

## **Chapter 4**

Enacted in 2005, the National Rural Employment Guarantee Act, 2005 (as it was known then) was implemented in three phases. In the first phase, the Scheme was launched on February 6, 2006 in 200 most backward districts of India. Subsequently, in the second phase it was expanded and implemented in another 130 districts on April 1, 2007 and in the third phase the Scheme was extended to the remaining rural districts in the country w.e.f., April 1, 2008. Mahatma Gandhi National Rural Employment Guarantee Scheme is a holistic measure aimed at fulfilling one of the most important human rights viz. 'right to employment' by providing at least 100 days guaranteed employment to those who are willing and offer to do unskilled work. The main objective of MREGA is the creation of durable assets and strengthening the livelihood resource base of the rural poor for fighting poverty. Seeing its features and provisions, one can say that this Scheme is one of the greatest experiments undertaken in India to provide employment in rural areas and thereby to eradicate rural poverty.

Now, after *at least six years*' of its implementation, it is opportune time to evaluate the performance of the Scheme and the present work is an endeavour in that direction. The study has been conducted in Mahendergarh, Ambala and Bhiwani districts of Haryana where the Scheme was implemented in the first, second and third phase. It has been an empirical study; primary data was generated with the help of interview schedules, interviewing the concerned district officials as also by way of observation method.

A set of 180 beneficiaries of Mahendergarh, Ambala and Bhiwani districts of Haryana were selected through multistage sampling where the scheme was implemented in first, second and third phase.. In the first instance, six blocks<sup>1</sup> were selected where maximum numbers of gram panchayats were lie. Thereafter two villages from each block – twelve villages<sup>2</sup> in all, Where maximum work was done under the scheme, were selected on the third stage. 180 beneficiaries were selected from the villages where maximum number of households provided employment (every fourth beneficiary from the muster roll). Data from this set of respondents was

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<sup>1</sup>.(i) Mahendergarh (ii) Narnaul (iii) Ambala-I (iv) Ambala-II (v) Dadri-I, (vi) Dadri -II

<sup>2</sup>. Twelve villages that have been randomly selected include: (i)Pali (ii)Khudana , (iii)Nasibpur , (iv) Lahrodha , (v)Nadiyali , (vi)Nanhera , (vii)Kaunla , (viii)Manglai, (ix)Rawaldhi , (x)Baund Kalan (xi)Mankawas, (xii)Sahuwas .

obtained with the help of an interview schedule. Data and information obtained from this set of respondents is presented and analysed in Section-4.1 of this chapter.

Since Gram Panchayats have a pivotal role in the formulation, implementation and supervision of projects under the Scheme, the investigator also obtained data and information from the panchayat functionaries of the twelve selected villages as listed above. An interview schedule was administered to this set of respondents and the data so obtained has been tabulated and analysed in Section-4.2 of this chapter.

With a view to obtain the official version, it was deemed desirable to obtain the official version, it was deemed desirable to obtain the views of the two officers in the district administration who are responsible for the effective implementation of the Scheme viz. District Programme Officer (DDPO) at the district level and Block Development and Panchayat Officers (BDPOs) at the block level. Keeping in view the role assigned under the Scheme to this set of respondents and also because of their small number (only nine respondents), it was decided to obtain information from this set of respondents through interview method. Information so obtained has been tabulated and analysed in Section-4.3 of this chapter.

#### **4.1 Beneficiaries under MNREGA**

Interview Schedule-I (kindly refer Annexure-1 of this Report) was administered to the beneficiaries under the Scheme. Their responses to the interview schedule are tabulated and analysed in the present section.

##### ***4.1.1 Awareness about the Scheme***

Success of any scheme depends on the level of awareness of the people about its provisions and Mahatma Gandhi National Rural Employment Guarantee Scheme is no exception to it. The investigator, therefore, tried to adjudge the level of awareness of the people about its main provisions. It was observed that all the respondents were acquainted with the Scheme though they were not clear about the nomenclature of the Scheme, some of them called it '*Sarkari Kam*' while others called it '100 days work' Scheme. To know their level of awareness about the Scheme, the respondent beneficiaries were requested to relate some of the features of the Scheme. For rating the level of awareness of the respondents, following three-fold criteria have been devised:

<b>Criteria</b>	<b>Level of Awareness</b>
Those who could relate only up to two provisions of the Scheme	Low
Those who could relate only up to four provisions of the Scheme	Moderate
Those who could relate more than four provisions of the Scheme	High

Responses of the beneficiaries regarding their level of awareness are tabulated below and analysed thereafter.

**Table-4.1.1**  
**Response Distribution Regarding Awareness about the Scheme**

<b>Blocks</b>	<b>Respondents Who Could Relate:</b>				
	<b>One Feature only</b>	<b>Up to Two Features only</b>	<b>Up to Three Features only</b>	<b>Up to Four Features only</b>	<b>Above Four Features</b>
Mahindergarh	12 (40)	13 (43.34)	2 (6.67)	1 (3.33)	2 (6.66)
Narnaul	16 (53.34)	11 (36.67)	1 (3.33)	1 (3.33)	1 (3.33)
Ambala-I	18 (60)	9 (30)	3 (10)	-	-
Ambala-II	11 (36.67)	14 (46.67)	4 (13.33)	-	1 (3.33)
Dadri-I	20 (66.67)	4 (13.34)	2 (6.66)	2 (6.66)	2 (6.66)
Dadri-II	19 (63.33)	7 (23.34)	1 (3.33)	3 (10)	-
<b>Total</b>	<b>96</b> <b>(53.33)</b>	<b>58</b> <b>(32.22)</b>	<b>13</b> <b>(7.22)</b>	<b>7</b> <b>(3.89)</b>	<b>6</b> <b>(3.34)</b>
<b>Level of Awareness</b>	<b>154</b> <b>(85.55)</b> <b>Low</b>		<b>20</b> <b>(11.11)</b> <b>Moderate</b>		<b>6</b> <b>(3.34)</b> <b>High</b>

Note: Figures in parentheses represent percentages

It is evident from Table 4.1.1 that 53.33 per cent of the respondents could relate only one feature of the Scheme. Highest numbers of respondents who could relate only one feature of the Scheme were from Dadri-I block (66.67 per cent). There were 32.22 percent respondents who could relate only up to two features of the Scheme and the highest number of such respondents (46.64 per cent) hailed from Ambala-II block.

The table also shows that 7.22 percent respondents could relate only up to three features of the Scheme and the highest number of respondents (13.34 per cent) in this category belonged to Ambala-II block. The number of respondents who could relate up to four features was 3.88 per cent. To this category the highest numbers of

respondents hailed from Dadri-II block and their number was 10 per cent. There were only 3.33 per cent respondents who were able to relate more than four features of the Scheme. The highest number of respondents (6.66 per cent) in this category belonged to Dadri-I and Mahindergarh block and 3.33 per cent respondents hailed from Narnaul and Ambala-II blocks.

It is also discernible from the Table-4.1.1 that on the basis of above stated three-fold criteria of level of awareness; about  $\frac{3}{4}$  of the respondents (85.55 per cent) replied about minimum ratio of consciousness about the provisions of the act. 11.11 per cent beneficiaries have reasonable awareness towards the provisions of the Scheme. Further, only 3.34 per cent beneficiaries have maximum level of awareness towards the Scheme.

