficulties being faced.

4.3 During Technical and Financial Sanction of Scheme

In SECURE system, estimate preparation is done by block level engineers, technical verification is done by the senior level engineer, and district level engineer does technical sanction. Officials in charge of implementing agency such as Programme officer for blocks, and Sarpanch/President for gram panchayat are the final authority for financial sanctioning of the technically sanctioned schemes. The financial sanction is also termed as administrative sanction. In Council Areas such as the BTC (Bodoland Territorial Council) and KAAC (Karbi Along Autonomous Territorial Council), financial/administrative sanction is directly handled by the district administration. The process of sanctioning is very smooth. The paper work and online process of schemes should be completed within time; otherwise scheme will be implemented, but appropriate timing / seasonality cannot be ensured, affecting quality of work.

One can understand the criticality of timeliness of the process and problems as captured in the following case. This case is from Kashipur block of Purulia district in West Bengal.

Block Kashipur decided to implement the orchard plantation scheme in collaboration with PRADAN, an NGO. The target was to complete the scheme before monsoon. Therefore, technical sanction was supposed to be done within April. Practically, paper work for technical sanction, administrative sanction, and financial sanction took time up to end of July. As a result, the plantation was done after monsoon. Due to this delay in processes, rainy season got over before the samplings could establish roots resulting in very poor survival.

Intervention required: Seasonality of particular scheme is vital for successful implementation. Therefore, technical and financial sanction of schemes to be implemented in 1st quarter must be completed at the beginning of the quarter. Paperwork and online process must be done in the previous quarter for the schemes to be implemented from 2nd, 3rd and 4th quarter.

If paper work of orchard/excavation is done in the initiation of April, the work of fencing, pit digging and excavation can be done before monsoon. Plants transplanted at the beginning of monsoon will receive water for 3 to four months helping the establishment of good

root system enhancing survival rate. Maintenance cost of orchard for one year should be included so that plant survival can be ensured. Farm pond can be dug to appropriate depth without any issue of water accumulation. Implementation within time can lead to success of scheme leading to livelihood improvement.

4.4 During Geo-tagging, demand generation of labor

After scheme sanctioning, Geo tagging of the scheme is done by Gram Rozgar Sahayak (GRS) of the respective Panchayat. The scheme has now been sanctioned, and hence GRS revisits to record the image of implementation site in a software “Bhuvan App” i.e. termed as Geo-tagging. The previous visit was done before estimate preparation. Practically the scheme is verified and photo of the same is already submitted to block level engineer.

Work can be started after geo-tagging. Any labourer can demand work in a village in 4A form, and according to the demand the job card is synchronized to the ongoing/new scheme by the block level MIS manager.

4.5 Synchronization with the scheme and Muster Roll generation

After synchronization, 1st Muster – Roll (MR) is generated. Scheme gets eligible for starting. MIS manager prints the Muster-roll and gives it to GRS. GRS makes field visits, and marks the attendance of all the daily wage earners every day. Attendance is marked during scheme implementation. Consecutively, demand for the next week is filled up for a next MR generation. If half payment of the entire scheme is disbursed amongst the laborers, then GRS has to come again for mid phase Geo tagging. Mid phase Geo tagging is done to update the progress of work in online website. Demand of work and MR generation continues till the work is completed.

Following case from Chapasol village, Hirbandh Block, District Bankura, West Bengal, talks about what might go wrong in this stage.

Labourers/ job card holders demanded work in Chapasul village. The orchard plantation scheme was also made ready for implementation. It was supposed to be completed before monsoon. The work of block

was to synchronize i.e. linking of labor job card with the scheme, but the block level officer did not attend to this task due to any unavoidable work in the district. That was the end of monsoon season.

Plantation scheme had to be started immediately, and Muster Roll had to be submitted to initiate the work. The scheme implementation was started with verbal permission. Later on, after the work was about midway, synchronization was done. It was found that many Job Cards, of the laborers worked there, were not active because those individuals did not demand or perform any work in the last financial year.

Interventions required: Verification of active Job Card should be done before starting of any scheme. The Job card number is active, but verification for linkage with the correct account number should be checked. In many Job Card numbers, account number of the same beneficiary is not matching. Such kind of mistakes must be identified. These kinds of situations, delays the time period of payment and hence hampers the work.