#### ***4.1.2 Issue of Job Cards***

As provided in Schedule II of the Act, all the mature members of the rural families may apply for employment in the case if they want to do unskilled work under the scheme. The willing households will have to confirm their registration first to the local Gram Panchayat either in verbal form or in written. It is the duty of the Gram Panchayat that after proper verification, a job card will provide to the household as a whole. That job card will cover the photograph of each mature member of the families who wish to do work under the act. Regularly updated job card with snap is free of cost. The job card is permanently keeping by the beneficiaries personally which confirm transparency and accountability. If the panchayat functionaries demand the job card for updation of record, it must be give back on the same day after the completion of the entries. It is a punishable offence under Section 25 of the Act that if any of the panchayat functionaries put the job card in their custody in the absence of any genuine reason.

The researcher enquired from the beneficiaries whether they were issued job cards. They were also enquired about the time taken for issuing the job cards as also whether the job cards were regularly updated. The answers of the beneficiaries are highlighted in Table-4.1.2 and analysed below.

As per the responses from the table 4.1.2, 74.44 per cent of the respondents answered in affirmative when enquired whether job cards were issued to them. The highest number of such respondents (90%) belonged to Ambala-II block. The remaining 25.56 per cent of the respondents claimed that job cards were not issued to

them even after completion of the work. Highest number of such respondents (36.67) belonged to Narnaul block and the lowest (10%) belonged to Ambala-II block. Those 74.44 per cent respondents (134 in number) who claimed that job cards were issued to them were further enquired about updating of their job cards. But most of the beneficiaries were illiterate. They could not relate whether their job cards were regularly updated or not.

**Table-4.1.2**

<b>Response Distribution Regarding Issue of Job Cards</b>						
<b>N=180</b>						
<b>Blocks</b>	<b>Was Job Card Issued</b>			<b>If yes, Regularly Updated</b>		
	<b>Yes</b>	<b>No</b>	<b>Total</b>	<b>Yes</b>	<b>No</b>	<b>Total</b>
<b>n=134</b>						
Mahinder-garh	22 (73.33)	8 (26.67)	30	12 (54.44)	10 (45.46)	22
Narnaul	19 (63.33)	11 (36.67)	30	12 (63.15)	7 (36.85)	19
Ambala-I	25 (83.33)	5 (16.67)	30	16 (64)	9 (36)	25
Ambala-II	27 (90)	3 (10)	30	17 (62.96)	10 (37.04)	27
Dadri-I	20 (66.67)	10 (33.33)	30	7 (35)	13 (65)	20
Dadri-II	21 (70)	9 (30)	30	10 (47.61)	11 (52.39)	21
<b>Total</b>	<b>134</b> <b>(74.44)</b>	<b>46</b> <b>(25.56)</b>	<b>180</b>	<b>74</b> <b>(55.22)</b>	<b>60</b> <b>(44.78)</b>	<b>134</b>

Note: Figures in parentheses represent percentages

Thus, to ensure whether the job cards were updated or not, the beneficiaries were requested to show their job cards. It was observed that details regarding date of issue, dates of assigning work, attendance etc. was not filled in 44.48 per cent job cards. The highest number of such respondents belonged to Dadri-I block (65 per cent) and the minimum number of such beneficiaries hailed to Ambala-I block with 36 per cent responses. The maximum number of updated job cards was found in Ambala-I block (64 per cent) which showed accountability of panchayat functionaries and transparency in implementation of the Scheme.

#### **4.1.3 Allocation of Work**

As per the provision of Section-V of the Mahatma Gandhi National Rural Employment Guarantee Act that if a job card holder submits a written application for

work under the scheme to the Gram Panchayat, in response the gram panchayat will give a dated receipt as a receiving, which will provide employment surety within 15 working days. If the gram panchayat is unable to provide work within 15 days, it is the responsibility of the state government that unemployment allowance has to be paid regularly and it must be in cash.

The researcher takes responses of the beneficiaries under the Scheme whether they were received work within the specified period of 15 days when they submitted their application to work under the scheme. The beneficiaries who gave response of this query in negative were additional requested to give information about unemployment allowance whether it was given to them for the period beyond 15 days. The responses to the two questions are presented in Table-4.1.3 and analysed below.

**Table-4.1.3**

<b>Frequency Distribution Regarding Allocation of Work</b>						
<b>N=180</b>						
<b>Blocks</b>	<b>Whether Work was Provided Within 15 days</b>			<b>If not, Whether Unemployment Allowance was Paid</b>		
	<b>Yes</b>	<b>No</b>	<b>Total</b>	<b>Yes</b>	<b>No</b>	<b>Total</b>
<b>n=58</b>						
Mahinder garh	14 (46.66)	16 (53.33)	30	0 (0.00)	16 (100)	16
Narnaul	18 (60)	12 (40)	30	0 (0.00)	12 (100)	12
Ambala-I	22 (73.33)	8 (26.67)	30	0 (0.00)	8 (100)	8
Ambala-II	24 (80)	6 (20)	30	0 (0.00)	6 (100)	6
Bawani Khera	21 (70)	9 (30)	30	0 (0.00)	9 (100)	9
Siwani	23 (76.67)	7 (30)	30	0 (0.00)	7 (100)	7
<b>Total</b>	<b>122 (67.78)</b>	<b>58 (32.22)</b>	<b>180</b>	<b>0 (0.00)</b>	<b>58 (100.00)</b>	<b>58 (100.00)</b>

Note: Figures in parentheses represent percentages

As is exhibited from Table 4.1.3, 67.78 per cent respondents stated that the work was provided to them within the postulated period of 15 days when they submitted their application for looking for work. The remaining 32.22 per cent respondents claimed that the work was not provided to them within the stipulated duration of 15 days. It is important to note that as many as 53.33 per cent of the respondents in Mahindergarh block also claimed about unavailability of work during

the agreed period of 15 days which was maximum in number. Maximum number of the beneficiaries belonged to Ambala-II block those who provided employment within 15 days. So, panchayat functionaries of Ambala-II block were more accountable in providing work.

All the 32.22 per cent respondents, who claimed that they were not assigned work within the stipulated period of 15 days, answered in negative when enquired as to whether they were provided unemployment allowance. There also exist a provision in the Act that work should be provided within 5 km radius of the village else extra wages @ 10 per cent are payable. Therefore, the researcher enquired the beneficiaries about the location of the worksite to which all of them stated that work was provided to them within 5 km radius of their village and therefore, the question of payment of extra wages did not arise.

#### **4.1.4 Hundred Days Employment**

According to chapter III, Section 4 of the Act, for the purposes of giving effect to the provisions of section 3, every State Government shall within six months from the date of commencement of this Act, by notification, make a scheme for providing not less than one hundred days of guaranteed employment in a financial year to every household in the rural areas covered under the Scheme and whose adult members, by application volunteer to do unskilled manual work.

**Table-4.1.4  
Distribution of Responses Regarding Hundred Days Employment**

<b>Blocks</b>	<b>Whether Provided Hundred days Employment</b>		<b>N=180</b>
	<b>Yes</b>	<b>No</b>	<b>Total</b>
Mahindergarh	14 (46.67)	16 (53.33)	30
Narnaul	9 (30)	21 (70)	30
Ambala-I	19 (63.33)	11 (36.67)	30
Ambala-II	21 (70)	9 (30)	30
Dadri-I	18 (60)	12 (40)	30
Dadri-II	08 (26.67)	22 (72.33)	30
<b>Total</b>	<b>89 (49.44)</b>	<b>91 (51.56)</b>	<b>180</b>

Note: Figures in parentheses represent percentages

The investigator enquired the beneficiaries under the Scheme whether they were provided 100 days' work in a financial year. The responses of the respondents are presented in Table-4.1.4 and analysed below.

It is obvious from the table that 51.56 per cent of the beneficiaries claimed that they were not provided 100 days work under the Scheme. Highest number of such respondents has been in Dadri-II block as 72.33 per cent of the beneficiary respondents of this block stated that the work was not provided to them for 100 days in a financial year. Only 49.44 per cent of the beneficiary respondents accepted that they were provided 100 days employment in a financial year. Maximum number of such respondents belonged to Ambala-II block as 70 per cent of the respondents of this block expressed that they were provided hundred days work in a financial year.

#### **4.1.5 Periodicity of Payment of Wages**

According to Chapter II, Section I, of the National Rural Employment Guarantee Act, wages have to be disbursed on weekly basis and not beyond a fortnight through bank account/ post office. The researcher, therefore, enquired the beneficiaries of the Scheme about periodicity of payment of wages.

**Table 4.1.5**

#### **Distribution of Responses Regarding Payment of Wages**

<b>Blocks</b>	<b>Whether wages paid through Bank/Post Office</b>			<b>If Yes, Regularly Paid</b>		
	<b>Yes</b>	<b>No</b>	<b>Total</b>	<b>Yes</b>	<b>No</b>	<b>Total</b>
				<b>N=180 n=180</b>		
Mahinder garh	30	0 (0.00)	30	5 (16.67)	25 (83.33)	30
Narnaul	30	0 (0.00)	30	3 (10)	27 (90)	30
Ambala-I	30	0 (0.00)	30	12 (40)	18 (60)	30
Ambala-II	30	0 (0.00)	30	9 (30)	21 (70)	30
Dadri-I	30	0 (0.00)	30	7 (23.33)	23 (76.67)	30
Dadri-II	30	0 (0.00)	30	5 (16.67)	25 (83.33)	30
<b>Total</b>	<b>180</b> <b>(100)</b>	<b>0</b> <b>(0.00)</b>	<b>180</b>	<b>41</b> <b>(22.78)</b>	<b>139</b> <b>(77.22)</b>	<b>180</b> <b>(100.00)</b>

Note: Figures in parentheses represent percentages



The responses of the beneficiaries are presented in above Table-4.1.5 and analysed. None of the beneficiaries stated that they received payment of their wages for doing work under the Scheme on weekly basis. Only 22.78 per cent beneficiaries stated that payment of wages was made to them on fortnightly basis (Table-4.1.5). Vast majority of beneficiaries (77.22 per cent) stated that wages were not paid to them regularly. Sometimes wage payment takes two –three months which is responsible for decreasing the interest of beneficiaries towards the scheme. The maximum number of beneficiaries belonged to Ambala-I block (40 per cent) who responded that they received wages regularly. Narnaul block of Mahendergarh district was on lowest position in the field of providing wages regularly to the beneficiaries.

#### ***4.1.6 Worksite Facilities***

The Act<sup>3</sup> prescribes that the facilities of safe drinking water, shade for children and periods of rest, first aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being performed shall be provided at the work sites. In case the numbers of children below the age of six accompanying the women working at any site are five or more, provisions shall be made to depute one of such women worker to look after such children.

The researcher enquired the beneficiaries whether the above listed worksite facilities were being provided to them. Those beneficiaries who responded to this question in affirmative were also enquired as to which of the above listed four facilities existed at the worksite where they have been working. The responses of the beneficiaries in regard to the above two questions are presented in Table-4.1.6 below and analysed thereafter.

62.22 per cent of the respondents agreed that the worksite facilities are being provided to them. Highest number of such respondents has been in Ambala-I block as 83.33 per cent of the beneficiary respondents of this block agreed that the worksite facilities are being provided to them and the lowest number of such beneficiaries belonged to Narnaul block (46.67 per cent). These 62.22 per cent respondents were further enquired as to which of the facilities are being provided to them. In response to this question, 73.21 per cent of those respondents who agreed that worksite

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<sup>3</sup> Schedule II, Sections 27 & 28 of the MNREG Act, 2005

facilities are being provided to them stated that facility of drinking water has been provided to them.

**Table 4.1.6**

**Distribution of Responses Regarding Worksite Facilities**

Blocks	Whether Worksite Facilities Provided		Total	If yes, Number of Facilities			Total
	Yes	No		Drinking Water	Medical Aid	Shade & Crèche	
	n=112						
Mahindergarh	16 (53.33)	14 (46.67)	30	12 (75)	4 (25)	0 (0.00)	16
Narnaul	14 (46.67)	16 (53.33)	30	8 (57.14)	6 (42.86)	0 (0.00)	14
Ambala-I	25 (83.33)	5 (16.67)	30	18 (72)	7 (28)	0 (0.00)	25
Ambala-II	21 (70)	9 (30)	30	14 (66.67)	7 (33.33)	0 (0.00)	21
Dadri-I	19 (63.33)	11 (36.67)	30	16 (84.21)	3 (15.79)	0 (0.00)	19
Dadri-II	17 (56.67)	13 (43.33)	30	14 (82.36)	3 (16.64)	0 (0.00)	17
<b>Total</b>	<b>112</b> <b>(62.22)</b>	<b>68</b> <b>(37.78)</b>	<b>180</b> <b>(100)</b>	<b>82</b> <b>(73.21)</b>	<b>30</b> <b>(26.78)</b>	<b>0</b> <b>(0.00)</b>	<b>112</b>

Only 26.78 per cent of beneficiaries who responded that worksite facilities are being provided to them specified that the facility of medical aid was available for them. It is interesting to note that none of the respondents has been provided the facility of shade at worksite and crèche at the worksite.

**4.1.7 Citizen Information Board**

As per section of the Act that the implementing agencies have to display a citizen information board on the worksite and the board contain complete information about sanctioned amount, magnitudes of the work and other necessary details of the work. In the given section replies regarding occurrence of citizen information board at the workplaces are presented and analysed thereafter.

As is exhibited from table 4.1., 32.22 per cent respondents stated in positive manner about the presence of citizen information board at the work sites. The uppermost respondents in this regard belonged to Ambala-II block (63.33 per cent) and the lowest number of respondents belonged to Narnaul block (13.33 per cent). On

the other side, 58.09 per cent respondents responded that the citizen information board was not displayed on any worksite where they worked.

**Table-4.1.7**

**Distribution of Responses Regarding Citizen Information Board**

Block	N=180					
	Whether the citizen information board available on worksites			If yes, whether all the information regarding work displayed		
	Yes	No	Total	Yes	No	Total
Mahindergarh	5 (16.67)	25 (83.33)	30	5 (100)	0 (00.00)	5
Narnaul	4 (13.33)	26 (86.67)	30	3 (75.00)	1 (25.00)	4
Ambala-I	13 (43.33)	17 (56.67)	30	10 (76.92)	3 (23.08)	13
Ambala-II	19 (63.33)	11 (36.67)	30	14 (73.69)	5 (26.31)	19
Dadri-I	8 (26.67)	22 (73.33)	30	5 (62.5)	3 (37.5)	8
Dadri-II	9 (30.00)	21 (70.00)	30	6 (66.67)	3 (33.33)	9
<b>Total</b>	<b>58</b> <b>(32.22)</b>	<b>122</b> <b>(58.09)</b>	<b>180</b>	<b>43</b> <b>(74.13)</b>	<b>15</b> <b>(25.87)</b>	<b>58</b>

The maximum number of respondents who denied about presence of citizen information board belonged to Narnaul block of Mahindergarh district. The least number of respondents related to Ambala-II block (36.67per cent) who responded in negative for the display of complete information hording at the work place. When the beneficiaries who responded in affirmative regarding the availability of citizen information board at the worksites were further inquired about all the information displayed on it than 74.13 per cent of the beneficiaries' responded positive.