4.6 Other difficulties faced during Implementation

The process after MR generation is as follows: Gram Rozgar Sahayak and Block level engineer provide the layout of the scheme, i.e. already got geo-tagged and MR has already been generated. After layout, work is started by the particular labor group linked with the scheme. One Muster Roll is used for six days to access the attendance of laborers who are doing field level work, and next muster roll is generated after next demand. After that muster roll is generated again to complete the rest of the work.

Here is a case that captures what might go wrong because of poor labor management. This is from Rangkhang Block, District West Karbi Along, Assam.

Assam was implementing livelihood asset creation through MGNREGS with collaboration of PIRD, a local NGO. In the year 2018-19, initiative was taken to start the 22 schemes. It was found that the number of labor was less. Therefore, they evenly distributed 7-10 laborers per scheme and scheme got started.

When monsoon set in labour work of all the 22 schemes got stopped. Karbi Anglong is a council area, and hence after monsoon election

started, and no work could be completed as the government announced 'code of conduct'. It stopped MR generation. The online website shows Schemes status as 'ongoing', and no scheme could be completed within the scheduled time. The block could not sanction any more such schemes for the financial year.

Interventions required: Sanctioning of all such schemes could be done in one go, but implementation should be phased out. The scheme could be sanctioned in any month of the financial year. All the paperwork must be completed before the implementation process. The labor utilization in the above mentioned case should have been done in a different manner. Instead of dividing the total workers evenly across 22 schemes, first 4-5 schemes should have been started and completed, and only after completing those, laborers should be allotted to work on a new set of schemes. Hence batch wise implementation would increase the possibility of completion of selected schemes prioritized and hence MGNREGA website would not show any scheme's status as 'ongoing' keeping scope open to approve new schemes.

4.7 Difficulties during payment

Labor payment is done after Muster Roll is uploaded online and fund transfer order (FTO) is requested. Material payment is processed after the bill of the materials work is prepared by the engineer and uploaded in MIS.

After Muster Roll is submitted by GRS, and materials work is completed, the labour account is linked with Muster Roll, while the vendor account is linked to materials bill. Muster Rolls and material bills those got uploaded earlier gets first priority for payment. Most of the times, the online uploading of MR and MIS of material is not done because the fund flow information was not received.

Staff at the Block administration thought that all the MR or MIS bill will be uploaded online when funds will be released. In this manner, hard copies of MR get piled up in block offices, and material bills get pending for years. If MR/material bill is not uploaded simultaneously during work, then it will not get priority for payment. MR or material bill for the work done after the previous work if uploaded earlier will get first priority for payment.

Here is case from Udalguri Block of District Udalguri, Assam.

Labour intensive scheme, farm pond, was implemented in the financial year of 2018-19. The scheme got completed, but the MR was not uploaded online because of the lack of information of fund flow. Hard copies were kept as such. MR was uploaded in financial year 2019-20 after information about fund flow.

Payment got delayed even after uploading because the MR did not get priority online. Similarly, IBS pig sty was implemented in the financial year 2019-20, but online MIS bill was not uploaded till FY 2020-21. It led to delay in payment because it did not get online priority.

Intervention required: labor bill and materials bill should always be uploaded online simultaneously. MR once gets uploaded online receives priority online. Release of fund will be received in the online uploaded MRs e.g. There are two schemes, i.e. A and B whose work was started in June and October consecutively.

If MR of the work B is uploaded before the MR of the work A, the payment of the work B will be done first. It is done because MR of work B was uploaded first and it got priority for payment, even if the work was done later.

5 Need and Opportunities for convergence

“The annual planning exercise for MGNREGA will be part of the Convergent Planning Exercise of the Ministry. The thrust is on planning for works related to Natural Resource Management (NRM), agriculture and allied activities and livelihoods related work on individual’s land leading to sustainable livelihoods as well as provisioning shelters for livestock for individual households. The NRM related works under MGNREGA shall be taken up in convergence with Pradhan Mantri Krishi Sinchayee Yojana (PMKSY), Integrated Watershed Management Programme (IWMP) and command area and Water Management (CAD&WM) schemes for better outcomes of water conservation and water harvesting measures. ...” (Source: MASTER CIRCULAR)

Apart from that, MGNREGS could be creatively used to mobilize resources from other stakeholders for large scale scheme implementation. Convergence increases implementation opportunity and large scale implementation lead to the holistic development of any selected area that could be a village or panchayat or a watershed. There are some schemes which cannot be taken up to use MGNREGS due to restrictions in its guideline. For example, a kitchen garden implementation in the school compound for adding nutritional value in midday meal, or maintenance of orchard plantation for one year. In

some cases, villagers have already prioritized schemes to be implemented throughout the year and hence there is no budget left out for inclusion of more schemes. Therefore, convergence with other department and MGNREGA can lead to successful implementation those ideas not fully supported under MGNREGA. Constraints of one department can be opportunity of MGNREGA, while constraints of MGNREGA can be opportunity to another department. A few examples are cited bellow:

Block Administration of Ranibandh in Bankura District, West Bengal, in collaboration with PRADAN, planned for “500-700 square feet Kitchen garden in every school compound to add nutritional value in midday meal in the year 2015-16”. Saplings and short time vegetable seeds cannot be purchased with funds from MGNREGS. The school was unable to bear the cost of labor and fencing. Hence the cost of labor and fencing was drawn from MGNREGA, while the seeds were purchased from the schools’ own fund. Thus, kitchen garden in 62 schools was implemented successfully.

Similarly, Mahila Kisan Sashaktikaran Samriddhi Pariyojona (MKSP) taken up by PRADAN for Arjuna (Tasar host tree plantation) and Ranibandh block administration together planned to implement Tasar plantation at Rautora G.P, Ranibandh Block in the year 2014-15. MKSP project could bear the cost of buying saplings, but did not have funds for fencing, pit digging, construction of cattle proof trenches and maintenance work. Therefore, Ranibandh block extended MGNREGS for doing all the earthworks which could not be supported by MKSP. 27 hectares of Tasar Plantation could be a successful implementation with this convergence.



Another case of convergence of Hirbandh block, Bankura district, West Bengal.

Hirbandh block planned for mango orchard cultivation along with collaboration of PRADAN NGO. During implementation at block level, it was found that priority of other schemes was already done for the financial year. Hence a large scale implementation of horticulture scheme came to halt. Therefore, no budget was left for large scale scheme implementation. The National Horticulture Mission (NHM) had the money to buy plants but earthwork money was limited. In the year 2013-14, convergence happened between National Horticulture mission and MGNREGA resulting in 53 hectares of mango orchard plantation in this block.

These show the potential of convergence with resources from other stakeholders and MGNREGA to eliminate multiple constraints leading more comprehensive interventions for Natural Resource Management and Promotion of Livelihoods.



Government of India
Ministry of Rural Development
Department of Rural Development

Krishi Bhavan, New Delhi
Dated: 24th September, 2020

To

The Additional Chief Secretary/ Principal Secretary/ Secretary/ Commissioner
Rural Development Department/ Panchayati Raj Department (In charge MGNREGA)
All States/ UTs

Sub: Guidelines/ framework for “Planning for Works and preparation of Labour Budget”
under the Mahatma Gandhi NREGA for the FY 2021-22.

Madam/Sir,

Sub section 6 of section 14 of the Mahatma Gandhi NREG Act 2005, directs that the District Programme Coordinator (DPC) under Mahatma Gandhi NREGA shall prepare, in the month of December every year, a Labour Budget (LB) for the next financial year containing the details of the anticipated demand for unskilled manual work in the district and the plan for identification for need based works and engagement of workers in the works covered under the program. Chapter 6 of the Annual Master Circular 2020-21 reiterates and details the procedure to be followed for the planning of works and preparation of LB.

2. The States/ UTs are required to take up a time bound participatory planning exercise followed with other relevant activities to ensure timely preparation of a realistic Labour Budget that may be pragmatically considered by the Empowered Committee of the Ministry as per the following suggested timeline viz.

Action to be Taken	Time
Launch of Gram Panchayat level planning process and discussion of the planning process by Gram Sabha/Ward Sabha.	2 nd October
Special Gram Sabha for approval of the Gram Panchayat level annual action plan.	03 rd October to 30 th November
Submission of Gram Panchayat Level Plan to the Block Panchayat	By 5 th December
Approval of Block Level Consolidated Annual Plan by Block Panchayat and submission of the same to District Programme Coordinator/ Collector (The consolidated Labour Budget including all interventions proposed for the Block level should be approved by the Block Panchayat/Intermediate Panchayat)	By 20 th December
Presentation of Block Plans by Programme Officer before DPC in the suggestive format circulated by the Ministry and appraisal of same by the DPC.	By 20 th January
Presentation of District Annual Plan and LB to District Panchayat by the District Programme Coordinator/ Collector (all interventions proposed for the District should be approved at the District level)	By 21 st January
Approval of District Annual Plan by the District Panchayat and submission of the same to State Government. The DPC/ ADPC will present the plan before the State/ UT Government in the suggestive format circulated by the Ministry and the same will be appraised before collation into State Plan.	By 31 st of January
Submission of Labour Budget to the Central Government in the suggestive format circulated by the Ministry.	By 10 th February