Maximum number of such beneficiaries belonged to Mahindergarh block and minimum number of such beneficiaries belonged to Dadri-I block. Lack of complete information on citizen information board showed loopholes in transparency in implementation of the scheme.

**4.1.8 Social Audit**

'Social audit' is an advanced aspect of the Mahatma Gandhi National Rural Employment Guarantee Act. Social audit is platform by which the potential

beneficiaries and other shareholders receive an opportunity for their involvement at every stage: from the initial stage which include planning to the implementation, middle stage i.e. monitoring and final stage of evaluation. This process helps in certifying that the activity is planned and implemented in a style that is most suited to the fundamental conditions, properly reflects the priorities and likings of those affected by it and most efficiently serves public interest.<sup>4</sup>

It is an impressive manner for ensuring transparency and liability under the act. The procedure of Social Audit have a combination of people’s involvement and monitoring with the necessities of the audit discipline, where the Gram Sabha requires inputs and facilitation for skill development and making informed decisions, for carrying out social audits successfully and effectively. Social Audit is a continuous process of public vigilance; the mandatory assembly of the Gram Sabha held every six months for this purpose may be called the ‘Social Audit Forum’.

**Table-4.1.8  
Distribution of Responses Regarding Social Audit**

<b>Block</b>	<b>Whether the Social Audit conducted at least in six months at the gram sabha meetings</b>		
	<b>Yes</b>	<b>No</b>	<b>Total</b>
Mahindergarh	18 (60.00)	12 (40.00)	30
Narnaul	16 (53.33)	14 (46.67)	30
Ambala-I	24 (80.00)	6 (20.00)	30
Ambala-II	21 (70.00)	9 (30.00)	30
Dadri-I	14 (46.67)	16 (53.33)	30
Dadri-II	6 (20.00)	24 (80.00)	30
<b>Total</b>	<b>99 (55)</b>	<b>81 (45)</b>	<b>180</b>

In present section, responses of beneficiaries regarding social audit are presented and explained. As is demonstrated from the table 4.1.8, the investigator questioned from the beneficiaries about the social audit directed by the gram sabha at least in six months and 55 per cent beneficiaries replied in affirmative and highest

<sup>4</sup> The National Rural Employment Guarantee Act, 2005 (NREGA): Operational Guidelines (3rd Edition), Ministry of Rural Development, Department of Rural Development, Government of India, New Delhi, 2008, p.61

number of such beneficiaries belonged to Ambala- I block (80 per cent) of Ambala district and the minimum number of such respondents belonged to Dadri-II block. 45 per cent of the respondents replied that social audit of MGNREGS works was not directed by their gram sabha. Uppermost number of such beneficiaries belonged Dadri –II block (80per cent) of Bhiwani district.

So, the responses represented that about half of the beneficiaries were unable to perform their in role social accountability.

#### **4.1.9 Availability of muster roll at worksites**

As per Section 4(3), Schedule- I (17) of MGNREGA, it is the responsibility of the implementing authority that a print of muster rolls related with every project of the Scheme must be obtainable at the work sites, in the offices of the gram panchayat and the Programme officer for community scrutiny. The present section is giving details of responses regarding obtainability of muster roll at worksites and explained thereafter.

**Table-4.1.9**

#### **Distribution of Responses Regarding Availablity of muster roll at worksites**

**N=180**

<b>Block</b>	<b>Whether the muster roll available on the worksites</b>		
	<b>Yes</b>	<b>No</b>	<b>Total</b>
Mahindergarh	13 (43.33)	17 (56.67)	30
Narnaul	16 (53.33)	14 (46.67)	30
Ambala-I	21 (70.00)	9 (30.00)	30
Ambala-II	23 (76.67)	7 (23.33)	30
Dadri-I	19 (63.33)	11 (36.67)	30
Dadri-II	20 (66.67)	10 (33.33)	30
<b>Total</b>	<b>112</b> <b>(62.22)</b>	<b>68</b> <b>(37.78)</b>	<b>180</b>

Note: Figures in parentheses represent percentages

As is presented from the table 4.1.9, 62.22 per cent of the respondents stated that the muster rolls were available on the worksites during the work. Minimum number of such respondents belonged to Mahindergarh block (43.33per cent) and

76.67 per cent beneficiaries of Ambala-II block responded that muster roll was available on the worksites of MGNREGS which was maximum in number. Overall 37.78 per cent respondents replied that the muster roll was not available at the worksites. When the beneficiaries who responded in affirmative about the presence of muster rolls at the worksites further inquired about the completion of muster roll at the worksites by the mate then they clearly denied about any information in that concern and responded that it was not allow to them to go through the entries of muster rolls.

#### 4.1.10 Final Measurement of the Work

According to the provision of the act, the ultimate measurement of the work done by the junior engineer is accessible for public inquiry regularly at the work places. For evaluating transparency the replies of the beneficiaries regarding their attendance at the worksite during ultimate measurement and obtainability of records of final measurement whole time at the worksites were acquired and clarified subsequently.

**Table-4.1.10**

**Distribution of Responses Regarding Final Measurement of the Work**  
N=180

Block	Whether you present at the time of final measurement of your work		
	Yes	No	Total
Mahindergarh	7 (23.33)	23 (76.67)	30
Narnaul	4 (13.33)	26 (86.67)	30
Ambala-I	13 (43.33)	17 (56.67)	30
Ambala-II	9 (30.00)	21 (70.00)	30
Dadri-I	5 (16.67)	25 (83.33)	30
Dadri-II	8 (26.67)	22 (73.33)	30
<b>Total</b>	<b>46</b> <b>(25.56)</b>	<b>134</b> <b>(74.44)</b>	<b>180</b>

As is expressed from the table, that 74.44 per cent respondents answered that they were not present on the worksites when final measurement of their work was

done by JE and 25.56 per cent beneficiaries responded in affirmative. Maximum number of beneficiaries who denied about their presence was hailed from Narnaul block (86.67 per cent) of Mahindergarh district and minimum respondents hailed to Ambala-I block (56.67 per cent). When such respondents who denied about their presence at the final measurement further inquired about their satisfaction towards measurement approx. 55 per cent of them were not satisfied but they never complaint against it. All the respondents denied about availability of records of final measurement for public scrutiny all the times.

#### **4.1.11 Development Plans**

As per Section 16(3)(4) of the Act, each Gram Panchayat is requisite to formulate a development plan<sup>5</sup> and keep a shelf of works and forward the advance plan to the Programme Officer for analysis and to take preliminary approval to the beginning of the year for which the proposal was forwarded. The researcher collected the responses of the beneficiaries about their Panchayat functionaries whether they ready development plan for the corresponding village before the starting of the financial year and applied the plan after required approvals. About 70 per cent of the beneficiaries claimed their ignorance in that concern and 30 per cent of the beneficiaries claimed that the panchayat functionaries of their village prepared development plans in gram sabha meetings and maintain the shelf of projects on priority basis.

#### **4.1.12 Motivation by Panchayat functionaries**

As is exhibited from table 4.1.12, 77.78 per cent beneficiaries responded that they were motivated by the panchayat functionaries for work under the scheme. The highest number of the respondents belonged to Ambala –I block (90 per cent) who received motivation from the panchayat functionaries and the smallest number of such beneficiaries belonged to Ambala-II block (70 per cent). On the other hand 22.22 per cent beneficiaries responded that they were not motivated by the Panchayat functionaries. When such respondents further inquired about their source of motivation then they responded that they got information about work from their fellow workers.

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<sup>5</sup> Development Plan is an Annual Work Plan that should comprise a shelf of projects for each village with administrative and technical approvals so that works can be started as soon as there is a demand for work.

**Table-4.1.12****Distribution of Responses Regarding Motivation by Panchayat functionaries**  
**N=180**

<b>Block</b>	<b>Whether you were motivated by panchayat functionaries for work under the Scheme</b>		
	<b>Yes</b>	<b>No</b>	<b>Total</b>
Mahindergarh	25 (83.33)	5 (16.67)	30
Narnaul	22 (73.33)	8 (26.67)	30
Ambala-I	27 (90.00)	3 (10.00)	30
Ambala-II	21 (70.00)	9 (30.00)	30
Dadri-I	22 (73.33)	8 (26.67)	30
Dadri-II	23 (76.67)	7 (23.33)	30
<b>Total</b>	<b>140</b> <b>(77.78)</b>	<b>40</b> <b>(22.22)</b>	<b>180</b>

**4.2 Panchayat Functionaries**

Gram Panchayats have been assigned a significant role in the implementation of the Scheme. Gram Panchayats are the chief implementing agencies of the Scheme. Besides, they also play an important role in the project formulation as also in the supervision of the projects under the Scheme. Gram panchayats have been given the responsibility to identify the projects in the area of gram panchayat under the Scheme as per the approvals of the Gram Sabha and for implementing and administering such works<sup>6</sup>. Gram panchayats are also obligatory to keep several records under the Scheme.<sup>7</sup>

Considering this fact, an Interview Schedule was prepared (kindly refer Annexure-2 to this Report) and administered to the Sarpanches or Panchayat Secretaries, who divulged information in the capacity of panchayat functionaries. The responses of this category of respondents were recorded, systematized, tabulated and analysed in this section.

<sup>6</sup> Section-16, Chapter IV of the Mahatma Gandhi National Rural Employment Guarantee Act, 2005

<sup>7</sup> The details of the role which Gram Panchayats which have been assigned and to play have been discussed in section 2.4 in Chapter-2 of this Report.



#### **4.2.1 Awareness about the Scheme**

Awareness about the features of the Scheme or programme is fundamental to its successful implementation and Mahatma Gandhi National Rural Employment Guarantee Scheme is no exception to it. Panchayat functionaries should be aware about the main provisions of the Scheme as gram panchayats are the chief implementing agencies of the Scheme. Keeping this fact in view, the investigator requested the panchayat functionaries of the selected villages to relate some important provisions of the Scheme.

On the basis of the responses, the level of awareness of the respondents has been rated as low, moderate and high on the basis of the following three-fold criteria:

<b>Criteria</b>	<b>Level of Awareness</b>
Those who could relate only up to two provisions of the Scheme	Low
Those who could relate only up to four provisions of the Scheme	Moderate
Those who could relate more than four provisions of the Scheme	High

Responses of the panchayat functionaries regarding their level of awareness are tabulated and analysed below.

As is obvious from the table 4.2.1, there was no respondent who could relate 'only one feature' and 'only up to two features' of the Scheme. 33.33 per cent of the respondents could relate 'only up to three features' of the Scheme. These respondents belonged to Mahindergarh, Narnaul, Dadri-I and Dadri-II blocks were in equal proportion. 41.67 per cent of the respondents were in a position to relate 'only up to four features' of the Scheme and they belonged in equal number to the five blocks viz. Mahindergarh, Narnaul, Ambala-II, Dadri-I and Dadri-II blocks.

There were 25 per cent respondents, two-third of whom hailed from the Ambala-I and one-third from Ambala-II block, who related more than four features of the Scheme.

**Table-4.2.1**  
**Distribution of Responses Regarding Awareness**

**N=12**

<b>Blocks</b>	<b>Respondents Who Could Relate</b>				
	<b>One Feature only</b>	<b>Up to Two Features only</b>	<b>Up to Three Features only</b>	<b>Up to Four Features only</b>	<b>More than Four Features</b>
Mahendergarh	0 (0.00)	0 (0.00)	1 (50.00)	1 (50.00)	0 (0.00)
Narnaul	0 (0.00)	0 (0.00)	1 (50.00)	1 (50.00)	0 (0.00)
Ambala-I	0 (0.00)	0 (0.00)	0 (0.00)	0 (0.00)	2 (100.00)
Ambala-II	0 (0.00)	0 (0.00)	0 (0.00)	1 (50.00)	1 (50.00)
Dadri-I	0 (0.00)	0 (0.00)	1 (50.00)	1 (50.00)	0 (0.00)
Dadri-II	0 (0.00)	0 (0.00)	1 (50.00)	1 (50.00)	0 (0.00)
<b>Total</b>	<b>0</b> <b>(0.00)</b>	<b>0</b> <b>(0.00)</b>	<b>4</b> <b>(33.33)</b>	<b>5</b> <b>(41.67)</b>	<b>3</b> <b>(25)</b>
<b>Level of Awareness</b>	<b>0</b> <b>(0.00)</b> <b>Low</b>		<b>9</b> <b>(75)</b> <b>Moderate</b>		<b>3</b> <b>(25)</b> <b>High</b>

Note: Figures in parentheses represent percentages

Analysing the above data on the basis of three-fold criteria as laid down above, it may be concluded that more 75 per cent of the respondents had moderate level of awareness and only 25 per cent of the Panchayat functionaries were found to have high level of awareness about the provisions of the Scheme.

#### **4.2.2 Issue of Job Cards**

According to Schedule II, Section V of the Act, the Gram Panchayat after due verification, issue a job card to the households as a whole. The investigator enquired the Panchayat functionaries whether all the households, who applied for the job cards, were issued the same. To this, all the Panchayat functionaries of the selected villages responded in affirmative. But as observed before, one-fourths of the beneficiary

respondents reported that they were not issued job cards. When this fact was placed before the Panchayat functionaries, they later claimed that job cards could not be issued to those beneficiaries who do not cooperate. Thus, some of the beneficiaries do not furnish required documents such as copy of their ration card; the beneficiaries also do not turn up for photographs on the appointed day and time nor do they provide photographs of the adult members of the households. It was claimed that job cards could not be issued only in the case of such beneficiaries.

#### ***4.2.3 Allocation of Work***

According to Section V of the Act, the Gram Panchayat has to provide work to those job card holders who seek employment under the Scheme within 15 days if a job card holder submits a written application for employment to the Gram Panchayat. If the employment is not provided within 15 days, daily unemployment allowance in cash has to be paid. Liability of payment of unemployment allowance is of the States.

The investigator enquired the beneficiaries under the Scheme whether they were provided work within the stipulated period of 15 days after they submitted their request for providing work. Those 32.22 per cent (section 4.1.3) beneficiaries who responded to this question in negative were further enquired whether unemployment allowance was given to them for the period exceeding 15 days and they denied about payment of any unemployment allowance to them but all the Panchayat functionaries claimed that they have been providing work to all those who applied for employment under the Scheme within the stipulated period of 15 days . Since all the employment seekers were provided work within the stipulated time frame, the question of payment of unemployment allowance did not arise, they contended. The functionaries mentioned that there are not many people who are ready to work continuously for 14 days as stipulated in the Scheme and that they have even to motivate them to come forward to accept the work offer. The functionaries also held that majority of the employment seekers are willing to work for a short duration of two-three days and whenever they get work in the open market, they discontinue working on the Scheme.