Meetings of the Empowered Committee and finalization of the LB	20 th February onwards
Communication of the LB to the States by Ministry and further by the states to Districts, Blocks, and Gram Panchayats	By 31 st March

3. The activity planned for October 2nd to 30th November, 2020 which relates to Planning for Works under Mahatma Gandhi NREGS are as follows: -

3.1 2nd October

Gram Sabha for discussion on Mahatma Gandhi NREGS (Performance against Plan and Orientation)

- - A comprehensive report to be read out by GRS/ GP Secretary on the last year's progress of Mahatma Gandhi NREGS implementation and list of permissible works under Mahatma Gandhi NREGS.
 - Discussion on the Report with special focus on
 - a) Incomplete works
 - b) Shelf of Projects
 - c) Job card Updation
 - d) Citizen Information Board
- - Selection of two/ three Women Self Help Groups (SHGs) whose members can act as Village Resource Persons (VRP) for Social Audit.
 - Awareness regarding Sanitation linked works for Clean and Green villages
- a. Sessions on Mission Water Conservation and Natural Resource Management & GIS based Planning
- b. Sanitation initiatives like construction of assets like Household Soak Pits
- c. Waste Management Initiatives like Vermi/ NADEP composting

3.2 3rd October to 30th November

Gram Sabha for finalization of Labour Budget

- Preparation of Mahatma Gandhi NREGS Annual Action Plan
- Reading out the draft plan prepared by the Gram Panchayat for the FY 2021-2022
- Detailed discussion and approval.
- Documentation
- Officials/ functionary will be recording/ noting down the outcome/ feedback/ objections/ difference of opinion raised during the discussion.
- Special focus on water harvesting and water conservation
- Emphasis on Solid Liquid Waste Management (SLWM)
- Upgradation of Grameen Haats
- Focus on individual works related to livelihood enhancement.
- Taking a pledge to participate in Mahatma Gandhi NREGA *Rozgar Divas* organized by the Gram Panchayat at least once in a month.
- Discussion on usage and benefits of Janmanrega, a citizen centric mobile application.

3.3 It is reiterated that the States/ UTs have time **till 30th November** for finalization of Labour Budget of Gram Panchayats. States that have already completed the pre planning exercise may finalize the Labour Budget on this day. In fact, to facilitate evidence based scientific NRM planning process, the recommended work plan on Watersheds/ Command Area

approach as approved in the District Irrigation Plan can be discussed for community validation and vetting.

4. Important activities for aspects of planning

4.1 Gram Sabha/ Ward Sabha: The District Programme Coordinator should ensure strict adherence to the principle of bottom-up approach from the stage of planning to approval of the selected shelf of projects by each Gram Sabha/Ward Sabha in the district. The State Government is also required to furnish a certificate to the effect that the provisions made in the Mahatma Gandhi NREGA for preparation of Labour Budget have been considered and a bottom-up approach has been adhered to in the preparation of LB. The annual planning exercise for Mahatma Gandhi NREGA will be part of the Convergent Planning Exercise for the Ministry. Technical inputs for planning shall be drawn from the technical resources available in the district under Mahatma Gandhi NREGS, CSO partners and other line department agencies.

4.2 Thrust on planning for works related to Natural Resource Management (NRM), agriculture and allied activities and livelihood related works on individual's land leading to sustainable livelihoods: The DPC will facilitate and ensure that NRM related works under Mahatma Gandhi NREGA are taken up in convergence with Pradhan Mantri Krishi Sinchayee Yojana (PMKSY), Integrated Watershed Management Programme (IWMP) and Command Area and Water Management (CAD&WM) schemes for better outcomes of the water conservation and water harvesting measures. For planning for NRM works, the technical inputs will be drawn from the joint pool of technical personnel of IWMP in Watershed Cell cum Data Centre (WCDC), Mahatma Gandhi NREGA unit, Water Resource Department and the Agriculture Department. The technical inputs relating to Excavation, Renovation & Modernisation (ERM)/ water bodies may also be sought from Regional Office of Central Ground Water Commission (CWC). The planning should be based on GIS & RS tools.

4.3 District Irrigation Plan: The recommended work plan on Watersheds/ Command Area approach as approved in the District Irrigation Plan should be sent to all the concerned Gram Panchayats for community validation and vetting. The final DPR, reflecting all community suggestions will then be recommended by all Gram Sabhas of Gram Panchayats involved in the Watershed/ Command Area. **The DPC/Collector will further ensure that the NRM component of Labour Budget of Mahatma Gandhi NREGS is integrated into the District Irrigation Plan (DIP).** The DPC/ Controller will also ensure that the planning for works is such that at least 65% of expenditure under Mahatma Gandhi NREGS is on NRM works in **the identified Blocks under Mission Water Conservation (MWC) rural Blocks of the country.**

4.4 Wage - Material ratio: For all the works planned to be implemented by the Gram Panchayats and other Implementing Agencies, the 60:40 ratio in wage and labour must be maintained at the district level.

4.5 Expenditure on Agriculture and allied activity: District Programme Coordinator/ Collector should ensure that at least 60% of the works taken up at the district level, in terms of cost, shall be for creation of productive assets directly linked to agriculture and allied activities through development of land, water and trees which is mandatory as per the Act.

4.6 Role of SHGs and CBOs: The Self Help Groups (SHGs) under DAY- NRLM will be closely involved in the planning especially in case of implementation of watershed projects under Mahatma Gandhi NREGS. Intensive Block cluster of DAY-NRLM should be actively involved in the planning process, including in **Blocks identified under Mission Water Conservation.** The process of creating a community organization at the watershed level will also commence simultaneously so that a community led planning and implementation structure is in place well before financial resources are committed for the project.

4.7 Pro-actively reaching out to landless and manual casual labour household for covering them under Mahatma Gandhi NREGA: The ongoing effort to ensure that households that are

listed as automatically included or deprived as per the SECC (especially households under the deprived category of landless dependent on manual casual labour for livelihood) are issued Job Cards on priority needs to be emphasized during planning and household visits period.

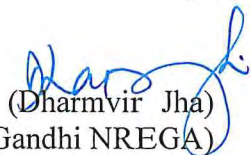
4.8 Proceedings of each Gram Sabha/Ward Sabhain which the respective LB and shelf of projects for the GP has been approved, must be uploaded as an attachment to the respective LB in MIS. The Labour Budget should comprise a month-wise anticipated quantum of demand for work and a plan that outlines the quantum and schedule of works to be provided to those who demand work. While preparing LB, it should be ensured that all columns and rows are duly filled in, especially, month-wise projection of labour demand during FY 2021-2022. It also needs to be ensured that units [volume/length/area etc.] in respect of works & numbers in cases of persondays, cost, etc. are filled in correctly. To assess adequate and advance budget requirements for the Mahatma Gandhi NREGA and smooth and timely release of Central share of funds to your State/UT, GP-wise online entries should be completed for all the districts of your state. The data should be uploaded in the MIS latest by 10th February, 2021.

4.9 The proforma for preparation of LB in which it is to be submitted to the Ministry of Rural Development is at **Annexure**. The proforma may be used by Gram Panchayats, Blocks and Districts also to present their Labour Budget before reviewing authority.

4.10 It should be ensured that Labour Budget for 2021-22 should be part of Gram Panchayat Development Plan (GPDP).

5. It is, therefore, requested that the Labour Budget for FY 2021-2022 should be prepared in consonance with the requirement of the Act and it should be reviewed at all levels of scrutiny viz. Block, District and State level to arrive at a realistic assessment and should be submitted, both online as well as in suggested booklet format by 10th February, 2021. The meeting of the Empowered Committee is likely to be scheduled in 3rd week of February, 2021.

Yours faithfully,


(Dharmvir Jha)

Director (Mahatma Gandhi NREGA)

Copy to:

Sr. Technical Director, NIC for uploading in NREGASoft (What's New and Circular Section) and for taking proper action for facilitating uploading of LB on MIS w.r.t. para 4.7 above.