#### ***4.2.4 Hundred Days Employment***

As indicated earlier in Section-4.1.4 before, the most important provision of the Act is that it guarantees 100 days employment to those who offer to do unskilled work.<sup>8</sup> Therefore, the investigator enquired from the Panchayat functionaries as to

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<sup>8</sup> Section 4(1), Chapter-III, MNREG Act, 2005

whether they provided 100 days' work in a financial year to all those employment seekers who are ready to do unskilled work. The responses of the functionaries to this provision of the Scheme are recorded in Table-4.2.4 below.

**Table-4.2.4**  
**Distribution of Responses Regarding Providing 100 Days Work**

Blocks	Whether provided 100 Days Work		Total	If not, Reasons thereof	
	Yes	No		Work not Available	Unwillingness of regular 14 days' Work
	n=8				
Mahindergarh	0 (0.00)	2 (100.00)	2	1 (50.00)	1 (50.00)
Narnaul	1 (50.00)	1 (50.00)	2	1 (100.00)	0 (0.00)
Ambala-I	1 (50.00)	1 (50.00)	2	1 (100.00)	0 (0.00)
Ambala-II	0 (0.00)	2 (100.00)	2	0 (0.00)	2 (100.00)
Dadri-I	1 (50.00)	1 (50.00)	2	0 (0.00)	1 (100.00)
Dadri-II	1 (50.00)	1 (50.00)	2	1 (100.00)	0 (0.00)
<b>Total</b>	<b>4</b> <b>(33.33)</b>	<b>8</b> <b>(66.67)</b>	<b>12</b>	<b>4</b> <b>(50.00)</b>	<b>4</b> <b>(50.00)</b>

As many as 66.67 per cent of the Panchayat functionaries admitted that they could not arrange 100 days of work to the unemployed. Maximum number of panchayat functionaries belonged to Mahindergarh and Ambala-I block who were unable to provide hundred days work to the beneficiaries under the scheme. These 66.67 percent respondents were requested to enlist the reasons thereof. 50 per cent of those respondents who admitted that they could not provide work to the unemployed stated that they find it difficult to create work. The remaining 50 per cent of such respondents claimed that unemployed people are not ready to do regular work for 14 days continuously, as has been required under the Scheme.

#### **4.2.5 Payment of Wages**

Chapter Second, Section first of the MGNREGA provides that wages has to be paid within a week and it must not exceed the time period of fifteen days. If the time period of the wage payment exceed from the stated period under the Scheme, the

manual workers shall be a right to receive payment of reimbursement as per the provisions of the Payment of Wages Act, 1936.<sup>9</sup>

The investigator enquired the Panchayat functionaries as to whether wages in their respective villages were being paid within the stipulated period of 15 days. Those functionaries who answered to this question in negative were requested to state the reasons thereof. The answers of the panchayat functionaries are accessible in Table-4.2.5 and analysed below.

**Table-4.2.5**  
**Dispersal of Replies Concerning Payment of Wages**

Blocks	Whether Wages Paid On fortnightly basis		Total	If no, What was the reason n=8	
	Yes	No		Lengthy procedure	Delay in measurement
Mahindergarh	0 (0.00)	2 (100)	2	1 (50)	1 (50)
Narnaul	0 (0.00)	2 (100)	2	2 (100)	0 (0.00)
Ambala-I	1 (50)	1 (50)	2	0 (0.00)	1 (50)
Ambala-II	2 (100)	0 (0.00)	2	0 (0.00)	0 (0.00)
Dadri-I	1 (50)	1 (50)	2	0 (0.00)	1 (50)
Dadri-II	0 (0.00)	2 (100)	2	0 (0.00)	2 (100)
<b>Total</b>	<b>4</b> <b>(33.33)</b>	<b>8</b> <b>(66.67)</b>	<b>12</b>	<b>3</b> <b>(37.5)</b>	<b>5</b> <b>(62.5)</b>

It is clear from the above table that 66.67 per cent of the Panchayat functionaries self-proclaimed that wages to the beneficiaries could not be paid within the stipulated period of 15 days. All the panchayat functionaries of Mahindergarh, narnaul and Dadri-II block accepted the delay in payment of wages more than the stipulated time period. On the other side, all the panchayat functionaries of Ambala-II block responded about timely payment of wages. These 66.67 per cent (8 in number) respondents were requested to enlist the reasons behind late payment of wages to the beneficiaries. About one-third of such functionaries who admitted that wages could not be paid within the stipulated period of 15 days stated that timely payment of wages could not be done due to the lengthy procedure and paucity of staff.

<sup>9</sup> Chapter II, Section I of the Mahatma Gandhi National Rural Employment Guarantee Act.

Remaining two-third of those functionaries who admitted that wages are paid beyond a period of 15 days stated and the main reason behind late payment of wages is the delay in measurement of work, which has to be done by the technical staff and is thus beyond their control. Unless they receive a report from that department, the bills cannot be prepared and this causes the delay in payment of wages to the labourers.

#### **4.2.6 Worksite Facilities**

As stated in Section-4.1.6 above, Schedule II of the Act provides that certain facilities<sup>10</sup> are to be provided at the worksite. Also, it has been observed in Section-4.1.6 above that 37.78 per cent beneficiaries claimed that no worksite facilities have been provided to them. And vast majority of the remaining 73.21 per cent beneficiaries stated that only water was made available at the name of worksite facilities.

Since the Gram Panchayat is a prominent role in arranging the worksite facilities, the investigator enquired the Panchayat functionaries about the facilities provided at the worksites. Initially, most of the functionaries claimed that they have been providing all the facilities at the worksites. However, when the version of the beneficiaries about non-availability of worksite facilities was related to them (the functionaries), they started giving lame excuses such as:

1. The workers do not need shades as they go back to their homes during the periods of rest.
2. Medical facilities existed in the Primary Health Centre in the village.
3. Crèche facility was not provided since there were only a few small children.
4. Water bottles were provided time-to-time at the worksites.

**4.2.7 Citizen Information Board** A citizen information board shall be displayed at the worksite giving details of sanctioned amount, work dimensions and other requisite details.<sup>11</sup>In this section responses regarding presence of citizen information board at the worksites are presented and explained thereafter.

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<sup>10</sup> The facilities include of safe drinking water, shade for children and periods of rest, first aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being performed are to be provided at the worksites. In case the numbers of children below the age of six accompanying the women working at any site are five or more, provisions shall be made to depute one of such women worker to look after such children.

<sup>11</sup>. Report to the People, 2006-2009, Mahatma Gandhi National Rural Employment Guarantee Act 2005, Ministry of Rural Development, Government of India, New Delhi, p.9.