Copy for information to:

1. PPS to SRD
2. PS to JS (RE)
3. All Director/DS/JD, Mahatma Gandhi NREGA Division



PART-I (Performance)

1. General Profile of the State/ District/ Block

- State/ District/ Block profile - geographical, economic, administrative
- SECC data
- Automatic Inclusion
- Deprivations
- Casual Manual Labour (CML) and their Job Card status
- Demography
- SC population
- ST population
- Drought/ flood status of the State/ District/ Block
- Frequency of droughts and provision of additional 50 days (year wise in last 5 years) with number of districts affected

2. Mahatma Gandhi NREGA Performance

Status of Mahatma Gandhi NREGA Implementation — Physical for FY 2017-18, FY 2018- 19, FY 2019-20 and 2020-21 (end of Jan) - comparative snapshot)

A. Physical (District wise)

- Registered HHs
- Total
- Active
- Total Person days generation
- Women (number and percentage)
- SC (number and percentage)
- ST (number and percentage)
- HHs provided at least 100 days of Employment
- HHs provided more than 100 days of Employment
- FRA
- Drought
- Others
- Active Job Card Holders
- Women (number and percentage)
- SC (number and percentage)
- ST (number and percentage)
- Average Persondays per HH
- GPs with NIL person days
- GPs with NIL Expenditure

B. Financial Details

- Central Release
- Total available fund including state share and other receipts
- Revolving fund/ advance if any
- Total expenditure
- Wage percentage
- Material percentage
- Admin percentage
- Notified MGNREGA wage rate



- Average wage rate per person day
- Average cost per person day
- Administrative expenses
- Total expenditure
- State (amount and percentage of total expenditure on Admin)
- District (amount and percentage of total expenditure on Admin)
- Block/ Mandal (amount and percentage of total expenditure on Admin)
- GP/ Village (amount and percentage of total expenditure on Admin)
- Expenditure on salary (amount and percentage of total expenditure on Admin)
- State
- District
- Block/ Mandal
- GP/ Village
- Expenditure on other heads to be listed with amount and percentage of total expenditure on Admin

C. Aspirational Districts

- Planned Labour Budget
- Person-days generated
- Shortfall with respect to State PD generated
- Reason for shortfall

3. Work Details for FY 2019-20 and 2020-21 (end of Jan)

A. Total Works taken up since inception and during FY 2019-20 and FY 2020-21(end of Jan)

B. Status of completion of Works

- Total work completed since inception - number and percentage
- Works started and completed in FY 2019-20 and 2020-21(end of Jan)
- Expenditure on Agriculture and allied work — figures and percentage; number of districts below 60%.
- Natural Resource Management (NRM) related work (Community + Individual both) (number and %age; number of districts below 65%)
- Irrigation potential created through NRM works (in hectare)
- Plantation (in hectare)
- Road side plantation (length, percentage against commitment, districts below 60%)
- Block plantation (in hectares)
- Individual Assets
- Vermi/ NADEP Compost
- Farm ponds
- Cattle/ Poultry/ Goat/ Piggery Sheds
- Aanganwadi Centres (AWC) (Target, Completed, Ongoing)
- Category - A, B, C and D wise
- Expenditure (actual and percentage)
- Number of works (actual and percentage)

C. Top 10 incomplete works

- List of top 10 incomplete works
- Number of incomplete works since inception
- Number where expenditure is greater than 75%
- Achievement against the works targeted to be completed by 31.03.2020



D. Status of expenditure wise status of incomplete works

Particular (1)	Total Number of Incomplete Work (2)	Reason (3)
Expenditure is >100% till 31.03.2020		
Expenditure is 0-5% till 31.03.2020		
Zero Expenditure since inception till 31.03.2020		
Only Material Expenditure till 31.03.2020		

E. Status of expenditure on NRM works in MWC Blocks

Total Number of Blocks (1)	Number of MWC Blocks (2)	Number of MWC Blocks less than 65% NRM expenditure (3)	%age of NRM works out of total works taken up in MWC Blocks (4)	Total Expenditure in MWC Blocks [In. Lakhs] (5)	%age of expenditure on NRM works out of total Expenditure (6)

4. Focus Areas

A. Status of GIS Planning

i. General Information

S. NO.	No. of the District	No. of the Block	No. of the GP	Total No. of Households	No. of Beneficiaries eligible for IBS as per para 5 of schedule 1	Last 3-year average expenditure of GP	
1	3	4	5	6	7	8	
GIS Plan - Financial year						Total	
20-21		21-22		22-23			
No. Of works	Expenditure	No. Of works	Expenditure	No. Of works	Expenditure	No. Of works	Expenditure
9	10	11	12	13	14	15	16

ii. Expenditure wise analysis

b. State

Asutts

Avg. Exp. of last 3 yr/ GP	Per HH Exp. Avg. Exp. of Last 3 yr

b. GIS GPs

Avg. Exp. of last 3 yr/ GP (GIS GP)	Avg. Exp. for a GIS plan phase in 3 year/ GP (GIS GP)	Per HH Exp. (GIS GPs)			
		Avg. Exp. of Last 3 year	Avg. estimated Exp. as per GIS plan		
			FY 20-21	FY 21-22	FY 22-23