**Table-4.2.7**  
**Distribution of Responses Regarding Citizen Information Board**  
**N=12**

<b>Blocks</b>	<b>Whether citizen Information Board display on worksites</b>		
	<b>Yes</b>	<b>No</b>	<b>Total</b>
Mahindergarh	1 (50.00)	1 (50.00)	2
Narnaul	0 (0.00)	2 (100.00)	2
Ambala-I	1 (50.00)	1 (50.00)	2
Ambala-II	2 (100.00)	0 (00.00)	2
Dadri-I	0 (00.00)	2 (100.00)	2
Dadri-II	1 (50.00)	1 (50.00)	2
<b>Total</b>	<b>5</b> <b>(41.67)</b>	<b>7</b> <b>(58.33)</b>	<b>12</b>

As is clear from the table 4.2.7, when the researcher inquired the panchayat functionaries about the display of citizen information board at the work sites then 41.67 per cent of them responded affirmative. The maximum number of such respondents belonged to Ambala-II block and all the respondents from Narnaul and Dadri-I block denied about display of the citizen information board at the work sites. When the panchayat functionaries who responded in affirmative further inquired about display of complete information on the citizen information board then they responded that they mention all the information on chart paper and hang it on nearby tree.

#### **4.2.8 Social Audit**

‘Social audit’ is an innovative feature of the National Rural Employment Guarantee Act. It is an on-going process through which the potential beneficiaries and other stakeholders of an activity or project are involved at every stage: from the planning to the implementation, monitoring and evaluation. This process helps in ensuring that the activity or project is designed and implemented in a manner that is most suited to the prevailing (local) conditions, appropriately reflects the priorities and preferences

of those affected by it and most effectively serves public interest.<sup>12</sup> Social Audit process is to be conducted in every Gram Panchayat (GP) at least once in six months, involving a mandatory review of all aspects.

Social Audit is an effective means for ensuring transparency, participation, consultation and accountability under MGNREGA. The process of Social Audit combines people's participation and monitoring with the requirements of the audit discipline. The process of Social Audit process is not concerned to highlight the fault, but it is a process to drawn the facts. It is the duty of the Auditor to 'investigate' by cross-checking the reality and particulars in the records from the beneficiaries and cross verification of the work place. The investigator enquired the Panchayat functionaries whether some social audit of the works undertaken under the Scheme was ever conducted in their respective villages and if yes, whether any irregularity was highlighted during the process of social audit. The responses of the functionaries about social audit exposed in table 4.2.8 explained later.

**Table-4.2.8**  
**Distribution of Responses Regarding Social Audit**

Blocks	Whether Social Audit Conducted Regularly		Total	If Yes, was the Previous Agenda Publized	
	Yes	No		Yes	No
				n=4	
Mahindergarh	1 (50.00)	1 (50.00)	2	0 (0.00)	1 (100.00)
Narnaul	0 (0.00)	2 (100.00)	2	0 (0.00)	0 (0.00)
Ambala-I	1 (50.00)	1 (50.00)	2	1 (100.00)	0 (0.00)
Ambala-II	1 (50.00)	1 (50.00)	2	1 (100.00)	0 (0.00)
Dadri-I	1 (50.00)	1 (50.00)	2	0 (0.00)	1 (100.00)
Dadri-II	0 (0.00)	2 (100.00)	2	0 (0.00)	0 (0.00)
<b>Total</b>	<b>4</b> <b>(33.33)</b>	<b>8</b> <b>(66.67)</b>	<b>12</b>	<b>2</b> <b>(50.00)</b>	<b>2</b> <b>(50.00)</b>

As is exhibited from the table 4.2.8, one-third (33.33 per cent) of the panchayat functionaries responded that social audit was not regularly conducted in

<sup>12</sup> The National Rural Employment Guarantee Act, 2005 (NREGA): Operational Guidelines (3rd Edition), Ministry of Rural Development, Department of Rural Development, Government of India, New Delhi, 2008, p.61



their respective gram panchayat. Maximum number of such respondents belonged to Narnaul block of Mahindergarh district and Dadri-II block of Bhiwani district . Those two-third panchayat functionaries who responded that they regularly conducted social audit in their panchayat were further inquired about publicizing of previous agenda than half of the functionaries responded in affirmative.

The panchayat functionaries further inquired about records of social audit meeting which were maintained by them. They were unable to show the records and gave lame excuses. So, it was clear that two-third of the functionaries were not interested in developing social accountability through social audit.

#### **4.2.9 Availibility of Muster rolls**

According to Section 4(3), Schedule- I (17), a copy of muster rolls of each project under the Scheme shall be made available at the work sites, in the offices of the gram panchayat and the Programme officer for public scrutiny. In the present section responses regarding availibility of muster roll at worksites are displayed and explained thereafter.

**Table 4.2.9  
Distribution of Responses Regarding Availibility & Completion of Muster rolls**

<b>Blocks</b>	<b>N=12</b>				
	<b>Whether muster roll complete on worksites</b>			<b>If Yes, available for public scrutiny</b>	
	<b>Yes</b>	<b>No</b>	<b>Total</b>	<b>Yes</b>	<b>No</b>
Mahindergarh	1 (50.00)	1 (50.00)	2	0 (00.00)	1 (100.00)
Narnaul	0 (0.00)	2 (100.00)	2	0 (00.00)	0 (00.00)
Ambala-i	1 (50.00)	1 (50.00)	2	1 (100.00)	0 (00.00)
Ambala-ii	1 (50.00)	1 (50.00)	2	0 (0.00)	0 (00.00)
Dadri-I	1 (50.00)	1 (50.00)	2	1 (100.00)	1 (100.00)
Dadri-II	0 (00.00)	2 (100)	2	0 (00.00)	0 (00.00)
<b>Total</b>	<b>4</b> <b>(33.33)</b>	<b>8</b> <b>(66.67)</b>	<b>12</b>	<b>2</b> <b>(50.00)</b>	<b>2</b> <b>(50.00)</b>

Table 4.2.9 exhibits the responses regarding the completion of the muster roll at the worksites and 66.67 per cent of the panchayat functionaries responded in

negative. Maximum number of respondents who denied about completion of muster roll at the work site hailed from Narnaul and Dadri-II block.

When the panchayat functionaries who accepted the presence of muster roll at the work site further enquired about the availability of muster roll for public scrutiny and found that half of the panchayat functionaries responded in affirmative. So, the transparency measure for showing muster roll to the beneficiaries was followed by only half of the panchayat functionaries.

#### **4.2.10 Measurement of Work**

As per provision of the act, the final measurement of the work done by the junior engineer is available for public scrutiny all the times at the worksites. For measuring transparency the responses of the panchayat functionaries regarding the presence of beneficiaries at the worksite during final measurement and availability of records of final measurement all the times at the worksites were obtained and explained subsequently.

**Table-4.2.10**

**Distribution of Responses Regarding Measurement of Work  
N=12**

<b>Blocks</b>	<b>Whether the Final Measurement of Work done in presence of Worker</b>		
	<b>Yes</b>	<b>No</b>	<b>Total</b>
Mahindergarh	1 (50.00)	1 (50.00)	2
Narnaul	0 (0.00)	2 (100.00)	2
Ambala-i	1 (50.00)	1 (50.00)	2
Ambala-ii	1 (50.00)	1 (50.00)	2
Dadri-I	1 (50.00)	1 (50.00)	2
Dadri-II	0 (0.00)	2 (100.00)	2
<b>Total</b>	<b>4 (40.00)</b>	<b>8 (60.00)</b>	<b>12</b>

As is clear from the table 4.2.10, when the panchayat functionaries inquired about the presence of beneficiaries at the time of the final measurement of the work then 60 per cent beneficiaries responded in negative. Maximum number of such beneficiaries belonged to Narnaul and Dadri-II block. Only 40 per cent of the panchayat

functionaries had belief in the presence of the beneficiaries to promote transparency in implementation of the scheme.

#### ***4.2.11 Development Plan and Shelf of Works***

1. According to Section 16(3)(4) of the Act, every Gram Panchayat is required to prepare a development plan<sup>13</sup> and maintain a shelf of works and forward it to the Programme Officer for scrutiny and preliminary approval prior to the commencement of the year in which it is proposed. The investigator enquired the Panchayat functionaries whether they prepared development plan for the respective village before the beginning of the financial year and implemented the plan after necessary approvals.
2. All the Panchayat functionaries claimed that they draw up development plan in advance to be implemented during the year. They also claimed that in case of some situation warranting deviation from the plan, meeting of the Gram Sabha is convened where the necessity of deviation from the development plan is explained and the work is implemented in case it is consented to by the Gram Sabha and approved by the Programme Officer.

#### ***4.2.12 Records on Website***

As per provision of the act, all facts and proceedings related to the Scheme will be available on MNREGA website which help in developing transparency at all stages. It has important benefit that the presence of data on website gives a platform for cross checking of records. In table 4.2.12, responses regarding updated records on website of MGNREGA exhibited and explained later.

As is clear from the table 4.2 12, all the panchayat functionaries responded that all the records of their gram panchayat related to MGNREGS provided to the block officers and data were updated regularly by block officials. The data was updated on weekly basis if the online system works properly. So, the transparency measure in concern of online data availability was completely followed by all the panchayat functionaries. The researcher also inquired about the records on MGNREGS website and found the responses of the panchayat functionaries were correct.

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<sup>13</sup> Development Plan is an Annual Work Plan that should comprise a shelf of projects for each village with administrative and technical approvals so that works can be started as soon as there is a demand for work.

**Table-4.2.12**

**Distribution of Responses Regarding Records on Website of MGNREGS**  
**N=12**

<b>Blocks</b>	<b>Whether You Update Records on Website</b>		
	<b>Yes</b>	<b>No</b>	<b>Total</b>
Mahendergarh	2 (100.00)	0 (00.00)	2
Narnaul	2 (100.00)	0 (00.00)	2
Ambala-I	2 (100.00)	0 (00.00)	2
Ambala-II	2 (100.00)	0 (00.00)	2
Dadri-I	2 (100.00)	0 (00.00)	2
Dadri-II	2 (100.00)	0 (00.00)	2
<b>Total</b>	<b>12</b> <b>(100.00)</b>	<b>0</b> <b>(00.00)</b>	<b>12</b>

**4.2.13 Grievance Redressal**

An Ordinary Operating Technique has been designed resolve the issues during the implementation of the scheme. The new mechanism has developed to solve the complaints including financial and practical irregularities. To support the grievance redressal mechanism it is essential for the States to appoint an Ombudsman at the District-level.

The Ombudsmen are independent of the jurisdiction of the Central or State Government. The Ombudsman has the powers to receive complaints from MGNREGA workers and facilitate their disposal in accordance with law; issue directions for conducting spot investigation; lodge FIRs against the concerning parties; initiate proceedings; report his findings to the Chief Secretary of the State and the Secretary, State Nodal Department for appropriate action against concerning persons. Enforcement of the Right to employment requires setting up an effective grievance redressal system. The Act lies vests the responsibility for grievance redressal with the Programme Officer.

**Table-4.2.13****Distribution of Responses Regarding Grievance Redressal****N=12**

<b>Blocks</b>	<b>Whether any complaint filed against you</b>		
	<b>Yes</b>	<b>No</b>	<b>Total</b>
Mahindergarh	1 (50.00)	1 (50.00)	2
Narnaul	2 (100.00)	0 (0.00)	2
Ambala-I	1 (50.00)	1 (50.00)	2
Ambala-II	0 (00.00)	2 (100.00)	2
Dadri-I	1 (50.00)	1 (50.00)	2
Dadri-II	2 (100.00)	0 (00.00)	2
<b>Total</b>	<b>7</b> <b>(58.33)</b>	<b>5</b> <b>(41.67)</b>	<b>12</b>

Note: Figures in parentheses represent percentages

The researcher obtained responses regarding this section from panchayat functionaries also. The responses regarding complaint filed against any panchayat functionary represented in table-4.2.13 and explained thereafter.

As is clear from table 4.2.13, 58.33 per cent panchayat functionaries responded in affirmative when they inquired about any complaint filed against them. Highest number of such panchayat functionaries belonged to Narnaul and Dadri-II block. Lowest number of such panchayat functionaries belonged to Ambala –II block. Further information about this section explained in section- 4.3.

### **4.3 Responses of District/ Block Officials**

The Gram Panchayat is the single most important agency for executing works under the Scheme. The Act mandates earmarking a minimum of 50 per cent of the works in terms of costs to be executed by the Gram Panchayat. In addition to the Gram Panchayat, the Act envisages key role for the block and district level functionaries also. There has to be a Programme Officer at the block level and a District Programme Coordinator to ensure effective planning, implementation and supervision of the works under the Scheme. Several records that are either maintained

simultaneously at the Gram Panchayat level and by the block/ district levels or by the latter exclusively.

The investigator, therefore, decided to obtain the views of the Programme Officers of the six selected blocks and the District Programme Coordinators of Mahendergarh, Ambala, Bhiwani districts. Keeping in view the position and small number of this category of respondents, the investigator decided to interview them to obtain information and views about the implementation of the Scheme in the block/ district. The information and views so obtained are presented in the present section.

1. All the district and block officials stated that most of the provisions of the scheme are being followed except some provisions such as worksite facilities, disbursement of wages on weekly basis or not beyond fortnightly.
2. All the district and block officials claimed that the development plans and shelf of projects are prepared on annual basis and all the works under the Scheme are carried out as per the shelf. Like the Panchayat functionaries, they also claimed that in case of any deviation from the development plan, approval of the Gram Sabha and of the Programme Officer is obtained before executing the work.
3. All the district/ block officials stated that they conduct random supervision of the worksites usually once in a month.
4. All the district/ block officials of Mahendergarh and Bhiwani districts responded that they provided all the requirements for citizen information board at the worksites giving details of the sanctioned amount, work dimensions and other requisite details of work but they observed the presence of citizen information board at the worksites was negligible. On the other hand, the district/ block officials of Ambala district responded affirmative about presence of citizen information board at the worksites.
5. The Programme Officers of all the three districts stated that the records were regularly updated on the website as per the provisions of the act.
6. The district/ block officials of Ambala district stated that the social audits are conducted during Gram Sabha meetings. On the other hand district/ block officials of Mahendergarh and Bhiwani districts accepted that the records of social audit were regularly updated but there were slight loopholes in reality and all the officials denied about any complaint regarding social audit.
7. The block programme coordinator of Narnaul block of Mahendergarh district stated that they maintained complaint register previously but still it is online. All

the respondents admitted about receiving of complaints. They explained the main trends of such complaints regarding: questioning the measurement of works, fake beneficiaries, delay in payment of wages etc. which were sorted out satisfactorily.

8. The respondents admitted that despite their best efforts, in some of the cases payment of wages is not made within the stipulated period of 15 days. The reason behind delay in payment is stated to be technical problems such as delay in measurement and the overburden on the staff and lack of budget.
9. The district and block programme officers of all the three districts stated that they received about five to ten RTI in a financial year in context of MGNREGA. The applications were duly responded within a week if concerned with them otherwise forward it to the concerned. The trends of RTI's regarding MGNREGA were demand of information about payment of wages, periodicity thereof and about the payment of unemployment allowance, list of workers, amount sanctioned etc.
10. The district and block programme officers of all the three districts stated that the transparency and accountability measures are being followed after the use of online process on some extent but not fully.