1. Category wise estimated cost of works as per GIS Plan

Total No. of HHs (1)	No. of beneficiaries eligible for IBS (2)	Proposed Individual Works		
		No. of works (3)	Expenditure (4)	Exp/ HH (5)

Proposed Community Works		
No. of works (6)	Expenditure (7)	Exp/ HH (8)

B. Status of Timely Payment and payment of compensation for delay in payment of Wages

- Notification of Rules
- Sharing of Rules with the Ministry



- Delay in wage payment (crediting into account of beneficiary) after 15 days
- Delay compensation paid
- Details of Unemployment Allowance
- Strategy for Regeneration of rejected transactions within 1 day of response on NREGASoft
- Compliance of SoP on Monitoring of Timely payment of Wages
- Status of Timely Payment of Wages at Stage-I and Stage-II
 -
 - Details of Stage-I (T+8) performance
 - Details of Stage-II (T+9 – T+15) performance
 - Overall performance (T+15)

C. Status of up-gradation of Village Haat:

Sr. No. (1)	Number of existing Rural Haats identified for upgradation for planned GPs		Rural Haats sanctioned for upgradation		Completed Rural Haats		Rural Haats with ongoing upgradation		Facilities provided by Agriculture Dept. (10)
	No. (2)	Exp. (3)	No. (4)	Exp. (5)	No. (6)	Exp. incurred (7)	No. (8)	Exp. incurred (9)	

(Exp. in Rs. lakh)

D. Individual Works

Sl. No. (1)	Types of top 10 individual works* (2)	Completed Works		Ongoing Works		Total Expenditure incurred (7=4+6)	Expenditure incurred per completed work (8=4/3)
		No.(3)	Exp (4)	No. (5)	Exp (6)		

*e.g. - Farm pond, cattle shed, goat shed, vermi/ NADEP, soak-pit, etc

E. Status of Social Audit

- Establishment of independent Social Audit Unit
- Staffing of the Social Audit Units
- Training of Resource persons (number and percentage against target)
- Social Audit conducted (Number of GPs covered; percentage)
- Action Taken Report

Signature

5. Status of IT Initiatives

- A. Status of Geo-MGNREGA implementation
- Completed works in FY 2019-20
 - Assets geo-tagged in FY 2019-20
 - Completed works in FY 2020-21
 - Assets geo-tagged in FY 2020-21
 - Performance of State under Geo-MGNREGA Phase II

Stage 1 (Before)		Stage 2 (During)		Stage 3 (After)	
Available for Geotagging (1)	Geotagged (2)	Available for Geotagging (3)	Geotagged (4)	Asset Completed (5)	Geotagged Assets (6)

B. Status of Implementation of SECURE

- Total number of Districts
- Number of Districts live (as on date)

C. Status of Direct Benefit Transfer

- Status and balance Aadhaar numbers to be seeded.
- Status and balance ABP conversion to be done.
- Status of SLBC meetings and reconciliation with LDMs of consent forms shared with- Banks for ABP conversion with respect to the joint instructions of MoRD and Department of Financial Services dated 9th Jan, 2017.

D. Status of e-FMS Universalization

- Percentage of wage expenditure through e-FMS/ NeFMS
- Percentage of material expenditure through eFMS
- Percentage of admin expenditure through eFMS

6. Status of Other Initiatives

A. Status of Bare Foot Technicians (BFTs) training and deployment

- Trained against target
- Deployment of trained BFTs

B. Mapping of casual manual labour as per SECC

- Number of casual manual labour identified as per SECC
- Number of casual manual labour category households contacted for registration for Job Card, new Job Cards issued and refusals
- Total number of casual manual labourer households with Job Card

C. Account verification by PFMS

- Number of Active workers
- Number of workers having invalid accounts
- Number of account validated
- Number of account pending for correction

D. Status of Good Governance Initiatives

- Status of Job Card verification
- Total
- Active
- Deployment of 7 register
- GPs covered
- Status of Rozgar Divas

E. Pradhan Mantri Shramyogi Maan Dhan Yojana (PM-SYM)

- Number of Active workers
- Number of registered workers for PM-SYM

F. Status of registration on National Mobile Monitoring System (NMMS)

District Name (1)	No. of GPs (2)	No. of GPs got registered for NMMS (3)	No. of Muster-Rolls filled using NMMS (4)

G. Status of implementation of Project UNNATI.

No. of candidate to be trained during the FY 2020-21	No. of candidate trained during the FY 2020-21	No. of candidate under training FY 2020-21	Whether stipend paid to all candidates trained/under training

7. Status of Ombudsperson and Appellate Authority

8. Status of compliance – CPGRAM complaints/ VIP/ CAG Audit Para/Complaints as received through news paper article.

9. Compliance of MTR FY 2020-21 minutes

10. Functioning of SEGC

- Details of notification
- Number of meetings convened with dates for FY 2020-21

11. Deployment of Technical personnel

- Technical Assistant (number; average number of GPs under one TA's supervision)
- Junior Engineer
- Assistant Engineer
- Executive Engineer

12. Action taken on NLM report

- Number of visits/ reports
- Observations complied with
- Observations pending for compliance

13. Success stories of FY 2020-21

PART — II (Proposal for FY 2021-2022)

Labour Budget (LB) 2021-22)

1. Brief description of participatory planning exercise undertaken for preparation of Labour Budget estimates
2. Details of participatory planning for Aspirational Districts
3. Estimation of Labour Budget for FY 2021-2022

- Month-wise district-wise labour budget with seasonality graph for the FY supported by trends in last 3 FYs.
- Category & sub category-wise works plan for FY 2021-2022 with expected outcomes
- Planning of: -
- Vermi/ NADEP compost pit
- AWC
- Roadside plantation
- Grameen Haat
- Implementation of the NRM component of DIP (under MWC)
- Total NRM works planned (percentage included in DIP; Number and percentage of standalone works taken up)
- Kind of works planned
- Plan for Irrigation deprived districts (NRM component in number and cost as well as in percentage of total planned cost of LB)
- Plan for Over exploited blocks (NRM component in number and cost as well as in percentage of total planned cost of LB)
- Plan for Critical blocks (NRM component in number and cost as well as in percentage of total planned cost of LB)
- Non — PMGSY road
- Works planned as per guidelines issued
- Category-wise expected spill over of works
- Convergence-works - department-wise and category-wise (No. & %) and type of convergence

Category (1)	No. of works taken up (2)	No. of works under convergence (3)	No. of converging Departments (4)	Percentage share of converging departments in total expenditure (5)	Share of funds from different Sources (Rs. In lakh) (6)	Total (7)
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A						
B						
C						
D						
Total						

4. Plan for completion of the incomplete works with details (strategy and timelines) of planning for top 10 incomplete works.
5. Planning in MWC Blocks and ensuring NRM expenditure more than 65% in the MWC Blocks
6. Strategy for up-scaling of GIS based plan for GPs.
7. Plan for Direct Benefit Transfer (DBT) - Aadhaar seeding/ ABP conversion

- Balance Aadhaar numbers to be seeded. Strategy for 100% seeding into NREGASoft of all active workers in NREGASoft with timelines.
 - Balance ABP conversion. Strategy for 100% ABP conversion of all active workers. having accounts in Banks/ Post Office (Once they come on CBS platform and APBS payment system) with timelines
8. Strategy to ensure timely Payment of Wages (Stage-I and Stage-II) and overall payment in 15 days
 9. Planning of individual works

Sl. No. (1)	Types of top 10 individual works planned* (2)	Completed Works		Ongoing Works		Total Expenditure incurred (7=4+6)	Expenditure incurred per completed work (8=4/3)
		No.(3)	Exp (4)	No. (5)	Exp (6)		

*e.g. - Farm pond, cattle shed, goat shed, vermi/ NADEP, soak-pit, etc

10. Plan for Capacity Building

- For all field functionaries at various levels Viz. State/ District/ Block/GP
- For rural community

11. Plan for BFT training

12. Plan for Project UNNATI

13. Project CFP implementation

14. Plan regarding Geo tagging of assets, Registration of MSEs and Janmanrega

15. Plan for covering casual manual labour households with Job Card

16. Strategy for placing adequate technical staffs at all levels

17. Suggestion/requirement for AMC 2020-21

18. Enrollment of Mahatma Gandhi NREGA worker under Pradhan Mantri Shram Yogi Maan-dhan (PM-SYM) Pension Scheme.

19. Strategy to increase coverage of conduct of Social Audit in the State

Plan to make remaining Districts live on SECURE



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